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

**A STUDY OF THE CIVIL SERVICE LAW AS PART  
OF EGYPT'S ADMINISTRATIVE REFORM**

**A Thesis Submitted to the  
Public Policy and Administration Department**

**In partial fulfillment of the requirements for  
Master of Public Administration**

**Submitted by  
Sarah Hosam Mohamed Said Ahmed**

**Supervised by  
Dr. Khaled Abdel-Halim**

**Spring 2016**



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

## **ABSTRACT**

After the 25th January Revolution, change has become a necessary step that Egyptian citizens are enthusiastic to experience and be part of. The revolutionary change shall start by, reforming the local administration and the legal framework. This research paper is aiming to inspect the civil service law (no. 18 for 2015) as a required action from the government towards a successful change in the policies and governmental institutions through proposing Egypt vision for reform. This study plans to explore some international cases on administrative reform and capacity building; that correspond to the Egyptian case and discuss the lessons from such experiences. In order to inspect the research questions, the researcher used the qualitative technique to collect information through conducting semi-structured interviews with a non-representative sample and inspect the reaction in the Egyptian context and how the Law is perceived as a stage in the reform process.

This research topic is covered through collecting information of the current situation, together with, gathering information from the literature about administrative reform in Egypt and other countries around the world, the met obstacles, and strategies used to overcome such obstacles are explored. Foremost among the topics that are covered are the Public administration challenges in Egypt, the attempts taken to overcome these issues and were they successful. The interviewees developed crucial recommendations; for example, developing government functions and structure along with the competencies, responsibilities, performance management, job satisfaction, motivation, decentralization, effective leadership and empowering them. Regardless the difference between the experts in tackling these challenges, they decided that there are some fundamental criteria in the local administration reform process in Egypt. To conclude, this research stresses the importance of stakeholders consultation and how the civil service law(no. 18 for 2015) terms has a crucial role in attaining reform measures in Egyptian government administration and driving forward the economy, capacity building and providing efficient service to the public.

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## **Chapter One: Introduction and Conceptual Framework**

### **1.1 Introduction**

The Egyptian government has set an administrative reform plan in 2014. This research is aiming to study the contribution of the civil service Law (no. 18 for 2015) to attain this reform vision.

Although, there is no available ideal system, that can work for all developing countries, that states how a local government can implement administrative reform, still the main concepts are agreed upon in order to achieve good governance and reform. These main concepts are; decentralization, citizen satisfaction, accountability, effectiveness, transparency, professional service delivery, leadership and fair staff evaluation. Theories in public administration and reform show how governmental structure influences state involvement in development effects and proceeding in its plans for reform. Also, every country is unique in the way it addresses challenges, which Dobbin (1994) refers to as political culture; that is why each government sets its own administrative reform plan based on political culture. The political or national culture and administrative traditions of a country is the base on which policies are shaped, as well as the methods of facing problems and envisioning how to solve them.

After the 25th of January Revolution, change has become a necessary step that Egyptian citizens are enthusiastic to experience and be part of. After several cabinet reshuffles, the Egyptian government set a new vision to establish administrative reform;



starting with the legislative framework; by issuing the civil service law (no. 18 for 2015), to replace Law (no. 47 for 1979). The Law has attracted tremendous concerns and criticism by government employees in different sectors.

The question then arises: how come the Egyptian citizens, who sought for change and a “new Egypt”, are now against Law (no. 18 for 2015)? Why many stakeholders, institutions and organizations are demonstrating in massive amounts in different places so the application of the new Law stops? During Mubarak’s era people called for reform and restructuring of public administration but the regime control and corruption was more powerful than those demands. That is why after the 25<sup>th</sup> January revolution decision makers prepared an administrative reform plan to seek the first step for change in the government reorganization with the aim to manage public affairs and national resources in a more just and equitable manner.

Public administration is described by (Richardson & Baldwin, 1976, p.4) as “government in action”. That enlightens how public administration links together and is responsible for legislative, social, economic, and political functions and accountable for its sustainability and continuous development, and through this administrative reform can be accomplished.

Literature concerning Egyptian cases related to civil service reform, focus mainly on the current state of the public administration; its challenges and opportunities to enhance the system. In order to set the steps to well-manage the available opportunities and the forecasted challenges. These were the reasons that led to the need to formulate t Egypt governmental administrative reform plan in 2014, and consequently Law(no. 18

for 2015) to provide the legislative framework for attaining that reform plan terms and goals.

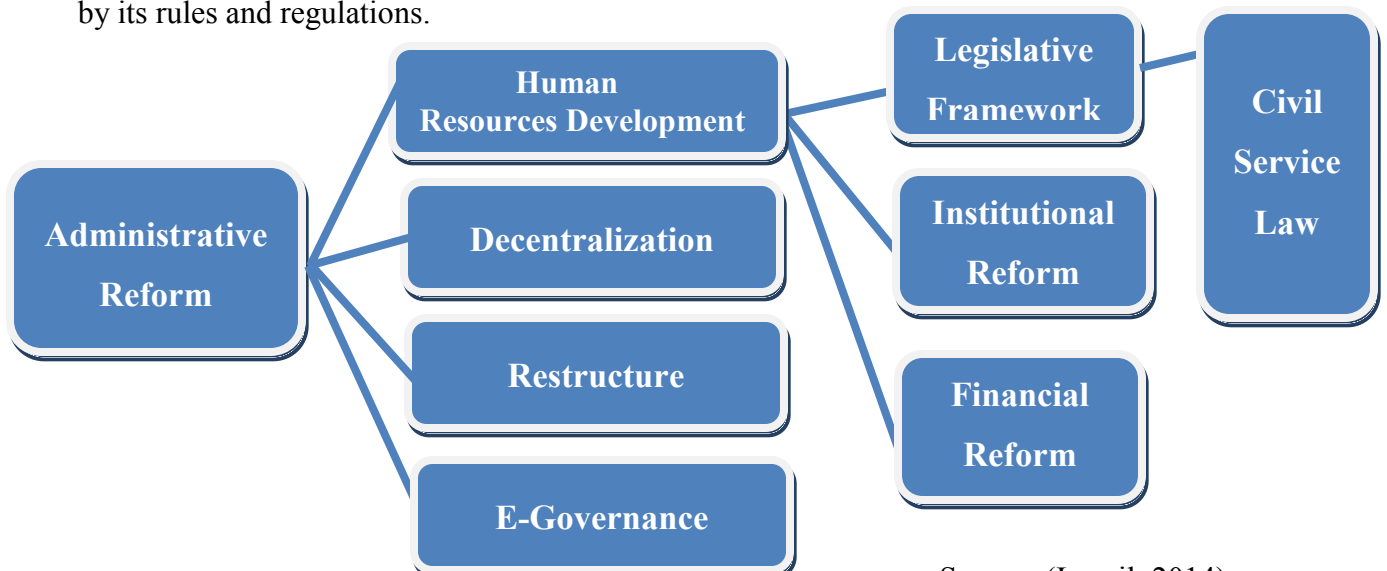
The main goal of this study is providing deeper understanding of administrative reform in Egypt and the contribution of Law (no. 18 for 2015) to the reform plan. The lessons to be learned from this study can be a chance to providing mutual understanding; of the legislators of the Law to the objections of government employees, and of the government employees of the reform plan legitimized by the Law. In addition to that this research can be a helpful guide to future researchers; studying the new Law and its practices, and pre-law-practicing studies which may open a change for better understanding of Law (no.18 for 2015) and the reasons of huge opposition it is facing.

This chapter will give an introduction to the study idea, focus, objectives, the context within which this research is conducted, background information about the current situation in Egypt concerning public administration reform and some of the issues obstructing reform from reaching its scheduled purposes. The final part will be about future research that can be conducted.

## 1.2 Conceptual Framework

The administrative reform plan is supposed to be the doctrine on which legislators set the new Law rules and regulations. That is why, within the methodology section, there is part covering the interviews conducted with Law legislators in order to know the measures on which the terms of the Law were articulated and why. On the other side, finding huge challenges and objections from different sectors on the terms of the Law reflected the need to conduct interviews with some of those protesting against the law and know why or what are their concerns are. This study plan is supposed to draw a clear picture of the problem; from various concerned parties and provide suggestions on how to develop the situation towards higher achievements.

In the literature there is a gap concerning studies about Law (no. 18 for 2015) as this subject is a recent topic, that is why this research could be an effective aid for different segments of people. As well as comprehend the issues, concerns and worries of the state employees who will abide Law (no. 18 for 2015) terms and will be most affected by its rules and regulations.



Source: (Ismail, 2014)

As seen in the diagram above how the Egypt administrative reform plan, set in 2014 to accomplish development in the governmental sector, covers different aspects that need to be reformed such as HRM development, restructuring and decentralizing governmental organizations, besides using technological reform by more use of e-governmental services. HRM reform requires different aspects as seen in the diagram however Law (no. 18 for 2015) only covers the legislative side of it. Although the civil service law is a step within other steps to accomplish reform in Egypt however, it is considered a successful step that the law legislators attempted to set a new law that targets HRM development and tries to tackle the problems in law (no. 47 for 1979) which public employees reported and asked for its amending the past years.

### **1.3 International Experiences in Administrative Reform:**

This part will include different successful international experiences in performing an administrative reform. The negative experience, where the attempts to launch a reform plan, were not productive shall be a good reference to learn from and not to repeat or slip into the same faults. While the successful experience shall be a helpful indicator of the success factors and process to reach and attain reform measures and aid of how to tackle upcoming challenges.

#### **1.3.1 Public Sector Reform in Asia:**

##### **Pakistan Case (Unsuccessful Reform Attempt):**

The researcher chose Pakistan as a case study of administrative reform as it is a good example to compare to Egypt as Pakistan is, kind of, trying hard to reform its

governmental institutions and is faced with lots of challenges, hindering bureaucracy and anti-change parties, as the case in Egypt. The National Institute of Public Administration (NIPA) is responsible for capacity building (Cheung, 2005). In Pakistan government officials have to complete courses in NIPA before getting a higher promotional level; this step is very useful in adding up to date information and knowledge for civil servants and helps fill the gap between their competencies and market present requirements (Baraldi, Kalyal, Berntson, Näswall, & Sverke, 2010). Pakistan is also working on building “National School of Public Policy” (NSPP) at Lahore with the collaboration of John F. Kennedy School in Harvard University, that shall be responsible for conducting continuous research on public management and policy that bridges seniors’ experiences with professional academic knowledge.

Getting deeper into Pakistan case it appears that Pakistan internal accountability system is not working effectively; hurdled by bureaucratic procedures that affect negatively the citizens. This weakness affects directly in a negative way on staff; through high rate of sudden absence, deficient supervision, inadequate job descriptions and incompetent relation between staff duties and functions.

### **Singapore Case (Successful Reform Attempt):**

It is important to mention that Singapore attained all that reform progress without having natural resources, with a small economy, mass unemployment and multi-races and regions (Saxena, 2011). Starting from nearly nothing to achieving such reform progress independently makes Singapore a good case to study.

The story of administrative development in Singapore started in 1959; when Singapore achieved its dependence from the United Kingdom and establishing the People Action Party (PAP) to drive the country forward. Then started working on attempting to make national development as that performed in France, Germany and Switzerland. Their vision was “creating a strong infrastructure model, establishing public housing upon high measures, and effective educational system”. The Singapore Civil Service (SCS) reform strategy focused on education believing that it is the way for survival and building social and national identity.

30% (550,000) of Singaporean people were living in slums and there were no available private building companies to carry out the infrastructure model of reform (Quah, 1989, p.p. 841-853). So Singapore established a Housing and Development Board (HDB) to handle the task and in five years it was able to provide 54,000 apartments, upon high quality and within 10 years the housing problem was solved; that nowadays about 82% of the national population live in HDB flats (HDB, 2012). The spectacular thing to mention that the HDB performed a mutual agreement with the government that those above 60 can pay for their apartment on installments from their pension without extracting a huge amount from the pension. The 80s mission was enhancing efficiency, after Singapore economy started to flourish. The government encouraged for the public-government collective efforts to go on with the reform plan effectively. Hospitals were established to accommodate healthy and affordable standard of living for the Singaporean people (Pillai, 2005). The 90s mission was improving ability and aspiration; in which more focus was to develop creativity, critical thinking and a variety of skills. Besides, high priority was given to teachers’ training and only

appointing top three graduates as teachers with competitive salaries based on performance. This initiative was to assure that students are taught upon the most qualified teachers and prepare highly educated students for the future. Singapore created ability-based tracks that enhance students' skills in different sectors in primary and secondary schools. In 1996, Singapore combined the Maritime Department and the National Maritime Board; to eliminate the duplication of activities towards a collective and more dynamic approach, and established the Maritime and Port Authority (MPA). By the new millennium Singapore topped the list of 48 countries around the world in port infrastructure; and till now MPA is the biggest container, with 300 shipping lines and 700 ports (Trace, 2010). Also Singapore provided financial aid to help all students in need to be educated.

There are a lot of lessons to learn from such experience of a successful reform as follows:

- a) Effective analysis of the problem and challenges met.
- b) Gradual well-set reform stages; each stage has a specific mission for that time.
- c) The rule of Law, cutting off means of corruption and preparing crisis plans.
- d) The clever politicians and political choices made the well-directed the people and engaged them in the responsibility to accomplish the set reform plan.
- e) Assigning top talented leaders and high quality workforce to carry out the reform steps with effective and efficient use of financial and human resources.
- f) The collective responsibility between the government and the public from one side, and the public – private partnership to reach better results.
- g) Giving high priority to providing high quality education and all the means of aid.
- h) Tying salaries to performance.

- i) Creating social stability that harmonized the relation between different religions and races.

### **1.3.2 Public Sector Reform in Europe**

The researcher shed light on administrative reform in Europe as; recent experiences in Europe have witnessed a large segment of administrative reform attempts which could be of benefit from the opportunities and challenges experienced during the formulation, implementation and evaluation of the European reform strategy (Olsen, 2003). Besides, as Egypt is getting into a number of mutual international cooperation programs with Europe, this makes experts and researchers in the public reform field interested to compare and monitor the two experiences; even in Egypt it is spread within the culture that the people tend to compare life and governance in Europe and Egypt (Holden, 2010).

In the Coordination for Cohesion in the Public Sector (COCOPS) survey report (July, 2013), about public sector reform in Europe; specifically, Netherland, Norway, Estonia, Spain, Italy, Austria, France, UK and Hungary, potential factors for a successful reform are; e-governance, improving civil service provided, and public and stakeholder involvement. On the other side, a gap is reported concerning policy making, professional managerial skills, efficiency and cost effective methods, quality of service and innovation techniques are hardly seen, besides, other weaknesses in public service behavior, staff motivation, accountability and trust in the government. However, in other European



countries with effective performance management; social inclusion, trust and satisfaction are perceived.

The survey also reports that only in Norway, civil service reform attempts were successful, while in most European countries, such as Germany, Netherlands, Estonia and Hungary cost-saving reform plans is more successful than service improvement. However, in France, Italy, Austria, UK and Spain both purposes of reform attempts were proven unsuccessful. Also by studying strategic planning, performance related pay, and decentralization; as business elements of reform, the survey results concluded that it is very active in Netherlands, Estonia, Norway, and UK while it is not dynamic or progressive in France, Austria, and Germany.

In an assessment of public administration reform in the previously mentioned European countries Estonia, Netherlands, and Norway achieved 40% progress; providing low cost and high quality services, transparency, openness, and fair and ethical behavior with citizens. By studying the reasons for that progress it appears that almost all the European countries under study, with high NPM elements such as; high job satisfaction, trust, organizational commitment and social capital, experience high levels of civil service reform. However, UK has high levels of NPM elements and still negative impact on reform and consequently they are implementing cost-cutting strategy. From this we conclude that NPM elements and performance indicators on social capital have positive impact on civil service reform.

### **Estonia Case (Successful Reform Attempt):**

Estonia is one of the European countries that witnessed a successful experience in making administrative reform in the government institutions through capacity development. The European model of civil service reform is based on three behavioral codes; public servants give high priority to public service, public institutions' documents must be accessible to the public and civil servants have to be loyal to their country (Ziller 1998). Practical experiences and research reveal that in the government; goals are not clearly defined, and from the other side, results are difficult to measure. The situation in Estonia was based on violence and lies; they believed in human rights and democracy however none of which were applied, public administration needed total restructuring as well as building trust in the public service (Legge, 1995). Jean Jacques Rousseau said "Freedom and equality are the basic human values and rights in Europe". Many constitutions around the world reflect the same meaning but the difference is in how governments try to make that happen. According to literature, reform in Estonia went through stages until it reached its present progress; initial conversion (1990-1996), EU compliance (1996-2004) and post-compliance period (from 2004 till now).

The initial stage was the preliminary start for structural reform through setting a proper legislative framework, besides the government efforts, during this period to improve the public sector functions (Sarapuu 2012; Tõnnisson and Randma-Liiv 2008, 97). In January 25, 1995 the Civil Service Act regulated the employment conditions, rights and duties of the employees but still this did not protect subordinates from unfair dismissal and arbitrariness of their superiors.

The European Commission (EC) report (1998) declared that public service in Estonia is short-coming; giving main reason for that is the lack of efficient human resources and so it needs a reform strategy to improve its institutional and organizational capabilities. *The main objective is the creation of an economically viable administrative system that is oriented towards serving the people and takes into account the limited sources available but at the same time meets the requirements set by the European Union* (National Programme 1998). In 1999 there was a new attempt to make public administration reform in Estonia, but still it was not completely successful; because during this stage more focus was required on the procedures and the public service efficiency; in order to increase transparency and accountability. In the same year, a new democratic system was introduced that illuminated the effect of bureaucratic resistance to change, worked on the increase of public servants' commitment to reform; through open discussions of the problems challenging reform and trying to come up with answers to them positively; this created a kind of a goal-oriented culture and citizen participation. Also, during this period, there were reform plans; its main theme was developing the information system through e-governance, implementing financial management and institutional cooperation. There was a huge resistance from political parties and public servants besides, having deficiency in the financial resources, misuse of the available human resources, theoretical knowledge and strong leadership. Consultants suggested that there needs to be strong and professional leadership, central guidance and spread of democracy for the public service reform to be implemented. Jaak Aaviksoo, former Minister of Education, argues that "the Estonian public sector is selfish, poor, silly and ineffective" Haav, K. (2000).

The third stage, witnessed reform initiations through delegation of activities to individual government institutions and ministries, this created a healthy rivalry environment towards the best of the country and public management reform. Besides, during this period there were attempts to use different NPM tools in the public sector such as; performance-based tools in relation to pay and reward, setting criteria of personnel recruitment and dismissal, setting clear goals and communicating it to the employees and setting standards for services provided to the citizens as well as opening opportunities for public-private partnership projects.

Estonia was well aware that the only way to implement a successful reform is through efficient management and concern for societal interests. Estonia built its strategy on some main principles to ensure efficient use of resources and carry out the strategy successfully including; decentralization, democratization, transparency, using technical knowledge through e-governance for social cohesion, trust, equal and easy access to services, using joint efforts of public organizations to solve problems, setting clear goals, task-specific, cost-efficiency and assigning skilled officials and expert managers in the field, sustaining job satisfaction, organizational commitment and rewarding innovation and high performance.

Such catastrophic situations cannot be a healthy atmosphere for such a reform process to take place and reach its objectives. In addition to that, previous examples teach us that such reform steps need to be implemented over stages and not a one-shot phase. It needs time to be well-studied, carried out by the right leaders for such mission, and be ready for anti-change parties.

Egyptian civil service experts, in the field of governmental administrative reform, ought to benefit from such experience specially that Egypt is currently suffering from nearly the same issues and circumstances of political unrest. The accomplishment or failure of a reform strategy generally depends on time and space comparative to the relevant societies. Public administration reform is a crucial requirement when it is essential to sustenance of social, political and economic units or institutions. (Fuller 2010, p. 1)

#### **1.4 Research Question**

What is the role of the civil service law (no. 18 for 2015) in achieving the government administrative reform?

**The research proceeds through the following investigation questions:**

- 1) How consistent is the civil service law (no. 18 for 2015) within the policy frame work in relation to the administrative reform plan?
- 2) To what extent will the application of the civil service law (no. 18 for 2015) be possible or smooth?
- 3) What are the expectations and/or upcoming challenges that the civil service law (no. 18 for 2015) application could face?

#### **1.5 Chapter Summary**

This chapter examined the conceptual framework of Egypt administrative reform plan and different positive and negative international cases related to this subject and it was

concluded how each country set and performed a different reform strategy to attain reform based on the country resources. However, they were all comparable in formulating the reform plan that can help overcome the country challenges; for example In Estonia it is clear how this country did not have the huge amount of interest groups and bureaucratic power as that found in Egypt and is slowing down its reform path the previous years, instead the environment there was a healthy social inclusion and productive environment for making a change. Also, by analyzing the challenges hindering administrative reform in Egypt, it appears that the governmental organizations are in need for HRM reform, decentralization and restructure as well as more use of technology and e-governance services. Law (no. 18 for 2015) covers only the legislative side of the HRM reform; still it is a good step for Egypt to set such a legislative reform strategy that contains a lot of changes that are supposed to improve the HRM in the governmental sector and was called upon for years from governmental employees.

## **Chapter Two: Literature Review**

### **2.1 Introduction**

This chapter will provide the theoretical overview of this research; defining and demonstrating important terms as; public administration, local government reform plan, and human resources management. This part in the study is about getting deeper to understand the current situation regarding local administration, challenges encountered and the role of Law (no. 18 for 2015) in achieving Egypt's administrative reform. This section is a mirror of the latest researches conducted in the field of governmental administrative reform and what those researches concealed of results or plans for reform. This will work as an aid to understand the topic under discussion from different sides and perspectives, and relate it with the primary data that will be collected from the interviews conducted with the concerned parties.

### **2.2 Research Context:**

Many political analysts and government administrators have stressed the inadequacy of the administration system to achieve the needs of the citizens and Revolution's goals (Boex, 2011, p.2). Getting deeper into literature concerning administrative reform, studies are mostly related to theoretical concepts and corruption inside governmental institutions; that is related to bribery and low performance from government employees. Also, the immense time wasted in order to get a service done, and yet the inapplicability to use e-governance which would save time and effort for

service takers and a constructive plan to cut off corruption and bribery. “States vary in their effectiveness based on their ties to society” (Migdal, Kohli, and Shue, 1994)

International organizations including the World Bank (WB) as well as the Organization for Economic Cooperation and Development (OECD) directed the rise and prosperous of the New Public Management (NPM) system in the 21st century. The World Bank provided different countries, including Egypt, with resident consultants and other means of aid and support to formulate and implement national administrative development strategies. In 2000 the United Nations (UN) committed to founding sustainable human development by 2015 (UN 2001, p. 6). The set plan to accomplish such vision is through forming; civil service reform, public administration restructure, government capacity development, enhancing public sector performance, and policy development (Rahman, 2001, pp. 2-3).

Every country usually has multiple strategies and developmental plans but only one plan is set to be implemented within a specific time. State developmental strategy duration ranges between one year and 10 years and can exceed, but a typical national reform plan ranges from 3 to 7 years and a plan can replace an existing one if it appears to be more productive and required during the implementation of the original plan based on the continuous evaluation of a plan even before its end time (*National Development Plans*, published by the International Bank for reconstruction and development) and (*Development Planning: Lessons of Experience* by Albert Waterston).

The government is preparing Law (no. 18 for 2015) towards launching a strategic human resources management system in the governmental offices. In order to do so the



government needs to assign experts and professional consultants to study the current situation then advice the best mean to attain such change and decide the duration, steps and precautions to be taken and whether this should be done gradually or through sudden change. Also, plan how to gain trust, accountability, support, and enthusiasm from the people to perform such step. "A developmental state should ideally be able to, first, act with relative autonomy with respect to social groups and, second, have the intellectual, ideological, and technical capacity for designing and implementing development strategies" (Amsden, kochanowicz, and Taylor, 1994). Mainly all national development plans have to target the collective interest of the public not a specific segment and very importantly to be based on equality and to prepare the public for such change. This research will dig deep to find which of these approaches were established and if all were established did it attain public support.

### **2.3 Human Resources Management**

An organization needs to plant affiliation and trust inside its employees, when that point is reached; employees will create new fields of developing the organization; improve their performance and faculties, work hard to achieve the organization's goals and objectives (Antwi, Analoui, & Cusworth 2008). Then employees will be ready to work hard and achieve all the previously mentioned plans but in return they need to find their self-esteem needs; like motivation, recognition according to each one's interest, leadership, coaching, trust, and fairness in treatment and work evaluation.

Human Resources are one of the highly important assets in any institution and organization, Dessler (2008). Egyptian organizations started to realize the need to switch

to a new era; of developing its most important asset, the human power that work to help the organization enhance and develop its effectiveness to face competition with other organizations in the same market field. But many Egyptian organizations, especially public ones, did not yet realize that investing in this asset is the way for development, improvement and opening new opportunities in the market, through the use of their creativity as well as benefiting more from their points of strength and tackling their weaknesses and turning them to points of strength. This can be a way that make human resources departments improve to have a strategic role in management.

Figure (1) [Appendix 5]: Highlights the significance and importance of the human resources management in raising an institution or organization's value. Performance management is one of the very critical themes in Human resources management and administrative reform. "To win in the marketplace you must first win in the workplace", former Campbell's Soup CEO, Doug Conant. Figure (2-3) [Appendix 5]: Highlights the elements of a toxic work environment and on the contrary the elements of a healthy work environment.

Professional leadership and effective management of employees is an influential method of increasing employees' commitment, productivity, and building good relationships that raise power and enthusiasm in the working place.

*"Always treat your employees exactly as you want them to treat your best customers."*— **Stephen R. Cove**

Incompetent leadership can be a real problem, when the leader is of that kind of people; who are not ready to change or improve or develop. This means that this negative impact will reflect on his/ her subordinates and the department work. Also if one of the subordinates, of this kind of leader, is an active and high achiever and cannot find another opportunity to move to, after a while he will be de-motivated and turn to act in the same way as his / her supervisor; which will affect the productivity of such department. From this we realize how the coming period of reform is in essential need for training managers in the government institutions to be competent, skilled and experienced leaders.

Employee development is one of the most effective human resources practices (Whitener, 2001; Arthur, 1994; Huselid, 1995; Woods and de Menezes, 1998). Most HRM departments in the Egyptian public organizations are focused with going upon rules and regulations without even revisiting these rules or having thoughts how these rules could be hindering the work flow and that amending them can produce better targets, save time, and make better use of employees' competencies.

*“The rationale of training and development is not only on the ordinary employees but as well as to their executives, to develop skills required in the diversification and competitiveness by making the organization successful. This contribute in the achievement of the objectives of the companies, increase the competency in the market, and improve the living conditions of the employees”* (Ehrlinger, Johnson, Banner, Dunning, & Kruger, 2008).

Dr. Abdul-Muttalib Ghanem wrote a research paper entitled "The development of human resources in public administration in the light of the role of the Central Agency for Organization and Management", in which he focused on the national plan to raise the efficiency of the administrative state and to ensure transparency, integrity and institutional development, which aims to facilitate access to dealers with different sectors of governmental services (citizens/investors/foreign). This should occur through using all media available, update and consolidate management concepts according to modern government, through the rehabilitation and educating government workers to set up a new generation of government leaders based on their awareness of the most modernized concepts of public service and be capable of leading the state administrative apparatus efficiently (Parcegypt, 2013).

In order to implement administrative reform and improve public service delivery a number of themes need to be tackled together; new technologies need to be applied, as mentioned before in the government reform programs, enhance transparency and accountability and very importantly to develop public employees capacities and conditions. Public institutions have to formulate and implement human resource management effective strategy (Burton and Obel 1998).

Latin American conference of ministers of Public Administration and State Reform (June, 2003) analyzed public administration issues; mentioning three main points. First, administrative reform can no longer be accomplished by elite groups; it has to be a collective effort of all capacities in the society. Second, in order for a government to make social and economic progress; administrative reform is the most important

element in the strategic plan of the country. Third and most important recommendation provided; is strengthening the capacity of public service officials, to be able to carry out government administrative functions efficiently and with high quality, upon honestly, and equality measures. This shall reflect on improving the service provided to the citizens and increase transparency.

New Public Management is a technique through which government services are enhanced, challenges are tackled and more public needs are met (Sterling, Kilpatrick and Orpin, 2011). In order for a government to achieve these objectives, there shall be extra focus on those who shall carry out the reform plan; the public servants and be “people-centered”. In order for Egypt to attain the reform goals; government officials and employees’ skills, knowledge, competencies and performance need to develop. This idea is taking extra care in many countries around the world such as; UK, Canada, Mexico, Africa and many others have understood the real value of public capacity building (Kriemadis and Theakou, 2007). So, this means that policy makers need to focus on increasing employees’ satisfaction, tackling the problems they face; in other words, building a relationship between employees’ skills, knowledge, needs, and organization goals and performance and achieving good social impact.

Boyatzis (1982) explains competency as the person capacity which identifies his behavior that drives him to do job demands according to the organizational environment, which consequently attains the results desired and planned for. This portrays how the whole organization plan and achievements depend on the employees in the organization and their capabilities. Many authors set key elements for a successful human resources

management in an organization which are; learning, education, development and training. Learning is meant to be the experience and coaching an employee gets to know after working in an organization and practicing job duties and the strong and professional leadership leads to effective learning. Education is the acquiring of knowledge, skills and values related to the job and the organization social culture. Development is the educational improvement of an employee's potentials, learning, experiences and abilities to better handle his duties and more duties assigned to him (Dessler, 2008). Training is the planned system for an employee's progress through which an employee shall get the education and learning through a number of courses and programs, after identifying the points that need improvement in his skills, to advance his competencies and carry out his work more effectively.

Designing a good policy requires main success factors through the policy process (Unpan, 2005):

- 1) Understand the present situation, finding solutions to current problems, setting means to improve the system which, in turn, develops the employees' skills, and tackles their needs and problems as well as how will the new policy take advantage of the available and developed competencies.
- 2) Be rational and targets the desired goals and objectives of the different organizations and employees.
- 3) Be legal; that is, it has to be in cohesion with existing legal terms, and respects the basic needs and entitlements of the citizens.

- 4) Be accountable and feasible, in terms of the available resources such as, money, capabilities and time, and viable with stakeholders' interests and needs through involving them in the policy process.
- 5) Have strategic forward vision; through setting clear objective and goals that are socially, politically, and economically accountable to execute.
- 6) Have “outward looking” that depends on extensive understanding of the policy environment and its dynamics, and the applicability of the policy to develop on the local and regional perspective.
- 7) Policy makers need to be flexible and innovative terms of the ways that shall encourage employees to apply new ideas; putting also into account the government as well as the employees' objectives and needs. Besides, taking advantage from past national and international experiences; learning from negative and positive past practices.
- 8) Monitor the policies set through reviewing whether these policies actively deal with present problems and constantly be accountable to consequences.

Human resources development is directed by three main elements; attract high calibers, reward high performance, and develop continuously the employees' skills and knowledge in the public sector and that is the way to enhance the state performance and maintaining good governance (Hanges, P., and Shteynberg, G.,2004). In order to develop public servants there are some norms that need to be spread and work upon:

- Promoting the culture of organizational learning, and the use of modern technology.

- Fostering the idea of making a professional image of public institutions and services and its high performance.
- Reinforcing the belief in values and norms such as; integrity, competence based evaluation, respect for citizens, as well as fostering these values over personal interests and that the ultimate role is tackling citizens' needs and providing good service.
- Introducing fair incentive system that encourages public people to work, be loyal and feel accomplishment and reward for high performance.
- From the other side, there needs to be harsh action against corruption attempts.

Effective leadership may be considered as the first and most important step towards human resources development. Leaders are the role model that employees follow, learn from, and grab their experience. Preparing professional leaders is like the strong base that carries above progress and future good governance. There needs to be cross-cultural trainings provided to leaders nationally and internationally in order to monitor and mirror other organizations and other culture's successful experiences to learn from and consequently these leaders will apply applicable knowledge and spread such experiences among colleagues and subordinates. Senior officials are responsible for finding opportunities in the global market, sustaining the country's economic growth, managing change and transitional periods, and direct the country with foresight and vision to achieve success. As the government officials and employees change to leave a positive impact on the citizens this shall increase accountability, trust and improve the public image.



There needs to be change in the management style; from the bureaucratic centered power to delegation of power, introducing rational structures, simplifying of procedures and utilizing specialists in administration to move to a team oriented approach rather than the centralized bureaucratic approach. There have to be synergy between economic, cultural, political, conceptual, behavioral, social, organizational, and legal domains of the country; that no sector can improve alone but together mutual efforts can reach better targets and high efficiency can be met. Bureaucratic environment need to be reshaped to be a helpful element for success rather than an element of reverse.

#### **2.4 Public Administration:**

Public administration experiences challenges and issues that hurdle the progress of social, political, and economic change and development in Egypt such as; inefficient bureaucracy, centralization, low human and technical skills. These issues are causing hurdles, low performance and irresponsiveness in the system management. John Dewey said; “A problem well put is half solved”. Turning those challenges into points of strength is a valuable way to enhance efficiency and effectiveness of the Egyptian governmental system, provide better service delivery, and improve the business environment. If the government does not make greater efforts to improve public administration procedures and encourage investment, small and medium-sized enterprises (SMEs) will not flourish, and this will directly have negative impact on the Egyptian economy and lead to more societal problems to come.

Due to today's competitive market and increased globalization, it is necessary for public administration to combat and remove chances for corruption and bureaucracy ills from one side, and on the other side, attract and retain qualified public employees and enhance their capabilities and performance. "Any form of economic growth and equitable distribution of resources and socio-political empowerment is unachievable without a comprehensive reform of state institutions and public administration practices" (Edara, 2015). Administrative reform commence by developing the public administration system and searching for options to establish change, together with the objective of improving its performance and responsiveness to the interests and demands of the public.

There are a number of barriers and obstacles that slow down chances for enhancing the government system and those working on it. Joseph Sugarman once said; "Each problem has hidden in it an opportunity so powerful that it literally dwarfs the problem. The greatest success stories were created by people who recognized a problem and turned it into an opportunity" Richard L., (2011). It is clear how many sectors and groups in Egypt try to win over upcoming obstacles yet, before discussing public administration reform program, we need to focus on local state functions, identify the issues and answer why, what and how to stimulate the economy and help it compete in the international market.

## **2.5 Public Administration Challenges in Egypt**

It is crucial to evaluate state functions and institutions in order to identify the issues and factors that hinder implementing their critical role in national development and

maintain reform. In the conference held in the American University in Cairo, about challenges and opportunities of Public administration and public policy in Egypt and Singapore it was mentioned that: “Over staffing is causing a high pressure on the government in Egypt that over 6,000,000 employees are currently working in the public sector” (August, 2014). The problem starts when the government carries the burden of providing job opportunities for university graduates and when having the chance to employ then the government face another problem; which is neither having the budget to train them and enhance their skill nor pay them fair salaries; that can be supportive for at least a family of four. So by trying to solve the unemployment problem another problem arises later which tells that there is no strategic long term thinking that forecasts results or make long term solutions; that can estimate ways to minimize the challenges or issues or find better means of tackling a problem and make it easier to handle. Creating healthy environment for investment and SMEs are considered among the main tools for combating unemployment (Kalpande, Gupta, & Dandeka, 2010). The low wages of public employees is in disguise of unemployment that led public sector employees to become below the poverty line (El Gebali, 2008), mentioned that the real issue is identifying the minimum wage compatible to live with under the inflation rates rather than stating a specific amount. This minimum rate has to be identified upon fair assessment of the worker’s production rate, geographical area and kind of work. This is an indirect urge to take bribes “Ekrameyet – Shay”; as referred to by some government employees during the interviews, to be able to make a living and support their families with the least needs.

University fresh graduates are recorded at the 'Ministry of Man Power and Emigration, which then assigns them to various state ministries and institutions upon quantitative basis, not upon qualitative assessment of needs (Al-Ahram Daily Newspaper: p.14; 1 February 2012). Average public employees are coming from poor educational background, assigned job opportunities in the public sector haphazardly, promoted upon seniority, favoritism and bribery rather than merit, and receiving salaries that set them in the poorer category in the Egyptian society (Handoussa, 2008). Poor salary scales oblige many civil service workforce to find no way to survive other than seeking part-time informal jobs, that in most of the times does not correspond with their capabilities and directly have bad impact on their performance in their public sector full-time work, besides, increasing their absenteeism rate. Dr. Amr Alkhayat social scientist in his general lecture in Cairo University stated that: "not professional senior officials derive their prestige solely from their bureaucratic rank which gives them the authority to punish or reward junior staff." (Alkhayat, 2012)

On the other side, there are still means of corruption and upcoming obstacles that hinder reform plans from reaching their set objectives successfully. Central and local government authorities' influences may interfere with efficient decision making (Herman & Renz, 2004). Private investors or the general public when going to public offices to get permits or governmental documents are handled with indifference from public employees. "The Industrial Development Authority (IDA) was formed to facilitate procedures for industry progress in Egypt, yet since its inception, it has laid one hurdle after another in front of small enterprises" (Wickert, 2014). In many cases citizens

resort to favoritism trying to establish internal contacts inside public offices to facilitate their carrying out their pursuit or find a way-around lax procedures (Handoussa, 2008). Rampant corruption is the result of absence of democracy, public scrutiny, recruiting unqualified public employees and increased centralization. All this leads to illegal practices and spread of bribery to overcome hurdles of procedures, difficulties in obtaining operational permits, bad treatment, unhelpful public employees and unjustified increase in procedural costs, social security and evading taxes. “Administrative corruption and bribes have become prominent features of government performance. This has been confirmed by surveys carried out by the Ministry of State for Administrative Development and other authorities” (CIPE, 2012).

For the success and sustainability of government employees’ high performance, there needs to be multi-force from the government, the investors and public employees, it cannot work with either effort alone (Ministry of Administrative Reform; 2010).

## **2.6 Public Administration Reform in Egypt**

Socio-political empowerment, effective management of resources and economic growth are hard to achieve without an inclusive reform of the state and public administration practices. The administrative reform needs to define roles and functions of the government with a view to hiving-off functions, which are not considered to be core functions, reducing the scope of government operations to an affordable scale, and restructuring its organization and operations to achieve efficiency and effectiveness in the delivery of public services (Government of Tanzania, 1996)

In order to maintain social and economic growth; public administration needs continuous efforts for improving the state machinery and this will directly mirror a positive effect on enhancing the merit of public service and fulfilling more needs and interest to the public.

The Egyptian government needs to use modern technology and e-governance facilities to provide high quality of information, and effective communication tools to improve public service delivery for public and private investors. These technological facilities shall reflect accurate and easily reached information through effective communication techniques that support human development as well. Helping and encouraging investors should currently be at the highest priority for social and economic growth especially after the 2011 revolution. Since the 25 January revolution the people are distracted by political disturbances, all that has taken the focus away from economic advancement (Briemer, 2014). The Egyptian government is currently distracted between the parliament elections and trying to maintain security and managing protests against Law (no. 18 for 2015).

Public administration is like the equation of a country's system of governance and development. In the World Governance Survey discussion (Hyden and Court, 2002) it was stated that components of good governance in developing countries are; civil unit, political unit, executive unit, bureaucratic unit, economic unit and legislative unit. If the elements of this equation are balanced and strategically planned, managed, mutually coordinated and constantly evaluated upon recent studies then the result of this equation shall establish good governance and continuous national development.

➤ Civil Unit:

It is the democratic governance of the people and raising their endeavors and contribution in public policy making and its absence causes people's disappointment. Also communicating to the community about public work, its importance and results in order to inspire them to have an active role in attempting the public issues the society and consequently this will escalate accountability towards the government's efforts.

➤ Political Unit:

It is through connecting stakeholders' or group's purposes and thoughts together with the governing procedures of forming policies. Designing a skillful electoral system is very crucial in the development of a country especially during transitional period; which needs to be implemented on a fair and well-assessed system, reinforced by the efficiency of the parliament in forming policies and managing the public officials' powers.

➤ Executive Unit:

The government holds responsibility for policy making, and providing safety measures in the country. Overcoming poverty is one of the responsibilities that are only accomplished by the government. During the transitional period the military forces used to be in power of the society, in coordination with civil policies and practitioners.

➤ Bureaucratic Unit:

It is known since years ago that Bureaucrats are assigned to formulate the society policies and ensure its effective implementation and the delivery of the government services to all stakeholders.

➤ Economic Unit:

It is about evaluating the current market state in order to help realize the present circumstances and formulate the economic future plan, strategy and decisions to be decided on words. They are accountable to maintain political democracy.

➤ Legislative Unit:

It is the legal sector in a county through which conflicts or disputes between groups are handled according to the rules and policies of each institution; governmental or private under the umbrella of fair governance.

There needs to be succession plans to invest in the public employees with all the best skills and values, as well as professional, genuine and trusted leadership.

In 1998 the World Bank identified social capital of a society as including the institutions, relationships, attitudes and values that govern interactions among people and contribute to economic and social development (World Bank, 2012). Public administration currently and for years have been suffering low social capacity and the situation is getting worse; as human resources are not well qualified and not well recognized financially and psychologically.



There are a number of international cooperative initiatives that are working on administrative reform in Egypt through enhancing the government employees' capabilities such as; the currently functioning project, between VNG International, and the École National ed' Administration (ENA) from France. It commenced in April 2015, and is estimated to take three years to accomplish its goals and objectives. This project aims to support the Egyptian government in its attempts to develop and attain good governance doctrines, which shall reflect a direct improvement in service delivery to the Egyptian public. The project is administered by Egyptian experts from VNG International and a group of EU Affiliate states in coordination with both the Ministry of Local Development (MOLD) and the Egyptian Ministry of Planning Monitoring and Administrative Reform (MOPAR) towards the project objectives. In a more specific way; the project will concentrate on:

- The reinforcement of the Egyptian government capacity.
- Study and improve of administrations' performance and the required mechanism towards delivering effective civil services to the public.
- Redesign its decentralization process to reach more effective, useful procedures.
- Develop public administration's capabilities and competencies to ensure higher quality of service, transparency and efficiency.
- Progresses is planned to be on gradual steps and shall work on different levels, including human capacities, processes, and institutions.

## **2.7 Egypt Government Vision for Administrative Reform**

### **2.7.1 Historical Background**

- **Reform after 1952 Revolution:** Foreign Administrative consultants provided their vision to improve civil service through; enhancing the workers' positions and training them. The problem was putting the reform strategy from the foreign consultants' own perspective that did not prosper properly with the Egyptian culture.
- **Reform attempts during the 60's:** This period witnessed growth in the government activities and economic province. The plan was focusing on developing the supervision and evaluation tools. However, the political unrest conditions and getting into war with Israel hindered the continuity of the plan (El Baz, 1995).
- **Reform attempts during the 70's:** Economic and Political modifications took place, Egypt administrative reform plan was developed including; organizational restructure, personnel capacity building, leadership development, and the Laws and regulation and forth procedures were developed. Nonetheless this plan was not consistent with the state plan for social and economic development (El Deken, 2004).
- **Reform attempts during the 80's:** There were no clear vision for administrative reform. During that period two five-year plans were formulated

(1982-1987) and (1987-1992). They targeted the enhancement of government provided services, simplifying procedures, setting a new system for recruiting qualified leaders, developing new job description and reward systems upon high technical expertise (Baradie and Zakaria, 2007).

➤ **Reform attempts during the 90's:** This era witnessed political and economic domination from The National Democratic Party over the country and Parliament (Valsan, 1997). Also there were tremendous increase in the appointed government employees; which did not corresponding with the salaries' increase that is why employing fresh graduates in the government was stopped by 1985 and was replaced by appointing upon contingent contracts; this opened the door for the increase of hostility and nepotism between the employees of different contracts (Valsan, 1997). As well as the demoralization that spread among public servants and degradation of public services were inevitable. This trend prevailed for two eras this affected negatively on providing low public service quality (Ashour, 1995). Therefore a reform five-year plan was established (1992-1997) to downsize the employment in the government (El Sayed, 2004). Mohamed Zaki, former minister of Administrative Development then proposed another five-year reform plan (1997-2002); which seek to enhance transparency in the government employment sphere, simplifying the government procedures, forming encouraging procedures and rules for foreign investors, and establishing what was called “ citizen kiosks” to provide service to citizens in different places (El Deken, 2004). During this era Law (no. 5 for 1991) was issued which specified

certain criteria for top posts' selection rather than the previous system that was upon routine promotion. Also suggesting early retirement plans to cut off public expenses (Ministry of Administrative Development, 1995). Nevertheless; this period perceived an increase in civil service cost in relation to total public expenditure (El Deken, 2004).

➤ **Reform attempts in the new millennium:** This era focused in the five year plan (2002-2007) on adopting and improving e-governance. This initiation was carried out by the Ministry of Communication and Information Technology with other ministries to reform the civil service, simplifying the government procedures and improving the service. In September, 2002 the Ministry of Local Development and the UNDP made a collaboration agreement (Administrative Reform in the Mediterranean Region) to improve technological capacities. This was a very successful step that provided around 50 online services on the government portal and established 500 kiosks; which facilitated public accessibility to different services (Aref, 2007).

➤ In September 2014, the ministry of Planning, Monitoring and administrative reform set a vision to achieve administrative reform in the government that states:

“Efficient, effective, transparent, fair, and responsive administrative governmental system providing quality services, subject to accountability, raise public satisfaction, and strongly contributing to the fulfillment of development objectives and enhancement of the Egyptian status.”

The Egyptian government set a reform plan agenda, which contains the objectives, programs and time frame for executing each program and it is found in detail in Appendix [2].

### **2.7.2 Objectives of Administrative Reform (egypt.gov.eg, 2015)**

- 1) Increasing effectiveness and efficiency of public administration system.
- 2) Increasing the confidence of citizens in public administration system.
- 3) Developing public services provided to citizens.
- 4) Enhancing transparency and integrity in public administration.
- 5) Improving efficiency of managing public assets and increasing efficiency of public expenditure.

### **2.7.3 Requirements of Successful Administrative Reform (mop.gov.eg)**

- 1) Strong and capable political will and belief in reform.
- 2) Providing/Availing the financial and physical resources required to undertake reforms.
- 3) Institutionalization of reform process.
- 4) Cooperation among all governmental bodies, and attraction of high qualified cadres from outside the administrative system.
- 5) Rapid adoption of a legislative framework that is adapted to the change process.
- 6) Large scale popular support and understanding of reform process, strong support of the media.
- 7) Transparency and openness with citizens.

The Ministry of State Administrative Development set a number of programs in order to attain Reformand which will be further elaborated below ([egypt.gov.eg](http://egypt.gov.eg)):

- The Government Civil service development Program
- The Institutional Development Program
- The National Linking Database Program
- The State Resources Management System Development Program

### **2.7.5 The Government Civil Service Development Program**

According to the Ministry of Planning, the program aims to develop an effective system of government services by streamlining the procedures, in order to increase the public satisfaction of local services through multiple channels and confirm the principles of transparency and integrity.

#### **Program Objectives:**

- 1) Facilitating access to government services through:
  - Availability of a large number of services via the Egyptian Government electronic Portal such as issuing: a birth certificate, divorce or marriage documents, national I.D. replacement, telephone bills, electricity usage data up to date, and death documents. All these services are provided online and administrative fees are paid online ([www.egypt.gov.eg](http://www.egypt.gov.eg)) and ([electronicportals.blogspot.com/](http://electronicportals.blogspot.com/)).

- Access to government services through new channels such as mobile phone networks, call centers, and public services outlets.
- Provide new government services.
- Every Ministry main web site has online services and permits to be issued electronically according to the kind of service this ministry is responsible to provide.

2) Simplification of procedures through:

- Simplify the procedures for issuing permits (tourist, industrial, courts etc ...)
- Redesigning the government services after taking into consideration stakeholders' ideas for faster and easier service delivery.
- Providing electronic online approval signature service.

3) Provide new ways to pay fees such as:

- Credit card, payment on delivery, by mobile phone, etc

4) Support the transparency of government agencies through:

- Post-employment performance monitor.
- Automating procedures for the issuance of permits.

Since the launch of the Egyptian government portal officially in 2004, many government electronic sites have been created for citizens from different governorates to

access government agencies and provinces and get their services accomplished in less time, effort and minimize chances for bribery. The program aims to meet the growing demand for e-government services and comply with international standards UNPAN (United Nations electronic network of institutions U.S. regional capacity in the field of public administration and finance), which improves the Egyptian government to cope with the technological updates in various countries of the world.

### **2.7.6 The Institutional Development Program**

According to the MOPAR, Institutional development program aims to raise the efficiency and effectiveness of the state administration to develop the government business climate in various aspects, through the implementation of a range of activities.

Program mission is helping the various administrative bodies of the ministries, provinces, and units of local administration, public bodies, and others:

- 1) Reformulate the organizational structures and functions
- 2) Identify the roles of the business units
- 3) Redesign pay structures and incentive systems respectively.
- 4) Build the human capacity of the state in order to create administrative cadres that give chance for development of those improving their skills

To achieve this mission, it is necessary to study the institutional conditions in the state administration; its problems, and then develop a general framework of the principles



of institutional development in consistent with the National Plan for Management Development.

#### **2.7.7 The National Linking Database Program**

According to the Ministry of Planning, the program seeks to build an information technology system through which the government agencies share data with each other. This contribution is integrated to streamline the delivery of services to citizens and make the procedures easier. Also this program, through the development of the information sector, modernization and linking national databases this will better help build a national data base that records all details about every citizen which shall be a valuable stage for distribution of aid and the state supported products to low-income citizens based upon fair conditions.

#### **2.7.8 The State Resources Management System Development Program**

The program is implemented by the MOPAR; it aims to develop a system that integrates information via modern communication and scientific technology; automating work courses in government agencies in order to achieve the following:

- Rationalize the management of State Resources
- Reduce government expenses
- Raise efficiency and reform the state administration
- Rapid exchange of information and documents between the various government organizations upon accurate, secure and highly confidential measures.

The development of state resources management systems program has a mission to execute a positive impact; where government services link between the front office systems (service providers) and back-office systems, which helps to speed delivery of services through various channels, including services provided electronically through the Internet, towards attaining administrative reform.

## **2.8 E-Governance:**

E-governance is considered as one of the main themes of public administration reform in many countries around the world; including Asia, Europe and Africa. E-government can be broadly defined as the exploit of all communication and information technologies, to ease the daily administrative government procedures, as an internet-driven activity that enhances citizen's access to government services, and open chance for citizens' participation, and satisfaction with the government services (UN and ASPA, 2001). When attempting to apply e-governance some challenges showed up such as; government employees resistance to change and be trained to move to that new stage. They refused to exert any additional effort believing that this may replace them, and that there is no return on any additional effort they shall do, that is why they stood against the application of e-governance and did not show the required support. That is why there was a need Law (no. 18 for 2015) has attempted to tie promotions and incentives with trainings and high performance and at the same time use the electronic system in nearly all the applications related to government employees' appraisals and performance management themes.

### **2.8.1 E-Governance Opportunities for Reform (MOPAR, 2015):**

- Enhancing the government transparency and accountability and changing the stereotyped image of the bureaucratic and time wasting procedures.
- Strengthening the role of the citizen and other stakeholders; participating in planning, proposition and decision-making process, through the panels of comments and complains in every governmental website, which helps the government with improvement ideas from the service recipients and also report any problem or issue met.
- Minimizing the procedures and places that previously has to be visited to get your documents and permits completed and this shall consequently refresh and raise opportunities for investment as the government is responsible for ensuring alignment of investments with public development as well as ease of tracking the ongoing projects upon the set objectives and rules.
- Using better and faster alternatives for information update and usage by different governmental sector through the intranet between governmental organizations and institutions with limited access; which was an extra benefit; which secured the data.

This technique service saved the wasted money of the papers and files that government employees used to use so it is a mutual side benefit to both the citizen and the government. Besides, combating bureaucracy ills in the Egyptian government and

establishing reform in the government administration and civil service and following up with the latest modern technological updates in the market.

### **2.8.2 E-Governance Challenges (sis.gov.eg):**

- 1) The Egyptian culture spread, about government marten of errors, does not give a chance to trust the Egyptian government accuracy in working upon highly technological system, without committing more errors, and then it shall be very hard for the citizen refund the money paid online to get the service done.
- 2) The Financial resources or the huge budget required for the success of the e-governance strategy implementation. This budget is essential and costly for the electronic devices, employees' trainings, and the software that links the government organizations together.
- 3) The anti-change parties and the government employees' who are worried of being replaced by the new technology or failing to work upon the expectations and lose their jobs; that is known as "technological shock". Besides, the fear of losing the power and bribes that help them in their living because of the very low incomes they have.

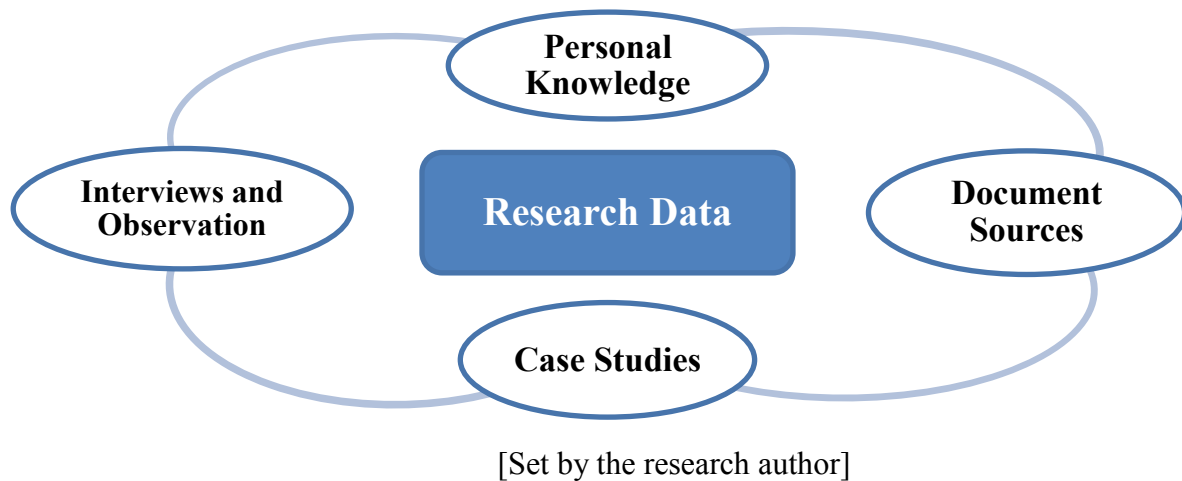
The bureaucratic culture spread among the government employees and bureaucrats. This hurdles the businesses and the procedures they used to follow are now against the idea of which the e-governance was introduced; that is, making the government procedures easier and less time consuming and less hurdles to appear in order to ease the administrative system.

## **Chapter Three: Research Methodology**

### **3.1 Introduction**

This chapter gives an overview of the methodologies used to carry out this research under examination. This research is about a set of key concepts of government organizations and development fields such as administrative reform, capacity building, and service delivery along with governance, NPM and decentralization. Alongside, examining official papers, speeches, and the framework of the reform projects helped enrich the research with valuable information.

### **3.2 Methodology Key Features**    Figure (4)



This research depends on theoretical framework through the use of secondary resources from documentary resources such as, public administration articles, journals, books, essays, magazines, government documents, research reports, government publications and international organizations' reports as the UN, UNDP, and ADB etc. All

sources that are related to opportunities, issues and challenges in the Egyptian public administration system and previous attempts for government reform in Egypt and on the international experience.

This research also depends on qualitative field investigation and the use of primary resources through data collection; mainly through conducting semi-structured interviews and discussions with public employees from different levels to tap into the views of policy advisors, government consultants, public figures and experts in the field of civil service and public administration. Qualitative research is a process of investigation that aims to understand a phenomena or social problem in a subjective way; getting deep into the context and its emphasis. In this case, the researcher has to portray the picture through analyzing the words, interpretation, reports, documents review and observing the field of study (Creswell, 2009). It systematically obtains and assesses data from the field and provides results and findings concerning the adequacy of Law (no. 18 for 2015). Some interviews are also conducted with civil servants to solicit their feedback regarding Law (no. 18 for 2015) and the measures proposed under the administrative reform plan. Qualitative research is concerned with analyzing the surrounding events (Willig, 2011, p.6). This methodology helps to portray what the other side, other than the management side, sees as gaps in the government administrative system and reform strategy; depending on feasibility to conduct interviews and to have access to public employees who are willing to be interviewed, within the timeframe of the thesis. Interviewed public employees are asked to explain how they feel towards change and Law (no. 18 for 2015) and the new rules they have to follow. “It is accepted to use

qualitative research in all areas of social sciences for research designs based on methods generating qualitative data” (Zydziumaite, 2007, p. 8)

This research employs the triangulation technique of gathering information via diverse methods; theoretical and practical data collection which enriches the research and enhances validity, reliability of the data. Triangulation enriches the qualitative research with a better likelihood to overcome the biases or weaknesses of using single method approach (Hayhoe 1998, p. 129). This method of gathering information is chosen to describe the situation as it exists in the Egyptian governmental institutions, understand the concerns and inquiries of the government employees and guess from their views their reactions to the implementation of the Law (no. 18 for 2015) and whether it shall achieve its objectives within the administrative reform strategy or not.

### **3.3 Data Collection**

At first a number of requests were submitted to the Ministry of Finance, the Ministry of Petroleum, the Ministry of Electricity and Renewable Energy and the Ministry of Local Development, where interviews shall be conducted with the employees working in the place. All of these attempted were not successful; decision makers were not cooperative and all the requests were refused, and this was a huge limitation. Except for the Ministry of Local Development which accepted the request as per the research supervisor contacts with the minister and assuring that the data collected and the informants shall be kept confidential. Even when trying to conduct interviews with employees without having previous contact or relation, outside their working place with and with assuring the confidentiality of their identities, still none accepted to answer any

question. So, the only way was trying to reach government employees from the researcher own network with government employees directly or through other contacts in order to trust the researcher and answer the interview questions without having any concern about misuse of the data. The interviews were conducted after their working hours, in a place where they can feel relaxed, and speak further, after assuring that all the information collected will be anonymous, to encourage them to express their opinions openly, regarding the new changes and Law (no. 18 for 2015) rules.

The unrepresentative sample was representing both opinions; those against and those for Law (no. 18 for 2015) that they had to abide in order to understand the reasons for both to have such opinions. All informants were assured the confidentiality of their identities. The interview was conducted in Arabic; using the national language of the informants to feel secure; watching the data written in their language to feel relaxed and talk freely without feeling anxiety. The motives and importance of the study and its goals were introduced in the beginning and how their role is important for such a research to be directed, reach progressive results and aid future policy measures taken, in order to make them enthusiastic and attentive to the interview and how his words are remarkably important.

### **3.4 StudySample**

There are no set instructions for identifying the sample size; it “depends on the importance, time, and resource of research” (Baker & Edwards, p. 3). It was essential to reflect the perception of a range of government employees that is why informants targeted four categories: law legislators, policy makers and experts in the field of



administrative reform, government senior employees, government employees in the executive and subordinate level, and key stakeholders in the administrative process. The non-representative sample size of interviews, conducted with concerned government employees, was up to change upon being satisfied with the data collected. The informant role, in an executive or managerial level in the government, and readiness to be part of change and reform were the criteria on which the sample was selected.

Category	Number of Informants	Percentage
Law Legislators, Policy Makers and Experts in the Administrative Process	10 (4+6)	25%
Government Senior Employees	6	15%
Government Employees from Subordinate Level	15	35%
Key Stakeholders (government employees the law does not apply on them – civilians from diverse backgrounds etc.)	10	25%

The selection of interviews follows purposeful, but non-random sampling from different senior and executive levels to experience any difference in the perception of the informants and provide a wider scope of the effect of the application of Law (no. 18 for 2015) on diverse levels, on condition that their identities will be kept anonymous.

It cannot be claimed that this is a representative sample or that it is assured that the responses and data can be generalized of all the civil service servants and people working in the administrative sector in the government. However, the answers are in line with others' perception from diverse public sectors and that the segment covered from

law legislators, civil service workforce, seniors, and executives and matches the targeted population and so this research can be regarded as a good source of data in that field of government administrative reform. The purpose of the sample is mainly to give voice to the different stakeholders' groups, particularly the public employees that will be affected by the law and other administrative reform measures.

### **3.5 Interview Questions**

The interview questions focused on gaining the perspective of the government employees and Law (no. 18 for 2015) legislators towards administrative reform, public issues and opportunities, and recommendations towards higher efficiency and practice of civil service work and human resources management. Interviews can be biased due to defectively constructed questions; this may lead to inaccurate responses and not get the information the interview was conducted to reach (Soy, 1996, p. 9). In order not to fall in that dilemma; first, a brief was given to the informant about the research topic and the aim from the interview before starting it second, during the meeting if the informant misunderstood the question it was rephrased until the right idea is interpreted. As this research examines Law (no. 18 for 2015) and public employees' feedback on its application, it is also assumed that informants would not relate this variable with Egypt administrative reform strategy; so the interviewer relates the question to make the required relation between the two variables. Urging the subjects under study to provide better answer and more informative responses to the questions posed is considered success that the qualitative technique is unique with (Hossain, 2011). The interviewer

then, ends the list of questions with the respondents' suggestions and newer views for future consideration.

Many ideas came out during the discussions and interviews which did not fall within the pre-set list of the interview interactive questions and strategy, so additional optional questions were further added during the interview when presumed useful in covering the topic under study from a clearer and better scope. For example, while conducting interviews with the government employees, who did not previously read or well-understand the terms of the Law articles, after asking the question in the interview and hearing his response, then communicating to the informant the right information about certain issues or articles aroused a different response and perception, that added value and knowledge whether the problem is the ignorance of the knowledge or being anti-change as a whole is the reason for opposing the application of Law (no. 18 for 2015).

### **3.6 Interview Process**

The environment, in which the interviews were carried out, provided a relaxed atmosphere for employees to express their point of view in an unlimited space and this made them passionate and opened different points of interest to the study; “good interviews are those in which subjects are at ease and talk freely about their points of view” (Biklen, 1992, p.79). This manner of conducting interviews was time-consuming; however it provided new viewpoints that are valuable for consideration.

Tape recording was used only with interviewees who approved this method before the interview starts; in order to keep record of all details mentioned during the interview, otherwise taking notes was the method used to record the information provided by the informant. After conducting the interviews, the collected information was filtered to ensure data accuracy, categorizing and classify the data between the different opinions regarding Law (no. 18 for 2015).

### **3.7 Strength and Weakness of Research Methodology**

#### **3.7.1 Strengths**

A. One of the strengths in this study is tracing the public administrative opportunities, challenges and the Reform strategies and plans of the government in Egypt from theory to practice. This was accomplished through the different document reviews and the interviews conducted with government employees, law legislators, and experts in the field. This technique helped identify and analyze the changes in the Law, the obstacles that hinder capacity development and reform in governmental institutions which also affect negatively the service delivery and the economy.

B. Another advantage from performing this research is approaching informants from diverse governmental sector, work and educational levels; which helped in the validation of the data collected and increased the reliability of the useful insights and results.

C. Also, this research has strength that added value and experience to this research through providing different case studies from European, Asian, and

African attempts of administrative reform in the government in Estonia, Singapore, and Turkey.

D. In addition to the use of quotes from the interviews with the government employees and other theoretical documents used in the study; this made the picture clearer and helped the reader validate the data and indulges the reader in the feeling of the informants from the different expressions quoted.

### **3.7.2 Weakness**

Many of the informants from the government employees did not seem to have comprehended the Law. It seems that they had shallow reading of some articles or their opinions were based on rumors. However, many of the words of these employees were to mirror the widespread scenarios among the employees and hear their recommendation they wish to be in the amendments of the Law articles and compare those suggestions with the changes proposed by Law (no. 18 for 2015) and by doing so the research was enriched by a conclusion about the real reasons of the employees' opposition to the Law which shall be extensively discussed in the next chapter.

## **3.8 Validity and Reliability**

In this research design, there is emphasis on magnifying the reality about Law (no. 18 for 2015) and the government efforts for implementing reform in the government institutions and capacity building. This was applied through utilizing different methodologies yet complementary; between the theoretical and practical field work to

highlight and assure the reality about the information collected to guarantee the validity and reliability of the research.

There was a need to test if all public employees will abide the same reforms and the same rules of Law (no. 18 for 2015), and whether all their feedback and reaction to the Law will be the same and identify whether the interviewed government employees' responses differ from one public organization to another, this increased the effectiveness of the results reached in the end of the research. Face to face, semi-structured meetings illustrated as "thick description" (Geertz, 1973, p. 1), had a general positive feedback; through monitoring and observing facial expressions, gestures and attitudes. This also helped in identifying the worthless data. Also this gave a chance to know whether the question asked was well- understood or off the record or need to be re-phrased to reach the pre-attempted target or information required.

It is profound to mention that informal conversation, semi-structured interviews and how the informants expressed their opinions openly after confirming that their identities will be kept anonymous; which enhanced the validity of the data collected.

The reliability of the research data improved by restating the miss understood questions during the interviews to confirm receiving the right data from the question proposed.

During the interview it was clear from the informant educational background, the language used and responses to the questions whether his/ her opinion reflects pre-reading and well-understanding of the changes maintained by Law (no. 18 for 2015) or

that the informant is just repeating blindly the quotes spread around him/her by others who have rare correct information about the changes applied. This cluster of informants appeared to be in huge numbers and those are the proportion that transmits the wrong image of the Law to people from other backgrounds whom will not care to read the Law and just depend carelessly on acting upon what is said to them without assuring the information they get and even before spreading it out to others. This kind of sample is a biased sample that needs to be studied as phenomena of people spreading so fast wrong information upon others, but not to be accountable concerning how effective the changes introduced by Law (no. 18 for 2015). In order to verify the information collected; informants taken by their quotes had to have previously read Law (no. 18 for 2015) and understood the changes it will make.

### **3.9 Limitations**

- a) Some difficulties were encountered during the data collection period; such as being a stranger and collecting information, in such political intense stage in Egypt, made informants skeptical and worried to supply information in politics or in anything that is against the country regime and policy matters.
- b) A lot of time was spent to conduct the interviews in different places where employees suggested the interviews to be carried on in which they will feel relaxed to talk, and some of these places were remote such as Menofia governorate; were there was a need to cover a government institution that is massively opposing Law (no. 18 for 2015).

- c) Translating the Arabic legal expressions of the Law were not easy and required a professional in translation and have a background about the terms' connotations but this was arranged by making use of the Law legislators aid to understand any vague meaning.
- d) There may be limited generalizing of research outcomes to the wider population of civil service employees in Egypt due using a non-representative purposive sample included in the research.

In order to overcome those limitations as much as possible, interviewees were assured secrecy of the information they provide during the interview and that their identities will remain anonymous. Also, some of the interviewees chose the place they wish to conduct the interview in, where they felt convenient with their schedule and personal obligations. There were no other noteworthy challenges to producing research outcomes.

### **3.10 Chapter Summary**

This methodology of collecting information, opened new channels for suggestions from employees about improvements which they hope to be applied by the government that would help attain the goals of administrative reform and hence better public sector performance. The semi-structured interviews and using open-ended interactive questions are used to allow the interviewees to provide more information on the subject; this gave a better chance to understand the situation from a larger focus than that which was represented by the theoretical framework alone and both means of collecting information together, substantiated the data collected. The researcher strived to successfully neutralize the words from mirroring biased data and results.



## **Chapter Four: Analysis and Discussion**

### **4.1 Introduction**

The civil service Law (no. 18 for 2015) vision is: “To improve the working conditions of civil employees and enhance transparency of government services and strengthen citizens' confidence in the state administration through setting a new wage system, effective, neutral and accurate evaluation system, an early retirement system, and a new code of conduct”(Mop.gov.eg, 2014).

Law (no. 18 for 2015) is a people-oriented approach towards a successful administrative reform in the government sector (World Bank, 1997). “New governance” concept is stressed that there is a need for partnership between the government, private sector and social service organizations to achieve reform and socio-economic development in the state. Recent studies state that in order to make human development, efficient government performance is required.

Law (no. 18 for 2015) is considered the legislative side of Egypt’s administrative reform plan for raising the efficiency of the public servants and their working strategies. As agreed upon, during the interview with the Law legislators that, Law (no. 18 for 2015) vision is making reform in the governmental sector. The set objectives are (CAOA, 2014): maintaining social justice among all government employees, raising the public employees’ capacity, improving the public service delivery channels, improving the Egyptian culture about the bureaucratic government regime, and tackling the challenges that were available in Law (no. 47 for 1979). It is a mutual benefit that is planned to have

positive impact on the country, economy, government employees, and the citizens; therefore it requires the collective effort of all the country to accomplish its set strategic plan successfully.

This chapter will provide an analysis and discussion of the differences established by Law (no. 18 for 2015); which were not available in Law (no.47 for 1979), with emphasis on the reasons behind articulating these new articles and changes on the old articles.

## **4.2 Overview and Elaboration on Interview Information**

From the different interviews conducted it appears that the huge opposition to Law (no. 18 for 2015) is out of ignorance with the changes the Law attempts to establish.

*“The corrupted media and the government carry the responsibility that public employees’ wrong understanding of the vision from such change and consequently the spread of rumors between the employees and the general public.”* Law legislator

Getting deeper into the topic and by asking some of the Law legislators it appears that the general public gets their ideas about the Law either from the social media; which goes after making a boom out of problems faced without going in the right track of fact finding, and from the other side, the government employees spread blindly the wrong understanding and rumors propagated among the ministries and government institutions. One of the spread rumors among public employees, quoted in an interview with a government employee in the managerial level saying;

*“The government wants to dismiss and minimize the government employees to the least possible number through the issuing of Law (no. 18 for 2015)”.*

That explains why government employees are currently in a panic stage, opposing and revolting against the application of the Law. As a researcher, I cannot blame them for their fear and standing against the application of the civil service law; after understanding why they believe so; maybe their opinion is incorrect but I cannot lay the blame on them.

Also during the interviews the researcher noticed that 95% of the attempted respondents did not have any previous information about Egypt Reform vision. Although the government uploaded two versions of the reform agenda in 2014; in Arabic and English still, it was not effectively marketed to the citizens through the means that shall attract their attention such as social media, television, and notes on the notice boards in different government institutions. The question now is how does the government expect to benefit from the social and public inclusion and engagement in the implementation of the reform plan while they have no previous knowledge about it?

In order to get deeper into Law (no. 18 for 2015) and the changes it is planned to implement their needs to focus on some of the themes of reform that Law (no. 18 for 2015) is suggesting. These themes are: electronic administrative system, recruitment, training and performance management.

#### **4.2.1 Electronic Administrative System**

This theme will be related to most of the reform themes introduced in the Law. Electronic system in the government administration is widespread in many countries around the world. It was also, put as priority and first thing to be suggested by government employees during the interviews. Electronic administration is considered as a new technological era in which everything shall be automated electronically to save time, paper work, space, procedures, and more safe through diverse techniques.

A financial manager in one of the government institutions, during the interview, explained a previous experience when the monthly salary cycle was automated and how it took 6 years to reach its pre-set objectives successfully. One of the things he mentioned about that experience; that showed how much this step was crucial, beneficial and highly effective, is how in the previous days during the paper work, the monthly salaries sheets were prepared 15 days before the end of the month; taking nearly 5 days to calculate the salary components then another 5 days to send the sheets to the Central Bank to revise them. Another 5 days are left in case the Central Bank finds a problem with the checks and the sheets sent and returning them to the government institution for revision and resubmitting the sheets. After all these procedures an employee from every government institution goes to the bank to cash the salary check after being approved by the Central Bank, in order to pay the employees their monthly salaries in cash. This whole procedure was time and effort consuming and unsafe, however after applying the electronic system on the salary cycle, it currently takes only 7 days to prepare the salary breakdown and

send it to the Central Bank electronically and the bank puts automatically the salaries into the employees' bank accounts.

This technological change was for the best of the country, the government institutions and the employees, however the years that took the individuals to get automated with the new system and understand its benefits. As the paragraphs proceed it will appear how the electronic system is used in different reforms in the human resources management themes.

#### **4.2.2 Recruitment**

Recruitment is the first stage in the public employment trip. In the previous, old system recruitment was though an advertisement published in the national newspapers, asking for youth graduates and with general specification about the required candidates. Then those applying submit their educational documents and curriculum vitae. Testing the short listed candidates was the next step but the government organization calling for candidates performed the testing procedures and recruitment was mostly upon corrupted measure, bribes, and secret recommendations based on personal interests. One of the interviewed employees said; "I knew I was appointed to the job before even submitting the documents and going through the tests". This did not give chance for social justice, equal opportunity, or recruitment of high calibers to take place.

Law (no. 18 for 2015) took high consideration to the importance of appointing high and professional calibers and maintaining social justice and fair chance of applying and getting recruited by a certain government organization or ministry. This is planned

through some procedures such as: making the assessment tests electronic in the Central Agency for Organization and Management (CAOA), [articles (30-31-32)], each job has a set of certain questions according to the needs and job description; which is periodically updated and supervised by the competent minister related to the job, in order for the assessment and selection mechanism to be fair. Then the assessment and selection stage is to be done by a selected group from CAO A [article (34- 35-36-37-38)]; this group is supervised by the head of the CAO A and the group contains 3 members of the CAO A, selected by the supervisor and 5 professionals who have experience, and professional knowledge in assessment, management, civil service law, interview and selection techniques and representatives of the authority that shall recruit the calibers. The selected candidates' names are announced one month maximum from the testing date on the CAO A website [article (39)]. All these procedures are set in order to make the recruitment and selection process fair and based on equal opportunity which consequently raises transparency, accountability, and efficiency of the government work done by the new assigned job holder after selecting the right person for the job.

As noticed from the previously mentioned details how the whole process is electronically automated; starting from the advertisement on the CAO A website [article (33)], filling the application online, submitting the required documents from the calibers online, sending the test details to the calibers via email, tests are electronically automated, the selected calibers' names are announced on the CAO A main page. Besides, anyone who wishes to file grievance petition can do so over the CAO A website and the answer to it is announced on the website [article (40)]. Also, starting to save the new candidates'

documents in hard and soft copy in order to ease in the use of such documents and save from being lost.

Another change, proposed in (no. 18 for 2015) [article (28)], is raising the percentage of recruiting physically disable calibers to 4% of the total number of employees working in the government institution having total number of employees above 25, while it was only 2% in Law (no.47 for 1979) in government organizations having total number of employees above 50. At the same time, the civil service law set it clear that the disabled person has to be assigned a job that he/she can perform with his/ her disability in order to be of benefit to the country and to himself/ herself. Besides, Law (no.47 for 1979) set 1% of the work injury to be recruited in other jobs that the can perform while the civil service law did not set a certain percentage as [article (29)], which assured that anyone having work injury or military injury is to be assigned another job that he/ she is able to perform after being injured.

Further step, made in Law (no. 18 for 2015), is the appointment of the senior and managerial levels in the government. In the old system the senior and managerial level positions were filled automatically upon promotions based on seniority of age. However in Law (no. 18 for 2015), this scenario is no longer available instead, every division should inform the human resources department, 6 month before the need to appoint a senior staff or manager. Then, an announcement is made on the Egyptian government main web page, with the titles of the jobs require to be filled, minimum requirements, job description, job level, brief for the duties to be carried out by the job holder and the sector or ministry that is appointing each job announced. Every caliber who finds

himself/herself able to carry out the job specification and have the minimum required faculties can apply online on the job. A committee, from the competent authority, is assigned to carry out the recruitment and selection procedures. This committee has to contain 6 experts in the field that they want to recruit, the legal and information technology as well as human resources professionals. The Law set a condition that half of the committee must be from another sector than that appointing for the job; in order to enhance transparency, and accountability of the procedures taken. In addition to setting the means on which the appointed calibers will be evaluated and the required trainings they need to take before and during the job holding. Another addition made by Law (no. 18 for 2015) in that aspect, is that the applying candidate has to provide a plan of how he/she intends to improve the department and employees he/she will be heading. Beside, how he/she plans to use the available resources, required to implement the suggested plan. This plan is then provided to the job holder supervisor after the selection is completed, in order to track his progress on the plan execution and decide whether to renew his contract or move him/her to another department where he/ she can make better progress.

#### **4.2.2.1 Employment Contract**

Contract is considered as a sub theme under the theme of recruitment that covers the changes proposed in Law (no. 18 for 2015) in that field. Law (no. 18 for 2015) included a number of privileges to the government employees under the subtheme contracts, which were not present in the Law (no. 47 for 1979) [article (55)]. In Law (no. 47 for 1979), there was no reference to the contract renewal period for the government



employee, however, in Law (no. 18 for 2015) the renewed period is counted within the service period of the employee and has to take all the rights for the renewed period as is the rights provided to him in the employment period, before renewal [article (56)]. This condition was in the favor of the employee and gave him an extra benefit which he did not enjoy in Law (no. 47 for 1979).

Another change performed for the good of the government employee is that Law (no. 18 for 2015) set a condition for making an employee carry out a mission in a different office, but in his field of experience, for the urgency of the situation. Only on one condition that this period does not exceed 30 days per year [article (60)] while in Law (no. 47 for 1979). The period was open and not bounded. This is considered in the favor of the employee and preserves his right not to be moved to a job different from the nature of his job and its duties for more than one month while in Law (no. 47 for 1979) nothing could prevent the supervisor from making the employee work in a different occupation all the year.

However Law (no. 47 for 1979) set a condition that is not present in Law (no. 18 for 2015) that is; the supervisor cannot assign his subordinate a different job below his grade [article (79)]. Law legislators reasoned not adding such condition, because Law (no. 18 for 2015) [article (59)] mentioned that the employee has to approve, in writing, to carry out the assigned job; so if the employee finds that his supervisor is assigning a degrading job to the employee, then the employee can reject carrying it out. On the other side, some of the government employees, during the interviews, commented on the law legislator's opinion; saying that by rejecting to do the assigned, job by the supervisor, this

may degrade him / her in the appraisal. This topic was under debate and reflected government employees' fear from the consequences of not having such condition, in Law (no. 47 for 1979) [article (79)] as they say it:

*“There need to be an article that defends my human right not to be degraded or despoiled”* **Opinion of different government employees**

This is an important condition that preserves the right of the government employee not to be assigned any lower level job that degrades him and without having to fear any negative consequences for his / her rejection; which has a good psychological impact on the employee and hopefully to be added to Law (no. 18 for 2015).

In addition to that Law (no. 18 for 2015) turned the part-time contracts, which has been working since May 1, 2012 to full time contracts and the previously mentioned date was modified to include all those working since June 30, 2014.

*“This is a great step from the governments that finally appreciated our work and efforts and made us feel comfortable and enjoy the benefits of the full-time workers”*

**Pre-part time government employees.**

#### **4.2.2.2 Probation Period**

Probation period is another sub theme under recruitment in which Law (no. 18 for 2015) gave the right for the employee working under probationary period to enjoy the feast leave provided by the government like all other the employees [article (53)].

Besides the employee was given the right to take sick leave during the probation period, while in Law (no. 47 for 1979) the employee working under a probation period did not enjoy any of the previously mentioned rights.

Another change in that context is that employees who do not pass the probation period successfully have the right to take another chance by working for another probation period that does not exceed 90 days in another job related to his capabilities, upon Law (no. 18 for 2015) [article (54)] in order to have a second chance to prove his capabilities. However Law (no. 47 for 1979) did not give any second chance for renewing the probation period.

#### **4.2.2.3 Training**

Trainings can be considered as the second much improved and reformed theme in the administrative reform strategy implemented by the changes proposed Law (no. 18 for 2015) to develop the government employees' capacities and fresh graduate as will be elaborated further.

Training is related to the work cycle through; training the new hires to the new job they will be carrying out, annual and monthly trainings to employees to be updated with the modern technology changes, skills to improve their performance and new information in the field of work for every sector in the government that helps the employee accomplish his duties and work in less time, less cost, and higher efficiency and effectiveness. Also training has a role to prepare the seniors and employees starting their managerial level positions; on how to become a professional leader to his / her

subordinates, plan the work schedules and strategy towards improving the department and the employees he / she will be heading and all the skills and expertise that can help perform the new job better.

*“In the old system, before working upon Law (no. 18 for 2015), the budget available for training a government employee was less than 10 L.E. per year”,* as reported by two of the law legislators during the interviews. On the other side, by interviewing government employees a lot of tragic stories were related; first, trainings that has to be attended before being promoted were declared after its applying time passes because people bribe those responsible for publicizing the training aid, in order for the one paying the bribe to apply, attend the training, and take the promotion. Also it was not stated any particular excellence in the training only attend the training in order to be ready to get the promotion This was a total act of corruption, inequality, and lack of opportunity to improve, excel and promote the high expertise. Second thing, when a training opportunity was open to apply for and employees go to attend it, they find the training place very poor, far, and the government institution they are working in do not provide transportation or give them any allowance for the means of transportation they have to take to reach the training far place. This did not encourage employees to apply for trainings which consequently had a direct negative effect on not improving their skills and knowledge. Third story is about those who get to apply and attend training was not provided any additional credit or recognition which de-motivated the employees to do any extra effort to learn and go after attending any training. This can tell how the training environment was corrupted, poor, inefficient and insufficient.

According to Law (no. 18 for 2015) the employee, up to be promoted to a managerial level, has to attend certain trainings and succeed with at least 70%, in a highly qualified and quality assured training places [article (62)]. This left no space for promoting unskilled or unqualified managers, which will directly affect positively on the employees, being professionally lead and urge employees and managers to always improve their qualifications, knowledge and attend trainings attentively.

Another privilege added to the training theme with the application of Law (no. 18 for 2015) is the availability of the government annual training plan on the CAO A website and applying for it became automated to ease the procedures, and make the opportunity to apply accessible to everyone not like the old system upon bribes or favoritism. Besides, finding the availability in a training session online, online researches and schedule of the conferences that employees can attend to improve their awareness in different subjects.

Also after the merging of the Ministry of Planning and the Ministry of Administrative reform, the budget set for training government employees increased, became more automated and accessible to all employees to apply for. This reflected positively on choosing adequate training centers and knowledgeable trainers for government employees to have better learning experiences, which means more benefit and better chance to learn and higher performance.

*“ The trainings that are announced on the website and being provided in good learning centers will give a real chance to learn and fair chance to apply and fair chance to appreciation the high*

*achiever and we do not have to understand minimal knowledge about the job duties from the old colleagues to keep the information to themselves”* **Young employees.**

Another idea, that was not present in Law (no. 47 for 1979) but added by Law (no. 18 for 2015); is providing on the job training sessions in the work field by different government institutions to fresh graduates for free in order to add experience to their academic knowledge that would help them have better chance while searching for a job.

*“This shall not abide the institution providing the training with any obligation, nomination or monetary allowance”* **Law legislator**

*“Providing no incentive or job opportunity to the high achievers will not make the program tempting to the fresh graduates especially that they will be paying for transportation to and from the working place and exerting effort in the job without having any return”* and gave example of the citadel restoration project *“they applied the same idea of using fresh graduates to do the job and gave them 10 L.E. daily it was not a huge amount but it made them feel there is a return”* **Manager in the government.**

The application of Law (no. 18 for 2015) and this new idea will prove whether this will be a productive idea or need to be improved.

### **4.2.3 Performance Management**

Performance management is related to employees' working hours, annual and sick leaves, appraisals and promotions. In this part, there shall be focus on some of the performance management indicators; which were under the light within the employees' debate and discussions and which were considerably changed in Law (no. 18 for 2015).

#### **4.2.3.1 Working Hours**

The working hours are not only about being inside the working place, it is about understanding the value an employee can add to himself / herself, to the working place and to the country each minute at work.

The distribution of work in the government organizations has to be effective, fair and promote equal opportunity; that is, by observing the state indifferent organizational sectors, some of the employees have huge amounts of tasks to carry out while other employees can spend days coming and leaving from work doing minimal of task.

*“ I am supervising a number of workers still I have hard workers who has to finish a huge work load and other subordinates who are responsible for about 10% of the department work, and in the end of the year they both are evaluated the same as each completed the assigned tasks in time. Although I am the superior of both, however when I ask one of my subordinates to help his colleagues, they refuse and tell me what are we going to have in*

*return and as I say nothing it is a redistribution of the tasks they keep on their refusal. As a matter of fact I am with them and against them because I find this is unfair that one does a huge amounts of work while others stay doing nothing for days but they do not get a raise or promotion or overtime for any extra duty they carry out as raises and promotions are upon seniority, while no extra pay is given for extra work as long as it is during the working hours and there is no budget any way for overtime. In the end, the work is delayed, with less efficiency and I cannot blame them it is the human nature that must find a return to any effort exerted."***Manager in one of the governmental organizations.**

Law (no. 18 for 2015) gave the manager the right to restructure and re-divide the duties whenever required, on condition that the assignments given are within the employee scope of knowledge and not within a lower career level. This is set to be a forward step towards a more effective work distribution plan; that enhances the quality and efficiency of the work done, in less time, and promote fairness and equal opportunity.

Also, in Law (no. 47 for 1979) it was mentioned that there is a break time for the employee to pray, eat, and rest but Law (no. 18 for 2015) [article (102)] added that there is no authority on the employee during the break time; that is, the employee can go or do whatever he / she wishes. This gave more space and freedom to the employee that he can benefit from freely without restrictions.



Another extra privilege, present in Law (no. 18 for 2015) [article (105)], that employees working in remote projects can combine the end of week leave and take them together one shot, on condition that the number of week leaves do not exceed eight weeks.

#### **4.2.3.2 Annual and Sick Leave**

Law (no. 47 for 1979) gave the employee whose wife died or any of the first degree relatives only one day off while Law (no. 18 for 2015) [article (113)] gave the employee three days off.

Another privilege that was not present in Law (no. 47 for 1979) and was added in Law (no. 18 for 2015) [article (115)] is giving the employee who is doing private or academic studies permission to take leave on the test dates that are not to be extracted from his /her annual leave balance.

Also Law (no. 18 for 2015) [article (144)] gave the right to every employee to take a pilgrimage leave that is minimum 10 days and maximum 15 days, including the feast days, once in his / her career life. This was not mentioned in Law (no. 47 for 1979).

According to Law (no. 47 for 1979) the pregnant women takes 3 months maternity leave while law (no. 18 for 2015) increased the maternity leave to 4 months.

The deferred annual leave was a big cause in the government employees' worries and opposition to Law (no. 18 for 2015) application and by asking the employees why they answered:

*“I have been coming to work and not enjoying my annual leaves and deferring to take their monetary equivalence with my pension as the monthly pension can barely make us able to cover the basic needs such as food and our filial education but not the medical expenses required heavily in old age”*

Law (no. 18 for 2015) did not state that the deferred leaves will not be taken its equivalent amount of money on turning to pension. However it stated in [article (141)] that after the application of Law (no. 18 for 2015) there will be some conditions for an employee to be able to defer his leave; first condition, that the employee cannot defer more than 1/3 of his / her annual leave. Second condition is that the employee has to apply for the leave and receive a refusal on it. Third condition is that the employee cannot defer his leave more than three years and if not used the employee shall take the equivalent amount of money of the unused deferred leave according to his /her salary in the year the leave was deferred. The informants commented saying:

*“The manager will never refuse any submitted leave in order not to be questioned about the reasons”*

This specific point crystalizes the non-factual feeling of discrimination from the government employees, in other words, a lot of the informants working in the government were feeling harsh discrimination for why do they have to change their working polices and rules while other government institutions policies did not change and mistakenly believe that they will be the only parties having the rights ruined. However, by asking a department manager in a ministry that does not abide the civil service law; it appears that this particular subject, related to deferring annual leaves, is already applied

in the law they abide. So in my opinion, this misunderstanding returns to the minimum ore none social and community dialogues between the government and the public and also because of the corrupted role the media is playing; by getting the people furious and opposing the civil service law upon publicizing wrong information about the changes in order to make a boom.

#### **4.2.3.3 Appraisals**

This part will only give a brief about the new evaluation system and stakeholders' feedback about it and how Law legislators explain the benefits behind this change, because a whole research is required to combine all the related details related to that subject.

Law (74) gave the full responsibility of evaluating the government employee to his / her supervisor and it was once per year. The Law legislators found that this method keeps the employee going upon the same attitude the whole year until at the end of the year the appraisal shall court the employee and say his / her points of weakness. So they decided to make the appraisal twice per year; in November and May, this shall give more chance for more guiding sessions to take place to improve the employee performance is to be done every 6 months.

*“We are going to be evaluated 4 times per year which is too much especially that the evaluation process is a periodical task that no one benefit anything from it and the appraisal is put every year in the drawer”* **Government employees' words.**

*“ The four times appraisal per year will keep the employee active and hard worker all the year round”* **A manager in the government sector.**

In my opinion these two sayings prove that the civil service law is coming to make a reform and help high performers get the recognition they deserve to have, and the give a chance to the lazy and poor performers to improve their skills and work productivity and so not worry about being evaluated more times per year as long as this strategy help him / her move forward on a corrective path. The question now is; will the new appraisal system make the evaluation process more productive? This will appear after the first year from the application of Law (no. 18 for 2015).

*“The Excellent evaluation grade is not the most important thing as it was before”* **Law**

### **Legislator**

This quote was written in Arabic, just as the Law legislator expressed it, because the word in Arabic relieved the real value of the “Excellent” grade to the employee as per the application of Law (no. 47 for 1979). In Law (no. 47 for 1979) everything was upon having an appraisal with “Excellent” grade such as; promotions, annual increase and bonus. That explains why most of the government managers gave their subordinates excellent in their annual appraisals in order to keep good relations with his subordinates otherwise the employee would submit a grievance petition if he / she gets an evaluation below “excellent”. That is why Law (no. 18 for 2015) gave the same rights of promotion,

salary increase and bonuses for those getting “excellent” and “very good” in order to open a chance for fair evaluation and identifying the high achievers. The question now will employees stop calling for “excellent” and how the “excellent” will be credited than those getting “very good”, in other words, why would someone do extra effort to get “excellent”?

*“It will take time to well-understand Law (no. 18 for 2015) changes and how their managers will react”* **Different government employees**

*“If no benefit will differ according to the two grades then everyone will get, very good, in order to feel equal and managers do not carry the burden of giving a proof why a certain employee deserved, excellent, and the change will only be in the wording of the grade”* **Manager in government institutions.**

As a researcher, even after hearing both the sides’ opinion, I have no answer to that and believe as well that the answer to the question will remain vague until the Law is applied and further research shall cover the employees and managers action then.

Another change introduced by Law (no. 18 for 2015) that was not available in Law (no. 47 for 1979) is the 360 degree appraisal system. This system makes the supervisor responsible for evaluating 50 % of the employee appraisal and the other 50 % is for the employee to evaluate himself / herself beside his /her colleagues’ evaluation of him / her together with the customers’ evaluation to the employee about his /her quality

of service to them, if his /her working nature requires dealing with civilians then. Also, this system gives the employee the right to evaluate his / her supervisor. This 360 degree system is done electronically beside the paper work.

#### **4.2.3.4 Promotions**

Law (no. 47 for 1979) used to give the employees travelling to work abroad or the government employee taking a leave to travel with her husband / with his wife, the same rights of promotion as the employee working full time. But Law (no. 18 for 2015) [article (124)] stated that the period through which the employee took an approval to travel and return back to his /her job will not be calculated within his service time or is equivalent with the employees who worked and improved themselves in their positions. After the employee returns back and holds his / her position he / she has to abide the same regulations and promotion rules in order to be promoted. In my opinion this is one of the greatest achievements the civil service law is producing and if applied as accurate as planned this may reflect a large segment of improvements on the subordinate level employees, the quality of public service and on the country economic growth.

#### **4.2.4 Positive and Negative Notations**

##### **4.2.4.1 Positive Notations**

By asking government employees about their idea about Law (no. 18 for 2015) they answered that they did not read it. By asking government managers about Law (no. 18 for 2015) some took the attempt to read it but it was obvious from their answers to the interview questions that they have misunderstanding of some articles and

misinterpretation of other articles based on their own perspective. But when asking the government employees and managers about what they wish the change or add to Law (no. 47 for 1979) most of the ideas and needs they mentioned are available in Law (no. 18 for 2015), this concludes that Law (no. 18 for 2015) is really for the favor of the government employee and will reform the whole process. This means that the problem lies in not providing the human resources department in different governmental sectors with the required training that informs them about Law (no. 18 for 2015) and its benefits in order to transmit the correct image of the changes that will be applied.

By taking the initiation to explain the differences Law (no. 18 for 2015) is proposing and asking the interview questions again the responses differed totally. That is why this part is supposed to shed light on some important notations made by the informants during the interviews. By asking different government employees and managers about how they find the changes and the means of reform proposed by Law (no. 18 for 2015), after understanding its terms, the answer varied between the following:

*“It is a great step to start turning everything from paper work to electronic forms”* **Young employees and few managers.**

*“ The restructure and making the employee carry out different work duties within his field of knowledge is a very good step that will give us a chance to learn new things, will not make the employee stubborn to do the work he / she used to do but the work will be fairly distributed”* **Young employees and few managers.**

Noting that this is the young employees agree that this Law will lead to actual reform while many of the managers and employees, above 50, had a contrary opinion, clarify that the civil service law can be a good opportunity towards corrective measures and fair chance for equal opportunity and unbiased evaluation and recognition.

*“ Setting the same minimum and maximum salary range the same upon all government sectors will finally apply fairness and equal opportunity and we will stop trying to move to another sector that used to give higher salaries”* **Young employees.**

*“We are in deep need to apply such Law”* **Manager in the  
government sector**

*“It is a great Law and will attain its pre-set reform targets but only on one condition that it is accurately applied”* **All employees and  
managers who are alongside Law (no. 18 for 2015).**

Time shall reflect if the civil service law was a successful step or it required further modification, social awareness and extra regulatory and control measures.

**The Economic Studies Center reported:** *“The civil service law contributes to raising efficiency of the civil service and creates a healthy environment for investment, and growing economically”*



#### 4.2.4.2 Negative Notations

The people working in the Customs Authority are preparing a document on which all the employees working in the Customs and Duty to sign on opposing the application of Law (no. 18 for 2015) on them, intending to present it to President Abdel Fattah Elsis. They claim that Law (no. 18 for 2015) ruined their rights and deteriorated their needs. The Customs and Duty Head is requesting from the minister of Finance to accept their request to turn their organization into an economic authority that has its own rules and abide different regulations.

Also, the General Insurance Union filed a request to the prime minister, demanding to exclude the National Authority for Social Insurance Fund workers from applying the Civil Service Law (no. 18 for 2015) on them.

*“I did not read the civil service Law (no. 18 for 2015) but I know a lot”* **Human Resources Manager in a government organization [December, 2015]**

If this is the case for a human resources manager, then what is the case of such organization's employees and imagine that whenever an employee comes to the department to ask about his / her rights and obligations after the application of Law (no. 18 for 2015); the answer was based on the incorrect words spread about that subject. The employee then becomes competent that as long as these are the new rules and regulations then this law is totally unfair.

One of the critics said: *“If Law (no. 18 for 2015) is keen to enhance the employee productivity and knowledge so why cancel the educational expedition leave?”*

*“The Law distinguishes senior state employees from other employees as they were not affected by the changes occurring, in addition to protecting the interests of the presidency bureau and the ministers”* **A critic in the public administration field**

My opinion after doing the research is that, this is not totally correct and what proves my opinion is the new rules for senior level recruitment and not promotion upon seniority of age. But as per the part, concerning excluding the presidency bureau and the ministries from abiding this law, this I find unreasoned exclusion that even the law legislators informants did not have justification for it.

*“The civil service law did not give opportunity for societal and community debate that is why despite the pros negatives implications take place, and this may make it distorted because hard-working staff it were not taken into account or discuss the attempted changes with the executive employees who highly concerned by this law”* **A critic in the public administration field**

قانون الخدمة المدنية المدنية الجديد لم يأخذ حقه من النقاش المجتمعي لذا جاء به العديد من السلبيات رغم الايجابيات التي به , واعتقد أن بصمة أصحاب المراتب العليا هي الأوضح والأشمل في بنود هذا القانون لذا جاء مشوها لأنه لم يراعى ولم يناقش ويحاور الغالب الأعم من الموظفين الكادحين والذين هم المعنيين بهذا القانون في الأصل“ **احد النقاد**

*"Although there are many regulatory authorities in Egypt, but there is not effective accountability system in the public sector and the civil service law did not set effective ways to cut off rampant corruption"* **A critic in the public administration field**

That is true and it was obvious when doing a field observation in one of the governmental institutions and a citizen was trying to bribe a government employee to get his papers stamped quickly and the employee refused to take the bribe and kept the citizen standing even that his papers were stamped waiting for the regulator to pass and then he took the bribe. From my point of view, the solution could be by minimizing the face to face dealing between the government employee and the citizens; instead it needs to be more electronically automated to minimize the chances for rampant corruption.

#### **4.2.5 Experts' Opinions**

By asking experts in the field of public administration about their perception of Law (no. 18 for 2015) and the opposition it is facing they replied with the following:

*"The government swift to issue the legislative framework for the reform plan, while there was no need for such quick move which was delayed 37 years; he could have waited four extra months until the parliament to revise and approve it"* **Dr. Shawky Mr.**

**Legislation expert**

Somehow, I agree with this opinion especially that the government have not yet prepared all of the required techniques to be executed, nor conducted the required

awareness sessions with the new changes the civil service law is introducing and its benefits. This opinion of Dr. Shawky was nearly that of most of the government informants. This was an unrequired step that aroused fear and worry to the public and government employees.

*“The single most challenging task is changing the culture of the civil service, to speed up the pace of change and overcome resistance to change”*

*“ We need to revive the concept of faithfulness and creativity to the government employee as it was in the past, when working in the government was an honor; they used to believe in their role and its importance to the country and when they were having a good standard of living, then,”*

This theme needs to be reestablished and it will improve the image of the public employee and the governmental sectors; as well as its work effectiveness and accountability.

*“Incorrect news propagated by the media irritate people, and especially when they are full of deception linguistic or non-acceptable exaggerating logically”*

*“Assigning qualified leadership and having a clear reform vision is the first step towards developing the country and its economy”*

*“In order to make an administrative reform, pay must be tied to performance”*

This comment was repeated through the interviews with government employees, managers and experts in the field of public administration and reform which proves that a large segment of the people working in the government are ready to be paid according to their performance which says also how they are up to increase their organization's productivity but find a worthy return. This is a real reform and totally fair method that hopefully be used in all governmental and private organization.

**The Minister of Planning, Monitoring and Administrative Reform, Dr. Ashraf El-Arabi** on a television program said (November 30, 2015):

*“Egypt's economy is in "critical" condition and the country cannot delay implementing such reforms”.*

and

*“The Civil Service Law is dedicated to cancel favoritism and stop occupying jobs by inheritance rather than highly required calibers”*

**Dr. Ahmed Darwish, Minister of State and Administrative Development** in Al-Ahram newspaper interview (December, 2015): *“Reforming the massive civil service in Egypt, including reducing petty corruption and increasing efficiency, will take many years to achieve, because of the slow nature of cultural change”.*

Law (no.18 for 2015) has been reviewed and rejected by the parliament but it is currently being re-reviewed, law legislators and experts in the field have some expectations that the civil service law may be accepted by the parliament later but after examining the points of concern of the public employees and amending them in the Law.

### 4.3 Opposition Attempts

- a) **August 10, 2015:** around 2000 worker from the Tax and Customs Authority, Social Insurance Authority and Press Syndicate protested against the application of Law (no. 18 for 2015) before the parliament approves it and called for the resignation of the Finance and Planning ministers.
- b) **September 12, 2015:** It was in Fostat Park going in a peaceful protest pronouncing their stand against the implementation of Law (no. 18 for 2015) Unions and Syndicates besides6 Labor Associations shared in this protest. The Secretary General of the Egyptian Medical Syndicate participated in this protest with other representatives of the Syndicate. Also, The General Union of the Egyptian Ambulance Authority announced their opposition to the civil service law application
- c) **October 28, 2015:** Textile workers kept protesting for 6 consecutive days in Al-Mahalla calling for the 10 % raise that president Albdel-Fattah Alsisi promised to give them retroactively from July, 2015 and yet nothing changed. The workers stopped the work in the Textile industrial units and refused to collect their salaries. The Minister warned against legal action taken against everyone attempting to obstruct production and that the problem shall be solved.

### 4.4 Chapter Summary

Most of the interviews conducted with employees and their managers, who are not anti-change but are opposing it because they are anxious about what they do not know and all the rumors spread about it, describe it as unfair and against the government

employees' interests. However, after clearing the picture about some of the misunderstood articles and themes of reform, the answers to the interview questioned were different and many of the answers were positive and showed initiation to help attain Law (no. 18 for 2015) vision. On the other side, there was another proportion, which was anti-change, before and after understanding the changes introduced by Law (no. 18 for 2015). This kind of anti-change people are available in every organization but the difference is in how effective leadership can make the best out of this category of people.

The application of the Law before being approved by the parliament made the people get worried and feel unease; and follow the rumors that they will have to abide an un-constitutional Law and its rules and regulations must be against their rights and benefit. The Law legislators reason the fast formulation and implementation of Law (no. 18 for 2015) to the country's fast need for economy growth and reform and that they wanted to make good use of the time until the new parliament members are chosen. However, the government started working upon Law (no. 18 for 2015) although not all the preparations and techniques were ready to be launched as prescribed in Law (no. 18 for 2015). So why start working upon Law (no. 18 for 2015) without first preparing the people and all the techniques required for the people to understand the terms and changes the Law is introducing, this consequently made Law (no. 18 for 2015) application not be easy nor had the support of the people and the media.

The initiation of turning most of the previously mentioned themes to be automated through technology is part of getting the employees used to e-government approach. This shall save time, space and money of the paper work and getting the

employees to do everything related to their daily work life electronically shall cut off the rumor that the e-government system will replace them instead now it is obvious that using e-governance was just the first step towards accomplish everything using modern technology as all developed countries do.

This research is not covering every single reform theme or / and change introduced in Law (no. 18 for 2015) but it focuses mainly on the debatable issues and concerns that were spread among government employees and at the same time the points that were stressed by Law legislators during the interviews.



## **Chapter Five: Research Findings and Conclusion**

Public administration experience lots of challenges and issues that hurdle the progress of social, political, and economic change and development in Egypt such as; inefficient bureaucracy, centralization, low human and technical skills. From the previous research and analysis the challenges and issues hurdling public administration reform in Egypt, requires the need for decentralization, downsizing bureaucracy, stand against corruption, improving service delivery, restructuring public organizations, simplifying procedures, creating healthy environment for investment, the use of information technology and improve status and working conditions of civil servants for a comprehensive change process decided upon. These are the success factors towards development as well as tackling the issues and challenges obstructing the reform process.

Development plans have to target the collective interest of the public not a specific segment and to be based on equality. Legislation, specifically in developing countries, need to facilitate and recognize the initiatives and approaches of the public and to prepare them for the change process. National development is like a recipe that has to have all its ingredients to improve and attain democracy, these ingredients include; civic commitment, and public engagement together with resources inputs, and information sharing.

Human resources development is directed by three main elements; attract high calibers, reward high performance, and develop continuously the employees' skills and knowledge in the public sector and that is the way to enhance the state performance and

maintaining good governance. Effective leadership may be considered as the first and most important step towards human resources development. There needs to be cross-cultural trainings provided to leaders nationally and internationally in order to monitor and mirror other organizations and other culture's successful experiences. As made clear in the literature, employee engagement is very crucial for increasing an organizational productivity, innovation, profitability, loyalty and quality, and customer satisfaction, are direct results of engaged, committed employees. That is why the government need to conduct awareness sessions in every governmental sector about the changes and improvements Law (no. 18 for 2015) is introducing and how this step is part of reforming the country administrative strategy and being up to the change and having a role in it is considered a national action. Not to miss showing initiation and listening to their concerns and tackling them and benefiting from the different government employees and their managers' ideas for improvement. This shall be a very effective step that shall give chance for listening to each side's opinion and raises accountability and transparency in the government. Qualified leadership and employee engagement are very crucial elements in the coming period.

By referring back to the research question concerning the role of the civil service law in achieving the government administrative reform; it is now crystal clear how Law (no. 18 for 2015) will help: a) Redefine the role of the state; by developing the governmental sectors' rules and regulations. b) Implement institutional reform; through the new Law that give more chance for managers to assign the work activities upon the work needs, loads and having more flexibility to perform different duties, within their

scope of knowledge; this gave more chance for healthy distribution of the work upon employees and add new capabilities to their experience. c) Develop the governmental human resources bodies; through the initiation of HRM department in every government organization, setting new workforce plan, efficient identification of job descriptions, providing effective trainings, using new automated appraisal techniques that fairly evaluates the performance of the employees and setting new rules for promoting to senior and managerial levels upon high performance and experience, not seniority any more. d) Improve the public service provided to citizens and investors; via the new technological change, online services that automate mostly all of the government procedures and provided several channels for easy access to government services. e) Enhance transparency, integrity and equal opportunity through the new Law rules concerning online automated recruitment and trainings, and performance-based evaluation and promotion.

Consequently, these reform endeavors established in the recruitment, training, and performance management shall reflect positively on the government work effectiveness, improving the government employees' working conditions, cutting off corruption, providing better service to the clients, enhancing transparency, raising fairness, and increasing opportunities for investment in Egypt.

However, there are some aspects in Egypt reform plan that the civil service law did not directly cover; such as increasing the efficiency managing the public assets. Also the civil service law covered the part of automating the paper work and starting to use new more technological systems but these systems are yet under study and not ready to

be used with the implementation of the Law. Also, concerning the government reform plan towards increasing the citizens' confidence in public organs, through the participatory planning, and effective 24/7 services are not referred to in the civil service law nor the awareness sessions about citizen related issues and budget.

After experiencing the different reflections of change on the informants from government employees, law legislators, experts, and general public, it appears that there is a good chance to make a step of change towards reform. But first you need to prepare the people to that change by making a preamble stage, through which different communicative dialogues and awareness sessions of the civil service law that enhances the understanding of the fore picture of reform and their role in it, together with highlighting how they shall benefit from such reform endeavors before applying change. This can increase the public and governmental support for the new stage and increase accountability of the government efforts.

In order for Egypt to attain the administrative reform goals; government officials and employees' skills, knowledge, competencies and performance need to develop. In addition to that, employees should focus on the bigger picture of the organization improvement from one side, and the government need to deal with employees' concerns and try to gain their support and engagement in the reform process. For the success and sustainability of government employees' high performance, there needs to be multi-force from all the stakeholders together; the government, the investors and public employees, besides, setting a healthy and effective marketing plan. There needs to be synergy between economic, cultural, political, conceptual, behavioral, social, organizational, and

legal domains of the country; that no sector can improve alone but together mutual efforts can reach better targets and high efficiency can be met. Bureaucratic environment need to be reshaped to be a helpful element for success rather than an element of stoppage.

Many of the Respondents' answers to the interview questions prove that by understanding the real change Law (no. 18 for 2015) is pronouncing there will be a different positive feedback to the implementation of the Law. It was also noticed that performance-based incentives and payment are crucial steps for attaining administrative reform but in accordance with fair supervision and inspection; that promotes social justice and equal opportunity. This spirit, highlighted during the interviews with the government employees, especially the young ones, could be a precious opportunity for the government to make good use of to reach reform and become a business-oriented country.

To conclude, the set reform plan in order to achieve successful measures; the change process has to come gradually. Also, it requires a partnership that compiling the efforts of the public, and government during the plan formulation, decision making and execution of the reform plan. In addition to that, the government needs to effectively market Egypt Reform vision; its benefits and the change it is presenting to the citizens and what is their role in it, through the right means that attract their attention such as social media, television, and notes on the notice boards in different government institutions. This can be the way towards improving the investment environment in Egypt to attain social and economic growth as well as enhancing globalization.

## **5.1 Future Research Topics**

- 1) What is the civil service law marketing plan?
- 2) How effective is the application of 360 degree appraisal system in the government institutions?
- 3) What is the effect of the civil service law on investment in Egypt?
- 4) What is the role of the social in the implementation of Egypt reform plan?

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## Chapter Seven: Appendices

### 7.1 Appendix (A): Qualitative Questions

#### استبيان

#### (لموظفي الحكومة)

هل قرأت قانون الخدمة المدنية الجديد؟

هل قرأته كله أم فصول معينة؟ (في حالة الإجابة بليس كله) أية فصول قرأت؟

(في حالة الإجابة بعدم قراءة القانون) هل عندك فكرة من أي مصادر بمحتوى القانون؟

من منظورك الخاص ما هو الهدف أو الأهداف وراء قانون الخدمة المدنية الجديد ؟

ما هو تقييمك لقانون الخدمة المدنية الجديد؟

وهل تري هذا التعديل في صالح الموظف الحكومي الذي سينطبق عليه القانون ؟

من وجهة نظرك كيف سؤثر التعديل الجديد لقانون الخدمة المدنية الجديد عل الموظف الحكومي ؟

ما هي التحديات والمشكلات التي تواجه الموظف الحكومي في هذه المرحلة ؟

هل تري ان قانون الخدمة المدنية الجديد يوفر حل للمشكلات الموجودة او فيه اصلاح للاوضاع؟ وكيف؟

هل تعتقد ان القانون الجديد سوف ينتى النتائج والاهداف المرجوة منه؟ لماذا ولماذا لا؟

كيف سيكون رد الفعل عند تطبيق القانون من الموظفين الحكوميين؟ (فردى، جماعى – منهجى منظم، عشوائى - ...)

ما هو الوضع او النتائج المتنبأ بها بعد تطبيق قانون الخدمة المدنية الجديد؟

ما هو الاطار الزمني الذي تعتقد انه من خلاله يمكن خلاله:

(1 تطبيق القانون، 2) ان يحقق القانون اهدافه المرجوة؟

هل ترى قانون الخدمة المدنية الجديد يسهم في خطة الإصلاح الإداري للدولة؟

ما هي مقترحاتك الأخرى لعمل اصلاح ادارى بالمؤسسات الحكومية؟

ما هي مقترحاتك لمواجهة الفساد الاداري بقطاعات الدولة؟

ما هي الإجراءات التي تسهم في مواجهة الفساد التي يتضمنها القانون؟ أو التي كان يجب أن يتضمنها؟

كيف فى اعتقادك الشخصى يمكن للدولة تحسين و تعزيز اداء العاملين بالدولة؟

ما هي الإجراءات التي تسهم في تحسين أداء العاملين بالدولة التي يتضمنها القانون؟ أو التي كان يجب أن يتضمنها؟

ما هي الاستفسارات التي تود توجيهها لمشروع قانون الخدمة المدنية الجديد؟

## استبيان

### (مع مشرعى القانون)

ما هي الاهداف و المعايير التى وضع على اساسها القانون؟

ما هي محاور عمل القانون؟

ما هي علاقة القانون بخطة الاصلاح الادارى للدولة ؟

ما هي مجالات الاصلاح التى وضع القانون لتصحيحها؟

هل توافق المعايير التى وضع على اساسه القانون مع كافة القطاعات والجهات الحكومية التى سوف يتم تطبيق القانون عليها؟

ما هي الخطة المقترحة لتنفيذ القانون؟

هل ستكون خطة التنفيذ على مراحل واحدة ام على مراحل تدريجية؟

ما هي خطة الدولة فى المرحلة الانتقالية؟

ما هو الاطار الزمنى الذى تعتقد انه من خلاله يمكن من خلاله ان يحقق القانون اهدافه المرجوة؟

كيف ستكون فى اعتقادك المرحلة الانتقالية بعد تطبيق القانون الجديد؟

## 7.2 Appendix (B): Egypt Reform Agenda (MOPAR, 2014):

Objective	Programs	Projects	Responsible Party	Duration
<b>Modernizing the legal framework governing public administration (The civil service law representing the legal framework is set as the first priority on Egypt Reform Agenda being the foundation and first step to attain reform in the government)</b>	Redefining the role of the state	Developing rules governing the state's public administration system	Ministry of Planning, Monitoring and Administrative Reform; and Central Agency for Organization and Administration (CAOA)	1 month
		Identifying legislations 3 months governing state administrative body		
	Developing new legislative system for civil service	Suggesting a new draft law for civil service	Ministry of Planning, Monitoring and Administrative Reform; and CAO A	3 months
	Decentralization	Decentralization and local administration draft law	Ministry of Local Development; Ministry of Finance; Ministry of Planning, Monitoring And Administrative Reform; CAO A; and the ministerial committee established for this purpose	4 months
	Administrative divisions of the state	Conceptualization of the 4 months administrative units and organizational structures of proposed governorates		4 months
<b>Increasing the capacity and efficiency of public administration bodies</b>	Institutional reform	Institutional reform of the units of the public administration system (Develop, merge, modify and cancel)	Ministry of Planning, Monitoring And Administrative Reform and Central Agency for Organization and Administration (CAOA)	6 months and it is going on
		Creation of databases of government institutions and units and their employees		3 months
		Simplification of governmental procedures and developing simplified guiding manuals for governmental procedures	Ministry of Planning, Monitoring And Administrative Reform, and CAO A	6 months and it is going on
		- New system for maintenance, security, and cleaning of governmental buildings		1 month
		Implementing administrative modernization programs in ministries (higher education,		



	Institutional reform	agriculture, health, and culture)	Ministry of Planning, Monitoring and Administrative Reform and CAO	3 months
		Transforming personnel departments into HRM departments in some ministries		6 months and it is going on
		- launching Results - Based Management system in the government	Ministry of Planning, 6 months Monitoring and Administrative Reform, And Ministry of Finance	6 months
<b>Developing human resources in the governmental bodies</b>	Civil service workforce planning	Studying the profiles of and developing a plan for civil service workforce		
	Enhancing the capacity of employees in the governmental departments	Reconsidering training system for public servants		
		- A package of training programs on basic skills - A package of specialized training programs		
	Developing a system for enhancing leadership skills	- Roster of leaders - Young leaders		
		Developing and circulating	All governmental bodies codes of conduct for public servants	3 months
	Reforming wages scale for public	New wages scale for public servants	Ministry Finance, Ministry of Planning, Monitoring	1 month
<b>Developing the public services provided to citizens</b>	Online services	Providing new services through new channels, e.g. civil record services exclusively online, and gradual provision of other services online	Ministry Interior, and Ministry of Planning, Monitoring and Administrative Reform	6 months
		Providing governmental services through post offices, delivery by mail, and payment by pre-paid cards	Ministry of Planning, Monitoring and Administrative Reform; and Ministry of Communication	6 months
		Providing services through several and various channels	Ministry of Planning, Monitoring and Administrative Reform	Ongoing
	Developing local services	Completing and operating the system of developing local unit services	Ministry of Local development; and Ministry of Planning, Monitoring and Administrative Reform	6 months and it is ongoing
	Citizen Charter	The development of draft citizens charters in some of the governments departments and	Ministry of Planning, Monitoring and Administrative Reform	6 months and it is

		entities	in addition to relevant	ongoing
<b>Enhancing transparency and integrity in public administration</b>	Anticorruption policies	Effectuating transparency and integrity laws, e.g. conflict of interest law for public servants - Access to information draft law	Ministry of Justice; Ministry of Planning, Monitoring And Administrative Reform; and Ministry Finance, Ministry of Communication, and Central Agency for Public Mobilization and Statistics (CAPMAS)	6 months
	Effective justice	More support for effective justice mechanisms	Ministry of Justice; Public Prosecution; and Ministry of Planning, Monitoring And Administrative Reform	6 months
		Support for effective justice 1 – 2 years mechanisms through development and automation of litigation process	Ministry of Planning, Monitoring and Administrative Reform in addition to relevant ministries	6 months
	Developing the Ombudsman system	Establish and activate the Ombudsman system in some government entities	Ministry of Planning, ongoing Monitoring and Administrative Reform in addition to other ministries	6 months
	Awareness campaigns and lobbying	Legal awareness campaigns for civil servants - Support awareness campaigns against corruption negative impact on both civil servants and the State	Ministry of Planning, Monitoring and Administrative Reform in addition to other ministries	ongoing
<b>Increasing the efficiency of the management of public assets and of public expenditure</b>	Improving methods of managing public assets	Circulating resource management systems (public accounts, storehouses, procurements, etc.)	Ministry of Planning, Monitoring and Administrative Reform; and Ministry Finance	1 – 3 years
	Creation of databases	Establishing databases of economic return such as the database of economic enterprises, the real estate register for buildings	Ministry of Planning, Monitoring And Administrative Reform	1 – 2 years
		Completing the Egyptian household database for ensuring a more reliable system	Ministry Of Supply & Internal Trading; and Ministry of Planning, Monitoring And Administrative Reform	2 years

		Connecting databases with , different departments (health, insurance, pensions, etc.) through the national I.D. number	Ministry of Planning, Monitoring And Administrative Reform; and participating bodies	1 year
<b>Increasing the confidence of citizens in public administration organs</b>	Participatory planning and budgeting	Development of participatory development plans	Ministry of Finance and Ongoing all other ministries	Ongoing
	Methods of enhancing the relationship between the citizens and public administration organs	- Disseminating citizen relationship management guides and systems to receive complaints through various channels - Effective hotlines 24/7 - Public hearings - Consultation sessions and committees	Ministry of Planning, Monitoring And Administrative Reform; and Information and Decision Support Center	1 year
	Access to information	- Adoption of open-door policy - Dissemination of awareness, especially about budgets (i.e. Citizen Budget)	Ministry of Planning, Monitoring and Administrative Reform and all related entities	Ongoing
	Means for sustaining societal accountability	Activation of channels to enhance social accountability (i.e. Balanced Scorecard). Social Evaluation Card and citizen card, etc...	Ministry of Planning, Monitoring and Administrative Reform	Ongoing

### **7.3 Appendix (C): List of Egyptian Government Websites used in the Study:**

Egyptian Government Portal: [www.egypt.gov.eg](http://www.egypt.gov.eg)

Egyptian Information Network: [www.highway.idsc.gov.eg/library](http://www.highway.idsc.gov.eg/library)

The Central Agency for Organization and Management: [www.caoa.gov.eg](http://www.caoa.gov.eg)

The Center for International Private Enterprises: [www.cipe-arabia.org](http://www.cipe-arabia.org)

The Egyptian Governorates Network: [www.ipgd.idsc.gov.eg](http://www.ipgd.idsc.gov.eg)

The Egyptian Economic Bulletin: [www.economic.idsc.gov.eg](http://www.economic.idsc.gov.eg)

The Government Public Services' Network: [www.alhokoma.gov.eg](http://www.alhokoma.gov.eg)

The Information and Decision Support Center: [www.idsc.gov.eg](http://www.idsc.gov.eg)

The Ministry of Foreign Affairs: [www.mfa.gov.eg](http://www.mfa.gov.eg)

The Ministry of Economy: [www.economy.gov.eg](http://www.economy.gov.eg)

The Ministry of Administrative Reform: [www.edara.gov.eg](http://www.edara.gov.eg)

The Ministry of Manpower and Emigration: [www.emigration.gov.eg](http://www.emigration.gov.eg)

The Ministry of Trade and Industry: [www.mitd.gov.eg](http://www.mitd.gov.eg)

The Ministry of Finance: [www.salestax.gov.eg](http://www.salestax.gov.eg)

The Ministry of Public Production Sector: [www.mpe-egypt.gov.eg](http://www.mpe-egypt.gov.eg)

The Ministry of Communication and Information Technology: [www.mcit.gov.eg](http://www.mcit.gov.eg)

The Social Fund for Development: [www.sfdegypt.org](http://www.sfdegypt.org)

The State Services on-Line: [www.alhokoma.gov.eg/external\\_web](http://www.alhokoma.gov.eg/external_web)

The State Information Services: [www.sis.gov.eg](http://www.sis.gov.eg)

The World Bank: [www.worldbank.org/socialdevelopment](http://www.worldbank.org/socialdevelopment)

Public Administration Research and Consultation Center: [www.parcegypt.org](http://www.parcegypt.org)

#### 7.4 Appendix (D): Government Documents





## النقابة العامة للعاملين بالضرائب العقارية عضو الإتحاد الدولي للخدمات العامة



### تضامن

فى اجتماع النقابات اليوم فى نقابة الاطباء بدار  
الحكمة قرر الحاضرون ومنهم نقابة الضرائب  
العقارية دعوة العاملين المتضررين من قانون الخدمة  
المدينة بالدولة الى عمل وقفة احتجاجية يوم السبت  
9/12 بحديقة الفسطاط بالقاهرة حيث ان التظاهر  
بحديقة الفسطاط لا يشترط اخطار الامن ولقد صمم  
المشاركون على اسقاط هذا القانون الذى يذبح  
العاملين بالدولة .

وتدعو النقابة العامة للعاملين بالضرائب العقارية كافة  
العاملين بالضرائب العقارية الى تلبية النداء لاسقاط  
هذا القانون الذى يهدر كافة الحقوق السابقة واللاحقة

عاش كفاح الضرائب العقارية

رئيس النقابة العامة

طارق مصطفى كعيب



فاكس ٠٢٢٧٩٥٨٢٤٠

١٩ش يعقوب متفرع من ش خيروت - السيدة زينب - القاهرة

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الهيئة القومية للتأمين الاجتماعي  
صندوق العاملين بقطاع الاعمال العام والخاص  
منطقة الاسكندرية  
الهيئة العامة للغذاء والدواء  
وجميع العاملين بمنطقة الاسكندرية

### بطلبون

السيد / فخامة رئيس الجمهورية  
السيد / المهندس / رئيس وزراء مصر  
السيدة الدكتور / وزيرة التضامن الاجتماعي ورئيس مجلس ادارة الهيئة القومية للتأمين الاجتماعي (بصفته)  
السيد / الدكتور / وزير التخطيط والمتابعة والاصلاح الاداري (بصفته)  
السيد الدكتور / وزير المالية  
السيدة الاستاذة / رئيس صندوق الهيئة القومية للتأمين الاجتماعي (بصفته)  
بعدم انطباق قانون الخدمة المدنية رقم ١٨ لسنة ٢٠١٥ على العاملين بالهيئة القومية للتأمين الاجتماعي طبقا للدستور والقانون

### وعليه

نحن العاملين بالهيئة القومية للتأمين الاجتماعي صندوق العاملين بقطاع الاعمال العام والخاص منطقة اسكندرية  
نتقدم لمبادنتكم  
بالمطالبه بعدم انطباق قانون الخدمة المدنية رقم ١٨ لسنة ٢٠١٥ تماثيا مع سيادة الدولة وسيادة الدستور  
وسبكه القانون ووفقا للنصوص الدستورية والقانونية الاتية  
اولا نصت المادة ١٧ من الدستور المصري على الاتي  
اموال التامينات والمعاشات اموال خاصة تتمتع بجميع اوجه واشكال الحماية المقرره للاموال العامة وهي  
وعوائلها حق للمستفيدين منها  
وتنتشر استثمارا امنا وتديرها هيئة مستقلة وفقا للقانون وتضمن الدولة اموال التامينات والمعاشات

ثانيا نصت المادة ٩ من القانون ٧٩ لسنة ٧٥ (تنشأ هيئة قومية للتأمين الاجتماعي تتولى اداره الصندوقين  
المشار اليها في البندين ٢١ و ٢٢ من المادة ٦ من هذا القانون)  
ويكون لهذه الهيئة الشخصية الاعتبارية ولها موازنة خاصة تلحق بالموازنة العامة للدولة وتسر على الفوائد  
والاكام الخاصة بالهيئات القومية وتتبع وزير التامينات

## وزارة التخطيط والمتابعة والإصلاح الإدارى

قرار رقم ١٢٢ لسنة ٢٠١٥

بشأن معايير وآليات التطوير التنظيمى لوحدات الجهاز الإدارى للدولة

وزير التخطيط والمتابعة والإصلاح الإدارى

بعد الاطلاع على الدستور ؛

وعلى القانون رقم ١١٨ لسنة ١٩٦٤ بشأن إنشاء الجهاز المركزى للتنظيم والإدارة ؛  
وعلى قرار رئيس جمهورية مصر العربية بالقانون رقم ١٨ لسنة ٢٠١٥ بإصدار قانون  
الخدمة المدنية ؛

وعلى قرار رئيس مجلس الوزراء رقم ١٢٣٤ لسنة ٢٠١٤ بتحديد اختصاصات  
وزير التخطيط والمتابعة والإصلاح الإدارى ؛

وعلى الكتاب الدورى للجهاز المركزى للتنظيم والإدارة رقم ١ لسنة ١٩٩٤ بشأن القواعد  
الواجب اتباعها عند إعداد الهياكل التنظيمية للوحدات الإدارية المختلفة ؛  
وعلى توصيات اللجنة العليا للإصلاح الإدارى ؛

**قرر :**

### ( المادة الأولى )

يتم العمل بشأن معايير وآليات التطوير التنظيمى للجهاز الإدارى للدولة بالنظام المرفق  
من قبل وزارة التخطيط والمتابعة والإصلاح الإدارى ، والجهاز المركزى للتنظيم والإدارة  
وحدات الجهاز الإدارى للدولة .

### ( المادة الثانية )

يُلغى الكتاب الدورى للجهاز المركزى للتنظيم والإدارة رقم ١ لسنة ١٩٩٤  
بشأن القواعد الواجب اتباعها عند إعداد الهياكل التنظيمية للوحدات الإدارية المختلفة .

### ( المادة الثالثة )

يُنشر هذا القرار بالوقائع المصرية ، ويعمل به من تاريخ صدوره ، ويُلغى كل ما يخالفه  
من أحكام ، وعلى جميع الجهات المختصة تنفيذ هذا القرار .

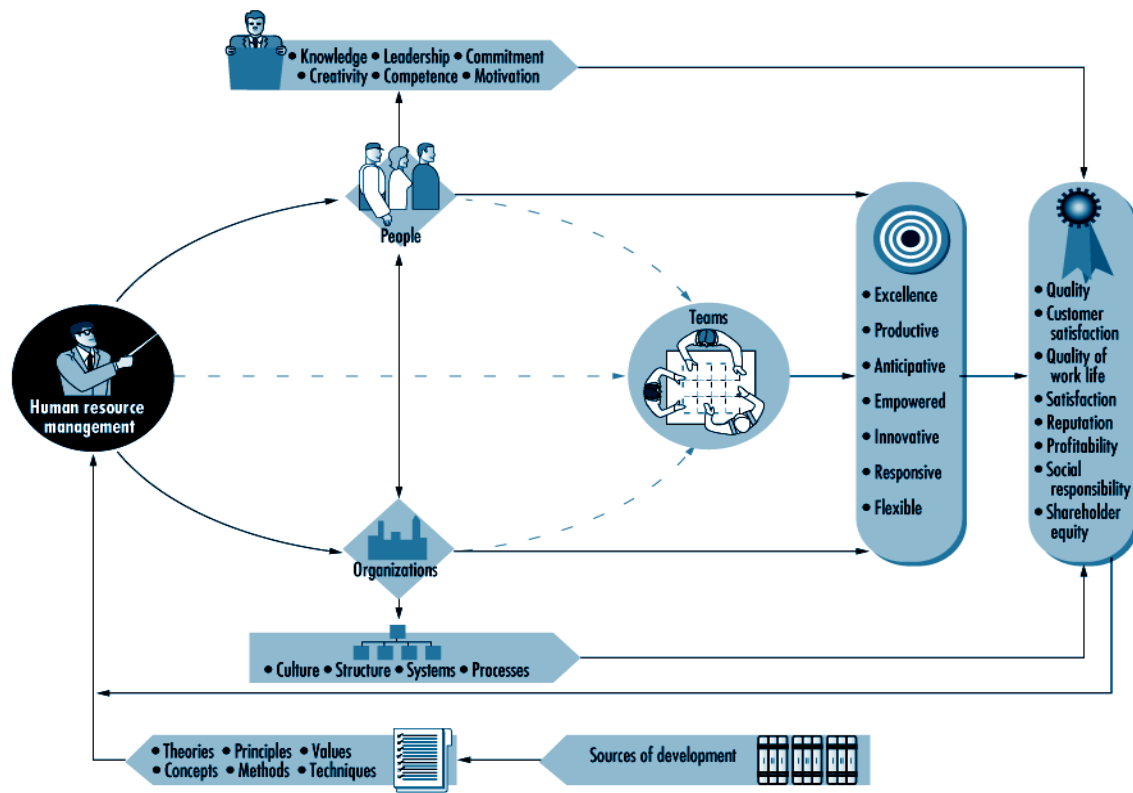
صدر فى ٢٢/٦/٢٠١٥

وزير التخطيط والمتابعة والإصلاح الإدارى

د. أشرف العربى



## 7.5 Appendix (E): Figure (1)



Source: Ferris, Rosen and Barnum 1995

**Figure (2)**



Sources: Employee Engagement Cultivation. (2012)

**Figure (3)**



Sources: Employee Engagement Cultivation. (2012)