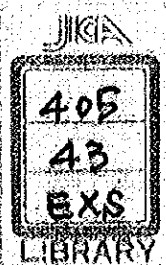


Report
of
Fact-Finding Mission
on
Egyptian Administrative Reform

June 1977

JAPAN INTERNATIONAL COOPERATION AGENCY



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FOREWORD

Both of us, Hiroyuki Ike and Tokuya Kikuchi, had an opportunity to stay in Egypt for about three weeks, from Feb. 19 to Mar. 8, 1977, collecting factual informations about the Egyptian Government in quest of the possibility of our technical cooperation for solving the problems pertaining to the Personnel and Managerial Systems of the Government.

As is generally known, Egypt, the Arab Republic of Egypt at present, has approximately five thousand years of recorded history along with the world's oldest civilization, and is now playing a leading role among other Arab Countries. Her territory expands some one million km², the bulk of which is desert, though. The population is a matter of 38 millions, of which about seven million people live in Cairo, the Capital City. At first, the above was all we had known about Egypt and almost nothing else concerning such important matters as the administrative structure and its actual operation, contents of the reform plan and how the Government had been dealing with it, or economical as well as social conditions and the mode of the nation's everyday life. At this rate, we just flew to Cairo.

Consequently, we were often confused and surprised, feeling a wide difference in manners and customs from ours. Making an honest confession, we were sometimes at sea in the life in Cairo or at our contacts with the Government officials during the fact-finding activities. Due to insufficient preparations and a limited length of the visit, the result may not be so satisfactory as we had expected, however, we have been able to see a number of Government officials in charge of this plan to hear about the actual circumstances.

We wish to thank the people of the Embassy and persons concerned in the A.R.E. Government for their unreserved support and cooperation to make this report possible.

(the Japanese Embassy in Cairo)

Mr. Takeda, 1st Secretary

Mr. Ishikawa, 2nd Secretary

(the Government of the Arab Republic of Egypt)

C.A.O.A.

Dr. Hassan Tawfik, Head of the Agency

Mr. Sultan Hassan, 1st Under-Secretary (Position Classification Dept.)

Mr. M.S.El-Morsy, Director General (Foreign Relations Dept.)

Executive Conference Program

Mr. Gafar El-Abd, 1st Under Secretary, Head of the Center

Mr. Gamal Nusouby, Assistant

Administrative Training Center, Ministry of Planning

Mr. Moustafa Kheir El-Din, Head of the Center

Mr. Gamel El-Shahuatahsalem, Assistant

Mr. Abdel Raouf Farag, 1st Under Secretary

Hiroyuki Ike

Tokuya Kikuchi

Tokyo, Japan

Mar. 1977

1. Summary of the Survey

(1) Members of the Party

Hiroyuki Ike Director, Kyushu Executive Office,
National Personnel Authority
Tokuya Kikuchi Administrative Management Agency

(2) Summary of the Survey

<u>Date</u>	<u>Details</u>
Feb. 19 (Fri.)	(Kikuchi)
	02:00 Arrived at the Cairo Airport from Tokyo aboard JAL 474 via Bangkok & Karachi. Met by Mr. Ishikawa and Mr. Nakamura.
	03:00 Arrived at the Nile Hotel.
	09:30 Reported to the Japanese Embassy for courtesy calls to the Minister, Consul and Secretaries.
	15:00 After business arrangements with Secretary Ishikawa, made an appointment with Mr. Morsy, Director General of C.A.O.A., at 10:00 next morning.
	(Ike)
	22:00 Arrived at the Airport, met by Mr. Ishikawa and Kikuchi.
	23:00 Entered the Nile Hotel. Made a business schedule henceforth with Kikuchi.
Feb. 20 (Sat.)	09:00 Arrived at the Embassy. Arrangement with Secretaries Takeda and Ishikawa.
	10:30 Meeting with Mr. Morsy at his office in the C.A.O.A. The Agency is located in N City, about thirty minutes' drive from the Embassy. A car was hired on and after this day. Issue of the meeting: the Egyptian Government's expressed wishes for our extensive advices on the problems including business efficiency, civil servant training, etc.

<u>Date</u>		<u>Details</u>
Feb. 20 (Sat.)	14:00	Immediate duties: To file a question list with regard to the Government's opinion, present situation of the administration and others, to be handed to Mr. Morsy. Then follow a series of discussions for about a week in line with the questions. Getting ideas into some shape, seeing the Minister.
	14:30	Returned to the Embassy, had a talk with Sec'y Ishikawa.
	16:30	The list of questions for the Government was compiled.
Feb. 21 (mon.)	09:00	Arrived at the Embassy. Typing of the questions. General arrangement.
	11:00	The list was handed to Mr. Morsy with some comments. Answers and discussions to start on the next day.
	13:30	Returned to the Embassy. Had a talk with Secretaries Ishikawa and Takeda.
	14:00	Went out in search of our hotel to live in on and after Mar. 4. (We had to vacate our hotel for the delegations of a 60-nation summit conference of the Arab-African countries to be opened on that date.) No hotel at all. No choice other than to reserve a cellar of a pension, called "Longchamp", in Zamarik district.
	21:00	Invited to the domicile of Secretary Ishikawa.
Feb. 22 (Tue.)	09:30	At the Embassy.
	10:00	Mr. Morsy of C.A.O.A. came with the answers to our questions. <ul style="list-style-type: none"> Q 1. Administrative situation in need of reform. Q 2. Goal and the most important aim of the reform. Q 3. Details of the administrative reform in the past.

<u>Date</u>	<u>Details</u>
Feb. 22 (Tue.)	<p>Q 4. Authority of C.A.O.A.</p> <p>Q 5. Results of the inspections.</p> <p>Q 6. Extent of decision making authority given to each of Ministry, Agency and Bureau.</p> <p>Q 7. Requirements and procedures of civil service appointment.</p> <p>Q 8. Obligatory employment of college graduates and its present situation.</p> <p>Answers made by words of his mouth without any data. More concrete informations requested to be submitted in writing.</p> <p>12:30 At the Embassy. Talking with Sec'ys Takeda & Ishikawa.</p> <p>14:00 Review of the meeting.</p> <p>20:00 Invited to the domicile of Secretary Takeda.</p>
Feb. 23 (Wed.)	<p>09:00 Embassy. Courtesy call to the Ambassador.</p> <p>10:00 Heard the answers from Mr. Morsy.</p> <p>Q 9. Number of civil servant and its increase rate.</p> <p>Q10. Number limit.</p> <p>Q11. Application of efficiency rating system.</p> <p>Q12. Implementation of post classification system.</p> <p>Q13. Budgetary system.</p> <p>Q14. Payment system.</p> <p>Q15. Training system.</p> <p>Q16. Career advancement system.</p> <p>Q17. Basic principles of permission and approval.</p> <p>14:30 Talk with Sec'ys Takeda and Ishikawa.</p> <p>17:00 Review of the day's issue.</p>
Feb. 24 (Thu.)	<p>10:00 Embassy. With Sec'ys Takeda and Ishikawa.</p> <p>11:00 Review over the outcome of a series of meetings.</p> <p>15:00 Sightseeing to the Pyramid in El Giza.</p>

<u>Date</u>	<u>Details</u>
Feb. 25 (Fri.)	Day off.
Feb. 26 (Sat.)	09:00 Embassy.
	10:00 Meeting with Mr. Morsy. Answers to the questionnaire, also conferred about our schedule.
	Q18. Duration of processing permission and approval.
	Q19. Arrangement of our contact with Govt. offices.
	Q20. Examples of favorable reform plan. (later) (Schedule hereafter.)
Feb. 27 (Sun.)	Inspection of the Japanese School.
" 28 (Mon.)	Conference with 1st Under Sec'y Hassan, who is in charge of post class. system.
Mar. 1 (Tue.)	Inspection of the training centers, both Executive Conference Program and Administrative Training Center.
" 2 (Wed.)	} National Holiday. Due to "hop-step" holidays, nobody available.
" 3 (Thu.)	
" 4 (Fre.)	
" 5 (Sat.)	Meeting with Dr. Hassan Tawfik, Head of Agency. Round-table discussion with staff members of the agency.
" 6 (Sun.)	} Inspection of one of Govt. offices, possibly Ministry of Planning.
" 7 (Mon.)	
	(Schedule hereafter.)
Mar. 8 (Tue.)	Departure.
	In line with the above schedule, appointments to be made by Mr. Morsy until the next day.
14:30	Embassy.

<u>Date</u>		<u>Details</u>
Feb. 26 (Sat.)	15:00	Invited to the domicile of Sec'y Takeda for lunch.
	18:00	Review of the meeting, consultation about the schedule.
Feb. 27 (Sun.)	10:00	Inspection of the Japanese School in Zamarik, accompanied by Consul Takeuchi. Heard the Principal.
	13:00	Returned to the Embassy.
	16:00	Review of the talk.
	22:00	Dining with Consul Takeuchi.
Feb. 28 (Mon.)	09:00	Embassy.
	10:00	Schedule arrangement and appointment confirmation with Mr. Morsy.
	11:30	Meeting with Mr. Sulttan El-Hassan, 1st Under Sec'y. Post Classification Dept. Mr. Adel, 1st Assist., sat by. Explained about plans of budgetary and post classification systems.
Mar. 1 (Tue.)	09:00	Embassy.
	10:00	Inspection of the Executive Training Center. Location: 22, Adrey St., Cairo. Head: Mr. Gafar El-Abd, 1st Under Secretary. Assistant: Mr. Gamal Nusouby, 1st Assistant.
	11:30	Inspection of the Administrative Training Center. Location: 6, El-Farakey Square, Cairo. Head: Mr. Moustafa Kueir El-Din. Chief Trainer: Mr. Gainal El-Suahhataluselem.
	14:30	Embassy. Explained about the budgetary system of this country by Sec'y Amano.
	15:00	Dining with Sec'y Amano.
	18:00	Review of the inspections, further planning.
Mar. 2 (Wed.)		(Making good use of our off-days, Mar. 2 & 3, we went to Alexandria. The Cecil Hotel was reserved with the effort of the Embassy.)

<u>Date</u>	<u>Details</u>
Mar. 2 (Wed.)	09:00 Arrived at the Cairo Station.
	11:00 Left the Station.
	14:00 Arrived in Alexandria. Unexpected rain. No out- ing. Delicious fish dishes at a restaurant near the Hotel.
	Evening: Reviewing the outcome of past acts.
Mar. 3 (Thu.)	Daytime: Went to the museum in a pause of rain. Souvenir shopping.
	Evening: Went out for eating, torrential rain kept us from returning to the hotel for a while. Arrangement of survey records. Framing schedule.
Mar. 4 (Fri.)	Before noon: Intermittent rain, strolled around the hotel in a pause.
	14:00 Left Alexandria. (Train)
	17:00 Arrived in Cairo.
	18:00 Checked in the pension "Longchamp", unpacked in a twin cellar.
	20:00 Invited for dining to the domicile of Mr. Suzuki, Interpreter.
Mar. 5 (Sat.)	08:30 Our car delayed. Schedule confused. Called the Embassy.
	10:30 Arrived at the Embassy. Heard of the death of Mr. Suzuki, Ministry of Transportation who had been stationed here.
	11:00 Meeting with Dr. Hassan Tawfik, Head of Agency. (He is a Minister, but not a Cabinet member.) He insisted on the need of administrative reform in general and expressed his own wish to visit Japan. We just heard him.
	12:00 Round-table discussion with staff members of C.A.O.A. Issues were virtually restricted to explanation of our side on Japan's civil servant system and number limit system of administrative organizations, and no time to listen to their own.

<u>Date</u>		<u>Details</u>
Mar. 5 (Sat.)	14:30	Embassy. Consultation with Secretaries Takeda and Ishikawa about the conclusion of this survey. Agreed on the policy that any decision required more concrete planning and its confirmation, and consideration to be started with some possible subjects extensively.
	20:00	Invited by Dr. Hassan Tawfik to dinner at the Shooting Club located in Dokki.
Mar. 6 (Sun.)	08:30	Car delayed. All the same as yesterday.
	11:00	Embassy.
	11:30	Mr. Morsy. Appointment of Ministry of Planning failed. Another one to be sure next day. Talked about the conclusion of the survey. Further concrete particulars to be deliberated on.
	14:00	Invited by the Embassy to dinner.
	18:00	Prepared a questionair concerning the contents of Egyptian requests for further deliberation. (To be handed by Sec'y Ishikawa to Mr. Morsy.)
Mar. 7 (Mon.)	09:00	Embassy. Attended the funeral of late Mr. Suzuki.
	10:00	Meeting with Mr. Alecl-el-Rouf Farag, Under Secretary, Ministry of Planning. Explained about the role and system of the Ministry.
	12:00	Embassy. Adjustment of expenditure and preparations for departure. Bade a farewell to Ambassador, Consul and Secretaries.
	20:00	Changing our plan of inviting Secretaries of the Embassy due to the funeral, we had a dinner with Mr. Suzuki, Interpreter.
Mar. 8 (Tue.)		(Kikuchi) In the early morning, left for Tokyo. (Ike) In the evening, left for Tokyo.

2. System of the Egyptian Government

Before tackling with the reform plan of the Egyptian administration system, it is indispensable, as a matter of course, to have a substantial knowledge about its administrative and civil service system now adopted by the Government. Therefore, we tried our best to collect relevant informations as much as possible in a relatively short period of time. Owing to the fact that bulk of the survey was carried out orally with few concrete data, some parts may lack in accuracy and need to be corrected and amended through further investigations.

(1) Administrative System

The Arab Republic of Egypt adopts the presidential system. The President, aided by a Vice President, is followed by the Prime Minister who has his five Deputies in the respective charges of; production, social development, services, foreign relations, defence and military supplies, and economy.

Under the Prime Minister, there are 19 Ministries headed by the same number of Ministers correspondingly. In addition, eight State Ministers without portfolio deal with specific problems such as; Cabinet and Administration reform, foreign affairs, science and nuclear power, local government, National Assembly, and agriculture and Sudanese problems.

19 Ministries in the respective charges of:

- | | |
|-----------------------------------|---------------------------------|
| 1. trade & supply | 11. information & culture |
| 2. economy | 12. religion |
| 3. finance | 13. interior |
| 4. mining & manufacturing | 14. justice |
| 5. agriculture & irrigation | 15. education |
| 6. maritime transportation | 16. housing & reconstruction |
| 7. transportation & communication | 17. health |
| 8. oil | 18. social problems & insurance |
| 9. tourism | 19. vocational training |
| 10. planning | |

Local Governments are placed in 25 major cities including Cairo and Alexandria, each with the Assembly. Under the different system from ours, head of the Local Government is appointed by the Central Government, and the employees' allowance is included in the national budget appropriation.

(2) Outline of C.A.O.A.

The Central Agency for Organization and Administration (C.A.O.A.) is placed under the Prime Minister, performing such functions as management of administrative organizations, implementation of civil service system, and promotion of administrative reform. Our surveys this time were all made with and through the Agency. C.A.O.A. is alike our National Personnel Authority and Administrative Management Agency altogether, and accordingly we were sent.

C.A.O.A. has been established in 1964, revamping its antecedent, the Civil Service Commission (C.S.C.). The C.S.C., which had been exerting the enforcement authority directly over the personnel administration and the administrative management, was replaced by C.A.O.A., merely with advice and consultation functions, in line with the principle that each Government Office should be responsible to its own matters of this nature.

At present, the Agency has five Departments, headed by the Minister, who is not a Cabinet member.

1. the Central Personnel Department
2. the Central Training Department
3. the Central Position Classification Department
4. the Central Organization Department
5. the Center for Special Assignment

Descriptions of the business of these Departments are next.

1. the Central Personnel Department

Drafting of the regulations related to the civil service system and inspection of the enforcement. Implementation and amelioration of the equity system. Study of various manpower demands, and of personnel allocation method, in cooperation with Ministries and Agencies. Advisory services on welfare, training and like problems for the personnel department of each Government Office.

2. the Central Training Department

Policy making on civil servant training. Standard setting on the efficiency rating. Technical support to the training department of each Government Office in programming the course, for instance.

3. the Central Position Classification Department

Planning and promotion of the position classification system, establishing a guidance for job classification, classifying standard, and etc. Inspection of the implementation. Making the pay policy. Examination of the number and rank for the purpose of budget appropriation, also investigation of the allocation. Management of the personnel record and information, standardization of the statistics and record.

The position classification system is yet to be launched. Concrete plans for its implementation by the end of 1977 in each Government Office under the guidance of the Agency, are now being deliberated. C.A.O.A. is expected to receive the definite plans from all Ministries and Agencies in a few months.

4. the Central Organization Department

Planning of the administrative reform. Advices on simplification of the organizations and businesses, procedural improvement and etc., in a technical viewpoint. Technical advices on planning the organizational standards, correction of make-remake plans in each Government Offices, and revision of the ordinances. Thus supporting the organization department of each Government Office.

5. the Center for Special Assignment

Previously the Central Inspection and Follow-up Department. Its authoritative inspections had led to brew an accusational atmosphere and often caused troubles between the Government Offices. The new Center sends experts to each Ministry or Agency on request to pursue problems of improving the organizational, managerial or personnel systems in cooperation with the personnel in charge, and offers proper advices. In C.A.O.A., about one thousand people are engaged in these businesses of the above five Departments, and some one half of them are technicians with special

knowledge and the rest are typists or general clerks.

(3) Personnel Management and System Management

The Egyptian Government does not have any strict regulation on the organ and the number of personnel as the one we do. For this purpose, C.A.O.A. performs an advisory function.

To begin with, the authority to create or reorganize a Bureau or a Department within a Ministry is vested in the Minister. This is not subject to the legislative approval. This kind of regulation takes the form of the Minister's decision, the Ministerial ordinance, e.g. On the other hand, Ministry or Agency is created or reorganized under the authority of the President and, in this case, is the object of approval of the National Assembly through its deliberation.

Practically, in any case, the Government Offices are to consult C.A.O.A. before planning the reorganization. For the one connected with budget, the requisition is submitted to the Agency when asking for an appropriation. Then the Agency starts on a task of consultation and study with the requesting Office on the subjects including the scale, contents and composition. C.A.O.A. is not to make any judgment on the necessity of the plan, but remains just an advisory function.

The Agency's role is confined to making a suggestion on the scale, structure, composition and such like with which to make or remake an organization to best fulfill the need of the Ministry or Agency concerned. In consequence, even a plan which has gone through discussions with the Agency must pass, for its realization, the Finance Ministry where the budget is revised from the financial point of view.

As was noted previously, the National Assembly does not have a claim on the matter of internal reorganization of the Government Office, however, it is possible to discuss the issue from the angle of the budget appropriation.

There is no law similar to the Personnel Strength Law of our country to limit the number of government employee. The Egyptian Government does not have any scheme to reduce or put a curb upon the increase of the number of civil servant. The Government is rather obliged to employ those who failed to find any other place to work upon graduation from

the college, high school or technical schools due to the scarcity of job opportunities, or as a policy of the Government to secure able manpowers. Consequently, the increase is considered to be inevitable. This employment policy has been in operation since 1960. Regarding college graduates, nearly one-third of a matter of 20,000 fresh men and women are employed by the Government each year.

However, the number of personnel could be checked when each Ministry or Agency asks for the budget appropriation each year in the form of personnel expenditure for civil servants with each rank and number limit to the Finance Ministry via C.A.O.A.

The total number of civil servants including those of the Public Corporations and Government Enterprises as of 1975 was 1,770,041, a considerable increase of 635,179 (56%), compared with 1,134,862 in the fiscal year, July 1968 to June 1969.

The breakdown of the number in 1975 shows a greater percentage on the side of the Ministry and Agency as seen in the table.

Change in the number of civil servants

	<u>1975</u>	<u>1968/69</u>
Ministries and Agencies	1,221,917	777,005
Public Corporations	419,428	259,899
Government Enterprises	128,302	97,277
Special Fund	344	681
Total	1,770,041	1,134,862

(4) Civil Servant System

The Egyptian civil servants are divided broadly into two categories; one for the government sector like Ministry or Agency, the other for the public sector like the government enterprise. The outline of the basic system of employment, pay plan, raise and promotion of civil servant is described below. The training system is to be explained in detail after this, for this is considered to be the main theme of the plan.

1. Employment

Ministry or Agency independently practices its examination for the

service. There is no uniform examination system seen in Japan. C.A.O.A. itself does not carry out the examination, but gives advices to the government agencies as to the method, subject and so forth in accordance with the classification of the job.

Therefore, each Ministry or Agency hires necessary persons each year for clerical or technical jobs. The latter includes typists, drivers, electricians and the like.

As stated before, the government positively employs new graduates for its services, as its policy. Consequently, the number of civil servants increases year by year.

College graduates undergo the training course during their probation period of two years until the formal enrollment, during which some move out to the foreign diplomatic office or the company for better conditions.

2. Pay

The pay of public service personnel is divided into grades from the first to the tenth headed by the special. The eleventh is not in use, though is in the original pay table. Besides this, another classification goes; 1) Top Management, 2) First Level, 3) Second Level, and 4) Third Level.

Pay Table		
<u>Grade</u>	<u>Pay (f/yr.)</u>	<u>Level</u>
Special		
A) 1st Under Secretary	1,900 --- 2,000	} Top Management Positions
B) Under Secretary	1,400 --- 1,800	
1st Grade	1,200 --- 1,800	
2nd "	876 --- 1,440	} 1st Level
3rd "	684 --- 1,440	
4th "	540 --- 1,440	
5th "	420 --- 780	} 2nd Level
6th "	330 --- 780	
7th "	240 --- 780	
8th "	180 --- 360	} 3rd Level
9th "	144 --- 360	
10th "	108 --- 360	

Besides the above listed basic pay, allowances are paid by not exceeding this amount.

Converting for reference some of them into yen shows the level is far below that in Japan.

Examples of Pay (annual, in yen)

Vice Minister (1st Under Sec'y)	760,000	---	800,000
Bureau Director (1st Grade)	480,000	---	720,000
Section Chief (2nd Grade)	350,400	---	576,000
Secretary (7th Grade)	96,000	---	312,000
Messenger (10th Grade)	43,200	---	144,000

Note: Exchange Rate (tourist) US\$ 1.00 = ₤280.00 US\$ 1.00 = £ 0.70
£ 1.00 = ¥400.00

The salaries of the President, Prime Minister and Minister are annually £6,000, £3,000 and £2,500 respectively. Also, as in the case of other personnel, the same amount of special allowance is permitted in addition. Thus the President may take as much as £12,000 (approximately ¥4,800,000), however, this amount seems to be low for the head of a State.

3. Pay Raise and Promotion

The newly employed are allocated in accordance with each occupation and ability. For instance, a messenger is the 10th, technical servants like a building maintenance man and bus driver are the 9th. Among administrative officials, those who have received compulsory education are classified into the 8th and who with a college diploma are the 7th, and the ceiling of promotion is different between them. Usually, the college graduate can be promoted without limit and if he is capable enough, the post of top management is not a dream. Others go up as high as the 5th, and the most excellent among them can be promoted to the 3rd grade.

The pay raise is determined by the efficiency rating carried out once a year by the immediate boss. The ratings are; A) Excellent, B) Good, C) Satisfactory, D) Under Satisfactory, E) Weak. A) through D) can get a pay raise, while those who are rated E) can not get it. In practice, however, most of government employees are raised in pay each year.

When a vacancy is created in the upper post, a promotion is realized in accordance with the above mentioned rating within the limits of service period fixed with each grade between two and four years and a certain ceiling of promotion. The truth remains, however, that advancement to the levels of section chief (2nd --- 4th Grade) and bureau director (special or 1st Grade) is not easy as these posts are limited.

Since the existing pay system of seniority order, coupled with the increase in the number of civil servant, is oppressing the government budget for personnel expenses, the introduction of new classification system has been studied, also to curb the increase.

As mentioned previously, C.A.O.A. is at present requesting all Government Offices to submit their own idea for the implementation of the system. The new system is expected to be launched by the end of 1977.

(5) Training System

Training of civil servant is one of important functions of C.A.O.A. As was noted before, the agency gives technical advice to Government Offices on the training of their own. At the same time, it sets up and operates two kinds of training centers aimed at government employees including those of Public Corporations; one for the executive and the other for the lower levels. By the way, C.A.O.A. does not participate in the activity of the Vocational Training Center instituted in the Ministry of Labour and Vocational Training.

Operational outline of these two centers is given below.

1) The Training Center for Top Managements

This course is called the Executive Conference Program providing the top management such as Under Secretary and Director General in the Government Office or Chairman of the Public Corporation, with modern managerial techniques as well as relevant informations on the administration. In addition, upbringing of competent top manager is intended. The course puts emphasis especially on giving practical knowledges and experiences based on living techniques and problems rather than academic themes.

The Center was established in 1964, and is now located in Adrey St.,

Cairo., with a staff of seven including the head. As they are all for general affairs, instructors required for the training are sent from each Government Office, university, Government Enterprise and such like. The Institution is provided with a large, round-table conference room and several small rooms.

The training is given four times a year with 30 to 40 trainees for each. The number of participants so far has reached approximately 800.

The duration was formerly two to three weeks, however, it is six

Usually, the training is conducted with lecture, panel discussion, workshop, case study, field research and the like, focusing on a specific subject. The Center provides three types of programs as follows.

A) Development Conference for Senior Administrators

Lectures are given to the top managements of the government offices and government enterprises on the specific administrative problems and modern managerial methods.

B) Public Policy Conferences

After the deliberation as preliminaries by a group of specialists on a problem of specific area, all the participants attended by the Minister and Vice Minister hold a discussion in quest of a guidance for problem solving, and then propose a plan for administrative and legal measures.

C) Sectorial Problem Conferences

Discussion and study on problems pertaining to a specific organization by administrators of the organization concerned. This course can be crucial for the participants' future career, for they must make a report to submit to the Prime Minister.

2) The Training Center for General Techniques

This center is called the Administrative Training Center, and intended to train civil servants of lower levels to provide elementary knowledges about managerial methods and techniques. Established in 1951 as an attached organ of the Civil Service Commission, the predecessor of C.A.O.A., and in 1965, with the creation of the Agency, affiliated with it.

The Center is located in Square, Cairo, with a staff of 60 including the head. Instructors and trainers are invited from the government offices and public corporations.

There is a branch center in Alexandria staffed with ten to fifteen men. As shown in Table 1, the program is divided into two courses; specialized and general.

The specialized course comprises eight sub-courses: (1) Trainer, (2) Organization Management, (3) Post Classification, (4) Personnel Management for government sector, (5) Personnel Management for public sector, (6) Business Management, (7) Training Technique, (8) First Steps of (1), (2) and (3). The general course consists of 11 sub-courses: (1) Section Chief, (2) Secretary, (3) Documents, (4) Commodities, (5) Accounting and Budget, (6) Public Relations, (7) Claims Disposal (8) Typing (Arabic), (9) Typing (English and French), (10) Shorthand (elementary), (11) Shorthand (advanced).

Table 1 (Page 15)

1.	Training Program Administrative Training Center, 1977											
2.	Alexandria											
3.	Frequency											
4.	Duration											
5.	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
6.	Course											
7.	Specialized											
7 ¹ .	Trainer, Organizational Management, Post Classification, Personnel Management (Government), Personnel Management Public), Business Management, Training Technique, First Steps of (1), (2) and (3)											
8.	General											
8 ¹ .	Section Chief, Secretary, Documents, Commodities, Accounting and Budget, Public Relations, Claims Disposal, Typing (Arabic), Typing (English and French), Shorthand (Elementary), Shorthand (Advanced)											

The number of trainees in each of these 19 courses is 30 to 40 per session. As shown in Table 1, the sessions are held two to three times a year with a duration of 6 to 7 weeks for each. Participants receive training five days a week (Thu., Fri. off), from 9:00 am to 1:00 pm, usually leaving their routines, with an exception of Shorthand course which requires longer period of time for achievement, three days a week, from 5:pm to 7:pm.

The number of participants in the past sessions is shown in Table 2. It has been somewhere between 1,100 and 1,300 in recent years.

Table 2 (Page 16)

1. Figures of Annual Participants

First-hand inspection of the training was missed, however, it was learned that lectures are given by the instructors from the outside, and discussions and practical exercises are carried out. For example, the Section Chief Course is programmed as follows.

Training Program, Section Chief Course

(1) Improvement of business efficiency	2 hrs.
(2) Fundamentals of business and other managerial duties	12 hrs.
(3) Modern Business Administration	10 hrs.
(4) Simplification of business	12 hrs.
(5) Improvement of efficiency and productivity	12 hrs.
(6) Planning for stronger labor forces	10 hrs.
(7) Leadership to win the subordinates' confidence	8 hrs.
(8) Machine Control	8 hrs.
(9) Liaison and Coordination	8 hrs.
(10) Human Relations and Character Building	12 hrs.
(11) Public Relations	4 hrs.
(12) Business Planning and Training	12 hrs.
(13) Workers' Rights and Duties	4 hrs.
(14) Ethics in Public Services (Code of Conduct)	4 hrs.
(15) Research and Investigation Method	4 hrs.
(16) Group Discussion	10 hrs.
(17) Inspection of Government Organizations	4 hrs.
(18) Routine and Business Hours	4 hrs.

The Center has several lecture rooms and a small library, and in a store room are such training equipments as an old-fashioned 16-mm movie projector, slide projectors, paper shredders, typewriters, registers, filing cabinets.

The attainments of trainee are categorized into three classifications. A) Excellent (91 to 100 pts.), B) Good (75 to 90 pts.), C) Satisfactory (60 to 74 pts.). Those who failed to reach the point of 60 are tasked with another discussion or report for a credit. These training results are reported to C.A.O.A. A single sum is provided according to the classification; £15.00 for Excellent, £10.00 for Good and £5.00 for Satisfactory.

(6) Outline of Budgeting

In Egypt, a fiscal year was from July to June until 1972, however, it has been altered to January-December period since 1973. In compiling the budget, the government prepares its draft between September and December each year, and present it to the national assembly by the end of December. Then, the bill must obtain the approval of the national assembly by the end of February. For reference, the budget for the fiscal 1977 came into force passing the national assembly on Feb. 24, this year. In case the new budget is still under deliberation after the change of fiscal year, a provisional budget can be executed on the basis of the budget for the preceding year until the new one is applied retroactively.

The general budget of the Egyptian government is divided into five accounts as follows.

- 1) Service Budget ----- account for government offices and
- 2) Economic Budget ----- universities
- 2) Economic Budget ----- account for profit-making organizations
(Railway, Bus & etc.)
- 3) Special Fund for Deposit and Savings ----- account for investment of postal savings,
social insurance dues & etc.
- 4) Emergency Fund ----- account for military and war damage re-
habilitation
- 5) Treasury Fund ----- account for adjusting each Fund

The surplus of 1, 2, 3 and 4 is transferred to 5, Treasury Fund, on the other hand, red figures are covered with 5. Shorts of the fund are filled up with loan received from foreign government or money borrowed from the central bank.

According to the announcement of the Egyptian Government, the total budget of expenditures for the fiscal 1977 is estimated to reach £7,050 million, an increase of 18% as compared to £5,974 million of the preceding year. This sum appears to be excessively large, because some accounts are overlapping each other.

The survey failed to grasp the budget in detail, however, the shift of civil servant pay expenditure is shown in Table 3.

Table 3 (Page 18)

1. Shift of Pay Expenditure and Total Number of Civil Servant
2. Pay Expenditure, Increase Rate
3. Total Number
4. million pound
5. 0 thousand
6. not available

(7) Efficiency Improvement of Administrative Business

Although C.A.O.A. is to give technical advices on request to government offices as to the improvement of business efficiency and procedures, and also is prepared to cooperate in researches and studies, the adjustment and rationalization of the sanction-clearance procedures have never been tried by the government as its definite policy. In this country, the responsibility for this kind of business routine sits on the Minister of each Ministry, to whom C.A.O.A. gives proper advices.

Demands for the efficiency improvement of administrative business were heard in various places.

A full analytical study is necessary on this point, however, it is to be regretted that the actual circumstances could not be grasped sufficiently enough on that occasion. The only information relevant to the subject was that the Government once tried to improve the custom formalities, postal services and such like.

Gathering from the impression during our three-week stay in Egypt, it could be said that the tropical climate, low pay level and short business hours (from 9:00 to 15:00) are all very influential factors.

3. Prospects of Technical Cooperation for the Administrative Reform

In looking back at our mission, this time to probe the possibility of our technical cooperation for reforming the administrative system of the Egyptian Government, the first hurdle appears to be the lack of mutual understanding between our two countries with respect to the administrative situation in each country. Essential is to know more about each other for the promotion of this plan.

Standing on the general survey so far set forth, the topic for further discussion is the future plan of the cooperation by taking into consideration the view and requests of the Egyptian Government.

(1) Background and Objective of the Plan

The Egyptian nation have devoted themselves to the modernization of their country since the beginning of British colonization in 1882, when the original of the administrative structure with ministries and agencies, furnished with personnel as well as pay systems, was formulated.

After the Revolution in 1952, the administrative system was reviewed from the viewpoint that the system had gone out of date to satisfy the nation's demand. As a result, a recommendation was made by Mr. P. Sinker, a British adviser, urging the necessity for instituting the Civil Service Commission, an organization to directly take charge of the civil service system and administrative reform. On this recommendation, the Commission was established in 1954. The members were the heads of the ministries and agencies. The Commission was directly responsible for such matters as evaluation and employment of civil servants, application of laws, administrative reform and the like.

Later in 1964, on the principle that the whole responsibility of managing the government office should be assumed by the head of the office, the Civil Service Commission was replaced by C.A.O.A. which has only supporting function.

As has been pointed out occasionally in the past, besides the civil servant training, the function of C.A.O.A. covers such roles as planning and proposing as to the civil service system and the system management, and giving technical advices as well as supports to the government offices.

In recent years, the administrative reform has been not only the nation's demand but also a must in dealing smoothly with Western developed countries, in line with its Open-Door Policy. The Egyptian Government sets the administrative efficiency as the main objective of the reform plan. Time, Effort and Cost may be considered as the principal factors for better administration, however, they do not consider Cost to be so important. Speedier business management is regarded as the first consideration.

In this connection, the Agency has been making efforts by performing the above mentioned functions, however, further effective measures must be taken for the ultimate objectives. At present, the completion of the training system is considered to be the first step. On the other hand, the Agency is coordinating with the government offices for the introduction of a new position classification system by the end of 1977. It has also under consideration the adoption of a new management technique in cooperation with the OM section of each Ministry or Agency.

For Japan's administrative reform, reorganization or disorganization of the office, personnel cuts, and reorganization or rationalization of public corporations are included in the plan. In Egypt, however, the situations are different. Structural amendment inside the office, which is carried out under the supervision of its head with the support of C.A.O.A., is not the ultimate goal of the reform. As for the number of civil servants, the Government is obliged to hire those who newly graduated from the university and have no other place to work. Consequently, cutting the number does not constitute the objective of the reform. Furthermore, owing to the fact that 70 to 80% of the industries are nationalized, it may conflict with the Government's industrial policy to interfere with them. It is out of the radius of C.A.O.A.'s part.

(2) Requests of the Government

C.A.O.A. is playing the leading role on the Egyptian side for this cooperative plan, being obliged to and authorized to promote the reform inside the Government. It is necessary to keep in touch with the Agency for the future cooperation. The points of requested cooperations are:

- 1) Measures to be taken for enhancing the competence of the top and senior managers.

For this purpose, the Government has been taking their steps by sending the officials to the developed countries to be exposed to excellent facilities and enterprises there, also by having them participated in trainings and conferences in a specific field. Japan is expected to help in this line for the future.

For instance, C.A.O.A. hopes that we accept more people to the administrative training carried out by our National Personnel Authority. In the past, trainees have attended at the rate of one a year. Dr. Hassan Tawfik, Head of the Agency, expressed his hope to visit our country to see the situation.

In addition, a series of conferences is under consideration to be held in Cairo on the specific problems pertaining to the administrative system, attended by one or more experts from Japan as well as the Egyptian Government officials.

- 2) Measures for more substantial functions to support the government offices.

C.A.O.A. has, among others, a function to find and supply the expert to the government offices for solving problems of administrative management. The expert is expected also from our country directly to each Ministry or Agency upon request to cope with a certain problem.

- 3) Measures to be taken for developing the abilities of the lower-grade personnel.

For practicing the training for junior staffs, the Agency wants the presentation of special techniques or the dispatch of experts on the following points;

position classification system, improvement of training method, manpower planning, administrative organization & procedure, personnel statistics, document filing.

- 4) Exchange of documents and data.

The Agency wants to exchange publications on civil service system,

administrative system, administrative management & etc.

5) Offer of training equipments.

Japanese cooperation is anticipated in connection with founding a training hall equipped with an audio-visual system, and introducing the L.L. system for foreign language training.

It should be apparent from the above that the Egyptian needs have nothing to do with the administrative reform of Japanese version, that is, a large-scale reorganization of a system, a personnel cut and the like. The increase of efficiency in the administrative management is their main objective. The Government is trying to complete and reinforce the training system as the first step to accomplish this object. In this context, Japan's advanced techniques and experiences are requested extensively through the above listed measures. Taken as a whole, it is quite conceivable that the Egyptian Government hopes to introduce and make the most of the experience, idea, managerial technique and anything else that can be exported from Japan who has achieved a miraculous economic growth and development.

(3) Examination of Possible Actions

In order to examine our measures to deal with a request of the Egyptian Government, it is necessary to have a substantial knowledge about the actual situation of the relevant system and operation as well as its problem, compare them with our cases, and then have a definite view of the technical cooperation. However, sufficient time was not allowed to grasp these concrete points in this survey. Upon leaving the country, we handed the Government a questionnaire to be later sent back to us, concerning the background, present situation and contents of each proposal, thus substantiating it with more facts. It seems better to us to start examining the plan after receiving the answer, however, our present steps may be as follows.

1) First of all, technical cooperation presuppose deeper mutual understanding between our two countries with respect to the situation, various systems and so forth. It may be applied not only to the technical

cooperation, but also to any other problems that the shortest way to know each other is to exchange necessary documents and data. In this mission we contributed data to the Government concerning Japan's civil service system, administration setup chart, introduction of our National Personnel Authority and Administrative Management Agency. In return we obtained their data of English version with regard to the civil service law and outline of C.A.O.A. These are very useful for further fostering our understanding. Therefore, some arrangement should be devised so that such an exchange is possible at any time from now on. It is important in that case to mind that the data to be exchanged should be confined to the English versions of explanation about the system, statistics, publications and documents, and that we should bring together relevant data in each government and send them out through the definite channel.

2) Secondly, the consideration is on the problem of receiving the Government employees from Egypt. As was noted previously, the National Personnel Authority already has a program to invite Government employees of the underdeveloped countries including Egypt. C.A.O.A. could possibly seize such an occasion to send their staff-members even at present.

The enlargement of the number limits, e.g., two for 1977, however, depends on the Authority, taking into consideration the Egyptian demand.

The Egyptians want to acquire practical knowledges and experiences such as concrete techniques of administration so that they could readily use them coming back home. For example, they have an idea to send those who have some problems in executing customs affairs to be exposed to Japan's customs formalities or to research and study the system. Our preparedness and methods for such individual requests should be considered depending on each urgency.

Incidentally, the head of C.A.O.A. who is directly in charge of civil servant training as well as administrative reform hopes to visit here. It is very significant to invite the chief supervisor of the counter part for our future cooperative relations. We, therefore, should promote this plan for its realization. However, a scrupulous care must be taken for the arrangements including its duration, time and places to visit, for it seems to exist some differences between our countries on the points of view regarding the administrative reform.

3) The Government's requests concerning the dispatch of experts cover a wide range including the support to the training and solving various problems pertaining to the administration. Experts will be sent on request correspondingly to the individual problems, however, a long-range plan is also needed in this connection.

The survey was restricted by time the first of this kind for us. In addition, the condition peculiar to that country did not allow any hasty business. Consequently, we failed to collect enough materials for the studies. As we have little knowledge about the Egyptian Government and its situation, it is necessary to send there our experts as frequently as possible. Thus getting acquainted with that country, we should make further effort to set this program in the right direction. By the way, in case we send our experts there in future, the party should be formed by two men or more per mission, due to the difficulty of this problem and actual situations in that country.

4) The final issue is on the problem of offering audio-visual facility and L.L. equipment for foreign language training. In every respect, C.A.O.A.'s training facility is not sufficient at present and really is under the necessity of improvement, however, such matters should be discussed also from an economical point of view. Therefore, the conclusion would be drawn in some shape or other after scrutinizing definite problems including the training plan of the Egyptian Government and its actual circumstances.

