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School of Global Affairs and Public Policy
Department of Public Administration

Paper

“The Governor and the gap between reality and expectations: A case study of El-Dakahlia governorate”

Presented to: Prof. Dr. Ghada Barsoum.

Submitted by:

Nahla Mahmoud – SID: 800091484
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Abstract:

The governors is one of the main components of the local administration system in Egypt. According to in depth-interviews conducted by the researcher in El-Dakahlia, there is a gap between the actual role of the governors and the role they should play. In addition, there are many problems related to the governor’s characteristics, functions and responsibilities and the way the people perceiving and evaluating them. Moreover, the study presents the main problems face the local citizens within El-Dakahlia and the governor's responsibility about them and their role in solving these problems. In addition, the study highlights the various suggested recommendations to fill the gap according to the interviews and literature mentioned by the researcher.

Therefore, this study consists of the following parts: an introduction about the research question and a background about the governorate, then, methodology on how the study answers its research question. Third, the literature is about the local administration system and the alternatives of reform. Forth, governor's functions and responsibilities according to the law and the way people perceiving the governor's role and performance through the available collected data. Fifth, the findings depending on the interviews and literature and recommendations that provide different ways for the reform; finally, the conclusion.
I. INTRODUCTION:

After the 25th January Revolution in Egypt, the reform has been one of the citizens’ demands in all Egyptian governorates. While the closest governmental unit to the citizens is the governorate, the local administration system’s reform has become the top priority for them. Consequently, it is the time for the decision makers to play their role by responding to the citizens’ demands. In this concern, reforming the local administration system in Egypt is a complex process as it has many components and multidimensional relationships between the executives and local councils within the governorate.

The local administration system in Egypt is mainly organized by Local Administration Law no. 43/1979 amended by Law no. 145/1988. The governorate is the biggest unit of the local administrative units. Furthermore, these governorates are distinguished into rural and urban governorates. The rural governorates are divided into marakez, villages and the urban governorates divided into cities that are subdivided into districts. Rural and urban governorates combine some of these divisions; Egypt is divided into 27 governorates. El-Dakahlia is one of the biggest governorates as its population is more than 5 millions. The governorate consists of 18 marakez and 3 cities. And it followed with 110 local units and it combines 336 villages. El-Dakahlia is considered as the first farm in Egypt. Its agriculture land is more than 8.3% from the Egyptian agriculture land. Its one of the richest governorates with its water and fish resources in addition to the high production of red and white meat.

El-Dakahlia is as each governorate in Egypt has a governor; who is always appointed or changed by the president. According to the law, the governor is the representative of the executive branch. He has certain tasks to do according to the articles “25-31” of the local administration law no. 43/1979. According to this law, there are no certain criteria in choosing the governors. However, they usually come from a military or police background; they are always men and there is no definite period for the governors to leave their office; consequently, some governors stayed in their office for more than 10 years.

1 - Starting from December 2009, Egypt was 29 governorates. After the revolution, 6 October and Helwan governorates were cancelled; consequently, Egypt has become 27 governorates.
The debate about the system of appointing the governors isn’t not a new phenomena as some literatures have mentioned before the doubts and the invalidity of this system to provide the citizens with their needs and enhance their role in influencing the decision making process. However, after the 25th January Revolution, the debate has been raised again especially after the first and second movement of appointing the governors in 16 April and 7 August 2011. [11]

After the first movement in April, there were protests mainly in El –Dakhalia, Alexandria, Bani Sewaf, El-Menia and a crisis broke out in Qena and lasted for roughly two weeks refusing the new appointed governors in these governorates. The protests have been renewed again after the second movement in August because of the local citizens’ disagreement on the appointed governors because of their background, previous situations and other reasons [4].

The researcher used the qualitative research methods through in-depth interviews to spotlight the role of the governor in El-Dakahlia and the citizens’ demands and their expectations about the ability of solving their problems. Through these interviews, the local citizens show their dissatisfaction about the provided services, the problems they face and their complaints about the role should be played by the governor. The literature and interviews highlighted the gap between the actual and expected role of the governor as one of the main findings in addition to other findings. Furthermore, the study presents many recommendations of reforming the local administration system in Egypt. Consequently, the study aims to investigate about the citizens’ demands related to the governors role and the main recommendations to meet the citizens’ needs.

II. RESEARCH METHODOLOGY:

This study is based on ethnographic field methods of in-depth interviews. Focusing on the role of the governors and the way the citizens perceived about the services that should be provided by their governor. The study will not only emphasizes on citizens’ perceptions about these issue, but also the citizens and literature’s recommendations of reforming the role of the governors and the local administration system.
This study uses the qualitative research that usually seeks in-depth and adequate information about a smaller group of people with the objective of learning about how and why they behave, think, and make meaning as they do [5]. I will advocate the snowballing strategy. Through doing interviews with 4 citizens in the El-Dakahlia governorate, the researcher can understand the way those people view and evaluate issues related to the governor’s position and the main challenges they face in their daily life. Furthermore, these interviews will help to show the citizens’ demands and the expected role of the governor [5].

The study stresses the main problems that citizens suffer from their perspective due to the time limits, the researcher doesn’t have the chance to do interviews with the previous governors or the current governor of El-Dakahlia to get their perceptions about their responsibilities and the way they operate; however, statements by some governors can give just an idea on how the governor perceive their role and the citizens’ evaluation of their performance. The interviews help the researcher in understanding citizens’ recommendations to work these problems out; consequently, the researcher can categorize these various problems with the literature’s recommendations.

Through presenting these problems’ categories within the functions and responsibilities of the governors, so the researcher can compare the actual and expected role of the governor, so the researcher can think about recommendations for reforming the local administration structure not only for El-Dakahlia governorate, but also for all Egyptian governorates. The data collection involved in-depth interviews with four citizens from the governorate. These interviews were done with 2 men and 2 women with various social background and age, so the researcher can get various issues and data that can be used.

Furthermore the researcher uses data of the local news that governorate has on the news websites. The study depends on the case study approach as it will focus on the case of El-Dakahlia. Through investigating deeply in this case, the researcher can provide a kind of deep understanding of phenomenon, so it aids in defining a complete and appropriate description that help the researcher to have some generalization and some suggestions for the reform not only in this governorate.
As a researcher, I should consider the ethical matters, so I have changed all the names of the interviewees to different names and I respect what they want me to publish and what they don’t. Furthermore, the research takes into her considerations the principles of confidentiality and anonymity, informed consent ownership of data and conclusion and all ethical issues.

III. THE GOVERNORS AND LOCAL ADMINISTRATION SYSTEM: A LITERATURE OVERVIEW:

There is no enough literature covered the governor as one of the crucial parts of the local administration system in Egypt. As most of the literature tackles the issue of the governor shortly within discussing the local administration and government. In dealing with the literature about the local administration or government, it divided into four categories; some literature focus on general concepts and relationships of the local administration or local government system as a whole. Second category focuses on specific concepts and highlighting certain relationships and concepts on the local administration field. On the other hand, third group of literature gives general knowledge about local administration system in Egypt (its history, its structure, its challenges…). The forth category of literature investigates specific relationships or issues within the Egyptian local administration system.

The first category focuses on general concepts and relationships of the local administration or government system as a whole. This type of studies gives general and global trends about the local governments and the importance of decentralization and good governance as determinants of the local governments or administration’s independence and capabilities to provide the local citizens with their needed services.

Some studies discussed the challenges faced by the local governments in the 21st century and proposed the importance of rebuilding the local government capacity by defining new visions of local governance and the evolving roles of local governments in the relationship with the central government. (Mildred Warner, 2010; Anwar Shah, 2006) [6].
Furthermore, this literature points out decentralization of political authority to local
governments, achieve democracy at the local levels and it stressed the principles of
efficiency, accountability and transparency. These principles are crucial for local
representative units especially in making decision and for supporting local
empowerment, free local elections and reforming the local institutions. (Pranab Bardhan
& Dilip Mookherjee, 2006; Andrew D. Selee, 2006; Yap Kioe Sheng, 2002) [7].

On the same track, some studies highlight the issue of local services delivery and
the various ways to improve them either on the central or local level; improving these
services delivery is thought to be one of the main targets of reforming the local
government or administration for the purpose of being closer to the citizens’ needs. In
addition, these studies put criteria for evaluating these services delivery by the local
governments. (Peter C. Humphreys, 1998; Anwar Shah, 2005; OECD Report, 2008) [8].

This category helps the researcher to understand the conceptual framework of the
study. To understand the Egyptian local administration system and the variables
intervening in this context, this first category is crucial to build on; besides, the Egyptian
structure as it developed in the local administration law. Furthermore, it gives the
researcher background on the various global trends of reforming the local governments;
consequently, the researcher can use these trends to evaluate the case and recommend
alternatives of reforming the local administration system not only the case, but it also for
all the Egyptian governorates.

The second category of the literature highlights certain relationship of the various
categories related to the local government’s issues. For example, some studies
reconsidered the relationship between decentralization and service delivery. As it
presented the direct and indirect effects of decentralization on service delivery such as
the access to local information, resource availability and local administrative
performance. Furthermore, these studies gave a space for investigating the relationship
between the local services delivery and the performance of the local government in this
concern for the purpose of promoting social accountability and demand for good
governance [9].
Some studies discussed the relationship between citizens, local executives and local democracy for exploring the different concepts of democracy and the role of the local leaders. These studies highlight the relationship between mayors and councils in democratic local government. (Henry Bäck & Hubert Heinelt 2006; Diana Conyers, 2007; Sabine Beddies & Mariana Felicio, 2011; William Fong, 2010) [9].

This category strengthens the researcher’s argument about the supposed role and the relationship between the local government especially those related to the mayors or the governors. Therefore, the researcher can use this relationship in recommending policies and trends for the reform of the political and local administration Egypt after the 25th January Revolution. By and large, these studies especially those related local democracy may give general lessons for reforming Egypt’s local administration system.

The third category of literature gives general knowledge about local administration system in Egypt; for example, its history, structure and challenges. These studies put the structure for evaluating the Egyptian experience and the main requirements for reforming the local administration system. For example, this literature didn’t only discuss the process, structure and challenges, but also it went further by giving recommendations for the local administration reform for the case of Egypt. (James Mayfield, 1996; Ali Al-Sawi,)

These studies asserted the issue that successful decentralization reform requires empowering the local communities either politically or financially. Moreover, it stressed the issue of lack of transparency, no clear decision making processes, political infighting, corruption and financial mismanagement. The need of balancing the executive’s role through the local council. However, these studies evaluated steps taken by the Mubarak’s regime and pointed out the importance of political reform besides the economic. (James Mayfield, 1996; Jorge Martinez-Vazquez & Andrey Timofeev, 2008; Ali Al-Sawi, 2002; Human Development Report, 2004) [10].
These studies help the researcher to understand the Egyptian local administration system's challenges, structure and recommendations for reforming especially after the Revolution. Owing to the fact that these literature covered the period before 2011, the researcher’s study updates the factors that should be taken into consideration in the issue of reforming after the Revolution, so it fills the gaps of these studies to cope with the changes of today’s world.

The forth category of literatures focuses on specific relationships or issues within the Egyptian local administration system. For example, some studies highlight the major shortcomings of the Egyptian constitution related to the issue of public administration system. They also spotlight the relationship between the local councils and the governors according to the local administration law and the imbalance problems in this concern. Moreover, these studies addressed the financial decentralization that is occurring out side the governmental structures in Egypt as these studies traced the expenditures and revenues of local units and focusing on issues related to Egyptian local government finance. (Ibrahim, Solava, 2006; Mohamed Nawar, 2006) [14].

Other group of studies in this category presented the historical evolution of rural development policies and the role of local administration; they stated the efforts in achieving the rural development either by the central government or local administration or NGO’s. These studies highlight decentralization and social welfare as new deal for rural development in Egypt. Some recent studies stressed the fact that many Egyptian governorates took part in the January 25th Revolution against Mubarak’s regime because of the unresponsiveness of the government to the people’s needs in all governorates; Egyptian citizen called for structural reform. Moreover, these studies stressed the issue of not having elected governors and the restricted role of them and the budget’s misallocation between the local and center. They also give policy briefs for local service delivery reform through criticizing the current system of local expenditure that lacks accountability, transparency and misallocation. (Ibrahim, Solava, 2006; Mohamed Nawar, 2006; William F. Fox And & Sayed Ghanim, 1998; Jamie Boex, 2011) [11].
This category helps the researcher to tackle the various concepts, issues and relationships related to the local administration system in Egypt; in addition, reading this literature gives the researcher an idea about the gap in the literature related to the researcher’s topic which is related to the governors’ choosing system in Egypt and how they operate and affect the local services delivery, local development, local citizens’ satisfaction and perception and local administration system.

Because of having limited literature in this main issue and the sub issues related to it, the researcher can elaborate more on these issues and fill the gap in this literature related to appoint the governors and the issues in this context. The researcher doesn’t find much studies focusing on specific issues or cases within the Egyptian context. Consequently, this conducted study is very important in adding ideas about these dimensions to the literature by studying this specific issue related to the study’s focus in the determined governorate which is “El-Dakahlia”.

IV. THE GOVERNOR IN THE EGYPTIAN LEGISLATION

The governor is one of the main parts of the local administration law and its focus of the study. He is always appointed or changed by the president and once the president left his office the governor should do so. According to the law, the governor is the representative of the executive branch. He is responsible for providing food security, increasing the efficiency of agricultural and industrial production, protecting the state’s land and properties, achieving the security, serving the environment, and developing the local community. The governor has the same authority of the ministry as he can gives opinion about the promotion of any workers. The law doesn’t put any restrictions on the criteria of choosing the governor and the period he should stay in office (Local Administration law, 1979).

In addition, a presidential decree in 1997 gives these authorities to the governor. As he:

- has the president’s authority within the boundaries of his governorate, he is the executive representative that implements the public policies to the country; he has the right of supervision and censorship over all services and production.
- can take any action in order to raise the efficiency of industrial and agricultural
production to achieve comprehensive and balanced development. He has the right to
take any procedure to protect the states 'lands and remove any aggression on this
land in this concern.
- is responsible for the security, ethics and public value in the governorate and he
cooperates with the security manager according to the public policy framework that
is put by the inferior minister and he manages all the buildings and take certain
procedures to protect its security.
- has the same authority the minister has to all decisions that comes from the councils
that manage the services within the governorate.
- is the president of all civil workers within the governorate and he practice the same
authority of the minister except the judiciary [12].

In reviewing the law ,its amendments and the decree, we can notice that the governor :

- has the same authority of the finance minister in the financial and administrative matters
and that without any effect on the budget of the country.

- is responsible in front of the prime minister to do his functions and he obligates to
present periodical reports about the results of his work in the various activities that practiced
by the governorate.

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

The law doesn’t include any condition to appoint the governor. But only a say
that the governor cannot be a member either in the parliament or the Shoura council or
local councils; however, it is not applicable in the case of the prime minister and the
ministers to be member in these councils. All political positions in the state require certain
conditions to get appointed or elected except the case of the governors. [13].
The governor is treated as a minister in the salary and the pension. He is responsible for all authorities and executive functions of the ministers related to all state services of the local administration. He is practicing the same responsibilities of the minister to all civil workers in the boundary of the governorate to the institutions that transferred its functions to local units. For example, for the higher education, establishing the faculties and higher institutes should be with the agreement among the governor, the university council, the higher supreme council for the universities and the minister. [14].

The governor is considered as the president of all civil workers within the governorate that related to local units; the governor:
- can move any worker within the governorate if he shows that he didn’t cope with the public interest.
- can give the opinion about the promotion and the movement of the workers before the decision is taken from the defined authority.
- can send the employer to investigation
- can ask for investigation with the workers within the governorate
- can decide about the way of using the state’s land within the governorate
- can determine the needs of the local administration’ jobs that employed by decision he takes [15].

Generally, there are some remarks about the idea that the governor is the representative of the executive authority as it is not clear and undefined: what is the executive branch meant here, what are the dimensions of representation is being talked about devolution, legal representation, replacement and what are the decisions’ powers?

Citizens in El-Dakahlia have recently witnessed protests against appointing the governor Mohsen Hefzy in April 2011 because of his police background. Hefzy has been senior officer at the inferior ministry, consequently the people had stand in front of the governorate’s building expressing their refusal to that appointment. These demonstrations have raised the debate about the system of appointing the governors which isn’t not a new phenomena as some literature have mentioned before in validity of this system to provide the citizens with their needs. [16].
There has been a need to know about the main challenges citizens face and their perception about the role should the governors play in their point of view and how they can perform this expected role.

V. THE MAIN FUNCTIONS AND RESPONSIBILITIES OF THE GOVERNOR IN THE CASE EL-DAKHALIA:

According to the law, it’s the governor’s responsibilities to provide food security, increase the efficiency of agricultural and industrial production, protect the state’s land and properties, achieve the security, serve the environment, and develop the local community. Therefore the study evaluates the role of the governor in this concern and addresses the main shortcomings and the ways of reforming. Through the interviews with the citizens and available data about the governorate, the researcher can have a comprehensive picture about the situation in the governorate and what people expect from those governors? The main responsibilities and functions of the governor and the way they are perceived [17]:

A- Providing food security:

Through the interviews and getting the citizens’ feedback and perception about the problem they suffer, the researcher got these responses related to the issue of food and water. For example: for the water issue. As water is one of the main essentials of the life, there is no creature can do without, so the citizens everywhere want to have clear and enough water. Drinking water’ shortage for weeks in some markezs in El-Dakhalia as “Met Ghamr”, it has a bad effect on the citizen’s life. The problem is not only that there is no enough water or any water for weeks, but also the mixing of drinking water and sewage and that is very dangerous for the people’ hygiene. In addition, the bread crisis is one of the common problems in all markezs in the governorate as the citizens queue daily for hours to get success to get limited number of the subsidized bread that described by complaints to be not only not enough, but it also inhuman, and awful. The complaints about the high prices and shortage of some basic food products. [18]
As the governor according to the law supposes to provide food security for the citizens in the governorate. In doing the interviews asking the citizens about their problems the water problem and food comes in the surface as the researcher got these responses:

“You know we had hard times for more than 4 months as we don’t have clean water but the water mixed with sewage and that affect our hygiene. Can you imagine that? It is not human at all, I used to send my children to my sister in El-Mansoura to get shower 2 days per week.” (Ahmed , 60 years, 11 November)

“ You cannot imagine how inhuman is the feeling of wanting to have a shower as feeling hot in the summer and you cannot because there is no water as you hardly afford the water for drinking and cooking”(Mona, 26 years, 13 November).

The citizens in the governorate have harsh water shortage problem that result from the mixing of clean water and sewage system which could lead to dangerous diseases and that cause the cut of the water for along time, so a lot of people starving and they expect the governor’s role in this concern as he is the executive’s representative that implement the public policies, so he should in this problem.

Moreover, in highlighting the food issues in the governorate, there were many complaints in the news about bread crisis and high expectation to the role of the governor as provider of food security to protect the people’ rights of decent food [19]. The citizens’ complains about the food were:

“The bread, the bread, the bread “we here have inhuman bread I think it’s even harmful for animals. The bakeries sell the subsidized flour in the black market and bake us... I am sorry to say “Garbage bread” (Ahmed, 60 years, 11 November)

“The prices of the food are very expensive. Everything is “Nar” (fire) the vegetables, fruits and meat although we have all this agricultural lands. For example, the price of tomatoes is 4 LE per kilo, rice is 5 LE per kilo. Peas are 8 LE per kilo. And if my husband got 20 LE per day or even less?? What should we do?” (Mona, 26 years, 13 November)

“My cousin lives in Egypt “Cairo”. And when she came to visit last year, she astonished from the prices of vegetables and she told me that Cairo is much cheaper than El-Mansoura. This is what I want from the governor to provide “Lokmet 3ish” with reasonable prices and all what I need to live .. I should buy very little quantity that doesn’t satisfy me and my husband’s needs what about my children in the future.” (Mona ,26 years, 13 November)
In addition, the governorate has witnessed some food crises related to the shortage of some goods and one or more of the intermediates goods related to it. For example, the governorate faced more than one problem of petrol’s and diesel’s shortage. Consequently thousands of people queued up to get some of it, but they couldn’t. Consequently, the production of bread is affected as most of the bakeries, transporting the food from a place to another within the governorate. There have been also problems in the irrigation process, so the farmers complained that they lost their crops because of the water shortage. This problem has caused other serious problems; irrigation by using unclear water and stop planting the lands. The shortage of some kind of seeds those are required for the agriculture of some basic crops[20]. In this concern, the role of governor has been asked to guarantee the food security.

B- Increasing the efficiency of agricultural and industrial production:

This responsibility is related in away or another to the first function of providing the food security as increasing the efficiency of the agricultural and industrial production will guarantee the food security. In this concern, getting the citizens' perception about the role of the governor, the main problems they have and their alternatives of solutions. In achieving the efficiency of agricultural and industrial production, there are many challenges related to the system itself, bureaucracy, the role of the governor and the local culture of the citizens. For example, these were citizens’ responses to this responsibility:

“I bought the gas cylinders with 20 LE and this is very expensive for me. I cannot afford that and the farmers need it for their work and these prices affect their productivity. What shall I do? We cannot cook without this gas, but the streets vendors took these gas cylinders from the government with less than 5 pounds to sell it to us with 20 LE. There is no supervision at all on those vendors' activities, so we pay the price and our life becomes harder.” (Om Hassan, 48 years, 14 November)

"The governor can do many things just if he wants; for example, he can encourage the small projects by women, so we can increase our income and help our small families and the economy of our governorate. we tried more than one time to meet the governor and his office’s manager, and we left letters for them about the projects we have which aren’t expensive at all and they can solve many problems. But guess what?? we didn't receive any comment or response in this concern and even no one promise to search these projects or give us alternatives”(Mona, 26 years, 13 November).
There are many reasons behind the inefficiency of the agricultural and industrial production; the bribes, corruption, the lack of supervision and unresponsiveness not only negatively affect the efficiency of the governor, but the production as well. There have been many complaints from the farmers that they couldn’t find important seeds and some non-harmful pesticides that affect destructively the agricultural production of the most of the crops and that affects not only the El-Dakhalia, but also other governorates, so they have impact on the prices of the agricultural and industrial goods [21].

Moreover, the workers in factories suffered from unfair and unequal treatments. The workers in the governorate’ factories believe that they couldn’t have their rights owing to inefficient compensation system and inconvenient pension arrangements, so the workers’ production is harmfully affected by their feeling unsafe. The shortage of water, electricity, petrol, and diesel in some areas affected both agricultural and industrial production. The strikes made by the workers and lasted for a long time owing to the unresponsiveness of the governor to their demands influenced the production. Consequently, there is inefficiency related the agricultural and industrial production as there are many wasted resources either human or material. There have been many corruption cases were reported related to electricity and lands within the governorate because of the weak supervision of the governor.[22] .

C- Protecting the state’s land and properties & achieving the security:

One of the crucial responsibilities of the governor according to the law is to achieve the security in his governorate, so this can push the agricultural and industrial production; consequently, the governor can achieve the food security. After the 25th January Revolution, the issues of achieving the security and protecting the state’s land have become “the hour’s issues” in most of the Egyptian governorates.
Furthermore, the citizens’ demands of achieving security and protecting the state’s land; these demands are expressed through the citizens’ points of view about these issues:

“After the Revolution, we suffer from security problems and weapons are in everyone’s hand. Crimes are committed and neither police officers nor the governor does anything in this concern. I am really afraid about my family and neighbors and I don’t understand why they cannot stop these crimes. We all want security and money to live with. I wish the governor to get these problems out.” (Om Hassan, 48 years, 14 November)

“The governor cannot do anything to the corruption problem, selling and stealing the lands of the governorates” (Ahmed, 60 years, 11 November)

“The governor can give us a piece of land for reclamation so we can add to the agricultural land of the governorate and Egypt as well and finally we can have a job. For achieving this, we have many problems and we found out that the governor insists on giving the lands to the investors without any complexities and forwards all the drawbacks and the red tap to us the sons of this governorate. Really I cannot understand the reasons behind those attitudes. I think the governor can give us these lands just if he wants, but he will never want” (Khaled, 25 years, 15 November)

There are complaints about the robbery of the states’ lands in Talkha City. The governorate has witnessed more than 15 thousands aggressions on the agricultural and the state’ lands after the revolution. However, there were many of the state’s land acquisition cases before the revolution. There have been complaints from the citizens that thieves stole the lands of the state and that some parliament’ members have been involved in this problem. Without any intervention or real obstacles from the governor or the local councils. For the security issues, most of the governorates in Egypt face the insecurity problems and the growing feelings of fears and the incapability of governorate to achieve the security they want in addition to the spread of using the weapons in such small conflicts and everywhere. The number of the crimes, robberies and kidnapping is very high after the Revolution, so for them, it is to the governor to interfere to promote the security. [23]
D- Serving the environment:

It is everyone’s right to have a clean environment and it is the governor’s function to protect the environment where the citizens live. Clean environment related to the citizens’ health and the ability to work and produce, so it affects not only the one income, but it also the national income. The citizens have reported many case of environment’s pollution and expressed their dissatisfaction about that:

I am 46 years; however, I have problems in breathing because of the pollution that result from the burning of garbage and wastes of the crops are everywhere in the village and the governorate, so a lot of people suffer from health problems in breathing because of the burning and the tons of garbage in front of our houses and in the roads. The governor should take part in solving these problems because it is very harmful for our health. The farmers burn these wastes in front of everyone’s eyes, but no one stop them from doing that. They slowly killed us. (Om Hassan, 48 years, 14 November)

“we have tons of garbage in the streets, dark streets, so many accidents of robbery ………..I told you we have many problems that can make books and books” (Ahmed, 60 years, 11 November)

The employees in the governor’s office said about burning the rice Ash “what can we do? “ya3ni han3melhom eh?” , we cannot stop them!!. Once the governor and his office cannot do anything. Who can do ?!!. Who can stop those farmers from affecting our health, children and our life as well”. (Om Hassan, 48 years, 14 November)

The unresponsiveness to the cleanness’ workers strikes and their demands affect the environment as there were tons of garbage in the streets and some people decided to get rid of this garbage through burning them, so it affects the environment and people’s health. The problem of sewage system as many streets in the governorate not only suffer from garbage but also sewage’s water is spread in these streets and that escalate the problem they face. The problem of burning the rice’s ash and its straw is one of the main problems that affecting the people’s health and environment not only for the governorate but also for all Egyptian governorates. This rice ash causes the pollution of air that the people breathe, so it causes problems in breathing especially for children. [24]
Furthermore, this burning ash increases the percentage of the car accidents owing to the straw out of the burning that cause “the black clouds” that affects the vision on the railways and by that it is one of main responsible for the accidents in roads. The lack of supervision over the factories that send its garbage to the Nile water in the governorate. For example, Omar bek factory dumps its wastes in the Nile and there is no supervision from the governor. [25]

E- Developing the local community:

All the problems and challenges that citizens face are affecting the local development in the community as there is no development without providing food security, increasing the efficiency of agricultural and industrial production, protecting the state’s land and properties, achieving the security, serving the environment. The governor supposes to play a role in developing the local communities to get the citizens’ satisfaction and add to the national development. Moreover, the citizens in the governorate suffer from many problems that hinder the development for example;

“We have tons of garbage in the streets, dark streets, so many accidents of robbery………..I told you we have many problems that can make books and books. there is no implementation to the law, the street vendors are everywhere... I cannot find centimeter on the pavement to walk ……. Moreover, there is no enough petrol, so the prices of the transportation have increased and a lot of my friends lost their jobs” (Ahmed, 60, 11 November)

"The current working system is nepotism and bribes; you should know or be one of the governor or the parliamentary member’s relative in order to get the services that you should have because you are only citizen and not because of these relationships" (Khaled, 25 years, 15 November)

All the various problems affected the local development in El- Dakahlia. As developing the local community is according to the law is the function of the governor; however, the governors cannot achieve it according to the interviews conducted with people related and their dissatisfaction related to the problems of education, poverty, basic needs that are the core issues in developing the local community.
VII. FINDINGS:

- The citizens in El-Dakahlia governorate suffer from many problems that affect their perceptions about the governor owing to the continuity of these problems. Having new problems without real solutions increase the dissatisfaction and protests especially after the 25th January Revolution as the citizens expect more from the government and the governor to make their life better.

- There is a gap between the actual performance of the governor and his expected role as the citizens perceive that the governor should solve all problems they have; for example, he should do something related to the prices of vegetables, reopening closed schools, dealing with the unemployment problems and many other challenges the citizens face. However, there are many dimensions that aren’t considered by the citizens; for example, the literature has stressed the decentralization and local governance as main intervening variables in understanding how the governors operate and work within the local administration system.

- The local administration system in Egypt has many challenges and the role of the governor is constrained by the centralization of the system and the limited control and authorities the governor has on the governorate’s budget, resources and revenues. The incomplete fiscal decentralization reform in addition to the administrative complexities make the issue of solving citizens’ problems is not an easy task for the governor. However, the governor as a representative of the executive branch has to implement its national policies even if it has nothing to do to the contextualization of his governorate. In this concern, the governors stressed more than one time that they don’t know how to proceed through the functions that mentioned by the law. For example, the ex-governor Adel Ilhami said “As governors, we don’t have real authorities not as the people think; for example, there was a failure in the telephone communication within the governorate and I couldn’t do anything in this concern; all what I could did is to call the ministry and ask them to fix the problem. However, I totally understand the local citizens’ expectations, but what we can do ?? we need to be empowered” [26]
- The functions and responsibilities of the governor according to the law are interrelated as the governor can never achieve the food security without increasing the efficiency of the agricultural and industrial production that cannot be achieved without achieving the security. Developing the local community cannot happen if these previous responsibilities aren’t achieved.

- There are some responsibilities that cannot only affect El-Dakahlia, but it also affects other governorates; for example, protecting the environment as a responsibility related to the problems of polluted air and Nile water because of burning rice ash and dumping the factories’ wastes are among the main challenges facing the environment. Consequently, if these responsibilities are not well implemented, these will have negative externality over Egyptian governorates and that can increase the costs of solving these problems over years.

- Most of the citizens in the governorates don’t know about the imbalance relationship between the center and the localities (governorates) and the role of the various ministers in managing their responsibilities in the governorate as they believe and perceive that all problems and issues in the governorate are the governor’s responsibility which is not true as some governors have mentioned before that they cannot solve citizens’ problems and do their tasks without having real authorities.

- The citizens try to provide alternatives and solutions for the governor to adopt to get them out of their problems especially that those problems are everyone’s problems, so the citizens have the participatory motive to take part in solving the local community’s problems and that is very essential for developing these local community.
VII. RECOMMENDATIONS:

In getting the local citizens’ responses about the challenges they have in addition to the literature’s alternatives of reforming the local administration system in Egypt, there are many applicable recommendations. Some of these recommendations are for the ways of solving the common problems in governorates; other recommendations related to the position of the governor itself. Third group of recommendations related to local administration system in Egypt as whole and the responsibilities of the governor.

1- The recommendations for solving governorate's problems:

- Encourage the micro-credit finance to be provided to the small projects for the citizens in the governorate especially the unemployed youth and women and this will help not only the poor in the governorate but it will push the economy and local development. For example;

“The governor can encourage the small projects by women, so we can increase our income and help our small families and the economy of our governorate. We haven’t any source of funding our various projects that are very small but it is very effective to us and our families and I believe that if the governor can help us to do these small projects, we can solve a lot of the problems we have.” (Mona, 26 years, 13 November)

- The reclamation of the state’s lands and increasing the agricultural lands in the governorate depending on the youth will help not only the unemployed youth to have a job, but it also helps the economy of the governorate and the national economy as well.

“The governor can give us a piece of land for reclamation, so we can add to the agricultural land of the governorate and Egypt as well and finally we can have a job. For achieving this, we have many problems and we found out that the governor insists on giving the lands to the investors without any complexities and forwards all the drawbacks and the red tap to us the sons of this governorate” (Khaled, 25 years, 15 November).
2- Recommendations for the position of the governors:

- The way of choosing the governor is seemed according to citizens’ views and literature as well to be one of the main ways of reform. As the local administration law said that the governor should be appointed by the president as he is representative of the executive. However, some literature in highlighting the importance of reform in this concern and the way of choosing the governors; these literature recommended electing the governor instead of appointing them and in there should be a separation between the function of the governor as representative of the executive and as a provider of the local services in order to get the citizens’ satisfaction [26]

“ Not any one can be our governor. Our governor should be one from us, so he can know about our problems and demands” (Ahmed , 60 years,11 November )
“ Our problems are too much ,but what we can do??. We didn’t choose our governor ,so we have nothing to do” (Om Hassan , 48, 14 November ).

- Empowering the local councils to stop the imbalance relationship between these councils and the governor. As the law gives the governor the right to attend these local councils meeting and this affects their independence and hinder their ability to supervise over the governor’s functions and responsibilities.

3- Recommendations for local administration law :

- After the 25th January Revolution, there has been a debate about having a new law of local administration system that gives the governors more authorities to do their jobs and meet the citizens’ expectations in solving the problems they have . These new authorities will give the governor the required ability to use some of the governorate’s revenues to meet the citizens’ needs. [27]

- The necessity of highlighting the decentralization, local governance and local development as key principles of the new local administration system of Egypt after the Revolution to facilitate the governor's mission in doing their tasks.

The researcher has been selective in choosing the doable recommendations for the Egyptian context. Consequently, the decision makers can use these recommendations for reforming the local administration system in Egypt after the 25th January Revolution.
Conclusion:

According to the interviews and literature, there is a gap between the actual and expected performance of the governors due to many aspects related to the local administration law, the functions and responsibilities of the governors, the restricted authorities of the governors owing to the limited application of decentralization and local governance and the increasing expectations from the local citizens especially after the 25th January Revolution. The local citizens in El-Dakahlia have many real problems related in a way or another to the functions of the governor, so we can easily understand the citizens’ perceptions about the role that should be played by the governor. To fill this gap and meet the local citizens’ needs especially after the Revolution, there are recommendations derived by the interviewed citizens and the literature should be considered. The reform of the local administration system in Egypt in this concern is essential and the recommendations related to solve the problems and the position of the governor cannot be adopted without reforming or having a new local administration law that meets all the citizens and literature’s expectations about the role of the governor.
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