



The Role of Coordination Mechanisms Between the central Government and Local Administration Units In Improving the Performance of the Local Administration Bodies in Egypt

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Abstract

Purpose: Coordination between the central government and local administration is important to achieve complementarity of performance, prevent inconsistencies and overlap in the competencies between them, but it needs to develop mechanisms for coordination between them. Therefore, The paper aims to study the impact of coordination mechanisms between the central government and local units on the performance of local administration bodies in Egypt.

Design/Methodology: the study used the analytical descriptive approach to analysis of coordination mechanisms between the central government and local units, as well as the legal approach based on the analysis of legal sources, many documents and data related to the coordination mechanisms to answer the study questions.

Findings: The researcher intends to pinpoint coordination obstacles between the central government and Local authorities to develop the organizational relationships and patterns of interaction between the central government and Local authorities and creating mechanisms for effective coordination between them and provide practical solutions for improving the performance of local administration bodies and present a roadmap for reform The local system in Egypt.

Practical implications: the study is expected to be beneficial to decision makers with regard to using coordination mechanisms between the central government and Local authorities as a managerial approach to reform the local system in Egypt.

Authenticity/value: the current study is the first published attempt to verify the role Coordination Mechanisms Between the central government and Local authorities in improving the performance of the local administration bodies in Egypt

Keywords: Local Administration, Coordination Mechanisms, Local System Reform, Egypt.

Introduction

The local administration system is based on the idea of distributing the burdens of the administrative function between the central administrative apparatus and other (independent) local bodies, which have the authority to decide and act on local matters under the supervision and control of the central apparatus

* This article was submitted in March 2022, and accepted for publishing in May 2022.

DOI: 10.21608/aja.2022.128348.1218

(El Bagoury, 2013: 62). According to this system, the state is divided into local units, which are based on managing the affairs of each unit, including an authority independent of the central government within the scope of its local area. And within the limits of the powers and competencies authorized by the law, provided that these bodies are linked to the central government with a set of relations which guarantees the unity of the political and administrative state. The efficiency and effectiveness of the performance of local administration bodies depends on a number of basic components and principles, the most important of which is the coordination of efforts among all parties to the local system; Vertically between the central government and local units, and horizontally between the various agencies at the single administrative level, as well as coordinating efforts with other relevant agencies and organizations, besides clearly defining goals and arranging priorities, setting policies and plans and designing systems and programs that help enhance the efficiency of local administration agencies in managing the development process in an integrated and rational manner.

But the researcher noticed that, the absence of coordination between the central government and local administration units led to the weakness of the effectiveness of the local administration system in Egypt. This study attempts to address this phenomenon from a scientific and academic perspective, with the aim of revealing the nature of this coordination between the central government and local units, to achieve coherence, harmonize and integration performance between them, and to prevent overlapping of programs, tasks and competencies, and avoid conflict and duplication to achieve local development goals. Within the framework of the distribution of functional roles and the division of work between the central and local levels.

The Study Problem and Questions:

The weakness or absence of the coordination mechanisms between the central government and local units in Egypt, in making and implementing local development policies represented the main reason for conducting the current study in order to identify the role of Coordination Mechanisms Between the central government and local administration units In improving the performance of the local administration.

With the multiplicity of administrative bodies at the local level and the fragmentation of activities between them. There is a difficulty to coordinate activities of these agencies and direct them to serve the objectives of an integrated local plan.

Moreover it's difficult to agree between these agencies on general objectives for local development. As a result of overlapping of competencies and lack of coordination between branches of the ministries and various bodies operating within the local unit, loss of coherence and integration between plans of local units and general policy of the state, which helped the emergence of some shortcomings in the performance of the local administration bodies and loss of their ability to manage public utilities and local services efficiently, which requires to reorganize the relationship between the central government and local units to develop mechanisms for coordination between them for improving the performance of local administration bodies and achieve complementary performance between them and the central government.

Based on the above mentioned, we can see the importance to coordination mechanisms between the central government and local units, a case that urges us to examine its role.

For this reason, this study will investigate how coordination mechanisms between the central government and local units can be benefited in improving the performance of local administration bodies in Egypt. Therefore; The current study aims to answer the following questions:

- RQ1. What are the nature and determinants of relations between the central government and local Administration units in Egypt?
- RQ2. What are the dimensions of the concept of coordination and its importance for organizing Central-local relations?

- RQ3. What are coordination mechanisms between the central government and local units in Egypt?
- RQ4. To what extent does the effectiveness of these mechanisms affect the performance of local administrative bodies?
- RQ5. What are the obstacles which limit effective coordination between the central government and local units in Egypt?
- RQ6. How can coordination mechanisms between the central government and local units contribute to improving the performance of local administrative bodies in Egypt?

Literature Review:

There are many literatures that dealt with the issue of coordination between local units and the central government, the most important of these studies are: The study of (El Bagoury, 2022), and the study of (Nasr, 1985), which dealt with the issue of coordination within the axes of local administration reform in Egypt, as well as some other studies dealt with coordination processes within the determinants that lead to achieving local development, the most important of these studies are: the study of (Ismail, 2016) and the study of (El Bagoury & Mahmoud, 2022), while some other studies dealt with the issue of coordination between local and central government within the framework of health and education sectors, such as the study of (Badran, 1991). Finally, other studies dealt with coordination between central and local government in some international experiences, such as the study of (Kamrul, 2010) and the study of (Farghaly, 2019).

- **The study of (El Bagoury, 2022)** revolves around the ways of reforming local administration in Egypt, based on three approaches, which are: historical approach, legal approach, and structural-functional approach. The study is divided into two main parts. The first part analyzes the problems facing the reform of local administration in Egypt at three levels, which are the level of the local system, the organizational level, and the level of local human resources. The second section deals with suggestions needed to develop the local administration system in Egypt at the same previous analytical levels.
- **The study of (El Bagoury & Mahmoud, 2022)** endorses local governance as an approach for managing local development by focusing on the various dimensions of the theoretical relationship between the two concepts highlighting the Egyptian case. The paper is divided into four main sections: the first section reviews the concept of local governance, its development and the reasons behind it. The second section highlights the evolution of the concepts of managing local development activities. As for the third section, it relates to analyzing the dimensions of the theoretical relationship between the concepts of local governance and local development by focusing on the political, economic, social, and administrative dimensions of that relationship. Finally, the fourth section analyzes and studies local governance as an approach for local development activities in Egypt.
- **The study of (Ismail, 2016)** revolves around Localities represent a key entry point for achieving comprehensive and sustainable development for any society Then the development of local work is one of the vocabulary of improving the public policy-making process For any system, the development of local administration in Egypt includes consolidating the authority by strengthening decentralization, Activating local authorities, building responsibility by preparing cadres who exercise the authorities This study deals with an integrated strategy for the development of management local, highlighting strengths and weaknesses, opportunities and challenges, and themes Development.
- **The study of (Kamrul, 2010)** revolves around coordination problems in local administration in Bangladesh. This study analyzed the joint organizational coordination between various bodies at the local level in Bangladesh. effective coordination requires that there be coordination between collective efforts in order to achieve a common goal.

- The study aimed to explore and identify the factors that affect the coordination between the various parties concerned with the implementation of public policy in Upazila; identifying factors that cause coordination problems; Identification and study of the determinants and factors that can affect the achievement of coordination in Upazila, and this study reveals that the issue of coordination between the different agencies may not end in the public administration, nor as a means to implement public policies at the local level in Bangladesh, because although ensuring coordination between agencies is a necessary condition When implementing policies through multiple bodies, coordination between ministries suffers from the absence of a clear division of competencies, weak resources (financial and human), and regular informal contacts among the parties concerned with implementing public policies.
- **The study of (López, 2007)** aimed at identifying the relationship between central and local authorities, provide an overview of the interaction between local authorities, central government, and/or regional authorities in countries where regional authorities have legislative powers and influence local government and analyze the actual situation regarding interactions between central and local authorities. The study ended with monitoring the local authorities in Europe, identifying a set of principles, rules and mechanisms of interaction between central and local authorities, derived from the constitutional and legal mandate, highlighting the main areas of responsibilities that constitute the core of the work of the local authority, and monitoring good practices in the relations between the central and local authority.
- **The study of (Badran, 1991)** aimed at identifying the relationship between the central and local authorities by applying to education and health activities in Egypt. The study concludes Determining the pattern of the relationship between the central and local authorities to enable them addressing the problems that prevent the launch of the central and local agencies in performing their mission to the fullest when providing public services, especially education and health, Determining the management style, the managers' work style, and the appropriate performance style in the field of education and health, Determining the appropriate methods to address the problems of financing and individuals in the localities to increase the efficiency of the performance of education and health activities.
- **The study of (Takeji, 1991)** aimed to describe the relations between localities and the central government in Egypt, The extent to which these relations have developed. This study reached the following results: The failure of the Egyptian administration to implement the local administration system, as it was unable to achieve the required change due to the holistic view of the political structure; Understanding the dynamics of relations between localities and the central government requires further study, research and field study; The political practices at the local level led to the development of their political participation, and generated political competition among members of the local community, but it narrowed the opportunities for political choice.
- **The study of (Jalal, 1988)** aimed to describe the current relationships between local units, each other on the one hand, and between them and the service agencies that fall within their scope, to identify the shortcomings in those relationships and to identify the extent to which the objectives of administrative decentralization are achieved, in addition to analyzing the impact of the shortcomings in the local organizational relationships on achieving the goals. The study used the comprehensive approach, where the study demonstrated several results, including: First: There are shortcomings in the organizational relations between local units, and this shortcoming is due to legal, organizational and personal sources; Second: There are negative repercussions of the shortcoming in the organizational relations between local units, on the relationship of those units with the local service agencies; Third: There is a conflict and overlap between the competencies of the

local units of the centers and the competencies of the service directorates in the governorates towards the service agencies in the centers on this one hand, and there is also an overlap between the competencies of the local units of the villages and the competencies of the service departments in the center toward the service branches in the villages.

- **The study of (Nasr, 1985)** aimed to show the structure of the local administration system in Egypt, the competencies of all its elements, then presented the relationship of the central government with the units of local administration, This study concluded that the relationship between the ministries of services and their directorates was limited to technical subordination. As its administrative subordination has moved to the governorates, the technical subordination is limited to informing the directorates of the general plan that the directorate undertakes to implement, and the ministry follows up the implementation, but these relations are still unstable organizationally.
- **The study of (Farghaly, 2019)** aimed at identifying the effectiveness of the role of local administration in public policies: A comparative study. This study examined the local administration system in Japan, Malaysia and Egypt, and indicators of the effectiveness of its role in making and implementing public policies; Identifying the problems and obstacles faced by the local administration in order to perform its role in public policies; He suggested specific methods to fix the defect in the components and pattern of interaction of the Egyptian local administration with the surrounding environment to raise the efficiency and effectiveness of mobilizing local resources as a basis for development in Egypt in the post-revolution phase of January 25, 2011.

From a Review of Previous Studies, it is Clear That:

The researcher seeks, through previous studies, to reach a comprehensive theoretical framework that combines the factors that affect central-local relations, and the basic elements for improving the performance of local administration agencies, from the perspective of integration between central and local agencies to serve the state and society together, and the development of coordination mechanisms between the central government and units local. These studies represent the theoretical framework from which the study is based, and then apply what the researcher has found in the theoretical framework to the central-local relations in Egypt, in order to reach the causes of the problems that impede the achievement of complementary performance between the central government and local units to improve the performance of local administration agencies, and to develop solutions appropriate to them, and the development of mechanisms for coordination between them.

This Study Agrees with Previous Studies:

- It seeks to formulate a theoretical framework for coordination mechanisms between the central government and local units, to improve the performance of local administration.
- It deals with a set of dimensions that were previously tested in previous studies, although the variables and the perspective of dealing with them differed from one study to another. There is a similarity between international and Arab studies and the subject of this study in that it was conducted and applied to the central local relations, even if the areas of these relations and areas of application differed.
- The researcher agrees with the studies that indicated the need to achieve a balance between centralization and local units (decentralization) and the development of central-local relations, and seeks to reach through this study the development of mechanisms for coordination between the central government and local units to improve the performance of local administration bodies, to enrich the theoretical framework.

This Study is Distinguished from Previous Studies:

- Despite the multiplicity of studies that dealt with central-local relations in Egypt, most of them stem from the idea of administrative guardianship, which is based on central control over local units; This is because the independence of local units is not absolute independence, but it is restricted to what the central government has the right to exercise control over them and their work. Therefore, this study comes to analyze the relationship between the central government and local units from the perspective of cooperation and coordination first, then oversight, and tries to understand the details and dynamics of this relationship.
- The current study also differs from previous literature, in terms of focusing on: how to achieve integration between central and local agencies in Egypt, and create a balanced relationship between them to serve the state and society together, and draw a more detailed map of one of the paths to reach a more efficient and effective local system, through Studying and analyzing the dimensions of central-local relations, revealing the coordination mechanisms between them, and evaluating the effectiveness of these mechanisms and their role in improving the performance of local administration bodies in some international experiences. And provide methodological foundations for charting the course of organizing the central local relations, and coming up with a proposed framework for developing mechanisms that ensure effective coordination, achieve complementary performance between the central government and local units, and help avoid duplication and conflict of competencies to achieve local development, in proportion to the Egyptian situation.

Design/ Methodology:

The study is based on the analytical descriptive approach to analysis of coordination mechanisms between the central government and local units, as well as the legal approach based on the analysis of legal sources, many documents and data related to the coordination mechanisms to answer the study questions.

The Study Division:

The study attempts to answer the previous research questions by addressing four important points: 1) The first point relates to the conceptual framework of the study by defining Coordination concept; 2) The second point deals with the determinants of the relationship between the central government and local units in Egypt; 3) The third answers the following question: What is coordination and its importance for regulating central-local relations?; 4) The fourth point relates to coordination mechanisms between the central government and local units in Egypt.

I- Conceptual Framework of Study

The study depends on a set of concepts, the most important of which are: coordination, performance improvement, central government, local administration, local administration bodies, local units. The following is a preliminary summary of what is meant by each of these concepts:

1- Coordination Concept:

Coordination is a general term for the process that allows individuals to manage interdependencies that arise when completing a task. In situations involving knowledge workers who possess a variety of expertise, coordination usually involves sharing information between two or more actors.

Relational coordination is defined as "a mutually reinforcing process of interaction between communication and relationships carried out for the purpose of task integration". and is comprised of three relationship dimen-

sions (shared goals, shared knowledge, mutual respect) and four communication dimensions (frequent, timely, accurate, problem-solving focused communication). At the core, relational coordination is about “coordinating work through high quality communication, supported by relationships of shared goals, shared knowledge, and mutual respect” (Claggett & Karahanna, 2018: 7).

Coordination usually involves sharing information between two or more actors.

Coordination is defined as “the act of managing interdependencies between activities performed to achieve a goal”. It is a relational process based on task interdependencies. It originates from the need for simultaneous execution of activities falling under the powers of various organisations, and results from the specifics of their operations. From the traditional perspective, it refers to hierarchical control, whereas the organisational perspective pertains to centralised, dispersed coordination or a combination of two types at the organisational level.

Coordination is a continual process and a component of the organisation. It depends on the specifics of the entities involved, the circumstances as well as dynamics of change in the external environment in which the entities operate. It is assumed that good coordination is nearly invisible, only being noticed most clearly when it is lacking.

2- Coordination Mechanisms between the Central Government and Local Units:

The researcher means by the coordination mechanisms in this study that they are: “those means or methods and tools, through which it is possible to achieve integration between the objectives and activities of the central government on the one hand, and the units of local administration on the other hand, In order to achieve the objectives of the local administration system efficiently and effectively”.

3- The Central Government:

It means the President of the Republic, the Council of Ministers, the Ministry concerned with local administration (Ministry of Local Development), the various ministries, and all central bodies with general jurisdiction over the territory of the state that have a relationship with local administration.

4- Local Administration:

It is a method of administrative organization in the state, based on the idea of distributing the administrative function between the central government, and local bodies that have an independent legal personality, which may be elected or appointed. Or a combination of both, where it exercises its functions under the supervision and control of the central government with the aim of achieving local development (Abdel Wahab & Helal, 2011: 27).

5- Local Administration Bodies in Egypt:

They are divided into three sections: local units, local people’s councils, directorates and service branches, branches of public bodies and holding companies within local units.

6- Local Units:

Law 43 of 1979 identifies the basic units of local administration in Egypt to include: 27 governorates/al-Muhafaza, which are divided into 188 districts/al-Markaz; 91 urban quarters/al-Hay which are subdivisions of major cities and some larger provincial cities; 228 towns/al-Madina and finally 1,344 village units/Wahda al-Qarya. (General Secretariat of Local Administration: 2021)

II- Determinants of the relationship between the central government and local units in Egypt

It is necessary to examine the principles and mechanisms that govern the relations between local and central authorities (López, Alba Nogueira, 2007: 2). There is a set of indicators affecting the interaction patterns between local units and the central government in Egypt, as follows:

1- **The Constitutional and Legal Framework on Local Administration System in Egypt**

The Constitution of Egypt adopted in 2014, established a complete system for managing the state by following administrative, financial and economic decentralization. Article(175) approved the division of the state into administrative units that have legal personality, and within the framework of regulating central-local relations, Article(176) stipulated that:The state ensures support for administrative, financial, and economic decentralization.

The law organizes empowering administrative units in providing, improving, and managing public utilities well, and defines the timeline for transferring powers and budgets to the local administration units.

According to Article (177), The state guarantees that it will satisfy the local units' needs in terms of scientific, technical, administrative and financial assistance, and ensures the equitable distribution of facilities, services and resources, and works to bring development levels in these units to a common standard and achieve social justice between these units. Article (178) stipulates that local units have independent financial budgets. Article (181) emphasized the independence of the local councils. It is prohibited to dissolve local councils as part of a comprehensive administrative Procedure (Constitution, 2014).

But The shift towards decentralization in Egypt faces regression sometimes, slowing down at other times, ignoring at other times, and stumbling many times, by not providing decentralization mechanisms and requirements, slowing down in activating constitutional entitlements, and the absence of a plan to implement the gradual transformation, The existing local administration system still operates in accordance with the 1971 Constitution and the provisions of Law No. 43 of 1979 and its amendments. So far, a new local administration law has not been issued.

2- **The Organizational Structure of Local System in Egypt**

Egypt's local government system is a centralized hierarchy system with few deconcentrated features. The local administration system in Egypt is an administrative structure and not a local governance structure. The Prime Minister heads a Council of Governors, including all governors and the Minister responsible for local administration (Tobbala, 2019: 16).

The administrative system of the state consists of three organizational forms, namely ministries, public bodies and local administration, and we will analyze the administrative apparatus of Egypt at the central level and at the level of local administration units, according to legislative tools, as follows:

The structure of Central organs of the state's administrative apparatus:

The central government, the central authority, or the central organs: It means the governmental authority, the executive authority, or the political authority at the national level, Which exercises in the name and on behalf of the ruling political system, political and executive powers.

and authorities, In a manner that guarantees them the right to set national policies, plans and programs, take decisions and procedures related to their implementation, supervise all central,and local authorities, and follow up and monitor their activities to ensure achievement of the public interest (Al-Bashir, 1984: 20).

The central organs that represent the central authority of the state in Egypt are as follows:

A- **The President of the Republic**

The President of the Republic is the head of the state and head of the executive branch of government. He Collaborates with the Council of Ministers,to set the general policy of the state, and they supervise implemented, he is also concerned with issuing decisions establishing governorates, dividing the Republic into economic regions,defining national or special utilities, issuing a special regulation for some cities of special

importance, appointing and dismissing governors and their deputies, and control over the work of local administration units (Law No. 43: Art, 1, 7, 2, 4, 25, 30, 89).

B- The Government

The government is the supreme executive and administrative body of the state and it consists of the Prime Minister, the Prime Minister's deputies, the ministers, and their deputies. The Prime Minister heads the government, oversees its work, and directs it in the performance of its functions. The government exercises the following functions (Constitution: Art 166, 167):

- Collaborate with the President of the Republic in setting the public policy of the state and overseeing its implementation.
- Direct, Coordinate and follow up on the work of the ministries and their affiliated public Bodies and Organizations.
- Prepare draft laws and decrees, Issue administrative decisions in accordance with the law, and Monitor their implementation.
- Prepare the draft general plan of the state, Prepare the draft annual state budget law.
- Contract and grant loans in accordance with the provisions of the Constitution.
- Implement laws.

The Council of Ministers is responsible for monitoring the governorates' work and evaluating their performance in terms of implementing the general policy and general plan of the state, ensuring that the governorates achieve the objectives set for them, implementing directives that ensure coordination between governorates and ministries, agreeing to impose fees of a local nature, settling any dispute that may arise between the local People's Council of the governorate and the governor. Dissolving the people's councils of local administration units based on what the Minister of Local Development presents for reasons necessitated by the public interest and estimated by the Council of Ministers (Law 43 of 1979: Art, 133, 12, 53, 145).

- The Prime Minister

is also responsible for coordinating between ministries and administrative bodies, implementing the public policy of the state, Issuing decisions establishing marakez, cities, and neighborhoods, He chairs the Supreme Council for Local Administration. The governor is responsible to prime minister for carrying out his responsibilities, He is obligated to submit periodic reports to the minister of local development on the results of the work in the various activities carried out by the governorate and any issues that need coordination with other governorates or the concerned ministries. The minister of local Development submits a report to the prime minister periodically on business results in different governorates. He holds a periodic joint meetings between ministers and governors to discuss means of supporting cooperation and coordination between ministries and governorates to overcome obstacles that may hinder the activities of local administration units. taking any measure to coordinate between a number of governorates with regard to utilities, services and joint projects, based on the proposal of the minister of local development and taking the opinion of the competent governors, Carrying out any work that any of the local people's councils should do when it refuses to do so for a reason not recognized by law. Issuing decisions to appoint or delegate to fill the positions of general secretaries, assistant general secretaries and heads of cities and neighborhoods, and a decision is also issued to transfer them between local administration units and transfer them to the various local administration bodies in agreement with the governors. Approval of the acceptance by local units of donations, gifts and bequests from foreign bodies or persons. Issuing the rules regulating the management of accounts established in the local units and the procedures for disbursing them (Law 43 of 1979: Art, 1, 5, 29 repeated, 112 repeated, 139, 35, 36).

- Ministries:

They are entities that carry out all activities in various fields of national activity, economic, social, service or sovereign, and others. The activity of ministries extends to different parts of the country (Malaeb, 2019: 7).

There are many ministries in the central government, and the current government in Egypt includes 33 Ministry. The minister shall set the policy of his ministry in coordination with the concerned authorities, follow up its implementation, and direct and control, within the framework of the state's general policy (Constitution, Act 168). And for each of the central government ministers within the scope of his ministry:

- Inform the governorates of the state's general plan and follow up on its implementation Technically, as well as informing local units of what he sees as technical instructions and directives that lead to the proper functioning of services in public utilities, in accordance with the general policy of the state, especially with regard to agricultural policy, crop composition, supply affairs and commodity pricing.
- Develop an annual plan, in agreement with the concerned governors, to distribute and coordinate technical labor among the governorates according to their needs, and communicate this plan to the governors to take the necessary measures to implement it.
- Contribute with local units in the works and projects within the jurisdiction of these units after agreement with them.
- Each of the Ministry of Finance and the Central Auditing Organization, in accordance with the General Budget Law and the Central Auditing Organization Law, shall review the accounts of local units with regard to their revenues and expenses, and the representatives of the Ministry of Finance in these units are responsible for the validity of these accounts and their compliance with the applicable financial laws, regulations and instructions.
- The Central Auditing Organization informs the local people's council of the governorate and the competent governor of the reports it prepares on the accounts of the governorate and other local units under its supervision.
- The State Council is responsible for issuing fatwas on legal issues related to local administration units, and the administration of government cases handles cases in which these units are a party. (Law 43 of 1979: Art, 134, 136, 137).

- **Public Bodies:**

Public bodies are entities regulated by Law No. 61 of 1963 promulgating the Public Authorities Law. These bodies are established by a decision of the President of the Republic. According to Article 171 of the 2014 constitution, the Prime Minister is now obligated to issue the necessary decisions to establish and organize public bodies, after approval of the Council of Ministers.

Local Administration Bodies in Egypt:

The local administration bodies in Egypt are divided into three sections, as follows:

A- **Local Administration Units:**

The State is divided into administrative units that are considered as judicial persons and include governorates, provinces (marakez), cities, districts / Hai and villages.

- **Governorates:**

They are created by a decision of the President of the Republic based on a proposal by the Prime Minister. The scope of a governorate may be one city, and governorates with a single city have the resources and competencies established for the governorate and the city.

- **Marakez, Cities and Districts/ Hai:**

They are created by a decision of the Prime Minister, when dividing major cities into districts, the population component and the integration of service and production units are taken into account.

- **Villages:**

They are established by a decision of the governor. The scope of the local unit of the village may include a group of contiguous villages.

Within the limits of the public policy and public plan of the state, The local administration units shall undertake the establishment and management of all public utilities within their jurisdiction, and these units, each within its jurisdiction, undertake all the powers assumed by the ministries in accordance with the laws and regulations in force, with the exception of national utilities or of a special nature issued by them.

A decree from the President of the Republic, and the executive regulation determines the facilities that the governorates undertake to establish and manage and the facilities that are established and managed by other units of the local administration. It does not belong to other local units.

The governorate is represented by its governor, and each of the other local administration units is represented by its head before the judiciary and against others.

An executive council shall be formed for each local unit of the local administration. (Law 43 of 1979: Art, 1. 2. 4)

B- **Local People's Councils**

Under Law 43 of 1979, each of the local administration units shall have a local people's council composed of members who are elected by direct and secret ballot for a term of four years.

It supervises the implementation and follow-up of plans for local development. The local people's council shall also supervise and control the work and activity of the local people's councils of the lower local units that are included in the administrative organization of the higher local units, and ratify or object to the decisions issued by these councils.

In 2011, the Supreme Council of the Armed Forces issued Decree Law No. 116 of 2011 dissolving all local people's councils in the governorates and other local administration units formed under the Law No. 43 of 1979.

Constitution of 2014 deals with the method of electing local councils with an age limit of 21 years. Local councils are to be elected by direct and secret ballot for a term of four years, with a quarter of the seats allocated to young people under 35 years of age, and one quarter to women candidates. Half the seats on local councils are to be occupied by workers and farmers, and an appropriate representation of Christians and people with disabilities is to be ensured.

In terms of their remit, local councils are to follow up on the implementation of the development plan, monitor activities and exercise oversight over the executive authorities, using tools such as submitting proposals and the right to question, briefing motions, interpellations, etc. Local councils may withdraw confidence from the heads of local units (Article: 180).

C- **Branches of Ministries, Agencies and Central Bodies within Local Units: It Includes:**

Branches of sectoral ministries: they are the branches of the ministries of central services that have transferred their competencies such as Ministries of (Education, Health, Agriculture and others) to the local units, it consists of:

- Directorates of services (at the governorate level).
- Service departments (at the level of the markaz and the district in the governorates of one city).
- Service departments (at the city, district level).

- Service units (at the village unit level).
- It is technically affiliated with the concerned ministries as well as financially to a large extent, but it is subject to the administrative supervision of the local units.
- Branches of the central ministries: These are the ministries that have not transferred their powers to the localities, including Ministries of (Interior, Endowments, Irrigation and others).
- Branches of central bodies and holding companies (Kazem, 1999: 16) subsidiaries of holding companies located within the governorates, as well as branches of central public bodies located within the governorate, such as the Educational Buildings Authority, the General Authority for Fisheries and others, which carry out their work directly with its affiliate in the center.

If we look at the organizational conditions of the branches of ministries, and agencies, which carry out activities in local administration units, we find that there are directorates of services that represent branches of ministries, whose functions have been transferred to local units, namely (Education, Health Affairs, Housing and Utilities, Social Affairs, Supply and Trade, Agriculture, Manpower Roads and transport, youth and sports, real estate taxes, organization and management, veterinary medicine, Endowments, Security Directorate, Financial Directorate), branches of these ministries exercise an important activity within the governorates, linked to achieving the general goals and issues of the masses in each governorate.

3- Domestic Financing

The real independence of the local administration units depends on their ability to form their own financial resources, and their freedom to dispose of them. The degree of financial independence of the local administration depends on the extent to which the local financial resources are proportional to the competencies, tasks and authorities of the local units. Otherwise, its hand becomes tied and turns to the central government to obtain more aid, and this often leads to intervention and imposition of control, and then compromising the independence of the local administration units, or perhaps losing it (Abdel Wahab, 1991: 97).

Central authorities have oversight over the activities of local councils and authorities, particularly those relating to financial issues. (UCLG, 2007: 3-4).

4- Oversight by the Central Government

When the legislator acknowledged the existence of local interests for administrative units distinct from national interests, he granted them legal personality, he made her independent from the central government in exercising their powers, establishing and managing local services and facilities directly. But the independence of these units is not complete, this does not mean that they are a different entity from the state and it has all aspects of sovereignty or they are another part that is not connected to the other parts, or they are administrative bodies far from the state, or independent states. They are considered part of the general administrative entity of the state, the central government has the right to exercise control over it and its works (Negm, 1988).

The central government's oversight aims to achieve several objectives, including ensuring that local administration bodies carry out the tasks entrusted to them within the framework of the state's public policy and in accordance with its laws, it respects the general plans set by the central authority to achieve comprehensive development. In implementation of the principle of centralization of planning and decentralization of implementation (Al-Tamawi, 1992: 72).

And it performs its services for individuals without discrimination among them. Emphasizing the political and administrative unity of the state, by placing some restrictions on the independence of local units and the optimal use of central subsidies, finally, ensuring the legitimacy of the work of local units (National Specialized Councils, 2001: p.18). Central control over the work of local units takes several

forms, including: administrative oversight, legislative oversight, economic and financial oversight, and judicial oversight.

V- **What is Coordination and its Importance for Regulating Central-local Relations?**

The administrative work between administrative levels requires a kind of integration between administrative functions to reach the specified goals. Coordination works on arranging the functions of each part of the organization, determining its relationship with other parts of the organization, and regulating how it performs its tasks, so that the rest of the parts perform their functions according to a specific plan which ensures that each of them seeks to achieve common goals. The need for coordination stems from the difference in views on how to achieve collective goals or how the group works in harmony.

Usually, people interpret similar goals in different ways from each of his points of view, and often their efforts to achieve those goals do not coincide with the efforts of others,

hence the importance of coordination And reconciling these differences in how to perform and follow-up work, and paying attention to the basic goal, so that compatibility and harmony occur in the performance of the tasks of administrative units away from repetition, duplication, overlap or conflict in the competencies between different bodies.

1- **Defining Coordination**

There are many definitions of coordination, (Henry Fayol) defines coordination as “the harmonization of all the activities of the organization to simplify its work and facilitate its success” (Allawi, 2018: 183). Money and Reilly saw coordination as “the achievement of teamwork, unity of action, and action in the direction of a definite and agreed-upon goal”, coordination is the first principle of management and other principles are considered auxiliary or a derivative of it (Abdel Fattah, 1973: 277).

Koontz & O'Donnell mentioned that the coordination process is the basis and base in administrative work. The purpose of management is to coordinate the efforts of individuals towards the achievement of group goals, and the purpose of coordination is to coordinate and unify the work of groups to achieve the common goal of the organization (Kontz, Harold & O'Donnell, 1980: 171). (Woodhall & Hicks) saw that if the institutional work unit is necessary to achieve the goals of the organization, then this unity can only be achieved through an effective coordination process by the director of the institution through which he can unify the efforts of his employees in the organization (Woodhall & Hicks, 1981: 81).

There are Others see coordination as: the effort that aims to cooperate with the various parts of the administration and it is not a conflict to achieve the common goal (Al-Helou, 1982: 220). But Others see coordination as “the connection between the units and parts of the work, so that each of them performs its functions to the fullest” (Lotf, 1993: 46).

Some see coordination as: organizing the relationship of each unit with the other so that each unit contributes directly or indirectly to achieving the general goal of the administrative body, coordinating the efforts of workers in the different units to achieve the desired goals. Highest performance and lowest cost to avoid duplication of business, (Hassan, 1985: 48-49).

Max Weber sees in his model of bureaucracy, “The hierarchy is the source of coordination, and the heads of the administrative levels link the different parts of the organization (Jennings, Edward, 1998: 417- 427).

Others see coordination as a merging of different activities so that they work together to achieve the goals of the organization (Theo, 1985: 236). Some described coordination as reconciling the efforts of the group within the administrative unit or between the different administrative units to achieve a common goal (Othman, 1990: 202), Organizing should be timely; Because the time factor is the essence in process of coordination (Eyre, 1982: 95).

In the end coordination means the compatibility of efforts to reach a goal or a set of common goals in harmony, timing and organization without any defect or disturbance in the various processes. This entails the need for a minimum common understanding between the units and bodies to be coordinated, and the existence of rules for the exchange and integration of roles, whether those related to the distribution of power and responsibility among the institutions to be coordinated or those related to the imperative of a certain degree of conviction among leaders and workers in these institutions of the importance of coordination and its feasibility to achieve common goals (Rihan, 2000: 260).

No matter how many researchers' views on the concept of Coordination, They agree on the following foundations (Al-Saadon, 1998: 31):

- Coordination means reconciling the group's efforts within the administrative unit or between it and other administrative units to achieve common goals.
- An organized and continuous function aimed at spreading the spirit of cooperation and achieving harmony between works.
- Elimination of inconsistencies, overlap, repetition and duplication of work.
- Integration of joint and overlapping works.
- Streamline all efforts made across all channels and unify them in one crucible.
- Completing the work to achieve the desired common goals with the least efforts and costs.
- Coordination is necessary to arrange the functions of each part of the organization and determine its relationship with the other parts of the organization, determine work priorities and organize how each part performs its functions to ensure compatibility between efforts to achieve the common goal.

2- Objectives of Coordination:

- Coordination tasks include the following elements: formulation and consensus on local development policies, preparation of action plans, information exchange, technical expertise exchange, technology exchange, transfer and capacity building. (Shiha, 2004: 368).
- There is a general and comprehensive goal of the Coordination process, which is to reconcile the efforts of the various administrative organizations to achieve their goals with high efficiency and the lowest possible cost. Also Coordination has many branching goals that it seeks to achieve, both at the level of the administrative unit and at the level of the organization, or between different organizations, as follows:
 - Organizing and unifying collective efforts and achieving consistency between the various activities of the organization to prevent conflict of responsibilities between administrative units within the same organization, or between different agencies with similar activities
 - Ensuring the interaction of jobs and preventing duplication in administrative activities, especially between organizations that are based on achieving similar goals, and preventing overlap, repetition and conflict in the issuance of decisions and regulations from more than one side, by specifying the functions, including the jobs of individuals or the functions of administrative units and then unifying their efforts to achieve common goals, and avoid harmful competition between administrative units, and this in turn leads to reducing work costs, and achieving it with high quality in a timely manner.
 - Helping administrative organizations to achieve optimal use of human and material resources to determine the required time period to implement goals and projects in the shortest possible period of time, with the least effort and the lowest costs; Because it facilitates the flow of operations in the channels of communication in an orderly manner, it prevents the occurrence of obstacles that would hinder work (Saati, 1985: 250).

- Contribute to the division of work on the basis of specialization, distribution of responsibilities, defining relations between units, ensuring the integration of competencies and tasks, finding a balance between the activities of administrative units within the organization and creating a balance between the time allotted for the completion of each stage; In order for the operations to be carried out in a parallel manner and consistent with the work context in general, compatible and synchronized in timing.
- Enhancing and organizing cooperation between employees in order to coordinate their activities and achieve the goals set for the organization with high efficiency.
- Achieving rationality in the decisions issued by the administration, so the coordination process is one of the most important pillars of decision-making and its implementation in organizations (Makled, 1982: 210).

3- Coordination Methods and Tools:

There are many methods and tools that can achieve effective coordination between the organizations, They are so numerous that each of the organization's goals has an optimal way to achieve coordination. There are vital goals that require coordination at the level of senior leadership to achieve them, There are goals that can be achieved through Coordination at lower levels, but the appropriate method is determined according to the goal to be achieved, the available circumstances and capabilities.

According to Mintzberg, there are three mechanisms that the organization uses to coordinate between different tasks, which are: (Mintzberg, 1979: 200).

A- Joint Settlement:

Coordination is carried out through the exchange of information and direct communication through informal channels between organizational units, and knowledge and experiences are exchanged under the control of the hierarchical authority.

B- Supervision and Direction:

Coordination is practiced through the superior directing, issuing orders and instructions to subordinates who participate in the implementation of a specific work and coordinating between its various parts within the framework in which the control process is exercised.

This method applies to organizations with specialization and division of work, and the hierarchical authority determines the powers of the president and works to coordinate between the different organizational roles through the division of authority, and the organizational map shows the centers of supervision and guidance in the organization (Eldeeb, 1984: 26).

C- Modularity of Work

Coordination is achieved through the standardization of the various works that are practiced in organizational units, and this requires organizing work, using the rules and methods established in advance. There are three models of standardization can help to achieve coordination: (Moura; Carneiro & Dias, 2021)

- Standardization of Work Process

Coordination is achieved by adjusting and programming the content of tasks and checking work streams by setting specific rules and methods that must be guided by them. During the implementation of activities and the standardization of performance activities, to restrict the freedom of action and the powers of decision-making, it is central to regulations, which means the abstraction of freedom of decision-making.

- Standardization of Outputs

Coordination is done by defining standards and specifications for the various outputs, whether goods or services provided by the organization, the acceptable level of performance, and the objectives set for the various organizational units.

- **Standardization of Skills**

The organization seeks to achieve coordination by unifying the levels of skill and technical knowledge that must be available in the worker in the various organizational units, and determining the training required to perform the work.

In addition to these mechanisms, there are other methods and tools that can be used for coordination, including:

A- **Administrative Structure and Administrative Leadership Directives**

There is a need for administrative structure with a clear authority, each manager must be aware of his responsibilities and powers that enable him to carry out his work, Administrative leadership directives also represent one of the most important roles of leaders within organizations, orders or directives may be oral or written in the form of memos or letters, or through the issuance of regulations and instructions about work activities continuously.

Managers are responsible for achieving an effective communication for the performance of coordination process, and the transfer of data and information in all directions to achieve the objectives of the organization (Saadi, 2019: 168).

This coordination method is characterized by the speed in transferring data, information and directions to various work centers, and obtaining feedback information, which contributes to solving organizational problems, the role of administrative leaders within organizations, include:

- Achieving harmony and compatibility, and developing working relationships between subordinates, to facilitate the process of coordination between them.
- Directing subordinates and their activities to achieve this coordination.
- Reconciling the activities carried out by these subordinates.
- Work to remove differences between their subordinates.
- Ensure that work is going according to the plan and the plan takes into account coordination between the activities of the various administrative units (Al-Tamawy, 1980: 280).

B- **Regular Meetings:**

Periodic meetings are considered one of the most used methods of coordination, where the president meets with his subordinates at regular intervals when necessary to discuss everything related to the problems and stages of implementing the work plan to unify their efforts to reach the desired goals (Kishk, 1999: 261).

C- **Committees:**

It means committees that are formed to achieve coordination between the departments or units of a single administrative organization or between one of the administrative organizations and other organizations related to it (Al-Rubaie, 2012: 107). These committees are found within the ministries, governorates, and public companies and they are usually called "joint committees." These committees include representatives from various parties that are responsible for solving a common problem for developing appropriate solutions (Shiha, 2004: 379).

D- **Coordination Through Councils:**

Coordination can take place through councils, which are formed between the administrative leaders in a particular apparatus or between leaders in multiple agencies on a permanent basis, with the aim of exchanging views and working to achieve common goals, and removing the possibilities of overlap. e.g. in Egypt the Council of Ministers is responsible for coordinating the various ministries in the state, in addition to setting the public policy of the state, as well as the Council of Governors, which consists of all the governors headed by the Prime Minister, this council plays a coordinating role between the ministries and

governorates, as well as between The governorates themselves, for ensuring the implementation of the state's policy and general plan, The higher councils and ministerial committees are specialize in discussing the policy of the ministries concerned with a specific subject and coordinating between them.

E- **Specialized Units or Devices in Charge of Coordination Affairs**

Some organizations establishe specialized departments, which carry out coordination tasks and undertake continuous communication between the various units to identify their views and coordinate their work programmes. These agencies are concerned with researching the circumstances surrounding the performance in whole and in detail, analyzing the patterns of existing relationships between the various executive units inside and outside the organization to see their consistency in the performance of their work to reveal work problems that need solutions, Taking specific actions and submitting proposals to apply the best coordination methods. (Al-Tamawy, 1980: 116)

F- **Coordination by the Communications Officer:**

Each administrative unit allocates a specific officer. He undertakes communications and liaison with other agencies. He is not usually the unit commander, but rather one of the highly qualified and experienced employees to play the role of coordination, communication and disposition within the limits of his powers (Abawi, 2006: 46). The main task of communications officers is to assist managers in coordinating the various activities of the organization.

G- **Meetings, Seminars and Conferences:**

These tools may take place periodically or temporarily to give the opportunity to exchange views, by managers or by subordinates, regarding solutions to problems associated with coordination and implementation (Al-Qaryouti, 2004: 183).

H- **Reports and Written Communications:**

Reports are one of the means of communication that leads to the coordination; written reports are submitted by each department within the organization on its activities. It helps to identify the most prominent weaknesses in the relations between the units of the organization, taking the necessary decisions. Reports is the most widely used means of reporting in public administration, Reports must be characterized by clarity, accuracy, short, comprehensive, coordinated, classified, arrangement and objectivity.

The coordination process can be done through written communications through written letters or pamphlets, written regulations or instructions for making and distributing decisions which the objectives of the administration are explained and the required work and timings are determined by the units concerned with implementation, and follow-up Coordination and others, so as to ensure that every person in the organization is aware of what is being done in it and the decisions that affect his work (Hobeish, 1991: 49).

These are the most important methods of coordination in public organizations, and the researcher believes that choosing the appropriate method of coordination is determined in light of the goals to be achieved, in addition to the available human and material capabilities.

- The importance of coordination to regulate the central-local relations

The need for administrative coordination arises from a result of individuals differing in their understanding and interpretation of administrative decisions or policies, regulations, work systems and their estimation of the required goals. Its timing and how to implement it, in each unit of the administrative organization.

The integrative concept of local development requires a division of functional roles between the central government and local administration units. And the need to achieve harmony and homogeneity among them to prevent duplication, conflict of competences, repetition in work and service, or harmful

competition that wastes the capabilities and limited resources of the local community, Explanation of plans, programs and public policies.

One of the foundations of integrated or sustainable local development is the necessity of coordinating the efforts of all government institutions that operate in the local community, whether they are central government agencies or local administration agencies, Which practice activities or perform similar or interrelated services. so that the programs of the central government and local administration agencies are integrated into a Unified and balanced program, and then the work of each body becomes complementary and supportive of the work of other bodies, in a way that ensures the political and administrative unity of the state, and it helps improve the performance of local administration bodies.

The need to coordinate the efforts of bodies and organizations operating in the local community, whether central or local, in all areas of development work, appears on two main levels: the leadership level that sets policies, and the second is the level of field implementation.

Coordination at the leadership level is mainly concerned with creating a kind of consistency, compatibility and harmony between policies, plans and programs, while coordination at the implementation level is concerned with matters that affect the implementation of programs.

There is a need to develop coordination mechanisms between the central government and local units within the framework of the distribution of functional roles and the division of labor between the central and local levels; Coordination between the central government and local units is an imperative necessity required by the success of the local administration bodies in performing their tasks, Coordination mechanisms play an important role in transferring and sharing responsibilities in performing administrative tasks, developing the capabilities of employees, and unifying visions to achieve consistency of public policies at the local unit level.

To ensure the unity of work between central government agencies and local administration agencies, to reduce overlap and conflict in programs, tasks, responsibilities and duplication of roles between different parties, to eliminate organizational and administrative conflicts between them, to ensure the integration of goals, to achieve coherence, harmony and integration between policies, plans and programs. Which leads to the unification of efforts among the administrative units, saving effort and money, achieving effectiveness, efficiency in the use of available resources and improving the level of services provided to citizens.

IV- Coordination Mechanisms between the Central Government and Local Units in Egypt

Public administration literature indicates that the current local administration system in Egypt has established a number of mechanisms for coordination between the central government and local administration units, as follows:

1- The Supreme Council of Local Administration

It shall be formed under the leadership of the prime minister, or whom he deputizes, and the membership of: The Minister in charge of local administration, governors and Heads of popular councils of the governorates. The council shall take charge of reviewing all what is concerned with the local government system, regarding its support, and evolution, proposal of laws, regulations, and decrees having effect on the local society. (Law 43 of 1979: Art, 5).

Although the law established the Supreme Council for Local Administration more than forty years ago, and the necessity of holding periodic meetings at least once a year, opinions differed about the number of times it convened since its establishment. Some said that it met once or twice, and others said that it did not meet at all. Which increases the formality of its composition and his failure to perform his duties

(Al-Sheikh, 2015: 37). In addition to the prime minister's keenness to hold periodic meetings of the Council of Governors, which was canceled by Law No. 50 of 1981, not the Supreme Council for Local Administration, without the heads of the local people's councils for the governorates.

2- Ministry of Local Development

The Ministry of Local Development was established with the issuance of Presidential Decree No.325 of 1999 to form the ministry headed by Dr. Atef Ebeid and the appointment of Major General Mustafa Abdel Qader, Minister of Local Development. This Ministry works to achieve the following objectives:

- Coordination between the various efforts that work for the development of local communities and Local administration units in all governorates.
- Participation with the ministries, governorates and other bodies in developing the local units.
- Contributing to economic and social development plan with the governorates.

The Ministry has a set of specializations to achieve its objectives, include:

- a- Achieving coordination and integration between the governorates' efforts to attract investments, implement service projects, and choose the best way to manage them.
- b- Participation with the governorates to achieve the following:
 - Recording the economic and social picture of villages, hamlets and slums.
 - Drafting the necessary projects to raise the level of services (drinking water - sewage - electricity - roads - schools - health units - public hygiene).
 - Drafting the necessary projects to improve the economic conditions, determining the priorities of projects, feasibility of each project, the time required for implementation, and its financing program.
 - Determining the target to be achieved for population growth at the level of each village, hamlet and slum area, and formulating programs that achieve this goal.
 - Assembling governorate projects and identifying appropriate funding sources.
 - Developing General Secretariat of the local administration to ensure that the requirements of rural and urban local development are met in accordance with the state's policy.
 - Developing awareness in districts and villages of the importance of popular participation in development projects and maintaining public facilities.
 - Participation in the preparation, rehabilitation and training of leaders and human cadres necessary to manage local units, follow up their performance of their tasks and ensure their future communication. (decree no. 380 of 1999)

According to the Resolution of organizing the ministry No.380 of 1999, Minister is affiliated with (5) entities: Fund for Supporting Rural and Environmental Industries and Rural Recovery, General Secretariat of Local Administration, Craft Industries and Productive Cooperation Agency, Egyptian Village Building and Development Authority, People's Development Authority. But a presidential decree No.433 of 1999 was issued to transfer the Fund for Supporting Rural and Environmental Industries to the Ministry of Insurance and Social Affairs, its responsibilities in the decision to organize the Ministry of Local Development are remained without change.

In December 2005, the Ministry of Local Development was merged with the Ministry of Planning, presidential decree No. 423 of 2005 was issued to organize the Ministry of Planning and Local Development, it stipulated the abolition of the People's Development Authority that was affiliated with the Ministry of Local Development, A presidential decree no. 380 of 1999 That organizing the Ministry of Local Development has been cancelled

In September 2006, the Ministries of Planning and Local Development were separated, presidential decree no.332 of 2006 was issued defining the functions of the Minister of Local Development and having powers the competencies of the competent minister stipulated in the law of the local administration system, there has not yet been a republican Resolution regulating a specialization The Ministry of Local Development.

- The legislator did not stipulate the independence of a specific ministry, which is responsible for supervising the local system and Coordination Between the central government and local administration units.

but he refers to the "minister in charge of local administration" Perhaps this was due to the possibility of establishing or abolishing a ministry specialized in supervising the implementation of decentralization, and activating the local system in accordance with the vision of the political leadership and the Council of Ministers, which has already been achieved, as the legislator hesitated between establishing and abolishing the ministry responsible for the local system or merging it with another ministry, and frequently changing the name of the ministry and the minister in charge of local administration, suggesting the legislator's desire to devote centralization and the low importance of decentralization and the weak role of the local system.

3- The General Secretariat of Local Administration

It is subject to the concerned minister in charge of local administration, it is assigned to coordinate among the different governorates and enhance cooperation between the governorates and the different ministries to guarantee a better fulfillment of localities' duties.

The Local Government general secretariat shall take charge of the following:

- All joint affairs of the local units as well as studying and investigating the subjects received from such units.
- Organizing participation in the international and local conferences in respect of the local government, and training affairs of the personnel in the local machineries.
- Shall assist the minister of concerned with local government in preparing the studies and researches concerned with subjects submitted by it to the Cabinet and the Supreme Council of Local Government. As well as notifying the resolutions to the local units and follow up their execution. (Law 43/1979: Art, 6)

But the organizational structure of the Ministry of Local Development was approved by the Central Agency for Organization and Administration on November, 2017, and the Ministry was divided into (6) sectors, including the transformation of the General Secretariat of Local Administration into the sector of the General Secretariat of Localities.

4- Economic Regions and Regional Planning Bodies

Despite the establishment of regional planning bodies in most of the regions, after more than twenty-five years have passed since the establishment of these bodies, their activity was very modest, and they did not achieve the goal for which they were established to a satisfactory degree (Specialized National Councils,2000|2001:17).

In fact The researcher believes that dividing the state into economic regions is a purely formal process, they did not perform its role, due to several reasons:

- Not taking into account the economic integration within the same region when dividing the country into economic regions, in addition to dividing one governorate into more than one region.
- The absence of a general strategy for social and economic development in Egypt that determines the size and nature of the desired goals over a long period of time.

- Not creating a sufficient atmosphere in the field of transition from national planning with a central character to national planning with a local character, not spreading planning awareness among citizens, and not starting to form human elements that will be entrusted with the work of regional planning in local units.
- The lack of clarity in the organizational relations between each of the regional planning bodies, the local administration bodies and the central ministries, and this was helped by the failure to give these bodies an independent legal personality.
- Plurality the bodies legally entrusted with the work of regional development.

In light of the above, it is clear the weakness and absence of coordination mechanisms between the central government and local administration units in the Egyptian local system. Practical practices indicate weak vertical and horizontal coordination between the central and local levels. This is due to coordination mechanisms between the central government and local administration units have not been properly activated to play the role assigned to them.

For example, the Supreme Council for Local Administration has met only a few times, while the economic regions have not benefited from them as planned, in addition to the fact that there is no unified pattern used in communication between the central level represented in the central ministries and public bodies on the one hand and the lower administrative units in Localities, on the other hand, where communication patterns vary from one ministry to another according to the degree of decentralization adopted by each ministry. Political considerations control the degree of delegation of authority from ministers to lower levels in the localities and are linked to the concept of each minister of the responsibility entrusted to him by the presidency, the more he feels this personal responsibility, the more he hesitates to delegate his powers so as not to allow any deviation from central policies this results in a high centralization of industry and decision-making, even operational decisions.

On the other hand, weak horizontal coordination between ministries at the governorates and centers levels leads to poor integration of their activities at local levels, resulting in duplication of efforts and low productivity.

V- **Coordination Obstacles between the Central Government and Local Units in Egypt**

There are many challenges that face the coordination process between the central government and local administration units, as follows:

1- **Obstacles Related to the Constitutional and Legal Framework, which are:**

- The Constitution ignored the role of local administration in making and managing public policies. also the law ignored the division of functional responsibilities and the regulation of institutional relations between the central and local levels clearly. it did Not granting the economic regions an independent legal personality.
- There is no legal framework that supports the coordinating role of the Ministry of Local Development between the central government and local levels.
- Inconsistency legislative tools and inconsistency the legal structure of the local administration system; the local units undertake the establishment and management of all public utilities located in their area, with the exception of national utilities or of a special nature. This indicates the legislator's tendency to deprive local units of many of their responsibilities, by expanding what are considered a national facilities or a special nature for public utilities in the scope of local units.
- The legal frameworks for many service sectors in central ministries define roles for local bodies that

differ with the spirit and text of the local administration law and use confusing and unclear language. So there is misunderstanding and lack of clarity of what central and local authorities should do to deliver public services in local units.

- There is an imbalance between the powers and responsibilities of local administration units; The legislator limited the competence of the local authorities to merely (giving observations) and (proposing solutions) necessary in the subject of (production and good performance), He used expressions such as (taking an opinion), (cooperation) and (coordination). In regulating the relationship between national or private utilities and all branches of ministries that have not transferred their powers to local units, this leads to the difficulty of coordination between the central and local government and hinders the developmental role of local units.

2- Administrative Obstacles, Such As:

- Inflation of organizational structure of the government apparatus, multiplicity of administrative bodies, actors in the local units which include an executive leadership appointed by the central authority (governor, heads of the markez, cities and villages), executive council, elected local popular councils, branches of sectoral ministries that transferred their powers to the local administration, branches Central ministries or ministries that have not transferred their competencies to the local administration, branches of central bodies and holding companies. This leads to the division of competence and powers between these levels.
- Dual subordination to service directorates; The service directorates have a dual supervision from both the Minister and the Governor; The local level directorates are technically affiliated to the central sectoral ministry, administratively to the executive leadership and fall within the organigram of the Governorate. With the absence of the ability of the local executive leadership to impose penalties on the employees of these branches or hold them accountable, which leads to a defect in the vertical and horizontal lines of accountability. This duplication also causes difficulty in coordinating between the different directorates and between local units in the implementation of some development projects in local units. (Martinez-Vazquez & Thirsk, 2007: 33)
- Weakness of the central bodies entrusted with coordinating between the central government and local units; The powers of the Ministry of Local Development have been reduced With direct relationship between other ministries and local units; Each ministry directly informs the governorates of its plans and rules for its follow-up and coordinates the distribution of technical labor On the governorates, in agreement with the governor directly, There a prominent weight for some ministries and central bodies in their relationship with local units directly, such as the Ministry of Planning, Interior, Administrative Control and so on.
- Overlapping The competencies between more than one ministry, even within one ministry; one goal has distributed among more than one ministry. it leads to repetition of work, conflict over authorities, and failure to define responsibilities accurately.
- The variation in communication patterns from one ministry to another; The multiplicity of the bodies entrusted with the supervision of the local administration bodies and institutions, and the conflicting of their recommendations, which leads to poor communication and Weak vertical and horizontal coordination between the central and local levels, increased costs, overlapping roles, responsibilities between the different administrative levels, slowing performance, and a low level of efficiency in providing services.

3- Obstacles Related to Human Resource, Including:

- Lack of organizational expertise for cadres working in local units, the absence of scientific standards for performance evaluation and double loyalty to the local employee between ministries and Local units.

- The local administration bodies suffer from the low level of employees' salaries and the lack of incentives offered to them. This does not help to attract qualified human competencies, it also reduces the efficiency of the working equipment and affects the level of its performance and hinders coordination between them.

4- **Financing Obstacles:**

Local financing is one of the basic necessities for the integration of local development policies, but the low level of financial empowerment and the absence of financial independence of localities and their permanent dependence on central subsidies to cover the operational costs of administration or service provision, confirms that there is a guardianship of the central government over local resources, and restricting their freedom to work and negatively affects Coordination mechanisms between the central government and the local administration. (Iman, 2017)

5- **Weakness of the Control System and the Absence of Accountability in the Local System:**

As a result of the multiplicity of supervisory authorities and the absence of accountability for the heads of local units and service directorates from the elected local councils, the weak accountability of the branches of ministries (managers) from the heads of local units, and the directorates are responsible Only in front of its affiliated ministries.

In the end, we can say that the coordination of local central relations in Egypt faces a set of obstacles, resulting in the difficulty of coordination between the central and local levels, as the central government has not been able to achieve integration of local development Policies , as a result of the weakening of the role of local units, the ineffectiveness of the accountability tools, as well as the imbalance between authority and responsibility, and the double supervision of local units, in addition to the lack of real powers for Heads of local units over public bodies, directorates and branches of services; legally they are not able to supervise many central projects in their scope, which leads to poor implementation, conflicting priorities, and inconsistency with the local needs of citizens, with a lack of capabilities enabling Those units to achieve their goals.

VI- **The Requirements for Effective Coordination in Egyptian Local Administration System**

Enhancing local development in Egypt necessitates raising the level of coordination in the preparation of integrated policy development, strategies and implementation of joint programs of government agencies, whether central or at the local level. Therefore, the local system must witness a fundamental transformation. Towards integration of local development Policies by developing the mechanisms for coordination to achieve harmony, homogeneity and integration of performance between the central government and local administration bodies and the division of functional roles between them to prevent duplication and repetition in work that wastes the capabilities and resources of Local community, this transformation requires a set of Legislative, financial, economic and administrative reforms, as follows:

1- **In the Legislative Field:**

- Applying the principles of the 2014 constitution, issuance of a new law for Strengthening the role of local administration units in achieving comprehensive development and ensure activating the role of coordination mechanisms between the central government and local administration units.
- Re-formulation of relations between the central government and local units, transferring all executive powers and authorities from the central ministries to local units, and setting a time frame and mechanisms for transferring power.

2- In the Administrative and Organizational Field:

- Reconsidering the organizational structure of local system, the administrative divisions and, organizing the ministries at the central level, with transferring some of their competencies and employees to the localities.
- Definition the functions performed by local units and by ministries and central departments in the localities and to set regulations to avoid a conflict over the authorities in the future.
- Reconsidering the organizational structure of the local unit as one integrated unit to achieve functional integration between them.
- Redesigning the functions and activities of the local administration units through a job description system for each job according to the administrative and organizational structure to prevent duplication and overlap of powers and responsibilities,
- Transferring the administrative subordination of service branches affiliated to some central ministries, public authorities operating in the local area to local administration units, as follows:
 - Authorizing the governor to supervise everything that happens in the governorate, regardless of the affiliation of the implementing agency.
 - The head of the local unit is responsible for planning, coordinating, directing and controlling the work of the service departments in the local unit department.
 - The head of the local unit must be the supreme head of all employees whose administrative subordination has been transferred to the local unit.
- Determining the areas that need coordination and integration between more than one activity within the local unit and finding the appropriate images and forms to achieve this integration.
- and to avoid that each ministry issues decisions regulating its directorates in isolation from other directorates and from a comprehensive vision of the local unit's competencies, and the procedures followed in implementing Each activity of the local units.
- Restructuring the Ministry of Local Development, Its competencies, building its capabilities and to develop clear institutional tools for interaction to play an active role in coordination between the central and local levels, As well as supporting ,developing the functions of local administration bodies, following up their performance and evaluating their effectiveness.
- Establishing a system of accountability to ensure achieving a balance between the authorities delegated to the lower administrative levels and raising the efficiency of performance in achieving general goals, raising the level of quality of public services and solving problems, By:
 - Unifying administrative procedures between local units and some central units.
 - Determining the organizational relationship between the different entities that practice the same activity.
 - Develop a single plan for public services and activities that are financed from multiple sources instead of several plans that are financed from several sources, and the consequent problems in implementation and weak oversight and performance evaluation.
- Establishing an accurate system for evaluating the institutional performance of the local administration units and evaluating their employees based on scientific standards.

3- In the Financial and Economic Field:

- Reforming the local financing structure for each local unit.
- Re-designing local budgets so that each local unit has an independent budget.
- Local budgets must be set in light of the balance between the priorities of the central government that are in line with the state's general policies and the local needs.

- Reducing ministries' guardianship over service directorates through the following procedures:
- Transferring the investment budget of the service directorates from the ministry's office to the governorates.
- Transferring the ranks of directorate director and undersecretary of the directorate from the ministry's office to the governorates.
- Allocating an independent budget to each local unit that includes all aspects of the activity

Conclusion

Through this study, the researcher sought to evaluate the role of coordination mechanisms between the central government and local units in improving the performance of local administration agencies in Egypt. By identifying the nature and methods of coordination, monitoring the problems and obstacles that limit coordination, proposing specific methods to fix the defect in the components and pattern of interaction between the central government and local administration units to raise the efficiency of local administration and ensure the integration of performance between central government and local administration. Through this study the researcher reached to a set of results, as follows:

First: The relationship between the central government and local administration lacks coherence and integration in Egypt, the local system suffers from insufficient coordination between central ministries, especially in the areas of development and service provision. Each ministry develops and implements its plans in isolation. This phenomenon is also evident at the local level, as the activities of the different directorates in the same governorate are not united by a single administrative fabric. The horizontal relations between the ministries at the central level, between the directorates at the local level seem almost absent, which led to a clear shortcoming in the management of local development.

Second: the multiplicity of administrative bodies at the local level and the fragmentation of activities between them. So that each of them is concerned with a part of the activity of one of the economic or service sectors, and each of them has its objectives that are determined by the competent central ministries, as well as the fragmentation of the local affairs administration among several directorates; This fragmentation is not limited to the different types of sectors, but the management of one integrated sector is carried out by several directorates of the agriculture sector, for example, by more than one directorate and administration, such as agriculture, agrarian reform, irrigation, agricultural cooperation, veterinary medicine and others, and in light of this multiplicity of devices and dispersion in the objectives originally set by the central government, it is not possible to coordinate the activities of these agencies and direct them to serve the objectives of an integrated local plan. It may not even be possible for these agencies to agree on general objectives for local development, which leads to complicating the task of coordinating the activities of the different sectors and directing them to serve the objectives of local development.

Third: Coordination mechanisms between the central government and local administration aim to achieve the integration of performance between them, avoid duplication and prevent conflicting competencies to improve the performance of local administration.

Fourth: Coordination mechanisms between the central government and local units contribute to improving the institutional performance of local administration through a legal framework that clearly defines tasks and responsibilities, restructures the local organization, builds capacity, and strengthens the system of control and accountability in the local system

Fifth: Achieving effective coordination in central local relations requires a fundamental shift towards developing mechanisms for coordination between the central government and local units, through a series of legislative, financial and economic administrative reforms.

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