The local chief executives: a comparative study of international experiences focusing on the role of governors in Egypt

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

THE LOCAL CHIEF EXECUTIVES: A COMPARATIVE STUDY OF
INTERNATIONAL EXPERIENCES FOCUSING ON
THE ROLE OF GOVERNORS IN EGYPT

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

By

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Supervised by
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ABSTRACT

The 25th January Revolution has inspired the Egyptian citizens for achieving change as one of the main Revolutionary goals. In the spirit of the revolution, reforming the local administration system and the role of governors as a part of it will achieve the local developmental goals. This research aims to investigate the responsibilities, competencies, and relationships of the local chief executives as found in international experiences. It will then try to choose some cases according to certain criteria and discuss the current status of governors in Egypt in order to suggest the lessons learned for Egypt after the Revolution. In order to examine the research question, the current study used qualitative research design by interviewing local administration’s experts. This methodology will allow the researcher to provide the decision makers (member of the peoples’ assembly and new president) with various alternatives concerning local administration reform and the new proposed law. Stressing the differences between the local chief executive in the international experiences and the role of governors in Egypt while highlighting the problems they face in the reform process, especially at that time, are fundamental in understanding the inevitability of reform. The seven interviewees developed indispensable recommendations for the decision makers in reforming the role of governors on the short and long run; for example, highlighting decentralization principals in the new constitution, developing a simple structure of local administration system, electing the governors and empowering them through increasing their responsibilities and real authorities. Moreover, balancing the relationship between the local councils and governors through “no confidence vote”, holding governors accountable mainly in front of the local citizens and many other alternatives comprehensively discussed in last chapter of the research. Results indicated that Fiscal and administrative decentralization, local governance principals, responsiveness to the local citizens’ needs, and many other issues have been among the main dilemmas highlighted by the experts in reforming the local administration system of Egypt. In addition, various alternatives for reforming the governors’ function along with the main competencies, responsibilities, and the relationship with the central government and local citizens are explored. Regardless the difference among the experts in tackling these issues, they agreed that there are some crucial criteria in the process of reforming local administration in Egypt.
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I. Introduction

There is a growing trend supported by international institutions that goes for increasing the role of local governments in achieving local development and democratic reform. On the top of these institutions come the World Bank and UNDP to stress in more than one conference and report that local governments are essential for local governance. Furthermore, the role of the local chief executives is among the main issues that should be involved in spotlighting the good city governance (Kuusi, 2009, pp. 22-24).

As there are many challenges faced by the local governments in the 21st century related to services delivery and citizen engagement, it is time to give more power to local governments through empowering the local chief executives by direct election that leads to more responsive local governments to the local citizens’ needs than the centrally appointed or indirectly elected by local councils. Although, there is no ideal system for local government that suits all cases, the calls of reforming the local governments are the same especially in the developing countries. Decentralization, local governance, local citizens satisfaction, participatory budgeting, institutionalizing change, responsiveness, effectiveness, transparency and empowered local executives are crucial matters in discussing the local governments’ reform in all countries (Satterthwaite, 2009, p. 16; Baud et al., 2010, p. 12; Viteritti, 2009; Saito, 2006, pp. 11-13).
For the case of Egypt, there have been demands for reforming the local administration system before the 25th January Revolution in 2011, but there was no real response from Mubarak’s system to adopt the demanded reform. In the 25th January Revolution, all the Egyptian governorates took part in the protests to overthrow the regime and they succeeded in it. Starting from 11th February, there have been many debatable issues; the role of governors and reforming the local administration system has been among these issues.

The calls for reforming the local administration system stressed on developing the localities as they are the closest governmental units to the citizens, therefore, the local administration system’s reform should become on the top priority for the government’s agenda. Consequently, it is the time for the decision makers to play their role by responding to the citizens’ demands. In this concern, reforming the local administration system in Egypt is a complex process as it has many components and multidimensional relationships between the executives and local councils within the governorate.

The debate about the governor’s role in Egypt is not a new phenomenon as literature has mentioned before the doubts of the appointing system’s validity to provide the citizens with their needs and enhance their role in influencing the decision making process (Vazquez & Timofeev, 2008; Boex, 2011). However, after the 25th January Revolution, the debate has been raised again especially after the first and second change movement of appointing the governors on the 16th of April and on the 7th of August 2011. After the first change movement in April, there were protests in Alexandria, El –Dakahleya, Beni Sewaf and El-Menia, and a crisis broke out in Qena
that lasted for roughly two weeks with Qena citizens refusing to accept the new appointed governor. The protests have been renewed again in August because of the local citizens’ disagreement on the appointed governors because of their background, previous violations and other reasons. Many analysts and presidential candidates have stressed the inconvenience of the local administration system as a whole to achieve the citizens and Revolution’s goals (Boex, 2011, p.2).

In dealing with the literature about the local executives’ leaders and the local governments in some countries and the Egyptian case, the literature usually either focuses only on the concepts and theoretical framework, or stresses the local government in a certain country or countries; however, it sometimes combines the concepts and cases simultaneously. The various studies are related to the theoretical framework and concepts, position of the local chief executive, their competencies and responsibilities, how their role should be according to trends of reforming and restructuring the local government and the international experiences as well.

Studies about Egypt and other cases tackled the description of the current system of the local governments in many countries around the world. Moreover, it analyzed the advantages and challenges of these systems to think of the possible ways of enhancing the local governance. This reform cannot be achieved without depending on local initiatives either from the formal or informal institutions as the local councils and local civil society organizations within the country. Some other studies evaluated the whole countries’ experience with the local governments by presenting the principles of local self-government, local government authorities' basic features, functions and powers. In
addition, the financial resources of the local authorities and the service provision in some sectors are focal issues in understanding these countries’ experience (Kuusi, 2009; Keuleers, 2002; Temesi, 2003).

The local administration system in Egypt and local government in the selected countries for this study are all unitary systems. This system usually includes one level of government above the local level. According to some criteria stated in methodology section, the cases are: France, Italy, Turkey, Kenya Poland, Bulgaria, Denmark, Estonia, Greece, Netherlands and Spain. Driving some lessons about the local chief executive’s responsibilities, competencies and the relationship with the central government and local citizens, it may not only facilitate defining the differences with Egyptian case, but also presenting options for the decision makers to reform. In addition, getting the experts’ recommendations about what can be derived from these lessons to suit the Egyptian status quo is indispensable.

Out of reviewing this literature, some ideas would help in doing the research such as the criteria of the local governments and executives’ competencies, the relationship with the central government and the local citizens as well. Furthermore, the study tries to fill the gap in literature about the lessons learned from international experiences by studying the issue from a comparative perspective and focusing only on sub issue which is the local chief executive and the governor in the case of Egypt and not the local administration or local government as a whole as many studies did.
The purpose of this study is to find the differences between the governors’ position in the Egyptian context versus the international experience through presenting some issues of the local chief executives internationally. Focusing on some cases and the main tasks of the governors in Egypt, the differences of the governors’ responsibilities, competencies and the relationship with the central government and local citizens are defined. Therefore, lessons learned from the international experience for the post-revolution Egypt would push the reform process. The study depended on literature and the interviews about the local administration with experts to come up with the best recommendations for the Egyptian case that would enable the governors to meet the challenges of the local administration system. Resulting not only from the changes taking place in Egypt after the Revolution, but also from the global changes and the international institutions’ recommendations for pushing local development.

Through this study, the researcher aimed to answer the question of: to what extent are the local chief executives’ competencies, responsibilities and relationships in Egypt to be compared within the context of local administration systems in a number of comparable unitary countries? And the lessons learned and recommendations out of this context. Consequently, the researcher argues that this research can be useful on two levels: theoretically, by introducing to the “local government” literature a focused study on the governors with Egypt as an implementation case. And empirically, as it may help the decision makers in developing the required policies and reforming the local administration system with a focus on governor’s responsibilities, competencies and his relationships with the central government. Time of conducting this research is very critical for Egypt particularly,
after the parliamentary elections is heading to change some legislations and having a new constitution, so it would help in starting discussion and debate about the best system for Egypt by highlighting not only the issues in the literature, but also interviews with the experts on the ways of reforming the role of the governors as an essential part in the local administration system in Egypt.

II. Theoretical framework

B- Research Questions

To what extent are the local chief executives’ competencies, responsibilities, and relationships in Egypt to be compared within the context of local administration systems in a number of comparable unitary countries? And what are the main lessons learned and recommendations for reforming the governor’s position in Egypt after the 25th January Revolution?

Investigative Questions

- What are the main competencies, responsibilities, and relationships of the local chief executives in the various comparable and selected unitary countries?
- What are the main competencies, responsibilities and relationships of the governors in Egypt?
- What are the differences between the governors’ position in Egypt and the local chief executive in the other countries?
- What are the lessons learned and recommendations derived from the international experiences for post-revolution Egypt?
C- Conceptual Framework

In understanding the conceptual framework, the context where the local chief executives function is crucial to get an idea about the way they perform and carry out their responsibilities within the local administration systems. The local chief executives’s responsibilities, competencies and relationships with the central government and local citizens are mainly affected by principles of local governance and decentralization. Local governance and decentralization are considered as intervening and moderating variables influencing the local chief executives’ role and the context where they work. Successful applications of local governance and decentralization have effects over the local executives’ responsibilities and relationships, the outcomes of which on reforming the local administration system and achieving local citizen participation are good governance and sustainable development.
Conceptual Framework:

- **Independent Variables**: The local Chief executive's Competencies, Responsibilities, Relationships.
- **Intervening & moderating variables**: Local Governance, Decentralization.
- **Dependent Variables**: Reforming Local Administration System, Local Citizen Participation.
- **Outcomes**: Good Governance, Sustainable Development.
Concepts:

Local Government:

The local government’s definition in the online business dictionary is “an administrative body for a small geographic area, such as a city, town, and county”. The local governments according to that definition have control over their specific geographical region, and cannot pass or enforce laws that may affect a wider area. Local governments usually serve two purposes; the administrative purpose of supplying goods and services, representing and involving citizens in determining specific local public needs and how to meet these needs. The local governments’ second purpose is defined with various characteristics which are: legal personality, specified power to certain functions, substantial budgetary and staff autonomy subject to limited central control, effective citizen participation” (Havenga, 2002, pp. 50-51).

Furthermore, the local government is a crucial aspect of the democratization’s process as it is very useful for educating the local citizens about politics, political leadership and enhancing the accountability. The local chief executive and local councils are the main components of the local government’s structure. They enjoy only relative power due to the division of responsibilities between the national and local government (Havenga, 2002, pp. 50-51; Kuusi, 2009, pp. 8-12).

Local government defined by Meyer as “local democratic governing units within the unitary democratic system of this country, which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic environment of defined local area”
(Havenga, 2002, p.50). On the other hand, Gomme’s definition of local government is “that part of the whole government of a nation or state which is administrated by authorities subordinate to the state authority, but elected independently of control by the state authority by qualified persons resident, or having property in certain localities have been formed by communities having common interests and common history” (Havenga, 2002, pp. 50-51; El-Kholy and Tschirgi, 2010, pp. 17-19).

Actually there is no big difference between the two definitions; however, Gomme stressed the elections as a way of guaranteeing the autonomy and Meyer focused on the source of income to deliver the service. The researcher can combine the two definitions and adopt the definition of local government to be (elected independently local democratic governing units which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services. To develop, control and regulate the geographic social and economic environment of defined local area or to build communities having common interests and common history, the local government is innovated).

There are some differences between local administration and local governance. The local administrative systems mean systems and experiences of establishing administrative regional divisions and setting up local administrative organs in order to facilitate the implementation of public administration. Public administration in many countries basically made up of two levels: central administration (the ministries and other public bodies depending on the central government as well as (their units and services organized on the territory), local
administration (public corporations managed by officials either elected by the local community’s citizens or the councils or appointed by the president-villages, municipalities, and special administrations - and the secondary public entities created by them) (Havenga, 2002, p. 72).

**Local governance:**

Local governance explains the process of making decisions, allocating funds and delivering services at the local level. It involves actors (such as governors, mayors, local councils), formal and informal institutions. The services delivered at this local level usually are education health care, protecting the environment and more.

The local governance definition according to the UNDP is that it: “comprises a set of institutions, mechanisms and processes, through which citizens and their groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at the local level. The building blocks of good local governance are many: citizen participation, partnerships among key actors at the local level, capacity of local actors across all sectors, multiple flows of information, institutions of accountability and a pro-poor orientation.” (Wilde et al, 2008; Nimoni et al, 2011).

There is an interaction between local governance and decentralization as without decentralization, local governance systems cannot produce much good for the citizens. Without good local governance money and responsibility transferred to the lower level will be negatively affected. However, some studies stressed that having the interaction between them can enhance the economic stability, decrease the
corruption, design good policies, provide better services and increase the local citizens’ satisfaction through integrating them in decision making process. (Wilde et al, 2008; Saito, 2006).

Local governance is a part of national governance, but its focus is on the local government. As it is the closest public authority to the citizens, so it supposes to provide them services and solve their problems. Moreover, it is the level that allows citizens to directly take part in the decision making process in their community. Taking part in this process is much easier owing to the size and issues of the local units compared to the center and this support the local democracy as through the local elections, the local citizens can choose their representatives. Therefore, they can affect the decision making process on this level. (Wilde et al, 2008; Nimoni Et al, 2011).

The main characteristics of good governance and the local governance as a part of it are: participatory, responsive, consensus oriented, accountable, transparent, effective and efficient, equitable and follows the rule of law. While Kaufmann (1999) presented these characteristics as some of the governance concepts which are: voice and accountability, political instability and violence, government effectiveness, regulatory burden, rule of law, and graft.

Decentralization:

It is one of the main mechanisms of reforming not only the diminishing quality of local services delivery and the bureaucratic restrictions but also for the whole public administration system. Decentralization is “the sharing of part of the
governmental power by a central ruling group with other groups, each having authority within a specific area or state” (Mawhood, 1993). In addition, it is “the transfer or delegation of legal and political responsibility for planning, management and resource use and allocation from the central government and its agencies to field organizations of these agencies, subordinate units of government, semi-autonomous public corporations, area-wide regional authorities, or non-governmental private or voluntary organizations” (Rondinelli, 1981).

“A choice between different types of public institutions, which vary in terms of the areas over which they have jurisdiction, the range of functions delegated to local institutions and the level of discretion allowed, as well as the manner in which decision-makers are recruited, so producing institutions that are primarily political or bureaucratic or a mixture of both” (Smith, 1997).

It is a process of transferring the aspects of power that gives a better degree of democracy at local levels to push the community participation in decision making process. Elections are thought to be the mechanism of ensuring accountability. Fiscal decentralization relates to the financial aspects of devolution to local government. It includes the division of spending responsibilities and revenue sources between levels of government and the amount of discretion given to these local governments to determine their expenditures and revenues.
Administrative decentralization brings the supply of services closer to the citizens’ demands in the local community. Through applying this reform, it improves the ability of the speedy response to people’s needs and requirements and gives the flexibility in tackling the various conditions that differ from one place to another in addition to increase accountability in front of the public. However, the capacity of the involved individuals and organizations, and the environment are among the main factors that determine the effects of decentralization. It should be clear that decentralization isn’t the only factor affecting the local service delivery, but for example, the national and local policies have significant effects as well. (Egypt Human Development Report, 2004; Havenga, 2002, pp. 50-51).

There are different forms of decentralization; for example, deconcentration and devolution are thought to be the main types of the decentralization.

**Deconcentration:**

The process by which the agents, local authorities, of central government control are relocated geographically and they are accountable to the central government in doing specified functions within the central government bureaucracy. (Ribot 2002 in Larson; Sayer et al.) Furthermore, it is “one of administrative decentralization which redistributes decision-making authority and financial and management responsibility among levels of the central government; there is no real transfer of authority between levels of government. It may involve only a shift of responsibilities from federal forest service officials of the capital city stationed in provinces, districts, etc” (Yuliani, 2004).
**Devolution:**

The transfer of rights, assets, powers from the central to local governments within the context of national laws that put the limits within which any decentralized management (Edmunds et al. 2003:1)

It is also “one form of administrative decentralization which transfers specific decision making power from one level of government to another (which could be from lower level to higher level of government, in the case of federations, or government transfers decision-making powers to entities of the civil society. Regional or provincial governments, for example, become semi autonomous and administer forest resources according to their own priorities and within clear geographical boundaries under their control. Most political decentralization is associated with devolution” (Yuliani, 2004).

**The Local Chief Executive:**

It is one of the focal components of the local government’s structure. It works closely to the local councils in developing and implementing policies. He or she supports the proposal submitted to the councils through mobilizing his supporters in the councils and the local citizens through the local councils. The local chief executives have to mobilize the resources needed to develop and implement the various policies required for achieving the local development. Their role is to carry out the policies and take decisions, supervise the local employees and co-ordinate their activities together to achieve efficiency in providing the services to the local councils. There are many titles indicate the local chief executive in many countries: mayor, governors, municipal executive and other ,but finally all have the same

There are no certain functions for the local chief executives in all countries, but it depends on the legislations (constitutions and laws) that define the relationship between the local and central government. The local chief executives’ responsibilities differ under the deconcentration and decentralization as local governments’ systems since the responsibilities under decentralization system usually more than them under deconcentrated local governments. Generally, some of the local chief executive’s responsibilities regardless the distinction under deconcentration and decentralization:

- Represents the administrative unit.
- Manages the local unit Administration
- Offers initiatives to the Council, making suggestions on particular matters.
- Proposes the Budget and the annual accounts of the administrative unit.
- Appoints directorships, through public vacancy announcements, for those public institutions established by the administrative unit.
- Decides on the rights and responsibilities of legal entities and ordinary persons, applying administrative procedures.
- Decides on matters of employment, rights and obligations of employees, if not otherwise already prescribed by law.
- Concerns with local development, protection of the natural environment, management of housing, water management and supply, sewage systems, maintenance of community areas.
- Gives interest to maintenance of local public roads and public areas, local public transportation, local public security, administration of educational institutions, health and welfare services.

The research’s main focus is on the local chief executive only in the top local level in the various countries regardless the type of the local administration or government in them.

**D- Literature Review**

In dealing with the literature about the local government and local chief executives, the literature reviewed divided into three main categories; the first category is related to the theoretical framework and concepts related to the local chief executive’s competencies and responsibilities, how they should be according to the trends of reforming and restructuring through local governance. The second category is related to the international experiences of the local governments’ tasks and the local chief executive’s competencies, responsibilities and the various models of reform by highlighting the local governance and decentralization. The third category is related to the Egyptian context of the local administration system, the governors, their competencies and responsibilities and the ways of reform by adopting decentralization and local governance principles.

Concerning the first category, studies within this category focused on decentralization, local governance and other macro-trends in reforming the local governments especially for the developing and central countries. As these ways of reforming contribute to redefining the role of the local governments in those
countries, the local government’s capacities would be improved to be more responsive to the local citizens’ needs. (Saito, 2006; K Wong and Shen, 2003; Wilde et al., 2008).

Some other studies stressed the conceptual debate of using decentralization, local governance and local government in the time that many studies used them interchangeably; other group of studies goes for the idea that decentralization process might affect the local governance. In this concern, how governance could be measured and the importance of assessing it is very crucial in understanding the local government’s tasks (Saito, 2006; Wong and Shen, 2003; Wilde et al., 2008; El-Kholy & Tschirgi, 2010).

Other very important part of this first category’s studies have launched from the same base which is that local governments and local chief executives should greatly play a crucial role not only in local development, but also in the democratic reform. Furthermore, what the local chief executives should control and what is not? Some of these studies highlighted the role of them in achieving the urban development through focusing on the factors affected the raison d’être of having those executives and things that they can only sometime do. Furthermore, it stressed the influence of election as a way to bring the local chief executives to their office compared to the case of being appointed.

The participatory budgeting, institutionalizing change, effectiveness and the role of the local chief executives have been among the main issues that should involved in spotlighting how the local chief executive should be in ideal governance models. Most of these studies have concluded that there is no single “best system” for
achieving these goals as the local chief executive’s responsibilities is not the same in the federal and unitary systems. Moreover, these studies discussed the issue of accountability and how to hold the local chief executive accountable when the local chief executive’s press office has control over the data to be judged. (Satterthwaite, 2003; Viteritti, 2009; Schragger, 2006; Baud et al, 2010).

Some reports and guides presented the various systems of choosing the local chief executive and assessing the local governance; most of these reports stressed the elections as the most important way to choose the local chief executive all over the world as they showed there are many various types of each method of choosing the local chief executives. For example, in elections method there are four various types around the world: plurality election, majority election, combined mayor and council election. Transparency and accountability as well are among the main criteria determined by some studies to evaluate the local chief executive’s role (Mayoral Election Methods, 2002; Otenyo & Lind, 2004; E. Warner; 2010; Bardhan & Mookherjee, 2006; Shah, 2006).

This first category enhanced the background on the concepts related to local chief executive’s supposed role, the concepts of local governance, decentralization and local government. Consequently, the researcher can understand the various cases of the international experiences. Furthermore, the researcher recognized where the Egyptian case is compared to the other countries through studying and understanding various concepts, general trends and supposed competencies, responsibilities and relationships. Furthermore, it helped to put the structure of conceptual framework and concepts of the research as well. To understand the local administration system and
the intervening variables, these studies are crucial to build on them. Furthermore, it
gives a background on the various global trends of reforming the local governments;
consequently, these trends can be used to evaluate the Egyptian case and recommend
various alternatives of reforming the local administration system in Egypt.

The second category of the literature is associated with the international
experiences of the local governments’ functions, tasks and the local chief executives’
competencies, responsibilities and the various ways of reforming through these
various models and by highlighting the application of local governance and
decentralization. This category gave some idea about the local governments around
some countries and the local chief executives’ competencies, responsibilities, power
and role. Some of these studies discussed the directly elected local executive system,
local self-government, decentralization and the reform’ experiments by showing
when the country started its decentralization programs and the way they were
proceeded within as those studies about Hungary and Uganda. Other studies
interviewed local chief executives and asked them about the virtues and
disadvantages of being such a local executive in a unitary country. Another group of
studies highlighted the relationship between the local chief executive and municipal
councils identifying the responsibilities of each of them and the supposed relationship
as studies like Macedonia (Nimoni et al., 2011; Balás & Hegedüs, 2000; Nikolov,

A crucial part of the literature stressed the performance strategy of the local
chief executive by answering questions related to their primary responsibilities, their
tasks that should seriously take, the way they can invest their personal prestige, their jurisdictions. Some documents, reports and handbooks described the local government’ authorities, functions and mandates in the country; these texts discussed the role of the local chief executive as one of the main actors in the local government (Behn, 2007; Basic Law of Hungary, 2011; Nikolov, 2005).

Some studies in this second category go beyond the description of the current system of the local governments in countries around the world toward analyzing the advantages and challenges these systems have. This analysis is very useful to help the decision makers to think of the possible ways of enhancing the local governance depending on local initiatives either from the formal or informal institutions as the local councils and local civil society organizations within the countries as this study about Zimbabwe. Some studies evaluated the experience of these countries with the local government through presenting the principles of local self-government, local government authorities’ basic features, functions and powers. In addition, they stressed the financial resources of the local authorities and the service provision in some sectors (Kuusi, 2009; Keuleers, 2002; Temesi, 2003).

The third category is related to the Egyptian context of the local administration system; the governors, their competencies and responsibilities and the adopted reforms of decentralization and local governance principles. Some studies in this category focused on certain governorates’ experience in Egypt through presenting the importance of local government’s reform to effectively deliver the services to the local citizens which cannot be accomplished without decentralization reform. Other studies stressed the idea
that most of the Egyptian governorates have taken part in the protests against Mubarak; the political reasons weren’t the main reasons but corruption, inefficiency in delivering the services and social injustice (Abdelsalam & El Kadi, 2008; Saikal, 2011; Lesch, 2011).

This category of literature gave general knowledge about local administration system in Egypt; for example, its history, structure and challenges. Furthermore, it put the structure for evaluating the Egyptian experiences and the main requirements for reforming its local administration system. For example, this literature didn’t only discuss the process, structure and challenges, but also it went further by giving some recommendations for the local administration reform in the case of Egypt.

Some literature highlighted the local administration’s problems; as these studies asserted the fact that successful decentralization reform requires empowering the local communities either politically or financially and this is the case of Egypt. Moreover, it stressed the issue of lack of transparency, no clear decision making processes, political infighting, corruption and financial mismanagement and the need of balancing the executive’ role through the local council. However, these studies evaluated steps taken by the Mubarak’s regime and pointed out the importance of political reform besides the economic development (Mayfield, 1996; Vazquez & Timofeev, 2008; Al-Sawi, 2002; Human Development Report, 2004).

These studies helped to understand the governor’s position in the Egyptian local administration system and the issues, challenges, relationships and
recommendations they have for calling to adopt the reform especially after the Revolution. Owing to the fact that this literature covered the period before the Revolution, the researcher updated them by adding some factors that should be taken into consideration in deciding about the features of reforming the local administration system in Egypt.

Other studies focus on specific relationships or issues within the Egyptian local administration system. For example, they highlighted the major shortcomings of the Egyptian constitution related to the issue of public administration system, spotlighted the relationship between the local councils and the governors according to the local administration law and defined the imbalance problems. Moreover, these studies addressed the financial decentralization that occurred outside the governmental structures in Egypt as they traced the expenditures and revenues of local units and focusing on issues related to Egyptian local government finance (Solava, 2006; Nawar, 2006; Moharram, 1992). Other group of studies presented the historical evolution of rural development policies and the role of local administration. These studies stated the various efforts in achieving the rural development either by the central government, local administration or NGO’s. Furthermore, it highlighted the necessity and inevitability of adopting decentralization, social welfare, and a new deal for rural development in Egypt.

Some recent studies stressed the fact that most Egyptian governorates took part in the 25th January Revolution against Mubarak’s regime because of its unresponsiveness to the people’s needs in all governorates. Consequently, Egyptian citizens called for structural reform; these studies stressed the issue of not having
elected governors, the restricted role of them and the budget’s misallocation between the local and center. They also gave policy briefs for local service delivery reform through criticizing the current system of local expenditure that lacks accountability, transparency and resources misallocation (Boex, 2011; Saikal, 2011; Lesch, 2011).

This third category helped to tackle the various concepts, issues and relationships related to the local administration system in Egypt; in addition, reading this literature gives an idea about the gap in the literature related to this topic about the governors’ position in Egypt and to what extent is similar to the international experiences. Because of having limited literature tackling the governors’ position, elaborating more on the issues related to the governors in the Egyptian local administration system is a crucial way in developing the status quo after the Revolution.

E- Methodology:

The purpose of this research is to investigate about the comparison of the governors’ competencies, responsibilities and relationships to international experience and the case of governors in Egypt to suggest recommendations after the Revolution. By highlighting the local chief executives’ competencies, responsibilities and the relationship with the central government and the local citizens, the qualitative research design by interviewing helped to answer the general question of the study through answering the specific questions. The comparative analysis is used in addition to using interviews; these interviews seek in-depth information from smaller group of people
with the main objective of learning about how and why they think and react (Adler, Detzner, 1995).

Comparison is a crucial instrument to verify or falsify relationships between two or more phenomena which study cases that are relevant regarding the researcher’s question. A comparative analysis of the governor issue starts with the formulation of the unit of variation which is the chief executive officer (mayor or governor). The units of observation (cases the researcher will choose) should be considered as well. Furthermore, the unit of measurement, the indicators related to the research question which are the chief executive officer’s responsibilities, competencies and the relationship with the central government and the local citizens, should be clear and related to the research question. In highlighting the relationship between the units of the observations and the units of measurement, the researcher will choose the case according to certain criteria that make the comparison with Egypt meaningful and so the relationship between the cases as units of observation and the indicators. (Pennings & Kleinnijenhuis, 2006)

Among the criteria of countries’ selection, any selected country should be somehow a medium-sized country not an island or tiny one in order to get lessons can be applied in Egypt. Its governmental system should be unitary; a system usually includes one level of government above the local level, and not a federal state, so the United States and Germany aren’t valid cases to the units of measurement. However, in studying the successful experiments of the developing countries, some developed countries improved ideas, knowledge, prescriptions, and policy briefs for the decision makers about reforming the local administration and the local chief executive’s role.
Another important issue is the homogeneity of the society as a unit of observations since the Egyptian society is homogenous; however, the Spanish model of having good application of decentralization that can unite ethnic differences in the society is an exception. The researcher didn’t consider the level of development in choosing the various cases for the purpose of enriching the lessons and alternatives that can be derived from these international experiences. Consequently, it is very useful to have Kenya, Estonia, France and Italy for example in the two categories to guarantee the variety of alternatives and models we have to build up on.

According to these criteria, the researcher got the local governments’ laws for some countries and the first review of these laws allowed to meet the various unitary countries divided into two main categories: deconcentrated countries as France, Italy, Turkey and Kenya and decentralized countries as Poland, Bulgaria, Denmark, Estonia, Greece, Netherlands and Spain. Consequently, the main issues associated with the local chief executives’ competencies, responsibilities and the relationship with the central government and local citizens in the international experiences understood to provide the Egyptian case with lessons in addition to recommendations the researcher had through the interviews with the experts.

In addition, the study advocates the purposive sampling strategy, so the researcher conducts seven interviews with experts of the local administration and political system in Egypt from March to April 2012. After the sixth interview, the researcher found that there are many repeated issues and no new issues or views were highlighted, so she believed that new interviews wouldn’t add new to the proposed
competencies, responsibilities and relationship with the central government and local councils for Egypt after the Revolution. Generally the seven interviews help to identify the lessons and recommendations that suit the Egyptian case after the 25\textsuperscript{th} January Revolution. Consequently, briefs presented to the decision makers about the best way to reform the governor’s position in the local administration system in Egypt and the governors’ competencies, responsibilities and the relationship with the central government and local citizens.

Concerning the selection of the interviewees, local administration experts, ex-governor and governors’ deputy are interviewed. Among the main criteria of choosing them, the academic background and professional experience in the field of local administration come in the top. The academic background of the interviewee enhances our ability to conceptualize the governors’ role while the professional experience of some of them gave an idea about the context and environment where the governors work and the main challenges they face.

The data collection involves experts' interviews; through investigating deeply about the Egyptian’s context and their recommendations, a kind of deep understanding of phenomenon, so these interviews help in defining a complete and appropriate description of the governors’ position in Egypt. Ethical matters were considered, obtaining interviewees’ permissions to accredit them and their views and mention them. The researcher doubles check with what they want to publish and what they don’t. Furthermore, many considerations are taken for the principles of
confidentiality and anonymity, informed consent ownership of data and conclusion and all ethical issues.

In conducting the interviews as a crucial part in the study, the researcher faced many problems and possibilities of refusal of ex-governors and experts in the field to cooperate and volunteer of their time owing to different reasons; for example, having busy schedules, the critical moments after January 25th Revolution and suspicious feeling toward talking about their owing experience. Moreover, the difficulty to travel to governorates other than Cairo due to security issues. However, we believe that experts are very helpful, believing in the importance of conducting the study at that time.

Generally, the study is divided into three main sections to tackle the local chief executives in the international experiences and Egypt. The last section of the study is about the lessons and recommendation for the decision makers about the governors’ position in the local administration system.

The main parts of the study:

- The local chief executives: International experiences.
- The governors in Egypt: The legislation and the reality.
- The governors in Egypt: Alternatives to reform.
III. The local chief executives: International experiences

The context where the local administration system works is fundamental in determining the power not only practiced by the local councils, but also the local chief executives as well. There are two main systems of local administration which are the federal and unitary; there are many differences between them. For example, within the federal systems the local chief executives have more power versus the central government than their peers in the unitary systems. In addition, the local executives in these federal systems have also more responsibilities, different competencies than those in the unitary countries (Gerring, Thacker, Moreno, 2006, pp. 3-7). While Egypt is not a federal country, the researcher finds that the study will be useful if its focus is mainly about the unitary countries since many lessons learned can be derived for reforming the local administration system. However, the local chief executives’ functions are not the same in all unitary countries, there are some differences among them and that is what this part of the study shows.

The deconcentrated and decentralized local administration are the most prevailing sub-categories under the unitary countries; however, the countries within this system are not identical since there is no one ideal model for the unitary system.
In spite of the absence of one ideal model for each sub-category, there are some common issues and differences among them. Some countries according to the criteria that the researcher highlighted before in the methodology section were chosen and among these criteria that for example any selected case should be somehow similar to Egypt: a medium country, homogenous societies and other criteria that add countries to enrich the lessons learned for the decision makers in Egypt.

The researcher designed a matrix (Appendix C) of the various selected countries depending on their local administration laws. This matrix focused on the issues of competencies, responsibilities, relationship with the central government and local citizens and it is divided into two parts; the first one is for some deconcentrated local administration: France, Italy, Turkey and Kenya and the second is for some decentralized local administration: Poland, Bulgaria, Denmark, Estonia, Greece, Netherlands, and Spain. Therefore, the researcher understands the way these systems work through and their main features; then, some lessons learned can be derived for Egypt after 25th January Revolution.

A- The local chief executives under deconcentration of local administration

This part highlights the titles, structure, main competencies, responsibilities, relationships with the central government and the local citizens in the selected cases under deconcentration of local administration.
1- The title of the local chief executive

In these selected countries, the title of the local chief executives have different names for the position; for example, the title of the local chief executives in France is the chairman of regional council; it is called the governor in Turkey, the president in Italy and the provincial commissioner in Kenya. There is no substantive difference. Generally, for the local chief executive what matter are the extent of mandates and exercise of power (France, Council of Europe, 2008, p.14; Turkey, Council of Europe, 2009, p. 18; Italy, Council of Europe, 2008, p.12; Kuusi, 2009, p.67).

2- The structure of local and regional authorities

In France, the main division and subdivisions for local government are: 

Regions, Departements and Communes (Figure 1).

In **Turkey**, the main subdivisions for local government are: **Special Provincial Administration**, Municipalities and Villages (Figure 2).


In **Italy**, the main subdivisions for local government are: **Regions**, Metropolitan cities, Provinces and Municipalities (Figure 3).

The study’s focus is on the head of the top level of the subdivisions for local government and that doesn’t mean the lower levels are less important, but they only are out of the study’s focus. Moreover, the structure of the local and regional authorities is one of the main influential components in understanding the context and procedures for reforming the local administration system. The structure of local authorities influences the local chief executives’ competencies, responsibilities and the relationships with the central government and local citizens (France, Council of Europe, 2008, p.6; Turkey, Council of Europe, 2009, p.5; Italy, Council of Europe, 2008, p.3).

3- The competencies of the local chief executive

In this selected cases under deconcentration of local administration, the researcher finds that the local chief executives get to their office either through appointing by the president or the prime minister or indirectly elected by the local councils. For example, in Turkey, governors are directly appointed by central government through a decision taken by the council of ministers and approved by the president and in Kenya the provincial commissioners are appointed by the president. For example, in France, the chairman is elected by the members of the regional council by absolute majority for a period of three years (France, Council of Europe, 2008, p.14; Turkey, Council of Europe, 2009, p.18; Marchetti, 2010, p. 4; Kuusi, 2009, p.67).

The stated local chief executives’ competencies stressed the way they get to their office as in most cases they are usually appointed or indirectly elected. The mentioned competencies in some systems about that the local chief executives come either in eligibility or incompatibility section of the law. The eligibility section
combines the main criteria that candidate should have to be nominated and incompatibility section shows the criteria that shouldn’t be in the candidate; for example, the local chief executive cannot be a member in the local council or member in parliament. Consequently, within these cases, the competencies section is limited by the context where these systems work since the delegation of power and the way of choosing the local chief executives are significant determinants (Smith, 2000, p. 9; Turkey, Council of Europe, 2009, p.15).

4- The responsibilities of the local chief executive

In the deconcentrated local administration, most of these countries’ legislations assert that local chief executives are representatives of the state and government in local units. For example, in France, the chairman of regional council is an agent of the state and in Turkey, the governor is representative of the state and government in provinces. The main responsibilities of the chief executive of the selected cases are divided into administrative and non-administrative.

- The administrative responsibilities of the local chief executives:
  - Are the head of the services of the region and represents the local unit administration.
  - Represent the local unit in the conclusion of contracts, brings legal actions on behalf of the local unit by virtue of the decision of the regional council (or, by delegation, the standing committee).
  - Appoint his assistants and in some cases his or her deputies of local unit administration.
  - Represent the local units in legal actions.
• The non-administrative responsibilities of the local chief executives:
  - Are responsible for executing and implementing the decisions of the local council.
  - Prepare, implement, monitor and evaluate the budget and the performance of the activities and staff.
  - Inform the local council yearly, in a special report, of the situation of the local units, the activities and financing of the services of the local units.

These are the main administrative and non-administrative responsibilities; however, there are some differences among the countries concerning the responsibilities’ section. Some countries may give the local chief executives more responsibilities than the others, but still all of them work in the same framework (France, Council of Europe, 2008, p. 16; Turkey, Council of Europe, 2009, p.24; Marchetti, 2010; Kuusi, 2009, p.69).

5- The relationship with the central government
The core of deconcentration is the delegation and not the devolution of power. The distribution of power between the state and the local units distinguishes between the state’s responsibilities and those delegated to these local units. The local chief executives are either responsible for the overall management and co-ordination with the central government ministries or have certain tasks and responsibilities that differ from other functions done by the central government in the local units (Abdel Wehab, 2012, p. 189; Turkey, Council of Europe, 2009, p.13).
For example, in France, the chairman of regional council has certain functions to do and he or she cannot delegate his or her powers related to the voting of budgets, the entering of mandatory expenditures in the budget and the settlement of the regional accounts. While in Turkey, the governor is responsible for the overall management and co-ordination with the central government ministries within their jurisdictional areas (Smith, 2000, p. 13; Turkey, Council of Europe, 2009, p.15).

Some legislations focus on the relationship between the local chief executives and the local councils and the way each of them functions through the central government. For example, in France, the relationship between the local council and the local chief executive is distributed since the creation and general organization of the services is done by the local units through the local council while concerning local staff, the local council can take decisions associated with the general status of employees, nevertheless the chief executive is empowered to take individual measures of appointing (France, Council of Europe, 2008,p.17 Turkey, Council of Europe, 2009,p.15).

6- The relationship with the local citizens

The relationship with the local citizen is measured through the citizens’ participation through various tools which differ from a country to another within these selected deconcentrated local systems. Some countries allow only the minimum level of local citizens’ participation while other countries raise the ceiling citizens’ participation to the maximum level and some countries are situated between the two levels.
• **For the minimum level**, the French model doesn’t state in any of its article about direct participation by citizens in the decision-making process since the local units are administered by elected councils which take part in the decisions within their fields. Consequently, citizens indirectly take part in the decision making by directly elect the local council (France, Council of Europe, 2008; Smith, 2000).

• **For the maximum level**, the Italian local administration gives the local citizens many tools to take part in the decision making process. Among these tools, the right of the citizens to propose initiatives and referendums on regional laws and administrative provisions. Citizens’ consultation is necessary for regions wishing to create new local units through referendums by a majority of this population, but regional councils have to be previously consulted (Italy, Council of Europe, 2008; Marchetti, 2010).

• **The Middle level or the in between case** is very obvious in the **Turkish** local administration system as the citizens can directly participate in the decision making process only in certain cases. For example, establishment of a new municipality in a settlement area such as in a village or a group of villages can not be implemented without the citizens’ participation (Turkey, Council of Europe, 2009).
B- The local chief executives under decentralization of local administration

The deconcentration of local administration is the first step towards decentralization. However, decentralization is not an aim in itself, but a tool to achieve better local administration system that can respond to the local citizens’ demands. Some countries chosen to show the various applications of decentralization as the context is a crucial determinant of the chief executive’s responsibilities, relationship with the central government and local citizens. The selected countries according to the mentioned criteria in the methodology are: Poland, Bulgaria, Denmark, Estonia, Netherlands, and Spain. Within these cases under decentralization of local administration, there are some commons and differences. This part depended on the matrix of the countries (Appendix C) that help to analyze these various aspects of the local chief executives' functions in the local unit.

1- The title of the local chief executive

In these selected countries, the titles are not the same for the same position; in Poland the title is the marshal of the voivodeship, in Bulgaria is the regional governor, in Denmark is the chief executive, in Estonia is a county governor, in Greece is the Secretary General of the region, in Netherlands is Commissioner, and Spain is councillor (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).
2- The structure of local and regional authorities

In Bulgaria, the main division and subdivisions for local government are: Regions, Municipality, Ward and Mayoralty (Figure 4)

(Figure 4): Source: Bulgaria: Structure and operation of local and regional democracy, Council of Europe, (1996) / 18 December 2008.

In Denmark, main division and subdivisions: Regions and Municipalities (Figure 5)

(Figure 5): Denmark: Structure and operation of local and regional Democracy, Council of Europe, (2008) / 14 November 2008
In **Estonia**, main division and subdivisions are **Counties**, Municipalities and Cities (Figure 6).

(Figure 6): Source: Estonia, Structure and Operation of Local and Regional Democracy, Council of Europe, / 02 November 2011.

In addition, in **Greece**, the main division and subdivisions for local government are: **Regions**, prefectural self-administrations and Municipalities (Figure 7)

(Figure 7): Source: Greece, Structure and operation of local and regional democracy, Council of Europe, (2000) / 18 December 2008.
For **Netherlands**, the divisions are: **Provinces**, Municipalities and Water boards (Figure 8).

(Figure 8) Source: Netherlands, Structure and operation of local and regional democracy (2008) / 14 November 2008

In **Poland**, the main division and subdivisions for local government are: **Voivodeships**, Powiats and Municipalities (Figure 9).

(Figure 9): Source: Poland: Structure and Operation of Local and Regional Democracy (2000) / 08 April 2011
For **Spain**, the divisions are: **Autonomous community**, Province and Municipality (Figure 10).

(Figure 10): Source: Spain, Structure and operation of local and regional democracy (1996) / 18 December 2008

The study’s focus is on the head of the top level of the divisions for local governments (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008). In spite of the differences among these countries’ structures, all of them have simple structures; consequently, the responsibilities and the relationships with the central government and local citizens are obvious.

3- **The competencies of the local chief executive**

The way by which the local chief executives are chosen thought to be among the main concerns of the competencies. Within the selected cases, the local chief executives are chosen through two main methods which are: appointing either by the
ministry council or the president and indirect elections through local councils since their members select the local chief executive with a certain majority. This section in legislation is related to the way by which the local chief executives get to their offices (methods of choosing) in these countries and the competencies’ criteria for nominations.

For example, in **Poland**, the marshal of the Voivodeships is elected by an absolute majority of the local council in a secret ballot and he or she may be dismissed by qualified majority of three fifths of the local council’s members (Poland, Council of Europe, 2011). In **Bulgaria**, the regional governor is appointed by the Council of Ministers and deputy governors are appointed by the prime minister. In **Denmark**, the chairperson is elected by the regional council, during its constituent meeting, from the council membership, using a majority vote (Denmark, Council of Europe, 2008; Bulgaria, Council of Europe, 2008). In **Estonia**, a county governor is elected by the local council and should get a majority of the votes. In **Netherlands**, Queen’s Commissioner is appointed by Royal Decree by the Crown (i.e. by the Queen and her ministers) for a term of six years. After this term, they may be reappointed. In addition, they chair the provincial executives which are chosen by the local council. In **Spain**, president freely appoints and dismisses the councillors (Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Spain, Council of Europe, 2008).
For the competencies section in the selected decentralized local administration is similar to the same section in the deconcentrated local administration since the main concern is about how the local chief executive should or shouldn’t be (eligibility and incompatibility). For example, in Denmark, neither the mayor nor the aldermen may concurrently be chairperson of a regional council and this is the same idea that the local chief executive cannot be a member of the local council or parliament (Denmark, Council of Europe, 2008).

In Estonia, a person who has been elected to a municipal council cannot act as a municipal councillor if they are elected as mayor, or they have been appointed to the municipal government and the county governor has to perform military service. By and large, non of these countries have put competencies associated with having certain plans or programs by those candidates owing to the fact that these countries are somehow democratic countries so it is normal for the candidates for the local chief executives to have their plans regardless the way of choosing them either directly or indirectly elected or appointed (Estonia, Council of Europe, 2011).

4 - The responsibilities of the local chief executive

In the decentralized local administration, the executives are stated in laws to be the representative of the government and responsible for implementing government policies on regional issues. The main responsibilities of the local chief executives of the selected cases are administrative and non-administrative.

• The administrative responsibilities of the local chief executives:

-Lead and represent the executive and the administration of the local unit.
- Administer local units’ property.
- Represent and supervise the interests and authorities of the state in the local unit.
- Act as executive head of the local unit civil service staff.
- Appoint their deputies and they can delegate some of their power to the deputies.
- Inform the central government and local authorities on issues concerning relation between the central executive power and local authorities.
- Are responsible for competencies and functions assigned, delegated or transferred to the regional services.
- Issue organizational regulations for local executive’s office.

- The non-administrative responsibilities of the local chief executives:
  - Prepare and implement the local unit’s budget.
  - Prepare and implement a draft development strategy, land development plan and other local units programs.
  - Arrange and co-operate with regional authorities in other countries.
  - Direct and co-ordinate and supervise the activities of local units and institutions.
  - Are responsible for harmonizing national interests with local interests, organize the development and implementation of strategies and programs for regional development.
  - Prepare the population for mobilization and defense, is in charge of its protection in cases of disasters and accidents in general.
  - Are responsible for maintaining public order.
  - Ensure observance of the laws on the territory of the region.
- Exercise administrative control over and ensures the execution of decisions of the president and the ministers.

These are the main administrative and non-administrative responsibilities; however, there are some differences among the group of the selected decentralized local administration, but also with the deconcentrated as the responsibilities of the local chief executive in them are less than those in the decentralized local administration either the administrative or non-administrative aspects (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).

5- The relationship with the central government

The core of decentralization is the devolution of power. In some cases, the laws specify the tasks done by the local units in front of those done by the central government. For example, In Poland, Voivodeships perform within certain fields which are: the education, up to university level, health promotion, protection; culture and conservation of cultural assets, welfare support, family support policy, modernization of rural areas, physical planning, environmental conservation, water management, public roads and transport, sport and tourism, protection of consumer rights, defense, public security and efforts to combat unemployment and to stimulate to the labor market. On the contrary, the legislation stressed that the role of the central government is to do tasks that cannot be functioned by the local units (Poland, Council of Europe, 2011).
In Denmark, the state is responsible for tasks which should be performed by an authority with a national perspective, or tasks which cannot appropriately be placed at local or regional level (Denmark, Council of Europe, 2008). In Bulgaria, decentralized services at two or more levels in particular areas, such as employment, the army, the police, and tax administration, landed estate commissions are the most important. As regards the scope of these areas served by these decentralized structures is considerable. At the regional level the interaction between services decentralized by law is achieved through the regional governor who is entrusted with the task of co-coordinating the activities of public bodies within the region and their relationship with the local authorities (Bulgaria, Council of Europe, 2008).

There are various ways or models for the interaction between the central government agencies and the provinces and municipalities or the local units and these interactions are organized by the law. Among these ways of interactions those stated in the law of Greece; for example, deliberation between central government agencies and municipal local units concerning the implementation of policies; highlighting local units should be consulted about any decisions before they are approved by the central government (Greece, Council of Europe, 2008).

6- The relationship with the local citizens

The relationship with the local citizens measured through the citizens’ participation by various tools which differ from a country to another within these selected decentralized local administration. In spite of the context of applying the decentralization in these countries, relationship with the local citizen’s ceiling is relatively very high. As the citizens can not only attend meetings of the council and its
committees, but also they can submit various proposals to the council, such as suggestions for the development plan or new projects.

The local citizens directly affect the decision making process in most of its levels starting from proposing such an idea or project to evaluating the success of such a policy through citizens’ satisfaction surveys, referendums and citizen’s initiatives. These initiatives allow citizens to put a new idea or proposal on the agenda of the local council. Then, the council has to take a decision on it. The citizen’s initiatives enable chief executives to translate signals from local society into action (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).

The selected decentralized local administration systems have many instruments by which local citizens can take part in the decision making process through direct or indirect ways. Although there are minor differences between Denmark, Greece, Bulgaria, Spain, Netherlands and Poland, the local citizens’ participation’s ceiling in these countries is very high compared to the deconcentrated local administration system. Moreover, the local citizens’ participation is mainly through elections and choosing certain local chief executives affiliated to a political party than other parties for one term and they can change their choices in the coming elections by selecting another chief executive from the counter party (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).
To conclude, each country’s context affects the application of the selected local administration system and as a general rule each system has its merits and demerits. Moreover, it is relatively different from a country to another within the same local administration system; however, under deconcentration of local administration, the merits are limited while its demerits are various. On the contrary, the merits under decentralization of local administration are numerous. For examples, this system fits the newly independent countries and heterogeneous societies to keep the unity of the national country and the social fabric as well (Yuliani, 2004; France, Council of Europe, 2008; Turkey, Council of Europe, 2009; Italy, Council of Europe, 2008; Kuusi, 2009).

The demerits of the deconcentrated local administration are associated with the restricted administrative and non administrative responsibilities compared to the decentralized local administration that gives the local chief executives more power and authorities through devolution and not delegation of power (Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).

The relationship with the local citizens is one of the crucial merits of the decentralized local administration compared to the deconcentrated as it allows the local citizens’ participation through providing various instruments in affecting the decision making process in the local systems. Within this decentralized local administration, the citizens’ participation takes the forms of elections, attending the meetings of the council
and its committees, submitting various proposals and initiatives to the council and evaluating the success of such a policy through referendums and elections. Moreover, the principles of accountability and transparency prevailed in this decentralized local administration as the local chief executives hold accountable in front of the local councils and local citizens. This type of local administration brings the local units close to the citizens’ needs and problems, consequently they can have a say in their own life’s matters (Jennings, 2000; Bulgaria, Council of Europe, 2008; Denmark, Council of Europe, 2008; Greece, Council of Europe, 2008; Estonia, Council of Europe, 2011; Netherlands, Council of Europe, 2008; Poland, Council of Europe, 2011; Spain, Council of Europe, 2008).

The demerits of the decentralized local administration are sometimes correlated with the issues of over application of the decentralization that may affect the central government abilities in implementing its national policy. Moreover; the total fiscal decentralization stands against the equity issues among the local units within the state and affects the central government function of redistributing the national income to reach the poor everywhere in the country and not concentrated in some rich units (Agrawal, Arun, Jesse, 2002).

The researcher thinks that decentralized local administration may give the local units more power to function and respond to local citizens’ needs by accomplishing the local development. Moreover, she can through studying the governors in Egypt, the competencies, responsibilities and relationships with central government and local citizens stressing the importance of applying decentralization’s forms starting from the administrative to the fiscal decentralization.
IV. The governors in Egypt: The legislation and the reality

This part mainly focuses on competencies, responsibilities and relationship with the central government and local citizens of the governors in Egypt. Through highlighting these issues in the legislation and the experiences with the regime, we can have an idea about the main differences compared to the international experiences. Moreover, we can give some remarks and challenges about the governors in Egypt.

A- Governors in the Egyptian Legislation

The local administration system in Egypt is mainly organized by Local Administration Law no. 43/1979 amended by Law no. 145/1988. According to the law, the governorate is the biggest unit of the local administrative units. Furthermore, it is distinguished into rural and urban governorates. The rural governorates are divided into marakez, villages and the urban governorates are divided into cities that subdivided into districts. In addition, rural and urban governorates combine some of these divisions; Egypt is divided into 27 governorates\(^1\) (Mayfield, 1996, pp. 12-13). This part will focus mainly on the main competencies, responsibilities and the relationships according to the law and presidential decrees.

\(^1\) - Starting from December 2009, Egypt was 29 governorates. After the revolution, 6 October and Helwan governorates were abolished and became parts in Cairo and Giza consequently, Egypt has 27 governorates.
1- The structure of local administration system in Egypt

The local administration system is divided into governorates that have two types; simple (fully urban) governorates and complex (rural and urban) governorates. The fully urban governorate is subdivided into city and district and the rural and urban governorate is subdivided into markaz that subdivided into village and city that subdivided into district (Figure 11). The study’s focus is on the head of the top level of the division which is the governor. By and large, the structure of the local administration system in Egypt is one of the main issues in reforming the system and the governor’s position as well (Mayfield, 1996, p. 56).

(Figure 11) : Zakaria, “The structure of Public Administration in Egypt” lecture at the American University of Cairo, March 2012
2- The competencies of the governor

Concerning the governor’s competencies, the law doesn’t put any restrictions on the criteria of choosing the governors and the period they should stay in the office. Generally, the law doesn’t include any conditions to appoint the governor, but a say that the governor cannot be a member either in the parliament, the Shoura council or local councils; however, it is not applicable in the case of the prime minister and the ministers as there are many ministers were members in the Parliament while most of the political positions in Egypt require certain conditions to get appointed or elected the governor doesn’t (Mayfield, 1996, pp. 67-69). This incompatibility issue is one of the main similarities between the Egyptian and other countries’ legislation about the local chief executive’s competencies.

According to the local administration law, the governor is always appointed or changed by the president and once the president left his office the governor should do. There is no defined period for the governor’s term as some governors.

3- The responsibilities of the governor

According to the local administration law of 1979, the governor is representative of the executive branch. He is responsible for providing food security, increasing the efficiency of agricultural and industrial production, protecting the state’s land and properties, achieving the security, serving the environment and developing the local community. The governor has the same authority of the ministry as he can give opinion about the promotion of any worker. In addition, a presidential decree in 1997 gives more authorities to the governor. As he:
• has the president’s authority within the boundaries of his governorate, he is an executive representative that implements the national public policies and he has the right of supervision and censorship over all services and production.

• can take any action in order to raise the efficiency of industrial and agricultural production to achieve a comprehensive and balanced development. He has the right to take any procedures to protect the states’ lands and remove any aggression on these lands.

• is responsible for the security, ethics and public values in the governorate; he cooperates with the security manager according to the public policy’s framework that is put by the interior minister, manages all the governmental buildings and takes certain procedures to protect their security.

• has the same authority that the minister has toward all decisions approved by the councils that manage the various services within the governorate. He is the president of all civil workers within the governorate and he practises the same authority of the minister except the judiciary (El-Sawi, Ali, 1999).

In reviewing the law, its amendments and the decree, there are some remarks about the governor’s responsibilities as

• He has the same authority of the finance minister in the financial and administrative matters and that without any effects on the state’s budget.

• He is responsible in front of the prime minister to do his functions and he obligates to present periodical reports about the results of his work in the various activities that practiced by the governorate.
• His approval is a necessity for the act of the governorate’s local council of reporting the representation of those who benefit from the management’s supervision on the projects and public services within the governorate, also for any decisions taken by the prime minister related to appoint the general secretariats and their deputies. Furthermore, the distribution of the technical workers over the governorate.

• The governor experiences the same minister’s responsibilities to all civil workers in the boundary of the governorate to the institutions that transferred its functions to local units. For example, for the higher education, establishing the faculties and higher institutes should be with the agreement among the governor, the university council, the higher supreme council for the universities and the minister (Salah El Din, 1992, pp. 119-123).

• He is granted the authorities of the ministers of finance, industry and tourism to take a decision related to the investor's demands to set up projects in his governorate.

There are many differences between the responsibilities of the local chief executives in the international experiences and the governors in Egypt. For example, most of the local chief executives appoint his or her deputies of local units administration, arrange and co-operate with regional authorities in other countries, are responsible for harmonizing national interests with local interests, organize the development and implementation of strategies and programs for regional development. In addition, they are responsible for competencies and functions assigned, delegated or transferred to the regional services and issue organizational
regulations for local executive’s office, ensuring observance of the laws on the territory of the region. All these previous responsibilities aren’t among the governor’s responsibilities in Egypt.

The governor is considered as the head of all civil workers within the governorate that related to local units; the governor’s role is obvious only in these administrative issues related to the work of all civil workers; for example he:

- can move any worker within the governorate if he shows that he didn’t cope with the public interest.
- can give the opinion about the promotion and the movement of the workers before the decision is taken from the defined authority.
- can send the employer to investigation
- can ask for investigation with the workers within the governorate
- can decide about the way of using the state’s land within the governorate
- can determine the needs of the local administration’ jobs that employed by decision he takes (El-Sawi, 1999, pp. 56-60).

4- The relationship with central government

The local units perform their role within the national policy of the state, so the central government exercises supervision over these local units. The governor is appointed by the president (executive authority); therefore, the president supervises the governors’ activities, they are accountable in front of the prime minister as well and they should report their activities to the local development minister. In addition, they should attend the meetings organized by the prime minister for the reason of
enhancing the coordination for the activities among the governorates (Abdel Webab 2011; State of local democracy in Egypt, 2009).

The relationship between the central government and the governor is organized through:

- supervision of the prime ministry over the governorate’s affairs.
- supervision of the central government over the local budgets.
- The governor's annual reports about the governorate’s activities.
- The governor’s cooperation with the local council to achieve the national policies as he or she can give their suggestions to the council about any issue.

The relationship with the local council as they:

- implement the local council decision with the support of the ministries’ representatives.
- invite the local council of the governorate to be held for extraordinary matters.
- attend or his deputy the local council’s meeting.
- present the local council’s view about the public issues of the governorate in front of the prime minister.
- ratify or oppose about any decision published by the local council against the national budget and plan.
- help the local council of the governorate to get any data related to other activities within the governorate.
- open the floor for the elections and determine the procedures of nomination.
- cannot be fired by the local council and he can oppose the decision taken by these councils (Samir Abdel Webab 2011; local Administration law, 1979).
4- The relationship with the local citizens

The citizens’ participation in the local issues in Egypt is very parochial. There is no legislation ban the local citizens to suggest ideas to the local councils, but in the same time it doesn’t state the various tools of the citizens’ participation in the law. Furthermore, the law doesn’t allow the citizens’ to express their opinion through referendum on the local level about crucial issues in their governorates or cities. In this concern, there is no direct relationship between the governors and local citizens and they aren’t accountable in front of the citizens. Consequently, there are real differences between Egypt and other countries in the issue of the relationship between the governors and the local citizens as Egypt is below the three level of citizens’ participation stated in the deconcentrated local systems; for example, France is thought to be the minimum level of citizens’ participation since it allows the local referendum that Egypt doesn’t allow. Consequently, Egypt is a way from even the minimum level and it is too far from the maximum level (Abdel Webab 2012; State of local democracy in Egypt, 2009).

This previous part showed how the legislation has dealt with the governor’s competencies, responsibilities and relationships, but it is not every thing as the experiences with political regime of Egypt starting from 1979 till 2011 can add crucial determinants and aspects to the analysis and evaluation governors’ role in their local society.
**B- Governors’ experience in the Egyptian regime**

Although the section of governors in the local administration law isn’t perfect, it wasn’t applied within the Mubarak’s regime that got the best use of the heritage of controlling, centralization and marginalizing of the local units and the governors’ authorities as well. Consequently, the governors’ experience with Mubarak regime has negatively influenced their position in the local administration. Many experts highlighted the gap between the local administration law and its implementation especially related to the governor’s section. This part will discuss the main competencies, responsibilities and relationships in Mubarak’s regime.

**1- The competencies of the governor**

According to this law, there are no certain competencies with the lack of transparency in choosing the governors; however, they usually come from a military or police background. The governors are appointed according to fixed proportion as approximately 81% of them come from the police and military forces and the rest are professors, judges and civilians. Furthermore, governors are always men and there is no definite term for the governors to leave their office. Consequently, some governors stayed in their office for more than 10 years. Furthermore, some governors not only don’t have adequate experience in the administrative jobs, but also most of them became governors for governorates they aren’t from and they are not familiar with its structure or problems. For example, the researcher can find a governor brought up in Alexandria and worked there for 40 years, but he was appointed as governor in Souhage then El-Sharkia governorate.* (Amin et al, 2011).

* Abdul monem Wasel was appointed as governor of Souhage inthen as a governor of E-Sharkia.
2- The responsibilities of the governor

There is a gap between the law and the reality related to the responsibilities of the governor in Egypt as he doesn’t have real authorities and not independent either financially or administratively. According to the law, the governors’ responsibilities are not much; however, the governors’ doesn’t enjoy these limited responsibilities stated in the law. The governor cannot redistribute the governorate’s budget items in a different way from that approved by the ministry of finance and sometimes to changes the allocations, he should get the approval of the ministry of finance and people’ assembly. There is a duplication of the responsibilities the governor has and the ministry as well, so some decisions he took may be cancelled by the minister or the directorate. (Salah El Din, 1992; Amin et al, 2011; interview with Dr. Dr.Mahmoud El-Sherif, ex-governor and minister, 4th April).

The governor as a representative of the executive branch has to implement its national policies even if it has nothing to do to with the context of his governorate. In this concern, governors stressed more than one time that they don’t know how to proceed through their functions that mentioned by the law. For example, the ex-governor Adel Ilhami said “As governors, the researcher doesn’t have real authorities; for example, if there was a failure in the telephone communication within the governorate I couldn’t do anything in this concern; all what I could do is to call the ministry and ask them to fix the problem. However, I totally understand the local citizens’ expectations, but what we can do?? We need to be empowered; we need real authorities” (El-Sawi, 1999, pp. 167-169; interview with Dr.Alaa Arfat, 20th March).
The functions and responsibilities the governor has according to the legislation and reality are interrelated as they can never achieve the food security without increasing the efficiency of the agricultural and industrial production that cannot be achieved without achieving the security. Developing the local community cannot occur if these previous responsibilities aren’t efficiently functioned together. Moreover, all the issues of competencies, responsibilities and relationships are interrelated and affected by each others and by the context where the governors are which is centralization and marginalization of these local units (interview with Dr. Alaa Arafat, 20th March).

3- The relationship with central government

According to the law, the governors are given some functions without real authorities to perform and with a real control from the central government. Consequently, the relationship between the governor and central government is imbalanced in favor the central government in many aspects. For example, governors are appointed by the president and left their office only because of a decision by him and not because of the citizen dissatisfaction or the local council “no confidence vote” and he is actually accountable in front of the president and prime minister. Moreover, the composition of local executive councils as all the members of these councils are appointed by the central government and the chairs of these councils are the governors appointed by the central government. Owing to the way of choosing the governor through appointing and being accountable in front of the central government; the local councils are bounded and the relationship with the governor is imbalanced in favor of him (interviews with Dr. Khail Darwish, 3rd April; Dr. Abdel Raheem Shehata, 17th April).
4- The relationship with local citizens

There are no differences between the legislation and the experience in this issue especially as the law doesn’t say much about it and the experience doesn’t add much since only the local councils elected by the people can investigate and ask the governors about certain issues as no local referendums are allowed. Although the local citizens are the main actor in managing the local units and their participation is important, they should take part from the planning to implementing phase of the decision making process. Therefore, local development as participatory approach may assure the citizens’ role in all development stages since the development is a decision making process (State of local democracy in Egypt, 2009, p. 89; Jennings, 2000, pp. 8-9).

After the 25th January Revolution, the local citizens have experienced tense relationships with some governors. For example, the first and second change movement of appointing the governors in 16th April and 7th August 2011 are turning points. After the first one in April, there were protests in Alexandria, El –Dakhalia, Bani Sewaf, El-Menia, and a crisis broke out in Qena lasted for roughly two weeks refusing the new appointed governor and succeeded to prohibit him from delivering his position. New protests in other governorates have been renewed again after the second change movement in August because of the local citizens’ disagreement on the appointed governors because of their background. Consequently, the system of managing the local units in Egypt is not valid anymore and the role of the governor especially should be reinvented within the context of adopting the decentralization and local governance’ principals, so the researcher has some remarks about the governors in Egypt (Mahmoud, 2011, pp.13-14).
C- Remarks about the political system and the position of governor in Egypt

In reading the various literature of this study and conducting some interviews with local administration experts, the researcher has some remarks related directly to the governor’s position and other remarks related to the political system (local administration system is one of the political system’s components) that indirectly affect the governor’s position.

1- Remarks about the political system

- The people’s assembly and new president of Egypt need to get the best use of the current historical moment after the 25th January Revolution and push some revolutionary actions towards fighting corruption and adopting new local government system using the people’s support and their enthusiasm to accomplish the Revolution’s motto “Bread, Freedom and Social equity”. Furthermore, the youth should be involved in the decision making process owing to their role in mobilizing for the change (interview with Dr.Khalil, 3rd April).

- The time is one of the main determinant in achieving the reform and people’s assembly and new president of Egypt need to work on developing a framework for it quickly to allow the governors to function and face the problems of building on the agricultural lands, stealing the state’s lands and building on them since the governor’s function is to remove this aggression and achieve the security in the governorate in this exceptional time (Mahmoud, 2011; interview with Dr.Alaa Arafat, 20th March).
It is crucial for those who concerned with the local administration system in Egypt either members in the people’s assembly and local councils, or specialists to realize that reform the local administration system and the governor’s position are associated with the heritage of the 60 years of the centralized local administration and that needs more efforts from the decision makers forward adopting the change; however, there were some period in the history when the governor’s position was more powerful and had a span of control over his governorate simultaneously the local council had the right of the “no confidence vote”. Consequently, the picture isn’t totally black as there were some good points used to be applied in the society and decision makers can restore and the decision makers cannot pretext that the citizens’ culture hinders the policies of reforming as the practice will gradually change this culture (Interviews with Dr.Mahmoud El-Sherif, 4th April, Dr.Khalil Darwish, 3rd April).

It’s not enough at all in achieving the reform to stick only to the laws as they only the first step toward accomplishing any development, but awareness’ campaigns, media, civil society organization and political parties are all actors in the reform equation. The central government has significant role at the beginning through training the executives in the local units about the various approaches to apply the decentralization and local governance’s principals and respond to the local citizens’ needs (interview with Dr.Alaa Arafat, 20th March).

The system in Egypt used to be “Branches Management”; consequently, applying the decentralization’ principles is the base of the governance on the local level that works for enhancing the human welfare. This welfare can be accomplished through
increasing the human capacities, choices, opportunities and political, social and economic freedom especially for the poorest in the society. Consequently, the people’s assembly cannot reform the role of the governor without stressing the local interests that differs from the national interest, highlighting the local citizens’ role in managing their interests through electing their representatives and executives and finally empowering the local citizens to manage their resources to satisfy their needs and demands. (Interview with Dr. Khalil Darwish, 3rd April).

- In dealing with the position of the governor as one of the main components of the local administration system in Egypt, it is fundamental issue to understand that the researcher cannot evaluate or suggest any recommendations for improvement without understanding the context of the local administration system in Egypt and be sure that reforming this position without the whole system is impossible. Moreover, reforming only one item under the governor’s position cannot reform this position; for example, reforming the system of choosing the governors into electing in stead of appointing without giving them real authorities and clear responsibilities and a balanced relationship with the local council and central government in citizens’ participation cannot change the current situation and won’t improve the local development in Egypt (Interview with Dr. Khalil Darwish, 3rd April).

2- Remarks about the position of governor

- The position of the governor is a complex one; the governor is the head of the local executive authority so he should be accountable in front of the local council, but he is also the representative of the central executive authority; consequently, the local
council cannot hold him accountable because he represents a higher authority consequently this position should divide this into two jobs:

- The head of the local executive authority so he can be accountable in front of the local council that can use the no confidence vote against him.
- the representative of the central government and report the prime minister

(interview with Dr.Mahmoud El-Shrief,4th April)

- The governor’s position in Egypt is only for men; women never experienced this position since the local administration law in 1979, consequently women’ role in the local units should be reconsidered in the new law. For example, quota for women in the local councils or executives council can enhance women participation at the local level.

- The context where the governors function is crucial, developing a legislative framework starting from the new constitution and new local administration law, stressing the improvement of the local administration structure, involving civil society organizations, mobilizing the local citizens toward achieving the local development are the main components in having a successful local administration system (interview with Dr.Alaa Arafat,20th March).

- Empowering the local councils to stop the imbalanced relationship between these councils and the governor since the law gives the governor the right to attend these local councils meeting and this affects their independence and ability to supervise over the governor’s functions and responsibilities. This balanced relationship cannot be achieved without free and fair election process with high level of local
citizen’ participation and with defining certain functions to be carried out only by these councils and other by the governors (Solava, Ibrahim, 2006, pp. 23-27).

- The governor doesn’t have real authorities, so he cannot coordinate between projects performed by the central organizations; these projects’ activities reached to the local units although these activities affected to the local citizens’ satisfaction. The governor cannot appoint the local units managers of all units except villages; consequently, changing only the way of choosing them without giving them real authorities won’t change the status quo.

- More efficient and exceptional training programs organized by the ministry of local development and private training and research centers are needed to be given to the governors before and after appointing them to enhance their abilities about the administrative and technical knowledge correlated with his position in the governorate. Furthermore, it is vital to understand the way to deal with the local citizens and how to be responsive to their demands to enhance the local capacities towards achieving the local development and democracy. (Interview with Dr. Samir Morkos, 26th March)

- The way of choosing the governors is seemed according to citizens’ views and literature as well to be one of the main ways of reform, but it isn’t sufficient way as governors should have authorities to do independently their responsibilities. As the local administration law stated that the governor should be appointed by the president as he is representative of the executive; however, some literature in highlighting the importance of reform and the way of choosing the governors; it recommended electing the governor instead of appointing them and the importance
of separation between the function of the governors as representative of the executive branch and as a provider of the local services to get the citizens’ satisfaction. (Boex, Jamie, 2011, pp.2-3).

- Having certain competencies and criteria in choosing the governor, defining certain term for their work and giving the right to the local councils and citizens to express their points of views in choosing, isolating and holding the governor accountable in front of them are crucial issues that should be determined by law.
V. The governors in Egypt: Alternatives to reform

In studying the international experiences and interviewing number of experts in local administration system in Egypt, the researcher can discuss and analyze their recommendations and lessons derived out of these international experiences for the transitional and revolutionary moments Egypt experienced after the 25th January Revolution. Moreover, some recommendations seem to be inapplicable at the current times, but for the long run these recommendations are the corner stones for reforming the local administration system. Focusing on the governors as a crucial component in the local administration system in Egypt doesn’t mean that it is the most important component and that it is the only way to reform the local administration in Egypt as a system, but it is the first step.

Without reforming the governor’s position within the context of the local administration system, local development won’t be achieved. Moreover, filling the gap between law and its implementation, linking between the responsibilities and the authorities through empowering the local units to do their functions are essential issues to guarantee the reform. For following the study’s structure, the researcher is going to discuss the lessons and recommendations through its outline by starting with the local administration’s structure, then the issues of the competencies, responsibilities and relationship with the central government and local citizens.
1- The structure of local administration system

The structure of local and regional authorities in the various countries mentioned in the study is simple as it divided or subdivided into one or two levels (Figure 1: 10). The simplicity of these structures affect the system’s effectiveness, relationship with the central government, equity of resources’ distributions among the local units, transparency in the budget allocations and the adoption of the decentralization’s and local governance principals. For the Egyptian local administration system, it is very complex (figure 11) and reforming the system according to the experts’ opinions starts with establishing a unified and simple local administration structure for all governorates.

“Restructuring the local administration system of Egypt in a simple way is inevitable for reforming the whole system” (Dr. Khalil Darwish, Professor, 3rd April).

“ Reforming the governors’ position cannot be partially tackled and cannot be occurred without having a valid structure for the local administration system instead of the current complex system” (Dr. Ala’a Arafat, Researcher, 20th March)

In following the international experiences and the various models they have for the structure of local and regional authorities, the researcher suggested the following structure for the local administration system of Egypt to be divided and subdivided into: governorate, Markaz, village and city.
2- The competencies of the governor

For the issue of the competencies, it is one of the most debatable issues among the experts; however, it is not that debatable in the international experiences owing to the system of choosing the local chief executives, the context where they function and the high level of transparency and accountability. The Egyptian experts have different trends on the way the competencies section in the new local administration law should be. However, all of them agreed on the way of choosing the governors as one of the main parts of the competencies’ section, they divided into three main trends in tackling this issue.

The first trend is for that governor should be appointed because of his position as the state representative and to be the linkage ring and coordinator between the local and central government and working as executive needs stability that will be achieved only through appointing the governors. Furthermore, this type of choosing guarantees objectivity and neutralism of the governors’ work and neutralize the effects of the political and tribal loyalties they might belong to. Stressing the principal of giving the responsibility on the bases of merit, professionalism and efficiency as election doesn’t guarantee putting the best person in the best place (Abdel Wehab, 2012, p.197). In addition, this system decreases the possibility of having conflict between the governor if he is elected and the local council as well especially if the majority of the council is from different party of the governor.

“To guarantee that we have an efficient governor, the governors shouldn’t be elected as the central government should appoint them” (Dr.Nehal El Magharbel, head of decentralization support unit, 9th April).
“Appointing the governors is the solution for most of the Egyptian governorates that thought to have especial position; for example, Sinai and the borders with Israel, Aswan and the Nubian issues, the Upper Egypt governorates and tribal loyalties. etc” (Dr. Alaa Arafat, Researcher, 20th March).

The second trend is for that governors should be elected owing to the role of this system of choosing them in enhancing the local citizens' interest and enthusiasm about the local issues, strengthening the relationship between the governor and local citizens and his loyalty to them as well. In addition, achieving the balance and bilateral supervision between the governor and the local council, decreasing the intervention of the central governments in the special local issues and improving the local democracy are all advantages achieved by electing (Abdel Wehab, 2012; interview with Dr. Abdel Reheem Shehata, 17th April). The experts defended that this system is the best for selecting the governors after the Revolution and responding to the local citizens’ needs; however, comprehensive training programs should be given to the candidates about this position’s responsibilities and how to deal with the local citizens, respond to their needs, predict the possible problems and quickly contain the crises or problems.

“Electing the governors is the first step in achieving the local development and decentralization’s principals. This system should be generalized over the all local units as well to respond to the local citizens’ needs” (Dr. Mahmoud El-Sherif, ex-governor and minister, 4th April).

“The new local administration law should change the way of choosing the governors from appointing to electing to guarantee developing the local administration system in Egypt” (Dr. Khalil Darwish, Professor, 3rd April).
The **third trend** of choosing the governors combines the virtues of the two systems of appointing and electing; the experts supporting this approach highlighted the idea that it doesn’t matter if the governor is elected or appointed. The legislators should develop a way to combine the advantages of both systems as there are other determinants affecting the governor’s position not related only to the system of choosing them; for example, the culture of the local citizens and the way they perceive their role.

“I don’t prefer electing the governors or even appointing them, but we should combine the two ways to get the advantages of the two systems, for example forming a committee that combines experts who are efficient and objective and this committee’s role is to nominate the governors and evaluate their performance according to approved objective criteria. The committee can nominate two or three then the local council of the government choose one of them. Then the president issues the decision of appointing the governor.” (Dr. Samir Abdel Wehab, Professor, 20\th March).

“Appointing or electing the governor is not an issue in itself, it is only one of the features of the local democracy, but it is not an evidence of having good local administration system or decentralization progress” (Dr. Samir Morkos, Governor-Deputy, 26\th March).

The researcher supports the second trend that goes for electing the governor; however, she believes that the gradual transformation is a necessity. Consequently, she suggests adopting indirect election of the governors through the local councils on the short run; for example, one or two terms maximum and on the long run to adopt the direct elections through the local citizens.

Moreover, concerning the procedural competencies, experts provided comprehensive criteria; among these are those:

- The governor should be at least 40 years, be at least a university graduate and be loyal to the governorate where he works and shouldn’t be member in any local council or the people assembly represented his governorate only if the direct election system is chosen.
- There should be a certain defined term for the governor for only four years that can be renewed for only time.

- The governors should be aware of the local administration issues and has a vision for the future of the governorate through clear and applicable programs, have an ability to deal with the local citizens and local councils to solve the problems and quickly manage the crisis and take the decisions in an appropriate time (interviews with Dr. Mahmoud El-Sherif, 4th April, Dr. Khalil Darwish, 3rd April, Dr. Samir Abdel Wehab, 20th March).

However, there are some debatable issues among the experts about the competencies of the governors from these issues:

- The necessity of having a governor brought up and lived in the governorate he works in. Some experts support the idea and others believe that efficient governors can work in any Egyptian governorate as Egyptian culture is the same for example in El-Sharkia, El Dakhalia and El-Gharbia. On the other hand, some experts highlighted the special nature of many Egyptian governorates that makes this issue very complex, giving examples of Aswan and Nubian ’demands, Bedouin in Sinai should have a governor from them as they have special culture and needs in addition to the Upper Egypt governorates, so governors aren’t the same and not any governor can efficiently work in any of them (interviews with Nehal El Megarbel, 7th April, Dr. Khalil Darwish, 3rd April, Dr. Samir Abdel Wehab, 20th March, Dr. Alaa Arafat, 20th March).

- The governor's position should be represented in one or two persons, in this concern, Dr. Mahmoud El-Sherif highlight the Maghreb countries’ experience in having two
positions, one representative for the king and other elected by the people and he is the governor. On the contrary, Dr Samir Abdel Wehab thinks that there is no need to have two executives in the governorate one is appointed by the president and other one is elected by the local council or people because this may affect the work’s productivity Consequently, only one executive is needed (interviews with Dr. Mahmoud El-Sherif, 4th April; Dr. Samir Abdel Wehab, 20th March).

- Establishing an independent committee of judges that supervises the process of recruiting the governors all over Egypt and guarantee that the nominated candidates for this position have certain competencies. The experts who in favor the trend of appointing the governors don’t believe in the need of having these committees because the political leadership can easily make sure that their representatives have these competencies while those supporting the election as the best way of choosing the governors believe that developing this committee is inevitable (interviews with Dr. Samir Abdel Wehab, 20th March, Dr. Khalil Darwish, 3rd April).

2- The responsibilities of the governor

This is another very important sub-section in the governor’s section in the new local administration as the international experiences have shown that the responsibilities of the local chief executives in the decentralized local administration are more than those in the deconcentrated. The experts are divided into two groups: the first group supports the idea of giving the governors all the responsibilities within his governorate to allow him achieve the local development and citizens’ satisfaction while the second group
stressed giving the governor certain responsibilities related to implement the plans or
decisions taken by the local councils and central government.

Among the first group, Dr Mahmoud El-Sherif, Dr Khalil Darwish, Dr.Alaa
Arafat and Dr.Abdel Reheem Shehata stress the idea that governors should be
empowered to be responsible for managing all the administrative work on the
governorate and that won’t be achieved without applying the fiscal decentralization.

“The governors should have a role in planning and be responsible for all the issues in the
governorate as what we used to have in Egypt is “branches management” as everything
is the center’s responsibilities and financial centralization affect their abilities to function
within the system” (Dr.Khalil Darwish, Professor, 3rd April)

“The head of directorates should be chosen by the governor not the minister as the
governor is the head of all workers in the governorate. Each governorate should be
responsible for all sectors within its boundaries; for example, maintenance of roads and
building schools have to be under the supervision of the governor. The transformation
toward decentralization is inevitable as governors should have a role not only in
implementing, but also in planning process” (Dr.Mahmoud El-Sherif, ex-governor and
minister, 4th April).

“The governor should have the responsibilities that allows him to deal with any
unpredictable crisis in the local level; for example, the floods crisis in Aswan in the
winter and the late response from the central government in addition to the poor local
capacity in the governorate have escalated the crisis and doubled the losses and that
wouldn’t be happened if decentralization principals were applied” (Dr.Alaa Arafat,
Researcher, 20th March).

“The governor should be independent financially and managerially, if we will elect the
governor, he should have the ability to change in the budget items. He should also
appoint his deputies or the election should be for the governor and his deputies
(Dr.Khalil Darwish, Professor, and 3rd April).

For the second group, the experts, Dr.Nehal El-Meghrbel and Dr.Samir Abdel
Wehab, believe that governors should have certain tasks to do that should focus only on
implementation and administrative tasks. Their vision is to give all responsibilities to the
local councils that are elected from the people and limiting the governor’s role to
supervise and monitor the implementation of the plans and implementation of laws;
however, this group stressed the idea that there are some issues that only the central government’ responsibilities and the local units cannot manage such as foreign policy and national security.

“The responsibilities of the governors should be stated in general lines and the executive decrees; they should have administrative and non-administrative responsibilities as he should have authority to perform the tasks and responsibilities they have to do. The power should be delegated to the governor to play a vital role in managing the traffic, keeping the security, manage the human resources as appointing and promoting and achieving the economic and social development to raise the standard living, social security, reclaim and maintain the roads, plan the cities, design the economic policies and support trade and industry, agricultural development” (Dr.Samir Abdel Wehab, Professor, 20th March).

“It is very important to rethink about the role of the governors as their responsibilities are to manage the development and put strategies for achieving the development, implement the national public policies and responsible for security and in this concern, they should coordinate with the general head of the interior ministry in the governorate. The local councils should be responsible for all the issues and the governors only implement, supervise the equity of distribution as the governors shouldn’t do many functions we should think out of the box to achieve the reform” (Dr.Nehal El Magharbel, head of decentralization support unit, 9th April).

“The governors’ responsibilities in my point of view should be concentrated on the equity in distributing the resources the budget among the people in the governorate where they work” (Dr.Nehal El Meghrbal, head of decentralization support unit, 9th April).

The researcher thinks that the responsibilities of the governors should be gradually increased with improving the fiscal decentralization and the local capacities of the governorate to function; however, she supports the first group that governors should be empowered and have real authorities that allow them to meet the citizens’ needs and achieve the local development. Moreover, the researcher thinks that giving all the powers to the local councils in having a semi- presidential political system in the central government, is not a good idea as the local units should have the same system to guarantee the success of these local units to work with the central government and other local units either on the governorate level or the lower levels.
4-The relationship with the central government

There were no real differences in the way the international experiences tackling the relationship with the central government issue and the experts’ views that stressed the relationship with the central government is related to the relationship between the local chief executive (governor) and the local council of the governorate. The governors should be accountable versus councils in addition to the local citizens through using the tools of no-confidence vote, asking questions and many other tools. The central government role is to provide the governors with the consultancy and criteria and guidelines they need to develop their local communities, monitor and evaluate the performance of these local units through asserting the principals of decentralization and local governance. Dr Samir Morkos gave general remark that the relationship between the central government and the governors and the way to balance this relationship in the new law are vital issues to be tackled (Interviews with Dr.Abdel Reheem Shehata, 17th April; Samir Morkos 26th March).

Dr.Morkos believed that its not enough at all to have a legislation but institutions and system are needed to start influencing the culture of the citizens about the role of local units in their daily life and solving the problems they face as the central government cannot function efficiently in these local units. The other experts stressed the idea that Egypt should change the “local administration system” or “branches management” into “local government” and that cannot be occurred without handling the issue of the relationship between the governor, the local council and the central government (Interviews with Dr.Samir Morkos 26th March, Dr.Khalil Darwish, 3rd April).
“In the relationship with local council, they should have the right to investigate the governor but the member should bear this responsibility with the necessity of having clear conditions of using these rights. Among these criteria that certain number of the members should agree and there should have proofs. Moreover, the new constitution should determine the type of local administration system, by stating the decentralization principles and enhancing the local capacity, to guarantee applying the reform” (Dr. Samir Abdel Wehab, Professor, 20th March).

“The central government role is to put the criteria or guidelines, but the governor implements, give the required training to the governors on how to function and supervise over the performance of the local governorate” (Dr. Mahmoud El-Sherif, ex-governor and minister, 4th April).

“Check and balance principle between the governor and local council is important as the local council can take the trust and the governor can dissolve the local council. Balanced relationship on the long run and supervision from the local citizens should be achieved” (Dr. Khalil Darwish, Professor, and 3rd April).

“The responsibilities should be divided into: centralized, deconcentrated and decentralized countries; the centralized responsibilities is those done by central government only and the governors or local units have no role in this concern. Deconcentrated role: related to the role of supervision and monitoring the application of the national policies in the local level. Decentralized role: is the role of the local units and the governors in doing some functions for example, building schools or hospitals that will stop the duplication the authorities between the governor and minister as no same authorities both have” (Dr. Nehal El Magharbel, head of decentralization support unit, 9th April).

“The check and balance issue is very important related the governor as if he or she elected by the people and the local council as well. This will cause the tension between them and make the governor more powerful” (Dr. Samir Abdel Wehab, Professor, 20th March).

“The financial decentralization is limited as the central government transfer is 85%; consequently, there should be a system for collecting local taxes that leads to apply the decentralization and give the budget to the governorates as lump sum. The central government role is done through its representative that supervise the expenditures of the governorate and to what extent the governorate is obligated to administrative laws and this applied” (Dr. Mahmoud El-Sherif, ex-governor and minister, 4th April).

Regardless, the relationship between the governor and central government and the relationship with the local councils in this concern if the fiscal and administrative decentralization are gradually applied, there will be no problems with the central
government; consequently, the relationship focuses on coordination, supervision, designing guidelines with giving the governor the real authorities and powers allow them to respond to the local citizens’ needs (interview with Dr. Abdel Reheem Shehata, ex-governor, 17th April).

5-The relationship with the local citizens

The international experiences in dealing with the issue of the relationship between the governor and the local citizens have weighted the role of the local citizens’ participation in the local community to achieve the local development. Although there are some differences between the deconcentrated and decentralized local administration in favor the decentralized that allow many tools of direct citizens’ participation such as presenting proposal and taking part in the local referendums. The interviewed experts have the same point of allowing the direct local citizens’ participation through various ways starting from spreading the awareness about the local citizens’ role in their small community to allow their to influence the decision making process in the local level through initiating proposals and attending the local councils’ sessions to express their views about planning in the governorate.

“We should spread awareness among the local citizens about the local administration system and especially the governor as a part of institution that should be respected governors have role in achieving local development. Moreover, they should be trained on how do they can serve the citizens and meet their needs?” (Dr. Samir Morkos, Governor-Deputy, 26th March).

“The local citizens should be given the right to express their point of view and taking part in referendum. If the results of the referendum are against the governor, the president should respond to the people desire” (Dr. Samir Abdel Wehab, Professor, 20th March).

“Citizens should take part also in planning to achieve development. Participatory planning in this concern shows if citizens for example want a certain project they can ask
to add it to the plan of the local units. Local development cannot be achieved without the local citizens’ participation. Practice is the best way to change the culture of the people, so the local referendum should be added to the law” (Dr. Khalil Darwish, Professor, 3rd April).

“The role of citizens is crucial; however, writing about it in the law doesn’t guarantee the participation as the awareness of the people about their participation in the local level is the only way to pledge their participation” (Dr. Alaa Arafat, Researcher, 20th March).

“Local democracy and taking part in elections are not enough without citizens participation in local public issues. The citizens participation is important so the local referendum, hearing sessions, publishing the budget before ratification to take their opinion about any issue in the governorate are all unavoidable issues. In this concern the principals of transparency and accountability and providing the citizens with services are the required principals” (Dr. Nehal El Magharbel, head of decentralization support unit, 9th April).

“There is no real local government without the local citizens’ participation and the local referendum instrument should be added to the law” (Dr. Mahmoud El-Sherif, ex-governor and minister, 4th April).

The researcher thinks that new local administration law should follow the decentralized local administration model in allowing direct citizens’ participation through many instruments for achieving that especially that the Egyptian citizens after the 25th January Revolution have the enthusiasm to take part in all public issues related to their daily life. Consequently, changing the law by improving the local citizens’ role is inevitable as one of the main causes of accomplishing the local development in addition to decentralization principals, local governance and building the local capacities of the local units.

Generally, in discussing the local citizens’ participation, the researcher stressed that local citizen satisfaction is a necessity and its one determinant in citizens’ participation. There is no citizens’ satisfaction without high level of responsiveness to the citizens’ demands and this responsiveness is related to the governors’ abilities to tackle the daily issues the citizens face and that require high skills’ governors who can
forecast the problems before it occurs and can deal with any unpredictable problem or crisis. After the Revolution, there are problems face the governors everyday related to the shortage of the petrol, bread and food and these related to the daily needs of the local citizens. Moreover, the governors in all Egyptian governorates have a serious problem related to building on the agricultural land and the state’ lands and as the central government cannot remove these aggressions on the lands only the governors can if they get the authorities to function and implement the laws as the centralization is not valid anymore to manage the citizens’ needs (interview with Dr. Abdel Reheem Shehata, ex-governor, 17th April)

In conclusion, the researcher suggests the coming roadmap for reforming the role of governors in Egypt to the members of people’s assembly and the new president. It is essential for them to realize that local administration in Egypt is a system affected by the political regime and both of them influence the role of governors. Moreover, the main goals behind reforming the governors’ position is to provide them with the real authorities and responsibilities they need to achieve the local and sustainable development and good governance; therefore, stating decentralization’ principals in the constitution, having new local administration law empowering the governors and defining their competencies, responsibilities and relationships with the central government , local councils and local citizens are crucial tools in achieving this desired goals after the 25th January revolution.
VI. Conclusion

The Roadmap for reforming the role of governors in Egypt

- **The Structure of local administration**
- **The Competencies**
- **The Responsibilities**
- **The relationships with central government & Local Citizens**

**Constitution and local administration law**

**Simple structure subdivided into:**
- governorate,
- Markaz,
- village and city.

**The system of choosing the governors** (indirect elections by local councils on the short run, direct elections on the long run).
- Certain term for governors should be well defined.
- The governor should be at least 40 years old and university graduate.
- Having a vision for development in the governorate.
- Having a governor brought up in the governorate he or she works in.
- Establishing an independent committee of judges that supervises recruiting the governors.

**All the responsibilities within his governorate** to allow him or her to achieve the local development and citizens' satisfaction. For example:
- Appointing their deputies, head of directorates and workers within the governorate.
- Each governorate for example should manage maintenance of roads and building schools and many other issues under the supervision of governors.
- Governors should play a role in planning and implementing the local policies.
- Governors should guarantee the equal distribution among local citizens in the governorate.

**For the relationship of the governors with the central government**, balancing through “no confidence vote” the local councils’ relationship with the governor is essential.
- Limiting the central government role in designing the guidelines the governors need to function within national policies of the central government.
- Governors should hold accountable in front of the local councils and local citizens.
- The new law of local administration should allow various local citizens’ participation tools. For example, presenting proposals, taking part in planning and local referendums.
VI. Conclusion

The purpose of this thesis is to provide the decision makers of Egypt with some suggestions from the international experiences and the experts’ recommendations on the way to improve the governor’s position as a crucial part of the local administration system especially after the 25\textsuperscript{th} January Revolution. Consequently, the researcher studied some cases and highlighted some lessons learned related to the local chief executives’ competencies, responsibilities and the relationship with the central government and local citizens. In addition, she interviewed some of the distinguished experts in the field and get their recommendations for reforming the governor’s position and the local administration system as well. Generally, the literature about the local government and administration, decentralization and local governance is very rich; however, the literature focuses on the local chief executive either in Egypt or other countries all over the world are few. Therefore, the researcher emphasized the local chief executives as a main part of the local government or administration system and it’s the main research’s focus.

The main research’s question is about local chief executives’ competencies responsibilities and relationships of Egypt and to what extent they are to be compared within the context of local administration systems in a number of comparable unitary countries and the main lessons learned and recommendations for reforming the governor’s position in Egypt after the 25\textsuperscript{th} January Revolution. In answering these research questions, the qualitative research methodology through doing interviews
with the experts of the filed helped to get information about the issue and understand
the phenomenon.

After a discussion of the various opinions of the interviewees and the lessons
learned of the international experiences, the researcher can develop group of
recommendations and lessons for the decision makers about reforming the governors’
position in Egypt. Regardless the differences among those experts or derived lessons
about the stated issues, there were some points that should considered by the decision
maker among them: reforming the position of the governors cannot occur away from
the local administration system that cannot be developed away from the political
system of Egypt after the Revolution; however, developing the governors’ position
won’t be achieved without adopting the decentralization principal seeking for the
citizens satisfaction that cannot be reached without high responsiveness of the local
units that cannot be realized without efficient leadership of the governors who can
predict about the crises and have the skills of the rational governors.

Local development cannot be achieved through centralization and the local
citizens’ participation in the matter of planning and implementing the policies is
crucial. It doesn’t matter to elect the governor or appoint if he isn’t given the powers
and authorities he needs to function and meet the local citizens’ needs; however,
training programs should be passed by those governors before appointing to give
them the knowledge they need to be in this position. Fiscal decentralization and
building the local capacities are crucial keys in pushing the reform with realizing the
issue that decentralization should be gradually applied to reach to the lowest level in
the local administrative unit which is the village and the decision makers in this
concern have to restructure the formation of the local administrative units to be simple. Reforming the laws should be followed by strict implementation and awareness campaigns for the citizens about the position of the governor; the reform of this position can achieve the Revolution’ goals of the change, local development, democracy, citizenship and citizens’ satisfaction and better life for all Egyptian in all governorates. If the journey of a thousand miles begins with a single step, reforming the governors’ position is this single step.
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## APPENDIX (A)

### LIST OF EXPERTS

<table>
<thead>
<tr>
<th>Interviewee</th>
<th>Profession</th>
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<tbody>
<tr>
<td><strong>Dr. Abdel Reheem Shehata</strong></td>
<td>Ex-governor of El-Fayoum, Giza and Cairo governorates and ex-minister for local development. Interview conducted on April 17, 2012 at 12:00 pm at Agricultural Research Center.</td>
</tr>
<tr>
<td><strong>Dr. Alaa Arfat</strong></td>
<td>Political researcher at the Partners in Development research center (PID) and working with some governors. Interview conducted on March 20, 2012 at 5:00 pm at PID center.</td>
</tr>
<tr>
<td><strong>Dr. Khalil Darwish</strong></td>
<td>Professor of the public administration and the chair of the public administration department at the faculty of Economics and Political science, Cairo University. Interview conducted on April 3, 2012 at 3:00 pm at the Faculty of Economics and political science.</td>
</tr>
<tr>
<td><strong>Dr. Mahmoud El Sherif</strong></td>
<td>Ex-Minister of local administration development and ex-governor of El-Sharkia governorate. Interview conducted on April 4, 2012 at 7:00 pm at his office in Garden City.</td>
</tr>
<tr>
<td><strong>Dr. Nehal El-Megarbel</strong></td>
<td>The head of decentralization support unit at the ministry of local development and economic researcher. Interview conducted on April 9, 2012 at 3:00 pm at her office in the ministry of trade and industry premises.</td>
</tr>
<tr>
<td>Dr. Samir Abdel Wehab</td>
<td>Professor of the public administration and the head of decentralization support unit at the faculty of Economics and Political science, Cairo University. Interview conducted on March 20, 2012 at 3:00 pm at his office in the ministry of trade and industry.</td>
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<tr>
<td>Dr. Samir Morkas</td>
<td>Deputy of the governor of Cairo for the North-Region, political researcher and writer. Interview conducted on March 26, 2012 at 1:00 pm at his office in Shubra’s district building.</td>
</tr>
</tbody>
</table>
The Questions:

- How do you evaluate the role of the governor in Egypt within the current local administration system?

- Among the various experienced applied models in the various unitary countries, which of these systems may fit the New Egypt:
  - The deconcentrated local administration system
  
  Or
  
  - The decentralized local administration system and why?

- Should the governors in Egypt be elected or appointed? And how?

- How can the new local administration law reform the role of governors?

- How can the governors be accountable in front of the local citizens and local councils?

- What are the main responsibilities that governors should have and shouldn’t have?

- How can the legislation organize the relationship between the central and local government in Egypt?

- What are your main recommendations for the policy makers in developing the local units in Egypt?
• We will state some issues related to the governor in the context of the local administration system and get the experts' views about these issues; for example:
  • The priority of new local administration law and its main characteristics.
  • The supposed balanced relationship between the governor and central government.
  • The main competencies that governors should have.
  • The important instruments for local citizens' participation in decision making process.
  • The criteria that should be considered in reforming the local administration system especially related to the governors.
### Appendix (C)

**MATRIX OF THE LOCAL CHIEF EXECUTIVES IN SELECTED COUNTRIES**

<table>
<thead>
<tr>
<th>Country</th>
<th>The competencies</th>
<th>The responsibilities</th>
<th>The relationship with the central government</th>
<th>The relationship with the citizen</th>
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</table>
| France (The chairman of regional council) | - No Specific competencies are defined. The chairman is elected by the members of the regional council by absolute majority for a period of three years. If after two rounds of voting no candidate has been elected, there is a third round with election by simple majority of the members of the regional council. In the case of an equal number of votes, the oldest candidate is declared elected. | - He/she is the head of the services of the region and can delegate, under his control and responsibility, any matter to the heads of individual services.  
- He/she manages the public property of the region.  
- He/she represents the region in the conclusion of contracts, brings legal actions on behalf of the region by virtue of the decision of the regional council (or, by delegation, the standing committee)  
- He/she is responsible for preliminary examination of the matters to be submitted to the deliberating assembly.  
- Each year, the chairman informs the regional council, in a special report, of the situation of the region, the activities and financing of the different services of the region and the bodies depending on it. The report gives details of the state of execution of the regional council's decisions and the financial situation of the region. | - The acts on the transfer of powers between the local and central government are based on the following principle:  
- The distribution of power between the state and the territorial authorities distinguishes as far as possible between those which are the responsibility of the state and those which are devolved to regions, so that each field of competence and the corresponding resources are attributed en bloc in the regions.  
- There are nevertheless many exceptions to this principle of attribution of a package of powers to a single authority. Because of the French constitutional principles, the definition of the powers exercised by the territorial authorities is a matter for legislation, as is the distribution of power between these Authorities and the state. | - The French system of local administration is such that there cannot be said to be any direct participation by citizens in the decision-making process:  
- The territorial authorities are administered by elected councils which take all the decisions within their fields of competence.  
- It is thus a case of indirect participation, through the councillors elected by direct universal suffrage. |

### Turkey

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</table>
| *The governors* Deconcentrated | Governors are directly appointed by central government through a decision taken by the council of ministers and approved by the president. Those who are appointed or elected for the public position cannot be those who:  
- did not finish primary school;  
- did not carry out their military service;  
- are forbidden to work in the public sector by a court decision;  
- are sentenced to prison for at least one year, except for a remitted crime, even if they are exonerated;  
- were sentenced with the accusation of conspiracy in public tenders, smuggling crimes or being a spy;  
- were sentenced with crimes against the unity of the state;  
- were sentenced with separatist political and ideological crimes. | The main responsibilities of the governors are:  
- They representatives of the state and government in provinces.  
- Managing the organization and protecting the rights and interests of the special provincial administration  
- Managing the special provincial administration in accordance with the strategic plan; establishing the institutional strategies of the special provincial administration  
- Preparing and implementing, monitoring and evaluating the budget and the performance criteria of the activities and staff in line with these strategies; presenting reports on these to the council.  
- Representing the special provincial administration  
Monitoring and collecting the revenues and receivables of the special provincial administration  
Implementing decisions of the general provincial council and the executive committee  
- Implementing the budget  
- Appointing the personnel of the special provincial administration  
- Auditing the special provincial administration, its dependent establishment and enterprises  
- Taking any measures necessary for ensuring the comfort, well being, health and happiness of the residents of the province | - The Turkish public administration system is basically composed of the central government and the local authorities.  
- The administration of provinces is based on the principle of devolution of broad powers. Central administrative organizations comprising several provinces may be established to ensure efficiency and co-ordination of public services.  
- The functions and powers of this organization shall be regulated by law.”  
- The governors and sub-governors are mainly responsible for the overall management and co-ordination of the field directorates of the central government ministries within their jurisdictional areas. | - Direct citizen participation is applicable in the case of the establishment of a new municipality in a settlement area such as in a village or a group of villages.  
- To secure the absolute majority of the electors of the area is the prerequisite for establishment.  
- These referendums are held under the control of the independent judicial body.  
- But this is not the case for newly established provinces and districts because of the fact that the municipal organizations are compulsory and automatically established by law in those areas. |
They exercise every function of the central government except for military and judiciary services. - Governors have to present an annual activity report to the provincial council. - If the council finds it to be unsatisfactory by a two-thirds majority of votes, it informs the Ministry of the Interior.


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<tr>
<td>Italy</td>
<td>The president Deconcentrated</td>
<td>- The President is elected directly by the electorate. This rule is established by the Constitution and will remain in force until Regions adopt their own regulation. - Most Regions have enacted regulations on the matter confirming the State ruling. - direct election of the President and established that the head of each party list is the candidate for the office of president of the executive. - No one may belong concurrently to a regional council, Regional Government, one of the Houses of Parliament, another regional council or another Regional Government, or to the European Parliament. - On the basis of the relevant rules, the President of the Regional Government may not stand for a third election immediately after expiry of his/her second mandate. - The President’s mandate also lasts for</td>
<td>The political head of the Region is the President of the Regional Government. He/she: represents the Region; - performs the functions assigned to him/her by the Constitution, the law and the regional statute; - leads and is responsible for the Regional Government policy; - calls and chairs the Regional Government’s meetings; - promulgates regional laws and regulations. -represents the Region in the legal and judicial sphere. - he/she also appoints the members of the Regional Government</td>
<td>- Deconcentrated central government units are established at both regional and provincial level. These are headed by officers appointed by the central Government. -The best example of the Italian State-Regions co-operative model is the Permanent Conference for the relations between State, Regions and Autonomous Provinces. - The Conference is a collegial organ headed and convened either by the President of the Council of Ministers (Prime Minister) or by the Minister for Regional Affairs by delegation or another Minister by special appointment of the Prime Minister. At present the Minister for Regional Affairs and Local Autonomies chairs the Conference.</td>
</tr>
</tbody>
</table>
Regions wishing to create (by regional law).

Ministers of the adoption of regional statutes,
As well as the adoption of regional laws and administrative provisions, so that the central Government may evaluate these acts.
- implementing Government measures enabling central power to supersede the power of the Regions (and local organs) to sanction the regional/local body in the event of a violation of international rules.


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<tbody>
<tr>
<td>Kenya</td>
<td>The Provincial Commissioners are appointed by the President and head the provincial administrations.</td>
<td></td>
<td>Kenyan is divided into eight administrative areas of deconcentrated administration of the central government: seven provinces and the area of Nairobi.</td>
<td></td>
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<tr>
<td>Deconcentrated</td>
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</thead>
<tbody>
<tr>
<td>Poland</td>
<td>-The marshal of the voivodeship is elected by an absolute majority of the diet in a secret ballot. He or she may be dismissed by qualified majority of three fifths of the diet members. Dismissal of the marshal also results in dismissal voivodeship’s administrative board.</td>
<td>The voivodeship’s administrative board implements decisions of the diet and performs other tasks stipulated by law. These tasks include: - administrating voivodeship property; - preparing and implementing the voivodeship’s budget; - preparing and implementing a draft development strategy, land development plan and other voivodeship programmes;</td>
<td>The constitutional guarantees serving as a basis for the distribution of powers among the various tiers of local government. Voivodeships perform tasks of regional scope, as stipulated by law, in the following areas: – state education, up to university level; – health promotion and protection;</td>
<td>- Inhabitants and their organizations may also submit various proposals to the council, such as suggestions for the development plan or new projects. - When the council is framing its draft plan of activities, the authors hold meetings with local inhabitants to ascertain</td>
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organizes the work of the voivodeship’s administrative board, oversees the day-to-day running of the voivodeship and acts as its public representative.

- He or she is the director of the marshal’s office and the head of staff of the latter and of other voivodeship institutions.

- In urgent matters entailing a direct threat to the public good, the marshal may take action in areas that normally fall within the remit of the administrative board (except in certain cases stipulated by law); such action must be approved retrospectively at the board’s next meeting.

- arranging co-operation with regional authorities in other countries and international associations of regions;
- directing, co-ordinating and supervising the activities of voivodeship units and institutions, including the appointment and dismissal of their heads;
- issuing organizational regulations for the marshal’s office.

The voivodeship’s administrative board is answerable solely to the diet for the discharge of its duties.

- culture and conservation of cultural assets;
- welfare support;
- family support policy;
- modernization of rural areas;
- physical planning;
- environmental conservation;
- water management;
- public roads and transport;
- sport and tourism;
- protection of consumer rights;
- defence;
- public security;
- efforts to combat unemployment and to stimulate the labour market.

The relationship with the central government

In Bulgaria decentralized public administration involves a highly developed territorial structure notably as regards the levels and territorial scope of decentralized services.

More than twenty central ministries and agencies dispose of decentralized services which function at the level of the former counties that existed until 1987. Decentralised services at two or more levels including the municipal level) have been set up in

- citizens are given the possibility of directly influencing the making of decisions to do with the heritage of the municipality, its finances, the territorial organization of the region, the structure of the region territory, public works, social activities, health, education, social welfare, culture, environmental protection and other activities of the region.

- At the local level there are

Source: Poland Structure and Operation of Local and Regional Democracy (2000) / 08 April 2011

<table>
<thead>
<tr>
<th>Country</th>
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<tbody>
<tr>
<td>Bulgaria</td>
<td>At the regional level the regional governor heads the region assisted by deputy</td>
<td>The regional governor: is responsible for implementing national policy in his region</td>
<td>In Bulgaria decentralized public administration involves a highly developed territorial structure notably as</td>
<td>- citizens are given the possibility of directly influencing the making of decisions to do with the</td>
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<td>(The regional</td>
<td>governors and a regional administration. The regional governor is appointed by</td>
<td>and is responsible for seeing through the administrative territorial reform; he co-ordinates the operation</td>
<td>regards the levels and territorial scope of decentralized services. More than twenty central</td>
<td>heritage of the municipality, its finances, the territorial organization of the region, the structure of the region</td>
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<td>governor)</td>
<td>the Council of Ministers. The deputy governors are appointed by the Prime</td>
<td>of state agencies and their relations with local authorities; is responsible for harmonising</td>
<td>ministries and agencies dispose of decentralized services which function at the level of the former</td>
<td>territory, public works, social activities, health, education, social welfare, culture, environmental protection and other activities of the region.</td>
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<td>Minister</td>
<td>national interests with local interests, organises the development and implementation</td>
<td>counties that existed until 1987. Decentralised services at two or more levels including the municipal level)</td>
<td>- At the local level there are</td>
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<td>of strategies and programmes for regional development; interacts with local self-</td>
<td>have been set up in</td>
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<td>government bodies and the local administration</td>
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The discussion is held at meetings in the affected settlements, in the media or through other appropriate means. The organization of the discussion requires a compulsory notice of the announcement of a discussion, an address to which opinions are communicated and adequate information on the procedures for processing these opinions and their publication.

There are legal regulations on the subject of the citizens’ right of initiative as regards recourse to one of the forms of direct citizen participation through the expression of their opinion on the solution of very important local problems.

- The discussion is held at meetings in the affected settlements, in the media or through other appropriate means.
- The organization of the discussion requires a compulsory notice of the announcement of a discussion, an address to which opinions are communicated and adequate information on the procedures for processing these opinions and their publication.

The relationship with the central government

- The state is responsible for tasks which should be performed by an authority with a national perspective, or tasks which cannot be performed by a local authority.
- The business committee is by law, inter alia, responsible for preparing the draft of the budget, administration of the regions’ economy and staff and must give a

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<td>Denmark</td>
<td>- The regions are required by law to establish a business committee. The members of the business committee are elected by and among the members</td>
<td>- The business committee is by law, inter alia, responsible for preparing the draft of the budget, administration of the regions’ economy and staff and must give a</td>
<td>- The state is responsible for tasks which should be performed by an authority with a national perspective, or tasks which cannot</td>
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of the regional council.

- The number of members must be uneven and between eleven and 19. The seats are distributed among the parties in proportion to councillors’ seat allocation. The chairperson of the regional council is the chairperson of the business committee.
- The chief executive cannot be a member of the council, as he or she is the adviser to the council and often the secretary of the council. The mayor, for his or her part, is the political leader of the entire administration and may not concurrently hold a position as employee in the administration.
- Neither the mayor nor the aldermen may concurrently be chairperson of a regional council. A member of a local council may, however, concurrently hold other elective offices, e.g. membership on a regional council and membership in parliament.

statement regarding any matter which is submitted to the regional council. The head of the regional council is called the chairperson of the regional council.

- The chairperson is elected by the regional council, during its constituent meeting, from the council membership, using a majority vote.
- The chairperson is elected for four years. The chairperson of the regional council, amongst other responsibilities, is in charge of the management of the regional administration and also prepares and convenes the meetings of the regional council.
- The five regions are primarily responsible for the health care system. They are better equipped, both professionally and financially, to take on the responsibility for health care. Fewer entities also provide a better basis for concentrating medical specialties.
- The regions are also responsible for a variety of specifically defined tasks, which are most appropriately solved at the regional level. These include tasks related to regional development and growth, and tasks related to specialized educational and social institutions.
- The regions have no right to impose taxes. Instead, a special financing system has been established.

appropriately be placed at local or regional level.

- The municipalities are the primary access point to the public sector for citizens Consequently; they have taken over responsibility for many of the services which were formerly provided by the counties. This process of decentralization is made possible by the creation of larger and more sustainable municipalities.

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<td>Estonia</td>
<td>- A rural municipality or city mayor is elected under the conditions and pursuant to the procedure provided for in the Local Government Organisation Act and the statutes of the rural municipality or city, for a period of up to four years. To elect a rural municipality/city mayor to office or to relieve them of office, a majority vote from the council members is required. - A person who has been elected to a municipal council cannot act as a municipal councillor if they are elected as mayor, or they have been appointed to the municipal government, or appointed as a member of the Government of the Republic, or if they are the General Auditor, the Legal Chancellor or a county governor, or have to perform military service (or equivalent service).</td>
<td>The main tasks of a county governor are: – to represent the interests of the state in the county and to ensure that the county is developed in a comprehensive and balanced manner; – to co-ordinate co-operation between regional offices of ministries and other executive agencies in the county; – to conclude, with the authorisation of the Government of the Republic, administrative contracts with municipalities so that they can carry out state obligations; – to supervise the legality of acts passed by the councils and governments of local authority units in the county concerned and, in cases and to the extent provided by law, to supervise the legality and appropriateness of the use of state assets by the local authorities; – to inform the Government of the Republic and local authorities on issues concerning relations between the central executive power and local authorities</td>
<td>Local authorities shall have independent budgets for which the basis and procedure for drafting shall be provided by law. A local authority has the right, according to law, to levy and collect taxes and to impose duties</td>
<td>- Residents of a municipality can directly influence local life through public initiatives, referendums and plebiscites. Council committees sometimes involve citizens in their activities. - Citizens are involved in the decision-making process through the publication of drafts on municipal revenue and development plans before they are given final approval by the council. - All the normative acts passed by the local council and the local government must be available for every citizen. - Local councils may carry out public hearings on important matters among the people residing in a municipality. Such hearings are not binding upon the council.</td>
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**Source:** Estonia, Structure and Operation of Local and Regional Democracy, Council of Europe, 02 November 2011.
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<td>Greece</td>
<td>The Secretary General of the region</td>
<td>He or she:</td>
<td>- The administration of the state shall be organized according to the principle of decentralization. The administrative division of the country shall be based on geo-economic, social and transportation conditions. - The country is divided into thirteen regions, which constitute the decentralised administrative units of the state according to Law 2503/1997 concerning the decentralised organizational structure of the state administration and its adaptation to new developments. - The role of the regions is increasing. They have their own budget, their own staff and manage the funds provided for regional development. These funds derive either from National sources or from European Union programs. - The regional state organs have overall and decisive responsibility that consists of exercising the state responsibilities at regional level. - The regions are responsible for the supervision of local authorities as well as for the necessary measures to be taken for their proper function and the implementation of administrative system</td>
<td>Moreover, the citizens’ ombudsman may investigate any citizen’s complaints that a local authority has acted in a way which has caused damages to the interested person. Should it be necessary, the ombudsman makes relevant recommendations to the local authorities concerned and demands compliance with these recommendations? - Besides, the state bodies which are responsible for the general control over different public sectors (i.e. public works, environment etc) may examine citizens’ complaints against local authorities actions according to specific rules and procedures provided by law for each</td>
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In general terms the region:
– implements national and European policies which concern the financial, social and cultural development of the geographical region;
– supports central state services and the government for the elaboration of regional development policies;
– defines and applies governmental policy at the regional level, developing a leading role in relation to the directions, co-ordination and control of the particular state policies;
– brings state administration close to the citizens and their problems. Any person who suffers prejudice because of acts of local authorities and, thus, he or she has a legitimate interest, has the right to appeal to the aforementioned Control Committee against any action of a collective or individual local body.

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<td>Netherlands</td>
<td>The Queen’s Commissioner chairs the provincial executive and – as a member – has the right to vote. Being a member of a provincial executive is normally a full-time post, although one or more of such positions may be part time if a decision to this effect is taken by the provincial council. In such a case, the maximum number of provincial executive members will be eleven.</td>
<td>Each provincial executive member is responsible for a certain policy field, such as spatial planning. Provincial executive members are charged with preparing and implementing the decisions of provincial councils, implementing the decisions of central government in the province, and supervising the municipal executives. Provincial executive members are Accountable to the provincial council. They are obliged to provide information about their policy field to the provincial council unless this is contrary to the public interest. The Queen’s Commissioner is a member of the executive, which he or she chairs (with Voting rights). He or she also chairs the provincial council (without voting rights).</td>
<td>- The Constitution of the Kingdom of the Netherlands lays down the foundations for public authorities at a decentralized level (see chapter 7 of the Constitution). It outlines their structure and contains provisions for the election and appointment of municipal and provincial office holders. This chapter of the Constitution also describes the subjects relating to municipal and provincial government for which regulation by Act of Parliament is required. The central government agencies and the provinces and municipalities interact in the following ways: - deliberation between central government agencies and municipal and provincial authorities concerning the implementation of municipal and provincial policy; - prior scrutiny (i.e. approval of decisions) of municipal and provincial policy by the Central government agencies. Approval cannot be refused until the municipal or provincial authority has been consulted; - Appeal by the central government agencies against decisions of</td>
<td>- When a Queen’s Commissioner is acting on behalf of central government, he or she is not Accountable to the provincial council and need not provide the council with information. - Local and regional authorities are trying in various ways to increase the involvement of citizens in governance, because citizens want to take part in running society in ways other than ‘traditional’ political participation. As well as the formal ways of participating, various other forms have arisen. - The referendum has become more important at local level in recent years. It has gradually come to be accepted that the holding of consultative referendums is not barred by the Constitution or the Municipalities Act provided that the result of the referendum is not seen as binding de facto on the representative assembly (e.g. the municipal council). This would be contrary to the principle of the primacy of representative assemblies, as</td>
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Crown (i.e. by the Queen and her ministers) for a term of six years. After this term, he or she may be reappointed. - Before nominating a candidate, the Minister of the Interior and Kingdom Relations invites the provincial council to state the qualities it considers necessary for the post. The provincial council may appoint a confidential committee from among its members to assess the nominees. Such a committee then reports confidentially to the Minister. In practice, the Government departs from the committee’s recommendation only in exceptional circumstances. Only the Crown can dismiss a Queen’s Commissioner. Determine the content of this report, but he or she must at least include his or her findings on the quality of provincial services and public participation. He or she may also deal with other matters, such as policy on ethical standards in the province, although he or she is not obliged to do so. municipal or provincial authorities. Decisions may be quashed as a result of such appeals. Before a decision is quashed, the municipal or provincial authority has to be consulted. - The Queen’s Commissioner is required to promote co-operation between central government bodies working in his or her province and the provincial/municipal authorities. A duty exercised on behalf of central government must always be based not only on official instructions but also on an Act of Parliament. Another important task of the Queen’s Commissioner is to co-ordinate disaster response activities. laid down in the Constitution. - Citizens may also be appointed to certain committees established by the municipal council under the General Administrative Law Act. The Act says nothing about the composition of the committees. The council may therefore directly appoint whomever it wishes even persons not residing in the municipality and may give organisations the right of nomination or appointment. The council may also decide that committee members should be elected directly. - One instrument designed to get citizens more politically involved is the citizen’s initiative. - Citizen’s initiatives always receive a response, because the council is obliged to put the subject on its agenda. The citizen’s initiative supplements representative democracy with participative elements. Once a citizen’s initiative has been submitted, the council will decide on it in the customary manner. But an essential element of the citizen’s initiative is that its
Initiators remain its ‘intellectual owners.
- When powers in a particular sector of government exist at more than one level, responsibilities are usually divided as follows:
  - central government is usually responsible for legislation and funding in the sector concerned; in other instances central government is responsible for quality;
  - the province is usually responsible for co-ordinating the activities of municipalities or planning activities in the sector concerned; sometimes the province itself is responsible for exercising a power;
  - The municipality is usually responsible for exercising powers in the sector concerned.

Spain

the president freely appoints and dismisses the councillors, as well as the vice-president where that office exist

- Each councillor is the supervisor of each of the departments established under the self governing authority. With regard to the executive body, the president presides over, directs and coordinates its activities; furthermore, he has discretionary powers for choosing and dismissing the members of that body.
- The President directs and co-ordinates the action of the governing council and represents the Autonomous Community at the highest level and looks after state affairs within the Community. More specifically, his attributions are as follows:
  - Appoint and dismiss freely the vice-president, where applicable, and other members of the governing council.
  - Assume political responsibility before the assembly.
  - Ask for a vote of confidence on any political issue of special importance.
  - Launch the procedure for the reform of the statute.
- The president of the provincial council (LRBRL, Article 34.1) has the following attributions:
  - Lead the executive and the administration of the province.
  - Represent the province.
  - Convene and chair the plenary sessions, together with those of the administrative committee and any other provincial organ.
- Lead, inspect and guide the public works services for which the provincial council is responsible.

- The Constitution provides for several procedures for citizen participation through referendums. This applies, firstly, to the institution of the Autonomous Community as such, as in the case of Andalusia (Article 151) or for the possible incorporation of Navarra into the Autonomous Community of the Basque Country (fourth transitory provision). The statutes provide for direct participation both in the election of members to the Parliament or Assembly, through universal direct, equal and secret suffrage and in putting forward citizens’ legislative initiatives within the territory of the Autonomous Community which are the subject of specific rules laid down by each Autonomous Community.
- The regulations governing municipal organisation may provide for citizen participation through local residents’ associations at the plenary session of the municipal council, for strictly informative purposes ensure the
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<th>responsible.</th>
<th>autonomy of the local authorities as guaranteed by the Constitution, the legislation of the state and the Autonomous Communities which regulates the various sectors of public intervention in accordance with the constitutional distribution of powers, must provide the municipalities, provinces and islands with their inherent right to act in all matters which directly affect their interests, by assigning them the relevant powers commensurate with the specific nature of the public activities involved and the management capacity of the local body, in compliance with the principles of decentralisation and of making administrative practices as accessible as possible to the population</th>
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<tr>
<td>· Ensure management of the services coming directly under the Autonomous Community, for which day-to-day management is assigned by the latter to the province.</td>
<td>Source: Spain, Structure and operation of local and regional democracy (1996) / 18 December 2008</td>
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<td>· Authorise expenditure, within the limits of his powers; authorise payments and submit accounts.</td>
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<td>· Act as executive head of the provincial civil service staff.</td>
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<td>· Institute legal and administrative proceedings of an urgent nature.</td>
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<td>· Conclude contracts with regard to works and services in so far as the corresponding expense does not exceed 5% of regular budgetary resources, nor 50% of the overall ceiling applicable to directly concluded contracts, in accordance with the procedure laid down by law.</td>
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<td>· Authorise the publication and enforcement of decisions of the provincial council and ensure their implementation.</td>
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<td>· Other powers which, not being expressly attributed to other bodies, are assigned to the province.</td>
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<td>· Appointment of vice-presidents.</td>
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<td>· The president may delegate his powers to the vice-presidents and deputies</td>
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