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The Local Government Administration Program

Faculty of Economics and Political Science, Cairo University
and the Ministry of Local Government of
The Arab Republic Government of Egypt

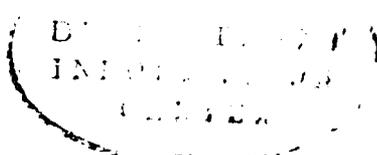
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July 7, 1977



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THE DIPLOMA IN LOCAL GOVERNMENT

INTRODUCTION

When the Diploma in Local Government was added to the curriculum in academic 1973-1974, the Cairo University faculty and administration expected that it would be just another diploma program, open to all, and attracting part-time students. The outcome has been quite different. In October 1977 the program will graduate its first class of local government officials and village officers who have studied full-time to complete the two-year program.

In speaking to the student body on June 6, 1977, Dean M. K. Issa attributed the achievements of the program to two important stimuli. First, the designation of the program by E.E. Minister Mohamed Hamid Mahmoud as an official training arm of the Ministry of Local Government. And second, the assistance provided by Indiana University under the auspices of the United States AID Program.

To these developmental efforts we must add the leadership skills and hard work of Dean Issa and Professor A. R. H. Rachid, Director of the Program; the support and encouragement of the Rector of Cairo University, Dr. Sofy Abu Taleb; and the former Deputy Rector for Research and Development, Dr. Ali Badran.

During June 1977, Professors Charles Bonser, Roy Jumper and James Mayfield met with officials and faculty at Cairo University to review the program. They also held discussions with students. This involved formal meetings at Cairo University, as well as a number of visits to observe students at work in their respective villages, towns, and cities.

I. Aims and Objectives

In Egypt, there is an increasing awareness that further development cannot be achieved unless the genuine support and participation of the rural population is obtained.* The Egyptian government, realizing the potential importance of rural development, is taking steps in that direction. The new 'Local Councils Act' (Law No. 52) is a key instrument of the government's recent policy towards rural development. For the first time in Egypt's history, local councils are being wholly elected with reasonable powers of formulating and implementing rural development policies in their regions.

However, the achievement of developmental goals will depend on the effectiveness of the councils and the leadership and management skills of the local administration. This calls for new initiatives to confront the problems that impede development in Egyptian local government and village administration.

The Diploma in Local Administration (DLA) of the Department of Political Science at the Faculty of Economics and Political Science, Cairo University, contributes to rural and urban development by improving the efficiency of the personnel of local government in dealing with the various problems of rural and urban development, and by conducting field research on ways and methods of improving the operations of the local councils.

The DLA might be regarded as a developmental program within Cairo University and the Egyptian university system, in general. Higher education in Egypt is very subjective and emphasizes theoretical studies. The DLA is the first instructional program in the University to focus on the application of knowledge and social sciences to actual problems of society.

*The authors are indebted to Professor A. R. H. Rachid for material provided in this section of the report.

II. Curriculum

The curriculum of the DLA aims at a balance between academic considerations (emphasizing research methodology and analysis) and empirical considerations (involving acquaintance with certain managerial techniques and problem solving skills). The course pays particular attention to the real needs for research and training felt by the local units at the grass-roots level. It therefore is closely related to the Egyptian environment both in the approach, the subject matter taught, and in the use of cases and examples. The course emphasizes training methods and techniques that contribute to the development of the trainees as effective local leaders. It stresses the need for mutual understanding, leadership, innovation and problem solving.

The curriculum of the program requires two years for completion. The program, as revised in 1976-1977, requires completion of the following courses:

First Year:

- Local Government

Definition of local government and local administration forms and benefits of decentralization, functions and scope of local government, local government organization (including councils, committees, finance, personnel, control, and relationships with other government units).

- Public Administration

Definition and scope, relationships with other studies and social phenomena, the administrative process, administrative organization, administrative reform and comparative administrative systems (emphasis on developing countries and Egypt).

- Political Development

Problems of developing countries, concepts and of underdevelopment, theories of political development and modernization, social mobilization and institution-building, systems capability, and dealing with crises (emphasis on the Egyptian experience).

- Political Systems and Communication

Components of political systems, relationships between society and polity, political leadership, public relations, communication and information (emphasis on the Egyptian case).

- Planning (National, Regional and local)

Concepts, tools, and techniques, problems on the national and local levels, study of the Egyptian experiment.

- Cases and Problems in Local Administration

The case method and application to Egyptian problems (taught by both academics and practitioners).

Second Year:

- Comparative Local Government

The ecology of local administration, local government and political systems, patterns and models of decentralization (e.g. British, French, American, Soviet, Yugoslav, Developing countries etc.), the Egyptian case.

- Development Administration

Administrative and organizational factors in development and planning, problems of administration and organization in developing countries, models of development administration, the role of the government machinery in economic development (emphasis on the Egyptian case).

- Rural and Urban Economics

Socio-economic problems of rural-urban dichotomy, regional development, economic and financial problems of the localities (special emphasis on Egypt).

- Local Finance

Means and methods of regional and national financing of the localities, means of developing local resources, comparative studies of advanced and Arab countries (emphasis on the Egyptian case).

- O & M in Local Units

Structural and organizational problems of the local units of government, work simplification and improvement, administration of local councils and committees (special reference to Egypt).

- Cases and Problems in Local Administration

Application of case method to the study of Egyptian local administration (emphasis on field work, internships and seminars with practitioners).

The curriculum was significantly modified in 1976-1977 to make it more relevant to Egyptian problems of local development. It is important to continue to revise the program, according to Egyptian needs and experiences. Revisions and improvements may be accomplished through formal and informal means. We recommend review and modification of two existing courses:

(1) Local Finance and (2) Cases and Problems in Local Administration. The Local Finance Course should be given more weight in the curriculum and be taught in both the first and second years. All students should have elementary accounting and budgeting skills, as well as an understanding of the operation of financial administration in the Egyptian government. The Cases and Problems in Local Administration Course is excellent. It should serve as a vehicle for introducing a summer research program for students between the first and second years. Detailed suggestions are given below.

It is also suggested that the following four subjects be introduced and developed, either as additional courses or as components in existing courses:

(1) Public Personnel Management. This would include techniques for forecasting personnel needs, Egyptian personnel laws and regulations, personnel management techniques, and human motivation in the Egyptian setting; (2) Training of Trainers. This instruction would aim to develop in the students a capacity to function as trainers of other local government and village employees --

both informally on-the-job, and in formal training courses to be organized by ORDEV, the regional universities, and other agencies of local government;

(3) Sector Administration. This would involve specialized instruction in the administration of those sectors which are important to Egyptian rural and local development, such as health, agriculture, and transportation; and

(4) Intergovernmental Organization. This would involve study of horizontal and vertical relationships in Egyptian administration as it pertains to rural and local government. Particular attention would be given to financial aspects.

III. Case Studies and Field Research

As has been suggested, the Diploma Program has made great progress in the initial implementation phase of its development. A competent group of faculty and governmental practitioners have been recruited, a high quality of student has been selected, and a series of curriculum innovations have been introduced, to make the course material relevant and course of study practical and pertinent to the needs of the students involved.

One particularly useful innovation introduced during the past year is the "case study" course developed by Dr. Ibrahim Abbas Omar, working in close consultation with H.E. Mr. Labib Zamzam, Deputy Minister of Local Government. These two professionals in local government systems team-taught the case study course during the school year 1976-1977. Let us briefly describe the outline and purpose of the case study program.

A. Case Study Method:

During the first part of the first year, diploma students are required to take a course in case studies which encourages students to identify and describe the essential elements of a particular situation in Egyptian local government of which they have some familiarity. This type of course experience seeks to accomplish the following:

- Identify the variety and types of problem areas faced by local government officials in Egypt.
- Train students to describe and analyze a particular problem or situation with which they are most familiar.
- Broaden the students' awareness of the causes and consequences of a variety of social, economic, legal, political, behavioral, administrative, and cultural variables which must be considered in seeking to understand a problem area.

- Provide reading material for the diploma program student which is based upon concrete situation, real problems, and relevant experiences. This case study material will nicely compliment the more theoretical and legalistic material found in many advanced training programs.

To give the reader a greater awareness of the types and variety of subject matter covered in these cases, a complete list of the cases so far developed will be found in Appendix II. Below is a shortened list of these case studies which should provide some impression of how these cases will be of value to the students. Note that these case studies are divided into seven general categories:

Main Categories

- Internal administration of the Local Councils
- Relationships between the local administrators and local council members
- Local financial administration
- Local personnel administration
- Local development planning and administration
- Impact of local councils on community interest groups and citizen action groups
- Local public opinion and relations

Examples of Some Case Studies

- Local council membership and its impact on the implementation of Law 52.
- The effect of a self-help project in acting local socio-economic development.

- The relationship between a village council and an agricultural cooperative.
- Local planning as practiced by local administrators and local councils.
- Citizen participation through self-help projects as a method for activating local development.
- The personnel administration directorates in the governorates.
- The potentialities for establishing companies and enterprises which can exploit local resources for development.
- Democracy and efficiency in local council development.

For a more detailed summary of the case study course as developed by H.E. Mr. Labib Zamzam and Dr. Ibrahim Omar see Appendix III.

B. Course in Research Design and Methodology

Diploma students in the University of Cairo should be introduced to the basic concepts of research design and methodology some time prior to the completion of their first year of study. Such an introduction to research design and social/behavioral science methodology should provide the necessary research skills required for these students to conduct a fairly sophisticated field research project during the summer between their first and second year of training.

It is recommended that this training in research design and methodology include the following four stages:

STAGE 1. Introduction to Social/Behavioral Science Research Design and Methodology (lectures and readings).

This first stage should introduce the student to the basic framework of social/behavioral science research through which the logic of research and theory may be viewed as a student follows the general steps required in a professional research project. The five basic functions most often associated with a professional research project must be understood, i.e.,:

- Research design and sampling
- Techniques for the collection of data
- Selection of Sociometric scales and indices
- Statistical analysis
- Research funding, costing, and reporting

This first stage in the student's training should provide the student with step by step detailed guidance to the general phases in research designing. Efforts should be made to help students compile a wide variety of resource material and to provide the references needed to develop an overall design of research. Designed research refers to the planned sequence of the entire process involved in conducting a research project. The outline for the design of social/behavioral science research which follows should be carefully explained to the students by a faculty member with extensive field and practical experience in research activities. One of the most complete lists of the various sequences of research was developed by Professor Russell L. Ackoff in his book The Design of Social Research:

- Selection and Definition of an appropriate research problem.
- Description of the relationship of the problem to a theoretical framework.
- Development and formulation of working hypothesis.
- Design of the experiment and/or strategy of inquiry.
- Sampling procedures (experimental and control samples).
- Establishment of methods of gathering data.
 - Determine reliability and validity of quantitative variables when these are known.
 - Describe means of identifying qualitative variables.

- Development and pre-testing of questionnaires.
- Consider alternative methods: mailed questionnaire, face-to-face interviews, panel, observation, and participation.
- Development of research implementation plan.
 - Prepare working guide with trim and budget estimates.
 - Drawing sample and determining primary sampling units.
 - Selection and training of research assistants.
 - Collection of data.
 - Coding of data.
 - Card punching - putting data into machine readable form.
- Analysis of data.
 - Determine statistical methods most appropriate.
 - Determine method of manipulation of data-computers, calculators, etc.
 - Specify types of tables to be constructed and the most appropriate format to be used for analysis.
- Interpretation of data.
 - Confirmation or rejection of hypothesis.
 - Relationship of results to theoretical framework.
 - Identification of new research needs.
- Publication or reporting of research results.
 - Appropriate perusal of existing literature.
 - Summarize the nature, scope and purpose of the research project.
 - Present research results in the standard style and format specified in most scholarly journals.

STAGE 2. Research Practicum (controlled research experience).

Assuming the Diploma Students can complete Stage 1 (Introduction to Social/Behavioral Science Research Design and Methodology) during the early

spring months (March-April), it is strongly urged that some type of closely supervised research project be developed for the students as a group. In Stage 2 the students would work as a research team on a common research project. The research project should be broad enough to allow the members of this team to attack the project from many different points of view. Each student would develop his/her own research design under the careful supervision of the faculty member. Special efforts should be made for all the students to participate in an opportunity to critique each other's research design at each of the steps identified above. Such an opportunity to read and evaluate each others work in a step-by-step process not only gives immediate feedback to the individual student but greatly strengthens the critical and analytical skills of the students as a whole.

STAGE 3. Summer Research Project.

During the summer following the Diploma Student's first year of training - each student should design and implement a fairly sophisticated research project. It is recommended that faculty members, Ministry of Local Government officials, and local government leaders (Governors and Markaz leaders) be encouraged to submit appropriate research topics. Although students should be encouraged to select a topic which is of special interest to each of them personally, the generation of specific topics from the local government community should help make these projects more relevant and timely to the governmental system as a whole.

Appropriate faculty supervision, encouragement and guidance should be available to these students during the summer months of the project. This kind of supervision becomes especially crucial during the data analysis and report writing phases of the research project.

STAGE 4. Research Project Evaluation

It is assumed that the quality and usefulness of these student research reports will vary with the intellectual capacity of the student, the effort he commits, and the quality of supervision given by the faculty member.

Those research projects deemed of highest quality should be reproduced and placed in a file or library facility for future students to read and analyze. Perhaps even some of the research projects could be selected as part of a group of case studies to be published in book form for distribution to local government officials in the Ministries, the Governorates, the Districts, and the Villages.

It is not inconceivable that some of these research reports might be submitted to some scholarly journal in the Arab World. This may require some faculty input and editing - but should be encouraged whenever it is appropriate.

C. Sequence of Course Material and Training in Research Methodology

Based upon extensive discussions with Dr. Ahmed Rachid of Cairo University and Dr. Ibrahim Abbas Omar of the Center for Local Administration it is recommended that the following sequence of experiences be provided for the first year student:

- During October to February each student will be required to develop a specific case study based upon their own experiences as employees of the local government system. This should train the student in the analysis of problem situations and provides reading material which can be shared with all of the students.
- During March to May each student be required to take a course in research design and methodology. This should provide the students with the appropriate skills needed to develop a fairly

sophisticated research project, outline the steps required to complete such a research project, and be given some initial practical experience in implementing a research project under the supervision of a faculty member.

- During June to September each student be required to complete a fairly extensive research project in the area where he/she resides or works. It is recommended that the topics for such a research project be developed in one of the following ways:
 - A student may seek suggestions, ideas, recommendations from officials in the Ministries, the Governorates, the Districts, and the Villages as to the kinds of problems, questions, and issues upon which some research would be helpful and useful to the official in question.
 - A student may read a series of case studies that all deal with a similar problem area - note the differences, similarities and contradictions among these case studies and develop a research project which seeks to analyze and explain the discrepancies among these case studies.
 - A student may take his own first year case study and seek an elaboration of his study through an in depth research project. Such a research project might lay the foundation upon which a more sophisticated and complete case study might be written during the student's second year of training.
- During the second year of training all students should be required to do one of two things:

- Develop and write a new case study. This case study would be of higher quality, more sophisticated in analysis, and more complete in detail from his first year case study. It is assumed that such a finalized case study would be based upon the student's past experiences in his work environment, his first year in the diploma program, and his summer research program. It is expected that the best of these second year case studies will be published and widely distributed throughout the entire system of local government in Egypt.
- Develop and write a policy recommendation. Assuming the first year case study course encourages the student to determine the "what" aspects of local government problems and the summer research project introduces the student to some of the "why" aspects of local government problems, it is strongly recommended that second year students be given the opportunity to develop specific policy or project recommendations that would seek to ameliorate the problems identified and analyzed during the first year of their training. It would be extremely useful if these students were encouraged to play the role of a village unit chairman, a district chairman, specific staff personnel of the governorate, or perhaps even play the role of the governor. Thus during their second year of training these students would be encouraged and allowed to develop detailed recommendations in the form of new regulations, procedures, programs, or projects which the student would feel would be appropriate in solving or at least dealing more effectively with the problems identified. There would be a great learning opportunity for these students if practitioners from the Ministry and the

governorates could be involved in these second year policy courses. It appears that the case study project has been especially useful because the Deputy Minister himself (H.E. Mr. Labib Zamzam) personally helped supervise and counsel the students as they developed their case studies. A similar kind of interaction between students and practitioners in a local government policy course would be extremely useful in developing these students for leadership and staff positions in the villages, districts and governorates of Egypt.

D. Research Design and Methodology Faculty Needs

The diploma program of the University of Cairo is an extremely innovative and creative attempt to provide advanced training in public management and local government administration to mid-career officials presently working in the Egyptian local government system.

Based upon discussions between Professors Charles Bonser, Roy Jumper, and James Mayfield and Professors Ahmed Rachid, Ibrahim Omar, and Butros Ghali of the Cairo University, it was agreed that an important part of this training should focus on program, policy and problem analysis, research design and methodology and basic experiences in collecting data, analyzing data, and writing up the data in a formal research paper.

At present there appear to be at least three faculty members in the FEPS, the University of Cairo, with interest and competency in research design and methodology:

Dr. Ibrahim Abbas Omar, Ph.D. (University of Birmingham)

Dr. Ibrahim Darwish, Ph.D. (American University - Washington, D.C.)

Dr. Faruk Yusef, Ph.D. (University of Cairo)

In discussing faculty needs with representatives of the University of Cairo, it was their recommendation that an American professor(s) be invited to compliment the staff in research design and methodology. It would be preferable if American faculty members have both competency in research methodology and some experience with Egypt or at least with lesser developed nations. Such a faculty-consultant type would be useful both in the training and counseling of students and also in consultation and updating the Egyptian faculty counterparts.

IV. Teaching Resources, Scholarships for Program Staff, and U. S. Technical Consultants

The Faculty of Economics and Political Science at Cairo University is the first Faculty within the University to develop direct linkages with the operating agencies of the Egyptian Government. Established in 1960, the Faculty is relatively new. Unlike other Faculties in the University, it does not have large numbers of students and high student-faculty ratios. The Faculty is also distinctive in the sense that it employs, as lecturers, several government officers who bring valuable experience to the classroom. Finally, the teaching faculty, like the curriculum, is interdisciplinary and reflects education in economics, finance, political development, and public administration.

The FEPS instructional staff teaching in the Diploma Program includes the following:

- M. K. Issa, Dean, FEPS, and Professor of Government, (Ph.D. Minnesota University), Comparative Local Government.
- A. R. H. Rachid, Professor of Public and Local Administration, (Ph.D. Leeds University), Local Administration, Public and Administration.
- M. F. El Khatib, Minister of State at the Union Government (Egypt, Syria and Libya), formerly Dean of the FEPS and Professor of Government (Ph.D. Edinburgh).
- Labib Zamzam, Deputy Minister of State and Chairman of ORDEV, (B. Com. Cairo), Cases and Problems of Local Government in Egypt.
- Mustafa Kamel El Said, Professor of Urban Economics, (Ph.D. Leeds University), Urban and Rural Economics.

- Mahamed Said Ahmed, Under Secretary of Finance and formerly U. N. Expert in Development Administration, (Ph.D. California), Local Finance.
- Ibrahim Amar, Director of Research at the Institute of Local Government, (Ph.D. Birmingham), Cases and Problems of Egyptian Local Government.
- El Husainy Badr, Assistant Professor at the Institute of Local Government, (Ph.D. Belgrade University), Regional Planning.
- Farouk Youssef, Lecturer of Political Sociology, (Ph.D. Cairo University), Political Development.
- Nazih Ayubi, Lecturer of Public Administration, (Ph.D. Oxford University), Development Administration.
- Ibrahim Darwish, Professor of Public Administration, (Ph.D. American University in Washington, D. C.), coming from Geddah.

Obviously, the FEPS has highly trained and skilled training resources for delivering the Diploma in Local Administration. However, its professors have for some years been restricted from continuing their studies and research in foreign countries, particularly the United States. It would be extremely useful for several faculty members over the next few years to visit the United States to participate in professional conferences, to up-date their knowledge in the established disciplines, and to prepare new specializations that are directly related to the curriculum in the Diploma in Local Government.

FEPS might also wish to begin a staff development program to recruit young faculty members for Diploma program activities. It is recommended that such persons be chosen early in their education. Training in the United States should be at the Masters level. This could be followed with Ph.D. studies at

Cairo University. Participants in the staff development program could also be used in the summer research program. Participants could be expected to be receptive to assisting both the Ministry of Local Government with its field training programs and the new regional universities with the development of community service programs. It is suggested that one person each year be chosen for the staff development program from among the graduates of the FEPS.

The suggested criteria of selection are as follows:

- "Excellent" ranking in studies for the baccalaureate degree.
- "Excellent" in application of acquired knowledges to local development action projects.
- Outstanding leadership qualities.
- English language proficiency (TOEFL Examination level 550).
- Acceptance at an American University for M. A. level study with an emphasis on local government.

Another dimension of faculty resource needs involves the utilization of foreign professors and technical consultants to provide comparative experiences in local government and to assist in the development of new courses and specializations. Until recently it has not been possible for FEPS to invite American professors to participate in its activities. This climate has changed. The University is now receptive and wishes to begin a modest visitation program with Indiana University. It is suggested that FEPS invite one or two professors each year for a period of two to four months.

To sum up, as regards teaching resources, scholarships, and U. S. technical consultants, it is recommended that FEPS plan for the following:

- One or two faculty and staff members each year for participantship support in the United States for studies relevant to the Diploma Program.

- One graduate of the FEPS for Masters level training in the United States and for development as future field staff of the program.
- One or two professors selected by Indiana University to assist in FEPS program development for periods of two to four months.

Dr. Ahmed Rachid, FEPS and the first Director of the Diploma Program, has been awarded a Fulbright professorship at the School of Public and Environmental Affairs, Indiana University, for the fall semester of 1977. It has been proposed by Dr. Rachid and Indiana University that the fellowship be extended to cover the entire academic year 1977-78. Hopefully this request will be approved.

During Dr. Rachid's stay at Indiana University he will participate, to a limited extent, in the teaching program of the School. His primary focus, however, will be on research and renewal and replenishing his own background in American public management approaches (Dr. Rachid was educated in Great Britain). He will also participate in the extensive government service and training programs of the School and have numerous opportunities for interaction with local and state government professionals in the U. S. I. U. will do our utmost to make sure that Dr. Rachid has substantial exposure to American local government systems and to make his visit as professionally rewarding to him as is possible. It is our understanding that Dr. Rachid will be the first Egyptian to come to the U. S. under a Fulbright fellowship in a very long period of time. We hope he will be the first of several.

V. The Students.

Eighty-five officers are currently enrolled as students in the program. Thirty-one are in the second and final year, while fifty-four* are registered in the first year of studies. Eighty of the students are employees of local units at the village, city, district (Markaz), and governorate levels. Five come from area service units and the Ministry of Local Government headquarters in Cairo. Of the eighty-five, twenty-seven (32%) come from villages where they work either as chiefs of village units or as secretaries to these units. Seventeen work in city or district units, and thirty-six are employed in governorate level administration. Most of the students are employed in rural governorates and their subdivisions. Many of these come from the delta area of Lower Egypt. There are few from the administrations of Upper Egypt. However, all governorates are represented in the student body except Suez, Damietta, El Fayoum, the Red Sea, New Valley, Matrouh, and Sinai.

The following table shows the distribution of students by governorate:

*See Appendix IV for a list of first-year students.

LOCAL UNITS FROM WHICH STUDENTS ARE DRAWN
First and Second Year (1976-1978)

<u>Governorate</u>	<u>Village</u>		<u>City or</u> <u>Markaz</u> <u>Local Unit</u>	<u>Governorate</u> <u>Local Unit</u>	<u>Total</u>	<u>Population</u>
	<u>Local Unit</u> <u>Chief</u>	<u>Sec.</u>				
Cairo	-	-	-	4	4	5,084,463
Alexandria	-	-	-	1	1	2,318,655
Port Said	-	-	-	2	2	262,620
Ismailia	-	-	-	1	1	351,889
Suez	-	-	-	-	-	194,001
Damietta	-	-	-	-	-	557,115
El Dakahlia	3	-	1	-	4	2,722,756
El Sharkia	4	-	-	1	5	2,621,208
Kaliabiah	2	-	5	3	10	1,076,006
Kafr El Shiek	1	-	1	-	2	1,403,468
El Kharbia	-	-	-	3	3	2,294,303
El Monofia	3	2	2	4	11	171,682
El Beheira	6	-	2	3	11	2,546,246
Giza	1	-	1	9	11	2,419,247
Beni Sweif	-	-	2	3	5	1,108,615
El Fayoum	-	-	-	-	-	1,140,245
El Minia	1	1	-	-	2	2,055,739
Assiut	1	-	-	-	1	1,095,378
Sohag	1	-	-	1	2	1,124,960
Qena	1	-	2	1	4	1,705,514

LOCAL UNITS cont.

<u>Governorate</u>	<u>Village Local Unit</u>		<u>City or Markaz Local Unit</u>	<u>Governorate Local Unit</u>	<u>Total</u>	<u>Population</u>
	<u>Chief</u>	<u>Sec.</u>				
Aswan	-	-	1	-	1	619,932
Red Sea	-	-	-	-	-	56,191
New Valley	-	-	-	-	-	56,691
Matrouh	-	-	-	-	-	112,772
Sinai	-	-	-	-	-	10,104
TOTALS	24	3	17	36	80	

To complete the profile of the student body, all students hold the baccalaureate degree. Most earned their degree at Cairo University in the Faculty of Arts. A few hold professional degrees in law, commerce, and agriculture. Almost all students have five or more years experience in local administration. The average age is about thirty. Of the total, less than ten are women.

The authors held individual and group discussions with student participants in the program both at the FEPS in Cairo and in their respective locations in Egypt's local governments and villages. Everywhere they evidenced a sense of identity, pride in being a part of a University development program, and enthusiasm for applying their new knowledge and skills to village and local problems.

The FEPS and the Ministry of Local Government expect to admit approximately one hundred new students to the program in Fall 1977. We believe that a future total enrollment of about two-hundred students is reasonable. University

resources can handle this number. So long as there is broad participation from throughout the country this number should not be disruptive of current local government operations.

Finally, the number of graduates will be sufficient to create in a few years a network of change agents in the villages and other local government units. It is recommended that the Ministry of Local Government, work out with FEPS, a planned program for the effective utilization of the graduates of the program. H.E. Minister Mahmoud has taken an important first step in this direction by announcing that the Ministry will give preference to the program's graduates in future appointments at village and other local units of government. It is also important for the Ministry to take steps to utilize the graduates in particular developmental projects.

VI. Support of the Ministry of Local Government

The Diploma Program can, within a few years, become a viable program within Cairo University and the FEPS. This requires, however, continued nurturing by the Ministry of Local Government.

The Ministry is presently supporting the program in a number of ways. It is taking the initiative to encourage local officials and village leaders to add to their knowledge and skills through participation in education and training programs. It facilitates recruitment and screening for admissions to the Diploma Program. It pays the salaries of the officials during the period of their studies. In 1977 the Ministry, through ORDEV made a grant to the Program in the amount of 10,500 Egyptian pounds. This grant is, we were told, the first time in which any Ministry has made a grant-in-aid to any division of Cairo University in support of an educational service program.

The 10,500 Egyptian pounds was allocated as follows. Ninety percent (90%) was paid to students directly to help defray travel costs and living expenses and to purchase books. This year's graduates will receive, in addition, a 100 pound cash award, accounting for 2.5 percent of the total. And 7.5 percent of total allocated to help defray the administration costs of the program.

Much more important to the success of the Program than this administration and financial support has been the leadership and encouragement of H.E. Minister Mahmoud. In addition, H.E. Mr. Labib Zamzam, Deputy Minister and Director General of ORDEV has given his total support. As noted earlier, he also teaches actively in the program.

We encourage the Ministry and ORDEV to continue their support and work out with the FEPS a comprehensive plan to cover the next five year period. It has already been noted that such a plan should include some additional subjects in the curriculum, increased attention to the summer research program, and planned utilization of the program graduates. Such a plan, and agreement, should also cover: (1) follow-up and evaluation of graduates in their new assignments; (2) development of a cadre of trainers and development action officers from among the best graduates; and (3) utilization of this cadre in ORDEV training programs and in building educational programs at regional universities such as El Minia and El Dakahlia.

VII. Equipment and Academic Materials

The new curriculum of the Diploma Program implemented in 1976-77, and the course proposals contained herein, both create a need for augmented library and learning resources. AID has already supported modest amounts of funds for beginning the FEPS local government management library, and this has been greatly appreciated. There continues to be, however, a number of gaps in the library resources - particularly including periodicals* - which need to be filled in. A more complete listing will be worked out with Dr. Rachid during his stay at Indiana University and a proposal for support will be prepared at that time. We understand that this request for library support needs to be processed through Cairo University channels for endorsement prior to being forwarded to AID Cairo.

There is also a need for support for textbook translation** and for local preparation of learning materials. More detail on these needs will be forthcoming after Dr. Rachid's arrival in the United States.

In terms of equipment needs, we would strongly urge support for the preparation and equipping of a model seminar-training classroom for the Diploma Program. The importance of the program, its faculty and student body, and the new methods of instruction being utilized warrant this special attention. The room should include modern and functional furniture, chalk boards, hopefully air conditioning (outside noises are most distracting), and complete audio-visual training aids, including tape recorders for interviews. Besides the utility of such a facility to the program, it could also serve as a special events room and a showpiece and model for the University.

*See Appendix V

**See Appendix VI

Finally, we believe the Diploma Program of FEPS would derive substantial benefit from having a computer terminal available in their quarters for use of the faculty and students. Again here we understand that the request needs to be processed through University channels.

VIII. FEPS Plans for Future Development of the Program

In Spring, 1977, mid-way in the second year of the program, FEPS prepared a plan for the future development of the Diploma in Local Government. A discussion of their two major points and our recommendations are as follows:

Accept students from the Arab countries.

The Egyptian experience, compared with that of the Arab countries, reveals the important part played by the human element. This is no wonder since the human element is the principal national wealth in the same way oil is to many other Arab countries. The positive effects of the Egyptian experience must extend to the Arab countries.

We suggest that the program should open the door to receive applications of students from the Arab countries, for the coming year (1977-1978), according to the following principles:

- Applications are to be accepted according to the official nomination of the governmental departments responsible for the local systems of those countries.
- Nominees should be among the university graduates who work or prepared to work in localities.
- The number of those accepted from the Arab countries should not exceed 35% of the total number of the accepted candidates.

Establishment of the Egyptian Society for Local Development.

One key element which the program was keen not to ignore is the importance of "networking" and continuity of study on the part of the students after graduation. For this objective, and initiated by H.E. Minister Mahmoud, a professional society has been formed which includes the former students, researchers, practitioners and members of the staff of the Diploma program.

The Egyptian Society for Local Development hopes to be an effective instrument for realizing the continuity of the program and connecting it with the practical reality of local development. The society plans to accomplish the following:

- Expansion of membership to include others in the ranks of the Egyptian local government system.
- Issuing an academic periodical for local development that includes important changes, together with news of the Egyptian and Arab achievements in the field of local development.
- Holding conferences and meetings on local development.
- Cooperation with similar Arab societies and those in other parts of the world.
- Assisting local government in studying the practical problems it faces, by offering the specialized experience of its membership.
- Enhancing the identity and professionalism of the local government community to the end of quality public service delivery and commitment to local development in Egypt.

The willingness of H.E. Minister Mahmoud to serve as the first Chairman of the Board, at the request of the students, will aid substantially in getting the new organization off on the right foot. Other members of the initial Board of Directors include Dean Issa, Dr. Rachid, Vice-Minister Zamzam, and twelve elected members from the Diploma Program graduates.

We view this organization as a very positive step in the further professionalization of Egyptian local government. One needs only look to comparable organizations in the United States such as the International City Management Association to visualize the positive contributions the Society can make to public service delivery in Egypt in the future. We hope the new Society will be encouraged and nurtured in every way possible.

IX. The Ministry of Local Government

We now turn to the Ministry of Local Government, the sponsor of the Diploma Program, to look more generally at the activities of this Ministry and to see how the Diploma Program fits into its overall strategy for local government development in Egypt. The Ministry of Local Government facilitated the visit of the team and in particular organized a number of field trips to permit direct observation of local government operations at Governorate, District, and Village levels. During the course of the mission, visits were made to the Governorates of Kaliabiak, Giza, Sohag, Dakahlia, Alexandria, and Behera.

We would like to extend particular thanks to H.E. Minister Mahmoud and to Mr. Zamzam for arranging the visits for us and for their hospitality and many kindnesses during the visits. We believe we acquired a feel for the operations and potentialities of Egyptian local government that would be available in no other way. The opportunity of visiting the Diploma students in their regions and discussing their assignments with them on site was also a very valuable experience.

In this section of the report we shall deal with: (1) the general policy of the Ministry; (2) the Organization for Reconstruction and Development of The Egyptian Village (ORDEV); (3) the Ministry's particular interest in promoting greater citizen participation in local government; and (4) discussions relating to planning for a mission to the U.S. led by H.E. Minister Mahmoud.

• General Policy

The Ministry of Local Government is the Egyptian Government's main instrument for the coordination of local government and rural development. This Ministry performs a broad coordinating function in facilitating the work of

service units in various development sectors. It also gives general supervision and direction to the governors of the various Mofafazats or Governorates. Finally it has a role which might be described as a program role of its own in terms of initiating and promoting rural development in Egypt.

Governmental policies for local development in Egypt are going through very important changes. The Government of Egypt, under the leadership of President Mohamed Anwar El Sadat, has placed unprecedented importance on the development of rural areas in Egypt. This emphasis on rural development has been particularly focused since the announcement last year of the "Rectification Revolution" of President Sadat. The Rectification Revolution signals an effort on the part of the government to realize genuine basic democratic organization in its government. This emphasis on democratic organization can only succeed if it is successfully implemented in the Egyptian countryside at the grass-roots level.

• Organization for Reconstruction and Development of the Egyptian Village (ORDEV)

The organization for the development of the Egyptian village was started in 1973 with a pilot project for the development and mechanization of a number of Egyptian villages. The new Rectification Revolution has brought about greater interest in this project on the part of the Ministry of Local Government and the government of Egypt in general. An organization chart for this project is attached*.

ORDEV pursues economic development, in the sense of raising the economic standard of life in the villages, by increasing the productive capacity of agriculture and by raising the real incomes of rural families. It also works

*See Appendix VII

to promote new employment opportunities at the local level. It seeks to prepare the village community to receive scientific methods for agricultural and economic development. It promotes the development of rural electrification. Finally, it encourages small industries within the framework of local requirements and local resources. To achieve this objective, ORDEV seeks to facilitate such local projects as: (1) small industries, involving the manufacture of raw materials; (2) agricultural industries; (3) agricultural mechanization; (4) nurseries for trees and plants; and (5) bee keeping, silk worm, poultry, fishing, and fish breeding projects.

Social development is another ORDEV objective. This involves: (1) developing rural manpower and changing life styles in the villages through reinforcing existing social development programs; (2) preparing and improving the environment and opportunities for youth in the community; and (3) consolidation of rural women in terms of making them more productive and improving their participation in development. ORDEV seeks to stimulate the development of children and womens centers, including kindergartens, girls vocational centers and womens clubs. This includes youth centers involving handicraft training, sports and social activities. Finally, ORDEV aims to improve the physical environment and lay-out of the Egyptian village by giving attention to the physical planning of the village, to planning for new housing for the village, to facilitating transportation by paving the entrances to villages, and by establishing needed roads within village housing blocks.

ORDEV also gives attention to: (1) public service operations in the village, including construction of buildings for village councils; (2) transportation among villages within the particular district in which the village is located; (3) the construction of slaughter units to provide suitable hygienic places for this activity; (4) fire protection; and (5) the development of com-

mercial markets. ORDEV, in order to help it achieve these objectives, aims to establish a rural development training center in Giza to train rural development cadres at the various levels of local government.

The team did not have extensive discussions with ORDEV concerning its program; however, it did have an opportunity to hear the explanation of the above objectives and ideas directly from H.E. Mr. Mohammed Hamid Mahmoud and from H.E. Mr. Labib Zamzam. The members of the team were made aware that this program is of highest importance not only to the Ministry, but also to the government as a whole. ORDEV is headed by an outstanding official at the Vice Minister level, H.E. Mr. Labib Zamzam.

- Citizen Participation

Citizen participation has become an important theme of the Ministry of Local Government in the achievement of its general objectives. In previous stages of modern history Egypt's public policy concerning local development was entirely in the hands of the central government in Cairo. The government now seeks to reverse this approach whereby public policy will depend more and more on citizen initiatives extending upwards from the villages to the central government in Cairo. This idea is very basic to the new Law No. 52 of 1975. This law aims to pave the way, so to speak, for citizens to encourage them basically through their elected councils to establish and to operate local government activities, including production projects, which will stimulate the development of Egyptian villages. The achievement of this objective requires, on the part of the Ministry of Local Government, consideration for promoting and enhancing rural conditions that are suitable for citizen participation and democratization of local government. H.E. the Minister emphasized that, by all means, the aim of his government was not one of turning the Ministry's program into a group of new services rendered from above. Rather, rural development projects

must prove themselves to be self supporting, self managing and self satisfying to the rural population. This requires administrators and elected officials at the local level to be well trained, dedicated, and oriented toward the village and village needs.

The Ministry of Local Government has taken important steps to promote and encourage citizen participation on local development efforts. It has recently completed a nation-wide survey of the newly elected local councils at the various levels of local government. This survey pulls together information on the composition of the councils and on local needs and priorities as perceived by council members. It planned the first National Conference on Local Government which is to be held in Cairo from July 23 until July 26, 1977. At the conference elected and appointed local officials will meet for the first time to exchange views and to share ideas.

At the request of H.E. Minister Mahmoud, members of the team prepared, in collaboration with Dr. A. R. H. Rachid, a paper* to be presented to the Congress outlining experiences in the United States in citizen participation with particular reference to state and local levels of government. Suggestions were made as to how some of these ideas might be useful for application and adoption in Egypt.

Finally, members of the team met with H.E. Minister Mahmoud to plan and develop the mission that he and his staff will take in the United States in September of 1977. It was agreed that the program would give particular attention to meeting in Washington, D.C. with the executive heads of government and public interest groups who are concerned primarily with local government in the United States. These could include the Department of Housing and Urban Development, the League of Cities, the National Association of Counties, and

*See Attachment XIII

the International City Management Association. It was also indicated that the Minister would like to have some exchange while he is in Washington with officials in American political parties. This interest derives from the fact that H.E. The Minister serves in an additional capacity as Co-Chairman of the Ruling Central Party in Egypt and H.E. Mr. Zamzam, the Deputy Minister, serves as an assistant party secretary.

Elsewhere in the United States, the Minister will give attention to the observation of local government in California and in the State of Indiana. Another important part of his visit will be participation in a National Demonstration Conference on local government improvement organized in Chicago by the Intergovernmental Personnel Program of the U.S. Civil Service Commission. The mission will, at the same time, attend the National Meeting of the International Personnel Management Association.

X. Ministry Training Needs

We are confident the Cairo University local government Diploma Program will aid significantly in preparing those responsible for local public service delivery and local development as Egypt moves ahead to implement the new local initiatives. At the same time, the task is formidable and it is clear that no one program will be able to meet all training and education needs.

We recommend that the Ministry of Local Government explore other possible cooperative relationships with some of the regional universities in Egypt. The Cairo program provides an excellent model and can represent the "flagship" program. Still there is much to be said for maximizing all available and relevant human resources to meet these substantive educational needs. Further, the regional universities have the advantage of being closer to locals in their areas and can probably respond more quickly and with a better understanding of local problems than can Cairo University.

If other university programs are established, it is important that they are included in an information and coordinating network. This would encourage optimum utilization of available resources and prevent unnecessary duplication and destructive competition. There are also significant training needs existing for ORDEV, and other local government officials, of a shorter and more specialized nature and for a different clientele than those usually provided by Egyptian universities. Local government officials with whom we visited during our field trips identified training needs in project design and program evaluation, management of public enterprise, health planning and administration, "how to deal with people", forecasting, and financial management including budgeting.

The planned ORDEV training facility at Mit Rahine will be focused to deal with many of these training needs. The Indiana University School of Public and Environmental Affairs has expertise and experience in most of these areas and

plans to submit a proposal this fall offering to assist this new training effort in course design and delivery on site in Egypt.

XI. Development of a Local Government Ministry Information Center and Data Bank Facility.

There are presently a variety of programs and projects which have the potential for producing extensive information, materials, and data on the Egyptian local government system. Some of the more obvious sources of such information and data are:

- Research Department of the Ministry of Local Government
- ORDEV Research Section (Village Data)
- University of Cairo Diploma Students (Case Studies and Research)
- Center for Local Administration (Training Materials)
- Agency for Mobilization and Statistics
- Institute of National Planning
- National Institute of Management Development
- Other Egyptian University Research Projects

We recommend that the Ministry of Local Government seriously consider establishing an information center and data bank facility which would centralize all information, materials and data concerned with Egyptian local government. Although there are obvious arguments to support the location of the data center in various places, i.e., the University of Cairo, the Center for Local Administration, the Future ORDEV Training Center, we believe that such an information and data center should be located in the Ministry of Local Government complex. Such a centralized facility should encourage the following range of activities:

- Management training and development for all levels of the local government system in Egypt.
- Policy research and analysis for more effective decision-making in the development of programs and projects in the local government system.

- Creation of base-line data for the continued monitoring of program effectiveness and evaluation.

It is not inconceivable that future plans might now be developed to establish a computer-based data bank in the Ministry of Local Government with appropriate computer terminals available to service the University of Cairo Diploma Program, the Center for Local Administration and the ORDEV project.

XII. Conclusion

In conclusion, we must express our profound admiration for the progress that is being made in both the Diploma Program and the Ministry of Local Government. A modern public management program has been implemented in a very short period of time in a very traditional university. This could not have been accomplished without the dedication and understanding of Dean Issa and Dr. Rachid in the University and Minister Mahmoud and Deputy Minister Zamzam in the Ministry. Trail blazing links have been formed between the government and the university that can serve as a model for other universities and government ministers in Egypt and elsewhere.

The students in the program are absolutely first rate. They are dedicated to their jobs, serious about their work and studies, and determined to have an impact on improving the well being of their fellow citizens. Their esprit de corps is very high and we must all do our best to help them succeed.

RECOMMENDATIONS

FEPS, DIPLOMA PROGRAM

Curriculum

- Review and modification of two existing courses:
 - Local Finance
 - Cases and Problems in Local Administration
- Following courses be introduced and developed:
 - Public Personnel Management
 - Training of Trainers
 - Sector Administration
 - Intergovernmental Organization

Case Studies and Field Research

- Require each student to develop a specific case study based upon their own experiences as employees of the local government system.
- Require each student to take a course in research design and methodology.
- Require each student to complete a research project in the area where he/she works or resides.
- During the second year of training all students should be required to do one of two things:
 - Develop and write a new case study.
 - Develop and write a policy recommendation.

Teaching Resources, Scholarships for Program Staff, and U.S. Technical Consultants

- Allow a limited number of faculty members to update their studies and to carry out research in foreign countries, particularly the U.S.
- Recruit graduates of FEPS and develop faculty members for Diploma Program activities (one per year).
- Utilization of foreign professors and technical consultants to provide comparative experiences in local government and to assist in the development of new courses and specializations. (Two to four months each)

Students

- Recommend that the Ministry work with FEPS to plan a program for the effective utilization of the graduates of the program.

Support of the Ministry of Local Government

- Continued support of the program by the Ministry and ORDEV by means of:
 - Follow-up and evaluation of graduates in their new assignments.
 - Development of a cadre of trainers and development action officers.
 - Utilization of this cadre in ORDEV training programs and in building educational programs at regional universities.

Equipment and Academic Materials

- Recommend the beginning of the FEPS local government management library including translation into Arabic of key textbooks and materials.
- Strongly urge support for the preparation and equipping of a model seminar-training classroom.
- Recommend the availability of a computer terminal in the FEPS quarters for use by the faculty and students.

* MINISTRY OF LOCAL GOVERNMENT

- ORDEV and other local government organizations have a number of training needs including: project design and program evaluation; management of public enterprise; health planning and administration; "how to deal with people"; forecasting; and financial management including budgeting. To meet these needs they will need limited assistance from foreign consultants and institutions.
- Recommend that the Ministry of Local Government and ORDEV explore other possible cooperative relationships with some of the regional universities in Egypt.
- Ministry of Local Government seriously consider establishing an information center and data bank facility which would centralize all information, materials and data concerned with Egyptian local government.

APPENDIX I

INDIVIDUALS WITH WHOM DISCUSSIONS WERE HELD

H. E. Mohamed Hamid Mahmoud

Minister and Secretary of State for Local Government, Popular
and Political Affairs

H. E. Lahib M. Zamzam

Deputy Minister, Ministry of Local Government, Popular and
Political Affairs

Dr. M. K. Issa

Dean, Faculty of Economics and Political Science (FEPS), Cairo
University

Dr. Ahmed Rachid

Professor, FEPS, and Director, Local Government Diploma Program,
Cairo University

Dr. Madany Desouky

Deputy Dean, FEPS, Cairo University

Dr. Sofy Abu Taleb

President, Cairo University

H. E. Ibrahim Badran

Minister of Health

Dr. Nazih Nasif

Assistant Professor, FEPS, Cairo University

H. E. Saad Maamoum

Governor of Cairo

H. E. M. Ahmed El-Miniewy

Governor of Benha

Mr. Adel Fikry

Secretary General, Benha Governorate

Mr. Farouk Abaza

Asst. Secretary General, Benha Governorate

Mr. Salah Meadawry

Director General for Cooperatives and Development, Benha
Governorate

H. E. Ahmed Abdel El Agher

Governor of Giza

Mr. Mohamed Osman

Badrachim District, Giza Governorate

Mr. Salah El Din

Agricultural Engineer, Giza Governorate

Mr. Ahmed Hassan Masbatt

Chief Executive, Mrt Rahine Village

H. E. Hosny Taha Nagib

Governor of Sohag

Mr. Saad Shamrak

Secretary General, Sohag Governorate

Mr. Hassan Salaman

Chief Executive Officer, Tima District

Mr. Fauzy Ali El-Arwal

Director of Follow-up & Evaluation, Sohag Governorate

Mr. Dakrory Sabet

Director of Planning, Sohag Governorate

Mr. Mohammed Abbas

Sohag Governorate

Mr. Fatuy Abou Lamagd

Sohag Governorate

Mr. Salah A. Hassunien

Chief Executive Officer, Mishta Village

Mr. Monir M. Sallam

Chairman, Elected Local Council, Mishta Village

Mr. Abdel Rao F. M. Otlman

Member of the National Assembly, Tima District

Mr. Hassan Ezzat Salamah

Chief Executive, City of Luxor and Luxor Markai

Dr. M. Abdel Khany

Governor of Dakahlia

Mr. Aly Ibrahim

Secretary General, Dakahlia Governorate

Dr. Ezzat Khair

Veterinary Surgeon, Tukh-el-Aklam Village

Sheik Abdel Hamid El-Awady

Director of a Private Cooperative Society, Tukh-el-Aklam Village

Mr. Ibrahim El Syed Hegazy

Local Council, Alexandria Governorate

Mostafa Badawy

Director of Public Relations, Alexandria Governorate

Abd El Halim Attata

Governor of Behera

Ahmed Badawy

Executive Chief, Markas of Damanhour

Ibrahim Arif

Executive Chief, Gazal Corner Village

Nasr El Din Zaid

Executive Chief, Owlila Village Unite

Talaat El Saharty

Executive Chief, Meet Abu Chalid Village Unite

Ali El Din El Tahhan

Executive Chief, Nawasa El Keit Village Unite

Monir Maamoun

Secretary, Markaz El Suillawin

Mahmoud El Shrif

Under-Secretary of State for Social Affairs, Beharia Governorate

Mr. Ahmed Monib El Sayed Othman

Chief Markaz, Simbellawien

APPENDIX II

CASE STUDIES PRESENTED BY DIPLOMA STUDENTSFirst Year Students

1. Local council membership and its impact on the implementation of Law 52.
2. Local newsletter and its role in orientating the citizen to the activities of the village council.
3. The effect of a self-help project in activating local socio-economic development.
4. The differences among agricultural cooperatives and how they might be reformed within the local government system.
5. The behavior of local council members and the administrative staff and their negative and positive consequences for decision making in the village council.
6. The problems of city transportation in Cairo as exemplified in the Ahmed Helmi bus station.
7. The financing and implementing of self-help development projects in Quisna.

8. The impact of local government decisions on the development of the local community.
9. The mal-distribution of personnel in local councils in Qalyubia.
10. The role of the services and production sectors in the development of the local community.
11. The personnel administration directorates in the governorates.
12. Problems in the management of revenue collecting - the uncollected fees for the inspecting of commercial and industrial activities that have been transferred to local councils since 1975.

13. The demobilized army personnel assigned to local councils - A case study in excess personnel management.
14. The potentialities for establishing companies and enterprises which can exploit local resources for development.
15. The relationship of the village council and an agricultural cooperative.
16. The separation of electrical utility services from the village administration - Its repercussion on the delivery of services.
17. The interaction between citizens and local administrators as observed in the providing of electrical utility service to the villages.
18. The combined units as a spearhead in the promotion of local government under Law 52.
19. The relationship between local administrators and local council members and its effect upon the deliverance of services.
20. Some defects of the jurisdictional and controls legislation specified in Law 52 and their impact on local council decision-making.
21. Local planning as practiced by local administrators and local councils.
22. The problems of environmental health and sanitation in Cairo.
23. The role of the local councils administration department of the governorate and its relationship with local administrators and local councils.
24. The linkages that exist between village council administrators and the management of electrical utilities.
25. Non-representation of one village on a village council and the consequences for this village to receive or not receive local services.
26. Efforts to prevent the improper utilization of public lands.

27. The authority to approve or disapprove some decisions of a lower council taken by a higher council and its impact on the implementation of lower council decisions.
28. The possibility of resolving problems facing citizens through the complaints bureau.
29. Problems of rural development - Emphasis on personnel administration.
30. The postponement of local government in Sinai - A case study.
31. Consumer Services Boards and their achievements in Buheira.
32. Citizen participation through self-help projects as a method for activating local development.
33. The formation of local councils through direct elections has deprived these councils of the expertise found in former council members who were appointed or selected to be on the councils.

Second Year Students

1. The activities of local councillors at the governorate level, one case of Behera Governorate.
2. The overlapping functions of the Markaz Council seated at the Governorate level with those of the Governorate.
3. The impact of educated councillors on the performance of local councils in Gharbia Governorate.
4. The needs of the Gharbia Governorate and the role of the central government machinery in their fulfillment.
5. Self-help efforts in Gharbia Governorate.
6. The financial relations of the Suez Canal Authority with the local councils located in the Canal Zone.

7. The influence of two Peoples' Assembly Members (MPS) on the activities performed by both the Markaz Council and bureaucracy located in the Behera Governorate.
8. The recruitment of local administrative leadership.
9. The correlation between the councillors' educational level and the practice of assigned authority/responsibility, the case of a village council.
10. The supervisory role played by local councils over subordinated administrative units.
11. The staffing of key positions in local government and administration units.
12. Some approaches for assessing the effectiveness of a local councillor, a case study in one city-council at Kalyubia Governorate.
13. Planning and financing the Industrial Estate Councils, the case of Shoubra-El-Kfremea city, Kalyubia Governorate.
14. Democracy and efficiency in local development, the case of Kalyubia Governorate.
15. The administration of the local Services and Development Fund, a study of Kalyubia Governorate practices.
16. Licensing riding animals and carts in tourist areas, the case of Giza Governorate.
17. Some aspects of the organizational problem in the Cairo Governorate.
18. The management of the Cleansing Fund in the Kanater-El-Khainia City.
19. The execution and implementation of the Governorate Councils' decisions, the case of Alexandria Governorate council.

20. The controls exercised by the city bureaucracy over the Districts services units operating within this city of administrative area, the case of Giza City and districts.
21. The interfaces linking the village local council with the local administration units, the case of a village council in Menia Governorate.
22. The allocation of land in Giza City.
23. The reflections of ethno-political cleavages on the performance of some Village Councils in Aswan Governorate.
24. The conflicts clouding the communications that are taking place between central and local leadership in connection with the approval of the annual proforma-budget, the case of Beni-Suef Governorate.
25. The disintegration of the functions undertaken by the various administrative units and its reflection on the services rendered by some vocational training centres, the case of Beni-Suef Governorate.
26. The inefficiency of the local services administered by some citizens, representatives, the case of agricultural-cooperatives at Beni-Suef Governorate.
27. The inability of Cairo Governorate to provide a place and a playground to the Abden Youth Centre and its negative implications.
28. The unsettled relationship between Giza city administration and the bureaucracy of the Districts functioning within its area of jurisdiction, Giza Governorate.

APPENDIX III

REPORT ON CASES IN EGYPTIAN LOCAL GOVERNMENT AND ADMINISTRATION*I. Inputs and Resources: Comprise three (3) Components(a) Time

A two (2) hour course offered weekly to each of the first and second year diploma students over a period of twenty-two (22) weeks (November 1976 - May 1977).

One half (1/2) hour individual meeting with each student to help discussing and writing up the case-study.

(b) Teaching Staff

A cooperative teaching effort on the part of two (2) faculty members including H. E. Mr. Labib-Zamzam Deputy Minister for Local Government and the Head of ORDEV, and Dr. Ibahim Abbas Omar. The purpose is to bring real life practices to the classroom so as to be discussed and analyzed along the theory and practice of local government and administration and the scientific rational way of developing a case study.

(c) Student Body

Recruited from eighteen (18) Governorates representing some: four (4) Urban and Coastal Governorates, thirteen (13) Rural-Urban Governorates and one (1) Desert Governorate as shown by the following table.

* This course was supervised by H. E. Labib Zamzam and Dr. Abbas Omar-Ibrahim

Governorate	No. of first (1) year Diploma Students	No. of second (2) year Diploma Students	Total
1. Cairo	3	3	6
2. Alexandria	-	1	1
3. Port-Said	2	-	2
4. Ismailia	-	1	1
5. Kalyubia	6	4	10
6. Yharbia	-	3	3
7. Behera	8	3	11
8. Sharkiah	3	1	4
9. Yiza	6	5	11
10. Dakahlia	4	1	5
11. Munufieh	11	-	11
12. Beni-Suef	1	4	5
13. Menia	-	3	3
14. Asyert	1	-	1
15. Subag	1	1	2
16. Kena	4	-	4
17. Aswan	-	1	1
18. Sinai	1	-	1

II. Development of the Cases: The building up of the cases went through four (4) consecutive stages including:

First Stage

Introducing the students to major points that should be accounted for when writing up the case and exposing them to a battery of fourteen (14) questions which appeared to be useful in both analyzing the profile of the local government and administration process in Egypt in general, and in screening and analyzing the policy - making process. Thus bringing to light the multi-variant intricate elements and interactions involved in each administrative or policy making instance. Therefore, the student was enabled to put his case in the right perspective and to look into it as a totality rather than on a piece-meal basis.

This theoretical input lasted for one month and half and concentrated on some seven (7) issue - areas comprising:

1. Internal administration of local councils.
2. Relationship of the local council chairman with council members.
3. Local financial administration
4. Local personnel administration
5. Local development planning and administration (Urban and Rural).
6. Impact of local councils on community interest groups and citizens action groups and vice versa.
7. Local public opinion and relations.

Moreover, students were made aware of the utility of the case-study teaching method and its contribution towards:

1. Administration development.
2. Building up teaching material required for sharpening their knowledge in the local government and administration process, and making them more sensitive to the Egyptian local government environment.
3. Improvement of their decision - taking qualities and analytical capabilities. There are necessary traits required for the efficient and effective management of local government, and would be very useful when filling the key positions in local government machinery.

Second Stage:

This stage commenced in parallel to the first stage, almost at the same time. Herein, students were urged to choose topics that would describe some real life local government and administration situation in which they were involved and for which information were available and accessible.

Consultations took place continuously between the faculty members and the students so as to avoid sinking in traditional research methods or being taken by some lengthy formal preliminaries.

Third Stage:

Therein dates were fixed for meeting with a group of eight to ten (8 - 10) students in order to discuss the first draft of each

individual case. The case presenter was given one half (1/2) hour to give an expose and to invite the questions of his colleagues.

The view was to:

- (a) Avoid duplication of thoughts.
- (b) Ask some questions which might sensitize the student to some aspects that need to be covered.
- (c) Challenge each others ideas and accept differences in opinion while being trained in listening, and
- (d) get some advice from the supervising faculty member.

Fourth Stage:

Wherein each student was allotted a one half (1/2) hour to present the prepared draft to the class - in full and to answer questions directed by classmates. The purpose to simulate a council meeting or an executive committee meeting where the student will be acting in the capacity of a chief administrator. This simulation exercise added to the leadership capabilities of the student and enabled introducing some further improvement on the quality of the case.

In aggregate, the aforementioned four (4) stages were constructed along some six operational aspects of public management in local government comprising.

1. Development of leadership tracts.
2. Inculcation and practice of participating in policy - making on the part of both the administrator and the counsellors

3. Appreciation of conflicting viewpoints and realization that there are alternative solutions, each with particular costs and benefits
4. Stress on the authority / responsible component of local government and administration and the inseparability of responsibility from resources.
5. Accountability of local bureaucracy to the citizens and their representative
6. Citizens' support to and participation in local development and administration processes.

III. The completed case-studies could be classified into four (4) problem areas connected with:

1. Vertical inter-governmental relation
2. Horizontal interfaces between the local councils and local bureaucracy.
3. Local development programmes
4. Administration of local development activity

Each of these four (4) problem areas could be further categorized into a number of subtitles. For instance the second problem area on the above list might consist of some eight (8) subtitles encompassing:

- (a) administrative controls exercised over local bureaucracy;
- (b) conflicts that flared up between local administrators counsellors;
- (c) interactions which took place between the local councils and the machinery engaged in delivering public goods and services;

- (d) supervisory role played by local councils over local bureaucracy;
- (e) public management practices utilized in processing and distributing socio-economic benefits to the citizens;
- (f) efficiency of local councils in resolving the difficulties that downgrade the outcome of local development activities;
- (g) local personnel administration; and
- (h) local financial administration

APPENDIX IV

LIST OF FIRST YEAR STUDENTS

<u>NAME</u>	<u>UNIVERSITY GRADUATION</u>	<u>LOCAL GOVERNMENT UNIT</u>
Nasr El Din Hassan	B. Commerce	Awlila Village, Dakahliah
Aly El Din El Tahhan	B. Arts	Nawasa Village, Dakahliah
Talaat Ibrahim El Saharty	B. Arts	Meet Ghalid, Dakahliah
Abau El Fatouh Amin	B. Law	El Zawamil, Sharkia
Mustapha Ahmed Flifal	B. Arts	El Aslongy Village, Sharkia
Mahmoud Hussien Abdel Magid	B. Arts	Bany Amer Village, Sharkia
Mahamed Abel El Aziz Abel El Rahman	B. Arts	El Sarva Village, Sharkia
Mahamed Hassan A. Afify	B. Arts	Kafrtisfa Village, Kaliabia
Mohamed Abel El Hamid Mousa	B. Arts	Shiblanga Village, Kalibia
Othрман Abel El Hamid Abel El Raouf	B. Law	Kafr El Hamoul, Kafr El Shei
Ahmed Shaaban El Garably	B. Arts	El Mady, Monofia
Oirgis Vam Michiel	B. Arts	Meet Bera, Monofia
Abel El Ghany M. Esmiel	B. Arts	Fisha El Kokra, Monofia
Amin M. Gibril	B. Arts	Ward, Behera
Hilmy Sadek Abaza	B. Agriculture	El Brimat, Behera
Aly Hussien Gomad	B. Arts	Zahra, Behera
Abdallah A. Kasy	B. Arts	El Hussien, Behera
M. Tawfik Dappos	B. Agriculture	Nikla El Enab, Behera
M. Talaat Essa	B. Arts	El Abadiah, Behera
M. Mohamed Kasib	B. Arts	Atfih, Giza

Abd El Sabair Farghaly

B. Arts

El Motika, Assiut

Fathy Abu El Magd

B. Azhar

Kirmaniah, Sohage

Abd El Rady Abd El Fatah

B. Azhar

Abu Manaa Bahry, Qena

- PUBLIC ADMINISTRATION REVIEW. The American Society for Public Administration, 1225 Connecticut Avenue, N.W., Washington, D.C. 20036. \$25.00 / yr.
- PUBLIC CHOICE. Center for Study of Public Choice, Virginia Polytechnic Institute and State University, Blacksburg, Virginia 24061. \$11.00 / yr.
- PUBLIC FINANCE QUARTERLY. Sage Publications, Inc., 275 South Beverly Drive, Beverly Hills, California 90212. \$26.00 / yr.
- PUBLIC PERSONNEL MANAGEMENT. Public Personnel Management, Room 240, 1313 East 60th Street, Chicago, Illinois 60637. \$15.00 / yr.
- PUBLIC PRODUCTIVITY REVIEW. Public Productivity Review, Center for Productive Public Management, John Jay College of Criminal Justice, 445 West 59th Street, New York, N.Y. 10019. \$10.00 / yr.
- STATE GOVERNMENT. State Government, P.O. Box 11910, Lexington, Kentucky 40511. \$10.00 / yr.
- THE PUBLIC INTEREST. The Public Interest, 10 East 53rd Street, New York, N.Y. 10022. \$9.50 / yr.
- PUBLIC MANAGEMENT. International City Management Association, 1140 Connecticut Avenue, N.W., Washington, D.C. 20036. \$8.00 / yr.
- PLANNING. American Society of Planning Officials, 1313 East 60th Street, Chicago, Illinois 60637. \$125.00 / yr.
- PERSONNEL LITERATURE. Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. \$12.25.
- NATIONAL CIVIC REVIEW. National Civic Review. 47 East 68th Street, New York, N.Y. 10021. \$15.00 / yr.
- LOCAL FINANCE. Municipal Finance Officers Association, 1313 East 60th Street, Chicago, Illinois 60637. Complimentary.
- INTERNATIONAL REVIEW OF ADMINISTRATIVE SCIENCES. International Institute of Administrative Sciences, rue de la Charite 25, B-1040 Brussels, Belgium. \$36.00 / yr.
- GOVERNMENTAL FINANCE. Governmental Finance, 1313 East 60th Street, Chicago, Illinois 60637. \$6.00 / yr.
- FOREIGN AFFAIRS. Foreign Affairs, 428 East Preston Street, Baltimore, Maryland 21202. \$12.00 / yr.
- EKISTICS. Ekistics, Page Farm Road, Lincoln, Massachusetts 01773. \$24.00 / yr.

THE AMERICAN POLITICAL SCIENCE REVIEW. The American Political Science Association, Curtis Reed Plaza, Menasha, Wisconsin 54952. \$50.00.

ADMINISTRATIVE SCIENCE QUARTERLY. ASQ, Malott Hall, Cornell University, Ithica, New York 14853. \$22.00 / yr.

CIVIL SERVICE JOURNAL. U.S. Civil Service Commission, Office of Public Affairs, Room 5336, 1900 E Street, N.W., Washington, D.C. 20415. \$4.10 / yr.

APPENDIX VI

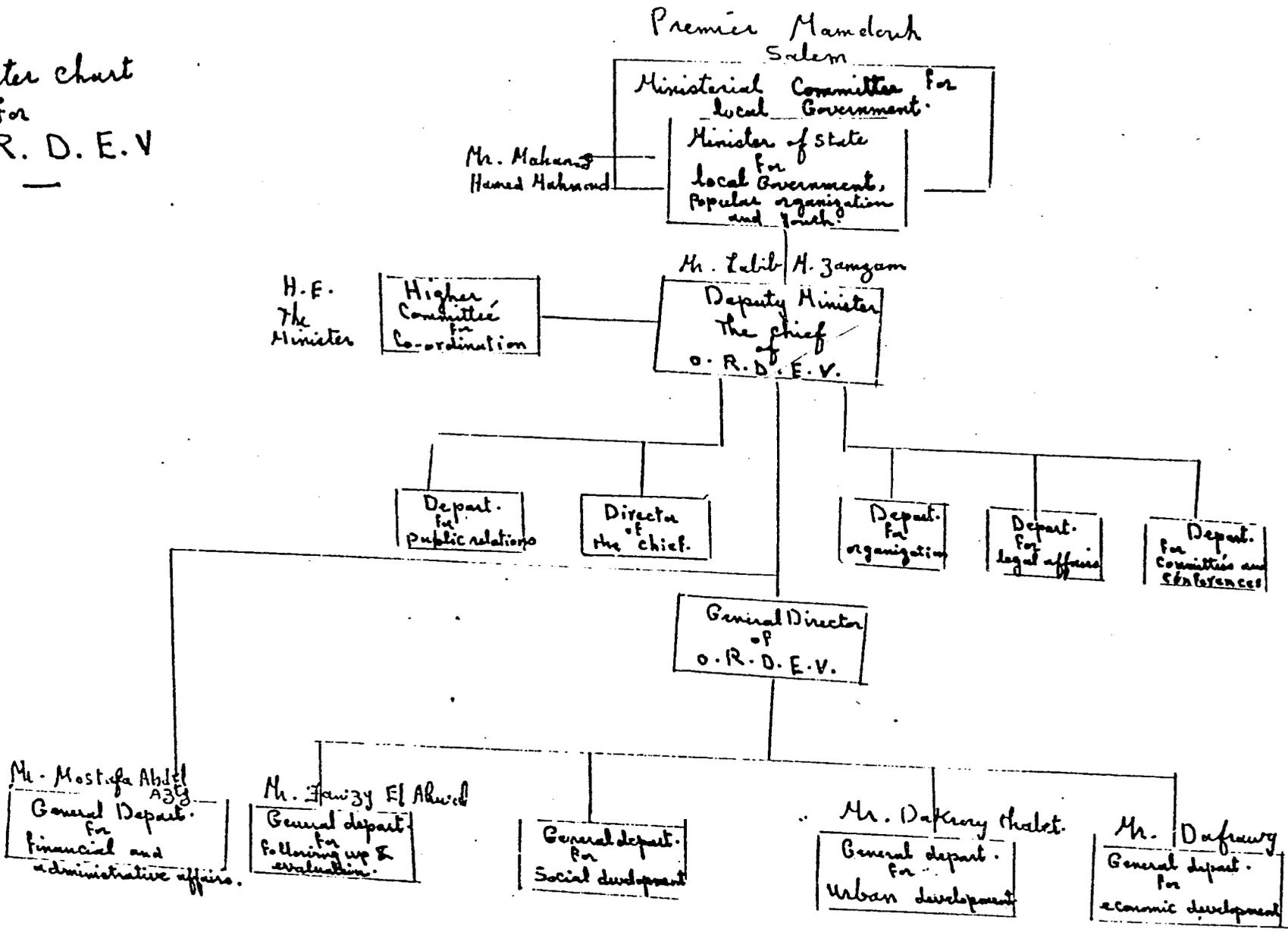
RECOMMENDATIONS FOR TEXTBOOK TRANSLATION

MODERN PUBLIC ADMINISTRATION, Felix A. Nigro & Lloyd G. Nigro
(Third Edition) Harper & Row, Publishers

THE CRAFT OF PUBLIC ADMINISTRATION, George E. Berkley
Allyn and Bacon, Inc. Boston London Sydney

PUBLIC ADMINISTRATION: A SYNTHESIS, Howard E. McCurdy
Cummings Publishing Company

Master chart
for
R. D. E. V.



APPENDIX VII

Approval

H. E. Deputy Minister Labib M. Z.

27/10/1976.

PROFESSIONALISM IN THE PUBLIC SERVICE

As governments grow, so do associations, which now emerge representing nearly every aspect of public service and employment. Today it is perhaps true to say that in order to fully comprehend the formal workings of government, we must first understand the informal functionings of government associations. In recent years, such associations have largely cast off their cloak of benign interest in public affairs in an effort to assume a more positive, influential role in affecting public policy formation. In doing so, public-sector professional associations currently manifest three major tendencies in pursuit of their organizational objectives. These include: (1) the rise of technical specialization, (2) the trend toward professionalization, and (3) the increasingly political nature of organizational objectives. The role of each in determining the essential character of public administrators will be discussed in the following pages.

I. SPECIALIZATION WITHIN THE PUBLIC SERVICE

Since the conception of the American pluralist democracy, formal associations have coalesced around an abundance of political and economic ideals. Thus, as early as 1835, the French political scientist de Tocqueville could perceive: "In no country in the world has the principle of association been more successfully used or applied to a greater multitude of objects than in America." Implicit in James Madison's Federalist Papers was the portrayal of the United States as a large and diverse nation with many different kinds of people holding many different values. The pursuit of these values often occurs through the medium of associations of individuals bound by common interest, which contend with one another for the influence and power to realize their values. This view of the American system rests firmly on the assumption that interest groups play a major role in achieving both expression and accommodation of these varying and sometimes conflicting values.

The interest group theory as espoused by Madison has far-reaching implications for the field of public administration. From the complexities of contemporary society arise a vast multitude of demands for public intervention. Governmental response, in turn, is weakened by the myriad of interrelationships among local, regional, state, and federal agencies and programs which accordingly award slices of the fiscal pie to those associations making the strongest and most vociferous demands.

The effect of the resulting social fragmentation upon public administration has been a corresponding fragmentation of line and staff functions. For the public administrator, this has meant the emergence of a plethora of professional specializations seeking to deal with a vast array of public demands, to a point today where even the once homespun United States Postal System has become an immense institution of billion-dollar package delivery systems and employs teams of cost-benefit financial analysts and mail-distribution experts.

Public administration today is thus typified by an increasing sense of

professionalism arising from the need to deal effectively with the complex public demands for social services placed upon it. As a result, schools of public affairs and administration have sprung up around the country to train students in a wide spectrum of administrative specialities. Likewise, it is no secret that the general administrator is rapidly becoming an endangered species. Between the complex world of public social demands, and the political domain of public officials elected to formulate policies and programs to satisfy those demands, has arisen a new professional breed of career-status public administrators who seek to mediate between these two forces. In applying their expertise in a vast array of scientific and technical fields, government managers today represent the public marriage of Administration and the Sciences, as seen in manpower specialists at the Department of Labor, chemical analysts at the Food and Drug Administration, and computer programmers at the Office of Management and Budget.

II. PUBLIC ADMINISTRATION AS A PROFESSION

The question of whether public administration can rightfully be entitled a "profession" is one which has occasioned much debate over recent years. The matter is somewhat complicated by the lack of a meaningful definition of both "professionalism" and "public administration" which is readily acceptable to both scholars and professionals. Rather than to attempt to resolve this dilemma, the authors will here only briefly endeavor to point out that recent developments in technology and the sciences have forced us to re-examine the role of professionalism in the public service.

In his recent article entitled "Public Administration as a Profession," appearing in the Public Administration Review (May, 1976), Richard Schott forwards the thesis that "public administration, as the practice of public management, is not now and has little chance of becoming a true profession" (p. 253). Rather than to rigidly define the meaning of "professionalism" in order to determine whether public administration "is or is not" in this domain, we wish merely to state that public administrators are clearly on the road toward professionalization. Whether or not they have reached this heralded end we do not know.

What is apparent is that middle- and upper-level management positions in the federal service are rapidly becoming bastions of professional expertise. It is interesting to note, however, that these "professionals" are borrowed heavily from related scientific and technical fields, who subsequently apply their specialized knowledge to general public administrative issues. An analysis of federal executive positions (GS16 to 18) provided by the U. S. Civil Service Commission shows that scientific and professional categories (physical and natural sciences, medicine, law, mathematics and statistics) now account for some two-thirds of all upper-level federal positions, and thus are accessible only to those with scientific or professional training.

The scientific approach to public administration has recently necessitated an increased reliance on the technical expertise of professionals from the related sciences in order to enhance the administrative capabilities of governments. To public administration has come Medicine

(The American Academy of Medical Administrators), Journalism (Public Relations Society of America), and Economics (Society of Government Economists). Wisely then, government administrators have looked upon the increasingly complex nature of public affairs, and have decided that "political" solutions can no longer be separated from "technical" solutions.

It is thus clear that "Administration" has become inseparable from the "Sciences." As federal public executives move up the career ladder, their roles become less technical and more administrative. They, as professionals in various scientific fields, must then in turn borrow heavily from the field of public administration. The relationship then, between science and administration is symbiotic; one cannot survive without the other. In these terms, Schott's attempt to separate the two in declaring that "governments have relied increasingly on scientists and professionals" (p. 256) to do the work that generalist administrators are unable to do is thus meaningless in all other than scholarly terms. The infusion of Science into Public Administration is a phenomenon which is likely to rest with us throughout the foreseeable future. As long as this is the case, "professionalism" will remain an integral feature of public service.

What's What in Public-Sector Professional Associations is offered as a testament to the trend toward professional specialization within public organizations. Implicit in the formation of these associations are the views of the interest group theorists who see the need to pursue collective action among the diffuse pluralist society. Thus, in reviewing the organizational goals and objectives of the 225 associations included herein, one becomes aware that despite their seeming diversity, two common characteristics can be found: (1) each exemplifies the phenomenon of the rise of discrete, professional specializations within the public service, and (2) each exhibits the desire to promote the knowledge, expertise, prestige, and professionalism of its membership in order to effectively exert its interest group pressures in a political universe. These "group interests" vary greatly among the associations according to their stated objectives, with some being idealistic ("to improve the standards and professional practices of environmental engineering"), and some being more temporal ("to safeguard the rights and benefits of public employees in retirement systems"). Public administrators have thus not escaped the societal tendency to form, as de Tocqueville noted, associations to promote the professional interests of public administrative specialists.

David Truman lends substantial support to the existence of the two parallel tendencies outlined above in his well-known book The Governmental Process. Truman states that, with more specialization and more social complexity, associations arise both as a measure of that complexity, and as a means to insure social stability:

With an increase in specialization and with the continual frustration of established expectations upon rapid changes in the related techniques, the proliferation of associations is inescapable. So closely do these developments follow, in fact, that the rate of association formation may serve as an index of its complexity. Simple societies have no association formation may serve as an index of the stability of a society, and their number may be used as an index of its

complexity. Simple societies have no associations; as they grow more complex, i.e., as highly differentiated institutionalized groups increase in number, societies evolve greater numbers of associations (p. 118).

III. THE POLITICS OF PUBLIC-SECTOR ASSOCIATIONS

Over recent years, some public-sector professional associations have shed their neutral image in seeking a more political approach toward the promotion of associational goals. In his perceptive study, When Governments Come to Washington; Governors, Mayors and Intergovernmental Lobbying, Donald Haider traces the influence which public-official lobby groups seek to exert upon national policy decisions. Haider demonstrates how close cooperation between private associational groups and public policy-making bodies developed under the Democratic administration of the New Deal, and how eventually the line between "public" and "private" policy became blurred. Today, such associations as the United States Conference of Mayors, National League of Cities, National Governor's Conference, National Association of Counties, and the Council of State Governments freely and forcefully lobby before Congress and the President in order to advance associational goals.

Associations which engage in lobbying efforts may gain access to the federal policy-making process at one of several levels. Government associations may seek to influence policy at the pre-legislative stage. In 1967, for example, Haider reveals that the American Association of State Highway Officials (AASHO) was eminently successful in influencing the legislation of a proposed future highway by submitting a working blueprint for the project to the Federal Highway Administration (FHWA) and the House Public Works Committee. The AASHO blueprint was ultimately adopted as official public policy after the Association made ample efforts to procure support for the program among Congressmen and FHWA administrators.

Government associates may further seek to cultivate indirect federal relations in funding and programmatic support, usually by securing increases in the amounts of federal aid made available to state and local governments by general revenue-sharing and "block-grant" programs. Since associations and public officials of local and state governments may find difficulty in obtaining direct federal financial assistance, they may seek indirect assistance by procuring for their programs federal revenue sharing funds.

Finally, some associations do receive direct financial assistance by way of Congressional appropriations and thus become, in effect, smaller, informal agencies of the Executive branch of government. For example, the Intergovernmental Personnel Act of 1970, as amended, authorizes the U.S. Civil Service Commission to make grants to private organizations for up to 50% of the costs of administering a particular program or study. The Act goes on to authorize such appropriations to each of the following types of private organizations:

1. national, regional, statewide, areawide, or metropolitan organizations, representing member state or local governments;
2. associations of state or local public officials; and
3. nonprofit organizations, one of whose principal functions is to offer professional advisory, research, development, educational or related services to government.

Congress is presently considering the extension of such appropriations, furthermore, to national labor organizations and federations. It should be mentioned perhaps that many of the 225 associations listed herein fall within at least one of the above categories, and are thus eligible for direct federal fiscal assistance under many congressional acts.

Nor are these relationships between private associations and government agencies considered improper under present federal law; rather they are accepted and sanctioned as a necessary element in intergovernmental cooperation. Such laws and Executive directives are Circular A-85, the Intergovernmental Cooperation Act, and the Intergovernmental Personnel Act constituted milestones in associations' efforts in mandating their participation in Federal policy by requiring that federal agencies work cooperatively with certain quasi-official private agencies (e.g., U.S. Conference of Mayors, National Governor's Conference). Circular A-85 for example, specified the procedures executive agencies and departments would have to follow in obtaining advice and consultation with state and local elected officials, and directed that the agencies "give constructive consideration to requests from heads of state and local governments to review and revise regulations already in effect, and consult with such officials on request." Through such requirements of agency-association cooperation, public-sector organizations have thus found a method of obtaining meaningful input into public legislation.

It is thus no mere coincidence that many of the associations listed in the Guide are headquartered in Washington, D.C. As Haider concludes, "The principal activity of government groups is lobbying...The groups assume various roles, constantly aspiring to enhance their position, competing with other would be influencers and seeking new alliances and coalitions to augment their claims: (p. 254). The government lobby groups vary substantially from other outside private interest groups (for example, Common Cause, or the Sierra Club) in what Earl Latham has termed the characteristic of "officiality." The chief distinction between public and private lobbying groups is officiality, which means, essentially, legitimacy in standing. Public, elected officials representing state and local governments have more claim to legitimacy than do ad hoc citizen interest-groups, and it is ultimately this legitimacy which remains the essential resource upon which associations seek to capitalize. It is, likewise, this ~~real or supposed "officiality" which allows these associations to "speak for the people" and blurs the distinction between government lobby-group pressures and the less distinct "general will and welfare."~~

In conclusion, it can be said that the increasing role of professionalism in public employment in the United States thus reflects the broader, contemporary trend toward increased complexities in societal-governmental interaction. In forming professional associations, public administrators and employees have sought both to insulate themselves from the friction of competing social and political forces, and to promote their own professional and associational goals within the larger, societal context. It is indeed ironic, however, that in forming such associations surrounded with an external aura of objective, non-partisan professionalism, an important underlying motive of such associations is to increase their partisan, political influence affecting the policy decisions of federal, state, and local governments.

Dakahlia Governorate
Development Department
Rural Development at Tikh-el-Aklam

Tikh-el-Aklam belongs to the local unit of Tamboul-el-Kobra, simbellawien. It was so called because it was the headquarters of the public possessions of the state in Mohammed Ali era.

The total population of the village is about 10,000 people. Its cultivable area is about 1296 feddans. It's houses are about 1,200 units. About 50% of the total population own less than 1/2 feddan. The maximum property of land is 25 feddans a person. The main crops are wheat, cotton and maize. The village is distinguished by its co-operative spirit and the high rate of its educated youth.

There are no clashes among families.

The rural development in the village:

- It started with some initiatives for collecting alms and distributing them among the poor. This has been developed into training activity, then into a productive one under the name of "Community Development Society."
- The members are 142 and each shares with 50 mms per month.

The economic activity of the society:

- Training centre for producing rugs and blankets. Part of this production is exported to West Germany. Its production values 25,000 L.E. per annum.
- Girls' knitting works, values 5,000 L.E. per annum.
- Bee-Keeping: about 102 hives, produce about 500 L.E. per annum.
- Spinning Mill: still under construction.

- **Carpentry Works:** The specimen work has started, but the actual production will start within a few weeks.

Other activities:

- **The kindergarten:** Has about 100 children. They are offered educational services, health care and a complete diet. Each child pays 150 mms. per month.
- **The Women's Club:** Includes about 54 women. They are trained for children's nurseries and some rural industries such as vegetable drying and making syrups and jams.
- **Women's Training Centre:** It trains the girls who did not finish their education on housekeeping, fighting illiteracy and birth control. It contains 40 girls.
- **The Producing Families:** There are about 100 families. The society supplies them with raw materials and credits necessary for production and marketing. These families are as follows:
 - 23 families for producing rugs and blankets
 - 10 families for producing floor mats
 - 40 families for producing straw bags and baskets

Other contributions of the Society:

- Paving the road leading from the asphalt road to the village.
- Lighting the village by lanterns (before electricity).
- Preparing trips for youth to Ras-el-Bar, Gamasa, and Liberation Governorate.
- Building the new school, the big mosque and the area for the health unit.

- Building the sewer.
- Rearranging the village boundaries.
- Making Gallabiyas for the victims of Israeli aggression.

The Society Capital:

In 1976, it was about 50,000 L.E., in addition to more than 8,000 L.E. as profits.

The society had not received any financial aid from the government. Then it took a constant help of about 50 L.E. for five years. At last 500 L.E.

Why did the Society succeed?:

- The need for the fellow villagers for its production.
- The leaders' belief in work.
- There is no feudalism.
- The manual work (workers) are plenty and stable.
- Selling in installments.
- The help of the state and the technical guidance from the Ministry of Social Affairs.

Analysis of the experiment:

A group of students of the "Local Administration Diploma" at the Faculty of "Economics and Political Sciences", Cairo University are studying this experiment. These students are:

Nasr-el-din Hassan Zaid

Talaat Ibrahim-el-Saharty

Mounir Mamoun Ali /

Ali-el-Dinel Tahan

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The scientific approach to public administration has recently necessitated an increased reliance on the technical expertise of professionals from the related sciences in order to enhance the administrative capabilities of governments. To public administration has come Medicine

(The American Academy of Medical Administrators), Journalism (Public Relations Society of America), and Economics (Society of Government Economists). Wisely then, government administrators have looked upon the increasingly complex nature of public affairs, and have decided that "political" solutions can no longer be separated from "technical" solutions.

It is thus clear that "Administration" has become inseparable from the "Sciences." As federal public executives move up the career ladder, their roles become less technical and more administrative. They, as professionals in various scientific fields, must then in turn borrow heavily from the field of public administration. The relationship then, between science and administration is symbiotic; one cannot survive without the other. In these terms, Schott's attempt to separate the two in declaring that "governments have relied increasingly on scientists and professionals" (p. 256) to do the work that generalist administrators are unable to do is thus meaningless in all other than scholarly terms. The infusion of Science into Public Administration is a phenomenon which is likely to rest with us throughout the foreseeable future. As long as this is the case, "professionalism" will remain an integral feature of public service.

What's What in Public-Sector Professional Associations is offered as a testament to the trend toward professional specialization within public organizations. Implicit in the formation of these associations are the views of the interest group theorists who see the need to pursue collective action among the diffuse pluralist society. Thus, in reviewing the organizational goals and objectives of the 225 associations included herein, one becomes aware that despite their seeming diversity, two common characteristics can be found: (1) each exemplifies the phenomenon of the rise of discrete, professional specializations within the public service, and (2) each exhibits the desire to promote the knowledge, expertise, prestige, and professionalism of its membership in order to effectively exert its interest group pressures in a political universe. These "group interests" vary greatly among the associations according to their stated objectives, with some being idealistic ("to improve the standards and professional practices of environmental engineering"), and some being more temporal ("to safeguard the rights and benefits of public employees in retirement systems!"). Public administrators have thus not escaped the societal tendency to form, as de Tocqueville noted, associations to promote the professional interests of public administrative specialists.

David Truman lends substantial support to the existence of the two parallel tendencies outlined above in his well-known book The Governmental Process. Truman states that, with more specialization and more social complexity, associations arise both as a measure of that complexity, and as a means to insure social stability:

With an increase in specialization and with the continual frustration of established expectations upon rapid changes in the related techniques, the proliferation of associations is inescapable. So closely do these developments follow, in fact, that the rate of association formation may serve as an index of its complexity. Simple societies have no association formation may serve as an index of the stability of a society, and their number may be used as an index of its

complexity. Simple societies have no associations; as they grow more complex, i.e., as highly differentiated institutionalized groups increase in number, societies evolve greater numbers of associations (p. 118).

III. THE POLITICS OF PUBLIC-SECTOR ASSOCIATIONS

Over recent years, some public-sector professional associations have shed their neutral image in seeking a more political approach toward the promotion of associational goals. In his perceptive study, When Governments Come to Washington; Governors, Mayors and Intergovernmental Lobbying, Donald Haider traces the influence which public-official lobby groups seek to exert upon national policy decisions. Haider demonstrates how close cooperation between private associational groups and public policy-making bodies developed under the Democratic administration of the New Deal, and how eventually the line between "public" and "private" policy became blurred. Today, such associations as the United States Conference of Mayors, National League of Cities, National Governor's Conference, National Association of Counties, and the Council of State Governments freely and forcefully lobby before Congress and the President in order to advance associational goals.

Associations which engage in lobbying efforts may gain access to the federal policy-making process at one of several levels. Government associations may seek to influence policy at the pre-legislative stage. In 1967, for example, Haider reveals that the American Association of State Highway Officials (AASHO) was eminently successful in influencing the legislation of a proposed future highway by submitting a working blueprint for the project to the Federal Highway Administration (FHWA) and the House Public Works Committee. The AASHO blueprint was ultimately adopted as official public policy after the Association made ample efforts to procure support for the program among Congressmen and FHWA administrators.

Government associates may further seek to cultivate indirect federal relations in funding and programmatic support, usually by securing increases in the amounts of federal aid made available to state and local governments by general revenue-sharing and "block-grant" programs. Since associations and public officials of local and state governments may find difficulty in obtaining direct federal financial assistance, they may seek indirect assistance by procuring for their programs federal revenue sharing funds.

Finally, some associations do receive direct financial assistance by way of Congressional appropriations and thus become, in effect, smaller, informal agencies of the Executive branch of government. For example, the Intergovernmental Personnel Act of 1970, as amended, authorizes the U.S. Civil Service Commission to make grants to private organizations for up to 50% of the costs of administering a particular program or study. The Act goes on to authorize such appropriations to each of the following types of private organizations:

1. national, regional, statewide, areawide, or metropolitan organizations, representing member state or local governments;
2. associations of state or local public officials; and
3. nonprofit organizations, one of whose principal functions is to offer professional advisory, research, development, educational or related services to government.

Congress is presently considering the extension of such appropriations, furthermore, to national labor organizations and federations. It should be mentioned perhaps that many of the 225 associations listed herein fall within at least one of the above categories, and are thus eligible for direct federal fiscal assistance under many congressional acts.

Nor are these relationships between private associations and government agencies considered improper under present federal law; rather they are accepted and sanctioned as a necessary element in intergovernmental cooperation. Such laws and Executive directives are Circular A-85, the Intergovernmental Cooperation Act, and the Intergovernmental Personnel Act constituted milestones in associations' efforts in mandating their participation in Federal policy by requiring that federal agencies work cooperatively with certain quasi-official private agencies (e.g., U.S. Conference of Mayors, National Governor's Conference). Circular A-85 for example, specified the procedures executive agencies and departments would have to follow in obtaining advice and consultation with state and local elected officials, and directed that the agencies "give constructive consideration to requests from heads of state and local governments to review and revise regulations already in effect, and consult with such officials on request." Through such requirements of agency-association cooperation, public-sector organizations have thus found a method of obtaining meaningful input into public legislation.

It is thus no mere coincidence that many of the associations listed in the Guide are headquartered in Washington, D.C. As Haider concludes, "The principal activity of government groups is lobbying....The groups assume various roles, constantly aspiring to enhance their position, competing with other would be influencers and seeking new alliances and coalitions to augment their claims: (p. 254). The government lobby groups vary substantially from other outside private interest groups (for example, Common Cause, or the Sierra Club) in what Earl Latham has termed the characteristic of "officiality." The chief distinction between public and private lobbying groups is officiality, which means, essentially, legitimacy in standing. Public, elected officials representing state and local governments have more claim to legitimacy than do ad hoc citizen interest-groups, and it is ultimately this legitimacy which remains the essential resource upon which associations seek to capitalize. It is, likewise, this real or supposed "officiality" which allows these associations to "speak for the people" and blurs the distinction between government lobby-group pressures and the less distinct "general will and welfare."

In conclusion, it can be said that the increasing role of professionalism in public employment in the United States thus reflects the broader, contemporary trend toward increased complexities in societal-governmental interaction. In forming professional associations, public administrators and employees have sought both to insulate themselves from the friction of competing social and political forces, and to promote their own professional and associational goals within the larger, societal context. It is indeed ironic, however, that in forming such associations surrounded with an external aura of objective, non-partisan professionalism, an important underlying motive of such associations is to increase their partisan, political influence affecting the policy decisions of federal, state, and local governments.

Dakahlia Governorate
Development Department
Rural Development at Tukh-el-Aklam

Tukh-el-Aklam belongs to the local unit of Tamboul-el-Kobra, simbellawien. It was so called because it was the headquarters of the public possessions of the state in Mohammed Ali era.

The total population of the village is about 10,000 people. Its cultivable area is about 1296 feddans. It's houses are about 1,200 units. About 50% of the total population own less than 1/2 feddan. The maximum property of land is 25 feddans a person. The main crops are wheat, cotton and maize. The village is distinguished by its co-operative spirit and the high rate of its educated youth.

There are no clashes among families.

The rural development in the village:

- It started with some initiatives for collecting alms and distributing them among the poor. This has been developed into training activity, then into a productive one under the name of "Community Development Society."
- The members are 142 and each shares with 50 mms per month.

The economic activity of the society:

- Training centre for producing rugs and blankets. Part of this production is exported to West Germany. Its production values 25,000 L.E. per annum.
- Girls' knitting works, values 5,000 L.E. per annum.
- Bee-Keeping: about 102 hives, produce about 500 L.E. per annum.
- Spinning Mill: still under construction.

- **Carpentry Works:** The specimen work has started, but the actual production will start within a few weeks.

Other activities:

- **The kindergarten:** Has about 100 children. They are offered educational services, health care and a complete diet. Each child pays 150 mms. per month.
- **The Women's Club:** Includes about 54 women. They are trained for children's nurseries and some rural industries such as vegetable drying and making syrups and jams.
- **Women's Training Centre:** It trains the girls who did not finish their education on housekeeping, fighting illiteracy and birth control. It contains 40 girls.
- **The Producing Families:** There are about 100 families. The society supplies them with raw materials and credits necessary for production and marketing. These families are as follows:
 - 23 families for producing rugs and blankets
 - 10 families for producing floor mats
 - 40 families for producing straw bags and baskets

Other contributions of the Society:

- Paving the road leading from the asphalt road to the village.
- Lighting the village by lanterns (before electricity).
- Preparing trips for youth to Ras-el-Bar, Gamasa, and Liberation Governorate.
- Building the new school, the big mosque and the area for the health unit.

- Building the sewer.
- Rearranging the village boundaries.
- Making Gallabiyas for the victims of Israeli aggression.

The Society Capital:

In 1976, it was about 50,000 L.E., in addition to more than 8,000 L.E. as profits.

The society had not received any financial aid from the government. Then it took a constant help of about 50 L.E. for five years. At last 500 L.E.

Why did the Society succeed?:

- The need for the fellow villagers for its production.
- The leaders' belief in work. -----
- There is no feudalism.
- The manual work (workers) are plenty and stable.
- Selling in installments.
- The help of the state and the technical guidance from the Ministry of Social Affairs.

Analysis of the experiment:

A group of students of the "Local Administration Diploma" at the Faculty of "Economics and Political Sciences", Cairo University are studying this experiment. These students are:

Nasr-el-din Hassan Zaid

Talaat Ibrahim-el-Saharty

Mounir Mamoun Ali

Ali-el-Dinel Tahan