



أبحاث

مؤتمر الشرق الأوسط
وشمال إفريقيا
لبحوث الإدارة العامة

Researches-

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& North Africa

Conference for public
Administration Research

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His Majesty
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King of The Kingdom of Bahrain



His Royal Highness
Prince Salman bin Hamad Al Khalifa
Crown Prince
Deputy Supreme Commander and
First Deputy Premier

مؤتمر الشرق الأوسط وشمال أفريقيا لبحوث الإدارة العامة
The Middle East & North Africa Conference for Public Administration Research
23-24 April 2014



Table of Contents

Introduction	10
Speech of Director General - BIPA	11
Speech of Program Chair - MENAPAR	12
Organizers	14
Sponsors	15
Speakers	18
Scientific Committee	28
Organizing Committee	32
Call for Papers	36
Conference Recommendations	40
Conference Sessions	45
Session 1 : Policy-making	48
Session 2 : Leadership	70
Session 3 : Quality management in the public sector	80
Session 4 : Ethics & corruption	94
Session 5 : Public Sector Innovation	108

Session 6 : Capacity building & local governance	122
Session 7 : Public finance	142
Session 8 : E-government	152
Session 9 : (Panel discussion) Public management education in the arab region	174
Session 10 : Public Administration research	178
Session 11 : Public Governance	188
Session 12 : Performance management	200
Participants' Testimonies	208

- Introduction
- Speech of Dr. Raed bin Shams
- Speech of Dr. Sofiane Sahraoui
- Organizers
- Sponsors

Introduction

The Kingdom of Bahrain has witnessed in the period from 23 to 24 April 2014, the first conference of the Public Administration Research (MENAPAR), as this conference has been launched by the Institute of Public Administration in the Kingdom of Bahrain (BIPA) in partnership with the Office of the United Nations Development Program (UNDP) to announce the official establishment of the “MENAPAR” Organization, which brings together countries in the Middle East and North Africa under the umbrella of the Public Administration Research.

MENAPAR Organization came to confront the major challenges and changes affecting the development programs in the Arab countries, and in the decision-making process and policies in the public sector, as well as to study the extent of interdependence with other sectors and its reflection on them, based on methodical and scientific studies stemming from practitioners and thinkers in the areas of public administration, to suit the aspirations of citizens through providing desirable public services and thus improving public administration being the backbone of prosperity and development.

BIPA seeks - through MENAPAR organization - to bring together all Arab countries with their mixture of experiences and practices in the administrative sciences, aiming to establish a research agenda for public administration that its outputs serve public sector, and its diversity enriches the exchange of knowledge, ideas, experiences and sciences of common interest in the fields of public administration. MENAPAR will work on analyzing and studying many of the current issues in public administration, and extracting the ingredients for success in order to strengthen them through cross-examining the experience of others and take advantage of the knowledge and experiences, to draw attention to and apply best practices in this field.

Also, MENAPAR group seeks to be a forum for research and academic exchanges in regard to professional practice in the important topics pertaining to the public administration, public policy and good governance in the Arab region, in addition to attempting to harness collective intellectual efforts of institutions in the region to strengthen the public administration based on verification and policy-making. Also, the group aims to develop public administration research which comes from the Arab region itself, through addressing the problems posed by practitioners of public administration in the region, and provide a base for research resource for all practitioners of public administration in the Arab scene to depend on, in the process of policy and decision making.

The idea emerged from the Kingdom of Bahrain, and toured the Arab countries to be a beacon that promotes a culture of research and research capacities in the public sectors in the region, instills the idea of scientific methodology for decision-making and nation-building .. clinging to the saying of God Almighty, “And say (unto them): Act! Allah will behold your actions, and (so will) His messenger and the believers” praying to Allah to show the right way to the Arab nation to re-establish the foundations of science and knowledge in the field of administrative sciences; depending on its first step, the Middle East and North Africa Public Administration Research (MENAPAR).

Blessings and success granted by God

Speech of Director General - BIPA



It is really a great pleasure participating in the official inauguration of the Middle East and North Africa Conference for Public Administration Research (MENAPAR) here in the Kingdom of Bahrain. We will move with you to a fruitful stage of organized work in the field of scientific research in MENA public administration. In doing so, we will try to reflect our culture which is based on our deep-rooted Arab history.

The MENAPAR conference follows the success of the twenty ninth international joint congress of IIAS/ IASIA which was organized in Bahrain in the summer of 2013. Bahrain's sponsorship of this key international conference comes as a continuation of the reform project in Bahrain, initiated by His Majesty King Hamad bin Issa Al Khalifa, may Allah SWT preserve him. His reform project emphasizes the importance of public administration and its role in promoting and developing Bahrain from the economic, political and social aspects. The conference was meant to benefit Bahrain from the programs and experiences of schools and institutes of public administration in other parts of the world.

The support provided to the MENAPAR initiative by the Bahraini Government comes as a response to the requirements of enhancing government work and public policies, in addition to achieving Bahrain's development in the field of administrative policy-making and sound decision-making procedures, within an environment premised on checks and balances, accountability and capacity building in public sector institutions.

Therefore the MENAPAR has sought to produce outputs that can serve the public sector in a way of exchanging information, ideas, experiences and practices of a common interest to a large audience in public administration. This goes in line with studying all issues of public administration, analyzing success factors for enhancing them, examining underlying failures to learn from them, and learning from the experiences of others, including the best emerging practices from the Arab region.

The responsibility borne by BIPA in this regard is massive. It is a part of BIPA's strategy to advance scientific research in public administration. However, the heavier responsibility is represented in how to transform this scientific research into a tangible reality, in a manner that can benefit in improving government performance, which will be positively and directly reflected in better services to the citizen.

In this regard, we have to hail the initiative of “MENAPAR” as a working mechanism to link research groups with each other to overcome hardships and obstacles, that stand on the way of applied research in public administration. Hardships not only consist of the difficulty to access data, but in understanding the importance of scientific research in the daily practices and thinking of public administration, either at the level of the work of government or the private sector.

Finally, I would like to extend my plentiful thanking to the UNDP, IIAS and IASIA for their support to the MENAPAR conference. Hopefully, we will all benefit from the experiences, lessons and recommendations discussed over the two days.

We hope that this contributes in promoting research in public administration across the public sector in Bahrain, the Arab region and other countries of the world.

Dr. Raed bin Shams
Director General of BIPA
& President of MENAPAR



Speech of Program Chair - MENAPAR

The MENAPAR was born on the 23 of April 2014 by acclamation of participants in its organizational meeting. It was officially announced during the closing ceremony of the MENAPAR conference on 24th of April 2014 and communicated at a Press conference at the closing of the conference.

Around 250 people came to witness this event which was held concomitantly with the first MENAPAR conference. The second conference will take place in a year's time in another country. Four countries have already offered to host it. The Founding Board, which was designated for one year, will decide this summer, who will host the second MENAPAR conference.

The agenda for this first conference was kept wide open to enable a wide range of submissions. The program allowed for 60 presentations and around 50 from among those who were accepted came to present their papers. 12 different countries from the Arab region were represented which is one more than half the countries of the Arab region. This is a positive result for this first conference. Unique experiences from Mauritania, Tunisia, Yemen, and Iraq to mention a few were very informative on the state of affairs of these countries public administration; something that is not easy to come by otherwise. Most of the presentations remain from Bahrain, because of 'home turf' of course, but also following a trend in Bahraini public administration to disclose its practices through similar events. For instance, no less than 44 papers from Bahrain were presented during the IIAS/IASIA congress that has held in Bahrain in June 2013.

As envisioned by the organizers, the conference was rather practice-oriented than academic. A majority of presenters were public servants themselves who came to present on their own experiences and practices. Academics were present likewise. A third category of presenters was prominent; that of civil society. Tunisia, Lebanon, and Palestine for instance had several presentations made by members of civil society organizations who have an interest in public service and public policy and administration.

This is considered a good start for the MENAPAR as it seeks to gather the regional family around hot issues of public administration. The three plenary panels on PA research, PA networking and PA education had also a mix of panelists profile to ensure all vantage points are considered and the MENAPAR starts on an equal footing towards all.

The Organizational Meeting of the MENAPAR

30 people attended the organizational meeting of the MENAPAR. The meeting was called by BIPA to finalize the establishment of a regional network of public administration research in the Arab Region.

A preliminary meeting was held on June 1st, 2013 where the idea of creating a regional network of public administration research was exposed in a workshop that was held as a prelude to the IIAS/IASIA congress. The idea was well accepted by the 50+ attendees and further pursued in a workshop in early November 2013 to define what the network should look like, what agenda it should pursue, how it will be governed and how it can become sustainable. The MENAPAR conference is the crowning of a year-long effort to jump start this initiative at last and it was done!

Other than restating the importance of a research network in the region, the organizational meeting directed the network towards the following:

- Necessity to build research absorption capacity in the region's public sectors. Producing research is not enough if it cannot be absorbed by the target systems. This absorption capacity is both in terms of awareness and openness to research results but also capacity to adapt research results and translate them into successful practices.

- To create synergy effects in PA research in the region; to involve a wide network throughout the region to create the research agenda; to generate support for the research agenda; and set-up a business model and buy-in from across the region.

- To establish MENAPAR as an independent organization that will negotiate a strategic affiliation with MENAGPA, the regional group of IIAS, yet to be created.

- To establish a number of strategic partnerships with organizations like IIAS, the UNDP, GPIC and others.

- MENAPAR should support the research agendas of ENAs and IPA's across the region.

- MENAPAR should work to become the think tank for PA in the region.

- MENAPAR membership should be open to organizations and individuals (with different status)

- MENAPAR should rally the support of the political powers to survive.

- To build a network of researchers from each country and join them with similar networks in other countries of the region; scientific output will ensure legitimacy and sustainability of the network

- To expand the network to all Arab countries and especially Algeria, Egypt and Saudi Arabia.

Immediate Plan of Action

The organizational meeting also sketched the immediate plan of action of the MENAPAR along the following items:

- Election of a Board and designation of responsibilities within it

- Development of a plan of action around the key issues of 'research agenda', 'MENAPAR second conference', Issue zero of the Arabic Review of Public Administration, MENAPAR portal, building the network, MENAPAR registration, membership drive

- Establishment of MENAPAR Research Board to conduct the scientific activities of the Network including the scientific programme of next year's conference in collaboration with the local organizing committee.

Meeting of the Founding Board of MENAPAR

Following the organizational meeting, a meeting of the Founding Board of MENAPAR took place and the new Board was announced as follows:

President

Dr. Raed BenShams (BIPA, Bahrain)

Members

H.E. Musa Abou Zeid;
Prof. Nadia Bernoussi (ENA-Morocco);
Dr. Badr Al-Malallah (API, Kuwait),
Dr. Lamy Al-Moubayed (Institute of Finance Basel Fleihan, Lebanon);
Dr. Khalil Amiri (AGI, Tunisia)

Non-voting members

Adnan Al-Mahmoud, GPIC, Bahrain;
Dr. Sofiane Sahraoui, Director of Research, BIPA, Bahrain.

This first successful launching of MENAPAR has now to be followed with concrete steps to develop the network and implement the immediate plan of action. The next conference of the MENAPAR will gather the Network of members that would have enrolled in the meantime and which will vet a Board that will manage the Network for the following 3 years. As such, preparing well for the next conference is critical for the development of the MENAPAR.

Sofiane Sahraoui
Director of Research, MENAPAR

Program Chair, MENAPAR Conference 2014

Organizers



Institute of Public Administration (BIPA)

(BIPA) was established by Decree No. (65) for the year 2006 issued by His Majesty King Hamad bin Isa Al Khalifa, King of Bahrain in June 28, 2006.

The Institute aims to develop the public administration and training in the ministries and governmental organizations, and contribute to the preparation and training of personnel, in accordance with the training needs and development programs, research and advisory work approved by the board of directors of the Institute so as to ensure the upgrading of public administration and to support economic and social development plans.

BIPA is seeking to provide the best Training courses' quality, to become the optimum partner in developing public administration's employees with distinction.

BIPA is seeking to provide the best Training courses' quality, to become the optimum partner in developing public administration's employees with distinction.

BIPA is taking charge in implementing two national economic initiatives:

1- Creating a proper program to increase the public administrators' performance.

2- Enhancing the training's quality and abundance..



Empowered lives.
Resilient nations.

The United Nations Development Programme (UNDP) (Strategic Partner)

(UNDP) is the UN global development network, working in 177 countries and territories.

In the Kingdom of Bahrain, UNDP provides technical support and assistance to national institutions and civil society towards achieving national priorities and addressing challenges.

UNDP assistance builds systems and capacities of the public sector and the parliament, supports social strategies and promotes the advancement of women, and ensures the sustainable use of energy and the environment.

Since the signing of the Standard Basic Assistance Agreement between the Government of Bahrain and UNDP in 1978, UNDP has been a consistent partner working across sectors to ensure inclusive and sustainable development.

Based on national priorities and strategies, such as the Economic Vision 2030 and National Economic Strategy, and the Kingdom's reform agenda, the UNDP Country Programme Document (CPD) 2012-2016 aims to further promote democratic governance, expand economic opportunities, strengthen institutions, and increase gender equality.

UNDP helps connect national priorities with global solutions and networks.

Sponsors



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■ Speakers



Speakers

Dr. Raed Mohammed BenShams Director General of BIPA

Dr. Raed Mohamed BenShams is the Director General of the Institute of Public Administration in Bahrain (BIPA). He has built BIPA to be a partner of choice to build capacity for Bahrain's public sector. It has also developed main key services in consulting and it's currently launching its research activities with the establishment of a public service think tank in the region.

- Dr. BenShams holds a PhD in management from Bradford University, and MSc from Leeds University.

- He was awarded with the Medal of Highest Level of Competence by highness the majesty King for his achievements in the public sector.

- He has occupied key Government positions prior to joining BIPA. He was Assistant General Secretary for HR, Finance and Admin Affairs at the Ministry of Cabinet Affairs and Director of Statistics at the Central Informatics Organization (CIO).

Peter Grohmann UN Resident Coordinator and UNDP Resident Representative - Bahrain

Peter Grohmann is the UN Resident Coordinator and UNDP Resident Representative in the Kingdom Of Bahrain since 2011 .

- He is a holder of a Master degree in Geography University of Cologne (1985-1988) and University of Bonn (1988-1994), specialising on urban planning and socio-economic development.

- From the period from 2007 until 2011, he was the Country Director for the UNDP in Panama as well as he was Deputy Resident Representative in El Salvador and Belize from the period 2003 until 2007.

Prof. Dr. Geert Bouckaert President of the International Institute of Administrative Sciences (IIAS)

Geert BOUCKAERT is currently the President of the International Institute of Administrative Sciences (IIAS) (2013-2016).

He was the President of the European Group for Public Administration (EGPA) (2004-2010) and the Chair of the IIAS Programme and Research Advisory Committee (PRAC) (2010-2013).

He is Professor at the Public Management Institute (Faculty of Social Sciences) of the KU Leuven, Belgium. From 1997 to 2012, he was the Director of the Public Management Institute (Instituut voor de Overheid- KU Leuven). His fields of research and teaching are Public Management, Public Sector reforms, Performance Management and Finance Management. He is also visiting Professor at the University of Potsdam (Germany).

• He is involved in several international networks such as:
President of the Scientific Committee of SPAN (Swiss Public Administration Network),
• President of the Flemish Governmental Commission for the Efficiency and Effectiveness of the Public Sector,

• Vice Chair of COST Action LocRef (Local Government Reform),
• Member of the Corvinus Budapest International Advisory Board,
• Member of the Conseil scientifique de la Revue française d'administration publique (ENA),
• Member of the Board of the Belgian Institute of Public Administration.

• Member of the VVBB- Flemish Association of Administrative Sciences,
• Member of the international advisory board of the MPM at the Bocconi University.
• He is also the Coordinator for Governmental organizations in Flanders (Belgium).

• Geert Bouckaert received several Honorary Doctorates and other international awards in recognition to his scientific contributions in the field of Public Administration. Professor Bouckaert published many books and articles on Public Management and Public Administration Reforms.



Rolet Loretan Director General of the International Institute of Administrative Sciences

Mr. Rolet Loretan was born in 1952 and is a Swiss citizen. Trained as a lawyer at the University of Freiburg (Switzerland), he is also a graduate of the Swiss Graduate Institute of Public Administration (IDHEAP), Lausanne.

His entire professional career has been within the Swiss Federal Government in Berne.

He began as a legal expert in the Central Office of General Defence and then became Head of the Army Affairs Section within the General Secretariat of the Swiss Ministry of Defence.

For ten years he was Head of the Press and Radio Division (DIPRA), Headquarters of the Federal Council (Swiss Government), in charge of information related to extraordinary situations.

He was Rapporteur for Strategic Planning and Actions at Headquarters for the Swiss Federal Council Delegation for Security when called upon to take up the management of IIAS in Brussels.

Mr. Rolet Loretan has also carried out a parallel career as an officer in the Swiss Army where he has the grade of Colonel within both the Mountain Infantry and the Military Court of Appeals.

He has been involved at the international level and is Honorary Vice-President of the International Society for Military Law and the Law of War, an NGO whose seat is in Brussels.

Mr. Rolet Loretan officially took up his duties as Director General of IIAS on 1 November 2006.



Prof. Dr. Michiel S. de Vries
President of the International Association of Schools and Institutes of Administration (IASIA)

He was previously IASIA Acting President (2012-2013) and Vice-President for Publications (2010-2013). Also, Michiel S. de Vries is co-chair of the IASIA Working Group IV "Local Governance and Development."
 Michiel S. de Vries is full Professor and holds the chair in Public Administration at the Radboud University of Nijmegen, the governor's chair in Public Governance in Small Systems of Law at the University of Aruba, and is visiting professor at the Masaryk University in Brno (Czech Republic); full member of the Group of Independent Experts on the European Charter of Local Self-Government of the Council of Europe.

He also is an observer at the United Nations Committee of Experts on Public Administration (UNCEPA) (since 2012); Chair of the Nispacee (Colloquium for Practitioners)Dutch representative of the international research group on « Democracy and Local Governance » (since 1995); Member of several Site Visit Teams on behalf of EAPAA; Peer reviewer for South Africa's National Research Foundation (NRF), the Slovenian Research Agency, SANPAD; Public Administration Review, Public Administration, European Journal of Political Research, International Review of Administrative Sciences, Local Government Studies, Publius, Acta Politica, Political Psychology, Nispacee Journal for Public Administration and Policy.

He worked previously at the University of Amsterdam, Thorbecke Academy in Leeuwarden, and the Free University Amsterdam.
 Prof. Dr. de Vries conducts research on Comparative Public administration, policy processes in municipalities and provinces, public policy change and evaluation, values in the public sector, public participation and interactive policy making and public sector reform.

Prof. Dr. Michiel S. de Vries has published many books, book chapters and articles in refereed journals. His latest book is Training for Leadership (Bruylant, 2013).
 The network of institutes and schools of Public administrations in center and eastern of Europe.

Mousa Mahmoud (Abu Zaid)
Head of the General Personnel council Palestine

- Chairman of the General Personnel Council.
- Acting Minister of Youth and Sports.
- Undersecretary Manager (A1) and the Ministry of Youth and Sports 05/11/2008.
- Assistant Undersecretary (A2) and the Ministry of Youth and Sports, 2006.
- General Manager of (A4) and the Ministry of Youth and Sports in 2002.
- Manager Director (A) and the Ministry of Youth and Sports in 1996
- Chairman of the Board of Directors of the National Committee for Summer Camps.
- Chairman of the National Steering Committee for UNICEF international programs since 2003 .
- 5 Consecutive years Chairman of the network of local Network youth organizations.
- President of the Association of Deir Tarif charity.
- Member of the Board of Trustees and the owner of many NGOs national general organizations.
- Founder of Local councils in destroyed villages, towns and cities.

Dr. Bader Othman Malallah
Director General of the Arab Planning Institute Kuwait

Dr. Bader Othman Malallah, is a Kuwaiti Citizen, with a Ph.D. in Public Policies from Claremont University in USA. He is currently the Director General of the Arab Planning Institute, an Arab Regional Organization based in Kuwait. Prior to joining API in October 2011, Dr. Malallah worked as an Advisor on Human Development and Public Policies at the Arab Fund for Economic and Social Development (AFESD); Kuwait, 2000-2011.

Dr. Malallah also is:
- Chief Editor of Kuwait National Human Development Report.
- Member, Advisory Board, United Nations Human Settlements Program (UNHABITAT).

- Member, Advisory Economic Committee Chaired by His Highness the Emir of Kuwait.

- Special Advisor to the Speaker of the Parliament; State of Kuwait.

- Member of the Supreme Council for Planning and Development; State of Kuwait.

- Member, Editorial Board, Arab Consolidated Economic Report.

- Member, Board of Trustees of the Arab NGOs Network.

- Member, Board of Trustees, Regional Center for the Development of Educational Software.

• Dr. Malallah Previous Professional Experiences:
- 1987-1989: Secretary General, Team Of Experts on the Study of LAS Organizations;

- 1989-1999: Professor at Kuwait University

- 1989-2000: Secretary General, Arab Group of Arab National and Regional Development Institutions, Arab Fund for Economic and Social Development (AFESD); Kuwait.

- 1991-1999: Advisor, Ministry of Information, State of Kuwait.

- 2004-2009: Member, Advisory Board, UNDP Human Development Report.



Nadia Bernoussi
Acting Director of the national school administration - Morocco

Nadia Bernoussi is the Acting Director of the national school administration and prior to that a professor of constitutional law and political institutions at the Rabat, Higher Institute of Administration.
 She also teaches at the Royal Institute of Territorial Administration, School governance and economy and the Moroccan Academy of international Studies.

She is a founding member of the Moroccan associations of constitutional law and political science.
 She is currently Vice President of the International Association of Constitutional Law.

She was a member of the Advisory Commission of the revision of the constitution.
 She has taught at the law schools of Montpellier and Aix en Provence, Tunis and is a member of the editorial board of the French Journal of Constitutional Law.

She is also a member of several networks and research entities in constitutional law (Royal Institute for Strategic Studies) and is the author of several articles on constitutional law including constitutional justice, fundamental rights and electoral processes namely in the French Journal constitutional law, international directory of constitutional justice.



Mr. Adnan A. Razaq AL-Mahmood
IT & Knowledge Manager - GPIC

Mr. Adnan A. Razaq AL-Mahmood has a Master's Degree in Analysis, Design and Management of Information Systems from London School of Economics and Political Science in the United Kingdom.

He has joined GPIC in January of 1989, having undergone extensive training and development in Bahrain as well as overseas; he held a number of senior positions in GPIC including Quality Facilitator, Procedures and Systems Superintendent and now as Information Technology and Knowledge Manager.

Mr. AL-Mahmood was a former President of Bahrain Information Technology Society. He is also a member of a number of strategic committees and councils such as:

- Deputy Chairman of the Board of Directors of Bahrain Institute of Public Administration
- Member of College of the Education Council in the University of Bahrain
- Member of Research & Development Strategy Steering Committee – Higher Education Council, Ministry of Education
- Part of International Who's Who.

Dr. Sofiane Sahraoui
Director of Research, MENAPAR
Program Chair, MENAPAR Conference

Sofiane Sahraoui is Senior Advisor in charge of consulting and research at the Institute of Public Administration of Bahrain (BIPA). Prior to joining BIPA in 2009, he held several faculty and academic administration positions in Bahrain, Tunisia and the United Arab Emirates, and has been an Associate Research Fellow with Brunel Business School in the UK, since 2006.

Sofiane sits on the Board of Management of the International Association of Schools and Institutes of Administration (IASIA) and is currently acting as a co-chair for its working group on "Leadership, Governance & Public Policy." He was elected to be the General Rapporteur of the 2013 Congress of IIAS/IASIA; one of the largest conferences in Public Administration in the World and has facilitated a workshop on the 'transformational government' during the UNDESA public service awards summit in 2013.

He led the foundation of the MENAPAR (Middle East & North Africa Initiative for Public Administration Research) initiative; and the MENAGPA (Middle East & North Africa Group of Public Administration); a regional group affiliated with the International Institute of Administrative Sciences (IIAS).

Dr. Sahraoui holds a Ph.D from the University of Pittsburgh (Katz Graduate School of Business), a MSc. from the University of Oxford (College of St Anne's) and an undergraduate degree from the Institut des Hautes Etudes Commerciales (IHEC) in Tunis. His research is primarily on governance and organizational design. He has published 2 books and more than 40 research articles in leading academic journals and conference proceedings and speaks regularly at international professional gatherings. He holds regular seminars and workshops on higher education governance as part of his consulting activities and serves as auditor for a number of quality assurance agencies.

he has conducted major consultancies in strategic planning, organizational design, HR development, and the management of change, in a variety of settings mainly in Higher Education and the Public Sector.

Dr. Najat Zarrouk
Governor, Director of Training for Morocco

Dr. Najat Zarrouk from Morocco is a lifetime public servant in the Moroccan government.

She has over 30 years of experience in the Ministry of the Interior (MOI) and is currently Governor, Director of Training for Local Government.

Dr. Zarrouk was appointed, in 2009, by United Nations Secretary General Ban Ki Moon to join the U.N. Committee of Experts on Public Administration, (CEPA) where she is one of 24 Members on the global panel.

She was elected in 2011, Chair of the CEPA to lead the XI and XII Sessions. She is the author of many essays on Public Administration and International Trade (Trade and Development: from the GATT to the WTO, Forwarded by General Director of the WTO, Mr. Pascal LAMY, 2008).



Prof. Dr. Robert Fouchet
Founding Director of the Institute of Public Management and Territorial Governance, IMPGT – Aix Marseille University

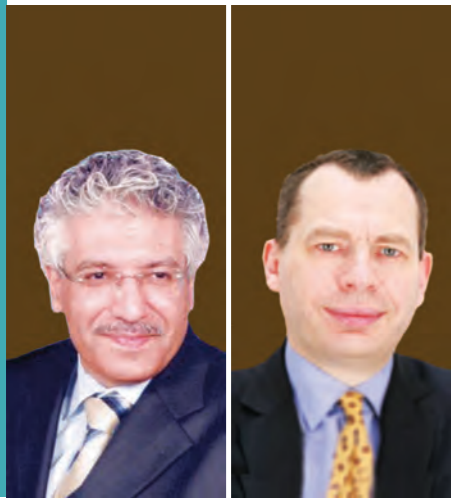
Professor in Management Sciences, Robert Fouchet, has been the founding Director of the Institute of Public Management and Territorial Governance, IMPGT – Aix Marseille University, where he is currently Director of Research. Within Aix Marseille University, he is also co-director of the Research Centre in Public Management, CERGAM, and a member of the Doctoral school.

His research led him to work on change management and strategy, changing university systems, new modes of governance, management of culture.

Member of numerous committees and scientific commissions related to the public sector, Prof. Robert Fouchet is Director of Publication for International Institute of Administrative Sciences, IIAS.

He is an expert for the French Evaluation Agency for Research and Higher Education, AERES, as well as for international institutions.

Having developed an in-depth knowledge of the Mediterranean and MENA regions, Prof. Robert Fouchet has created the Euro-Mediterranean Dialogues of Public Management, MED, and is very much involved in the MENAPAR process.



Prof. Riyad Y. Hamzah
professor of environmental biotechnology at
the Arabian Gulf University - Bahrain

Prof. Riyad Y. Hamzah, Bahraini, is a professor of environmental biotechnology at the Arabian Gulf University and a member of the Council of Higher Education in the Kingdom of Bahrain.

He earned his Ph.D. in biochemistry (enzymology) in 1984 from the University of Houston, U.S.A.

He was involved in the establishment of the Arabian Gulf University, Bahrain, since its inception in 1984 and established and directed numerous new programs in various scientific and educational fields.

He served in key academic and administrative posts including Director General of Finance and Administration, Dean of the College of Applied Sciences, and as the Vice-President of the Arabian Gulf University from 1994 to 2005.

Prof. Hamzah founded the Biotechnology Program at the Arabian Gulf University in 1987, the first academic program in the Arab World to offer degrees in biotechnology.

Prof. Hamzah has devoted his research to the microbiology and biochemistry of biodegradation of toxicants and pollutants by microorganisms, with special interests in biodegradation and bioremediation of crude oil and hazardous waste contamination, in addition to the process of bio-desulfurization, using bacteria to lower the sulfur content in oil and its derivatives.

Prof. Hamzah has organized and presented plenary lectures at numerous international conferences, has numerous publications in prestigious international scientific journals, and supervised numerous M. Sc. and Ph. D. degrees in the field of biotechnology.

He served as Editor-in-Chief of the Arab Gulf Journal of Scientific Research (1999-2006) and is the coeditor of the book National Biodiversity Planning in the Arab World (2001).

Dr Fabrice Larat
director of the research department at the
French national school of public administration
(ENA)

Dr Fabrice Larat is the editor in chief of Revue française d'administration publique, the leading journal dedicated to public administration in France. He is a graduate of the Institut d'Etudes Politiques in Lyons and of the Graduate Institute of European Studies in Geneva, Switzerland.

He holds a PhD in contemporary history from the Institut d'Etudes Politiques of Paris, France.

From 1994 to 2004, he was working as a political scientist at the university of Mannheim, Germany before being appointed as research manager of CONNEX, an international network of excellence funded by the European Union from 2004-2008, dedicated to the topic "Efficient and Democratic Governance in a Multi-level Europe".

His research interests focus on governance issues as well as on various aspects of political integration in Europe.

He is the author of numerous academic publications in French, German and English.

Mr. Adel Abdellatif
Chief, Regional Programme Division
Regional Bureau for Arab States
United Nations Development Programme

Adel Abdellatif is the Chief of the Regional Programme Division, Regional Bureau for Arab States, of the United Nations Development Programme.

In this post, he coordinates and oversees the publication of the flagship Arab Human Development Report and the Arab Knowledge Report.

In his current capacity, he established projects on Rule of Law, Integrity and Anti-Corruption, Water Governance, Climate Resilience, Aid for Trade in the Arab Region, and Gender Empowerment. He established partnerships between the United Nations Development Programme and Mohammed bin Rashid Al Maktoum Foundation, International Islamic Trade and Finance Corporation, Arab Water Council, Siemens Foundation and Silatech (Qatar).

Prior to assuming this post he established and led UNDP's Program of Governance in the Arab Region (POGAR), a catalytic programme advocating for governance reform in the Arab region, with a focus on rule of law, the fight against corruption, and political participation.

Mr. Abdellatif came to UNDP following a two-decade career at the Ministry of Foreign Affairs of Egypt, serving in several embassies and earning the rank of Ambassador. He holds a doctoral degree in Political Economy from the Graduate Institute, Geneva.

Selected articles, publications and statements:

- "Democratization and Reform in the Arab Countries: Dynamics of Transformation" *Mediterranean Yearbook, Med.2011*

- "Challenges to Human Development in the Gulf Cooperation Council Countries." *Emirates Center for Strategic Studies and Research. 2009.*



- "Good Governance and its Relationship to Democracy and Economic Development." In VV Ramani (ed.) *Good Governance Perspectives and Experience. The ICAFI University Press (India). 2007.*

- "The Politics of Participation in the Arab Region: Addressing the Seeds of Discontent."

- *Transnational Terrorism: Defeating the Threat. Royal United Service Institute Conference, London. 9-10 November 2006.*

- "Human Rights in the Arab Mediterranean Countries: Intellectual Discourse, Socio-Economic Background, and Legal Instruments." *Mediterranean Politics* vol19 No3. Autumn 2004. Pp 319-343.

- "A Political and Legal Analysis of the Phenomenon of Corruption in the Arab World." *Al Mustaqbal Al Arabi (The Arab Future). No 309. November 2004.*

■ Scientific Committee



Scientific Committee

Dr. Sofiane Sahraoui Chairman of the Committee

Sofiane Sahraoui is Senior Advisor in charge of consulting and research at the Institute of Public Administration of Bahrain (BIPA). Prior to joining BIPA in 2009, he held several faculty and academic administration positions in Bahrain, Tunisia and the United Arab Emirates, and has been an Associate Research Fellow with Brunel Business School in the UK, since 2006.

Sofiane sits on the Board of Management of the International Association of Schools and Institutes of Administration (IASIA) and is currently acting as a co-chair for its working group on “Leadership, Governance & Public Policy.” He was elected to be the General Rapporteur of the 2013 Congress of IIAS/IASIA; one of the largest conferences in Public Administration in the World and has facilitated a workshop on the ‘transformational government’ during the UNDESA public service awards summit in 2013.

He led the foundation of the MENAPAR (Middle East & North Africa Initiative for Public Administration Research) initiative; and the MENAGPA (Middle East & North Africa Group of Public Administration); a regional group affiliated with the International Institute of Administrative Sciences (IIAS).

Dr. Sahraoui holds a Ph.D from the University of Pittsburgh (Katz Graduate School of Business), a MSc. from the University of Oxford (College of St Anne’s) and an undergraduate degree from the Institut des Hautes Etudes Commerciales (IHEC) in Tunis. His research is primarily on governance and organizational design. He has published 2 books and more than 40 research articles in leading academic journals and conference proceedings and speaks regularly at international professional gatherings. He holds regular seminars and workshops on higher education governance as part of his consulting activities and serves as auditor for a number of quality assurance agencies.

he has conducted major consultancies in strategic planning, organizational design, HR development, and the management of change, in a variety of settings mainly in Higher Education and the Public Sector.

Dr. Mohamed Amin Member

Dr. Mohamed Amin has 23 years of experience within the academic, private, and public sectors.

He started his career as an assistant professor with Bahrain University in the college of Business Administration, then he joined the Bank of Bahrain and Kuwait and worked within the retail division, and currently he’s working with Tamkeen within the private sector support division and involved in the development and management of projects that are directed towards the development of the private sector enterprises.

Dr. Amin earned a Ph.D. degree from Glasgow University Business School, an MBA and a BS.c. in Industrial Management from the University of Petroleum and Minerals in KSA.

Dr. Ali Al-Soufi Member

Dr. Ali has earned his PhD in computer science in 1994 from Nottingham University, UK. He has 23 years of experience in IT field, both in Academia and Industry.

He has worked for Bahrain Telecom Co for 8 years as a Senior Manager Application Programmes where he overlooked number of mega IS Application projects.

Between 2007-2010, Dr Ali worked at Arab Open University as the head of IT and Computing program and Assistant Director for Business Development.

Dr Ali is currently working in University of Bahrain as assistant Professor and leading Mobile Research Lab in IT College.

He is also part time consultant for Bahrain e-Government Authority (EGA), member of the Bahrain National IT Governance Committee and a Board member and consultant for UNESCO Regional Center for ICT in Bahrain.

He has number of publications in various fields of Information Technology, and has regular contributions in both academic and industrial IT activities.



Dr. Karim Said Member

Holds a PhD from the University of Nice Sophis Antipolis and a French Qualification for Ph.D.

Supervisor (HDR) from the University of Versailles Saint Quentin en Yvelines.

Guest lecturer in Top Management and Masters Program in France, Bahrain, Morocco and Tunisia.

Dr Karim is Author and Co-Author of more than 35 publications in International and Strategic Management including, books, chapters book as well as papers in peer-reviewed, journals conferences and seminars.

He currently works as an expert for the French Ministry of Foreign affairs and is the director of the French Arabian Business School of the Arabian Gulf University.



Dr. Tariq M. Al-Sindi
Member

Presently serves as the General Director of the National Qualifications Framework at the National Authority for Qualifications & Quality Assurance of Education and Training in the Kingdom of Bahrain (QQA).

Dr. Tariq Al-Sindi holds a Bachelor degree in Computer Sciences, Post Graduate Diploma in Education, Master's degree in Information Systems, and a Ph.D. degree in Computer Sciences.

He is currently the Secretary General of the Arab Network for Quality Assurance in Higher Education (ANQAHE), Secretary General of the and a board member in the Society of Academics.

Along with his 25-years-of-experience in teaching, research and academic administration; Dr. Al-Sindi also took part in numerous institutional and program accreditation review-teams in Oman and the Kingdom of Saudi Arabia. He also participated as a Jury member in the e-Government Excellence Award.

Furthermore, he organized and facilitated various seminars and workshops in the area of Quality Assurance in different Arab Countries plus supervised students at the Master and Ph.D. level.

He also conducted many projects for the private and government sector in Bahrain, and published several papers in the area of Quality Assurance and Information Systems.

Organizing Committee



Hasan Qambar
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Batoul Murad
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■ Call for Papers

Call for Papers

In the midst of fast evolving changes in the Middle East on different fronts, be it the organization of the political and governance systems, the basic economic models adopted, the failure of the welfare system, the widespread popular contestations, and a myriad of challenges that past and current governance systems have failed to cope with, it has become critical for Public Administration to reform in order to address the region's unique history and rapidly evolving systems of government; which calls for a focused effort to understand governance in times of transition and to support this reform with local research, global experience, and new thinking.

The urgency of tackling challenges for good public management and governance has been heightened in the aftermath of latest changes and turmoil in the region. Pressures have come to bear not only on countries where political change has taken place but went beyond as Governments rush to quell the sources of public discontent, respond to public demands for greater voice and accountability, and achieve political consensus and progress in social justice.

However and aside from the normative prescriptions of multilateral bodies, there is very little thinking going into any critical analysis or development of proper solutions for the transitional governance situations that are gripping most countries in the region. Moreover and whenever good quality research exists, it is mostly about public policies and rarely about public administration. A Google search on "Public administration research in the MENA" is very telling of the dearth of research in the field of PA in the region.

Though laudable initiatives exist to jumpstart research efforts in the field, they remain isolated and whenever they exist, are generally confined to the academic sphere. To remedy this, the Institute of Public Administration, Bahrain (BIPA) in tandem with the United Nations Development Program (UNDP) is spearheading efforts to federate research efforts in the region in the broader field of public administration/public policy with a focus on spurring local thinking on PA and translating it into successful local practices.

Background and Rationale

In 2010, BIPA and the UNDP Country Office signed an agreement on establishing a Capacity Development Facility (CDF) hosted at BIPA. The CDF aims to enhance the capability of BIPA in serving the public sector and promote BIPA as the reference point for capacity building in training, consulting and research for governmental institutions in Bahrain.

BIPA has since transcended its national geographical boundaries and is now involved in regional as well as international activities.

In June 2013, it organized the international joint congress of IIAS/IASIA with more than 500 participants and 250 paper presentations.

One of the offshoots of the Congress was the MENAPAR (Middle East and North African Public Administration Research) initiative which is being set up as a study group of IIAS (International Institute of Administrative Sciences) and will be soon extended into a full fledged regional group of IIAS.

What is MENAPAR?

MENAPAR is being set-up as a network of organizations (networks) that are active in the scholarship/practice of Public Administration in the Middle East and thus named Middle East & North Africa Public Administration Research (MENAPAR). Contrary to conventional research networks which mainly associate 'research providers,' public sector organizations with an interest both to produce and use research are sought as active members of the MENAPAR. BIPA will facilitate the launch of MENAPAR until it is established independently within a regional group of public administration as part of the IIAS network of regional groups. An organizational meeting of MENAGPA (the regional group that will host MENAPAR) is expected to take place during the MENAPAR conference in Bahrain on 23-24 April 2014.

Though focused on the Arab region, MENAPAR will be open to participation from institutions, scholars and practitioners on a global basis. However it will not be (yet) another organization competing for the Public Administration, public policy, and governance agenda in the region. Rather, it will try to create synergy effects between existing ones.

Purposes of MENAPAR:

MENAPAR seeks to

- become a forum for research and academic/ practitioner exchange on the important topics of public administration, public policies, and good governance in the Arab region;

- harness the collective intellect and efforts of organizations in the region to promote evidence-based PA and policy-making;

- promote a research culture and research capacities in the region's public sectors;

- develop an indigenous research discourse on PA; one that tackles the problems of PA in the region as identified by the local actors;

- provide a resource base for all actors in the Arab PA scene to use evidence for policy and decision-making. Resources can be in terms of people/consultants, research, or networking.

MENAPAR Conference

Following two first preliminary events where the concept was first tested and then elaborated, BIPA and the UNDP will hold a two-day MENAPAR conference on "developing a research agenda for public management in the MENA."

A call for contributions has been developed herewith and seeks your participation in the conference through an extended abstract.

A presentation will be requested upon acceptance of your submission.

Other than presenting research about Arab public administration, the conference will include **two plenaries one on the research agenda for MENAPAR, and the second will lay the ground for the formal establishment of a MENA group of PA.** Those who are interested in participating in such a group are encouraged to attend.

Conference Themes

All research papers related to Arab public administration are welcome. Suggested topics include (but are not limited to) the following:

- Human resource management and performance management
- Employee engagement and talent management in the Public Sector
- Public service diversity and gender issues
- Strategies for Capacity building in the Public Sector
- Professionalization of the public sector
- Public Sector Leadership
- Transformational government
- E-government
- Open-Government and e-citizenship
- Quality management in PA
- Public Sector integrity
- Public Governance & Territorial Governance
- Public-Private Partnerships
- Transitional Governance
- Public financial management
- Policy-making & assessment
- Public Service delivery
- Public sector innovation
- Measuring public administration performance
- Political-administrative relations

This first conference seeks to canvass existing research and researchers with a focus on PA in the Arab region, hence the generality of the theme. Further conferences will be more focused.

Research Agenda and Format

MENAPAR seeks to :

As the objective of this initial conference is to survey the research scene in the Arab region, submissions should focus on accounts of the present situation.

Analytical frameworks and other theoretical propositions should be anchored in the reality of Arab Public administration.

Descriptions of current administrative practices (even the less successful ones) in the region are welcome as long as they are followed with proper analysis suggesting modes of improvement and research avenues.

Case studies are particularly welcome although all other methods are acceptable. Empirical studies are highly sought.

Authors are required to submit an extended abstract of no more than 2000 words (minimum of 1000) for consideration by the conference program committee. Upon acceptance, authors will have to submit presentations.

Full papers are not required except for submissions that will be considered for publication in the Arabic version of the International Review of Administrative Sciences.

Papers raising issues about research in Arab PA are particularly encouraged.

Select submissions will be invited on a fully-paid basis (travel and stay). Only full-paper submissions (min of 4000 words) and developing the theme of 'a research agenda for PA in a specific country or region' will be considered for fully-paid invitation.

While covering any of the conference topics, invited submissions should emphasize one or several of the following:

- Survey of research issues and mapping out a research agenda in Arab PA
- Methodological issues in Arab PA research
- Research models and methodologies in a specific Arab PA issue
- Ethical and policy issues in Arab PA research
- Creating a research culture in Arab PA
- Building a research absorption capacity in Arab PA
- Impact assessment of research in Arab PA
- Research design issues in Arab PA research
- Comparative research in Arab PA

Important Dates

- Deadline for submissions: March, 2nd 2014:

Authors will be notified of the acceptance/rejection of their submission by March 16th, 2014.

- Deadline for submission of final presentations: March 30th, 2014

- Conference dates: 23-24 April 2014

Submissions can be sent directly to the Program

Chair: Dr. Sofiane Sahraoui, s.sahraoui@bipa.gov.bh

Language

Submissions can be in Arabic, English or French. All presentations will be translated and displayed in English and Arabic. For those who will present other than in Arabic, English and/or Arabic translation will be provided.

Logistics

Venue and location will be announced later. The conference committee is negotiating with local hotels for preferential tariffs for guest stay. Those will be posted on the conference web page by March 2nd, 2014.

Conference Registration

There are no fees for the conference. However all participants have to register on the conference Website (<http://www.bipa.gov.bh/menapar>).

Participant benefits include conference program and folder, coffee breaks, lunches (2), and a dinner reception. Visits to local attractions/events are also being considered.

Contact Persons

For all conference inquiries, please contact **Ms. Batoul Murad, b.murad@bipa.gov.bh**.

■ Conference Recommendations

Conference Recommendations

Summary of Sessions

First day's program

Two Plenaries:

- Opening Session
- Building a research agenda for the MENA region

Six Breakout Sessions:

- 1- Policy Making
- 2- Leadership
- 3- Quality management
- 4- Ethics and Corruption
- 5- Innovation in the Public Sector
- 6- Capacity Building and Local Governance

Opening session

Dr Raed BenShams (Bahrain Inst. of Public Admin.)

- 1- Need for Public administration (PA) Research in region
- 2- Focus on Practice, Impact and Integration of Research Culture in the Public Sector

Peter Grohmann (Resident Representative, UNDP)

- 1- Surveys show citizens' demand for honest & responsive Govt
- 2- Urgency of Public Sector Reform in region
- 3- Pledge of continued UNDP support for reform efforts

Rolet Loretan (DG, International Institute Of Administrative Sciences/IASIA)

- 1- PA the concern of more than just civil servants, but citizens
- 2- IIAS Regional groups foster production of regional knowledge on PA – time has come for MENA group
- 3- Decentralization introduces additional complexity, to manage

Prof. Geert Bouckaert (President, International Institute of Administrative Sciences)

- 1- Effective PA 3Ws: actors, info, policy instruments
- 2- "Culture of change" needs "change of culture"
- 3- Stronger, interacting actors:

Responsibility & accountability; Institutional checks and balances; Participation

- 4- Informing actors, using performance information

Transparency, Sharing info for debate, creating ownership of objectives

- 5- New and renewed policy instruments

Decentralization, Partnerships, Combined instruments (financial stimuli, legal, direct delivery)

Building a research agenda

Dr S. Sahraoui (Conference Program Chair , BIPA)

- 1- Presentation of MENAPAR: network aims to build capacity, publish and share research and resources, define research agenda, bridge gap between academia & practice
- 2- Reconfiguring BIPA research plan with MENAPAR

- Research needs: Organizational behaviour; Strategy & Policy; Competency Frameworks

- Research services: on-demand research, portals of public data, research methodologies

Prof. R Fouchet (Directeur, Institut de Mgmt Public et de Gouvernance Territoriale, Aix-Marseille)

- 1- Mapping of key subject areas, research actors, research topics, and scientific journals in public management
- 2- Research topics for MENA: National Governance, Regional Governance and Coordination Models; Human resource management and culture; Services and process management

Prof. Michiel De Vries (President, International Association of Schools and Institutes of Administration)

- 1- Does region have a different research agenda or different answers to the same questions?
- 2- Public sector, an element of stability in an unstable env.
- 3- Main problems for society: Inequality, poverty, ethics
- 4- Contextualize reforms & induce at multiple levels: macro, meso (institutional), micro (individual)

Prof. Riyad Hamzah (Secretary General, Higher Education Council)

- 1- National research strategy aligned with BH 2030
- 2- Research important to: diversifying economy, building human capital and knowledge economy; attracting and retaining talent for KE; & integrating innovation in organizations
- 3- Social sciences, economics, and Public policy among five focus areas in Tier-1 group of priority research areas

Policy Making & Leadership

Policy Making (Session chair: Dr. Khalil Amiri, AGI)

- 1- Build the capacities of think tanks and develop their links
- 2- Build parliamentary research services and insitutionalize consultation processes (by executive and parliament)
- 3- Establish policies & systems to simplify access to public sector data, including governance data
- 4- Understand better knowledge-to-action pathways
- 5- Importance of political context in public sector reform

Leadership (Session Chair: Ishaq Amin, BIPA)

- 1- Train & develop skills of young leaders in region
- 2- Inter-generational knowledge & exp transfer
- 3- Strategic planning and empowerment

Quality Managements & Integrity

Quality management in public sector (Chair: Dr. Tariq Al-Sindi, NAQQAET)

- 1- Long route to accountability for bad quality in public sector
- 2- Focus must be placed on processes, as they ensure good outcomes in long term
- 3- Case study: Quality assurance standards have improved quality of higher education in Bahrain

Ethics and Corruption (Chair: Mohammed Amin, Tamkeen)

- 1- Promote culture of proactive transparency
- 2- Establish standards for information disclosure
- 3- Civil sector ethics codes and training

Innovation, CB, and Local Gov

Innovation in the Public Sector (Chair: Dr. Mohammed Sabba, BIPA)

- 1- Career empowerment to drive innovation
- 2- Innovation by leveraging technology: E-Government
- 3- Innovation through partnerships: PPP

Capacity Building and Local Governance (Chair: Ali Salman, UNDP)

- 1- Importance of evaluation and Gap Analysis, TNA, to identify priority areas for capacity building
- 2- Raise awareness of value of perf mgmnt systems
- 3- Bridge PS to education systems to match needs
- 4- Give regions authority over management of HR

Second day's program

Plenary session:

- Networking for PA research in the region

Six Breakout Sessions:

- 1- Public management education in the region
- 2- Public Finance
- 3- E-Government
- 4- PA Research
- 5- Public Governance
- 6- Performance management

Networking for PA Research

Moderator: Adnan AlMahmoud, GPIC

Dr Najet Zarrouk (Pres, UN Committee of Experts on Public Admin)

- 1- Many opportunities for networking: Civil society, UN regional organizations and commissions (DPADM, CEPA); Regional groups (EU, AU), member states, IDB/WB,...
- 2- Projects to collaborate on with UN: Participation in the World public sector survey, E-government surveys, ...

Dr Fabrice Larat (Directeur-adjoint de la formation, Ecole Nationale d'Administration, France)

- 1- Know the partners (their interests & resources)
- 2- Institutional but flexible procedures to structure cooperation
- 3- Network needs critical mass, time to accumulate knowledge

Dr Bader malallah (DG, Arab Planning Institute, Kuwait)

- Public sector reform and downsizing in larger context (socio-economic context and overall development policy)

PM Education in Region

Competency based approach for Masters of Public Administration (MPA) programs (Ayman Hussein, American University, Beirut)

- 1- Leadership & Management, Policy process, Analysis & decision making, Communication & interaction, ...
- 2- Underemphasized areas: Quantitative decision methodology, Electronic data processing and information systems, Political values and processes

Dr Nadia Bernoussi (Interim Director, ENA, Morocco)

- 1- Regional schools of administration
- 2- Contextualization of MPAs

PM Education in Region

Prof. R Fouchet (IMPGT, Aix-Marseille, France)

- 1- Public Mgmt education must be contextualised
- 2- Vision and philosophy of public sector's role in each country
- 3- Good PM Education requires PA research

Public Finance , Performance Management and PA Research

Public Administration research (Chair: Ahmed Hassouni, ISA, Morocco)

- 1- Legislative research services & methodologies
- 2- Research absorption capacity in the PS
- 3- Evaluating research impact

Public Finance (Chair: Amal Hawwa, Institut des Finances, Lebanon)

- 1- Need classification for public sector procurements
- 2- Follow international best practices

Performance management (Chair: BIPA)

- 1- Competency frameworks
- 2- Management by objectives
- 3- Training Evaluation & Assessment professionals

E-Government & Public Governance

E-Goverment (Chair: Ali Soufi, U of Bahrain)

- 1- Importance of IT Strategic planning
- 2- Proactive security policies

Public Governance (Chair: Karim Said, Arabian Gulf University)

- 1- Promote accountability and transparency
- 2- Develop Auditing capabilities
- 3- Promote use of international accounting practices and reporting standards

Session 1
■ Policy-making



Improving the quality of the policy making process in Tunisia: The case for think tanks

Dr. Khalil Amiri / Intissar Kherigi ,
Arab Governance Institute
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After decades of post-colonial independent government, many developing countries in the MENA region are yet to achieve the inclusive development goals they have set themselves. Despite the apparent implementation of “recommended” policy prescriptions such as deregulation, privatisation, and an increasing integration into the global economy, recent reports acknowledge major shortcomings in terms of youth employment, poverty reduction, access to and quality of basic services, and more generally sustainable development [1, 2]. The recent social and political upheavals in several countries in the MENA region came as a resounding confirmation of this fact. The picture is not entirely bleak, as real progress has been realised in many sectors and to varying degrees across countries. However, the undisputed reality is that economic growth has been limited, and even when such growth has been achieved, its fruits have not been sustainable, able to keep up with demographic changes, or distributed in a balanced way across social categories and geographic regions.

The fact that the results have been disappointing across several countries, and sometimes regardless of the resource richness, suggests there are underlying causes relating to the way policies are designed and implemented. Indeed, studies suggest that corruption, lack of proper planning, inefficient resource allocation, low-quality public services, and the lack of accountability, responsiveness, and transparency of public institutions are closely associated with lack of inclusive and sustainable development [2, 3]. Such symptoms have now been associated with the concept of “bad governance”. The concept of “good governance” has been increasingly formalised since it was first introduced, although its contours remain fuzzy. Governance is defined as “the exercise of economic, political and administrative authority to manage a country’s affairs at all levels” [4]. “It comprises the mechanisms, processes and institutions

through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences” [4, 5]. So while democracy relates to the legitimacy of government, good governance is about the “efficiency” of government and its ability to achieve high value for the public [6]. Good governance promotes the rule of law and is, among other things, “accountable, transparent, and participatory” [6].

The process of policy making and assessment lies at the heart of the governance challenge. We argue that the quality of this process rather than specific key policies is a determining factor in achieving higher quality policy outcomes and eventually better governance. Policy making in Tunisia has been traditionally a closed process under the tight control of central government with input mainly from senior civil servants, and in some cases international donor institutions, or special interest groups. After the democratic elections of 2011, the policy making process, at least in some policy areas, has seen wider participation and engagement from civil society and the wider public.

In this paper, we argue that participation by think tanks is key to improving the quality of the policy making process. We survey some policy making exercises in the past few years in Tunisia and argue that wider participation does not necessarily significantly improve process outcomes. We argue that the quality of participation is important and that it cannot be achieved if participating institutions are incapable of meaningfully contributing to the policy analysis and assessment exercise. This makes a case for the need for independent organisations specialised in public policy research, analysis, and engagement (think tanks) as a key component in improving the quality of the policy making and assessment process. Think tanks play an important role in the policy process by being an independent voice in policy

debates, articulating issues clearly and simplifying complex trade-offs to the public, enlarging the policy selection space by advancing viable policy alternatives, bridging the gap between academic research and policy practice, conducting independent policy evaluations, and training personnel for the executive and legislative branches of government. The rest of this paper is organised as follows. We review the tradition of the public administration and of policy making in Tunisia in Section One. We provide a brief survey of think tanks and their main functions in Section Two. Finally, we discuss a participatory model of policy making in Section Three, focusing on ways to make the participation of think tanks more effective in improving the quality of the policy making process.

1. Policy making in Tunisia

In Tunisia, and more generally throughout North Africa, the influence of the Napoleonic/Weberian models of the organic state and the legal approach to the organisation of the administration still impacts policy making practices [7]. A sphere of legal texts determines rigorously the tasks of the administration to the smallest detail. This comes at the expense of a performance-oriented and more democratic and inclusive approach to the governance of the public sector. This nurtured a top-down approach to policy making, reducing initiative and leadership within the civil service, and de-emphasising the participatory aspect of public policy making, marginalising potential contributors within the public sector and outside.

The public policy process is often depicted as a cycle that starts from problem identification, followed by the identification of policy alternatives and the analysis of their impact, through to policy formulation, implementation, monitoring and evaluation.

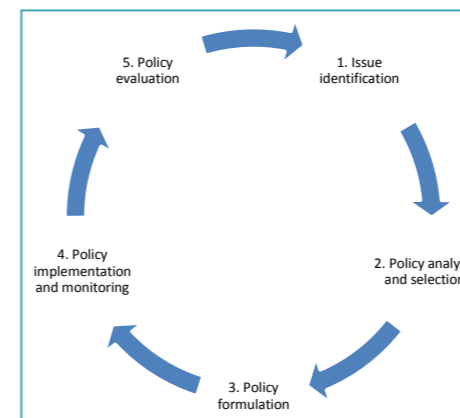


Figure 1. A conceptual sketch of the various steps in the policy cycle.

Policy-making in Tunisia has traditionally been a closed and top-down process. It is largely a by-product of an internal process involving the government, a narrow group of senior civil servants and in some cases international partners and donor institutions. The process is not broadly participatory and often does not explore a broad range of policy alternatives. It rarely performs sufficient ex-ante analysis of policy

options, and does not meaningfully engage the various stakeholders. The approach results in reactive and often improvised policies which provoke hostility from those stakeholders who were not consulted and introduces changes without consideration of the longer-term consequences. The lack of transparency in the process opens up the state to the phenomenon of “state capture”, where the influence of special interest groups and their allies within the institutions, can derail the state to serve the interests of special interests [2]. The new political context and an increased thrust towards inclusive institutions, participative democracy, and decentralisation after the democratic elections of 2011 in Tunisia have challenged the prevailing mind-set. The transition has established more rigorous mechanisms for the accountability of the executive through parliamentary oversight and democratic elections and opened up policy making to advocacy, participation, and influence by civil society organisations and the wider public.

Indeed, since 2012, the policy making process in Tunisia has become more participatory, with frequent consultations with civil society and frequent debates in various public and private media. Civil society organisations and the wider public have become in particular engaged in the early stages of the policy making process, mainly at the stage of issue identification through issue advocacy, raising concerns about a specific problem and building up support for state action through mobilisation, social networks and media. However, in the later steps of the cycle, civil society and advocacy groups in Tunisia often lack the resources to meaningfully contribute to policy analysis, formulation, or evaluation. The results (judging by the impact of the consultations on policy outcomes) have been very limited.

Civil society organisations, in general in Tunisia, do not have experience or resources for policy analysis, formulation, or evaluation. Most associations do not currently have the resources to participate effectively in this process. First, they suffer from the information asymmetry problem; they do not possess the information required to conduct their own independent analysis and evaluation. As a result, their critiques and proposals tend to be disconnected from reality and easily dismissed by government and public service officials. Secondly, they often do not have the necessary capacity and resources to engage in in-depth policy analysis. Many policy areas require expertise and specialisation, in addition to access to statistics, and an accurate diagnosis of the past and existing situation.

2. An overview of Think Tanks

There are over 6540 Public Policy Research, Analysis and Engagement Organizations (also known as Think Tanks) throughout the world [8]. Only 5% are in the MENA region and approximately twenty in Tunisia [5]. Think tanks play an important role in public policy research, analysis and assessment throughout the world [10] and increasingly in the MENA region [9]. They help raise awareness about issues and build up support for policy changes. They simplify and

educate the public about complex policy trade-offs, and enhance the quality of policy debates in the media by interpreting issues, events and policies for the wider public. They also provide a forum for the exchange of opinions and ideas between various actors in the political and policy formulation process. They often represent an independent voice in public policy debates and play an important role in training policy makers for the executive and legislative branches of government.

Tunisia has a somewhat oversized public sector, a new parliament with significant powers, and various “independent commissions” created by the recently adopted constitution. This raises an important question: What value can the additional thinking done in think tanks add to what is already happening within the branches of government?

The perception is that think tanks can often do what government bureaucracies cannot. Specifically, think tanks are more effectively equipped to produce innovative research through financial resources, links with academia, human resources, and their participation in fora and conferences. They are also better placed to build “issue networks” around a common purpose because they have fewer constraints in any one policy or domain. In addition, think tanks are better placed to think up “coherent policies across organisations and domains” as they are not limited to bureaucratic barriers and are not restricted by the “organisational minds” of civil servants often trapped by the constraint of “vertical accountability”. They are also better able to “telescope the policy function” [10] (i.e., from data collection to policy analysis to formulation) than government bureaucracies, which are often hampered by organisational boundaries standing in the way of coordinating this process.

3. Participatory Policy making

Various actors intervene in the policy formulation and assessment practice: the executive, legislature, think tanks, academia, civil society and the wider public. To enhance this process and ensure the best possible policy outcomes, the roles need to be collaborative, open, and transparent. If the process is dominated by any one actor, this brings in specific risks to the quality of policy outcomes. The executive branch can be too closed, subject to inertia, not innovative, too traditional, or suffer from influence by special interests. The legislative branch can be too detached from local realities across the country, election-oriented, party-political and ideologically polarised. Academic institutions and think tanks can be too isolated from policy practice, lacking up-to-date information about the “real world”, developing trends, the cost of actual policies and their effectiveness.

The effective participation of these various actors - executive/legislative/think tanks - diversify the risks and balances the influence of “special interests” whether political, economic, or regional and social groups.

For their collaboration to be effective, several challenges in the relationship between the various stakeholders must be overcome. The extended version of the paper reports on a series of semi-structured interviews with actors from the ad-

ministration, legislature and think tanks and uses them to identify the challenges of effective collaboration. It specifically focuses on:

- ◆ Access to information and data from the public sector
- ◆ Mechanisms for consultation and the process by which think tanks are informed about the consultation, its scope, the key questions, etc.
- ◆ Level of contact with civil servants
- ◆ Financing of think tanks
- ◆ Relationship with the parliament
- ◆ Relationship with the media

It takes two illustrative case studies to identify these challenges:

- ◆ Case study 1: Privileged status joint declaration, the consultations which took place before the joint declaration between Tunisia and the EU to expand collaboration in the political, economic, social, and cultural dimensions, including the intent to negotiate a generalised free trade and migration agreements.
- ◆ Case study 2: Investment code reform, consultations which took place during the re-design of the investment code with the various stakeholders including social and business organisations.

The paper identifies questions requiring further research and summarises key recommendations for a better integration of think tanks in the policy making process so as to enhance the quality of the process and eventually of policy outcomes.

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Knowledge-to-Action pathway on ageing in the Arab world:

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Background

Population ageing has been acknowledged as a priority issue since the first World Assembly on Ageing convened by the United Nations in 1982. While the percentage of older people aged 65 years and above remains relatively low in Arab countries, estimates from the World Population Prospects herald rapid population ageing over the next four decades with a three-fold increase from an average of 4% in 2010 to 12% in 2050 (Sibai, Rizk, & Kronfol, 2013). These demographic changes pose a major challenge to the Arab countries, which are generally heterogeneous in their social priorities, natural resources, economic systems and political regimes (Sibai & Yamout, 2012). To meet the multifaceted challenges of population ageing, it is imperative that research and knowledge creation aligns itself with context-specific sociopolitical priorities and policies.

Concurrently, knowledge translation (KT) platforms are gaining popularity worldwide in evidence-based policymaking and service provision. Kitson and Bisby (2008) describe KT as an emerging paradigm shift in the way the public becomes active in the knowledge production process. As such, this necessitates the production of research that meets the needs of society at large, and veers away from the traditional ‘curiosity driven’ route. While Knowledge Creation (KC) is a widely accepted precursor for KT, little attention has been paid to the role of public administration in evidence-based policymaking and service provision.

Using empirical data from a Regional Mapping Survey conducted in 16 Arab countries, this study aims to examine how governmental institutional arrangements, one facet of public administration, and knowledge creation interrelate in the process of knowledge translation to inform evidence-based social and health policies and programs in the region.

Methodology

Field Work and Data Collection

Primary and secondary data for this study were drawn and triangulated from three main sources:

1) the ‘International Conference on Population and Development (ICPD) beyond 2014 Global Survey’ conducted by ESCWA in 2012; 2) the MIPAA Regional Mapping Survey conducted by the Center for Studies on Ageing (CSA) in partnership with UNFPA and ESCWA in 16 Arab countries in 2012 and 3) a desk review of scholarly articles, official documents, technical reports and gray literature. The ICPD Survey included 11 questions focusing on institutional arrangements, policies and programs, civil society organizations and private sector partners providing ageing services in

18 Arab countries (excluding Djibouti, Libya, Saudi Arabia and the United Arab Emirates). The MIPAA questionnaire included 96 questions that comprehensively mapped the state of the ageing agenda in six main areas: institutional arrangements, research and data, policies and plans of action, older people and development, health and wellbeing in old age and enabling and supportive environments (Sibai, Kronfol, & Rizk, 2012).

The completion rate of the field mapping was high (>75% of questionnaire items) in Algeria, Bahrain, Djibouti, Iraq, Jordan, Lebanon, Libya, Morocco, Palestine, Qatar, the Sudan, and Yemen; average (50%-70%) in Egypt, Oman, and Syria and low (<40%) in Somalia. Missing data were imputed from the ICPD Global Survey as well as an extensive desk review of scientific and gray literature. The data collection spanned a 6 month period from July to December 2012.

Framework

Knowledge Creation (KC) and Institutional Arrangements (IA) were theorized to be enabling factors that influence social and health policies and programs (SP and HP). Also, Knowledge Translation (KT), a main paradigm in the Knowledge-to-Action process, was hypothesized at the outset to act as a mediating variable in the relationship between the enabling factors, KC and IA, and the outcomes, SP and HP (Figure 1).

Analysis

Summative indices for each construct were calculated using the median and the interquartile range (IQR: 25th and 75th percentiles). A series of Bootstrap multiple linear regression models were tested to examine associations between the independent variables and the outcomes, SP and HP separately. The β -coefficient, standard error (SE) and associated p-values were estimated. Data were entered and analyzed using the Statistical Package for Social Sciences (SPSS) 19.0 and significance was observed at a $p < 0.05$.

Results

Overall findings indicate that countries scored highest on the IA index (median = 69.5), this was followed by KC index (median = 45.9) and lowest on the KT index (median = 30.2). Also, health policies for older persons were more abundant than social policies, scoring 66.1 and 47.5 respectively. Country rankings are presented in Table 1 for each of the five indices with 1 designated to the highest rank and 16 to the lowest in increasing order of overall summative rank. Bahrain, Syria, Palestine, Lebanon and Egypt ranked the highest across all indices and Algeria, Iraq, Yemen, Djibouti and Somalia ranked the lowest.

Oil-rich countries such as Bahrain, Qatar and Oman in the Arab Gulf and Libya in North Africa, which showed markedly higher GDP per capita, did not necessarily receive higher rankings on ageing indices, displaying a weak correlation between a country's wealth and its investment in population ageing. Similarly, the percentage of population older than 65 did not harmonize with the overall or individual ageing indices, with Libya, Morocco and Algeria (all with a percentage of older population above 4%) ranking 9th, 10th and 12th, respectively and Lebanon, with the highest percentage of older persons amongst Arab countries at 7%, ranking fourth in terms of ageing indices.

Results from the multivariable linear regression are summarized in Table 2. In the unadjusted models, the three indices showed significant association with both SP and HP. Adjusting for KT, KC lost its significance while IA maintained it with both outcomes. Further adjustment for all the variables did not change appreciatively the results for IA but

attenuated the association of KC with the outcomes. However, the association of KT with the outcomes was greatly attenuated from 0.64 to 0.08 for SP and from 0.78 to 0.12 for HP when adjusted for IA and KC.

Discussion

The strong presence of State infrastructure on ageing in Arab countries is indicated by the high median score of the IA index (69.5/100). Establishing specialized institutional arrangements (IAs) on ageing in the Arab world has been emphasized by UN agencies since the UN declaration of 1999 as the International Year for Older Persons and reiterated in the Second World Assembly on Ageing in Madrid in 2002 through the Madrid International Plan of Action on Ageing (MIPAA) (U.N., 2002) and the Arab Plan of Action on Ageing (APAA) (ESCWA, 2002). To a large extent over the past 10 years, these calls have influenced the establishment of ministerial departments, national committees and national plans of action in several Arab countries (Sibai et al., 2013). All three of these arrangements on ageing are found in six out of 16 countries (Bahrain, Egypt, Lebanon, Libya, Palestine and Syria) and lacking in four others (Algeria, Djibouti, Somalia and Yemen) (Figure 2).

Findings from the multivariate analysis indicate that IA is the most robust construct for the promotion of social and health policies and programs, net the effects of KC and KT. These results underscore the strong role of public administration and argue for the significance of IAs in promoting policies and programs. In comparison to IA, KT is the least developed (median = 30.2/100), reflecting a deficiency in the availability of data repositories, the production of policy briefs, and communication between policymakers and researchers.

In conclusion, well-established and budding IAs on ageing across the Arab world are integral conduits for the application of ageing research by policymakers and service providers. While governmental infrastructure on ageing is well-established in Western countries, with little variability between them, the Arab world is largely heterogeneous in this respect. Country-specific research needs to be undertaken in order to garner a holistic understanding of the policymaking process, how KC and KT are conceptualized and exercised, the role of interest groups and stakeholders as well as obstacles and facilitators for policy development.

Tables and Figures

Figure 1: Conceptual framework

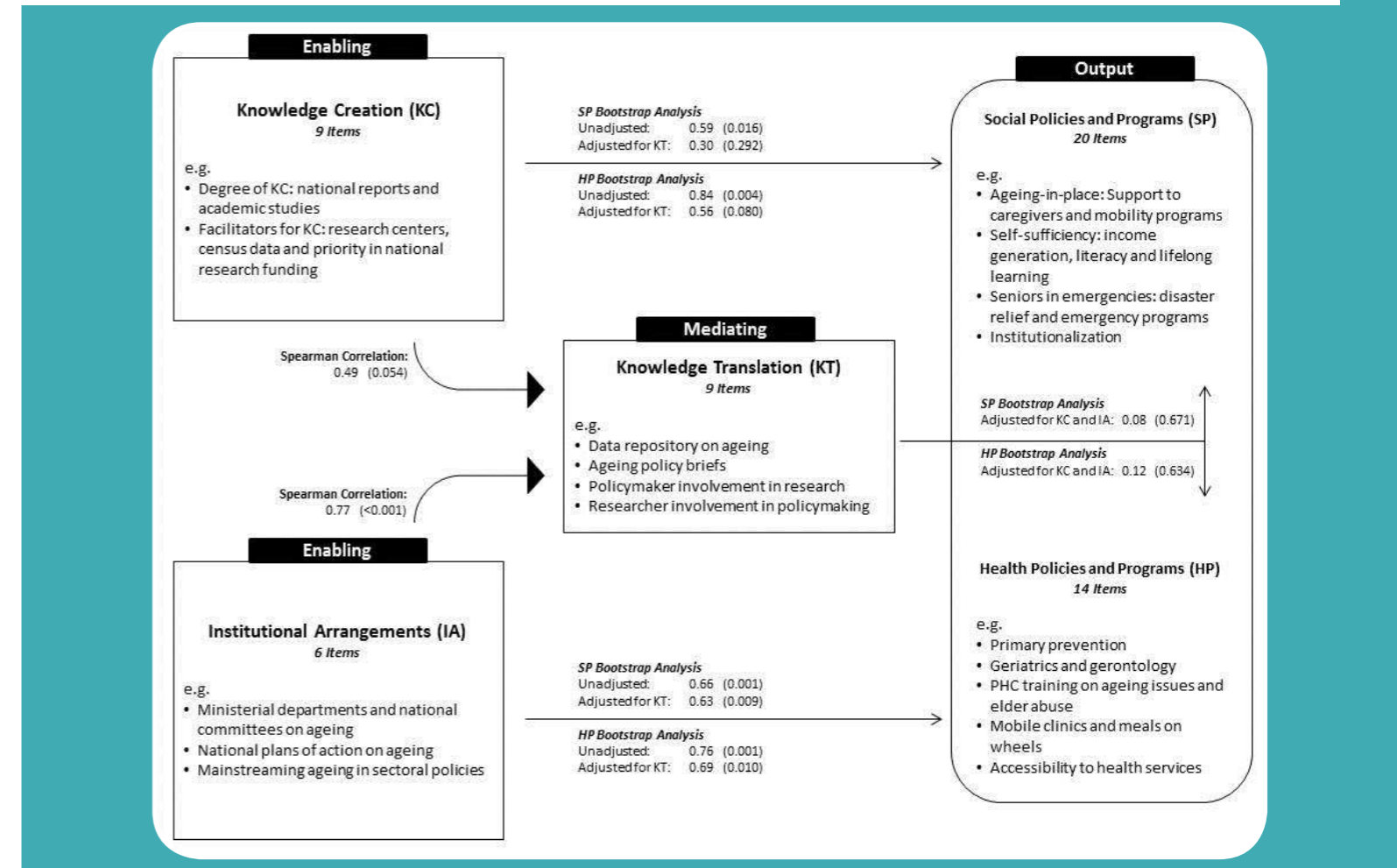


Figure 2: Institutional Arrangements in the Arab world

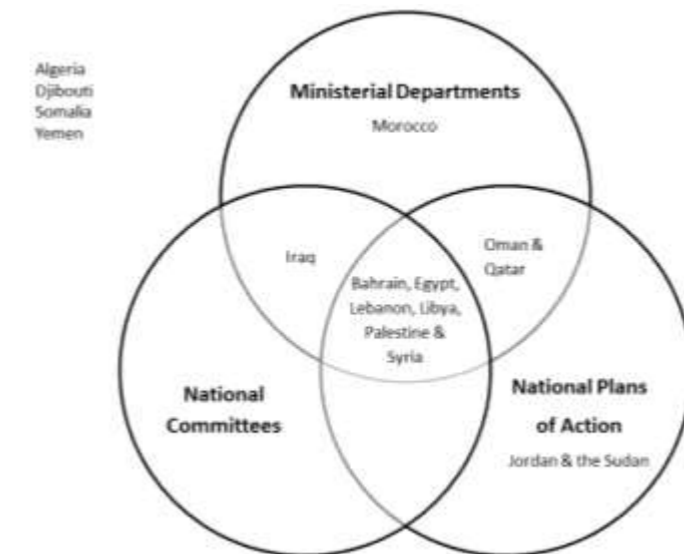


Table 1: Country Rankings according to Index, Medians and Interquartile range for Indices and Country specific data

Countries	Overall Ranking	Enabling Constructs			Outcomes Policies and Programs		Country specific data	
		Institutional Arrangements (IA)	Knowledge Creation (KC)	Knowledge Translation (KT)	Social (SP)	Health (HP)	% Population over 65 (2010) ¹	GDP per Capita (\$US) ²
Bahrain	1	1	10	1	1	1	2.1	19,213
Syria	2	3	1	2	4	7	3.9	2,565
Palestine	3	2	2	5	2	6	2.7	---
Lebanon	4	5	2	3	6	1	7.3	8,159
Egypt	5	3	2	5	8	5	5.0	2,462
Jordan	6	7	2	10	3	3	3.9	4,027
Qatar	7	9	7	8	4	7	1.0	62,390
Oman	8	7	12	5	8	3	2.5	17,598
Libya	9	6	7	10	11	11	4.3	10,456
Morocco	10	11	9	12	13	7	5.5	2,861
Sudan	11	10	10	9	7	14	3.6	1,186
Algeria	12	13	13	4	12	13	4.6	3,796
Iraq	13	12	14	14	10	10	3.3	3,702
Yemen	14	14	6	13	14	12	2.6	1,106
Djibouti	15	15	15	14	15	15	3.3	1,277
Somalia	16	16	16	14	16	15	2.7	---
Median (out of 100)		69.5		45.9	30.2		47.5	66.1
Interquartile Range		28 , 82		29 , 61	12 , 48		30 , 54	31 , 74

1 (U.N. DESA, 2010) 2 (The World Bank Group, 2013)

Note: % Population over 65 years is deflated in countries with very high non-national migrant worker populations since it describes the de facto population and does not differentiate between national and non-national populations.

Table 2: Results of the Bootstrap Linear Regression (N=16)

Dependant variable: Social Policies and Programs (SP)

Unadjusted Adjusted for KT Adjusted for the remaining two constructs

	Beta	SE	p-value	Beta	SE	p-value	Beta	SE	p-value
Knowledge Creation (KC)	0.59	0.21	0.016	0.30	0.27	0.292	-0.15	0.20	0.376
Institutional Arrangements (IA)	0.66	0.07	0.001	0.63	0.19	0.009	0.70	0.19	0.013
Knowledge Translation (KT)	0.64	0.19	0.011				0.08	0.21	0.671

Dependant variable: Health Policies and Programs (HP)

	Unadjusted	Adjusted for KT			Adjusted for the remaining			two constructs		
		Beta	SE	p-value	Beta	SE	p-value	Beta	SE	p-value
Knowledge Creation (KC)		0.84	0.24	0.004	0.56	0.29	0.080	0.17	0.37	0.457
Institutional Arrangements (IA)		0.76	0.12	0.001	0.69	0.22	0.010	0.60	0.30	0.042
Knowledge Translation (KT)		0.78	0.23	0.005				0.12	0.30	0.634

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Public Administration in Yemen and Efforts of Administrative Reform

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Introduction:

The Public Administration Body (PAB) was founded in the Yemeni republic after the Yemeni Unification in 1990, through merging the two bodies of public administration in the two Yemens before unification. And in spite of the vital role the Public Administration Body was supposed to play in bringing about comprehensive development, improving the standard of services for citizens and meeting increasing popular aspirations, coincident with the unification, the performance of PAB was humble. It was not up to the level of aspirations due to many prevailing aspects of weakness and underdevelopment, as well as various political, economic, social and administrative factors that undermined PAB and weaken its performance.

And with the aim of rectifying the situations and performance of PAB, successive Yemeni governments sought to adopt a number of administrative reform programs. Nevertheless, the weak performance of PAB and low level of services accompanied the administrative body to date. The many factors led to wasting the opportunities of success to reform PAB and overcome its hindrances.

In what follows, we will highlight the factors affecting the Public Administration Body in the unification country and their most important characteristics. As well, we are going to discuss reform efforts that were exerted between 1990 till 2010 and the causes hindering administrative reform efforts.

Queries of Study:

This study is trying to answer the following questions:

- What are the factors affecting Yemeni Public Administration after Yemeni Unification of 1990?
- What are the most important characteristics of Public Administration in the Republic of Yemen?
- What are the distinguished administrative efforts adopted by the Yemeni Republic?
- What are the obstacles before administrative reform in Yemen?

- How suitable is the Public Administration Body to meet the requirements of transitional phase towards federal regime?

Objectives of study:

- Knowing about important factors that affected PAB of Yemeni Government after 1990 Unification.
- Highlighting critical characteristics and features of public administration in Yemen.
- Getting informed about the efforts of administrative efforts, carried out in Yemen between 1990 and 2010.
- Bringing into view the important causes of hindering administrative reform in Yemen.
- Providing suggestions about the requirements of PAB in Yemen during the next period.

Importance of study:

- This study goes in conformity with the grand transformations the Yemeni Republic is witnessing, particularly the shift towards federal regime and division of Yemen into six provinces. So, this all necessitates performing an evaluative study for the current situation of public administration in Yemen and the obstacles it encounter, with the aim of taking these into account when working on building the administrative bodies of provinces and seeking to avoid relevant deficiencies to guarantee the successful transformation and meeting the aspirations of citizens and their needs.
- Depicting the situation of public administration in Yemen and reform efforts of participants in the conference for exchanging experiences and benefitting of them.

Methodology of Study:

The study draws upon the following methodology:

- The study is employing the analytical qualitative methodology to depict the situation of administrative body and carried out efforts of administrative reform.

- The study counted on library resources, through reviewing and analyzing previous studies and literatures relevant to the subject matter of study, in addition to reviews and analyses of laws, strategies, plans and official studies on the subject.

Firstly: factors affecting public administration in Yemen after unification:

As a matter of fact, public administration in Yemen was affected by a handful of factors that finally led to an administrative body, burdened by many aspects of confusion, negatively impacting its performance level. The most important of these factors come as follows:

1- Political factors in Yemen, especially the ones accompanying the rise of Unification State in 1990 and the Gulf war in the same year, with its subsequent incidents. These resulted in making some political decisions that had negative implications on public administration. These include the following¹:

- Decision of merging and unifying the two bodies of the two Yemens, with their human components, within the framework of one administrative body, without studying or evaluating the nature of this new administrative body and its human requirements, in the light of new tasks of Unification State.
- Decision of rearranging the situations of those rules out from their work due to political dispute before unification, disregarding the needs of work, importantly including the absorption of immigrants after January incidents in 1986.
- Decision of rearranging the situation of members of republican and partisan organizations after the rise of Yemeni Republic.
- Return of approx. (800,000) Yemeni expatriates from Gulf Countries after the Gulf War II in 1990. This saddled the State with the responsibility of absorbing a portion of this returning workforce into the public sector, in addition to contributing in deepening the problem of superfluous labor in the administrative body².

1- Many administrative factors played a role in negatively impacting the status of Yemeni public administration, including policies of employment followed by the Yemeni Government, based on the principle of full containment of education outputs and job applicants, absence of career qualitative system, lack of labor planning of scientific bases, deficient systems of human resources information, as well as the bias of PAB and its being affected by partisan and social pressures³.

1 Dr. Hamoud A'aqlan, "Superfluous Workforce and its Relationship with Yemeni Labor Market", Journal of the Faculty of Commerce & Economics, issued by the Faculty of Commerce, Sana'a Universities, issues no. (13 & 14), September 1999 – March 2000, p. 173-174.

2 Ministry of Planning and International Corporation, Strategy of Poverty Alleviation (2003-2005), Republic of Yemen, p.31.

3 For more information, vide.

1- Shukri Abdel Mawla Fare'i, "Occupational Inflation, Superfluous Labor and Trends of Treatment", a working paper submitted to the National Conference for Administrative Reform and Development in Yemen, Sana'a, 25 – 29 August

2- The social and cultural factors affected the status of Yemeni public administration. For example, the prevailing view of the society at that time praised public administrative professions, while disesteeming technical and vocational careers. As well, the low grade education in the society was adversely reflected upon public administration, through the employment of a great percentage of low qualification holders. This was related with mediation and intervention of influential social personalities in employment process⁴. Widespread.

3- Deteriorating economic factors had negative implications on public administration. For example, the increasing unemployment rate, weak economic growth, declining living standard and low level of private sector contribution in economy as a whole resulted in an increase in pressures on public administration to create more job opportunities to absorb as many job applicants as possible. Additionally, the deteriorating performance of public sector and domestic economic flaws, then moving towards privatization⁵, generated an extra burden on the public administration, generally, and in the field of containing and handling the situation of the employees of privatized units, particularly.

4- Based on the abovementioned practices, an administrative body, heavily burdened with a lot of economic, financial and administrative problems, was established, negatively affecting the performance levels in the different public units.

Secondly: characteristics of Yemeni public administration after Unification

The chief features of PAB in Yemen after Unification are:

- 1- An inflated organizational apparatus, burdening the public budget with gross expenditures, as well as creating a status of duality and redundancy in tasks and specialties, in conformity with noticeable centrality, lack of delegation of authorities and complexity of procedures⁶.
- 2- Vocational inflation that contributed in weakening the efficacy of individual and institutional performance⁷.
- 3- Lack of integrated system for administrative and financial information⁸.
- 4- Deficiency of legislative structure and weaken execution⁹.

1998, p. 8&9.

4 Shukri Abdel Mawla Fare'i, op. cit., p.1 – Amin Al Sinbani, op. cit., p. 73.

5 Dr. Muhammad Ahmad Al Hawri, "Evaluation of Privatization Policies in the Republic of Yemen", Journal of the Faculty of Commerce & Economics, issued by the Faculty of Commerce, Sana'a Universities, issue no. (20), September 2002 – March 2003, p. 22.

6 Taha Hussein Al Hamdani, "Major Characteristics of Public Administration in Yemen", a working paper submitted to the seventh annual conference of Public Administration Assembly, under the title of "Towards Effective and Rational Government Administration", held in Sana'a, 19 June 2005, p. 3-4.

7 Shukri Abdel Mawla Fare'i, op. cit., p.8.

8 Taha Hussein Al Hamdani, op. cit., p.4.

9 Dr. Fouad Rashed Abdou, op. cit., p.89.

- 5- Dependence on traditional administrative means and absence of up to date systems, necessary for government work¹⁰.
- 6- Declining level of skills and education of civil servants¹¹.
- 7- Widespread administrative and financial corruption across different public units, including bribe, favoritism, squandering public wealth, abuse of power, etc.¹²

All these led to the inability of PAB to keep up with ongoing changes and its failure to achieve targeted comprehensive developmental goals, especially after Yemeni Unification that increased people's aspirations towards achieving higher levels of progress on different scenes. This, eventually, intensified the need for fixing the situation of public administration, so that it can play a more efficient role.

Thirdly: Efforts of Administrative Reform

Efforts of administrative reform in Yemen witnesses various stages, represented as follows:

1- Approach towards administrative reform: the Yemeni government, during the first half of 1900s', adopted two programs for administrative reform, as follows:

a- Program of national construction and political, economic, financial and administrative reform 1991:

1- Problems under focus: the program focused on a number of problems, including¹³ lack of conformity with economic and social developments by administrative and financial systems, inclination towards centrality and complexity of procedures, weakened efficient and developed administrative rules, inflation of PAB, deficient precise determination of sound measures for choosing administrative leaderships and application means, spreading of favoritism, with all its hateful aspects, insufficient job descriptions of public service and absence of basics of performance evaluation.

2- Reforms targeted by the program¹⁴:

- Completion of systems, regulations and procedures manuals.
- Delegation of authorities and simplification of procedures.
- Taking interest in working human element in public administration and providing the setting, suitable for work.
- Developing scientific and practical skills of administrative leaderships and cadres, as well as making sound choices, based on efficacy, prioritization and neutral administration.

¹⁰ Shukri Abdel Mawla Fare'i, op. cit., p.9.

¹¹ Ministry of Civil Service and Administrative Reform, Tasks of Planning and Statistics Administration, administrative renewing and development, Project of Second Quinary Plan 2001 – 2005, Republic of Yemen, p. 18.

¹² Shukri Abdel Mawla Fare'i, op. cit., p. 18.0.

¹³ Secretariat-General of Cabinet, Program of national construction and political, economic, financial and administrative reform, op. cit., p.56.

¹⁴ Secretariat-General of Cabinet, Program of national construction and political, economic, financial and administrative reform, op. cit., p. 77-80.

- Developing more precise and flexible financial systems to endorse the ability of State to maintain public funds.
- Setting and applying performance control rules and activating the concept of reward and punishment.

3- Evaluation of program: it was not carried out due to a number of obstacles and problems from which, Yemen suffered. - These mainly include¹⁵:

- The results of merging the two administrative bodies, loaded with different experiences and tremendous problems and flaws at all levels.
- The job and role of the State changed, unwillingly at that time, from being a provider and producer of services to the economic and social guardian, then the State attempted to get rid of this role at the end of 1990s, to reduce its role, tending towards decentralization
- Results of Gulf War 1990 and its subsequent effects on national economy.
- Sharp economic crisis witnessed by Yemen and resulting scarcity of available resources for different service and production sectors of the State.
- Slow paced growth of private sector and its deteriorating performance and contributions in alleviating the crisis.
- Political congestion prevailing in Yemen between the two governing political parties, leading to the war of 1994. This caused heavy losses to the public budget as a result of assigning the resources of the State to finance war efforts, on the account of comprehensive development.

b- Program of economic, financial and administrative reform of 1995

The government adopted this program in collaboration with International Monetary Fund, World Bank and International Development Association. It was scheduled begin on March 1995¹⁶.

1- Problems under focus: the most important among which are:

- Continuing structural and organizational flaws.
- Vocational congestion and its negative effects.
- Intensified centralization and lack of delegation.
- Administrative chaos and lack of discipline.
- Financial corruption and deactivation of control and accountability mechanisms, leading to squandering of public funds.
- Complexity and ambiguity of procedures.
- Deficiency of administrative and financial information systems.

¹⁵ Vide. Dr. Ahmad Muhammad Al Khadrami, "Analytical View for the Project of the Strategy of Civil Service Renewal", Journal of the Faculty of Commerce & Economics, issued by the Faculty of Commerce, Sana'a Universities, issues no. (13 & 14), September 1999, March 2000, p. 111.

Dr. Hamoud Abdullah A'aqlan, op. cit., p. 171 – 174.

¹⁶ Nabil Shamsan, "Fields of Renovation and Renewing in Yemeni Government Administration", a working paper submitted to the seventh annual conference of Public Administration Assembly, under the title of "Towards Effective and Rational Government Administration", held in Sana'a, 19 - 20 June 2005, p. 2.

2- Reforms targeted by the program: are represented in the following:

- Fixing administrative flaws that marred the administrative body.
- Carrying out swift economic and financial cures, targeting the rectification of important structural flaws of the economic sector, including the devaluation of domestic currency against foreign currencies, increasing rates of inflation and unemployment, etc.¹⁷
- Determining the nature and identity of economic regime and philosophy in Yemen, aiming to enable the private sector of leading economic development, in addition for the State to be withdrawn from the economic field and diminishing its social role¹⁸.

3- Evaluation of the program: in spite of carried out economic and financial reforms and relative improvement of economic, financial and investment indicators in general, the results did not come as hoped for. As well, the private sector was still suffering under the yoke of economic, administrative and legislative problems that restricted its role and weakened its ability to play a pioneer role in development field. The administrative reforms were so limited and unorganized. They were not also suitable for the executed economic and financial reforms¹⁹.

2- Strategic planning phase of administrative reform:

Due to the unsuccessfulness of partial and selective dealing of administrative reform during the past period, the State, in the middles of 1997, became strongly satisfied with the need to deal with administrative reform in the light of an integrated strategic view. For this aim, a project for the strategy of renewing civil service, at the end of 1997, was prepared. The Yemeni government approved the project in accordance with Cabinet decree no. (290) of 1998²⁰.

a. Objectives of the strategy of civil service renewal:

The strategy of renewing civil service sought to perform the program of administrative reform that targeted²¹:

- Restructuring government apparatuses, removing repetitions and increasing transparency of procedures.
- Developing the mission of budget setting and the systems of financial administration.
- Renewing and developing the system of human resources administration and performance evaluation.

¹⁷ Dr. Ahmad Al Hadari, op. cit., p. 109.

¹⁸ Muhammad Al Haweri, op. cit., p. 73.

¹⁹ Ahmad al Hadrami, op. cit., p. 109.

²⁰ Nabil Shamsan, "Fields of Renovation and Renewing in Yemeni Government Administration", op. cit., p. 2

²¹ Yemeni Center for Strategic Studies, Yemeni Strategic Report, Sana'a, 2001, p. 113 – 119.

b. Constituents of strategy:

The strategy comprised of four key constituents, i.e.²² establishing

c. Executive mechanism of strategy:

The project of renewing civil service was developed and accomplished in 2000 as an executive tool for the strategy of administrative reform in Yemen. The first stage of the project was initiated on March 2000. It was planned for to be completed on December 2005²³.

And during this period, administrative reform was brought about to a number of guiding government bodies (7), as an experimental first stage, whereas the completion of this reform would be an evaluation for this experience, then it should be generalized for other bodies, while benefitting of the previous trial. However, this practically faced administrative, political, social and economic obstacles, resulting in extending the first stage to 2007 then till 2010.

And with the first stage coming to an end, it is noted that the outputs of administrative reform process are weak, in addition to the limitedness off its implications at the level of most of the bodies in which it was carried out. Moreover, some of these outputs halted till date (2014).

Fourthly: Restrictions of Administrative Reform in Yemen²⁴:

There are many factors that restricted the project of updating civil service, importantly including:

- Difficulty and complexity of status quo before the beginning of the project, negatively affecting exerted efforts.
- Lack of sufficient support to carry out the outputs of the project, especially in respect with human resources.
- Length and complexity of the procedures of World Bank, in relation to procurement or supply processes.
- Diversity of opposition to change by targeted bodies.
- There were strong obstacles before applying the biological system of fingerprint and image at the Ministries of Defense and Interior.
- Most of public administrative units did not respond to the execution of all necessary reforms.
- There was no comprehensive and clear schedule for the reform project, with specified and timely objectives. The

²² Faisal Ahmad Ghalib, Shukri Abdel Mawla, "Basics and Procedures of Dealing with deficiencies in Payrolls", a working paper submitted to Consultative Meeting of Leaderships of the Ministry of Civil Service and Insurances, Aden, 24-25/12/2008, p.5.

²³ Nabil Shamsan, "Fields of Renovation and Renewing in Yemeni Government Administration", op. cit., p. 3

²⁴ For more information, vide.

Project of renewing civil service, report of the level of the progress of the project of civil service renewal till June 2010, op. cit., p. 57.

Ministry of Civil Service and Insurances, program of civil service renewal, assignment and consensus for the government: determining new structure, as well as operational roles and objectives for the government, report of key issues (M-1), final draft, April 2005, Yoman Word International, Republic of Yemen, 2005, p.48.

program was executed all at the same time, coinciding with the performance of the task of studying the role of the State.

- Weak awareness of the project of civil service renewal.
- Lack of fully dedicated persons for managing the project, in addition to fewness of their number in comparison with the volume of required tasks of the project.
- The project of service updating was managed by the head of the project, who was the Undersecretary of Civil Service Ministry, under the supervision of the Minister of Civil Service, ex officio. This undermined the authority of the project in confronting other administrative units.
- Disability to coordinate key activities among the different guiding units.
- Limitation of the authority of pivotal teams under guiding units.

Fifthly: Future View:

Based on the above, it can be said that the efforts of administrative reform, carried out in Yemen during the past decade, encountered political, administrative, economic and social obstacles, which aborted exerted efforts and weakened their ability to perform reform of government bodies.

Starting from this point, the transformation of the shape of the State towards federal regime requires the existence of efficient administrative body, capable of carrying out the benefits of next stage. This transformation may stand as a starting point for reviving efforts of administrative reform, whereas a strategic plan can be developed for building the public bodies of the State all over the Yemeni provinces on a state of art basis. This will guarantee that no flaws or problems, from which PAB previously suffered, may occur, while focusing on the following:

- It is necessary that the process of building administration bodies in provinces is to be based on the results of the study to determine the role and job of the new State, federal government and provincial governments, in addition to specifying the bodies that shall remain as federal, the ones to be established under the umbrella of provinces and those to be cancelled, whereas other bodies, including private sector or civil society, will be responsible for which tasks.
- Transformation towards federalism must gradually take place, taking into account the good and sufficient numbers of necessary bodies at the level of provinces and their divisions, pursuant to specially set timeline, under the insufficiency of available resources, necessary for meeting the costs of transformation process.
- Adoption of strategic plan to reform the apparatuses to pursue their tasks and assigning this to a senior committee, comprising of a number of academic experts and practitioners, whereas the apparatus will be directly linked to the President of the State, so that it can be given a particular importance before other bodies and political

and social components that hinder reform.

- Pursuing the legislative system of different apparatuses and preparing manuals of work and service provision.
- There must be a solution for the problem of large numbers of the employees of public administration bodies, exceeding a half million, especially if a vast percentage of them have low rank qualifications that do not suit the nature of the public job. This requires re-qualifying them in the light of job requirements or reducing the number of employees, according to just measures, while providing them with reasonable compensation so as not to create a status of complaining and discontent in the face of reform and change efforts in the administrative body.
- A widespread awareness raising campaign must be initiated, targeting all the personnel of government administrative body, to help them be informed about the current and future changes, in addition to gaining knowledge, skills and behavioral tendencies, necessary for the success of transformation.
- Creating apparatuses, able to work in a neutral and professional manner to achieve aspired for development in the different provinces. This necessitates developing a code of ethics to which, political parties will abide, to stress the neutrality of PAB, adoption of efficacy and eligibility measures when appointing its personnel, determining the values and ethics of public jobs, binding fir all, and preventing vocational exclusions upon partisan bases.
- Activating the law of financial position of the leaderships and officials of PAB, as well as controlling the administration of public funds, officially, through competent authorities, or unofficially, through NGOs, media and other public activities.
- Reviving the principle of transparency and the right to information, so as to keeping citizens informed about all the matters of concern.

Conclusion:

According to all previously mentioned, the Public Administration Body of the Republic of Yemen is suffering from many aspects of underdevelopment and administrative dilemmas, restricting its performance. This came as a result of a handful of political, economic, administrative and social factors that cause PAB to be burdened with problems and imperfections to be unable to accomplish the targets of public policies and meeting the needs of citizens, in spite of the efforts exerted during the two decades after the rise of Yemeni Unification.

In the light of these, and because of the requirements of the massive shift Yemen is currently witnessing, PAB, with its present characteristics, cannot play the role it is expected to play. This highlights the need to consider reforming its situation and curing the flaws it has become marked by, as well as working on establishing neutral and professional

public apparatuses at the level of all provinces, which will hopefully be capable of achieving desired development and providing citizens with services and satisfying their growing requirements and aspirations.

ing about the importance of administrative development and responding to it by all segments of society, in addition to the extent of their influence on supporting infrastructure of the different State institutions, with the aim of spreading the culture of administrative development among the largest possible segment of staff of various sectors.

8- The Civil Service Commission working in collaboration with universities and vocational and training centers, to carry out the following:

- ◆ Performing a comprehensive and detailed study of administrative structures in the public sector and state-owned institutions, in the light of the tasks and specialties stipulated for in applicable laws.
- ◆ Identifying weaknesses and flaws in the mechanisms of action of the public sector and the institutions, as well as develop and specifying plans, focused on addressing these imperfections and improving performance.
- ◆ Preparing educational and training programs and workshops for the staff of public sector and the State, at all administrative levels, for the purpose of rehabilitating them to meet the requirements of right and proper performance of the tasks entrusted to them, as well as raising their awareness about the risks of corruption, inherent in doing their jobs.
- ◆ Developing a mechanism for encouraging the initiatives, innovations and creativity within the public sector and State institutions.

Mandating standards of disclosure and transparency from all public sector institutions, requiring them to report their outputs to the wider public who represent the end users of the services these institutions provide.

The Effects of Political Reform on Government and the Public Sector in the Kingdom of Bahrain during the period from 2001 till 2013

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Introduction:

This paper discusses the effects of political reform in the Kingdom of Bahrain through the reform project adopted by His Majesty King Hamad bin Isa Al Khalifa, may Allah preserve him, since assuming rule in 1999, taking into account the developments witnessed by the Kingdom of Bahrain and their effects on the efficacy and administration of the public sector, while making references to the recent developments of the period extending between 2011 and 2013.

Additionally, this paper aims to highlight the importance of policy to developing and improving the outputs of the public sector, as well as keeping pace with the requirements sought by the citizen and other stakeholders, in addition to the importance of internal administrative progress in achieving the highest level of distinguished performance in line with developed systems.

More often than not, it is noted that the public sector is associated with economic activity, without dependence on or reference to the importance of the political aspect as a key factor influencing on economic activity and the public sector. This is in fact inaccurate. The development of strategies, plans, ideas and views, with respect to the operation of any administrative apparatus is related mainly to the political directives and developments set by the State which is then translated at the various administrative levels.

Firstly: theoretical framework and terminology

The paper uses a number of important terms for the impact of policy on the public sector, the most important of which are:

Concept of public sector: this sector is defined in economic glossaries as the division of the economy con-

cerned with government deals. The public sector is associated with the public ownership of production means, especially in previous socialist countries or the States that adopted central planning systems to run their economies. The term "public sector" is widely used in developing countries, to refer to the activities based on state-owned capital, products and services. It is worth noting that the status of the public sector is very similar across developing countries, as most of State activities tend to focus on establishing infrastructure, providing social services, organizing the movement of external trade and producing the commodities and services that the public sector has a natural monopoly in providing. As such, the concept of public sector is determined by its relationship to the services provided to citizens and how these services respond to their requirements and aspirations.

Political – institutional reform: this means the role the political reform process plays in bringing about reform and administrative efficiency, namely the effect of reform policies on the role of public sector institutions.

Institutional reform: includes all public sector institutions created by the political system, be they political, economic, social or cultural, profit or not-for-profit. Accordingly, the term of "institutional reform" includes all public sector units and organizations.

Administrative reform: in respect with the concept, it is based on three main sources that must be taken into account, i.e. the political, social and administrative views. Administrative reform is meant to be the development and performance improvement that has to be brought about the administrative apparatus on the public sector.

As with the political approach in administrative reform: it points out that administrative reform is a political process, drafting anew the relationship between administrative authority and other factors of society. This implicitly indicates that the problems of administrative apparatus may arise from policy and its different components.

As to social approach in administrative reform: it came out of the sociology of public administration, pointing out to the importance of social medium and considering it when carrying out the process of administrative reform, as it grants this process legitimacy and makes it followed by understanding, loyalty and obligation.

As to administrative approach in administrative reform: it makes reference to the efforts, designed to effectuate changes in the systems of public administration, in the fields that suffered from flaws, making them capable of carrying out their work efficiently.

Secondly: political reform in Bahrain and its effect on the public sector:

The Kingdom of Bahrain, since His Majesty King Hamad bin Isa Al Khalifa assumed power in 1999, witnessed a number of political changes that affected the different social, economic, political and security aspects of life. This contributed to the remarkable development of administrative performance and reforms in the public sector. The reform project was initiated in Bahrain, whereas it importantly dealt with the reform of State institutions and worked on developing the administrative performance in government entities and public sector to achieve the highest level of efficiency and administrative excellence. The convention of national work referred to the importance of developing the administrative aspect in Bahrain through the economic foundations of the society, worded in the Third Chapter thereof, based on the principle of economic freedom, property, economic justice, balanced contracts, diversity of economic activity and resources of national income, protection of public funds and natural wealth. This is in addition to supporting the citizen with ongoing and transformational training, considering that the citizen is the most valuable resource for the Kingdom of Bahrain. These measures are governed by justice and equality of opportunities. This aims to activate financial and administrative control, as well as increasing transparency in all the departments of the State. And in addition to these, the convention also provided for establishing a commission for financial control and another for administrative control. The constitution of 1973, Article (97) stipulated for the following: "A financial control and audit commission shall be established by a law, which shall ensure its independence. The commission shall be attached to the National Assembly and shall assist the Government and the National Assembly in controlling the collection of the State revenues and the disbursement of its expenditures within the limits of the budget. The commission shall submit to both the Government and the National Assembly an annual report on its activities and its observations". And in the amended Constitution of the

Kingdom of Bahrain, issued in 2002, Article (116), it is stipulated that "A Financial Control Office shall be established by law, and the law shall guarantee its independence. It shall assist the Government and the Chamber of Deputies in controlling the collection of State revenues and the disbursement of its expenditure within the budget limits. The Office shall submit an annual report on its business, with its observations, to both the Government and the Chamber of Deputies". This proves the interest in administrative development and reform in Bahrain, as well as confrontation of administrative and financial corruption in the institutions and entities of the State and public sector is far back and continuous. Actually, the legal bases were set for cooperation and work between the various State authorities, aiming to guarantee transparency and integrity, passing through the establishment of financial and administrative control commissions, in addition to independent apparatuses, associations and institutions of control that seeks for enhancing the public sector and the services it provides to improve outputs and other institutional reforms, as an application of comprehensive quality administration and excellence in the different State institutions. This starts from the concept that reform is an overall and ongoing process for the aspects of human activity. Any progress in these aspects will depend on an efficient system, capable of setting future views that include integral development for all these human aspects.

These legal and societal foundations, in addition to serious political reforms, urged the accomplishment of comprehensive development, through anchoring the supports of modern State and helping Bahrain achieve a progressive status at the regional and international level, in the field of economic growth, human development, economic freedom and external openness, within new context that harmonize with international measures, in respect with administrative development and reform.

As a matter of fact, Bahrain recently achieved real growth in GDP, mounting to 3.1% in 2009, 4% in 2010 and approx. 3.4% in 2012. This is attributed by analysts to the unstable situation and disturbances witnessed by Bahrain in 2011. However, these rose anew in 2013 to reach more than 4.2%. Usually, the Bahraini economy tends towards growth amid the events Bahrain, or rather the Arab word, witnessed. Analysts accredited this to the legislative and legal structure and the strong political willingness in administrative reform and maintaining these earnings. This urged investors to grope for benefitting of the privileges they have in Bahrain, in addition to the geographic location. And in spite of the limited resources and capabilities in Bahrain, compared with the population, capabilities and resources in neighboring countries, Bahrain walked a long way on the road of administrative and human development fields, enabling the Kingdom to compete at the regional and international level.

Thirdly: correlation between policy and administrative development in the Kingdom of Bahrain

The recent developments witnessed by the Kingdom of Bahrain in 2011 and subsequent repercussions urge us to inquire about the ability of the State and its institutions to withstand major changes and crises encountered by the region as a whole, in general, and our Kingdom, in particular. There is a view that the political, economic, social and even the security crises are the result of faulty performance and administrative and financial corruption. That is why many do not wish to talk about the issues of political, administrative, economic and social reforms, was and are witnessed by Bahrain, as long as the Kingdom is classified among third world countries. They believe that these systems are subject to sectarian or tribal regime that makes the wealth and capabilities of State just as gains divided between seniors and stakeholders of all sects, whereas everyone claims to be maintain public interest. This view is totally untrue. It contradicts with the simplest issues of political, administrative and economic reform that was and is still witnessed by Bahrain. On another hand, some argue that the dilemmas encountering the internal situation and administrative reform, as well as all aspects of internal reform, are a result of the hegemony of superpowers and their continuous interference into the affairs of other countries. The third team sees that the origin of ailment in the process of administrative reform is not the sectarian system or superpowers. Rather, it is the misapplication and deviation of the system, in addition to not accomplishing balanced development and real national reconciliation, whereas all categories are represented in the management of State affairs. However, the most generalized and dominant opinion is related with the view that administrative reform and development, which come from the economic and social situation, cannot be improved by any means under the continuation of conflicts, whether internal or regional, and prosperity of a given State exclusively draws on the bloom of the region, due to the nature of domestic economy as an economy, based on trade, financial services and commercial mediation.

According to this view, carrying out any administrative reform comes from the economic reform, that is not isolated from the internal and regional political reform. Nevertheless, this cannot lead us to believe that work and administrative and institutional development may not be carried out under the deterioration of political and security situations. Rather, this urges us to say that the difficulties encountered by economic and administrative reform are increasing, while aspired for outcomes are decreasing.

The traditional rule says that the stability of political circumstances and political governance are the necessary basic foundation to achieve political progress, administrative reform and prosperity for the society as a whole. That is what we enjoy in Bahrain. And there is a famous saying for the Minister of Treasury at the end of monarchic era, to the effect that “if there is a good policy, there will be good financing”. And financing here means all

the activities run by the State or that benefitting of the policies of the State, at that time. Many literatures in the world today indicate that the application and adoption of democracy and governance bring about administrative development and economic reform at all levels. So, and based on the above, we can briefly say that the basis for administrative reform in the public sector is the political view, willingness and approach, followed by economic reforms.

It is noteworthy that political changes inside States, especially drastic ones in the political situation, do not necessarily have the same effect in the social and economic status. In other words, they do not bring about critical change in administrative situation. This might take long time. Yet, democratic transformation and political reform are key elements for achieving administrative development in all institutions, especially those of the public sector.

Fourthly: experience of Bahrain in administrative development in public sector

The Kingdom of Bahrain took the burden of setting aforementioned legal bases, as well as establishing independent institutions and entities, charged of developing and rectifying the public sector, in the process of political reform and administrative development, under the availability of real political will in this regard. In addition to this, there is the role of executive, legislative and judiciary authorities that sought to enhance the administrative apparatus in the public sector and follow up the obligation of executing plans and projects, as well as fighting administrative and financial corruption, with the aim of satisfying the citizen and stakeholders of the services provided by the public sector, the most important among which are:

Administrative and financial control

We previously said that the convention of national work expressly stipulated for the necessity of establishing a commission for financial control and another for administrative control. That was in the Third Chapter, related with economic foundations of the society, for bringing about economic justice, in the constitution of 1973 and Article 116 of the Constitution of 2002, as amended. And the commission of financial control in Bahrain was established in accordance with the decree of the law no. (16) of 2002, issued on 03 July 2002, within the framework of the State's endeavors to complete its constitutional entities. Then, it was transformed into the commission of financial and administrative control, in accordance with the decree of the law no. (49) of 2010, issued on 14 November 2010.

The commission began its tasks on October 2002, holding the responsibility of controlling the funds of the State and the entities, provided for in Article (4) of relevant law. It specially validates the integrity and legitimacy of using these funds and how they are managed, believing that public funds are the nerve of the State and the backbone of its rise. That is why the legislator enclosed public funds with constitutional,

legal and control protection, necessary to guarantee profiting and moderate spending to support the State and society in a profitable manner.

Additionally, the commission of financial and administrative control is regarded as an apparatus, financially, administratively and organically independent of legislative and executive authorities, in accordance with Article (116) of the constitution and Article (1) of its law. This independence is considered as necessary to enable it to perform the supervisory tasks assigned to it in a neutral, transparent and independent way, leading to embedding the credibility of work outcomes. Accordingly, the commission performed financial control, with the regulatory and performance parts, in addition to administrative control, on the entities, subject to control, as well as issuing annual reports in this regard.

The control measures, issued by the International Organization of Supreme Audit Institutions (INTOSAI) were endorsed to be adopted by the commission in its supervisory missions, according to the decision of the President of the commission no. (17) of 2011, provided that the international standards of International Federation of Accountants (IFAC) will be considered for missing measures of INTOSAI.

Civil Service Commission

It was founded in 1975, and it is one of the oldest institutions, concerned with administrative organization in the Kingdom of Bahrain. This great institution was always keen on continuous development of plans and programs, aimed at improving the administrative performance of the ministries and government agencies. It has also been seriously engaged, since the beginnings of the reform project of the Bahraini King, in the concept of governance to become at the present time one of the most important government institutions that applies international standards for assessing and classifying vocational performance.

Bahrain Institute of Public Administration

The establishment of the Institute of Public Administration in 2006 can be regarded as another step supporting the process of administrative reform. The IPA was specialized in the development of public administration, as well as training administrators and national competencies in the various ministries, government agencies and other institutions of the State. It also contributes, through its specialties, in backing economic and social development in the Kingdom of Bahrain.

National Authority for Qualifications, Quality Assurance of Education and Training

The National Authority for Qualifications, Quality Assurance of Education and Training was established according to the Royal Decree no. (83) of 2012, as the only authority entrusted with ensuring the quality of education and training in Bahrain. It has the responsibility of improving and enhancing the system of education in Bahrain through applying the

principles and standards of education and training quality in its educational and training institutions, as well as reviewing the performance of these institutions, preparing reports on their performance and the quality of their programs, and holding national examinations for students of third, sixth, ninth and thirteenth (third year of secondary cycle) grades in public and private schools, then to identify weaknesses and strengths in schools and institutions of higher and professional education. This aims to achieve the highest levels of education. The National Authority for Qualifications, Quality Assurance of Education and Training monitors the performance of private and government schools, in addition to the institutions of vocational training and higher education, seeking to improve their services and enhance their performance.

And on 23 March 2014, the National Authority for Qualifications, Quality Assurance of Education and Training issued revision reports for the fifteenth group of schools, comprising 48 reports that showed overall noticeable qualitative progress in the performance of a number of education and training institutions, especially in the courses of second review for the performance of public schools and institutions of vocational training, as well as the widespread culture of quality assurance. And generally, the recommendations of the reports emphasized the importance of strengthening the values and concepts of quality assurance as a self and sustainable culture in the educational and training practices of these institutions.

The government, as well, applied programs for administrative development and improving the performance of institutions, the most important among which are:

Administrative Governance

As a matter of fact, administrative governance is deemed as the most important tool of administrative development in the public sector of the Kingdom of Bahrain. It has an effect on administering institutions and managing risks, as it helps in the process of direct institutional supervision, application of disclosure principles, transparency management and achievement of corporate goals.

The government of Bahrain formed a commission for studying the proposal of government sector governance manual, pursuant to the Cabinet decision of 22 April 2012, aiming to strengthen the compliance of all ministries and government agencies with the rules of governance that ensure the integrity and efficiency of government systems, increasing the effectiveness of government performance and the preservation of public funds.

And the administrative governance seeks to access the outputs that contribute in enhancing the competitiveness of the Kingdom of Bahrain as a State of institutions and civilized society. And through which, the government seeks to merge the requirements of institutional success and work ethics to achieve the targeted results and outcomes. So, the

government starts in this from the key base that this will only be achieved through the proper practices and planning, in order to ensure sustainability and to enhance the ability of the institution to act and make good decisions, as well as managing its financial and human resources and change, in addition to the pursuit of true integration among government agencies, on the basis of the availability of accountability and transparency spirit and the clarity of powers.

The report by Bahrain News Agency on 28 September 2013, concerning the application of administrative governance in the public sector, concluded that applying governance aims to achieve the following:

- 1- Compliance with laws, as governance confirms the commitment of institutions of laws and regulations and to work to applying them properly, in addition to assessing their performance and compliance with these laws and regulations, according to governance principles.
- 2- The organizational administrative structure. The organizational administrative structure of each government institution displays the different levels of administration and the distribution of responsibilities and powers among executives and concerned departments, according to the quality and activity of this given institution. As well, the organizational structure determines relationship between staff of responsible department and their tasks and responsibilities. The availability of clear information to separate between responsibilities and determine powers, pursuant to vocational tasks enables to adjust internal policies and emphasizes corporate governance, thereby achieving institutional goals.
- 3- Policies and setting major systems and procedures, as it helps policies and regulations in corporate governance and emphasizes the need to clearly document these, in addition to publicizing and circulating them among executives and decision-makers in their field, each according to their needs and nature of administration work. Governance also stresses the necessity of including policies and regulations of the processes and procedures of high risks, so that they can be properly managed.
- 4- Improving government performance, whereas the institution is able to improve its performance and achieve added value, based on the results of periodical measurement and evaluation of institutional performance, as well as its ability to manage financial, human and knowledge resources and evaluation of results, which enable the achievement of strategic objectives.
- 5- Operations management, as the availability of clear methodologies and workflow of service provision ensures their efficient management. As well, the institution will be able to review its procedures and evaluate results and the extent of goals achievement, in addition to working on continuously improving performance to enhance the quality of services provided to customers and stakeholders in a fair and equal manner, in addition to defining roles and responsibilities and division of work among administrators and executives clearly, contributing in facilitating work

and governance of operations management.

- 6- Protecting rights of stakeholders and ensuring customer satisfaction, as the process of measuring customer satisfaction with the services provided by government institutions is regarded as an important criterion for measuring the quality of service provided to them. It also allows for developing services as appropriate, such as the diversity of delivery channels, swift implementation, increasing quality of service, in addition to improving the quality of dealings, behaviors and efficiency of staff performance, with enhancing system of complaints and the transparency of obtaining required information.
- 7- Periodical reports. As a matter of fact, periodical reports issued in a timely manner document processes and follows up changes in the institution and how they are managed, as well as the disclosure of risks they may encounter and the key decisions taken. Additionally, the process of publishing these reports and achievements in a timely manner enhances disclosure and transparency.
- 8- Control and auditing: the laws, policies and procedures that support governance and management controls achieve the objectives of internal auditing and facilitate the tasks of external supervision. As well, the implemented action plans, periodical reports of internal auditing, the systems of risk assessment and decisions taken in this regard help develop the quality of work and improve the competencies, with the implementation of the observations and recommendations resulting from these actions. And the presence of highly efficient systems of internal control within the institution ensures the achievement and activation of regulatory objectives, as well as providing subjective advice to the executive management.
- 9- Risks review. The institutions carry out periodical studies of risks, with respect to their activities, key processes and changes that may occur to the institution and reviewing then managing these, to reduce their negative impact on the institution. And the risk evaluation and reporting to the department in charge also contributes effectively in decision-making and reduction of future risks and their management.

- Application of comprehensive quality all over the administrations of public sector in Bahrain:

According to the American Society for Quality, total quality management can be summarized as "an administrative system for an organization, focused on the requirements of its customers. It is based on that all employees are working to ensure continuous improvement. As well, it uses strategies, inputs and effective communication to incorporate and integrate the quality competence in the culture and activities of the organization."

And in the MA thesis, prepared by Dr. Abdul Rahman Rashid Al Aziz on the application of TQM in the public sector of Bahrain, it was clear that many ministries and official bodies apply the concept of TQM in an incorrect manner, as a result of many factors, notably the lack of good understanding of

the concept, strategies and steps of applying total quality, in addition to weak political will within these institutions. It also noted as many good models of the application of TQM, such as the Ministry of Industry and Trade and a number of departments in the Ministry of Interior in the Kingdom of Bahrain.

Program of administrative excellence in the public sector of the Kingdom of Bahrain:

The concept of "administration excellence" arose to express the need to a comprehensive entry, combining elements and components of building departments, institutions or organizations on the basis of superiority, achieving high capabilities in the face of variables and external surrounding conditions, on one hand, and to ensure coherence and full consistency between their own elements and components and investing their pivotal Core Competencies to excel in the competition they face and achieve benefits for stakeholders, clients and the society as a whole.

In this sense, the cooperation of the Government of Bahrain came with establishing Bahrain Center for Excellence in 2008, with the aim of urging public sector institutions to world class competitive levels of creativity, learning, transparency and knowledge, spreading the culture of excellence among the various departments and their employees in the public sector. The cooperation between the government and BCE began by the application of administrative excellence program to various ministries and State institutions since 2010, according to the Council of Ministers Resolution no.

And on 08 July 2013, The Minister of State for Follow-up Affairs, Mohammed Al Mutawa, said in a news conference that he is "unsatisfied" with the level reached by government institutions, but that is "normal", stressing that they touch progress in the work of some government agencies, believing that "change resistance in Bahrain, more than any other place, while still under the program of excellence, make the achievement of impact is not up to the level of efforts exerted by excellence experts and officials. "But we are moving on the way, believing that the development and management will bring about desired effect. And he added "this type of program may last be for years and months. But suddenly, you can find that development happened quickly. This is what we have seen in many of the Bahraini institutions that have been in a continuous state of change resistance. We found them turning from implementers of programs to developers of creative programs.

Perhaps previous administrative development and reform were means through which, the Kingdom of Bahrain sought to achieve economic growth and progress, in addition to accessing the Vision 2030, which embodies the Economic Vision 2030, launched by His Majesty King Hamad bin Isa Al Khalifa in October 2008, a comprehensive vision for the Kingdom of Bahrain, seeking to create a clear tendency for the development of the Kingdom's economy, with a focus on fundamental goal, reflected in improving the standards of living for all Bahraini citizens.

The vision was launched after four years of extensive discussions with a group of decision-makers in public and private sectors, including government institutions and competent authorities, as well as some consulting firms and international entities.

And Economic Vision 2030 focuses on the elaboration of an integrated government vision for the society and economy, revolving around three basic principles, i.e. competition, justice and sustainability.

Fifthly: proposals of supporting administrative reform in the public sector if Bahrain

- 1- It is important to spread the concepts of total quality and governance and instill them in the corporate culture, rather than treating them simply a imposed legal procedures which must be respected. Embedding these values in the culture ensures continuity, creativity and ongoing development, while textual or compulsory application can lead to short-lived acceptance which recedes in the event that the political will changes at any stage or for numerous other reasons.
- 2- It is hard Difficult to say that political factors affecting administrative reform and development are certain, but the impact of variables or political factors in case there is a widespread culture can be less influential.
- 3- Obligating all institutions of public and government sectors with specifying the requirements of administrative development and seeking to apply them and act accordingly.
- 4- Working on applying total quality management and the concept of good governance in various apparatuses of the State, as this system has great importance to achieve the primary objective of maintaining and developing public funds, as well as avoiding the application of excellence and overall quality at the same time, as excellence means the stage after applying total quality. Thus, the first step requires the application of quality and evaluation of this application to reach the highest levels of overall quality, then moving on to the second phase, i.e. the application of excellence concept, which is the application of excellence concept. As for direct application of excellence. it will directly encounter a lot of natural obstacles, which is mainly the absence of quality system in order to achieve excellence.
- 5- Carrying out periodical evaluation for the principles of governance, in accordance with the changes of each stage.
- 6- Supporting supervisory apparatuses, through the following procedures:
 - ◆ Ensuring further independence.
 - ◆ Endorsing granted authorities, in accordance with applicable laws.
 - ◆ Developing laws, in accordance with the requirements of current stage.
 - ◆ Approving the outputs of their work, as a tool for evaluating departments.
- 7- The role the civil society and media means play for inform

Session 2 Leadership



Government Directors' management style in Bahrain

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Abstract

The roles of executives in public sectors in Kingdom of Bahrain have changed dramatically over the years and have followed different schools. Until end of 1990's the executives (or X-generation) were following the classic management schools (or military school) in which people management is the core of the business and there were only one leader in the organization. After the introduction of the reform program of His Majesty the King of Bahrain, in 2001, many of the executives changed their styles to the innovation school to cope with these changes. From 2001 until end of 2010, we saw that the classical executives (Xgeneration) cannot adopt these changes that led them to either retire or to change their positions.

This increase in shifting in innovation occurred particularly when crown prince of Bahrain led the change and invited US companies to participate in reforming the economic. During these period, we find there are still executives who focus on operation-level management school that lose some of their time in micromanagement activities rather than strategic and critical thinking style. Our research problem here is to look at executives (i.e. particularly directors) thoughts about the management and what priorities in their mind.

We designed a questionnaire to these X-generation directors with a 5 scales.

There are about 300 directors working at government of Bahrain which we select 10% of these directors to join the survey (i.e. 30). We received only 15 responses from these directors with confidentiality is the issue. We reviewed the questionnaires and collected the data using MS Excel. The regression analysis was performed to analyze the data then to find the relationship between the executives' generation and thoughts of management, as our hypothesis is there is a relationship between the age of the executives and the management style.

The research based on interval scales to find a correlation between the parameters using t-test. We asked the directors five questions with following options:

Question

What is your age?

How many years in this position?

How long do you spend on strategic thinking?

Have you spent time in reviewing and proposing new processes and ideas?
 Do you believe in the innovation management style?

Options

1= 30-35, 2= 36-40, 3= 41-45, 4= 46-50, 5= Above 50
 1= 0-5, 2= 6-10, 3= 11-15, 4= 16-20, 5= Above 20
 1= None, 2= 1 day, 3= 2-5 days, 4 = 5-10 days, 5= More than 10 days
 1= Yes, 2= No
 1=High, 2= Medium, 3= Low, 4 = Neutral, 5 = No

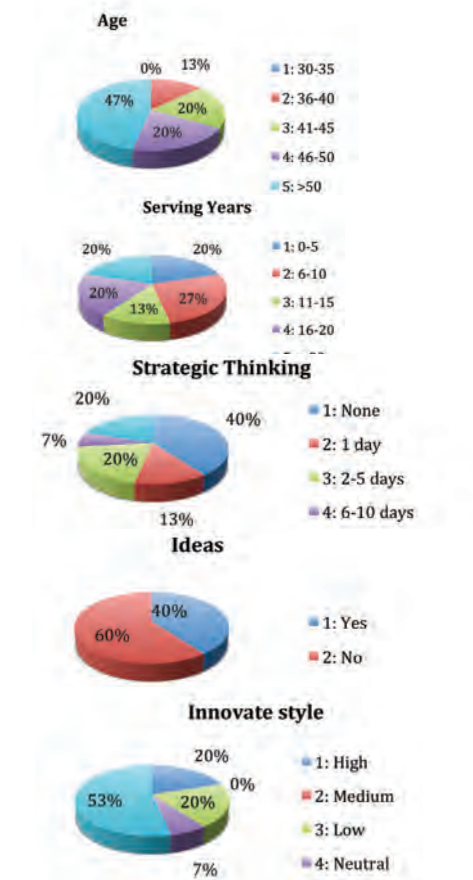
The results from this questionnaire shows that 47% of the participant's ages are above 50 years old while 40% of participants' ages are between 41 to 50 years old. This makes the majority of the participants in X-generation style.

About 26% of the participants served in the organization between 6-10 years while others are distributed between 0 to 20 years.

About 40% of the participants they don't spend time monthly on strategies.

About 60% of the participants they do not spend time in reviewing and proposing new ideas in the work.

About 53% of the participant do not believe in the innovation management style such that they continue practicing the classical management style.



Our findings approve the hypothesis, as there is a straight relation between the age and the innovation style. We believe that there are many courses to this problem.

The first course is to coach the directors on the innovation style and shift them from micromanagement with empowering the lower level management.

The second course is to early retire these directors if the first course does not take place as the world is moving forward with innovation and we all want Bahrain to be at the top of innovation management style countries.

Endorsing Leadership Capabilities in Public Sector: Lessons Learned

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Amal Hawa on Behalf of Lamyia Al Mubayed

This research is mainly a paper, submitted to MENAPAR Inaugural Conference. It pivots on the "Development of Scientific Research Agenda in Public Administration in MENA". As well, it includes lessons that will be useful and necessary to inform those concerned with designing, approving and executing policies that target the endorsement of leadership role in the process of required change and administrative reform in the public sector about. These lessons are based on the experience of Lebanon in including the standards of eligibility and efficacy in competitive recruitment of leading positions of public administration, carried out from October 2005 till July 2006, in which design and execution the Institut des Finances Basil Fuleihan (IoF) played a key role.

The administrative organization of the sector of public service in Lebanon, with its status quo, is no longer suitable for the role and functions entrusted to it. The prescription of legislations and lack of scientific planning for public administration frequently leads to the conflict in roles and tasks, in addition to failure in making public policies and developing and executing plans. Accordingly, the reform and updating of public service sector, through increasing the efficacy and effectiveness of performance in public departments and institutions, is an urgent and necessary matter. However, the reform process may encounter obstacles that collide with the tendency of change opposition. That is why the reform process must be gradual and supported with sufficient explanation for the imperatives, objectives and main outputs of reform.

And as much as the success of reform and updating is related with the strong commitment of enlightened political leadership, as well as the continuation and seriousness of

this commitment, for pushing reform agenda forward, the sustainability of reform projects necessitates the establishment of a public administration, based on devoted, productive and creative leaders who keep up with updating of laws, regulations and work mechanisms, through training, research and communications, helping elaborate the concepts and form situations and behaviors. Starting from here, IoF is keen on broadening the knowledge horizons of national cadres, in addition to supporting continuous learning. It also seeks to encourage them for researching production, aimed to cement transparency and laying societal dialog on scientific and appropriate foundations. And the activities of communication with youth and the public, along with disseminating the financial and economic culture, have a serious role in making the issues of public funds a public concern, in the societal light of the role this leadership plays.

Introduction

In spite of faltering and dominance of sectarian, political and customer-oriented interest, leading to halt in the experience at the legislative and executive level, after achieving limited entrance into four new leading sectors, this experience represented an ambitious project that challenged various postulates, relevant with the reform of civil service apparatus. It proved that many public sector officials are convinced of the necessity of reforming the recruitment system at the level of senior position in civil service apparatus, regardless of sectarian accounts. This experience also allowed for knowing more about the courses and alternatives for existent legislative initiatives.

As a matter of fact, the experience of appointing personnel in leading positions, in accordance with the standards of eligibility and efficiency, set in 2005, was rich in lessons that can be a foundation for launching a new initiative in the future, importantly including:

◆ Learning of the experience:

an evaluation for the strengths and weaknesses of the past experience can be carried out, through a questionnaire that finds more about the information of all participating candidates, supervisors and committee members. And research must be done entirely to what is associated with legal and organizational aspects, as well as strategic management of human resources.

◆ Acknowledging efforts and seeking contributions:

it is a selected collective call from those who took part in the course to express their views and concerns and to contribute in defining challenges and development capabilities.

◆ Measuring workload and asserting clear vision:

that is to calculate vacancies and arrange them according to their priority. And a precise job description must be prepared for each job. These information can be used when preparing the announcement of jobs and evaluation parameters. However, the announcements and final recruitment process may indicate a great degree of obscurity and confusion, especially in what is related with compensation and salary. This is a central point for promoting and retaining leaders at the level of senior positions of civil service.

◆ Developing strategy, communication and support guarantee:

beyond doubt, there are key flaws, revealed in the execution of reform initiative in 2005, represented in weak engagement of stakeholders, including the Parliament and NGOs, in process launching. This initiative aimed at adopting professionalism in the procedures of recruiting seniors in leading positions. It was mainly a government initiative that lacked sufficient coordination between the government and the Parliament before forwarding the draft law to legislative authority. Moreover, it did not allow for the limited participation of NGOs, guaranteeing pressure and mobilizing support for the process, something that increased pressure on the Parliament (in 2005) and the government (in 2009) to officially endorse this reformatory initiative.

◆ Sufficient responsiveness to human diversity issue:

due to the fact that the initiative of recruitment reform encountered hardships, related with appointment on sectarian basis, it is necessary to find a solution for the issue of jobs sectarianism in a better way to overcome the contradiction that may arise between the new course and

mainstream traditions, through merging the religious and cultural diversity in the approach of transformational leadership. And in the same framework, it must be carefully and efficiently responded to the matter of gender variety.

These approaches help the course achieve its goals, while responding in a careful and efficient way to the issue of representation. This requires intervention by stakeholders to develop objective training policies that can guarantee sufficient response to human diversity.

The reform experience in 2005 highlighted the need of change from inside the administration. Its failure in itself draws the need for an initiative that must be more gradual to prepare suitable institutional setting for bringing about methodological change in the future. And in the absence of the possibility of drastic change from a traditional recruitment system, based on sectarian and political considerations, to a renewed structure for recruitment of senior positions. Here, the need for synonymous mechanisms, leading to change rises. The most important of these are the approach, oriented to developing the capabilities of leaders from inside, in addition to enhancing their knowledge, statuses and abilities of search and communication, with the aim of establishing a welcoming setting that may be a medium for desired change.

And to bring about change, the research focuses on the approaches of transformational leadership. And among the approaches of transformational leaderships comes **attending to learning leadership** that reflects more collective tendency in leadership, focusing on the courses of dialog and other means of speculative conversing, aiming to build mutual understanding and change momentum¹. Moreover, the leadership, pivoted on learning, allows for individual or group learning, in such a way that persons become more acquainted with their selves and have clear starting points, while groups achieve deeper understanding of the issues they encounter.

Meanwhile, and at the level of the system itself, focused on learning leadership stresses the importance of making of senior executives makers of new trends and engineers of learning experience, other than being just charismatic characters. And to intensify the efficacy of systems from this perspective, senior directors have to learn about the tendency of leading with others². This framework reveals the approach of leadership from inside, through drawing upon the foundation of developing capabilities of individuals. And in an endeavor to encourage the leadership, attending to learning in Lebanese civil service apparatus within the present context, IoF, being responsible for providing training services on public funds management and endorsing the abilities of public sector cadres, stopped at the critical "joint"³, between civil service, oriented towards performance, and the role senior government officials had to play. IoF chose the approach

¹ Same reference, p. 10

² Same reference, p. 7-10

³ OECD, 2011, p.92

In addition to the above, this paper seeks to answer two important questions: reformation of recruitment for leadership: what are the elements to be enlisted on the reform agenda and to be dealt with any other attempt to change the recruitment process? As for the second question, it aims to answer the question of: how can the approach of attending to learning leadership can be clarified, and how training, research activity and communication contribute in shifting towards the system reform and administrative structures, entirely, including recruitment courses?

The research is divided into three sections. The first one displays the most important steps/ learned lessons of the experience of reforming the leadership of public service in Lebanon that can be the basis for new reformatory initiatives in the future. As for the second section, it highlights the experience of IoF in approving the approach of transformational leadership in the public sector, through elaborating how this approach is clarified at the level training activities, scientific research and communication. And the last section shows the key elements added by the Lebanese experience to the agenda of reform, which have to be handled before any other attempt to reform the recruitment process.

This research is submitted to MENAPAR Inaugural Conference, shedding lights on the “Development of Scientific Research Agenda in Public Administration in MENA”. It is particularly included under the following sections:

1. **Leadership in public sector**
2. **Human diversity in public service**

A Research Agenda for Arab PA in Bahrain and the GCC

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Leadership in the Arab world, especially the Gulf, is not as prevalent as when compared to Western ideals. The region follows a direct-managerial style in the workplace rather than integrating leadership qualities, thereby limiting interactions to only a small meeting for task instructions. One problem the region faces is the lack of a two-way communication platform, while the other is early exposure to opportunities.

Annually, the workforce receives a wave of fresh graduates that are eager to learn, and automatically are reserved to a career-life of stagnant routine. This continues and affects those who will eventually reach a managerial position, and thus the cycle continues.

One approach to breaking the cycle would be to create discourse before the period of full-time work, and make them realize their potential, that they are not just elements in a confined process. This approach will bear fruit and interesting outcomes in a region with a current supply of opportunities – the Arab Gulf.

Despite the endless educational and training opportunities that are available at little to no cost, very few realize the outer benefits and mostly those at a later stage in their life pursue it. Opening the conversation to the Arab youth may integrate them into a more rhythmic lifestyle, one with initiative and voluntarism. Resources in terms of time and money will be utilized however the outcomes will be sustainable as a generation of independent thinkers will be created.

Campaigns and activities can be one step to inducing discussion between the youth and the forces outside their homes. By providing them with the opportunities that already exist, they can grab the moment and create a future diverted away from the mainstream. By exploring activities at a younger age, they become more active, they speak to different individuals, and interact with those outside their comfort zones of home and school. Doing so will lead them to believe that they actually do have the ability to lead and make change.

An ordinary youth experiences a systematic carefree life until the end of high school and/or university. Their ambitions and desires were stronger at a younger age, with the need to “act”. However, societies have created barriers that indirectly suggest youth efforts are of little importance. By initiating them into a program that displays the results of their achievements, only then do they bear witness to the power of their actions.

This new wave of “managers” will break the routine and initiate change in the current system of administration, consequently creating policy-makers that follow a new streamline of thought.

In order to better facilitate a new administration of experienced professionals, we must first approach the inexperienced.

Strategy Management & Organizational Performance

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In a continuously changing world, no sensible decision can be made without taking into account, not only the world as it is, but the world as it will be. We are faced with racing changes in technology, society, politics, environment, and economy.

Bahrain's government is faced with many challenges and anticipated changes, which necessitates being proactive with well-thought off and agreed-on solutions.

Strategy planning should be adopted as an insurance policy for future changes. It would represent the organization's intended plan to mitigate threats and capitalize on opportunities. Strategic planning should provide the required focus on the future, and would provide the needed credibility both internally and externally.

The last years have witnessed much popularity to Strategy formation, but that has been focused on the content of the strategy rather than implementation of it. Only rare efforts have been devoted on the implementation part, and especially at the public domain.

Strategy implementation is really a practice of Good Governance principles, at which strategy-aligned performance management is practiced with transparency, accountability, agreement-on, responsiveness, effectiveness & efficiency, follows the rule of the law, and inclusive in its approach.

Strategy implementation is encompassed through 3 main cycles; development, execution, and optimization. Throughout the presentation, I will explain each cycle (phase) and illustrate it by the practical experience of Ministry of Works

MOW is a world leader in strategy implementation and has been practicing it for more than 10 years. It has been utilizing the Balanced Scorecard methodology throughout its planning and execution phases.

The presentation will elaborate on the achievements and successes that MOW have got from such practices in Strategy-Aligned Performance Management.

Raja Yousif Al Zayani

Session 3
Quality management in the public sector



Public Administration in Yemen and Efforts of Administrative Reform

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Introduction

In the following paper we present the experience of the Ministry of Finance in the Kingdom of Bahrain in establishing and applying a quality control system and later in designing and applying the “creativity program”. The Ministry was granted in 2006 the international ISO9001 certification for the quality of its services, then again in 2009 and 2012 it received ISO9001:2008. These certifications were granted following the establishment and application of the service quality management system; the formation of quality, coordinators and quality auditors committees, in addition to the foundation of quality control department which trained the personnel of the Ministry, the completion of the documentation of the Ministry’s services and the identification of performance indicators, as well as the evaluation of beneficiary’s satisfaction and carrying out internal and then external audits. After organizing the services and obtaining the said certification, work was pursued to develop and improve the quality of services through setting annual quality goals, which in 2013 produced the “creativity program”. In line with the directives of the head of the quality committee towards developing the creative thinking within the Ministry, as part of the annual quality goals for 2013, the quality control department prepared a program for transforming individual creativity into an institutional creativity and training the personnel for this purpose, in addition to receiving and evaluating creative initiatives, proposing rewards for the creative employees and their administration. The “creativity program” was based on the SCAMPER model, while introducing some changes within an integrated program for

managing the creativity process in the Ministry. The SCAMPER model includes seven types of creativity namely, “Substitute”: replacing the service components by other components, “Combine”: integrating the service components or more than one service, “Adapt”:allowing flexibility for some service components in order to adapt to exceptional circumstances, “Modify” : changing or adding to the service specifications or components in terms of volume or form, “Put to other uses”: providing the same service to other beneficiaries for a different purpose, “Eliminate”: removing some or all of the service components, and “Reverse” providing the same service in reverse steps. The Ministry added an eighth type “Novelty”, to cover creating a novel service in the Ministry, even though if such service already existed elsewhere. Moreover, we attributed value points to each type of creativity, according to the difficulty of its production and implementation, in order to evaluate initiatives and assess financial rewards. Following the initial discussion and review with the concerned directors, the program was endorsed by the senior management for implementation. Since the mid of 2013, the training of directors, heads of departments and other personnel was initiated to produce, submit and implement creative initiatives. Thereafter, creative initiatives were received as of the beginnings of 2014. So far, we have received four initiatives, two of which were implemented

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
The Ministry decided to improve the quality of services and develop the performance of personnel, using a scientific, practical and applicable methodology. So, it chose the international ISO9001:2008 standard for service quality.	8. Register of conforming service requirements to qualifications of providers.	3- Entrusted with setting the plan and following up its execution and the tasks of committees.
1-1 System Standards	9. Providers evaluation file	4. Coordinators committee:
1. Senior management responsible for quality management and for ensuring all elements of success.	1-4 Constituents of System Operation	1- Reports to the project team.
2. System documentation in conformity with the needs of the beneficiaries and the establishment.	1. Register of service provision	2- includes a representative from each department.
3. Sound application control through internal and external auditing.	2. Register of minutes of the quality committee meetings.	3- Entrusted with following up the achievement of system components and carrying out internal audits.
4. Appropriate training to service providers.	3. Register of minutes of the quality coordinators committee meetings.	5. :Consultant team:
5. Employees involvement in the system’s construction, application and development.	4. Register of monthly quality reports.	1- Reports to the project team
1-2 System Benefits	5. Register of internal auditing operations.	2- Comprised of quality consultants from specialized companies
1. Organizing the institutional work, to focus on services.	6. Register of external auditing operations.	3- Entrusted with providing training, carrying out external auditing and recommending the issuance of certifications.
2. Developing the quality of the services.	7. Register of beneficiary’s inquiry and the evaluation of their satisfaction.	1-6 Success Factors
3. Improving personnel performance.	8. List of annual quality objectives and evaluation reports.	1. Regular follow up by senior management.
4. Facilitating achievements’ follow-up.	9. Register of beneficiary’s complaints.	2. Establishing a division for a full-time dedicated work team.
5. Cutting-down on mistakes.	1-5 Organizational Structure	3. Choosing and training suitable coordinators and auditors.
6. Providing a basic foundation for creativity.	1. Project guarantor:	4. Completing requirements, according to plan, by the departments.
1-7 System Constituents	1- Potentially the most senior person at the establishment.	5. Providing an automated system for following up service provision.
1. Mission and vision document.	2- Entrusted with providing resources and directions, in addition to approving system documents.	6. Provision of financial and moral incentives for coordinators and auditors.

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
2. Strategic objectives document.	2. Quality committee:	7. Provision of financial and moral incentives for the best performing department.
3. Quality policy document.	1- Comprised of a project sponsor, as president, and directors and project head, as members	1-7 Work Method
4. Quality manual	2- Responsible for setting quality vision and policy, in addition to following up stages of building and applying the system and taking strategic decisions	1. Devising training courses and workshops at the beginning of each stage.
5. Quality system procedures file	3. Project team:	2. Correspondences of assignment and follow-up, according to annual plan.
6. Service provision procedures file.	1- Reports to the project sponsor	3. Daily phone and personal follow-up.
4. Monthly meetings with coordinators		Additionally, the departments of the innovators are rewarded, according to the value of implemented creative initiatives to the number of administration services in the annual evaluation of each department. So, if we suppose that a department submits three initiatives, of a value of (6, 4, 10) and the number of administration services was 5, the rate of initiatives value will be $20/5=4$.

2- Quality Control System	7. List of publications and legislations.				2- Headed by a quality expert, with a specialist and a secretary as members.
5. Preparing and publishing monthly quality reports.	Word	Meaning	Innovators required to	value	1-4 Training of Service Providers
	New	Not previously known	Creating a new service that did not exist in the Ministry	8	
	Substitute	Replace	Replacing service components with new ones	7	
	Combine	Merge	Merging components of services or more than one service	6	
	Adapt	Modify	Changing or adding to service specs or components	5	
	Put to other uses	Used differently	Providing same service for other beneficiaries for different purpose	2	
	Eliminate	Delete	Deleting some or all of a service components	1	
	Reverse	Counter	Providing the same service in reversed steps	3	

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
6. Disseminating and following up bi-annual statistics of service provision	1-1 Mechanisms of Managing Creative Process	The quality department organized a training workshop, encompassing the concept of creative thinking and an elaboration of amended Scamper model, in addition to how to produce creative initiatives, according to the model, and the way of submitting initiatives and the proof of their application to quality department, and how initiatives are assessed to the interest of the innovators and relevant departments. The head of quality department holds this workshop in collaboration with the department of training and development in the ministry, for all service providers, heads, directors and those concerned.
7. Bi-annual meetings of the quality committee.		1-5 Implementation of the "Creativity Program"
1-2 Discretionary Budget	2. Provision of creative initiatives will continue from the beginning of the year till November. Initiatives may be submitted after such date, but shall be assessed with the next years group.	All personnel of the Ministry were notified of the creative initiative submission starting from the beginnings of 2014. So far, we have received four initiatives of which two are implemented; the first is related to establishing a new service to electronically answer the inquiries of interested parties, while the other has to do with amending the service of searching for paid cheques by adding the cheque amount to the search. We expect receiving more initiatives before the end of this year.
3000 dinars for training all personnel, as possible	3. Quality department will receive initiatives from ministry personnel only. More than one employee can take part in the submission of one initiative.	

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
1000 dinars for audit training of coordinators	4. Quality department will obtain the approval of the concerned department's director, in respect to a service creative initiative. This is aimed at securing the registration of the creative idea of the innovators, and simultaneously, at not overstepping the authority of the department directors, in respect with what is suitable for their department.	
1500 dinars for external auditing and certificate granting	5. The concerned department shall examine the contents of the initiative and forward the conclusions to the quality department for the initiative approval. This ensures that the initiative is applicable and provides proof for anticipated conclusions.	
0700 dinars for external auditing per each 6 month period	6. The quality department timely evaluates each implemented initiative, according to the amended SCAMPER schedule and evaluation mechanism. Then, conclusions shall be revised with the initiative submitter and concerned director to approve final evaluation.	
6200 dinars as consultations budget for first year	7. Quality department deliver the implemented initiatives along with their evaluation at the end of the year to the head of quality committee for adoption and for rewarding the innovators financially and morally.	
In addition to costs of salaries and stationary of the work team (and rewards of coordinators, auditors and other incentives)	8. Quality department will consider the implemented creative initiatives in the annual best department evaluation.	
Application of Quality Control System	9. News of honoring will be published in local newspapers and among the Ministry's employee.	
The Ministry built the system in one year, and in the second year it collected information on implementation. The Ministry obtained the certification in the third year after performing the procedures of external auditing. Internal auditors are rewarded for each audit exercise. Coordinators are rewarded for their annual follow-up, in addition, the departments that best apply the annual plan of the system is also rewarded.	1-2 Mechanism of Initiatives Submission	

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
3. SCAMPER model for Creativity Motivation	The letters of the model, each designating a word, were arranged in a table so that they can be easily read. However, in order to use these letters in evaluating creative initiatives we attributed to each of these words a value based on the difficulty of producing and executing the specific initiative. Accordingly, we have assessed the value of each word, as seen above. For example, deletion of some or all of the components of a service is the easiest. For this, its value is the least, while introducing a new service that was not previously known to the Ministry is the most difficult, and its value will be higher.	
SCAMPER model was developed by Bob Eberle in 1997. The letters of the model were arranged so that they can be easily read in English (SCAMPER), meaning to run. This model is widely used to motivate and organize the creative thinking in business establishments and schools. The idea of this model was based on the principle that every new thing is merely a modification of something that already existed. When applying this definition to the Ministry, we can say that the creative ideas we are searching for are nothing more than modification to the already existing services in the departments.	So, if the initiative is for introducing a new service, it will receive 8 points and, where two types apply to the initiative, it will have the total of two values. For example, if the initiative has reverse service steps and use of service in another field, it will have 2+3=5 points. The same applies when substituting two components in one service; it will be calculated as follows: 7+7=14 points. Where creative aspects are several, they will accumulate points. Moreover, and before calculating points, evidence proving the implementation of the initiative by the concerned department should be submitted to the quality department.	
However, we consider the expansion of this definition to comprise, at least, the services not previously existing in the Ministry. As such, the model definition adopted by the Ministry has become that creativity is merely a modification of an existing service or the induction a novel service from outside the Ministry.	1-3 Innovators Rewards	

2- Quality Control System	7. List of publications and legislations.	2- Headed by a quality expert, with a specialist and a secretary as members.
This is what makes the model suitable for the Ministry as a service provider, in addition, its different component paragraphs, fits service components, is evaluable in addition to its being adequate for application and development. In the following table we include a simple explanation of the Model terms, with terms modifications to suit the services, we also inserted a new word at the beginning of each line and added a column designating a value for each word for the purpose of evaluating creative initiatives:	will receive monetary rewards, the value of which will be calculated by 50 dinars per each point obtained by each innovators. Where more than one innovator takes part in one initiative, the initiative value will be equally divided among them, in addition to delivering an appreciation certificate, signed by head of quality committee. in a ceremony held at the end of each year.	

Conclusion

The quality management system has contributed in organizing the Ministry's services, improving their quality and developing the performance of employees, in addition to enabling department heads and directors to improve their supervision of work progress in their departments. This system has established a basis for continuous and consistent uniform development, through the formation of a general framework for the objectives of annual quality development.

This system also paved the way for developing a creativity program that encourages personnel to produce and implement creative initiatives, develop the processes of services and improve their quality, and enhance the possibility of meeting the needs, expectations and satisfaction of beneficiariess.

Applying Total Quality Management to Government Organizations

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The interest in the concept of Total Quality Management (TQM) in government entities has become clear for the assessment and development of performance of these entities. The concepts and philosophy of quality has developed throughout ages, starting from the concept of final product quality to the perspective of Total Quality Management. As a matter of fact, this study comes to clarify the different aspects for applying Total Quality Management to government organizations, based on the special nature of these organizations. This nature is represented in that it combines between two main variables. The first of these is the political variable, associated with the government as one of the components of political system, while the other is an administrative variable, having a distinguished nature for the organizations, whereas administration of these is subject to laws and regulations, different from the laws and regulations that regulate administrative work in the private sector.

The application of the concept of Total Quality Management to government entities requires a study, informed about its objectives, structure, plans, programs and work methods. The studies showed the importance of human element within the scope of applying the concept of Total Quality Management to all entities. Therefore, the application of this concept to the departments of human resources gains unique weight. And within this framework, this study has scientific and practical importance.

The problem of study is represented in the importance of how to apply Total Quality Management within the framework of government organizations. In other words, is there a comprehensive general model to apply Total Quality Management to government entities or the application of this model necessitates a specific development, suitable for the work type of this government entity, currently subject to application of total quality?

The study aims at:

1. Knowing the different experiences to apply Total Quality Management to government organizations, in addition to determining the aspects of agreement and difference, with the aim of reaching a scientific view to draft a model for applying Total Quality Management to government entities.
2. Getting informed about different experiences to apply Total Quality Management to security establishments, determine gained experiences and attempting to build a model for applying Total Quality Management.
3. Studying and assessing exerted efforts to apply Total Quality Management to government organizations in the Kingdom of Bahrain, as well as specifying obstacles and trying to propose some solutions to encounter them.
4. Studying a specified case for the application of Total Quality Management at the department of human resources, in the Ministry of Interior, Kingdom of Bahrain, during the period between 2006 till 2010, with the aim of having knowledge of the different aspects and their need of development and upgrade.

This study was divided into three chapters, divided into a number of subjects. The First Chapter was assigned by the researcher to deal with the concept of Total Quality Management and its specific elements, in addition to the strategies adopted by Total Quality Management and the hindrances it encounter. In respect with the Second Chapter, it studies the application of Total Quality Management to government organizations of Bahrain. It tackled the experience of these organizations in this field and gained experiences, in addition to relevance or irrelevance of these experiences of previously dealt with experiences. And the Third Chapter deals in details with the applied application of Total Quality

Management by the Ministry of Interior in the Kingdom of Bahrain during the period between 2006 and 2010.

Research Conclusions:

In respect with the first statement, to the effect that there is a correlation between increasing the efficacy of Bahraini political system when carrying out its developmental task and achieving continuous improvement in the performance of government organizations, theoretical foundation of experiences of many countries reveals that there is a positive relationship between the sound application of Total Quality Management to government organizations and democratic development of political system.

As for the second statement, dealing with the correlation between applying the concept of Total Quality Management to government entities and raising the legitimacy of political system, based on the satisfaction of citizens and performance of government organizations, under the application of total quality, it has been proven to be right, due to the variables the world is currently witnessing. As a matter of fact, the application of Total Quality Management to government organizations must be different from other ones. This brings about an extent of increasing the legitimacy of political system.

The third statement says that there is a relationship between the developing role of the Ministry of Interior in Bahrain, under the development of Bahraini political system towards democracy and applying Total Quality Management in this ministry. The validity of this statement is verily established. Consequently, the frequent re-organization during the seventies can be explained by the need to enhance the ability of the ministry to deal with new variables, witnessed by the Bahraini community.

As well, the fourth statement is proved to be right, pointing out to the correlation between the democratic development of Bahraini political system and the application of the concept of Total Quality Management to government entities, whereas the decision no. (33) of 2004 was issued by the Premier, in respect with applying Total Quality Management to government entities. This is regarded as a natural response to the democratic development of political system in Bahrain.

Regarding the fifth statement, there is a correlation between the development of government management and application of total quality and brining about security, development and democracy in Bahrain. This was proved to be right, as the contemporary political experience showed the strong relationship between security, development and democracy. This is stressed by the issuance of many royal decrees, including re-structure of the Ministry of Interior, due to the requirements of developing political system in the Kingdom of Bahrain.

The sixth statement reveals that there is a relationship between the development of the Ministry of Interior role, within the framework of enhancing Bahraini political system and applying Total Quality Management in human resources at the Ministry of Interior. This statement highlighted noticeable concern. It was unfolded that since 2007 till 2010, the percentage of transactions, conforming to the standards of Total Quality Management, increased. This shows that the performance of Total Quality Management is improving through the application of total quality system.

And finally, the seventh statement tells that the application of Total Quality Management at the Ministry of Interior is different from its application in other government organizations. This is relatively proven to be true, due to the different nature of the tasks the Ministry of Interior is entrusted with, in its capacity as an entity, focusing mainly on the security and societal part when providing its services, even if the application of quality management in some departments, including the department of human resources, is not much different from being applied to other government organizations, in terms of general framework of application.

Recommendations of Study:

This study is divided into three groups: general recommendations, related with government organizations as a whole, recommendations, associated with the Ministry of Interior, specifically, and future recommendations that include the proposal of some future procedures. It is hoped that these three groups of recommendations have a good effect in bringing about change towards the best. And here are these recommendations:

Firstly: General Recommendations:

- 1- The researcher concluded the importance of convincing senior leaderships and managements at the government organizations of the importance of development through applying Total Quality Management.
- 2- The researcher believes in the importance of disseminating the culture of Total Quality Management in government organizations at all administrative levels for application and improvement of the performance of these organizations. This will be reflected on the legitimacy of political system due to the improving satisfaction levels of citizens regarding the performance of these apparatuses.
- 3- The researcher recommends the necessity of holding those working in public sector as accountable as the workers of private sector, in terms of rewards and punishment.
- 4- A budget for financing the requirements of Total Quality Management shall be assigned, including incentives of employees and rewarding those distinguished and the responsible for internal auditing.

- 5- The researcher recommends the swift application of Total Quality Management at the level of all departments of the ministries and government apparatuses in Bahrain, in accordance with decree no. (33) of 2004 of the Prime Minister.

Secondly: Special Recommendations:

- 1- Preparing special material about quality management to be taught in Police Academy, Ministry of Interior, Kingdom of Bahrain.
- 2- It is necessary to include quality department in the organizational structure of each division at the Bahraini Ministry of Interior.
- 3- The researcher believes in applying integrated management systems at the Ministry of Interior, which comprises the following standards:
 - ◆ System of Quality Management ISO 9001
 - ◆ System of Operational Safety and Health Management ISO 18001
 - ◆ Environment System ISO 14001
 - ◆ System of Information Security ISO 27001

Here, it can be said that the application of integrated management to the different divisions of government apparatuses brings about the satisfaction of the customer, who is the axis of quality management, and that of the employee, who is the pivot of operational safety and health, in addition to the satisfaction of the establishment, pouring unto the environment and that of information that represents the center of information security. This will positively be reflected upon the quality of government services.

- 4- The training of second line in every department at the Ministry of Interior should be taken into account. The training will be continuous, not all at one time.
- 5- The researcher believes in the necessity of generalizing the system of electronic assessment for the satisfaction of the customer to manage the affairs of individuals in human resources for all the departments of the Ministry of Interior.
- 6- The researcher recommends that employees of higher studies, related to the work of the Ministry of Interior, should be encouraged to set up a system for generous financial incentives, suitable for the scientific qualifications they got, to be a motivation for them to pursue searches and study, seeking to create prominent scientific cadres that can help them enhance the level of performance.
- 7- Experiences of advanced countries in quality management, adopted in other police bodies, should be consid-

ered, in addition to exchanging experiences with them, taking of them as much as suitable to the systems and laws of police work in Arab countries.

- 8- Preparing an award in the name of the Ministry of Interior for quality, to be granted for the department, best for applying quality.

Thirdly: Future Recommendations:

- 1- Entrusting a committee of experts of the measurements of quantity, quality and standards in universities and scientific research centers with preparing and innovating measures for ISO system, suitable for measuring the quality of security.
- 2- Entrusting a committee of experts of the measurements of quantity, quality and standards in universities and scientific research centers with preparing and innovating measures for ISO system, suitable for measuring the quality of individuals themselves.
- 3- Due to the importance of study subject matter, the researcher recommends repeating it with other government organizations, to reach other conclusions and support such studies.

Finally, it is clear that all these are just attempts to boost the capability of government entities and political system in general to appropriately respond to and efficiently deal with quick and successive variables that surround the Bahraini developmental experience. At the security level, the aim is to increase the ability of security apparatuses to deal with new threat sources. And in spite of what is achieved of increase or relative improvement in this arena, continuity and more efforts are needed for developing and upgrading government and security institutions and organizations on an unceasing basis, so that they can keep pace with renewed variables.

Session 4
Ethics & corruption



Integrity in the Public Sector

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Introduction

Moral values and integrity are at the core of state-building. Therefore, it is necessary for the entrusted authority to safeguard the interest of its people and to respect its obligation to protect human rights. As such, public authority has to apply and enforce laws and regulations in a transparent and just way, away from discretion and bias, in addition to bearing the national and social responsibility, according to the dictates of duty. The State and entrusted authority are ethically and nationally responsible for the future of the society and of maintaining it, regardless of the shape of the democracy, their conducts and behaviors should be based on moral values. On the other hand, the citizens have also to act with allegiance to the State institutions with, and on the basis on indulgent and of employing ones capabilities in the service of the society. In this way we preserve our national splendor ties and prevent the movement of our families to other countries.

Concept of Integrity:

Integrity and transparency can be considered as clarity of functions, work, duties and the flow of procedures. Furthermore, it is making all data and information available for officials and sometimes for non-officials.

Transparency ensures control over work; in addition, it offers favorable conditions for effective accountability for performance. It is a citizen's right as well as the state's obligation to its citizens, in providing the conditions and the environ-

ment to facilitate communication between citizens and officials, participation in decision making, the monitoring of anti-corruption reforms. This will build trust in the government and its institutions and will propel stakeholders to be committed to the requirements of democratic system and to respect citizen's rights.

Integrity Application Requirements:

- 1- Freedom of the media and clarity in reporting: the administration has to grant mass media the required freedom and independence, to be able to carry out what is needed from it within the framework of national interest, and in a way that would allow the ordinary citizen and the controller to be informed about government's undertakings in the all its departments and institutions.
- 2- Legal obligations: these are represented by the existence of a legal or regulatory texts or administrative instructions, allowing people information on what is going at the level of the administration, given that the complexity of the administrative procedures and transactions do not contribute to revealing corrupt practices, but rather, it covers-it up.
- 3- Administrative corruption can be effectively limited by the availability of real political will, in making anti- corruption reforms a priority.

Contemporary international indicators suggest that democratic systems are more adequate in reducing administra-

tive and financial corruption in government organizations, than totalitarian, autocratic or one single party regime.

4- Main parties and stakeholders who should exhibit transparency in their activities:

- ◆ The official authorities, and in particular the executive authority that regulates and administer the affairs of the State and citizens through the several institutes and departments in addition to the official supervisory bodies. More importantly, the executive authority is responsible for managing public funds and national resources, and must make all public accounts and audit reports accessible to the citizens.
- ◆ Civil society organizations play a parallel service delivery functions parallel to that of the state. They also receive many donations, grants and loans.

Manifestations of Corruption:

Economic implications of corruption:

There are many corruption indicators which helps determine the parties that are benefiting and those who are responsible for the spread of corruption. We mention here the following indicators:

- ◆ The government distributes benefits to some establishments and individuals, based on some "legal" standards, without requiring a guarantee, that coerce them to pay their dues of fees and taxes to the state.
- ◆ Some administrative officials do not carry out their duties, under the pretext of their modest salaries. This affects workflow and amplify bribe.
- ◆ Some officials resort to the courts to decrease the costs imposed on them whether in the form of taxes, custom tariffs or other charges.
- ◆ One single bidding project that favors political supporters.
- ◆ Companies pay bribes to officials involved in tenders to ensure including their names in these tenders.
- ◆ Bidding documents and specifications are designed to fit specific companies.
- ◆ Bribes are paid by companies to have confidential information about the conditions of the tender.

- ◆ Bribes are paid to win the tender.
- ◆ Companies pay money to decrease the cost and increase profits.
- ◆ Privatization, in the form of State selling some assets to the private sector, can help limit the level of corruption. However, the privatization process carries within it high potential for corruption as some companies pay money to keep competitors at bay, and purchase what the State has to offer. Corruption in privatization can also take the following channels:
 - ◆ The State is ignorant of the importance of the sectors it intends to sell.
 - ◆ Corrupt officials provide people with flawed information on a given sector to appear as unproductive. Then, they submit contrary information about it to the private sector to conclude the deal.
 - ◆ Companies and the private sector in general, will gain great importance if it was allowed the monopoly of the services that used to be provided by the State.
 - ◆ Abusing political power to pass projects for private or personal gain.

Cost of Corruption:

International funds (such as the World Bank & International Monetary Fund) avoid establishing developmental projects in countries, suffering from "political" and "administrative" corruption. Systemic corruption means that foreign aids will not be effectively employed.

It is worth noting here, that the more corrupt is the State the poorer it is, as these hinder foreign investments.

Corruption on economic performance and and social conditions. The issue of corruption can be dealt with on three separate levels:

- ◆ State structure, political system and exacerbation of corruption among officials, and consequently in their behavior and practices.

- ◆ Corruption of the administration, bad the dealing with citizens and protecting bribers.
- ◆ Conflicting of goals between the public and private sectors.

However, it is important here to rely on the role of international community, and donor's organizations, as well as on the will of political class in accepting the idea of reform. Good reformatory ideas are meaningless if not duly executed.

Accountability:

Transparency and accountability are "key" components of good governance and a prerequisite for successful economic development. And in the absence of transparency, accountability will be lacking, and in the absence of accountability, transparency will lose a lot of its value. Combined, they work to contribute to a capable and efficient administration.

Sustainable Development:

The State and its institutions have to support and encourage each productive activity, other than service sectors and official projects, as well as facilitating loans to small and medium enterprises, guaranteeing markets to market production and making sustained efforts to help them through exemptions of taxes, charges, income tax, etc.

As for administrative reform, it must be prioritized. The State, as well, will have to include the principles of efficiency, transparency, reward and punishment and social justice in the context of its work, investigate and hold accountable for unethical financial and economic practices, as well as tracing corruptors. **And with the aim of ensuring these principles, the following must be considered:**

- 1- Adoption of mechanisms that prevents obstructing the work of the constitutional institutions, which are entrusted with the consolidation of political, security and economic stability.
- 2- Working on neutralizing Lebanon so as to spare it from external and regional conflicts.
- 3- Strengthening economic and social life, and endorsing reforms; reforming the monetary policy and payments of debts, rectifying state-private sector relations, updating

legislations to keep pace with economic globalization and reviving the confidence of investors.

- 4- Fighting corruption by building integrity and enforcing the rule of law, and being keen on its unbiased application, by disallowing political interventions in civil service recruitment and holding both the briber and the bribed accountable.

Strengths and Weaknesses of the Lebanese Experience:

Weaknesses:

- ◆ Political interventions in the work of public establishments.
- ◆ Sectarian and communitarian allegiances.
- ◆ Lack of long-term political plan that can form the basis for the politicians to develop and expand.
- ◆ The Lebanese political life is extremely polarized and clouded by disagreements among Lebanese politicians.
- ◆ Lack of reward and punishment principles, in a public and transparent way.
- ◆ The Court of Audit is an administrative tribunal with financial jurisdiction. Its task is to oversee the management of public and treasury funds.
- ◆ The State Council is an administrative court, responsible for studying the constitutionality of new laws and solving disputes between the State and its personnel.
- ◆ Labor unions, holding the responsibility of defending the workers' rights and interests.
- ◆ Mass media, playing a vital role in highlighting gaps and faults in public administrations.
- ◆ Tax controllers at the Ministry of Finance are responsible for fighting tax evasion and ensuring what must be paid by companies and individuals to the State.

Reform Options:

- 1- Setting clear mechanisms to execute projects and con-

tracts, whereas many people, and not only officials of the State and their henchmen, can take part.

- 2- Preparing and training employees and applying the principles of oversight and accountability, to stop bribery and abuse of power.
- 3- Developing reforms that affect the tax and social security systems.
- 4- Drafting strict laws to curb administrative corruption. This requires the following:
 - ◆ Applying the principle of rewards and punishments, in an open and transparent way.
 - ◆ Installing a competitive merit based recruitment system .
 - ◆ Increasing the minimum wage, in a manner that conforms to good standard of living for the whole family, not the individual alone.
 - ◆ Preventing public administrators from engaging in political activities when carrying out their tasks.
 - ◆ Obligating state employees to forward statements of their accounts on an annual basis.

5- Political Reform:

In advanced democratic systems, politicians feel insecure in their positions due to the periodical legislative elections that give electoral constituencies an opportunity to hold accountable their political representatives at the parliament. ways of enhancing political reform include the following:

- ◆ Upholding the separation of powers principles, by not allowing the parliamentarian to combine this position with the ministry.
- ◆ Cementing the independence of judiciary to protect the rule of law.

- ◆ Protecting freedom of the press as a fourth power and an oversight tool for journalists to control government work and performance of politicians.
- ◆ Allowing international donor organizations to supervise the execution of their projects.
- ◆ Enforcing the laws and regulations aimed at:
 - ◆ Disclosing banking confidentiality of the accounts of public officials in Lebanon.
 - ◆ Imposing strict penalties to fighting administrative corruption.
 - ◆ Preventing public officials from performing political activity when carrying out their tasks.

Finally, public service is the application of knowledge, logic and experience to improve the affairs of people and managing it with the lowest possible costs, by taking into account the actual reality and material constraints, without break the rules of morality and wavering on the principles and values. Subsequently, objectives and goals can be re-classified according to priorities, and in such a way as to make public interest triumph over partisan and personal interests.

Ethical Behaviors of Members of Human Resources Public Administration according to International Standard ISO 26000,

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The research problem lies in the ambiguity of work ethics for individuals of society and discrepancy of understanding degree of these concepts among employees and members of senior management. This is reflected upon the methodology of work accomplishment and performance level. As a matter of fact, the research aims to clarify the principle and elements of ethical behavior, in accordance with international standard specification ISO 26000, as the concepts and standards of the specification are discussed. And the research sample included the members of senior management of Human Resources Public Administration at the Ministry of Interior, in addition to personnel of HRP, with their different degrees and job descriptions. The level of awareness of the members of HRP of work ethics was acknowledged, pursuant to the elements of ethical behavior in the international standard specification ISO 26000. Additionally, the research specified key obstacles that may encounter the application of work ethics standards in Human Resources Public Administration at the Ministry of Interior, from the point of view of HRP personnel.

The data were analyzed through descriptive analytical methodology, using the statistical program (SPSS), after determining the sample and distributing questionnaires.

And the research reached a number of conclusions, as follows:

1- Human resources have to adopt an incentive system (material and immaterial), associated with the obligation of employees with "work ethics" and represented in the fifth item of ethical behavior items, according to specification

ISO 26000. Consequently, the commitment of senior towards ethical behavior is one of the main bases for building an ethical work environment – represented in third item of ethical behavior items, according to specification ISO 26000.

2- It is necessary to prepare a reference for work regulations through which, the effect of work ethics on the procedures of services provision (work methodology) in the administration can be known.

3- The awareness of employees is regarded as good, in respect with all the items of ethical behavior, according to specification ISO 26000. And the fourth item, providing for "determining, adopting and applying the standards of ethical behaviors, suitable for their purpose and activities, yet, in a manner that conforms also with the principles, specified by the international standard", comes in last rank, highlighting the importance of the work of HRP, in respect with finding the ethical environment for individuals and directing them to work pursuant to it.

4- The level of awareness of senior management members is weak, regarding the fifth item, stipulating for "encouraging and endorsing the consideration of ethical behaviors standards", the ninth item, stipulating for "establishing mechanisms to facilitate the process of reporting violations of ethical behaviors to avoid fears or revenge", and tenth item, stipulating for "realizing and dealing with local laws and regulations or the ones conflicting with ethical behavior".

5- There are many obstacles before improving work ethics in Human Resources Public Administration, the important of which is lack of incentives and rewards for positive ethical behaviors.

And the results of analysis come as follows:

It was clear that there are no differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behavior principle in the specification ISO 26000 for the variables of age, educational level, monthly income of family and type of profession.

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behavior principle in the specification ISO 26000 for the diversity of the variable of gender for males towards the third item that "setting governance structure helps support the ethical behavior inside the organization and in interacting with others".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behavior principle in the specification ISO 26000 for the difference of the variable of work experience in human resources, in the interest of experience years (15 years and above) towards the sixth item "determining ethical behavior standards, expected from employees".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behaviors principle in the specification ISO 26000 regarding gender variable for females towards the fourth item "determining, adopting and applying the standards of ethical behaviors, suitable for their purpose and activities, yet, in a manner that conforms also with the principles, specified by the international standard" and the tenth item "realizing and dealing with the situations that lack local laws and regulations or the ones conflicting with ethical behavior".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behaviors principle in the specification ISO 26000, regarding the dif-

ference of age variable, whereas the most of which came in the interest of age class (20-29 years, 30-39 years, 50 years and above) towards "determining, adopting and applying the standards of ethical behaviors, suitable for their purpose and activities, yet, in a manner that conforms also with the principles, specified by the international standard", fifth item "encouraging and endorsing the consideration of ethical behaviors standards", seventh item "prevention of interest conflict across the organization" and the ninth item "establishing mechanisms to facilitate the process of reporting violations of ethical behaviors".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behaviors principle in the specification ISO 26000, regarding the difference of educational level variable, whereas most of these come in the interest of holders of diploma and high studies towards the first item "an organization should ethically behave at all times", third item "setting governance structure helps support the ethical behavior inside the organization and in interacting with others" and tenth item "realizing and dealing with the situations that lack local laws and regulations or the ones conflicting with ethical behavior".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behaviors principle in the specification ISO 26000, regarding the variety of the years of experience in human resources, whereas the most of which came in the interest of (less than 5 years, 5-9 years, 10-14 years) towards the first item "an organization should ethically behave at all times", second item "basing an organization's behavior on honesty, justice and integration", fourth item "determining, adopting and applying the standards of ethical behaviors, suitable for their purpose and activities, yet, in a manner that conforms also with the principles, specified by the international standard" and tenth item "realizing and dealing with local laws and regulations or the ones conflicting with ethical behavior".

◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the items of ethical behaviors principle in the specification ISO 26000, regarding the dif-

fering variable of monthly income of the family, as most of which went in the interest of (1500 dinars and more) towards the first item "an organization should ethically behave at all times", fourth item "determining, adopting and applying the standards of ethical behaviors, suitable for their purpose and activities, yet, in a manner that conforms also with the principles, specified by the international standard", fifth item "encouraging and endorsing the consideration of ethical behaviors standards", sixth item "determining ethical behavior standards, expected from employees", eighth item "establishing supervisory mechanisms to control ethical behaviors" and tenth item "realizing and dealing with local laws and regulations or the ones conflicting with ethical behavior".

- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the obstacles before improving the ethics of work, in terms of the differing variable of gender for females towards the fourth clause "lack of appropriate atmosphere for practicing work ethics".
- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the obstacles of improving work ethics, in terms of differing age variable for the age class (20-29 years) towards the first clause "principles of work ethics are not clear in human resources" and fourth clause "lack of appropriate atmosphere for practicing work ethics" and the totality of this proves the key problem of research.
- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the obstacles of improving work ethics, in terms of varying educational level, the most of which came in the interest of high studies holders towards the first clause "principles of work ethics are not clear in human resources", second clause "unavailability of incentives for positive ethical behaviors", third clause "neglected relationship between performance levels and ethical behaviors" and sixth clause "senior management is tolerant regarding the actions taken in face of negative behaviors", in addition to the totality of these.
- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Admin-

istration towards the obstacles of improving work ethics, in terms of varying work experience in human resources, in terms of individuals of experience that is no less than 5 years towards the first clause "principles of work ethics are not clear in human resources".

- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the obstacles of improving work ethics, in terms of the differing variable of monthly income of family, in the interest of family monthly income (400-699 dinars) towards the fourth clause "lack of appropriate atmosphere for practicing work ethics".
- ◆ It was clear that there are differences of statistical significance regarding the degree of response of senior management members in Human Resources Public Administration towards the obstacles of improving work ethics, in terms of the differing variable of job type, in favor of military men towards the third clause "neglected relationship between performance levels and ethical behaviors".

And the research recommended the following:

- 1- Working on upholding ethical behavior of the members of HRPA at the Ministry of Interior through recruiting the items of ethical behavior principle within the framework of international standard specification ISO 26000, aiming to improve the awareness degree of members and preparing the elements of establishing a work environment, compliant with the standards of ethical behavior.
- 2- Working on preparing a code of ethics, based on the Holy Qur'an and Sunnah of Prophet Muhammad (PBUH), with the aim of determining ethical standards, rules and values the employees will have to abide or avoid when carrying out their job and in their relationships with colleagues and beneficiaries of provided services (internal and external stakeholders).
- 3- Forming a special committee to activate the items of ethical behavior principle within the framework of international standard specification ISO 26000, in addition to following up the ethical aspects of HRPA at the Ministry of Interior to help generalize the work of this committee on all the departments of the ministry on a gradual basis, considering the provision of human and financial resources to bring this about.

- 4- The necessity of working on using the system of rewards and penalties when discovering and dealing with ethical situations, to motivate adherence of positive ethics and refrainment from positive ones.
- 5- Additionally, the development of incentives and material and moral rewards will have to be taken into account to support the development of positive ethical behavior and set measures so that the system of rewards will not deviate from its right path.
- 6- The higher management of human resources must support the efforts of employees, in respect with annihilating negative behaviors and submitting periodical reports through choosing the best employees of ethics and those praised by their peers, with the aim of submitting these reports and shouldering the tasks of behavior rectification.
- 7- It is necessary to draft policies and decisions, associated with preventing the conflict of interest, whereas internal rules and regulations of HRPA do not specify the penalties when an employee prefers personal interest to public benefit.
- 8- The importance of adopting the Articles of Public Law of Security Forces, Law of Civil Service Bureau, and those regarding work ethics according to which, employees will be rewarded or punished, on one hand, and working on issuing relevant decisions when negative behaviors, which are not enlisted in internal regulations, are done, on the other hand.
- 9- Designing programs to raise the awareness of all the members of HRPA, at all levels of professions and job descriptions, especially new young employees of insufficient experience of work in HRPA, with the aim of implanting values and behavioral principles, necessary for being urged for and abided by in work environment. These programs may be represented in positive returns of abidance by positive ethical behaviors in work environment, how to fight negative acts, in addition to self-monitoring.

- 10- It is necessary for any employee to take rectifying actions to amend their behaviors. This may help provide tools for tracing and measuring ethical behaviors in a continuous manner in work environment.
- 11- The researcher recommends carrying out another study, devoted for determining mainstream ethical values in Human Resources Public Administration at the Ministry of Interior and their relationship with professional obligations, with the aim of deciding the impact of widespread ethical values at the levels of performance, as well as following these values.

PROACTIVE TRANSPARENCY IN LEBANON : SOME EXPERIMENTS IN PUBLIC INFORMATION DISCLOSURE

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The Lebanese Public sector is plagued by all too common deficiencies :

corruption, low productivity, weak oversight, poor interactions with citizens (Adwan, 2004)... One of the reasons behind these problems is that Lebanon lacks a culture of information disclosure and accountability in the public sphere (RAND, 2010). In recent years, with the expansion of social media and internet use, there have been some shy but remarkable experiments by Lebanese public institutions to trigger the interest of the general public in public data collection and services inquiries.

On the public side, the pioneering experiments of the Ministry of Finance in the implementation of online tax declarations and publication of relevant budget information are a remarkable starting point for installing a culture of general curiosity in public sector mechanisms and procedures. On the private side, the achievements of some NGOs like Transparency-Lebanon (LTA) is an undeniable proof of the dynamism of the Lebanese civil society in questioning officials about their public performance. A recent survey conducted by LTA scanned the attitudes of about 1100 professionals concerning their access to information shows that professionals need to have a broader and easier access to information in order to prevent high red-tape costs and lower administrative fees (LTA, 2012).

What is transparency?

From an economic theory point of view, transparency has always been defended as an essential condition for perfect competition markets to attain equilibrium (Mas-Colell, 1982). Transparency in governments is defined as "the availability of information to the general public and clarity about govern-

ment rules, regulations, and decisions. It can be strengthened through the citizens' right to information with a degree of legal enforceability. Transparency and disclosure in government decision-making and public policy implementation reduces uncertainty and can help inhibit corruption among public officials" (Asian Development Bank, 2005).

Transparency has been heralded as a way of improving democratic experience, decision-making processes being related to the type of regimes (Hollyer et al., 2011). It is one efficient, but not sufficient way off curbing down corruption (Kolstad & Wiig, 2009): it has to be implemented in more wholesome public strategies. Accountability is boosted by transparency as a global governance approach in the public sector (Hale, 2008). Transparency is not always beneficial: transparency on spending boosts trust and visibility of taxes whereas transparency of revenues can be counterproductive because it endogenously leads to increased wasteful spending (Avazza and Lizzeri, 2008)

What is Proactive transparency?

Our aim in this article is to bring together these two ambitions in order to enhance public performance and the Lebanese people's trust in his representatives. An important effort has been undertaken on the international level to homogenize public disclosure of information especially in the light of some developing countries experiences in that domain (Brazil, Mexico). In that sense, Proactive transparency is defined as public disclosure of information without any request being filed by citizens (Darbishire, 2012). It is a promising way to provide citizens with the relevant information about public policies and data in order to enlighten their collective choices, entice their accountability concerns and smooth their use of public services. It has taken many

forms throughout time ranging from the publication of official gazettes, to public announcements and discourse, to media interviews, public institutions websites... The ultimate goal is to implement a culture of public questioning and involving citizens in public debate.

Proactive transparency is somewhat a compromise between different types of public attitudes towards information disclosure. These attitudes range from, one extreme, monolithic, "black-box" governments which rarely provide data on their activities, to another extreme, open governments (Meijer et al., 2012) where citizens are actively involved in policy-making decisions as in the Swedish experience (Nixon et al. 2010, pp.61-77). Proactive transparency is opposed to reactive transparency where individuals seek on their the retrieval of State documents which have not been made public.

Benefits of Proactive transparency

The benefits of proactive disclosure are multiple. They range from enhancing citizen's trust, improving accountability, making access to public services easier, lowering transaction costs of administrative transactions and enabling citizens to engage in policy-making decisions throughout a better informed public procurement and strategy-implementation processes (Park, 2011). In a world encouraging Public-Private partnerships, information is a key element in making sound and rational

business decisions both in Public and Private investments (Ball, 2009). In recent global trends, the disclosure of information, especially in electronic channels has been put as a priority in developed countries (as in The Memorandum on Transparency and Open Government of the Obama administration).

Proactive transparency makes use of many channels. Media dynamics, internet use, social media development and civil society's initiatives have pushed governments to implement gradual, modern and real-time ways to communicate with the public by trading their "conventional" communication strategies with innovative tools developed by information and communication technologies. These new tools can boost integrity in public life (LTA, 2011) by holding accountable public officials for their actions and electoral promises.

Proactive transparency in Lebanon

In recent years, Lebanese governments have had mixed results in their Proactive disclosure implementation strategies throughout three driving forces, by:

- ◆ Providing the public with official texts of laws and decisions (ministries' websites, official gazettes, newspapers advertising, diverse publications....)
- ◆ Making public access to services easier (practical information on tax declaration schedules, online payment of taxes...)
- ◆ Engage the public in questioning governments' efficiency, making them accountable for their electoral programs or creating policy-making participation of citizens a viable process (through e-voting for instance). This driving force is still inexistent in Lebanon's strategies.

Lebanon has not committed itself to implement proactive disclosure international standards yet. It has limited itself to follow broad recommendations, or soft law, by allowing itself to pick-up some guidelines from a large menu of international standards of good governance. Lebanese authorities have made public a huge number of important financial, economic and social documents, but has kept silent one major issue as the confessional distribution of the Lebanese population. The last official census of this matter dates back to 1936. Demographics have substantially evolved ever since but no legal document has been published in that concern.

This article will look into 3 main aspects of proactive disclosure practices in Lebanon:

1. A description of Public Transparency disclosure practices in Lebanon by examining what is already implemented by public institutions. This profiling procedure will look mainly into the websites of the Ministry of finance (finance.gov.lb), Public Administrative reform (omsar.gov.lb), the Central Administration of Statistics (cas.gov.lb) and the official portal of the Lebanese e-government (dawlati.gov.lb). We will also look at some private initiatives to boost transparency like (transparency-lebanon.org)
2. An assessment of minimum standard guidelines to enhance proactive disclosure of information in Lebanon : the publication of information on organizations, budget, operations, decisions, open meetings, decision-making processes, subsidies programs, electoral lists, databases and publications.
3. Recommendations on proactive disclosure principles (in terms of communication channels, choice of web portals, value of information, cost issues, clarity of content and diffusion), funding and technical implementation regimes (pace,

advertisement, oversight and legal issues).

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Audit of public sector in Arab countries: Independence versus effectiveness - Case of Lebanon

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ABSTRACT

Following the financial scandals that have earned an important place in the last decade-and-a-half, discussion and debates on current issues in corporate governance have considerably increased and mainly focused on the responsibility and role of all governance players especially the internal and external auditors.

However, what about the scandals of countries and failure of public sectors? What about the role of internal and external auditors in the governance of public sector? What about the measurement and evaluation of the performance of public administration? Of course, even if auditors don't have direct responsibility for governance, they are required to exert all efforts to reduce the likelihood of problems, conflict of interests and costs in the management of public sector.

This paper will aim to study the objectivity, independence and effectiveness of auditors in public sector. First section will present the theoretical survey of the role of internal and external auditors in the governance of public sector. Second section will study the factors that may affect the objectivity, independence and effectiveness and will propose a framework to reach the standards and applied legislations. The third section will be an attempt to apply this framework to the Arab countries and to conclude the related cultural, social, economic and political limitations by studying the Lebanese case.

Session 5
Public Sector Innovation



National Oil and Gas Authority: from conventional administrative pattern to new and effective administrative pattern

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Introduction

Government administration in Bahrain, as well as its repercussions, is deemed, during its contemporary history, as characteristics of civilization and development, the Bahraini society is marked by, at the level of government and people. This is attributed to many factors that come together to grant Bahrain precedence in mounting the waves of progress that swept the world, one after the other, including all aspects of contemporary human life.

The most important elements of this developmental excellence of Bahrain fall within the framework of its regional crucible. These represented in the following:

- ◆ Cultural historical roots of those who succeeded on this land of residents and visitors, spanning to approx. 3000 years (for example, Dilmun Civilization).
- ◆ Geographic characteristics, as an archipelago of the islands falling along international commercial sea roads for successive eras. This explains why it easily and timely transformed to one of the most cosmopolitan places if the ME region.
- ◆ British colonial legacy, especially with the pattern of public administration of establishments and facilities of the State. The most prominent, ever, of these were perhaps the system of laws and regulations, organizing economic and social life in the State. This certainly explains the easiness with which Bahrain's membership in World Trade Organization, in its inaugural conference in Morocco on December 1994, was approved. This made Bahrain a founding member in this organization that represents today the new international commercial system. Meanwhile, many regional countries spent a lot of time, efforts and

tremendous costs before being accepted as members in this key international economic organization. This is just one example for the progressiveness of government administration in the Kingdom of Bahrain since early stages of foundation and how it keeps pace with concurrent developments in the world.

Government administration in oil sector in Bahrain

The pattern and style of government administration in oil sector in Bahrain is correlated with gradual and successive development of the process of forming and establishing government administrative apparatuses in the State since the time preceding national independence from Britain and after that. And in spite of its novelty at that time, its performance was marked by efficiency and accountability, according to measures of that time and in comparison with developing countries that were newly independent in Asia and Africa. Accordingly, we can say that the pattern of conventional government administration is a legacy from the British administration era and the first stage of independence time. The State apparatuses used to be run through departments of strict hierarchy. This prevailing administrative pattern of that time was suitable for the level of human resources, available in Bahraini national workforce market, in addition to limited developmental requirements.

In line with this, the State showed studied flexibility in keeping pace with the needs of administrative expansion and development for all the establishments and facilities of the State. Most of these were subject, at intervals, to re-organization and restructuring, enabling them to meet the challenges of increasing and various total demands of government services.

The reformatory project of His Majesty King Hamad bin Isa bin Salman Al Khalifa, may Allah SWT preserve him, gave strong and new momentum to the march of developing min-

isterial processes. The government establishments made their way through achieving more efficacy and excellence in accomplishing their tasks, guided by the best practices for performing such tasks.

Verily, the government work, associated with oil sector, can be regarded as a live example for the qualitative shift achieved by the government administration along the history of contemporary Kingdom of Bahrain, since its being launched in the first era, when oil was discovered for the first time on June 1932, till the prosperous reformatory rule of King Hamad, may Allah SWT preserve him. Oil, such like public works, electricity, water, industry and commerce; was a government department, following the Ministry of Finance since the formation of first Cabinet after independence in 1971 till 1975. After this, government administration was reorganized. Accordingly, the Ministry of Development and Engineering Services was established as the government entity, responsible for many government activities and sectors, including oil and gas. And in 1976, the Ministry of Development and Industry was founded.

It was assigned to late Yusuf bin Ahmad Al Shirawi, who was responsible for managing and developing many industrial and productive sectors, including the sector of oil and gas. And in 1997, this ministry was renamed to by the Ministry of Oil and Industry, till 2001, when industry was separated from oil, whereas each ministry became administratively segregated from the other.

In 2005, the Royal Decree no. (63) of 2005 was issued to restructure the oil sector, through founding the National Oil and Gas Authority (NOGA). NOGA has become responsible for this vital sector and the unified entity that included all companies, councils and concerned committees, according to RD no. (78) of 2005, with the aim of bringing about the utmost degrees of efficacy and sublime professional performance, in addition to adopting quality measures and abiding by disclosure and transparency principles.

Within this framework, NOGA bears many responsibilities and tasks, at the forefront of which comes ensuring the current and future oil and gas needs of Bahrain, in a way that supports the march of national economy and contributes in achieving the basic principles and concepts of Economic Vision 2030.

Pre-establishment of National Gas and Oil Authority

The conventional government administrative pattern of strict hierarchy played a role in restricting natural development of the government apparatus, responsible for administering the sector of oil, gas and petrochemicals, where bureaucratic processes and veiled unemployment are spread, contributed in by oil availability and lack of clear vision for the future role of oil sector that was looked at as a financial subsidiary.

Change dynamics

There is a handful of dynamics for change and development of administrative pattern, internally and externally. Mention-

worthy, the pioneer role led by His Majesty King Hamad bin Isa bin Salman Al Khalifa, may Allah SWT preserve him, within his reformatory project, had a clear effect on developing administrative work of government establishments. After the Royal Decree no. (63) of 2005, for restructuring the oil sector, came the Royal Decree no. (78) of 2005 to stress the importance of organizing, developing and supervising the sector of energy and related industries, in compatible with the best international practices. Accordingly, the best international practices have become key pillars for administrative work in NOGA, emphasized in other decrees and decisions.

In fact, meeting Bahrain Vision 2030, initiated by Prince Salman bin Hamad Al Khalifa, Crown Prince of Bahrain and First Deputy Prime Minister, may Allah preserve him, has an important role in developing the administrative pattern of NOGA. The National Oil and Gas Authority conforms its strategy to the national strategy, coming from Bahrain Vision 2030.

The achievement of effective control on the processes of oil companies, affiliated to NOGA, including Oil & Gas Holding Company, the investment arm of oil and gas, is regarded as another motivation towards bringing about desired administrative pattern.

Internally, as well, the activation of the role of NOGA, specified in the Royal Decree no. 78 of 2005, in addition to strategic objectives included in its articles, in respect with the quality and number of employees, is another key drive towards administrative change.

And externally, regional and international obligations had a momentous role in driving towards administrative change that included National Oil and Gas Authority, especially under globalization and the world's becoming a small village, which residents compete in transparent space that supports competition. After Bahrain was bound by Gulf obligations, and Arab ones, to some extent, it has become obliged with a vast group of international obligations, including these relevant with UN executive agencies and other international organizations, including these associated with WTO, founded on January 1995, as a legitimate heiress of GATT, as well as United Nation Framework Convention on Climate in 2005. Accordingly, Bahrain falls under the obligation of developing its administrative pattern to keep pace with best administrative patterns, internationally adopted, particularly in the field of oil and gas.

Actions taken for developing administrative work

After restructuring the sector and establishing the National Oil and Gas Authority, NOGA hastened to carry out a handful of incentive and developing processes to achieve assigned role. **These include:**

- 1- Encouraging labor force of inessential jobs in NOGA, which is not suitable for change, to make use of pension benefits. This step helped NOGA reduce inessential labor

force with a percentage of 40%.

- 2- Attracting many national qualified cadres, capable of achieving new tasks.
- 3- The National Oil and Gas Authority set, within its strategy, its own substitution plan, and worked on its execution, in collaboration with Civil Service Bureau.
- 4- Preparing a study by Institute of Public Administration regarding training needs of the personnel of NOGA.
- 5- Preparing and executing an annual training plan in which line managers of personnel will take part, in collaboration with senior management and personnel themselves.
- 6- In addition to internal auditor, NOGA sought the help of a specialized auditing company (Protivity) to carry out periodical auditing on financial and administrative processes, performed by NOGA.
- 7- The National Oil and Gas Authority assigned Oil and Gas Holding Company to prepare and follow up the programs of risk management and business continuity for establishments.
- 8- A model for sole governance of oil companies, in particular, and the sector, in general, was developed. And a model for the governance of NOGA is under processing, in collaboration with an experienced company of consultancies.
- 9- A study for IT risk management was prepared and initially executed.
- 10- The National Oil and Gas Authority documented all the processes it is executing and obtained the relevant quality certificate (ISO 2008 – 9001) from a sublime international institution.
- 11- Benefitting of Bahrain Center for Excellence to improve performance of administrative and service processes, provided by NOGA.

Steps followed to enhance efficiency of National Oil and Gas Authority

NOGA adopts a framework for ongoing development processes group (Figure no. 1) to improve the pattern of performance efficiency, in compatibility with its new administrative pattern.

This process includes the following:

- 1- Unification of forms and documentation of processes.
- 2- Use of best available technology.
- 3- Use of common processes.
- 4- Documentation of responsibilities and tasks of personnel.
- 5- Getting continuously informed about opinions and suggestions of personnel, customers and suppliers.

6- Encouraging the initiative.

7- Working again with the previous six processes.

Figure 1: framework of NOGA for ongoing development processes group

Unification of forms and documentation of processes
Use of best technology
Use of common processes
Documentation of responsibilities and tasks of personnel
Getting continuously informed about opinions and suggestions
Encouraging the initiative



Functional Empowerment and its Role in Supporting Organizational Creativity of Libyan Banks Staff

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Study Abstract

The study aimed to accomplish a number of objectives, the most important of these are: clarifying the relationship between functional empowerment, with its dimensions "authority delegation – participation – self commitment and motivation – work teams – motivation and ability – and imitation" for the staff of Libyan banks and organizational creativity, with its components: (variety of skills, competencies and experiences, in addition to training programs), as well as knowing more about the relationship between independent variable of study (functional empowerment) and subsequent variable (organizational creativity) of Libyan banks staff in Tripoli. As well, the study aimed to discuss the nature of relationship between functional empowerment, organizational creativity and demographic variables of staff of Libyan banks in Tripoli so as to be informed about the level of functional empowerment of Libyan banks staff in Tripoli.

The importance of study lies in the following:

- 1- The importance of the sector in which it is carried out, i.e. banks sector, which is regarded as one of the key pillars upon which the Libyan economy depends. It is expected that this sector witnesses massive transformations in the next stage, represented in heading towards Islamic banking that necessitates empowering staff to be more creative in suggesting and applying the mechanisms of Islamic banking.
- 2- The importance of variables, as the study deals with two variables:
 - ◆ Functional empowerment that has special importance, for being associated with a number of critical issues, topping the list are administrative decentralization, comprehensive quality, re-engineering, restructuring, team work, learning institution, horizontal institution

and other issues, related with the success and excel of the institution, in addition to its competitive capability. These concepts have a strong relationship with empowerment. And this relationship is, in most cases, a reason or a result.

- ◆ Organizational creativity and its importance in building strategies or plans, devising methods and systems, organizing labor skills and abilities or responding to the responses that result in environment needs of goods and commodities.
- 3- The importance of study to handle the key resources of organizations, i.e. human resources, whereas study variables (functional empowerment and organizational creativity) are interested in discussing the organizational and behavioral aspects of human resources, increasing the efficacy of their performance.
 - 4- The importance of results, expected to be concluded by the study and resultant recommendations that may contribute in solving the problem, subject of study, and answering the inquiries raised by it.

And to meet the objectives of study, it was relied upon the descriptive analytical approach, as it is appropriate for the nature and goals of study, in addition to being compatible with the assumptions upon which, the study was based, with the aim of covering theoretical framework of study and forwarding previous ones. This is in addition to library survey of theoretical thesis, associated with variables of study. As well, the analytical field research was approved for the purpose of collecting preliminary data. A questionnaire form, used to collect data, was distributed to a proportionate class random sample, with total of (354) items. The number of re-

turned and valid for analysis forms (297), with a percentage of (83.90%) of the total sample, representing 6.61% of the total study, mounting to (4492) of Libyan banks staff in Tripoli. Moreover, a number of ways were used in statistical analysis of preliminary data, including arithmetic mean, standard deviation, one-way analysis of variance, coefficient of variation, Pearson Correlation Coefficient and (T) test for two separate samples.

And the study reached a number of conclusions, the most important of these are:

There is a significant direct relationship of statistical significance at the level of 0.05, between functional empowerment, with its dimensions "authority delegation – participation – self commitment and motivation – work teams – motivation and ability – and imitation" and organizational creativity (variety of skills, competencies and experiences, in addition to training programs).

- ◆ There are significant differences of statistical significance at the level of 0.05 between the perspectives of staff, in respect with functional empowerment, which are attributed to demographic variables for staff of Libyan banks in Tripoli.
- ◆ There are differences of statistical significance between the views of subjects regarding the efficiency of organizational creativity, attributed to demographic variables (sex, age, current job, number of experience years), except for the educational level of subjects. And the results did not prove that there are differences of statistical significances for the perspectives of Libyan banks staff in Tripoli, ascribed to the variable of educational level. This points out to organizational creativity of staff at all their scientific levels.
- ◆ The level of subjects' realization of functional empowerment, with its dimensions, was high, with clear decrease in the two dimensions of participation and authority delegation, which were at a medium level. This is the result of weak social and personal culture of heads and directors towards authority delegation, staff empowerment and centrality in decision making.

The current state and future of Public Private Partnerships in the Gulf region: Cases of Bahrain, Kingdom of Saudi Arabia, Qatar and United Arab Emirates

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1.0 Background, Significance of the Topic and Key Research Questions

The GCC states (Bahrain, Saudi Arabia, Kuwait, Oman, Qatar and the United Arab Emirates) have achieved dramatic developmental and economic growth since the discovery of oil in the 1950s. They have been exceedingly successful in transforming their economies from ones that, prior to the discovery of oil and gas, relied on merely fishing and pearling, to state-led, modern, and service driven ones. The governments of the GCC states are displacing the rentier state model as the general developmental trajectory and gradually shifting toward market liberalism, economic openness, a pro-business environment, and embracement of globalization. All of this has been achieved in an attempt to establish the pillars of sustainable economic growth, decrease dependence on oil revenues, and eventually reduce the scope of government and limit its role in society.

To build such modern states in less than fifty years, GCC states have "imported" numerous public policies that had worked in Western countries. They mostly did this without taking into consideration the various contextual factors that led to the success of the policies that they borrowed from abroad. As a governmental strategy to encourage involvement of the private sector in the economy, the GCC deployed Public-Private Partnerships (PPPs) in infrastructure building and public service delivery. Since GCC countries have lacked sufficient local human capital with the necessary qualifications and skills to run the new governmental projects and institutions, they have heavily relied on the expertise and knowledge of foreign consultants, experts, and advisors to fill in this gap (Robinson 1990). Apparently, the need for importing PPP policy is not a result of financial reasons so much as it is a response to human capital considerations. The GCC region suffers from an acute need of

talent and attracting PPPs is a factor that will address this shortage.

PPPs are a recent extension of the new public management (NPM) "agenda" for changes in the way that public services are provided (Broadbent and Laughlin 2003). They have become a common strand of public policy, with better efficiency for funding public services through appropriate allocation of risks, rewards, and responsibilities, which all promise better value for money and expand the dimensions of doing more with less (Teicher et al. 2006).

In fact, a growing body of literature has focused on the economic developmental models and political structures of the GCC states, but very few have examined their public policymaking mechanisms and, more importantly, the impact of public policy learning and transfer to these states. There is significant debate about the transferability of public policies and practices beyond their original jurisdictions (Page and Lawson 2010). Numerous studies have discussed in detail the transfer of NPM practices from developed to developing countries and why they worked or did not, but the Gulf States have been an exception. Moreover, the literature focuses mainly on policy transfer rather than policy learning. Therefore, the aim of this research is to fill the gap in the available literature and empirically examine the processes used by the governments of Saudi Arabia, Qatar, and the UAE to introduce and implement PPPs in their infrastructure industries. Furthermore, this research will look more closely at how the various actors (decision makers, consultants, and other agents) have utilized the knowledge they learned or have about PPPs abroad and how they applied it in the domestic contexts of Saudi Arabia, Qatar, and the UAE.

Over the past ten years, more than one hundred infrastructure projects have been developed in the GCC region using the PPPs without relying on any clear frameworks or models. They were just conducted on contractual and ad hoc bases. Moreover, there are massive projects in the pipeline of the three countries this study cover. For the next ten years, it is expected that the infrastructure spending alone will reach between \$1.5 and \$2 trillion dollars in the GCC. For example, Saudi Arabia is expected to be the largest market for infrastructure projects in the entire Middle East and North Africa (MENA) region by building mega-cities with investments exceeding \$250 billion, Qatar is hosting the World Cup 2022 and spending around \$140 billion over the next five years in infrastructure, and the UAE is continuously involving the private sector in its economic developmental goals. PPPs constitute a promising framework in this regard (Mansour 2007).

The principle research questions of this research are:

- 1- What are the processes, institutional designs, and instruments involved in public policy transfer of PPPs?
- 2- Who are the actors within the public and private sectors of the three countries who facilitate the importation and transfer of PPPs?
- 3- What are the sources of information that the actors (agents) involved in the transfer have relied on to learn about the performance of PPPs in a Western context and then initiate their transfer to the GCC?
- 4- How have the actors and agents involved in transferring PPPs to the GCC used the information and knowledge that they have learned from foreign contexts locally?

Answering these questions will help construct a theoretical model that explains how PPPs have been transferred to the region and how they can effectively operate in the GCC region. Government organizations normally tend to be innovative in generating public policies and practices that are compatible with the political and institutional contexts in which they are created. Hence, this study will scrutinize the compatibility of the local political, legal, institutional, and economic factors of Saudi Arabia, Qatar, and the UAE with the PPP framework, and conduct a comparative study on their performance and path forward in those three cases. Moreover, it will be a substantial contribution to the literature on public policy transfer to developing countries and will provide a deeper understanding of the environments in which PPPs can operate smoothly and how utilization of the knowledge and information drawn from the origin countries are utilized in the context of importation.

2.0 Literature review

The past two decades have witnessed an increasing interest in policy transfer or “lesson drawing” (Rose 1993) as essential concepts within public policy analysis (Benson and Jordan 2011). The interest in policy learning and transfer generally focus on how governments learn from the experiences of other governments. The rising waves of globalization and the connectivity of the world through unprecedented communication technologies have allowed exposure among countries all over the world to the best practices of other nations. Moreover, as Wolman and Page (2000) argue, the widespread availability of good public practice guides, reports, benchmarking studies, and websites have created virtual and direct channels of learning and communication.

Although there are many definitions of what policy transfer alludes to, Dolowitz and Marsh (2000) provide one of the most precise definitions: “a process in which knowledge about policies, administrative arrangements, institutions and ideas in one political setting (past or present) is used in the development of policies, administrative arrangements, institutions and ideas in another political setting” (5). Generally speaking, policy transfer analysis focuses on how policy transfer is made, explanation of why policy transfer occurs, and prescription of how policy transfer should be made (Lasswell 1970). Wolman and Page (2002) extend the analysis to consider policy transfer as a form of “organizational learning,” and argue that policy transfer requires utilization of knowledge drawn from the experiences of others in policy decision processes. More importantly, they point out the significance of understanding the processes and information networks that facilitate the transfer of policies from one context to another. Doing so will uncover the motivations of both the senders of the information and policies and their importers.

Page (2000) identifies the four main factors that have to be taken into consideration while thinking about any policy transfer mechanism: 1) the operation of the policies in the “exporter jurisdiction” where they will be imported from, 2) the interest of an “importer jurisdiction” in these policies and its intention to “emulate” them, 3) the application of these policies either in the same form in they are imported or in a modified version in the importer jurisdiction, and 4) the operation of these policies in the new context. Understanding the impact of these variables on the policy transfer process will allow us to clearly map out the complex set of domestic and international actors, institutional settings, and organizations that will be part of the policy transfer.

Dolowitz and Marsh (2000) have developed a well-received and adopted framework that analyzes policy transfer. The framework looks at six dimensions of policy transfer such as the reasons why actors engage in policy transfer, the key actors involved in the transfer of a given policy, degrees of transfer, the lessons drawn, the enablers and bar-

riers of policy transfer and, more importantly, how the process of policy transfer relates to policy success or failure. This framework sets the stage for analyzing and scrutinizing the local and contextual factors that have to be taken into consideration before initiating any transfer of other governments’ policies or best practices.

What characterizes the existing literature on public policy transfer are geographic concentration and “bias” (Stone 2001). The majority of studies focus on the USA, the UK, and experiences of the European Union in transferring public policies and governmental practices. There are well-developed and documented cases of policy transfer in which the UK turned to the USA for inspiration, especially in the fields of urban policy and welfare reform (Cook 2008), Urban Development Grants (Wolman 1992), and the Child Support Agency (Dolowitz 2001). The experiences of policies imported to Australia, New Zealand, and Singapore are also widely discussed in the literature.

The experiences of developing countries in policy transfer and learning have received less attention from academics and researchers (Nedley 1999). The literature in this arena is weak, and what is available tends to focus mostly on cases of coercive transfer and how these cases failed (Levy 1994). However, what is important to indicate is that policy transfer does not always take place between states, but that international organizations, think tanks, universities and management consultancy firms often perform this role, especially in the context of developing countries.

The Gulf states have relied on oil and gas revenues to construct modern and developed state-led economies without having to go through a full industrialization phase (Mansour 2007). However, since they wanted to catch up quickly with the rest of the world, they had to act quickly and borrow public policies that have worked and delivered in OECD countries, ignoring the cultural and contextual factors that might hinder the effectiveness and success of these policies. Management consultancies have been widely used by the governments of the GCC to emulate policies that worked overseas and implement them locally (Dulaimi et al. 2010). This resulted in the dramatic failures of major consultancy projects, which cost the governments millions of dollars and did not deliver as expected (Dulaimi et al. 2010). Hence, proper evaluation of the processes, mechanisms, contextual factors, networks, and agents involved in policy transfers is crucial to guarantee that they work. At the same level of importance is the proper evaluation of how the transfer and utilization of knowledge have taken place within the implementation phases of the imported policies.

Establishing the proper legal and policy grounds for PPPs to deliver mega-infrastructure projects and stimulate economic growth has topped the strategic plans of the GCC states. Over the past ten years, more than 100 infrastructure projects have been developed in the GCC region using

the PPPs without relying on any clear frameworks or models. They were simply conducted on contractual and ad-hoc bases. Furthermore, none of the three countries under this study have policies, legal frameworks, or laws governing PPPs.

Having solid governance frameworks and accountability measures is essential for PPPs to deliver successfully. Bovaird (2004) states that a major problem of the partnership approach to public issues is that it brings fragmentation of structures and processes, which then leads to “blurring” of responsibilities and of accountability as each agency has to give up some of its sovereignty to join the partnership (203). Bovaird (2004) goes further to explain that PPPs have caused major governance and accountability problems when they did not reveal information to the public on the grounds of “commercial confidentiality” or “data protection” (203). In the same context, Sands (2006) argues that commercial confidentiality clauses reduce transparency and limit the public’s access to information previously available to them. This leaves the door open to undesirable behaviors, such as corruption, patronage, and “kickbacks,” which can ultimately undermine administrative processes (Sands 2006, 9).

Therefore, it is questionable how PPPs can operate in the GCC states, where governance structures are not solid and mostly based on relationships and connections. Moreover, access to data and information is mostly restricted by state-owned companies and government entities as well. Table 1 shows the factors that have been found to contribute to the success or failure of PPP projects in general. Transparency of the process, competitiveness of bids, risk management techniques, reputation, and other factors are essential in deciding the faith of any PPP project.

Table 1: Factors contributing to the success or failure of PPP projects

Factors leading to successful PPPs	Factors leading to unsuccessful PPPs
- Accountability and transparency of the process	- Poor accountability and transparency measures
- Competitiveness of bids	- Differences in interests and expectations
- Effective procurement	- Lack of government commitment and objectives
- Appropriate risk management	- Low patronage
- Stable policy regime	- Complex decision making
- Available financial market	- Poorly defined sector policies
- Reputation, trust, and motivation	- Low credibility of government policies
	- Lack of competition

Source: Adapted from Darvish et al (2006) and Duffield (2007)

While there is strong political support for PPPs in the region, scrutinizing the contextual factors and customizing the importation of PPP policies to the region are essential for their success (Holden 2009). It is essential to develop a unique model of PPPs that is pertinent to the region and fits the unique political context, which is non-democratic at best. Moreover, comparing among the experiences of three GCC countries that have three distinct political structures (Saudi Arabia has a monarchical government, the UAE has a federal system, and Qatar is a constitutional monarchy with the Emir as the head of state) will reveal some interesting lessons.

3.0 Relevant Frameworks to be Applied to the Research:

This research will primarily employ some solid theoretical frameworks that have been largely utilized in both the literature about policy transfer and in the literature about policy learning and the processes involved in it. I chose Dolowitz and Marsh's (2000) framework of policy transfer because it will help me understand the cross-national factors that have been instrumental in the transfer of PPP policy from abroad. As illustrated in Table 2 below, this framework sets out the ways policy transfer takes place (either voluntarily or coercively), the actors and agents participating in the policy transfer, what exactly is transferred in the process, from where the transfer takes place, and the outcomes of the transfer. The main purpose of using this framework is to identify the main actors and processes that currently play an important role in transferring policies to the Gulf states. Furthermore, it will facilitate the identification of various variables that are essential to the transfer and learning about policies in other jurisdictions.

In fact, this framework is not sufficient to dig deeper to the micro level and document the exact processes and agents that have been involved in the transfer. More importantly, this research will build on the available literature on how policy learning takes place. Wolman and Page (2002) argue, "Policy transfer does require the utilization of knowledge drawn from the experience of others, although it does not require actual adoption. By utilization, we mean that knowledge about this experience is taken into account in the policy decision process or shapes or affects the nature of the decision" (480).

The framework adopted by Wolman and Page (2002) scrutinizes the sources of information and knowledge and asks how the information received was communicated, processed, assessed, and utilized. I chose this framework and the wider literature on policy learning as well because it will allow the findings of the study to be reliable and concrete. The differences between economic, political and federal institutions of the three Gulf states will make it difficult to

apply just Dolowitz and Marsh's framework. Identifying the sources of information policy makers in the Gulf states rely on, and how they interpret and implement it is essential to draw credible conclusions on policy transfer and learning.

Applying these frameworks to the PPPs in these three countries of the Gulf will allow me to understand the similarities and differences in their approaches to policy-making, learning, and transfer. When conducting a comparison of the factors, processes, and agents that transfer PPP policies in the three Gulf states, I will arrive to conclusions on how the contextual, political, cultural, and economic factors of their local governments have affected the outcomes of the transfer of PPP policies.

Enacting Successful Service Innovations: The case of online birth registration and certificates in Bahrain

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Abstract

This paper presents the case of one of the most highly acclaimed services in Bahrain's e-government initiative, the online birth registration and certificates service. This e-service innovation has been introduced as part of the e-Health program in the Ministry of Health and received a national award in 2009. The aim of this paper is to employ Gil Garcia's enactment of e-government success framework to assess how the project came to be seen as successful, and the implications and lessons for the national e-government project and e-healthcare initiative.

Keywords: e-government, enactment, institutional theory

1. Introduction

The servitization process and the emergence of the service economy has been a pervasive theme in organizational discourses for some time (Van Maanen 1998; Barrett & Davidson 2008; Ramiller & Chiasson 2008). This work identifies and explores the prominent role of ICTs in facilitating the provision of services by companies, enabling higher service content in products, and in coordinating and managing such trends in organizations and markets (Barrett & Davidson 2008; Tapia & Ortiz 2008; Bryson & Daniels 2010). Similar patterns are portrayed in the conceptualization and employment of ICTs in the public sector (often referred to as e-government). Partly this is as a direct result of the influence of new public management that has been conducive to the general adoption of private sector practices, ideas and standards in public bodies, and specifically to the citizen being seen as client or customer who needs services (Barzelay 2001; Dunleavy et al. 2006; Cordella 2007). In this account of ICT in government, ICT-enabled services are often promoted as a means for the transformation of the public sector, its practices and its relationships with the public (Fountain 2001; Chadwick & May 2003; Dunleavy et al. 2006), and such ideas have also found their way into reform of national healthcare institutions. This paper is research in

progress which is at the stage of setting up the context for this study in terms of the history and objectives of the initiative. As such it mainly draws upon secondary data from publications by the Ministry of Health in Bahrain and information found on their website. Analysis of the data on the project was conducted through the employment of the enactment of e-government success framework and shows that the success of birth certificates is linked to and builds upon an existing legacy of e-government initiatives and policies. The paper includes five sections. The second section presents an overview of Gil Garcia's (2012) theoretical framework. The third section presents the case study which includes a background to the MOH and the birth certificate service innovation and stakeholders involved. The fourth section is a discussion of the enactment of the birth certificate service and different forms of success by drawing on the framework and concepts from institutional theory. The paper concludes a summary and potential future steps for the project.

2. The Enacting of E-government Success Framework

Gil Garcia's (2012) enactment of e-government success framework is employed here to reveal and assess factors of success and their organizational and institutional positioning. The framework is an adaptation of Fountain's (2001) technology enactment framework and is based on an institutional perspective. The framework shows the complex relationships between e-government success, and includes five constructs and their dynamics between them, they include: enacted technology, outcomes and outputs, organizational structures and processes, institutional arrangements and the environment (see Figure 1). Gil Garcia (2012) argues that the framework enables us to conceptualize success as found in more than the technical features of the system, and to consider the enactment of e-government success in a more comprehensive way, which includes the functional characteristics of the system, emergent social relations, and the different ways it is used. Also, organizational outputs

and outcomes refer to goals of improving operations of the public sector and meeting objectives of an e-government initiative or project. The framework was originally used to assess government-wide websites, but here we employ it to examine a service innovation.

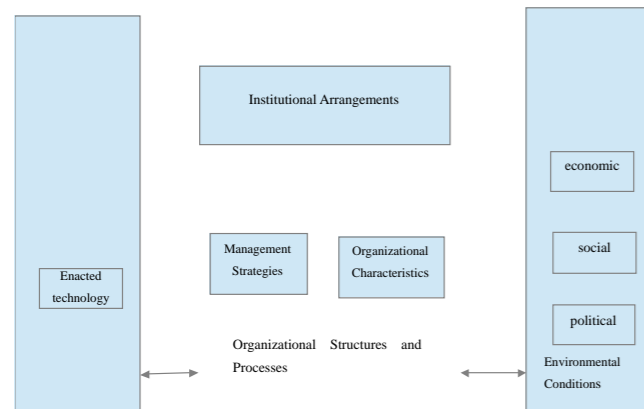


Figure 1. **Enacting E-government Success Framework**
Source: Gil Garcia (2012, p. 53)

3. The Case Study

The Ministry of Health focuses on providing quality healthcare services that are accessible to all the population through the course of their life. Several initiatives have been implemented by the Ministry to reach the goal of a more standardized, integrated and affordable healthcare system. The significance of improving healthcare has been articulated in the Economic Vision 2030 (Ministry of Health 2012). The aim is to meet the broad healthcare objectives of providing services to an increasing population, improve service quality, access and health sustainability (Ministry of Health 2012). One of the main underpinning resources mobilised in these initiatives is employing information and communication technologies to improve healthcare systems, which include projects such as the introduction of online birth registration and certificates.

The Ministry of Health (MOH) has promoted ICT based initiatives for many years. In 1997 the National Plan for health focused on improving connectivity and improving the ICT infrastructure. The e-health strategy was announced in 2001. Subsequently, in 2003 a complete infrastructure was built which offers basic information services. For instance, the state of ICTs in the health sector were relatively advanced and included using ICTs for Admission and Discharge activities as well as finances (Ministry of Health 2003; ESCWA 2007). Currently the MOH has a web portal, which offers a number of services such as appointments and drug prices. As noted in the web portal, expected benefits from e-health initiatives include cost savings, single patient view for clinics that improves service delivery, instantaneous retrieval of information by clinics, reduction of errors.

The birth registration and certificate service is one of the new services which has been recognized for its success in the MOH and addresses objectives of improving the collection of information, about the population served (basic

demographics), and thereby improving efficiency in service delivery particularly through reducing patient waiting time, and enhancing the existing information systems utilized in healthcare facilities (www.moh.gov.bh). The service combines two functions, registering newborns through the online system and applying for a birth certificate which includes obtaining a national identity card known as the CPR. The process has become more efficient given that in the past the service would take up to 4 weeks but now takes about 5 days with improved data accuracy reported (www.futuregov.asia 2013).

The project is the result of collaboration between several government agencies, which include the Ministry of Health (MOH), the Central Informatics Organization (CIO) and Bahrain Post. The main steps in the new service include reporting births through the online system, which is conducted by the midwife and the applicants' father. This process enables reporting births on the same day. The inputted data is sent to the CIO and the information is used to issue a national identity card. The system is also integrated with the financial department to issue a bill for payment. The applicants' father can apply for the certificate and pay online through the e-government portal and the information is sent to the CIO to issue the CPR. Bahrain post send required documents to applicants by post (www.futuregov.asia 2013).

The online registration and certificates service benefits many stakeholders. First, there are the healthcare institutions and staff who are now working according to new work practices and standards. Second are the public sector organizations who are collaborating in the project and are expected to communicate information with each other when it comes to the collection and management of data about citizens. Third, there are the citizens who are the main beneficiary of the system given that the objective is to enhance their experience in acquiring healthcare services and to obtain better overall health. Finally, we must consider the policymakers who are keen to see improvement in healthcare delivery and meeting the Economic Vision of 2030.

4. Discussion

In 2009 the MOH won the national e-government award for the birth certificate service. According to the data published on the MOH web portal, the usage rate of the service has been substantial and reached 4991 in 2012 (which is around 25% of births per year given that the service is still to be enrolled in additional healthcare institutions). The enactment of e-government success of this service innovation includes many elements as noted in Gil Garcia's (2012) framework. First we can conceptualize success from the perspective of organizational structures processes since the service involves integration of existing systems and processes between 3 entities: the healthcare institutions, the Central Informatics Organization and Bahrain Post, as well as a link to the national e-government portal. Success of such a complex intra-organizational integration is partly an outcome of building on the success of e-government systems infrastructure in Bahrain as well as ongoing training of staff to manage change and build functionality. The service

provides a basic healthcare service in an efficient manner, but also the information collected can be seen as part of the drive to collect information for improving policymaking and service management by the Ministry. The data also is essential for the work of other government agencies such as the CIO.

The enactment of success of the service also reflects institutional processes since what seems to be a relatively basic and small service is actually paving the way for a larger comprehensive system in healthcare, which includes many functions, such as electronic medical records. A fundamental requirement for such systems is to have a reliable and comprehensive basic demographic data service.

It also aligns the developments of the technological infrastructure with cognitive and normative elements in the public sector and society by large so that there is preparation and acceptance of the new processes – e.g. by parents. This service innovation of birth registration acceptance at an early stage indicates the ongoing institutionalization of e-health in Bahrain for public sector organizations and healthcare institutions, supporting the integration of systems and processes to collaborate and share data. Equally important, it serves to build building a sense of awareness, acceptance and trust by the citizens who are the users of these services. Moreover, meeting the policies set forth in e-government and e-health policies and the Economic Vision of 2030 helps to sustain a discourse of success and achievements which contributes to the further institutionalization of e-health systems.

1.0 Conclusion

As noted in Gil Garcia's framework (2012), there are many elements involved in enacting successful e-government systems. One of the lessons from this case is to build on existing success and existing infrastructures to offer new services, which in turn can be built on. This getting beyond a 'project-by-project' mentality in healthcare. Thus success is more than building on technologies but also on the existing best practices, processes and cultural changes that are underway. An ongoing, honest, and multi-stakeholder discourses of achievements and setbacks are also essential in the institutionalization of such services.

From a technical and organizational vantage point, the next step is to introduce the service to more healthcare facilities particularly in the private sector. This potentially involves extending the technical infrastructure, but also attention to change management programs for all healthcare facilities that are involved in such initiatives. Also, there is the need to focus on the ongoing institutionalization of new practices, norms and values of efficiency and collaboration, which are introduced with the new service.

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Session 6
Capacity building & local governance



Proposed Interposition Management of Human Resources in Moroccan Decentralized System

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Since independence, Morocco seeks hardly to lay an effective administrative system, in response to urgent economic and social development needs and being aware of the deficient central system, due to its negative consequences, represented in slow motion action and routine, in addition to a handful of functional deviations, which basic characteristics are clear in favoritism and bribe. And since 1960, Morocco undergone decentralization experience, as it the moral character and administrative and financial independence of urban and rural groups, elected by the people. And to embed this reformatory/ modernizing series, the Moroccan legislator established labor and provincial councils, in addition to relevant entities, considering them as administrative units, which are elected by indirect public ballot and practices regulatory specializations, under the supervision of central authority/ Ministry of Interior.

In this regard, and in spite of the deep-rooted experience of Moroccan model in the field of administrative decentralization and speedy legislative reforms, it did not bring about anticipated results. As a matter of fact, specialists in Moroccan administrative affairs will find many structural flaws that extend to the structures of decentralized organization, in addition to the deep gap, separating this organization with its external boundary. This caused the organization to lose its self-control and administrative legitimacy, necessary to carrying out developmental tasks. And the indicators of the failure of Moroccan decentralized organization is the semi-total absence of communication mechanisms between them and framed society, as well as widely spread administrative corruption and declining indications of local development and regionalism to least levels.

And before this deteriorating situation, and in respect with the upheavals the Arab world witnessed, affecting its political, administrative and economic structures, Moroccan political system hastened to take proactive measures to contain the anger of the Moroccan street (Movement of

February 20). These procedures are constitutional/ administrative in nature, aiming to found effective organizational structures, capable of advancing inclusive and merged development. And perhaps the most prominent of these procedures is the engagement of Morocco in advanced regionalization, whereas regional councils will be directly elected by the people (direct public ballot), in addition to delegating a number of important regulatory powers and enclosing these with all constitutional and legislative guarantees in order to promote regional development, economically, socially and culturally, and reviving democracy in the management of regional public affairs.

However, the problem that arises with great urgency is how decentralized administrative structures are available in Morocco, in respect with human resources, needed to carry out these functions. This urges us to put forward a set of central problems, **summarized as follows:**

- 1- First problem: what is the reality of human resources management at the regional level in Morocco?
- 2- Second problem: which development is for human resources within the Moroccan decentralized system?
- 3- Third problem: what is the methodology adopted for:
 - ◆ Determining the nature and quality of human resources for the success of decentralized system
 - ◆ Mechanisms followed in the field of management and configuration to strengthen the capacities and competencies at the regional level
 - ◆ How to make local governments nucleus for precise disciplines of distinct competencies?
 - ◆ Which motivation pillar is to ensure attractiveness of working in an entity?
 - ◆ How to value local and regional job?

The plan of this study will depend on theoretical-conceptual rules to manage human resources, through a summarized monitoring of its historical development and the development of scientific approaches, adopted in this field. Also, the effective factors in general in the development and management of talents will be monitored. And in an analytical scientific step, we will diagnose the status of resources in the decentralized system of Morocco, via a quantitative and qualitative diagnosis of human resources, in addition to carrying out a critical examination of the legal framework of human resources management within the structures of the decentralized organization. After this, we will move on to monitor the levels of interaction between standard legal structure and objective reality, through a field study, with the aim of diagnosing the mechanisms of human resource management, in terms of reality.

The diagnostic process, as a scientific step, moves us away from applying ready-made models, which often disregard the details of objective reality, meaning scientific and practical deviations that are difficult to correct. On this basis, this study will focus on sorting the results of diagnosis, at the level of internal functioning of administrative structure or in terms of monitoring levels of interaction between administrative structure and outer perimeter.

Mainly, the objective of each scientific research lies in providing scientific alternatives and suggestions, sufficient to pushing forward the issues, subject of study. And on this basis, the background of this scientific study focuses on proposing the need for local public policy, with strategic dimension for the management of human resources in the Moroccan decentralized administrative system, **whereas this research concluded the following recommendations:**

- ◆ It is necessary to found a new management culture for efficiencies, through the adoption of a participatory logic in the management of human resources and not only to concentrate responsibilities on the process of management.
- ◆ The priority of human resources planning through the adoption of expectant management system for positions and competencies.
- ◆ Updating available management mechanisms through the development of quantitative management tools of efficiencies towards a professional recruitment mechanism, as well as encouraging mobility between ministerial sectors.
- ◆ Modernization of performance assessment tools and managing career path for employees.
- ◆ Developing a strategy for continuous formation through continuous formation, based on proximity, and depending on economy, courage and effectiveness in this formation.

- ◆ Focusing on effective incentives system to raise the profitability of employees and facilitating its integration in their professional setting.

And the efficacy of these suggestions are conditional upon taking a set of coping actions, including:

- ◆ Making local field more attractive, through the provision of infrastructure, such as roads, schools, hospitals and housing, whereas this procedure will help attract high-level executives who prefer working in the capital or major cities, leading to large concentration of competencies in just one place, which greatly affects the regional balance of human resources.
- ◆ Encouraging decentralized cooperation, especially in the field of human resources management.
- ◆ Benefit of foreign experiences, by encouraging international decentralized cooperation in the field of strengthening competencies and human resource management. Also, entities can benefit of foreign models, taking into account the privacy of each entity on a separate basis.

Strategies for Capacity Building in the Public Sector

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Context and Background

Effective government performance is central to enabling countries to develop economically and to better meet the needs of its population. Capacity building to improve public sector performance is therefore a crucial focus of most countries including the middle east where the percentage of the national workforce employed in the public sector ranges to 39% to as high as 91%. The World Bank's long term perspective study identified capacity building as a key to enable developing countries to develop economically and better meet the needs of its people. However it has become increasingly clear that many countries have not effectively promoted economic and social development, the ability of a government to perform effectively is central to this as well as its ability to respond to the challenging demands of the global economy, the rise of the new age economies such as China and India as well as fluctuating domestic conditions. Macroeconomic management alone does not meet a country's economic and development needs, human capital development is one clear example. Providing services to the population is essential and a task quite different to managing the macro economy. It involves both planning and policy making as well as on the ground delivery.

How is capacity defined? It can be defined as capability to perform the specific assigned task effectively and efficiently on a continuous basis. Capacity is like a container having the same volume, the container can be filled to the extent of its volume. However human capacity to perform assigned specific tasks efficiently and effectively is not fixed, it can be enhanced and improved through training, interaction and exposure to new methods, skills and the opportunity to use newly acquired skills. This is a broad definition, in recent years others have preferred to define capacity building much more narrowly in terms of developing and sustaining the specific skills required by individuals in public sector positions.

Therefore in considering strategies to build capacity in the public sector it is of importance to note that this essentially means improvements in the ability of public sector organisations. This requires improvements in the ability to identify problems, assess options, formulate policy that addresses these problems, implement activities and sustain such activities over sufficient time to have a measurable impact.

I also make the assumption that capacity building implies the development of local capacity, therefore intervention strategies mooted in this paper are designed to build local capacity therefore sustainability is a prime consideration.

Even Before Building Capacity

Recruitment strategies need to be re-examined and benchmarks need to be set. Working in the public sector is an attractive proposition for young graduates and others within the MENA region, the Qudurat survey conducted within the GCC in 2012 showed that **50-92%** of the population prefer to work in the public sector. In Bahrain almost 25% of young people aged between 17-25 planned to work in the public sector. Whilst recruiting fresh graduates is to be encouraged, recruitment should be built on skills and knowledge rather than just a qualification. Entry requirements should be set high and each applicant should have to meet stringent entry requirements to join the public sector, test should also include ICT, written and oral, language, problem solving, team working and leadership skills. Graduates and scholarship students from overseas universities should be hand-picked and fast tracked into the public sector with an eye on them developing and in time moving into senior positions.

In addition the public sector should be encouraged to hire from the private sector, the private sector has a clear focus on efficiency, customer service and a strong work ethic based on creating profitability. These qualities can be brought into and embedded within the public sector whilst spreading these qualities throughout the organisation.

Before even looking at a capacity building framework recruitment strategies need to be revisited and the image of the public sector needs a rebrand. The public sector in the MENA region needs to be cultivated to attract young ambitious and motivated graduates who meet high standards in addition to attracting high performing experienced hires from the private sector.

Factors that Influence Capacity Building

Organisations including the public sector do not exist in a vacuum, rather they are embedded in a complex environment that affects the ability of carrying out tasks effectively and efficiently. Listed below are factors that impact on capacity building.

Culture of an organisation or more specifically the learning environment.

Does the public sector have an existing environment that is geared towards ongoing staff development and learning? Is the environment one in which conditions are created to facilitate or constraint performance.

The Public Sector Institutional Context

The breadth of capacity includes the laws and regulations affecting the civil service and the operation of the public sector, such as hiring, firing, promotion, remuneration policies, general operating procedures and performance standards. The Institutional context also includes both formal and informal power relationships that often mean that some ministries or agencies are more able to acquire resources than others or to influence policy more effectively.

Public Sector Organisation

The third and fourth factors to be considered are the organisation and the human resource base the organisation has to work with, these two factors are closely intertwined. In terms of the organisation capacity building focuses on organisational structures, processes, resources and management styles that affect how individual talents and skills are used.

Human Resources

This relates to the training, recruitment, utilisation and retention of managerial, professional and technical expertise that contributes to the performance of a public sector body. This dimension of capacity directs attention to how people are educated and attracted to public sector careers and the skills required to add value to their organisation. In addition this dimension focuses on how talents are used and how positions are matched with skills.

A framework for Building Public Sector Capacity

There is undoubtedly a need to develop a new model for capacity building in the MENA region, one that emphasises the need for an agile, competency and skill based public sector that encapsulates the demands on the twenty first century.

Boeninger and Cohen have already developed a framework based on five dimensions;
Targeted personnel capacity for high flying personnel
Capacity building stages, up skilling and upgrading skills based on anticipated needs
Training capacity
External manpower and support systems
Public sector efforts to recruit, use and retain skilled people

However this approach ignores the notion that each public sector organisation will have a strategic plan, underpinned by targets and goals.

Therefore capacity building from a strategic planning perspective should be clearly lined to an overall strategic plan and resulting goals.

Therefore the model of capacity building developed for the public sector will include the following variables, 1. Strategic plan 2. Goals and key objectives 3. Fit for purpose organisational structure 4. Human Resource Management System with the following sub areas of recruitment, training, performance evaluation, termination and rewards.

This model based on strategic planning can be explained below

The starting point is the strategy for a public sector body, this explains what the organisation is and where it wants to be. More importantly it should explain how its success will be measured. In the absence of a strategy neither goals or objectives can be formulated and nor can capacity be enhanced. Without it performance of the organisation and employees can't be enhanced and forward planning of skills required would not be realistic.

The structure of a public sector body is designed to facilitate the achievement of its goals, within the MENA region this is often not the case. Structures within the public sector are almost similar in structure regardless of the sector with a hierarchy, chain of command and centralisation. Micro management, zero risk mentality and red tape is rife however a decentralized approach requires clarity, skills, delegation and positive behaviours such as sharing, cooperation and empowerment of staff.

Human resource management is commonly misunderstood, within the MENA region it is often considered as a way of managing existing resources in an ad hoc manner rather than also focusing on resource planning. Planning for the future is defined by how many people and with what skills the organisation will need but also how many of the current employees are not needed. However making staff surplus to requirements in the public sector within the MENA region is often fraught with complexity and difficulty yet needs to be part of a new age public sector plan for capacity building. Therefore the public sector needs to become sharper at

planning strategically, in particular for recruiting and laying off staff as well as planning for the development of employees to ensure a constant supply of capable resources.

Recruitment and training

I have already discussed recruitment earlier however training needs to focus on all employees not just middle and senior managers. The vast majority of employees receive little or no formal training to carry out their jobs. Most jobs have no job description, so as a result most training is done without relevance or analysis of jobs. Contract management is done poorly so consultants often complete the project without any knowledge or skills transfer, this is a golden opportunity missed.

Public sector employees should also be rotated within other government departments to gain experience and knowledge. A modern public sector employee should be able to adapt to new environments if they have the right skill set, rotation brings increased knowledge and experience.

Compensation and performance evaluation

With the MENA region government jobs are the most secure regardless of performance, salary is not contingent on performance. Performance measures are often ambiguous and have little relevance to the output of the employee. Performance therefore needs to be assessed on the basis of achievement of objectives for the actual job.

In conclusion

Lessons can be learned from capacity building in the public sector both in the MENA region and globally.

Firstly a strong government mandate to reform and champion capacity building increases the probability that reform objectives will be met.

Salaries in the public sector are lower than the private sector, reward needs to be reviewed in order to attract high calibre people. Recruitment should be based on skills and deep knowledge in addition to high levels of emotional intelligence. How a workforce is recruited and developed should be done strategically rather than how currently done.

Create competition within the public sector, this should be done by linking capacity building efforts to measurable performance and this can only be achieved by establishing a monitoring and evaluation system. Reward and recognition should be based on performance and results as should termination of staff. Evaluate managers on the basis of their effectiveness in their team producing results.

Increase accountability by rethinking organisational structures and by empowering people to take ownership of their workload. Remove the risk adverse mentality embedded within the public sector with a new way of thinking and doing by opportunity and customer focused.

Change the Culture, perhaps the hardest of tasks, however create a culture that demands effective expectation of good performance from public sector employees and departments

Finally, communicate, communicate and communicate. How will capacity be improved if staff, stakeholders and the public don't understand why and how the shift is happening

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PERFORMANCE MEASUREMENT IN LOCAL GOVERNMENT WITH SPECIAL REFERENCE OF BAHRAIN MUNICIPALITIES.

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The public sector of any country is charged with the responsibility of offering effective and efficient service to the public in order to provide better living standard for the nation of their country. Therefore, local government authorities are constantly under pressure to improve their performance and they have to demonstrate this improvement through effective performance measurement. Over the past two decades public sector in MENA countries have practiced significant reform activities. The reforms were due to the constant pressure from both internal and external sources on the public sector organizations, to demonstrate better performance. Thus, performance measurement in local government can be a powerful tool to help senior officials and their staffs improve the quality, outcomes, and cost-effectiveness of services or programs. The introduction of these measures has often been associated with the movement towards improvement in the quality of services provided by local government to the citizens. Government of Bahrain in order to provide better life for the nation is implementing 2030 strategy for the whole country. Ministry of Municipality and Urban Planning (MOMUP) is one of the key ministries which provide many services to the public and their strategy is closely related to Bahrain Economic Vision 2030, as it translates the means of achieving different ambitions and principles of the economic vision. MOMUP's vision aims to provide high level and distinguished municipal services and to develop the municipal investment in a way that ensures self-management of governorates.

There is a growing literature that critically assesses performance measurement in the public sector. Measuring performance in the private sector is less complicated than public sector. public sector performance can be a complex process. In public sector performance is not as easily identified as well-understood goals like profit. In other words, performance measurement in the public sector is a challenge because of the multiple, sometimes conflicting, goals. Whereas profit does not require extensive explanation, selecting, justifying, measuring and reporting. Proper and Wilson (2003) identify two unique characteristics about the public sector; first, the administrators often have several masters such as the users of the service, payers for the service, politicians at different levels of government, professional organizations, and secondly, as a consequence of the first, the multiplicity of goals that public sector organizations face.

In this paper we will review and define what exactly is performance measurement, and how can it best be applied within local government with special reference Bahrain municipalities? Authors will offer a variety of dimensions to be used for performance measurement to Bahrain municipalities. Bahrain municipality have a promising role in the sustainable development of Bahrain, as per Bahrain Vision 2030 and the National Priorities 2015-2018. MOMUP have a thoroughly diagnosed management development study, which has set forth the foreseen strategic directions for the Municipalities in Bahrain. MOMUP need to translate those findings

into a strategy plan, and make it happen through a robust set of performance indicators and strategic initiatives.

Performance measurement has been introduced in Bahrain municipalities through the use of performance indicators. MOMUP developed a national approach to performance indicators that could be used for comparison between local municipalities in Bahrain. This paper presents the results of the pilot study of the performance indicator in five municipalities in Bahrain. Within the acknowledged limitations of the data collection, it is possible to conclude that there is a great deal of enthusiasm for the implementation of the MOMUP performance indicators. Most municipalities are viewed it as a set of tools contributing to continuous improvement in service provision. However, MOMUP required to comply with the Bahrain 2030 vision which has shifted from the KPI model to the Balanced Scorecard model recently.

Thus, Good performance is the criterion whereby an organization determines its capability to prevail. Therefore no matter how effectively an organization has planned its strategies, it cannot be succeed if the strategies are not able to identify the challenges that will affect the organization performance.

Keywords: Local government; Bahrain Municipality; Performance Measurement.

Human Development and Strategies of Training and Administration in Arab region (Horizons & Challenges)

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The concept of human development is a dynamic holistic one, aiming to maintain balance between gaining and forming human capabilities, including the improvement of health and knowledge level and benefitting of these gained capabilities, either for entertainment, enjoying leisure time, or benefitting of these in productive purposes or cultural and social affairs. As such, this concept includes two integrated aspects:

Firstly: development of human capabilities

Secondly: utilization of these capabilities, not only in the field of work and production, but also in the fields, related with the systems of values, decision making, benefitting of leisure time, enjoying delights of life and active participation in social and cultural affairs. As such, the concept of human development will be concerned with transforming means into objectives, while the methodology of objectives will be concerned with humans as actors and participants in development, not only as beneficiaries of its fruits.

Here, comes the importance of forming skills and developing capabilities for work and provision of basic needs, positively reflected upon the indicators, used in measuring human development. And beyond doubt, training plays a strategic role. Rather, the strategies of training have a role in human development that does not usually work in isolation. Actually, human development must serve and be associated and originating from the objectives and strategies of the entity and training. This link ensures the effectiveness of human development efforts and definition of its feasibility. Consequently, the support of senior management at the entity will be guaranteed.

The efforts of human development and training must have a strategic content. This can be done through linking these efforts with strategic approaches, plans and objectives of organizations. And the efforts and services of human development and training must not be isolated from these strategic approaches and objectives, either in government institutions or the private sector entities. This means taking into account the methodology of Strategic Management in Islamic countries, focusing on the importance of development and training.

And the role of the apparatuses of human development and training becomes a supportive and collaborative role for executive parties in the organizations. This will happen through enhancing their capabilities in initiating their responsibility for human development, promoting capabilities, as well as deepening experiences and self-development, when following the philosophy and Total Quality Management and systems of continuous improvement, in addition to deepening the responsibility of quality in a way that comprises all functional levels.

As a matter of fact, dealing with human development, from a broader perspective, surpasses ability development as well. It contains the development of psychological capabilities, willingness, positive institutional culture and introducing a new concept to the Islamic countries and the world as a whole. This is called Aggregate Emotional Intelligence.

Introduction

This research covers three sections, in addition to the recommendations. The first tackles human development: concept and content, considering the time progress of human development concept and content, before and after the nineties.

Then, it deals with the subject matter of sustainable human development. Thirdly, it will have to do with the coherence of different determinates and elements of development.

As for the second section, it is about training and human development. It deals with the nature of training and its importance, in addition to polishing and developing the processes of the system of human development and training on three fronts; i.e. on-the-job, self-development and off-the-job training. This section also handles the new term of Aggregate Emotional Intelligence, underpinning its importance in promoting psychological capabilities, in addition to the development of developing obligation and positive institutional culture in general. Additionally, this section included another important subject matter. This is the application of quality systems inside the apparatuses and centers of human development units, as well as improving the capabilities and practices of supervisors as administrators of the process of advancing and education of individuals, groups and teams of work and upgrading the standard specifications and levels of the activities of training, human development and education in general.

And the third section is about the horizons and challenges of human development and training in the Arab region, which is the axis of research.

This section has to do with the efforts of human development and training in the Arab region. It also describes human resources as the main factor in gaining and maintaining the competitive advantage of nations. It highlighted the importance of reviewing, evaluating and developing the performance of human development and training in the Arab region.

And regarding experiences in the Arab region, this section tackled Jordan's experience and national strategy in administrative and human development.

Finally, the section discussed the horizons and challenges of human development in the Arab region, starting from those of the methodology of strategic administration and content of the efforts of human development and training, covering the subject matter of total quality management and continuous improvement, through the application of quality systems inside the apparatuses, centers and units of human development, as well as the interaction and communication between apparatuses, experiences and practitioners in the field of human development and training. Such horizons and challenges are concluded by keeping pace with change in the structures and patterns of jobs, in addition to the relationship between institutions and their personnel by the efforts of human development and training.

At the end, the research is concluded by a number of recommendations, seen by the researcher as helping in improving the performance of human development and training in the Arab region, when sufficient support is provided by decision makers in concerned institutions.

Human Development and Strategies of Training and Administration in Arab region (Horizons & Challenges)

Dr. Hassan Sadiq Hassan Abdulla*

1- Concept and content of human development:

Introduction:

The march of human development reflects the journey of the theories of development and economic growth. That is because human development is a part of all. They are not discussed in a separate way. And the concept of human development was promoted from one decade to another, along with the development of origin. In every phase, it reflected the total known juxtapositions, such as the development currently followed in a given country during a specific period of time, more than one aspect for more than one developmental theory, even if a theory dominates. Actually, more than one term is used for the concept of human development. For example, and at the beginning, the term of "human element development", "human capital development" or "human resources development" is used. And finally, the opinion settled, at least intellectually when using this concept, in the manner determined by UNDP through its pioneer work that emerged within the beginnings of 1990s, through the issuance of human development report.

And certainly, the content of human development differs by certified names. During the fifties, the content was associated with the issues of social welfare. Then, the concern was shifted to focus on the importance of education and training, then, meeting basic needs. Finally, UNDP presents the content of "forming human capabilities, as well as the content of human's enjoying gained capabilities.

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Within the climate of political freedom and respect of human rights, it seems that modern developmental thinking, after four decades of discussion, went back to discover the fundamental reality, which is that "humans are development makers, who have to form its objective, such as what the Greek philosophers previously discovered, especially Aristotle, when he said that "clearly, wealth does not represent the good it seeks to bring about. It is just a useful thing to reach something else" or as what Ibn Khaldun mentioned in the introduction of his book "man is the target of all in nature, and everything in nature is subjugated to man". Time development of concept and content of human development:

Pre nineties period:

The concept and content of human development is advanced during this period, taking into account that the most common concept was "human resources development", namely the concentration was based on considering hu-

mans as a means for development. And succinctly speaking, content focused in the seventies on training technical national cadres in the developing countries to accelerate the manufacturing march, "to move after this on asserting the importance of education and training". Then, such direction remained as represented in the following contents as a whole to expand in the eighties to include the issues of food, housing and technology, etc. however, there were visible differences between one content and the other, reflecting the absence of collectively agreed upon definition.

Noteworthy, and at the end of this period, the concern in the concept of "human resources development" increased in humans, considering that they are not just a means for development, but also as a target too. This concern remained at the theoretical level and was not elaborated in a practical content. And the most important contents, elaborated for the concept of "human resources development" during the three decades, preceding the nineties, are summarized in what follows:

Seemingly, certified strategies of manufacturing in development plans during the fifties and sixties were pushed towards focusing on the qualification of national technical cadres in the developing countries. Consequently, the content of development in this period concentrated on qualifying these cadres. This concentration remained clear in the literature of UN General Assembly till the mid of the eighties, considering that "training qualified national cadres is an important part, which is not isolated from human resources development.

So, education and training symbolized the core around which, the development content in UN was centered. And in the report issued by Economic and Social Council in 1967, three main aspects of human development aspects were specified as follows:

Best use of workforce, through the provision of higher levels of product operability.

Improvement of workforce quality, through professional education and training.

Motivation of popular support of national development efforts and inclusion of wider social categories.

Apparently, the concentration of human resources development on education and training remained as it was during the nineties. Yet, the content vastly expanded during the eighties, after it became the pioneer and emerging role, used to be played by UNDP after the mid of the decade, became clear. And the first representation, which highlights the expansion of content, in accordance with sources, reveals that it added other domains, other than education and training, including the endorsement of woman role, improvement of public sector management and efficient planning of human resources, as well as concern in providing basic needs of humans, considering that there were no agreements, in respect with a unified definition of human resources development.

Representation no. (1) Development of the content of human resources development during eighties according to source

Content	Source
(1) Education and training, (2) feeding and health, (3) endorsement of woman role, (4) gaining new technology	UNDP, 1985, P.4
(1) Education and training, (2) operation and participation, (3) management of public sector, (4) planning of human resources	UNDP, 1986, P.5
(1) Education, training and provision of skills, (2) feeding, (3) literacy, (4) health, (5) housing, (6) appropriate culture	ECOSOC, 1987, P.6
(1) Education and training, (2) health services and provision of skills, (3) food security and feeding policies	GA, 1989, P.2

Beginnings of nineties:

There is no exaggeration if we consider that with the issuance of human development report in 1990, a qualitative jump happened in the developmental thinking, in terms of treatment of human development. So, if the concept of human resources developed till the end of the eighties to include the aspects of forming all human capabilities to be used in the production process, the concept of human development focused, in addition to this, on utilizing human capabilities, whereas balance was regained to the statement that "man is the maker of development and is also its target".

And in addition to this process of balance regaining, carried out in a flexible and creative manner, the door was left open for hard work in the field of expanding the concept of forming human capabilities and the concept of making use of these capabilities, whereas progress is made from one level to a more advanced one, causing the developmental process to be dynamic.

As for the report of human development in 1997, the essential point of human development lied in "increasing submitted choices for people and the prosperity level they achieve. These choices are not final or permanent. However, and regardless of the development level, its main three elements include the ability to live a longer life and in a good health, in addition to gaining knowledge and enjoying living, with the aim of acquiring the necessary resources for leading a suitable life. Yet, development does not stand at this limit. People also appreciate the political, economic and social life, the opportunities of creativity and production, self-respect and ensuring human rights. "And it is clear that income is just an option sought by persons, even if it is an important one. However, it does not stand for the grand total of their lives. Income also is a means, while human development is an objective (report of human development of 1996, p. 13)). Clearly, the concept and/ or content of human development are mostly "matching" in the report of human development of 1990 and that of 1997. It is also evident that all the reports

of human development are entirely "in agreement" with the following points:

The process of human development is the expansion of available choices before persons in all fields.

The process of human development is comprised of forming human capabilities, of different forms, then using and benefiting of these capabilities in all domains.

The best human options, in terms of application, are the longer life, void of diseases, as well as gaining knowledge and skills and obtaining the income and resources, necessary for a suitable and good life.

Other human choices importantly include political, economic and social freedoms, the participation in different societal activities and the opportunities of production and creativity and self-respect and human rights.

And between the reports of 1990 and 1997, the report of 1991 added physical (natural) environmental clean safe choices, while that of 1992 the generation of growth and its equal distribution, report of 1993 added the participation through market, by getting productive workforce, report of 1994 (added human security so that man can be free from fear and need), report of 1995 added justice, especially between the two genders (man and woman), and finally, the report of 1996 added the priorities of the poor. And linking human development of increasing options; available before persons, added dynamism to this concept, as human options are unlimited and continuously developing.

Sustainable human development:

New theories of growth focus on integrating human dimension at the heart of their analysis. That is because exploratory studies, carried out in tens of countries, showed that the participation of "human capital" in growth is the most important (64%) compared with material capital (16%) and natural capital (20%) (report of human development of 1996), UNDP – New York. And according to these new theories, skills have become the domain of concern and focus.

As a matter of fact, sustainable human development pivots around persons, seeking to enable them and extend their capabilities to the utmost possible degree, then utilizing these in economic, social, cultural and political fields. It also enables persons to participate in the processes and events forming their lives. One another hand, sustainable human development deals with discrepancies in income distribution, as well as justice within the one generation and among generations, without overlooking the actual distribution of current opportunities, in addition to improving living opportunities before present and future generations, at economic, environmental, social and political levels (report of human development of 1994, p. 4). And included in the definition of human development report of 1994, it is stated to be an ethical obligation to do for the next generation what previous

generations did to us, at least (report of human development of 1994, p. 17). And if human development is only sustainable through the sustainability of social conditions, along with environmental ones (UNDP, 1995, p.12), justice, participation (UN, New York, 1997, p. 39), productivity, empowerment, sustainability, cooperation and security are all essential factors of human development (UNDP, 1996, p.55-56).

Sustainability means meeting the requirements of present generations, without affecting the needs of next generation, in addition to the absence of poverty and deprivation. The idea of sustainability (UNDP, 1996, 55-56) is about the sustainability of opportunities from one generation to another to practice living and basic capabilities freely. And in the new concept, it is not used with its narrow environmental meaning. What is firstly meant is ensuring the sustainability of choices before present and future generations, meaning not to inherit environmental debts (pollution, scarce natural resources) and also other economic debts (loans, economic flaws) or social and human debts (poverty, ignorance, bad health conditions). In such meaning, sustainable human development, does not call for sustaining the current positions and relationships, with the flaws. Rather, it expressly bears the call to amend the patterns of consumption and rectifying current deficiencies in the distribution of wealth and productive assets, in a more just way. As well, sustainability means empowering persons to develop their own capabilities and practical participation. This means self-generation of the conditions of permanent development, based on these capabilities. And finally, cooperation means living, in collaboration with the different social structures, from the family to the state, local groups, institutions and companies. It also means being secured from the risks of crime, violence, sickness and employment (UNDP, 1996, 55-56).

Correlation of different determinates and factors of development:

As a beginning, the separate dealing with basic components of sustainable human development does not indicate the possibility of segregating them on the actual developmental route, not in the analytical methodology, adopted by the concept of sustainable human development. It is an integrated methodology that surpasses sectorial separation, as some points of views considers that sustainable human development are restricted to being interested in the social sectorial regard. This is not true, as sustainable human development is not limited to all is associated with extending choices of persons and satisfying their material and spiritual needs, now and in the future. That is why it is concerned with means, as well as objectives, concluding results, and also reasons, and dealing with visible aspects, in addition to their generating structures.

Training and human development:

Nature of training (nature and importance):

Training assumes an important status among administrative activities, aiming to raise the productivity and service competence and improving work methods. And perhaps the

reasons behind this unique status at the different administrative levels is the effective faith training plays in developing human competences, helping achieve the targets of an entity in a sufficient way, in addition to bringing about a higher standard of personal satisfaction of individuals. Feeling the need of training by individuals is a true one, and the need for training to enhance competence indicates two behavioral phenomena of great importance. These are:

Ability to analyze tendencies and sufficiency.

Willingness for education to change behaviors towards desired direction, in terms of sufficiency.

As for the feeling by the entity, it is for using and employing new personnel and employees, who needs to be informed about the nature of working at the entity its goals. While regarding old personnel and employees in the entity, it requires technological and technical progress, as well as using new methods and basics to provide them with new information and skills. Hence, training is a planned activity, aiming to bring about change for the individual and group, in terms of information, experiences, skills, performance rates and tendencies of work. This causes the individual or the group to be suitable for carrying out their works.

Starting from this point, training can be defined as a continuous and organized process to advance the domains of knowledge development, including information, skills, abilities and behaviors, as well as the theoretical, practical, psychological and behavioral tendencies of the individual or the group, so as to improve performance, provide them with experience and creating appropriate opportunities for behavioral change, through expanding their knowledge and polishing their skills and abilities, via continuous motivation for learning and using up-to-date methods that match their personal aspirations. This is contained by the program planned by the department, taking into account work needs of persons, entity and the State in the future. (Al Azzawi, 2004, 244).

Importance of training:

We can highlight the importance of training and its continuity through the following:

Ongoing scientific developments, discoveries and updates in production methods and what the market permanently necessitates, in respect with individuals being informed about new information to be adopted as a basis for advancing their work.

Productive developments, technological revolution and globalization led to contriving new methods that require scientific specializations and different technical and administrative skills, including:

Programing and use of computer and the internet.

Activities of information, cybernetics concepts and analysis of systems.

Methods of decision taking through processes researches.

Organizational development, along with relevant experiences in researches and training.

Researches, behavioral studies and analysis of human attitudes in work locations.

Activities of planning, follow up and performance appraisal.

The massive progress in workforce structure causes the training process to necessarily accompany changes in the structure of workforce, at the level of entity and the State, as well as the national and international levels.

Change and differences in the motives and inclinations of individuals, and the resulting development in their productive behavior, in addition to the need for individuals of multiple skills, making the training that aims to rectify and develop behaviors as a necessary matter during the period of service.

Principles of training:

The key principles of training include comprehensiveness, continuation and flexibility. Comprehensiveness means that training should include all dimensions of human development (values, tendencies, knowledge and skills). It must be also directed to all functional levels in the entity, including the categories of its personnel, entirely. As for continuation, it indicates that all training officials in any entity must develop training strategies that take into account the ongoing process of transformation and change in every aspect of life, especially in work methods and tools and relevant ideas and information, so that personnel can be helped adapt to and balance with these transformations. Therefore, it is expected that the training processes of personnel shall start at the beginning of their career to continue with them, step by step and stage after stage.

And in respect with the flexibility of training, it points out to the development of training system and processes, particularly in what relates to the means, tools and methods of developments, associated with these levels, in addition to the necessity of training trainers to absorb these developments and employing them to serve the training process.

Swift technological and economic changes are a burden to qualification and training. That is why the developing State apparatuses and raising their competences, as well as the quality and excel of service, impose new challenges that must be faced, through granting the efforts of advancing human resources and human development a strategic content, supporting the efforts of improving and developing quality, developing quality and productivity, nurturing the capabilities and practices of administrative leaders and promoting the specifications and standards of the activities of training and human development.

Some Arab countries, like Jordan in particular, began to study the transformation of mechanisms and standards of holding government entities responsible, whereas the standards of total development of institutions (provided services, quality and sufficiency of these services, good use of available capabilities and resources of government institutions, etc.) become the axis of this equation, and whereas systematic standards and measures are set for such performance. This step by Jordan stands as a pioneer step at the Arab level. And the apparatuses of development remain as responsible for crystalizing new systems through which, performance and total productivity of private and public sectors are measured.

Polishing and developing the processes of human develop-

ment and training system:

Here, it is required to develop the methods of determining and measuring the needs of human development and linking these needs with those of developing the performance of entity as a whole, while taking the efforts of human development into this direction. Also, there is a need for more progress to crystalize the schemes of human development and training on three fronts:

First front: on-the-job training:

It is the most important type of training. Such training is carried out when an individual/ human element initiates their job tasks, whereas training is gotten through the supervisor, peers, practicing opportunities and work assignments. And there is no doubt that the efforts exerted by the institutions, institutes and units of training in Arab institutions needs that the role of supervisor must be given great concern, with the aim of developing the skills of the supervisor as a trainer and as a coach for the personnel under their supervision.

Second front: self-development:

This does not receive the sufficient efforts and interest in Arab institutions as well. And through such type of training, advancement and self-development are managed, not via external parties or training programs. This training plays a very important role in administration systems, including total quality development and systems of productivity management, in particular.

Third front: off-the-job training

This received the greatest concern, compared with the other two fronts. That is because there is mote need for the requirements of transferring training and learning to work practices. The studies carried out in advanced countries indicate that 20%-25% only of what is gained in the training programs shift to practice and training, namely to performance domains. Accordingly, we expect that the percentage of what is transferred to practice and application in the total efforts of training and human development, carried out in the Arab region, is usually no more than 10%. As such, the remaining part of what is gained or provided for the trainee remains idle that does not have a route for application in practice or performance. (Ashour, 1997, p. 30)

And surely, this matter requires more concern and advancement in the ways of measuring and evaluating the outputs and feasibility of human development. This implies great hardship, due to numerous factors that interrelate with the output of human development, such as those related with incentives, work climate, job structures, production techniques, prevailing administrative systems, etc. however, and in spite of the massive hardships and challenges in this field, it is necessary to work towards measuring and evaluating the returns of training and human development and proving these before senior management that is found not to be easily persuaded by the feasibility of training provisions without these proofs and evidences.

Integration of human development efforts with the systems and policies of human resources in an entity:

It is noted in the Arab region that the linkage between the integration of human development efforts with the systems and policies of human resources in the government sector

is lacked, especially in the systems of wages, incentives, work assignments and functional movement evaluations. As for the private sector, the present association between the efforts of human development and training, on one hand, and the practices and policies of human resources management, on the other, is no more than a partial one, at most.

Development of aggregate emotional intelligence:

Dealing with human development should be done from a broader perspective that exceeds capability development to also include the development of psychological energies, obligation, desire and positive institutional culture, in addition to developing what is called aggregate emotional intelligence. This new concept, which is totally new to the Arab region, as well as the whole world, means sensitivity and ability to understand the reactions, emotions and tendencies of the individual and of others, in addition to the ability to communicate with others and adapting behavior in a way that suits such emotions and reactions and dealing with these emotions as an important part of psychological energies of humans, which will be squandered if neglected.

Moreover, and to direct wise energies, related with knowledge and skills in the right way, it is necessary that this aspect of aggregate emotional intelligence of an institution provides the ability of mutual understanding for the parties of the institution, as well as adapting their behaviors and relations, in conformity with the dimension of emotions and affective reactions.

And yet, there is no training programs in the Arab region and the whole world that handles this aspect. However, the societal culture and that of work in the government and private sector institutions in Japan and East Asia countries include this dimension, through collective work, respect of others and the sensitive dealing with their emotions and affective aspects. And the Arab region is in a dire need for realizing this dimension and translating it, even in small amounts, into the programs, efforts and schemes, targeted to boost psychological energies of human resources there. (Ashour, 1997, p. 32)

Application of quality systems inside the apparatuses, centers and units of human development:

It cannot be envisaged that these apparatuses are concerned in, supports and applies the systems of quality, productivity improvement and development of creativity, while they do not apply the concepts of quality. So, the different activities of human development, as well as their inputs, processes, elements and outputs must be subjugated to the continuous processes of quality improvement, control, advancement and improvement. These apparatuses should also be aware that the customers they are serving are the organizations, receiving the services of human development firstly. Consequently, the performance of these apparatuses' service should be bettered.

In other words, the efforts of training and human development have to be linked with and pour into the outputs of these institutions, including the services and products they provide to the market, society or the sectors they are working in. So, there is a need for continuous improvement that is not

brought about as an interim one group. Rather, endless improvement has to be targeted. Such an improvement stands as an ongoing responsibility for officials of training and human development. It also requires adequate measurement and evaluation of human development performance. (Ashour, 1997, p. 32)

Developing the role, capabilities and practices of supervisors as managers of the process of enhancing and educating individuals and work teams in institutions:

The supervisor plays a key role in providing personnel with experiences and on-the-job training. They also have an important role in preparing suitable conditions to apply what they learned and gained in off-the-job training programs. However, the role of the supervisor, as a manager of learning, did not receive the sufficient interest of the apparatuses of training and human development in the Arab region.

And the role of the supervisor, as a manager of the mechanisms, principles and opportunities of off-the-job training, requires providing supervisors and leaderships, in all locations and at the different levels, with the skills and experiences that enable the supervisor to run this educational process in a good manner.

Setting specifications and standards of the activities of training, human development and education in general:

The specifications and requirements for those working in these fields are currently unavailable all over the Arab region. And even if they exist, they are limited to some institution and at the organizational level, solely.

Hence, it is necessary to generalize these specifications for the quality of what serves, in addition to standards of the activities, outputs and processes, included by the efforts of human development and training. As well, there is need for organizing the tasks and experiences of training and human development, as well as controlling the quality of professional practices in these fields. (Ashour, 1997, p. 33)

Horizons and challenges of human development and training in the Arab region:

Efforts of human development and training in the Arab region:

The Arab world is witnessing a noticeable progress in the field of administrative training and human training. This includes increasing the resources, assigned for training, human development and increasing the number of trainees and total training hours. So, training includes, at the same time, a remarkable growth in the training centers and institutions, either in the private or government sectors.

Perhaps the phenomenon that is noteworthy, associated with this noticeable quantitative increase in the elements of administrative training is that it is not accompanied with similar advancement in the sufficiency of human element or productivity. In other words, the quality of the outputs of the training process does not match the massive increase in the inputs, available for this process. On the other hand,

such clear decrease in the efficiency of the human element stands as a significant obstacle in the way of successful efforts of human development in the Arab countries.

Human resources as a basic element in gaining and maintaining competitive advantage for nations:

As a matter of fact, the challenges of economic transformation and development, witnessed by the Arab region, are unparalleled. The world did not see before such accelerated shifts in its economic systems and the structures and mechanisms of production and training. The world also did not witness such openness and removal of barriers and constraints that stood before competition at the local, regional and international level, such as now.

During the past three decades, the models of distinguished development and economic performance showed up to the world. This changed many postulates in the sciences of economy and development. The most prominent of these, in respect with human development and training, is the growing role of the nations' competitive advantage, representing a substantial change in what used to be known as relative advantages that depended on the inherited balance of nature gifts. Therefore, the competitive advantage stands for gained capabilities that enable a given economy to provide a product or service for the cost and quality to help enter more international markets.

And regarding human resources, they represent the main factor in gaining and maintaining the competitive advantage. This is precisely what enabled countries like Japan and East Asia of emerging as influential and effective economic forces at the international level. That is because the natural gifts these countries have do not explain the developmental upswing they managed to achieve. And the only explanation for this upswing lies in human investment in the fields of education and training, scientific and applied research, polishing capabilities and skills, as well as directing the energies of humans and institutions, included into productive and creative inclinations. In these countries, societal culture, along with work culture (and these are human characteristics) were positively invested, contributing in endorsing the efforts of development they brought about.

Importance of reviewing, evaluating and promoting the performance of human development and training in the Arab region:

The performance of development in the Arab region, during the past three decades did not yield any substantial improvement in the total productivity of Arab economies, human element or investment. This is negatively reflected upon development rates in general, despite the gross investments, specified for the education sector and those assigned to the training. Simply, we deduce that the efforts of human investment and development need more development and improvement. As well, they have to be linked with real requirements, in addition to developing the quality of

their outputs and improving their returns.

The world around us is walking in accelerated and collaborative paces, with qualitative and unparalleled jumps, whether or not this is because of the sweeping trend of globalization and its revolution of information and technology, their swift consequences and the reflections of these on the efforts of human development, the training process, or due to establishing of knowledge society and knowledge gaining, via forming a robust basic structure for the rise of knowledge boom. And to keep pace with these serious transformations, this requires reviewing, evaluating and developing the performance in the Arab region, at the level of economic, institutional and administrative level, as well as for the efforts of human development, initiated by the Arab region.

And the efforts of human development, in general, and the training and administrative development, in particular, represent common concerns of relevant experts and officials in the Arab region and the Islamic world, generally. Hence, visions for the new roles and horizons for the institutes, institutions and apparatuses of human development in Arab organizations to support the performance of human element should be set. This helps performance support the efforts of developing and building administrative cadres, required by the process of comprehensive development in the Arab region.

Starting from this vision, the importance of human development comes, in general, as well as the importance of training and development of human resources, working in the administrative apparatuses, either in the government sector or the private sector. And the control of human capital and the direct relationship between the efforts of administrative training and the rates of national income per capita in the different countries is particularly noted in the countries of high income. In Germany, Japan and Switzerland, for example, human capital stands approx. for 80% of the total capital. But for the countries in Africa and poor countries, still more than half of the wealth is found in natural resources, whereas the development of human resources is weak. The success of economic development requires sound management. This, in turn, can only be done through the provision of human resources development, in accordance with studied strategies and advanced views that conform to the modernization of the age and the stage the world is currently witnessing. And in respect with the field of training for human resources in the administrative apparatuses in the government and the private sectors, international indicators point out that there is a direct relationship between the efforts of training and the rates of national income per capita in the different countries. This highlights the increasing number of training days for personnel in advanced countries in this track, like Japan, USA and Canada, while the number of training days for personnel all over the year is declining, massively, in comparison with advanced countries.

All these considerations reflect the importance of caring for human development and training, again, as a basic strategy to transfer administration in our Arab and Islamic world to the level that achieves the aspirations and views of political and government leaderships, as well as citizens as a whole. And the most consideration to be focused on in the methodology and strategy of human development and training of personnel in the different apparatuses should pour into improving the quality of the services of these apparatuses and stressing the care for service applicants to meet their aspirations, either those are citizens or institutions, locally or internationally. Naturally speaking, this requires a lot of efforts in advanced training to execute the tendencies and approaches of many job occupants in the different institutions, in addition to improving administrative and technical skills there, bringing about administrative maturity and implied understanding of the importance of the role and responsibilities and bearing the burdens of work with the spirit of hard work, sincerity and ability to change and develop, towards improving the performance of the institutions they are working in.

Experience of Jordan in its national strategy for administrative and human development:

Focusing on human development and developing, varying and integrating their practices and experiences with international scientific experiences, create, beyond doubt, a space for arranging human role in the functional society, as well as amplifying their contribution in administrative development in the fields of public service.

As well, national strategies of administrative development, developed by the Ministry of Administrative Development in some Arab countries, like Jordan, concentrated on regarding workforce as the backbone of administrative development, in particular, and comprehensive development, in general.

Based on this, the great interest in these forces become an urgent matter, in terms of choosing them on competitive bases, selecting the best of them to assume government jobs and preparing them in a distinguished way, according to a functional and training developmental scheme of determined milestones, objectives and results. This national strategy of administrative development in Jordan focused also on a very important aspect, through being linked with some elements of human development. This aspect is disseminating administrative culture and deepening administrative awareness of employees and citizens alike, in the different printed, audio and visual media means and via relevant meeting, seminars and congresses for administrative development. These can be seen as a foundation for raising their awareness on their rights and duties, collaboration with their societies and environments and facilitating their achievement of works and transactions.

The Ministry of Administrative Development in Jordan, and since its establishment in 1994, sought to exert all possi-

ble efforts to find scientific and practical tools that ensure real human development in the Jordanian administration. It paved the way before strategic commendation that associate functional route with the training one in the development of human resources in the Jordanian government apparatus, as well as endorsing an integrated scheme for job description and classification to be the basis for training process. This also includes affirming the program of early leadership, as an initial step, towards choosing excelled administrators, working on diagnosing their abilities and preparing them in a unique way and in an early time, enabling them to steer matters, in accordance with the best approved foundations and methods.

An in spite of the pioneer role, assumed by the apparatuses of human development, administrative development and training in the Arab region, as clarified to us by Jordan's experience, the accelerated changes, in the present and future, impose the need of strategic tendencies, originated by the renovation and openness to vital fields, to adopt unconventional methods and practices in the fields of human development fields. This is on one hand. On the other, the developmental efforts exerted in the Arab region for the past three decades, and despite of the resources assigned for development during this period, we find that the productivity of the work of human resources in Arab economies did not improve, in compatibility with or equality of injections of investments in education and training. These discrepancies and contradictions point out that there is a gap or a missing circle that must be explained and dealt with. These are carried out investments, especially in respect with human investment, which were not rightly directed towards meeting actual needs. As well, the quality of these investments failed to achieve any improvement in the outputs of human element and their virtual productivity.

Horizons and challenges of human development and training in Arab region:

We discuss here certain horizons and challenges that face the institutions of human development and training in the Arab region. This helps such institutions have a clear vision and facilitate keeping pace with the sweeping trend of globalization.

Firstly: methodology of strategic administration and content for the efforts of human development and training:

Granting the efforts of human development and training a strategic content can be done through expanding these efforts with strategic approaches, schemes and objectives of entities. And the efforts and services of human development and training should not be isolated from these strategic inclinations and objectives.

And it is no secret that the world now needs to change the methods with which private sector institutions are run, let alone that those working in the private sector. And perhaps the most important feature of this change is the adoption of strategic management in the Arab region.

And in spite that the adoption of the methodology of strategic management or strategic approach makes well jumps in the private sector, these are slow. As for the government sector, the gap is very wide. That is because government management is still depending on the procedures, regulations and management with activities. And still, there is no transformation in following the concept of methodology of strategic management. However, there are attempts in some Arab countries to organize the management method in government institutions, using this methodology. However, these attempts receded due to lacking sufficient support that makes available stability and continuation. (Ashour, 1997, p. 27). Actually, what is exerted in most of the apparatuses of training and human development of the efforts of functional development and improvement, as well as enhancing the capabilities, energies, skills and experiences of personnel, can be done without planning these amounts of training and development, in accordance with strategic approach.

Secondly: total quality management and ongoing improvement:

Quality systems stand as a new philosophy and methodology in administration, in terms of the assertion of deepening the responsibility of improvement, creativity and advancement of energies at all functional levels in the entity. And it is important that such improvement should be a continuous effort, not as separate amounts. And improvement, pursuant to the philosophy of quality systems, aims to satisfying the receivers of the outputs and conclusions of work/ service. It also targets meeting internal customers who stand as consecutive circles of the performance of activities and transactions, executed by the entity, as well as satisfying external customers. (Ashour, 1997, p. 28)

This point is directly associated with the importance of supporting the capabilities of the institution/ entity in measuring, evaluating, reviewing and improving total performance and productivity, as well as surpassing the issue of total performance and productivity of the entity in wide concern in the organizations of private sector. As for government entities, this is regarded as a new tendency.

Thirdly: interaction and communication between apparatuses, experiences and practitioners in the field of human development and training:

There is a need for openness to what is new and innovated internationally in this regard. And for this purpose, the Arab region is in a dire need for regional and Arab assembly, including those experts and officials, providing them with the opportunity of holding periodical meetings, where they can exchange experiences and discuss their concerns, problems and challenges, related with their roles and responsibilities. As well, this needs provision of communication tools (bulletins, reviews, etc.) in addition to the services that satisfy their needs and those of developing their practices and performance of their units. Such interaction and communication represent the basis for organizing the control of

professional practices in this regard.

Fourthly: coherence and interaction in a swifter and more effective manner with the revolution of information and technology and innovated techniques in education and training and increasing their outcomes:

The internet plays an important role now in providing knowledge and communication across the world. Additionally, the use of multimedia in education and training, as well as distant learning techniques, call for the need of communicating with them. That is because they provide practices, businesses performance and the methods and methodology of work in Arab institutions.

Fifthly: keeping pace with the efforts of human development and training for change in the structures and pattern of jobs and the relationship between the institutions and their personnel:

As a result of technological change and the revolution of information and communications, in addition to the transforming method of managing the institutions and organizations of globalization era, new organizational structures and mechanisms, under the name of flexible networking organizations, began in the world. There are also changes in the structures of jobs or recruitment, whereas these structures have become flexible, depending on a small group of permanent jobs, with the correlation with more flexible relationships of external workforce, which works on a part-time basis or for some time, and rather, they can be working for more than one organization at the same time.

There is substantial transformation in the patterns of workforce and jobs, caused by the information revolution. This change that started to come to the Arab region will highlight the roles that must be carried out in the Arab institutions and the reflections of these on the presented training programs, systems of human development and also on the systems of human forces management.

This requires reflection, research and absorption of the changes that must be translated into schemes, programs and activities.

Recommendations:

Benefitting of the experience of Japan and East Asia countries that managed to achieve developmental upswings through human investment and positively investing in societal culture and work culture, contributing in the promotion of human development and training efforts in the Arab world. Supporting strategic approach and planned efforts, linked with functional routes and the scheme of functional development, targeting professional groups in entities and administrative leaderships of organizations.

Following the systems of total quality management and sys-

tems of ongoing improvement, in addition to deepening the responsibility of quality in a manner that includes all functional levels, whereas the role of the apparatuses of human development and training has become a supportive one for executive parties, backing its ability to assume its responsibility for human development, increasing capabilities, deepening experiences and for self-development.

Developing the methods of determining and measuring the requirements of human development, in addition to linking these requirements with those of developing the performance of the establishment as a whole, taking the efforts of human development into this direction.

Keeness on associating the efforts of training and human development with the requirements of career management and route.

Apparatuses of human development and training should exert more efforts to enhance the measures, systems and studies that promote the authenticity and feasibility of the resources of human development and training, in addition to highlighting the credibility of human development and training in general.

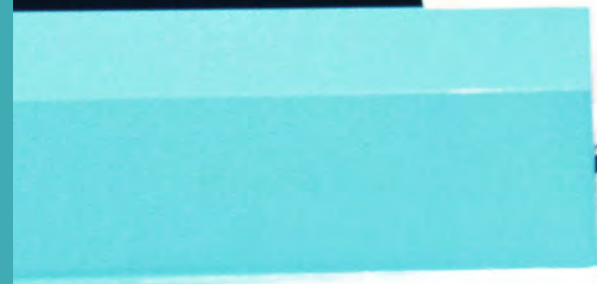
Promoting and controlling the specifications of the inputs, processes and outputs of training, human development and ongoing creativity in the performance of training and the efforts of human development.

The training process must be contained under the responsibilities of the supervisor of units' performance and human development in their units. As a matter of fact, Arab institutions need more organizational development, planned for such role and relevant different skills.

Session 7 Public Finance

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- ما هو دورها
- دراسة الوضع الحالي
- آليات لكيفية تطوير العملية الحالية
- مع خطة تنفيذ المقترحات ومتابعتها

طيران الخليج
Gulf Air

Amal Hawa

Research on Conclusion of E-Tenders Presented for MENAPAR Inaugural Conference Held on 23-24 April 2014

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Currently, the world is witnessing massive successive developments in the field of information systems, accompanying other developments in the field of communication systems. And the association between the two fields resulted in the emergence of “revolution of communication and information technology” or “information revolution”. This is attributed to the progress in the field of information and amazing development in the state-of-art means and technology of communication, especially the computer and the internet.

And under this revolution and spread of the internet, the world transformed to a small global village, flying in the e-space in which, distances shrink and traditional geographical boundaries disappear. This had a deep impact on all walks of economic, social and legal life. It also led to the rise of new sun, i.e. e-commerce, which provides many advantages. It has become easier to connect entrepreneurs with each other without bearing the hardships of travel and moving from one country to another country to meet with partners and customers. It is also affordable now for the consumer to get what they want without leaving their place. And it was natural in this technical environment that change affects our behaviors and that contracting patterns shift from manual style manual (material) to the technological one (immaterial). This change in behavior, as a natural impact of prevalence of information technology, was the main reason behind the spread of a new range of contracts, named and

unnamed, concluded via the internet, called “e-contracts”. As such, the internet has become, at the time, a key tool for e-contracting.

And as a result of the success of e-commerce, many countries tended to benefit of the progress of information and communication technology for facilitating matters for individuals and companies, dealing with government administrations and using technological development, somewhat, to ensure the improvement of the service performance of public utilities through what they called the project of “e-government” which became the talk of the hour among governments. Additionally, most of the governments, particularly in developing countries, hang their hopes upon them to enhance the quality of service performance and reduce red tape and administrative corruption. And it is no secret that there are obstacles, encountered by anyone, dealing with any government administration or entity, in terms of administrative complications, slow pace of procedures implementation and inaction in performing public services to the utmost degrees. This is known by scholars of public administration as the problem of red tape and administrative complexity.

The technological development overshadowed the bidding system in a way that requires reconsideration of its rules. Tenders are one of State means to achieve its goals. It cannot be isolated from successive and swift currents in the

field of communications and information technology; that is because tenders are associated with management and personnel. Yet, it has become necessary to use IT due to speedy communication and provision of information for all individuals in full transparency, as well as setting a new framework, corresponding with the technological revolution we are witnessing.

The importance of this subject lies in developing and simplifying the procedures of tender conclusion, usually characterized by slow actions and long time consuming till completing the contract of the tender in the traditional manner, with the aim of keeping pace with the revolution of ICT that swept the world and decreasing costs and corruption.

And the conclusion of e-tenders is one of the applications of e-government. The administration can make bids over the internet by announcing tenders or bids on the website of the administration. Then, bids are submitted online and examined. After this, the contractor will be selected. And the prices of all bids, submitted and selected ones, will be published. Then, the best bidder will be chosen online and the contract is to be signed also electronically.

And the shift to the system of concluding e-tenders has several aspects:

- ◆ Technological aspects: the efficiency of equipments of technological information is very important to improve the effectiveness of e-system, as it disseminates trust and confidence among stakeholders of e-procedures. So, technological equipments must be of sufficient sophistication.
- ◆ Organizational aspects: it is necessary to establish sufficient e-system and determine its approach, in terms of being central or decentralized. And in case of selecting the centralized one, the ministry to hold the responsibility for coordinating the operations of e-tenders must be inquired about.
- ◆ Financial aspects: necessary financial resources for the work of such system and economic feasibility must be specified.

- ◆ Legal aspects: the principles and rules that form the basis of tenders, applying to traditional and electronic system.

However, it must be analyzed to see if the electronic system requires specific rules, consistent with the way of tender conclusion; and whether existent legislations are sufficient to be applied to the e-system or should new legislation be passed?

However, tender conclusion by using electronic means granted it make him some privacy that had some influence upon it, in addition to some features that set it apart from traditional way of tender conclusion.

And the electronic conclusion of tenders achieves several advantages, including:

- 1- Increasing the intensity of competition in the market that can accommodate a larger number of suppliers, leading to the selection of best technical bids and the least price. This system allows for any person or company in any country all over the world to bid, opening the way before the administration to select the best deals.
- 2- Eliminating very slow conclusion of tenders in the traditional manner, as under the traditional method, a tender may take months, while under the electronic one, it can take a very short time. This saves time and efforts.
- 3- Reducing corruption in government contracts, which is regarded as fertile ground for administrative corruption, in addition to reducing direct contact between contractors or suppliers and contracting or purchasing entities, leading to enhance public confidence and transparency in the contracting process.
- 4- The electronic way can reduce spending for the contractor and the administration, as the contractor sends bid online, saving the expenses of mail or going to the administration and deliver it. These expenses are added by

the contractor to the value of the contract. And as for the administration, it saves the fees of advertising in newspapers. That is because announcements through the internet are of no costs, in addition to its reduction of public money.

5- It also leads to faster meeting of the needs of public utilities and their regular or sustained operation.

The institutional, government and regulatory changes, involving use of electronic means, need to follow a phased approach. This applies to the system of concluding e-tenders electronically, which should initiate the implementation of less complex stages, such as online advertising, and leave the more complex operations, including e-bidding and evaluation of bids, for later stages. So, the execution of an efficient electronic contracting system for the administration is not easy. And it is important to set a proactive plan for the systems of public administration to ensure responding to their needs, not only for the current time but also in the future.

All tender procedures, whether based on paper or information technology, are taken during three phases: preparation, selection and management.

The technological development has contributed in strengthening the principles governing the tender (principle of openness - freedom to apply to tender - principle of transparency and equality - and confidentiality of bids received), as well as strengthening and consolidating them. This is positively reflected in terms of choosing the best applicants, technically and financially, and the reduction of corruption and abuse of government contracts.

And in the light of transformation to concluding tenders electronically, it will not be suitable to pay funds or insurance in cash, by check or a letter of guarantee, as the traditional way, as all paperwork will be eliminated. Hence, it was necessary to search for a repayment way that conforms to the nature of the conclusion of tenders electronically. For this, e-payment was devised for insurance and financial obliga-

tions, arising out of the tender.

And the application of e-payment system for the online settlement of transactions requires a banking system, assigned to complete and simplify the process of payment. This role is mainly linked to banks, as banks play a major role in the field of e-transactions. And this also necessitates the availability of a legislative environment that recognizes and regulates the rules of e-payment.

Toward a unified public procurement classification in Bahrain

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Bahrain government started different initiatives as part of the electronic government project. One of the most important initiatives is "electronic tendering (e-tendering)", where the first phase of the system has been officially launched in February 2012. The first phase meant to automate the tendering process partially, while the second phase expected to cover the complete cycle. Recently, Bahrain government initiated public e-procurement project by e-Government agency. Bahrain e-procurement project is supposed to automate all the government purchasing process including prequalification, tendering, requisition and contract management. However, the implementation of such project (e-procurement) has different obstacles. One of the most important challenges expected to face Bahrain e-procurement project is the absence of unified public procurement classification.

The need to have a standard, unified and integrated public procurement classification emerges as an essential requirement for the government of Bahrain. Unifying all the data is not an easy task that can be accomplished in a short-term and requires a complete coordination and cooperation from different government entities. The aim of this paper is to discuss the existing product and services classification used by the different government authorities in Bahrain and globally, highlight the importance of having a unified procurement classification and discuss the possible challenges of such national project implementation.

1- Public Procurement

Public procurement is defined as per the online Cambridge dictionary (2014) as "the buying of goods and services by government organizations". Long history is associated with the public procurement, where earliest public procurement order evidenced before 2800 B.C (Thai, 2011; Coe, 1989). However, public procurement has been an ignored part of research interest by scholars (Thai, 2011). Different journals and books were published discussing the public procurement from different perspectives, however, it is almost neglected by Arabic researchers.

How many internet sites, financial journals (if any), publications you have to read in order to get a report or write a statement about the total Gulf Council Countries (GCC) expenditures? Actually, it took me around three days investigating the website of finance ministries in each country in order to get their financial statement for the year 2012. However, the statements found analyzed the expenditure from different perspectives, that make it very difficult to analyze it or aggregate it. New center for GCC statistics will officially launch in April 2014 (<http://gccstat.org>). However, its website is still very basic with limited aggregated or analyzed data for the whole GCC region as shown in Figure 1.

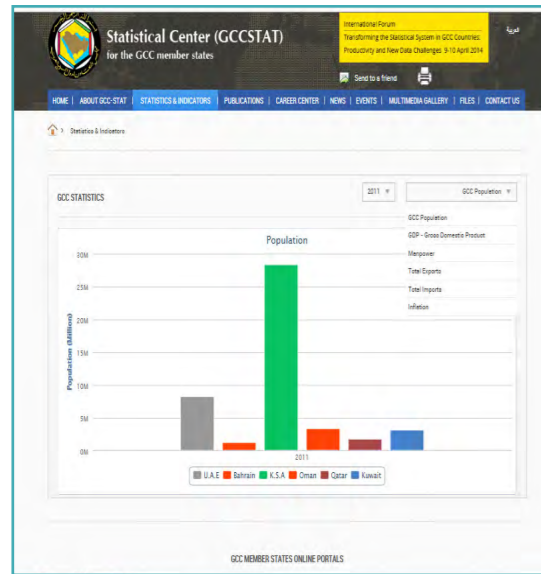


Figure 1 - GCC statistics Center Website

Total imports recorded by the GCC states has exponentially increased from 52 Billion Dollars in 1980 to 380 billion Dollars in 2011, which is equivalent to more than 581% increase as shown in figure 2 (GCCSTAT.ORG, 2014). These imports need to be further analyzed to support closer cooperation and planning processes on which products to focus on to get the maximum benefit for the GCC states.

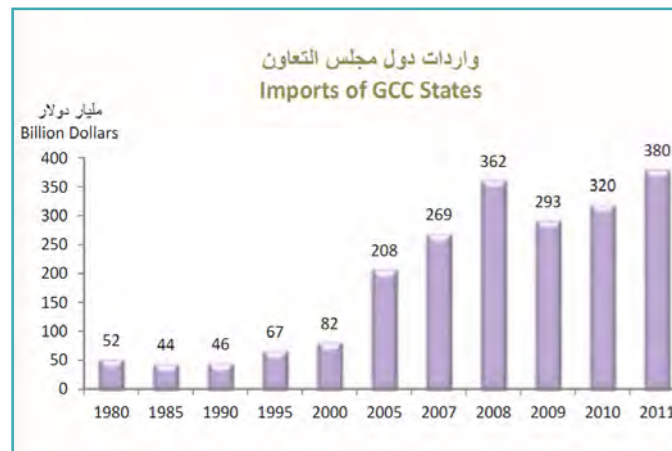


Figure 2 - Imports of GCC States from 1980-2011 (Source: GCCStat.org)

On one hand, writing about public procurement history in the gulf region itself will require a separate research group focusing on different inter-related topics. On the other hand, different researches are required to discuss on how to improve the existing public procurement process in each different country in the Arab world. The main outcome of the suggested public procurement research focus group supposed to include both the existing procurement status, procedures, resources...etc., discuss the future enhancement to the existing processes and finally come up with recommendations on how to unify the procurement interrelated areas in the region.

2- Public Procurement in Bahrain

In Bahrain, the recent reports published by ministry of finance and Central Informatics Organization shows that the total public expenditures are exponentially growing as shown in Figure 3 (Ministry of Finance, 2012). The Total public expenditures –excluding the manpower expenses- was around 2057 milliard Bahraini dinars (approximately to 544 milliard US dollar) (Ministry of Finance, 2012).

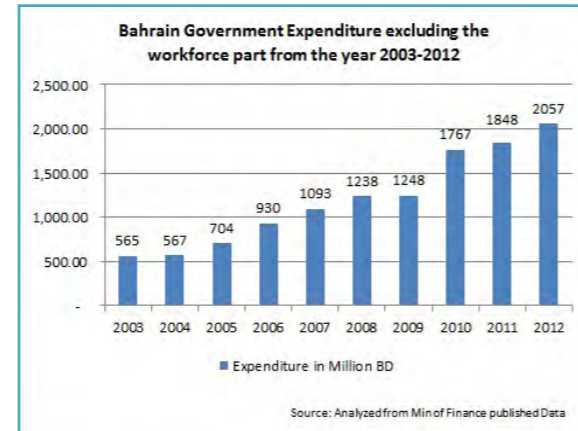


Figure 3- Bahrain Government Expenditures 2003-2012 (Source: Bahrain Min of Finance)

To get more details also about the public procurement in Bahrain, a quick view to the total government tenders awarded in 2012 can give a clear picture on the amount spent by Bahrain governmental organizations. Total value of the tenders is approximately 906 billion Bahraini Dinars, which is equivalent to around 2396 Billion US dollar (Tender Board, 2012).

Month	Value of Tenders Awarded (BD Million)
1 January	71,063,153
2 February	125,953,696
3 March	49,683,159
4 April	100,780,014
5 May	48,464,780
6 June	34,397,461
7 July	129,351,134
8 August	38,195,020
9 September	67,937,597
10 October	32,981,504
11 November	104,498,420
12 December	102,332,890
Total	905,638,833

Figure 4 – Total Value of Awarded Tenders by Bahrain Tender Board in 2012

The actual governmental expenditures are more those published in both ministry of finance and Bahrain Tender board due to two reasons. First, Ministry of Finance report does not include the expenditures of some of the big governmental companies. For example, companies like BAPCO (Bahrain Petroleum Company), ALBA (Aluminum of Bahrain), Mumtalaakat holding, Gulf Air, Banagas,...etc. are not considered in the final report published by Ministry of Finance. Second, the report published by Bahrian Tender Board covers the tenders within their limit, where the estimated cost of those tenders is beyond 50,000 Bahraini Dinars (132,275 US Dollar). Therefore, that report does not cover the small expenses which has big contribution in the total expenditures.

Consequently, we cannot get a total accurate public expenditure analysis due to the aforementioned reasons, in addition to the absence of common classification for all the government authorities.

Apart from the all the analysis and planning processes, having a unified procurement classification is a must for the new Bahrain electronic procurement (e-procurement) initiative. This is due to the need for standard coding system and precise descriptions that can be used for all the government entities' orders.

3- Public Procurement Classification

Classification is defined as “the act or process of dividing things into groups according to their type” (Cambridge, 2014). Defining those types depends on the analysis purpose, which will identify the hierarchical levels according to the business needs.

Procurement classification may be very difficult to be applied generally due to the variety of systems, products, services and authorities. However, it is highly used in public procurement in the developed countries. Having a unified classification enable governmental authorities to have the power to compare and share financial data quickly, easily and precisely with any government authority. Furthermore, the agreement on certain classification can be used in planning and analysis purposes to help governments understand their expenditures and plan for their future projects. The importance of procurement classification to governmental authorities owing to the expected benefits, which include (1) standard reporting, (2) easy exchange and comparison of information; (3) Cost reduction by planning collaborative procurement; (4) successful e-procurement system deployment with codes that support ordering process (Cole, 2006).

Importance of public procurement classification



Figure 5 - Importance of Public Procurement Classification

Different classifications are used around the world to categorize public procurement. These classification will be discussed with more details in the next section. The criteria on how to choose the best classification that suite the current situation may differ from organization to another. However, there are certain attributes that participate in defining the successful classification, which may include as suggested by Cole (2006) (1)having appropriate hierarchy (i.e. not too simple to fit the complexity of the different purchases and expenditures possibilities, and not too complex that has more than three levels); (2) Easy to maintain and extend; (3) Can be mapped easily to any existing classification, structure or general ledger of accounts; (4)unambiguous definitions and descriptions that can be used by non-literal workers; (5)limited number of classifications that does not exceed for example 200 sub-groups.

Attributes of Successful Procurement Classification

Classification

- Appropriate Hierarchy
- Easy to maintain and extend
- Can be Mapped easily
- Unambiguous definitions
- Limited number of classifications

Figure 6 - Attributes of successful procurement classification

Existing Classifications in Bahrain

Different products and purchases classification standards are used in Bahrain (United Nations, 2014; Ministry of Finance Bahrain, 2012). The final report published by United Nations Statistics Division (2014) shows that **Harmonized Commodity Description and Coding System – 2007 (HS 2007)** is used by Ministry Of Finance, Customs Affairs and Ministry of Municipalities Affairs and Urban Planning. This classification is used in Manufacturing Establishments, Foreign Direct Investment Survey, Economic Environment and Financial Incentives Perception Survey, CPI & Data collection, sample design (Class level), Data publishing (Division level). (United Nations, 2014).

Country / Area	Activity classifications	Product classifications	Expenditure classifications
Bahrain	ISIC Rev.4	Harmonized System	
Kuwait	ISIC Rev.4	Harmonized System	
Qatar	ISIC Rev.4		
UAE	ISIC Rev.4		
Oman	ISIC Rev.4		
Saudi Arabia	Not written		

Table 1- International Classifications used by GCC countries (Source: UNSTATS.UN.ORG)

Actually, it was not an easy task to find the existing classification and which is used for what. There was almost total ignorance for such topics by researchers and in the local publications. The results found in the UN statistics division site was not as detailed and informative as expected. It was just response to certain questionnaire filled by government entities in brief without sufficient collaboration. At the end we summarize the existing classification used in Bahrain, which are related to the procurement and we come up with the results viewed in Figure 7.

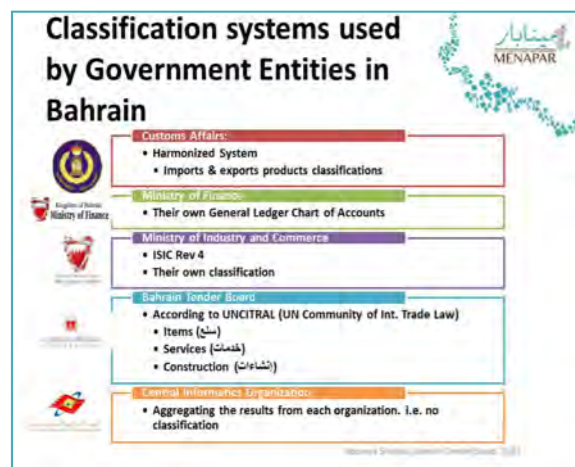


Figure 7 - Classification systems used by Government Entities in Bahrain

The UN statistics division shows that Directory of classification of economic activities in the GCC is used by all the Gulf states, which is based on United Nations International Standard for Industrial Classification (ISIC). Harmonized system is used by both Bahrain and Kuwait as product classification. No standard expenditure classification is used by any of the GCC states. **See Table1.**

5- International practices related to public procurement classification

Literature review of the existing e-procurement classification of the developed countries shows different systems and approaches. The "United Nations Standard Products and Services Code" (UNSPSC) in Australia, the "North American Industry Classification System" (NAICS) in United States, the Procurement Classification (ProClass) in United Kingdom or the "Integrated Tariff of the European Communities" (TARIC) in the EU are examples of efforts to unify and model procurement-related data." (Alvarez-Rodríguez *et al*, 2014; Cole, 2006).

Brief information about each classification will be discussed in this section to overview the obstacles and challenges associated with similar efforts in the future.



Procurement standard	UNSPSC	NAICS	ProClass	TARIC
Abbreviations	United Nations Standard Products and Services Code	North American Industry Classification System	ProClass	integrated Tariff of the European Union
Developed by	jointly developed by the United Nations Development Programme (UNDP) and Dun & Bradstreet Corporation	Developed jointly by NAFTA member countries (Canada, Mexico, and the US)	Local UK government designed standard Used in UK (London Authorities)	European Union
Levels and hierarchy	Four levels Segment, Family, Class and Commodity 8 digit number	20 broad sectors Identified by a 6-digit code	3 levels hierarchy	10 digits code
Classifications	Latest version contains over 50,000 commodities	1,170 industry classifications	200 classifications	
Year	Developed in 1998	Introduced in 1997 to replace old classification (SIC)	From May 2006	
References	http://www.unspsc.org Xu et al, 2012	Kelton et al, 2008 businessdictionary, 2014; Krishnan & Press, 2003	Cole, 2006; IESE, 2014 ; Lacroix et al, 2011	

6- Public Procurement Classification Implementation Challenges in Bahrain

Implementation of unified procurement classification for Bahrain is not an easy task. It requires the collaboration and different meeting with all the stakeholders with clear links to the Bahrain 2030 strategy outcomes. Both business and technical implications may not be considered as the main challenges considering the other possible barriers like for example:

Non-acceptance of the classification by all the organizations, resistance from individual authorities, inability to differentiate between the product coding and classification, or any other top management support to fund and disseminate the concept to all the entities.

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Session 8
E-government



Requirements of Effective e-Government and Encountered Obstacles

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Concept of e-government

E-government is the transformation of the interests of the government and private sector towards carrying out their functions and tasks, in relation to public service or one another, in an electronic way, by using information technology and modern means of communication.

E-government in its simplest form means the transactions that can be conducted by the citizen with government agencies through the internet, in what can be called Business - to Government.

This technique allows for citizens and government agencies to exchange information and do businesses through the internet or other means.

Objectives of e-government

There are four objectives for e-government. These are:

- 1- Improving the level of performance of the services, as this objective avoids manual errors that may occur when doing services in the conventional method, and therefore, the flow of transaction data are easily made available, providing safe room for transparency, so as to easily track performance of each transaction at any time, helping inform officials and stakeholders about the causes of delay.
- 2- Reducing administrative complexities, as ICT can deliver information quickly and easily; in addition to completing the transaction in a short time of less than minutes. So, the public can browse communication site and accomplish the transaction in a single step without referring to several offices.

- 3- Reducing costs, as initial investment may require higher amounts to create an electronic environment, but the return on investment is quickly profitable, saving much time and effort for the public who need the service, representing prospective effort. And by contrast, the executing agency will make the service provided, as huge buildings to receive auditors and the cabinets for keeping transactions and providing service around the clock throughout the week and the year will be done without, not to mention reducing the need for large numbers of staff. And the government will be able to reap many benefits as a result of introducing the e-government project, including speediness in achievement, efficiency in work and receipt of service requests throughout the day and year. Therefore, what is achieved on the part of benefit (returns) will offset the investment cost over the long term.
- 4- Achieving maximum degrees of customer satisfaction, the unification of steps to implement the service is of mostly important for the earnings of the customer when applying for the service on the network. And the factor of transparency will have a role in determining the requirements of passing and accomplishing service requests, based on the knowledge of customer about what is required before activating service procedures. And in case monies are to be paid to complete the transaction, the customer will be able to transfer the money from their own account to the account of the institution that executes the service at the same moment. Furthermore, another goal can be added, which is linking between public and private sectors under one umbrella, where the public sector cannot be in any way separated from the private sector. The government is a key partner to the private sector. So, this suggests that both sectors are working in one direction, and thus, an electronic environment will link the two sectors under a common umbrella.

Requirements of e-government:

1- Proliferation of Internet:

The widespread use of the internet is one of the pillars upon which e-government draws upon. And in Yemen, statistics indicate that internet users have reached 300,000 subscribers, according to statistics of yemen.net. And although the number is very small, it only points out to how communications infrastructure is in need of major investments and intervention of the private sector to invest in this sector, as the more internet use expands in the society, the easier the task of e-government as an integrated project will be.

2- Legislations:

The transition to digital pattern of completing daily transactions led to heavy reliance on computers. This makes the volume of executed transactions and informational wealth, stored on devices, vulnerable to abuse and exploitation. So, security standards and privacy are regarded as important elements in creating confidence to deal with the activities of e-government, considered as the reassuring and safe entrance in e-government system, playing the role of defining regulatory frameworks for the set of laws that govern the security aspect, whether related to networks or systems and data.

As for privacy, the matter is important, in terms of the availability of secure technology that ensures the privacy of individuals when dealing with the electronic environment and what this area includes of retaining personal data that belongs to individuals and the patterns of their practices when engaging in e-government, following the process of logging in and out of sites they visit, in addition to the work performed on the sites where the customer is carrying out their transaction. At the same time, this includes the eligibility of those authorized with providing personal data, relating to individuals. Thus, this will be in accordance with specified and codified authorizations.

There is no doubt that there are many aspects for the legislations to be taken, importantly including:

1. Legitimacy of circulating data
2. Confidentiality and privacy of data
3. Protection of the electronic signatures
4. Protection of domain names
5. Consumer protection
6. Applicable laws

3- Cooperation of different sectors:

The e-government cannot be implemented in isolation from the private sector and citizen. It is an overlapping process. And a project like this makes it imperative to be faced by the entire society so that the government, business sector and non-governmental institutions can cooperate in an effective and quick methodology to meet the challenges that may hinder the implementation of e-government project in order for the society to achieve the overall goal of the government, i.e. re-engineering the way the society works and creating its role for work in a flexible and easy manner within institutions in the real time, required to perform the service.

4- Proliferation of computers:

It is difficult to imagine an e-government without the availability of computers at the moment. This may only be understood as computer in its conventional size. However, the requirements of e-government go beyond computer itself to include two key elements. These are computer networks and inclusions of workstations, software, local networks and large-scale networks.

These networks have key components, which are main service set that powers the network and organizes work of hardware components of the network. As for the second element, it is the network operating system that manages network resources.

So, it is clear that there are two levels for computing requirements. Firstly, at the level of individuals, which is the ability of individuals to acquire the devices that enable them to upload their transactions and track their progress. And secondly, at the official level, represented in providing services, networks and data operating systems, circulated on the network.

5- Communications infrastructure:

Whenever communications infrastructure is solid, it will have the ability to fulfill huge requirements that use information technology to upload work of e-government, allowing for absorption of future increases and expansions.

6- Reengineering business processes in government:

E-government projects require reengineering practicing and automation of procedures (converting them to digital or electronic format) to allow for the implementation of digital pattern.

◆ Implementation Strategy:

There is a common denominator between the government and the private sector, in terms of taking into account the cost factor when performing service and ensuring efficiency in production. So, the method of reengineering the implementation of businesses for performance quality, speediness in delivery, low cost and to satisfy customers is a matter of urgency. Yet, this will only come from the complete design and openness in this area, qualifying to transform to an operable e-government as mere announcement of e-government is not enough.

Based on this, the importance of having a strategy to determine the features of e-government and its set vision and to be achieved clear goals comes. The leadership plays an active role in this regard, through urging all members to step forward towards achieving the objectives of the strategy, while caring for the human element, regulatory environment and awareness factor, representing the components of the strategy selected to carry out work.

1- Vision:

Clear vision is important for e-government, as it determines how e-government will act during the coming period and the appropriate position.

2- Driving:

Leadership plays an important role in guiding e-government project. And here, two types of leadership can be identified. These are political leadership and executive leadership. Political leadership must have the initiative in advance to issue the directives, intended to achieve e-government, taking into consideration the demographic and geographic dimensions.

As for executive policy, it bears the burden of guiding all competent sectors in the field of e-government towards achieving the goal. It should identify the roles, follow-up workflow, guide and take corrective steps, and make sure of pushing forward necessary changes to translate set plans into reality. More importantly, the performance of timetable must be tracked for implementing drawn plans.

3- Human element:

The human element is an essential productive output that is indispensable for e-government. That is why the human element must be focused on as a driver. Therefore, developing and training such an element are a matter of urgency. This will only become facile through the provision of technical nursery and education for young people, and the establishment of technological villages, such as Dubai Internet City, Media and Technology City in Jordan, Smart Village in Egypt and Oasis of Knowledge in Oman. All these will support technical and human resources.

And the research centers are expected to raise an educated generation, based on researches in information technology and robust knowledge that makes it easier for the human element to take the right decision.

4- Regulatory environment:

The access to a digital pattern for completing and managing transactions, whether or not the government is the originating or executing party, requires the presence of legal parties to facilitate the establishment of e-government, making of it a project, recognized by everyone, which requirements are bound for everyone. This also necessitates that there should be a general trend that stimulates all categories to engage in this digital pattern.

5- Awareness raising:

The e-government project carries the dimensions that can change many concepts, both individually and collectively. And perhaps these changes may affect the future of individuals in the prospective digital system.

- ◆ Consequences and challenges facing implementation of e-government :

The sources of challenge can be identified in the following points:

- ◆ Regulating laws
- ◆ Financial obstacles
- ◆ Confidence factor
- ◆ Social obstacles
- ◆ Knowledge Management

1- Legal framework:

The completion of legislation framework is a fundamental factor for completing and generalizing e-government. So, in case of no endorsement of electronic documents that are not given legal form, this will affect the effectiveness of e-government. Therefore, demand is urgent for issuing appropriate and specialized legislations to organize e-government work.

2- Financial obstacles:

The obstacles before the efficacy of operating e-government and Arab societies are the areas of youth density. This suggests that the rate of population growth puts pressure on communications infrastructure, and this does not provide the speed of access to the service. The same is measured for scattered places of difficult terrain and low population densities. All these factors together constitute a financial challenge for telecommunications providers to monitor financial budgets so as to provide sufficient space of frequencies and broad bands, as well as constantly evolving communication technology.

3- Confidence:

Confidence is a substantial factor within the scope of e-government. It must take root in the minds of individuals, and institutions as well, that use of modern technology is a safe procedure that saves time and effort at the same time. For example, there is only a small percentage of bank account holders in Yemeni banks, specifically CAC Bank, who use phone banking to pay utility bills and transfer from one account to another. This refrainment indicates a point that must be gathered around by all parties, in an effort to attract individuals to start using and adopting this service, as it represents the best and safest way and for all parties and allows room for transparency and precedence in information.

4- Social factor:

One must not overlook the fact that there is a percentage of illiteracy in the Arab world, and Yemen is not excluded, with a ratio of 28%. This is a fairly large percentage. Moreover, Yemen, like other Arab countries, is characterized by a young population density, underscoring the importance of giving the education sector utmost importance in this area, as long-term investment should have a greater share. This indicates that human element, previously described, is one of the pillars of strategy that must be cared for, trained and qualified to cope with demands of modern technology.

5- Management of knowledge:

Knowledge is the real capital, and whenever accumulated knowledge is relevant with modern requirements, it will exhibit more ability and success in dealing with businesses and developments in all areas. As a matter of fact, the management of flowing information represents a challenge to institutions. And the compilation of figures and data can be seen as an essential and important process, for the aspect of knowledge. Therefore, success does not lie in the collection of data and numbers; rather, it lies in the ability to provide safe and modern information at the required time. Hence, the importance of knowledge management shows, as it provides valid information that effectively mean to serve the target, in addition to its ability to deliver information between concerned parties as fast and safe as possible, when directed, as well as relevant entity and how it is managed. Note-worthy, browsers of some websites have facts and figures. However, these figures are characterized by modernity and validity. This can be explained for one reason, which is that efforts, made in designing and publishing sites, are distinct, while exerted efforts to update the contents of sites are diminishing with time. This causes these websites to lose their popularity. Therefore, the browser will not visit the website again.

Recommendations and proposals to be taken into account:

If you veil correct information from any person or provide them with distorted, incomplete or stuffed with propaganda and falsehood information, you will be destroying their thinking organ, taking them to below the human level" Arthur Salzburger, founder of New York Times. "It is the correct information which builds generations and the orientation towards adopting an electronic pattern in the achievement of businesses, whether in the private or public sector, is not a new thing. Furthermore, it has become a practice, which is fragmented, if not in a holistic manner, or provides a simple piece of information. Therefore, personal review is a must to get what is desired. And the business strategy, selected for launching e-government in any society, plays an important role in charting the course of implementation and to overcome the obstacles facing the electronic project.

The e-government as a project raises a question regarding the safeguards of the confidentiality of data circulation and reassuring those who are afraid of the likelihood of data loss as a result of potential damage from viruses or hackers, consequently using information by parties that are not interested in them. In this regard, a US company managed to analyze Arabic language. This allows for controlling the documents, written in Arabic, through the internet, and incorporating them into search engines and data extraction. The question is elongated by the importance of selecting the elements of executive leadership and initiating direct contact with the political leadership in order to avoid the usual routine. Many of the programs and projects that had big concepts and goals began as giant and ended with a small content.

And as it is said, "if something becomes precious, talk will be more about it". And the project of e-government is a lofty goal that must include everyone, here and there, public and private sectors, those educated and uneducated, disabled and healthy, being linked by a series of interconnected loops, according to a system that provides high security and efficiency in operation. Therefore, **the most important practical steps to be taken include the following:**

- 1- Developing clear vision and strategic objective to achieve the e-government project, for better future.
- 2- Starting plans and setting schedule of implementation, through determining the services that can be computerized and the sectors to be automated as a first step to implement the project.
- 3- Building broad databases that include all financial and administrative sectors in the State, which is the first step to build e-government and be circulated among all in transparency. Only then, the investment climate can be characterized by relief, the economy grows and routine disappears. This will happen only by rehabilitating infrastructure of communications to accommodate the qualitative shift that takes us to the digital space.
- 4- Taking experiences of others into account when e-government is established. The best example for application is the Government of Dubai. The Government of Dubai applied the model of e-government system provided by Oracle Corp., a leading company in e-government systems.
- 5- Qualifying cadres and supporting curriculums with computer sciences and databases, in addition to embedding these materials as a prerequisite for graduating a sophisticated digital society, and colleges can be places for specializations and expansion of research and development.
- 6- Amending laws necessary for the process of change and beginning to develop programs to raise awareness and demonstrate the advantages the citizen will have by applying electronic systems, as well as the conditions and obligations to be taken while handling systems.

Policy Making and Assessment: Case Study of Bahrain Enterprise Architectures Policy & Standards in Information Technology (IT)

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Building on the belief that there exists a positive correlation between the desired level of e-government capability and maturity and the required level of policy architecture maturity, The eGovernment Authority (eGA) of the Kingdom of Bahrain embarked a eGovernment program aimed at improving service delivery to citizens through seamless integration and connected governance.

In order to ensure increased efficiency and effectiveness of e-Government, it is important that **“Whole of Government”** operates in a consistent, standardized and best practice driven manner. That's where the journey for kingdom wide e-Government policies and standards initiates. Policies are formal documents that aim to guide the behavior of Government and the application of standards with the aim of achieving a desired outcome such as **“safe IT environment”** or **“efficient usage of IT resources”**. These standards establish uniform requirements for all Government entities with regards to current or planned organizational component (e.g. Policy Standards, Architecture Standards, Technology Standards, and Program Management Standards etc.). This paper will describe the Policy and Standards project starting with definition of policy, principle, objectives and scope of the project, the approach taken to plan & assess, Architect, design, implement, govern. This paper demonstrate primarily on brief description about architecting the policy lifecycle framework, formation of Governance structure, Roles & Responsibility of each stakeholder to govern and it excludes the syndication approach, we leave to audience belonged government regions business reengineering culture and practice. During the policy lifecycle framework,

a clear policy making and assessment view was established and concluded. This built a foundation to study and analyze the current state in the government entity and the international best practices are taken into consideration to set a direction to redefine the policy making and assessment process according to the government culture in the Kingdom of Bahrain which support and revolve across eGovernment strategy and Bahrain vision 2030. This policy and standard exercise triggered to identify and redefine eight (8) different domains in the Information Communication Technology (ICT) arena which is internationally acclaimed.

INTRODUCTION

Government around the world are leveraging advances in Information and Communication Technologies (ICT) to enhance their services delivery mechanism so as to improve citizen satisfaction towards government as well as gain competitive advantage over other nations in attracting. In order to achieve this objective, eGA realized the need for a Kingdom-wide strategy and holistic guiding plans, and hence decided to design, develop and implement National Enterprise Architecture Framework (NEAF) for Kingdom of Bahrain. NEAF would help in managing complexity, Manage IT portfolio, Policy making and Assessment, deliver road map for changes, support business & IT budget prioritization etc. Different issue in any organization like legacy transformation, business changes, infrastructure renewal, Application renewal and Business IT alignment can be resolve by designing Enterprise Architecture. This paper demonstrates the Policy Making and Assess-

ment for better Public Administration in the Kingdom of Bahrain. The prime objective was to study existing IT policies in the government and propose appropriate policies required and making structure, governance model for the Kingdom of Bahrain. In today's connected and e-enabled world, it is critical that all government entities across the Kingdom operates in a standardized way ensuring seamless real time access to required information for delivering government services without compromising on security and privacy aspects.

With the world as well as the Kingdom accelerating towards technology enabled electronic channels for providing government services; eGovernment has emerged as one of the key drivers and pathfinder for transforming government experience. eGovernment is no longer restricted to e-enabling government operations; instead it has matured to be a key enabler in the transformation journey of tomorrow's government.

What is „Policy“?

A definite course or method of action selected (by government, institution, group or individual) from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions.

A specific decision or set of decisions designed to carry out such a course of action.

Thus, it would be incumbent for us to have our preferred definition, that is:

“Policy is a decision-making framework or course of action to achieve a desired effect or change.” In the context of the public sector, policies support political purposes by Government or administrative directions by organizations in response to the changing world around them.

Policy can:

- ◆ Be broad and visionary.
- ◆ Set direction.
- ◆ Express standards, behaviours, and expectations to guide actions.
- ◆ Be a concept or stated position of intended outcomes.
- ◆ Be a statement of principle.
- ◆ Policies are distinct from procedures and guidelines, which are operational instructions or processes for applying a policy decision. Operational procedures interpret policy and define activities that must be carried out to implement the directions and goals set by policies. They are designed to achieve outputs. To reach consistent results, they place boundaries on how much individual discretion is permitted when interpreting policy.

Driving Principle

This paper intended to demonstrate the eGovernment authority (eGA) Kingdom of Bahrain case study of policy making and assessment. eGovernment authority studied across twenty eight (28) government entities through a

National Enterprise Architecture Program to streamline the public administration particularly in the field of information communication technology to ensure the standards and processes. The Policies and Standards are, Key to improve efficiency in eGovernment by

- ◆ Enforcing efficient governance & compliance across eGovernment ecosystem
- ◆ Achieving standardized operating environment conforming to best practices
- ◆ Easier accomplishment of connected government paradigm

Critical to National Level Governance and compliance Hence it should be managed centrally as National Initiative, owned by the formed governance group, it ensures the active involvement of Information Communication Technology Governance Committee (ICTGC) and Supreme Committee of ICT (SCICT) of Kingdom of Bahrain, and it should be implemented and monitored across ministries and government entities.

Project Objective and Scope

Enterprise Architecture (EA) is practiced in many industries; private and public sectors. It is very important before embarking EAs “Policy and Standards” project that the objectives to be achieved are defined clearly. As a trend EA could serve different objectives; in this the primary objective implies in this policy and standards project is to transform Kingdoms e-Government environment to implement cross-government IT policies and standards designed in conformance with international best practices yet customized for catering to specific needs of the Kingdom.

The policies and standards will be enforced, managed and governed across all entities. In particular, this project is conceptualized to accomplish the following specific objectives

- To ensure “Whole of Government” operates in a consistent way
- To achieve Consistent interaction across entities facilitating
 - ◆ Easier integration possibility
 - ◆ Improved Interoperability
 - ◆ Improved efficiency and performance
 - ◆ Improved citizen centricity across eGovernment services
- To adopt and implement Systematic Enforcement mechanism
- To run eGovernment in Secure, Best Practice Driven yet agile manner
- Should develop policies & standards, educate entities, as well as monitor and report on compliance to Supreme Committee of Information Communication Technology (SCICT).

This project mainly demonstrates the cross government policies associated with IT and applicable to all government entities. And it excludes specific policies related to particular initiatives (e.g. interoperability, Green IT, Spatial Data etc.) and Government function related policies (e.g.

Illustrative Approach

A comprehensive set of activities needs to be followed by government entities for empowering the policy making and assessment journey. At first, the eGA has laid out overall approach mechanism as illustrated in the below figure. Which is a stage wise approach mainly consist of plan, assess, architect, design, implement and govern along with cross government collaboration.

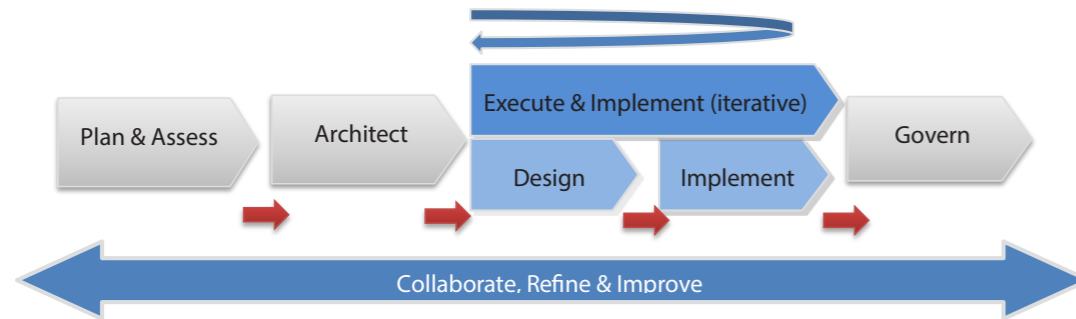


Figure 1: Illustrative Approach

Plan & Assess Stage

During the planning stage there are key major activities are undertaken by the team to analyses, study the current state in the government to derive a mechanism to address, there are many data points had been collected from the National Enterprise architecture initiative,,s AS-IS Architecture artefacts and as well made a survey with key government entities in the kingdom. The primary activities includes

- Identify and assess exiting Policies and Standards
- Establish complete list of required policies and standards
- Establish priorities and implementation sequence
- Identify Stakeholders
- Establish communication plan

This paper does not elaborate detailed information of these stages since it is more theoretical in nature and all government can use their own pragmatic approach which is commonly been played across the region. This paper try to elaborate primarily on the architecting and governance framework model and try to explain one cross government key policy been designed approved by the committee and implemented and educated. In order to achieve a quality policies and expertise available in the kingdom, eGA has played an advisory role and handed over to the respective domain policies to the respective expertise government entities to design and follow the policy lifecycle framework.

Architect Stage

This is the key area where the real policy lifecycle framework, governance model has been formed and team has formed the below stated activities to drive forward.

1. Policy and Standards Lifecycle Framework
2. Governance Structure
3. Define Stakeholder Roles & Responsibilities

4. Policy Structure and Criteria
5. Policy Criteria Decision Tree
6. Policy Document Templates

1. Policy and Standards Lifecycle Framework

Operating policy and standards driven eGovernment is a journey. Hence understanding, managing and governing the lifecycle is critical. Conceptualization, development and implementation of policies and standards require multiple critical perspectives to be addressed... Awareness on overall need among government entity leadership, Management support from all government entities, Effective participation from key entities, Acceptance of ownership across governing bodies and decision authorities, Conformance of policies & standards integrated with review and audit cycle. Well defined and agreed Policy and Standards Lifecycle framework as exhibited in the below figure...

E-Government and E-Citizenship in the Kingdom of Bahrain: Manifestations, Perspectives and Future Trajectories

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ABSTRACT

E-government and e-citizenship are trends in governance that are believed to have gained significant momentum in the second decade of the 21st century. It is based on the principle that effective and efficient administration of basic services and facilities to the communal sector can be brought to a higher ground through the exercise and utilization of Information Communication Technology (ICT) and other related computer applications that are readily accessible to the public (Jeong, 2007). An intrinsic element to the aforesaid tenet is the pivotal role of computer technology in the process of positioning e-governance and e-citizenship to actual practice. Nkwe (2012), in a discourse about the shift from traditional governance to the novel model of public administration, highlights the impact of electronic forms and methodologies in providing varied social services to the general public. These outcomes have positive bearing to both the government and the civic domains of society such as enhancing the transparency of supervision and control; advancing physical, resource, and time management aspects; and enriching the attitudinal and human relation dimensions of the state interaction with the citizens (Monga, 2008). Hence, e-government has been accepted as an indication of a systematic and well-planned attempt in employing ICT to ameliorate the management of public affairs and the formulation of political decisions (Haldenwang, 2004)

The aforesaid propensities of e-governance and e-citizenship in transforming conventional governance have led many governments across the globe to reinvent their image by incorporating the principles of the former. In Australia, the exercise of e-governance is primarily based on the trans-sector model wherein an entity is responsible

for the infrastructure shared by the health, communication, environment, media, business, education, public administration, social services, and other sectors of the communal society (Budde, 2013). Korea's implementation of e-governance has proven to be avant-garde which is facilitated by careful collaborative planning. This is explicitly described in Song's (2003) work wherein utilization management, operation and maintenance, monitoring and evaluation, system development, managing critical factors, setting up strategies, benchmarking, environmental analysis, and institution building are all components of the three phases of e-governance implementation. In 2012, the United Nations Public Administration Network declared that most of the countries in the world have integrated the use of ICT in the delivery of public services (UNPAN, 2012). The said premise finds verity in the report of Kitaw (2006) wherein the ubiquity of e-governance initiatives are felt albeit with reservations in many African countries such as Rwanda, Ethiopia, and Mauritius. Presence of electronic and digital means of governance is also evident in other African countries such as Kenya, Tanzania, and Uganda which are also member-states of the East African region (Kaaya, 2001).

Despite the positive promises of e-governance and e-citizenship, many scholars continue to document the limitations in the course of reinvention of government strategies using ICT. Cordella (2007) describes that some bureaucratic institutions that use e-governance framework neglect vital areas of public administration such as the facility to coordinate efforts in the public arena and the mechanisms to employ standards of impartiality and equality. Edmiston (2003) succinctly notes that creation of marketing schemes, reinforcement of privacy, and fostering equity and financing are

the common concerns related to the complete and successful implementation of e-government. The limited transformative power of e-government approaches is also accentuated by recent empirical studies through the measurement of online transactions and interactivity among the users of the technological infrastructures (Norris and Reddick, 2012). Szeremeta and Kerby (2005) report that leadership, political commitment, infrastructure, access to the internet, trust, and financial resources are some obstacles to the full operation of e-governance. Resistance to e-governance initiatives has also been noted as one of the related drawbacks that are experienced by some industrialized countries. One of the documented cases of conflict between the civil society and the government is that of Korea, wherein the former refuses to submit to the state's legislation to digitalize the education system and to utilize the national electronic ID card (Jho, 2005).

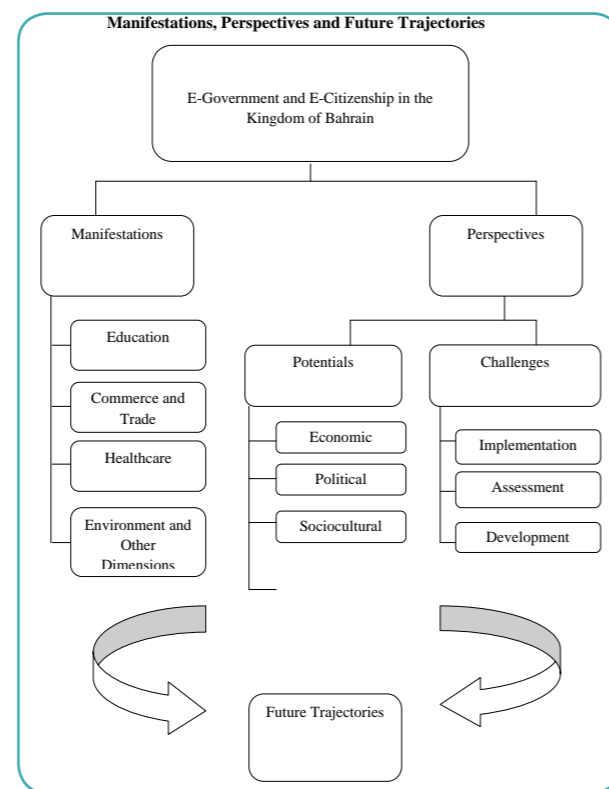
In the inquiry about the elements of e-governance and e-citizenship, reference to existing frameworks and models can be advantageous and practical. Chen, Chen, Huang & Chin (2006) proposed a comparative framework of e-governance between developed and developing countries, wherein history and culture, technical staff, infrastructure, citizens, and government officers are the main components. A four-tiered e-government implementation framework was outlined by the International Telecommunication Union (2009) which takes infrastructure, policy, governance, and outreach to the center stage. The two phases of e-governance implementation was explored by Reddick (2004) wherein the first phase involves the process of information dissemination and the second phase entails actual transactions that are viewed to be schemes of public administration from street-level to system-level formalities. Al-Adawi, Yousafzai, & Pallister (2005) proposed a useful conceptual model of citizen adoption of e-government by featuring the mechanism of the government to monitor the perceived risk, perceived ease of use, trust transaction, intention to get information, and the behavior of the citizens in getting information from the government. Transforming e-governance from being department-centric to citizen-centric is another relevant paradigm that was introduced by Al-Khoury (2011).

In the Kingdom of Bahrain, e-governance and e-citizenship has passed the infancy stage. In fact, the country has an index of 0.6946 and is in the 36th rank in terms of e-governance readiness index among the top 50 countries in the world (United Nations Department of Economic and Social Affairs, 2012). In the same token, Sofiane (2005) acknowledges the advance level of e-governance implementation of Bahrain among other Gulf Cooperation Countries (GCC). This exemplary status of e-governance in Bahrain necessitates conscious efforts on the part of the government and civil society. To sustain this status, deliberate exercise of the same is paramount. Conducting a timely and innovative documentation and analysis of the present e-government

implementation of the country would virtually contribute to these national goals; thence, this endeavor was pursued.

This paper explores the manifestations, perspectives, and future trajectories of open government and e-citizenship in the Kingdom of Bahrain. Using a systems review approach, the first section of the paper shall probe the various manifestations and strategies used by the government of Bahrain to implement the said practice in the area of education, healthcare, commerce and trade, and environment as well as other aspects of public administration. The second section of the paper shall elucidate the economic, political, sociocultural, and eclectic potentials of open government and e-citizenship in the context of Bahrain. It shall also give light on the challenges in terms of implementation, assessment, and development issues associated with the aforesaid practice of public governance. The e-governance frameworks and models proposed by the International Telecommunication Union (2009), Reddick (2004), Al-Adawi, et al (2005), and Al-Khoury (2011) form an important element of the discussion paradigm in this analysis. A set of future trajectories and recommendations based on empirical and theoretical discussions about the open government and e-citizenship practices in the Kingdom of Bahrain shall comprise the final section of the paper.

E-Government and E-Citizenship in the Kingdom of Bahrain: Manifestations, Perspectives and Future Trajectories



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Designing Intrusion Detection System and Hybrid Encryption for e-Government of Bahrain

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Introduction :

Exponential increase of usage of e-government system has led the author to carry over this research work. In present paper, IDS and hybrid encryption have been focused to protect data and system of e-government of Bahrain from different types of attacks. Proposed IDS system is designed on the basis of various classifier methods from which the system will learn about the traffic, 'normal' and 'anomaly'. Proposed 7 phases of encryption algorithm will protect the data in storage, in transition in processing from the hackers. Objective of this hybrid complicated encryption technique is to make the computation time high for decryption.

Section 2 depicts various attacks, Section 3 explains protection system from attacks, Section 4 discusses proposed IDS and hybrid encryption, Section 5 mentions experimental results, Section 6 concludes the paper.

Various Attacks:

Objective of this research is to propose the security mechanism which will protect entire e-government system, its data in storage, during transition, during processing. Mostly three categories of attack are existing, attacks against availability, attacks against confidentiality, and attacks against integrity [3].

Attacks against availability:

In such type of attack, attempts are made to overload the available resources or some resources are made unavailable for certain time to the legitimate user. DOS is such type of attack which can result in unavailability of particular portal services to the legitimate citizen in e-government services.

They can also damage the software or data for any portal system. Common type of DOS attack is to send more traffic to a network node than it can process, as a result of which network gets flooded and that particular node functionality gets disabled. PING flood, SYN flood are such type of attacks. In e-government services, server node should not be attacked by such DOS attack so that communication from citizens to government should not be affected. Our proposed IDS can take care of such type of attack so that once it identifies such attack traffic; it will block further traffic from the same sender node destined to the particular recipient node.

Attacks against confidentiality:

Attempts are made to reveal the contents of the communication in this type of attack. Attackers can reveal the secret information of communication. "Eavesdrop" is such type of attack. "Eavesdrop" attack cost the loss of secrecy, privacy, confidentiality of the system though in such type of attack no attempt is made to change the content of the communications. As e-government system deals with the data of citizen, it is utmost important to maintain privacy of the personal data of those citizens. Propose IDS will identify such traffic and protect the e-government system from "Eavesdrop" attack. "Aggregation" is another form of attack against confidentiality where attackers deduce the information from set of data available in the system. Here, also it's important to identify the unauthorized user when such attempt is made. Real time IDS can help in identifying such attacker and block that IP immediately to keep the data of citizens confidential. Sniffing password / encryption key and attempting to get the confidential data is another attack against confidentiality. Proposed IDS will identify such unauthorized user who tries to steal encryption key and if such type of users are detected, encryption key will be changed real time for further transaction of e-government system.

Attacks against integrity:

Attacks, where attempts are made to modify the contents of the communications, are categorised as 'attacks against integrity'. "Man In The Middle" (MITM) is one such attack where attackers sniffs the packet during transition and modifies the content of the packet and resend without the knowledge of sender and receiver. Such types of attacks are very crucial and sometimes misleading for e-government system as it handles the data of citizens. Again proposed IDS and real time encryption technique can help in protecting e-government system from MITM attack. "Web Site Defacing" or "Hijacking" is another such attack where attackers change the contents of the web page of any institution without the knowledge of the owner. In e-government system, for such type of attack, attackers can gain information about the citizens. "Password sniffing" is another attack which affects integrity. Again, hybrid encryption technique where decryption will be complicated can protect the e-government system from such attack.

Protection System for Attacks:

Various security mechanisms can work as protection system from such types of attacks. These protection systems can be implemented in different layers of the e-government system, like in network layer, physical layer, application layer, operating system layer.

Authentication in User-Node:

Authentication is checked in user-node system. Password, smart card, encrypted key or biometric features are used for authentication in user-node. When session is established with any citizen and government through the network, before starting session, authentication should be verified in server system. Biometric authentication is more reliable than password or smart card or encrypted key.

Access Control:

This protection mechanism decides which user will be given rights to which part of the system. Once the authentication is satisfied by the protection system, authorization of e-government system will be active which will restrict the user to access only the parts for which the particular citizen is authorized. It protects the system and data from the attacks of confidentiality, integrity. Authentication and access control go side by side. There are three access control policies should be implemented in e-government system, Mandatory Access Control (MAC), Discretionary Access Control (DAC) and Role Based Access Control (RBAC). The sensitivity level at which the citizen is working should be compared to the sensitivity level of the object being accessed in MAC. The citizen should be given the access rights on the object if MAC checks are passed. DAC should restrict the access of citizen(s) to objects based on the identity of citizen(s) in e-government system. In RBAC, access is given to the citizen to those data set of system related to the roles / functions for which the user is authorized of e-government system. To implement these three policies, any of the mechanism, like Access Control Lists, Capabilities, Authorization Table can be

implemented to store the access matrix of the e-government system. This access matrix should contain the information which citizen has access rights to which data object.

Intrusion Detection:

Intrusion Detection System is a protection mechanism which monitors the traffic and analyses each traffic. It identifies the traffic as 'normal' or 'anomaly'. The traffic identified as 'anomaly' can be related with any attack against availability, confidentiality, integrity. There are three models of IDSs, i) misuse model, ii) anomaly model, iii) specification based model which are mainly used for protection. Misuse detection model maintains a database for known attacks, i.e., data base is maintained for patterns of attacks or attack signatures. This model is also known as "signature based intrusion detection". Machine Learning technology helps the system in learning regarding traffic. Rules are generated to identify the traffic as 'anomaly' or 'normal' depending on the values of their characteristics. This model monitors the traffic, analyses the traffic applying the rules learnt from the system and decides the traffic. Anomaly model considers any unexpected behaviour as intrusion. It monitors the traffic and if it finds the behaviour of the traffic does not match with the normal behaviour, it considers the traffic as 'anomaly'. Sometimes such detection becomes false. This model uses the statistical, data mining technique to determine the traffic. Specification based model captures the sequences of normal traffic and if it observes any traffic which is not following the sequences as per the normal traffic, model declares the traffic as intrusion.

Extrusion Detection:

This technique analyses system activity and outbound traffic to detect suspicious users which can be a threat to the system. It works on data mining techniques by generating rules from the behaviour of outbound traffic.

Cryptography:

This technique combines encryption and decryption technique. Here, in e-government system, objective should be applying a complicated encryption technique so that hackers need more computation time for finding decryption key. In that case, sensitive data of citizens can be protected from hackers from the attacks against confidentiality and integrity.

Proposed IDS and Hybrid Encryption:

Proposed IDS uses various classifier methods to classify the traffic data. According to the classification methods, error rate varies and it also depends on the system data. Here for experiment, in absence of actual e-government system data, NSL-KDD 2009 Data set has been used. Some of the classification methods, like Support Vector Machine, Decision Tree, Naïve Bayes classification, explained below. For each of these classification methods applied for IDS, error rates have been represented in terms of 'confusion matrix' [4]. IDS for practical applications should be designed based on the two criterions, i) error rate, ii) computation time. Both the two factors are guided by actual system data. If the size of system data is too large for computation, dimension reduction should be considered before classification to achieve

optimum computation time without compromising error rate. Different classifiers take different analysis time and as IDS works in real time, it is very important to study the system data for identification of redundant data. Those redundant data should be removed for classification to improve time efficiency. Rough Set Theory can be applied to reduce dimension size of system data [5].

Support Vector Machine(SVM):

A significant amount of research on support vector machines have been carried out already and It has established its place as classifier in many applications. Support vector machine uses a kernel function for transferring the training data into a high dimensional feature space F and the hyper plane is learnt for classification. In essence, support vector machines define hyperplanes, which try to separate the values of a given target field. The hyperplanes are defined using kernel functions. The most popular kernel types are supported: linear, polynomial, radial basis and sigmoid. Support Vector Machines [6,7] can be used for both, classification and regression. The computational complexity of SVM training depends on the number of training data samples.

Decision Tree:

Quinlan's ID3 decision-tree building algorithm [8,9,10] is one of the popular and powerful algorithms for inductive learning. In the tree, decision class denotes the leaf node and characteristics represent non-leaf nodes of the tree. For training set, ID3 takes objects of a known class, which has the values of all conditional attributes (non-leaf nodes). Rules of the decision tree are generated incorporating these attributes that correctly classifies all the given objects. It uses optimized path to reach the decision class including all attribute values mentioned in the tree applying if-then rules.

Naïve Bayes:

A Naïve-Bayes classifier is constructed by using the training data to estimate the probability of each category given the system feature values of a new instance. Bayes theorem is used to estimate the probabilities:

$$P(C = c_k | \bar{x}) = (P(\bar{x} | C = c_k)P(C = c_k)) / P(\bar{x})$$

The quantity $P(\bar{x} | C = c_k)$ is often impractical to compute without simplifying assumptions. The Naïve Bayes classifier [11] assumes that the features x_1, x_2, \dots, x_n are conditionally independent, given the category variable C. This simplifies the computations yielding:

$$P(\bar{x} | C = c_k) = \prod_{i=1}^n P(x_i | C = c_k)$$

Naïve Bayes classifier is surprisingly effective for classification for most of the systems.

Confusion Matrix:

Confusion Matrix or table of confusion provides information about actual and predicted classification achieved by a classification system. Actual values are written column wise and predicted values are written as row wise. Following confusion matrix table gives the indication how actual and predicted are represented.

p		Actual Value		Total
		n		
Predicted Value	p'	True Positive(a)	False Positive(b)	P'
	n'	False Negative(c)	True Negative(d)	N'
total		P	N	

Accuracy (AC) is the proportion of the total number of correct predictions. It is calculated by the following formula

$$A = \frac{a + d}{a + b + c + d}$$

True positive (TP) is the proportion of positive cases which are correctly classified and calculated by the following formula

$$P = \frac{a}{a + c}$$

False positive (FP) is the proportion of negative cases that are incorrectly classified as positive and calculated by the following formula

$$P = \frac{b}{b + d}$$

True negative (TN) is the proportion of negative cases that are classified correctly and calculated by the following formula

$$N = \frac{d}{b + d}$$

False negative (FN) is the proportion of positive cases that are incorrectly classified as negative and calculated by the following formula

$$N = \frac{c}{a + c}$$

Precision (P) is the proportion of the predicted positive cases that are correct and calculated by using the formula

$$P = \frac{a}{a + b}$$

Accuracy is the proportion of the total number of correct predictions.

Hybrid Encryption:

This technique combines more than one encryption algorithm to convert plain text to cypher text. In paper [12], CCRX encryption algorithm has been applied for encryption with 4 phases, adding 3 phases more along with that encryption algorithm, will yield a complicated hybrid encryption algorithm. Such encryption algorithm for e-government system will help the citizen and government both to protect data and system from hackers against confidentiality and integrity.

Experimental Results:

In proposed IDS, NSL-KDD 2009 Intrusion Detection System data set has been considered for experimental analysis. Each object has 42 attributes, out of 42 attributes 41 are conditional attributes and 1 is decision attribute which has two class levels, 'anomaly' and 'normal'. Out of 41 attributes, 34 are continuous and 7 are discrete attributes. Description of each attribute is given in Table 1. Various classifier, Support Vector Machine (SVM), ID3, Naïve Bayes have been applied for classifying traffic as 'normal' and as 'anomaly'. Experimental results have found out by using Tanagra Software. Table 2, Table 3, Table 4, Table 5 represent confusion matrix with error rate of "SVM", "ID3", "Radial Basis Function", "Naïve Bayes Classifier".

Table 1: Description of each Attribute

Feature	Description	Type
1. Duration	Duration of the connection	Continuous
2. Protocol type	Connection Protocol (e.g., tcp,udp)	Discrete
3. Service	Destination service (e.g., telnet,ftp)	Discrete
4. Flag	Status flag of the connection	Discrete
5. Source bytes	Bytes sent from source to destination	Continuous
6. Destination bytes	Bytes sent from destination to source	Continuous
7. Land	1 if the connection is from/to the same host/port; 0 otherwise	Discrete
8. Wrong fragment	Number of wrong fragments	Continuous
9. Urgent	Number of urgent packets	Continuous
10. Hot	Number of "hot" indicators	Continuous
11. Failed logins	Number of failed logins	Continuous
12. Logged in	1 if successfully logged in; 0 otherwise	Discrete
13. # compromised	Number of "compromised" conditions	Continuous
14. Root shell	1 if root shell is obtained; 0 otherwise	Continuous
15. Su attempted	1 if "su root" command attempted; 0 otherwise	Continuous
16. # root	Number of root accesses	Continuous
17. # file creations	Number of file creation operations	Continuous
18. # shells	Number of shell prompts	Continuous
19. # access files	Number of operations on access control files	Continuous
20. # outbound cmds	Number of outbound commands in an ftp session	Continuous
21. is host login	1 if the login belongs to the "host" list ; 0 otherwise	Discrete
22. is guest login	1 if the login is a "guest" login; 0 otherwise	Discrete
23. Count	Number of connections to the same host as the current connection in the past two seconds	Continuous
24. Srv count	Number of connections to the same service as the current connection in the past two seconds	Continuous
25. Serror rate	% of connections that have "SYN" errors	Continuous
26. Srv serror rate	% of connections that have "SYN" errors in Srv count feature	Continuous
27. Rerror rate	% of connections that have "REJ" errors	Continuous
28. Srv rerror rate	% of connections that have "REJ" errors in Srv count feature	Continuous
29. Same srv rate	% of connections to the same service	Continuous
30. Diff srv rate	% of connections to different services	Continuous
31. Srv diff host rate	% of connections to different hosts	Continuous
32. Dst host count	Count of connections having the same destination host	Continuous
33. Dst host srv count	Count of connections having the same destination host and using the same service	Continuous
Feature	Description	Type

34. Dst host same srv rate	% of connections having the same destination host and using the same service	Continuous
35. Dst host diff srv rate	% of different services on the current host	Continuous
36. Dst host same src port rate	% of connections to the current host having the same src port	Continuous
37. Dst host srv diff host rate	% of connections to the same service coming from different hosts	Continuous
38. Dst host error rate	% of connections to the current host that have an S0 error	Continuous
39. Dst host srv error rate	% of connections to the current host and specified service that have an S0 error	Continuous
40. Dst host error rate	% of connections to the current host that have an RST error	Continuous
41. Dst host srv error rate	% of connections to the current host and specified service that have an RST error	Continuous

Table 2.

Confusion Matrix value with 34 continuous attributes where error rate is 14.04% using "SVM" classifier

Results						
Classifier performances						
Error rate			0.1404			
Values prediction			Confusion matrix			
Value	Recall	1-Precision		anomaly	normal	Sum
anomaly	0.9692	0.1268	anomaly	9399	299	9698
normal	0.3657	0.2753	normal	1365	787	2152
			Sum	10764	1086	11850

Table 3.

Confusion Matrix value with 34 continuous attributes where error rate is 5.5% using "ID3" classifier

Results						
Classifier performances						
Error rate			0.0550			
Values prediction			Confusion matrix			
Value	Recall	1-Precision		anomaly	normal	Sum
anomaly	0.9859	0.0511	anomaly	9561	137	9698
normal	0.7607	0.0772	normal	515	1637	2152
			Sum	10076	1774	11850

Table 4.

Confusion Matrix value with 34 continuous attributes where error rate is 18.16% using "Radial Basis Function" classifier

Results						
Classifier performances						
Error rate			0.1816			
Values prediction			Confusion matrix			
Value	Recall	1-Precision		anomaly	normal	Sum
anomaly	1.0000	0.1816	anomaly	9698	0	9698
normal	0.0000	1.0000	normal	2152	0	2152
			Sum	11850	0	11850

Table 5.

Confusion Matrix value with 34 continuous attributes where error rate is 13.42% using "Naïve Bayes Classifier" classifier

Results						
Classifier performances						
Error rate			0.1342			
Values prediction			Confusion matrix			
Value	Recall	1-Precision		anomaly	normal	Sum
anomaly	0.9134	0.0781	anomaly	8858	840	9698
normal	0.6515	0.3747	normal	750	1402	2152
			Sum	9608	2242	11850

Conclusions:

It is clear from experimental analysis that different classifier produces different error rate for same set of data. It is very important to analyse the actual system data for conclusion. Accordingly, classifier can be decided for implementation for security of e-government system of Bahrain.

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IT Strategic Planning and Governance: an Implantation Experience of Methodology and Skills development of Government Entities of Bahrain

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1. Introduction

In the modern organization, Information Technology (IT) plays an increasingly important role in enabling all business processes. IT has become everybody's business and the proper management of IT across the enterprise can substantially boost competitiveness, increase efficiency and enhance customer satisfaction.

Strategic planning is not just a task. It is a process. The better planned the process, the better the results. A strategic planning process is also a crucial communications vehicle between IT and the rest of the organization. An open and inclusive process will lead to a better plan, increased understanding by all, and closer alignment of corporate and IT strategy.

The term "IT Governance" refers to formal high level processes and structures for IT strategic planning, prioritization, decision making and performance measurement. By having these formal processes and structures – such as IT strategy and steering groups – the organization can more effectively

- Align IT strategy with the business strategy
- Transform high level strategic goals into actual IT projects
- Establish procedures for prioritizing IT projects that are understood and supported by all senior managers

By "high level" we mean that these processes and structures extend beyond managing the IT department to address strategic IT issues across the entire enterprise. As they impact the entire organization they demand wider involvement and particularly the participation and support of senior management.

2. Scope and Objectives

e-Government Authority of Bahrain (EGA) has taken this matter as one of its high priority initiatives in its 2010-2014 strategy. This was based on the belief that smart, wise and cost effective IT investment at national level is only the result of properly structured and accurate IT planning and governance at the lower levels, i.e. various government entities (ministries, authorities, directors, etc.). This belief was recently translated into a very strategic project that has shown very successful during its pilot phase. This project was not only aimed at developing an IT planning toolkit but at the same time implementing it with three key ministries; using a combination of best IT management practices and industry guidelines such as COBIT. A best practice methodology and the handshaking methodology were the two key success factors in raising the IT planning skill sets of the engaged entities.

This paper will demonstrate to the audience the experiences, findings and challenges of the above initiative. Additionally it will highlight the success factors that could be used to further enhance the methodology that was applied in the project, and how this initiative would impact the alignment of the various government entities' IT plans with the national IT and financial plans.

3. IT Toolkit Process and Methodology

The goal of this methodology is to provide you with an effective process for goal setting and decision making in IT that aligns with the business goals of government organization. This methodology has three components that will help guide the planners through this process:

- This step-by-step guide takes you through the stages of establishing an IT Steering Committee and building a Strategic IT Plan.
- A collection of tools and templates that are used for information gathering and analysis throughout the Strategic Planning process.
- A report template upon which will be used to build the Strategic IT Plan document.

A high level process is shown in Figure 1.

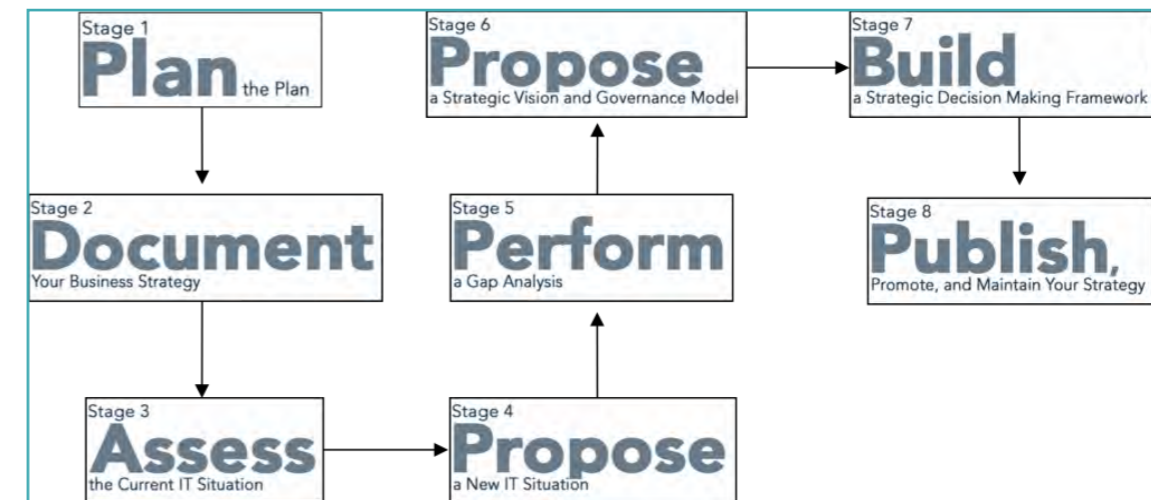


Figure 1: High level strategic IT Planning process

4. IT Strategic Planning Pilot Experience

The pilot took around 4 months engaging three entities. They were first familiarized with the methodology (toolkit) with a condensed training, and then the approach of the project was agreed with them along with a personalized plan that mapped to the methodology's deliverables.

The aim of the pilot phase was to first test the toolkit in smaller scale of entities and hence fine tune before applying it to bigger number of entities, second learn the nature and culture of government IT and business environments. The latter was very important, as it would help fine tune the approach the eGov project team would follow in the next phases with bigger number of entities. In the following sections some of the benefits or positive experiences that were identified and some of the challenges encountered during the pilot project and were used to further enhance both the toolkit and the approach.

4.1 Positive Experience

- This exercise has helped entity IT leadership to better understand their corporate strategy and functional priorities
- This exercise have helped in improving strategic planning capability within entity

IT organization

- This exercise has helped entity IT organizations to plan and prioritize IT investments ensuring highest benefits to functional organization
- Through this exercise entity IT organization has put together specific plans for maintaining active relationship with internal customers (functional unit leadership)
- This exercise has bought in place a formal, participative (collaborative) governance and decision structure where entity management and functional unit

representatives jointly decide on IT investment priorities considering overall entity objectives

- Entity IT leadership have appreciated the need of formal program management capability. One of the pilot entities has strategized operational Program Management Office setup as their priority.
- It has been a great learning experience for everyone involved where we collectively improved our understanding on diversity as well as similarities between government organizations and accordingly fit our approach towards strategic planning

4.2 Challenges Encountered

- Lack of appreciation and clear understanding about importance of effective strategy and planning for successful business outcome
- Unavailability of specific long term vision and priorities at entity level. Even in cases where formal strategy is articulated, the same is not seamlessly syndicated across the board
- Unavailability of sufficient planning skills within IT organization
- The IT leadership is too occupied with ongoing engagements, operational issues and administrative responsibilities and therefore find it hard to commit adequate time for strategic planning
- Serious capability challenges in the areas of budgeting, investment prioritization and analysis of complete decision impact
- In one of the cases, IT does not have any direct allocation or control over the budget. The entire entity budget is maintained as a common pool resulting in unmanageable uncertainty in planning and executing initiatives
- In another entity scenario, too many and too frequent changes in entity priority (controlled by top authorities like Cabinet or PM office) resulting in unplanned IT initiatives and postponed previously prioritized initiatives
- Lack of communication, understanding and collaboration between government entities preventing successful planning or execution of cross-government initiatives
- Silo thinking at entity level obstructing possibilities of whole-of-government IT investment
- Unavailability of Government level vision on IT investments and commoditization

5. Conclusion and Way Forward

Not only developing a tool to guide and enable entities to follow a standard methodology and produce a consistent output that is in-line with government strategy, but this project (pilot) has played an important role of identifying IT Strategic Planning skill gaps within government entities. Hence and during the IT planning process (stages), these gaps were being filled while their IT strategic plans were being developed. This enabled eGov Authority to building a new generation of IT planners within government entities.

The project, and after successful pilot and proof of concept, is now in the full implementation stage where the new batches are being engaged with. However, in this phase all the lessons learnt are being fed back into the modified approach, which the eGov project has developed, especially the merger of training within the stages of the 3-5 months of planning process. Therefore, in the modified approach, instead of providing a big bang formal training and then closely support them in during the implementation, the training would be split into 4 stages along with their deliverables, i.e. train on the methodology stages, for instance 1&2 (see Figure 1), entities then implement what they learnt with certain timeframe, and then come back for next stages training, and then implement it, and so on until all stages are completed. On the other hand eGov project team would play two roles; conduct formal training, guide and support the entities by following them up remotely along with regular visits to the entities' premises for close support and monitoring of their progress. The latter one has also another benefits, it puts pressure on the entities' IT planning officers and their management (IT directors/CIOs) to stick to their implementation plan and meeting the project deadlines. This was one of the lessons learnt in the pilot phase.

Session 9 (Panel discussion)
Public management education in the arab region



MPA Programs in the Arab Region: The Competency-Based Approach

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Introduction

This study investigates Public Administration as a discipline in the Arab region. More specifically, the nature of current curricular offerings in the top ten Masters of Public Administration programs in the Arab region is identified and classified according to its emphasis on core competencies.

Problem Statement

Questions about the state of public administration as a field of study are abound (Bouckaert, 2010; Fritzen, 2010; Hou et al, 2011, Moloney & Gulrajani, 2010; Pollitt, 2010). In the United States, themes like global and comparative studies, multidisciplinary approaches, collaborative management, public values, network governance and competing conceptualizations of the public are starting to become dominant.

Beyond subject matter areas as traditional requirements of Masters of Public Administration (MPA) program design, the latest National Association of Schools of Public Affairs and Administration (NASPAA) accreditation standards stresses the need for a competency based program design (NASPAA, 2009). To this end, NASPAA believes that students should develop competencies such as an ability to Lead and Manage in Public Governance, Participate in and Contribute to the Policy Process; Analyze, Synthesize, Think Critically, Solve Problems and Make Decisions; Articulate and Apply a Public Service Perspective; and Communicate and Interact Productively with a Diverse and Changing Workforce and Citizenry (NASPAA, 2009).

Competencies are defined as the attitudes, skills, abilities, qualities, behavior, motives, or any other personal characteristics essential to the successful performance of a task (Rychen and Salganik, 2001). This model entails introducing case studies, simulations, individual and group exercises,

fieldwork, and other active modes of learning to develop and reinforce selected management competencies through the classroom experience (Roberts and Pavlak, 2002).

As to what concerns the shift towards competencies beyond subject matter areas in MPA curricula in Europe, the European Association for Public Administration Accreditation (EAPAA) has initiated the 'Tuning Public Administration Project'. This initiative aims to identify a set of competencies that are relevant as the basis of design for public administration degree programs in Europe. This initiative is also aimed towards integrating programs in light of increased economic, social and political integration among countries of the EU. This project is still in its early stages, whereby competencies have been categorized but not fully described. The EAPAA is currently borrowing from the NASPAA accreditation standards, using it as one of its main sources of inspiration. The current competencies criteria are classified as instrumental, interpersonal and systemic.

While debate about the state of Public Administration as a field of study is plentiful, this debate is limited to the United States and Europe. At the present time, there is limited literature that addresses the state of Public Administration as a field of study, in the Arab region. Rather, the literature that exists is limited to the state of public administrations in the region, and the need for administrative reform (Jreisat, 2006; 2012). There is, nevertheless, a need for information which is valuable to those who attempt to advance the current state of the field of Public Administration in the Arab region. In response, this study explores the nature of current curricular offerings in the top twenty Masters of Public Administration programs in the Arab region in terms of the emphasis on core competencies that they help students acquire.

Research Questions and Methodology

This study explores the current state of the discipline in the Arab region with specific emphasis on the following research question:

- 1- What competencies are offered by the top twenty public administration programs in the Arab region?

Data Collection

The top ten ranked graduate programs in public administration was identified using information previously available in the public domain as well as data requests. This information included program and degree requirements, curriculum information, course catalogues, course descriptions and course objectives. The data collection process revealed a total of 209 courses for the Arab region.

Content Analysis

The objective of this methodology is to 'quantify salient and manifest features of a large number of texts and the statistics are used to make broader inferences about the processes and politics of representation' (Deacon et al., 2007, 119). These features are reduced to more convenient bits of data. For this study, the large number of texts represents curriculum information, while the generated statistics are made up of the categorized course offerings under a specific competency. As for the inferences, these explore the nature of current curricular offerings or in other words, the current state of the field in the Arab region.

Data Coding

The information contained in the curriculum material will be coded in terms of competencies. A single course can represent one or more competency. During the coding process, data will be entered into an Excel spreadsheet. Once the coding process is finished, the data will be reviewed to check for accuracy.

Data Analysis

Once the data set is complete, descriptive statistics will be generated using Excel. These statistics will allow me to review the nature of curricular offerings in terms of competencies in the Arab region.

Significance of Study

This study provides an insight into the nature of current curricular offerings available. This study also reveals a number of interesting facts about the nature of the study of Public Administration in the Arab region. These characteristics supplement our knowledge of Public Administration as a field of study in this specific region. Some of the more important findings are associated with the prevailing literature review and further elaborated in the concluding segment of the study.

Based on the findings, this study recommends a number of propositions for courses and programs in the Arab region. The value of this study lies in the findings it provides about existing curricular offerings. Knowledge of the nature of these curricular offerings is necessary to both evaluate the current state of the field, and advance discussions about the bases of future MPA curriculum design. Hence, with the present as a starting point, the study will also provide an indication of directions the field may take in the future. Furthermore, this study serves as bases for further analysis of public affairs education and curriculum in the Arab region on a general level.

Session 10

Public Administration research



Empowered lives
Resilient nations

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Parliamentary research – concepts, methodologies and types

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Objective:

- ◆ Understanding the concept and importance of legislative research and research papers, submitted to MPs about the topics discussed by the legislative authority of any country, contributing in faster provision of services.
- ◆ Providing elements, advantages and methodologies of preparing legislative research.
- ◆ Forwarding types of legislative research papers.
- ◆ Identifying skills parliamentary researcher.

Parliaments, in terms of nature, consist of a group of MPs, whose backgrounds and experiences vary, in addition to their dealing with a range of issues and laws, related to the public policy. And attention must be paid to the essential assumption that the authority of knowledge of the parliament will allow the parliament to perform its roles and set plans of development. And without the availability of the mechanisms of good knowledge for members, enabling them to understand draft laws or reasons of subjects and raised results, parliamentary development will be unable to achieve its objectives.

The parliamentary research is an examination of an issue or topic of interest to the citizens and the society. It organizes the work of the State and proves the negative or positive aspects between the elements of this topic or issue. As such, it contributes in supporting a very important part of the work of parliament.

Parliamentary research contributes in providing knowledge for parliamentarians by providing analysis, advice and ideas regarding the proposals and draft laws to be enacted or amended.

It also provides high-quality information to the legislative authority to enable them to play a more active role in policy-making process.

And there is a difference between academic research and parliamentary research:

- ◆ The first: is the effort exerted by the researcher to inspect, study, criticize and authenticate in a given subject to reach or discover a fact, reaching results that are documented and supported with arguments and grounds of a future effect.

And parliamentary researches can be similar to the first part of the definition above. They are efforts exerted for analysis and comparison. However, these aim to demonstrate or prove a case or endorse an opinion, as inference not as a presumption, in order to achieve the vision of parliament in finding solutions for the present problems.

The parliamentary research does not stand at the borders of results; rather, it skips to suggestions to support a decision or recommendation or to claim something, based on these results. As well, the goal of parliamentary researches is not limited to exhibiting known facts; rather, to discover unknown facts among known facts. They are obliged to explain the issue or subject law. And what the definition of parliamentary research contained of inspection and study is based on two main elements, the first is interpolation, while the second is deduction.

Task of parliamentary researcher: is to develop the technical capacity of MP and expand their minds to reach sound parliamentary decisions. Therefore, the researcher must have political and social knowledge, enabling them to provide the best advice, on the basis of careful research. And the parliamentary researcher may think of starting combination of as much information as possible. So, the information gathered can be sufficient to accomplish their research or study. Then, they can edit this information in their research. They may believe that they provided a good search to MP.

The researches and studies of the parliament should not be captivated by the opinion of one expert or specialist in the subject or law. Otherwise, the opinion concluded by the parliament will just be the opinion of the expert or specialist. This makes us before a purely technocratic parliamentary decision, claim or recommendation. This contradicts with the idea or theory of representation, as parliaments are a mixture of representatives of the general will of citizens.

Methodologies used in for preparing parliamentary researches

Firstly - arguments as a methodology, successfully used in the preparation of researches and parliamentary studies and is based on two main components:

Firstly: What do MPs want from parliamentary researches and studies?

Secondly: How can this wish be achieved? And what are the practical ideas to develop them?

Researchers also agree on the importance of developing parliamentary knowledge of MPs, because this will reduce the dependence of MPs on the adoption of the opinion of Ministers or the government.

Steps of justification methodology:

- 1- When dealing with any parliamentary search or study, you have to ask one definite question: why that problem occurred? Who is responsible for its occurrence? And to what degree it can affect public policy of the State?
- 2- Justify the reasons for the occurrence of the problem or issue, and justification here is:
 - ◆ Direct justification: the reasons that directly led to the submission of the draft law or topic, discussed by the commission or parliament.
 - ◆ Indirect justification: indirect reasons that indirectly led to the submission of the draft law or topic, discussed by the Commission or parliament.
 - ◆ Potential justifications: study of potential reasons, from the scientific or academic viewpoint, or the reasons featured as an exception.
- 3- A schedule is prepared to arrange research problems and their causes, according to their importance. There are compelling reasons, most pressing problems, non-urgent reasons, normal causes, less urgent reasons and ineffective reasons. And after submitting full justifications and arguments, concerning the draft law or a topic to be discussed before committees or the Council, the next step begins.
- 4- Basic results: this stage represents results, and is the most important step. It entails investigating and examining all kinds of causes. And another parallel table is made for the most important results, less important results, normal results, unimportant results and the results that may occur in the future.
- 5- Based on the above, a report or study is prepared, without determining any suggestions or recommendations, because the MP will have a comprehensive survey for the reasons and results of the problem.

Secondly - historical methodology in the preparation of parliamentary researches and studies:

Historical methodology is resorted to when writing parliamentary researches, in a cautious manner, in accordance with certain regulations and grounds, namely:

- 1- Is there a relationship between used information in the present time and in the parliamentary research, and between historical information, submitted in the past?
- 2- How necessary is historical information to reach a specific conclusion on the results, recommendations, suggestions or causes of the problem the researcher wishes to reach?

And the following questions are asked:

- a- Will this historical information result in a connection with any of the problem causes?
- b- Will this historical information result in benefiting of the recommendations and proposals?
- c- Can this historical information be done without, and in such a case, will the parliamentary research be affected?

Examples of parliamentary research papers

Regulatory impact paper: this paper focuses on any law will be debated by the House of Representatives for the purpose of being acceptable on the part of stakeholders and those targeted by its provisions. So, each law achieves many social and economic impacts and interacts with them, in addition to the impact on freedoms and rights of individuals. Therefore, the elements of regulatory impact paper focuses mainly on: defining the purposes and effects of the law, gains expected, mechanisms and procedures of implementation and the extent of its social acceptance, as well as the damages that will be affect freedoms and rights of individuals as a result of the phenomenon or problem the researcher is studying.

Legal considerations paper: this paper focuses on the analysis of to be studied law. This will automatically lead to knowledge and examination of the solutions to be provided by the application of the provisions of the law. So, if the parliamentary researcher (author of the paper) finds that solutions are positive enough to achieve the purposes of the law, it will be important to provide compatibility with the beneficiaries of these solutions. The elements of the paper consist of: reasons of submitting the draft law, in terms of being urgent or important, are the solutions developed by law clear, consistent with standards of the society and available resources for implementation? Are there more just solutions from the perspective of the Constitution? Does this law represent variations with mainstream legal system?

Human Resources In Mauritanian Public service

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If a nation was unjust to a worker's right to hail their work, enthusiasm will fade and endeavors in public interest will decrease. Jamaluddin Al Afghani, Al-Urwa al-Wuthqa.

The paperwork prepared is related with human resources in Mauritanian civil service. It is extracted from a database, most of which is empirical, extracted from making use of studies, surveys and participatory observations that enabled them to live with the system for years.

The paperwork also includes a diagnosis of the situation of civil service, an analysis of noted functional imbalances, in addition to proposals that can contribute to upgrading civil service in Mauritania.

It is also a contribution to the definition of civil service system in this country and a participation in enriching the exchange of information about public administration in the Arab world.

Diagnosis

The diagnosis of the situation of Mauritanian public service requires, at the beginning, learning some basic data that will help understand its different aspects. These inputs highlight two key aspects of this diagnosis: diversity of information sources and existence of "parallel public function" of multiple elements.

1. Diversity of sources

Inputs vary according to data sources. And there are two basic sources:

- ◆ The Ministry of Public Service, which holds administrative management - (book keeping, following up career path, etc.) for staff and assistant agents, appointed in permanent positions in civil departments of the State departments and public institutions of an administrative nature.

- ◆ Ministry of Finance that conducts financial sides of agents whose salaries are paid from the State budget, whatever their system may be.

The number of employees and State agents, according to the Ministry of Public service, are 31617, distributed as follows: Staff: 29754, equivalent to 94 %, assistant agents: 1863, equivalent to 6 %.

And According to inputs from the Ministry of Finance, registered numbers the State budget rose to 38731, of which, 61% are in Nouakchott.

The existence of a parallel public service of multiple elements

The imbalances raised by everyone includes having a parallel public service, known under the name of "non-permanent workers" which is made up of workers, used outside set out rules in the general system of public service and are paid from the State budget

This public service is characterized by the multiplicity of legal systems, as it includes employees and assistant agents, in addition to contractors and agents who are provided with rewards, according to statements of carried out service or by the lists, prepared at the ministerial level, in tune with financial interests.

The diagnoses performed in various studies on civil service (most recently in 2012) always outlined the continued existence of four obstacles, mainly related to non-application of legal and regulatory framework of public service, poor management and progress of human resources, lack of control in numbers of employees and level of salaries and the problems related to better exploitation of human resources. These constraints include the absence of State policy, which

is consistent, comprehensive and coherent in the management of human resources, in spite of shy attempts in the years 1967, 1993, 2007 and 2012.

The salary level is relatively low and unattractive, despite the great efforts with which it was valued since 2006. And still, underwriting and retention of good human resources in our departments is difficult.

In the same context, the absence of continuous configuration programs and effective tools to manage the numbers did not help promote this sector. Added to this is the weakness of statistical information system.

At the organizational level of managing public service, there are three interveners in the function of managing State workers: the Directorate General of Civil Service, which is responsible for administrative management, Public Administration of Budget, responsible for paying salaries, and sectorial ministries, taking part with Directorate General of Civil Service in the responsibility for administrative management. On the other hand, social dialogue - which originally was established to ensure the participation of employees in public service management - is still weak.

The public service is not competitive, and is primarily used as a safe resort for functionalism.

However, this functional deficiency should not hide some of the positive aspects that may be opportunities to be grasped as a basis for management of human resources policy. These aspects include:

- ◆ Expanding the terms of joining a public service through reconsidering the minimum age underwriting, which rose to 40 years old in 2010, instead of 30
- ◆ Underwriting by competition with the reorganization of National Competition Committee of in 2008
- ◆ Training staff in the wake of restructuring the National School of Administration and its transformation into the National School of Administration, Journalism and Judiciary in 2010
- ◆ Valuation of payroll system (increase in index value of 187 ounces per year in 1974 to 477 ounces per year in 2013, with major effort between 2006 and 2012, representing an increase of 255 %) and improving compensation system in a more equitable manner
- ◆ Creating a team, in charge of preparing an integrated system for managing human resources during the year 2013.

2. Analysis

The abovementioned absence of a policy for public service stems, from our point of view, from the lack of a vision for public administration and need for confidence by policy-makers in staff generally, in addition to the impact of policies of structural reform programs and coexistence between the conflicting two scenarios of management, presented as the subject model, presented the German philosopher and so-

ciologist Max Weber: rational and legal management, on the one hand, and traditional management in (patrimonialism) on the other.

This situation is the basis of most of obstacles presented in the diagnosis, including the constant recourse to non-employees in the circumstances, represented by fogginess and exceeded texts. These conditions are continuing due to political and administrative instability, in addition to shortage of professionalism (resulting from weak impact of ICT and modern tools of management, as well as non-application of texts, shortage in the art of leadership and lack of valuation of human resources management in our departments), evolution of bribery, favoritism and growing politicization of administration.

3. Proposed measures

It is necessary to design a new policy for managing human resources, based on a clear vision:

Human resources are a major capital that must be developed. It cannot be isolated from the structural framework (functions and structures) and information system to manage public policies

Public agent, as a component to sincerely serve citizens, is qualified with necessary skills for this service, and they should be held accountable for the way and results of performing this service.

This policy should include reorganization of the governance of managing public service, whether it is related to the centralized and decentralized level, as well as introducing tools to modernize public management, including task messages, action plan, payment according to performance, dashboards, monitoring, evaluation and management based on results, with the aim of developing a career in civil service.

Impact of work environment of personnel performance

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Introduction:

No two persons would dispute on the importance and impact of work environment on the performance of personnel and their ability to accomplish their work with a high degree of efficiency and quality. And it is worth noting that most of personnel spend more than 50% of their time in offices, something which makes place of great importance and high motivation for work, progress, development and quality of performance (Hameed, 2009).

And in a study, carried out in 2000 by (Hughes, 2007) in different organizations and factories with multiple levels, 90 % of them are bigger, it is showed that the workplace affects the attendance of staff and increases their productivity (Hameed, 2009). The office design is defined by the trade dictionary (2008) as the order of the place in a particular manner, contributing to the completion of work in the best way. This certainly does not preclude that the design of offices is different, with a certain order, distinct lighting and good ventilation, in accordance with the nature of businesses.

Problem of study:

There is an overwhelming feeling that surrounding circumstances of work and office design have a significant impact on the performance of employees and their continuation in giving. Here lies the problem of the study, in terms of appropriateness of workplace to carry out work and to what extent it affects the performance of personnel or employees. It can be summarized in the following question:

1- What is the impact of workplace design on the performance of staff?

Variables of study:

Subsequent variable: performance of personnel

Independent variable:

- ◆ Workplace, divided into:
- ◆ Design of workplace:
 - ◆ Lighting
 - ◆ Temperature and ventilation
 - ◆ Noise
 - ◆ Internal design of offices

Assumptions of study

First main assumption:

- ◆ There is a relationship of statistical significance between workplace and performance of personnel in GPC.

It is divided into the following secondary assumptions:

- ◆ There is a relationship of statistical significance between the design of workplace and performance of personnel in GPC.
- ◆ There is a relationship of statistical significance between internal design of offices and performance of personnel in GPC.
- ◆ There is a relationship of statistical significance between noise in workplace and performance of personnel in GPC.
- ◆ There is a relationship of statistical significance between good lighting and performance of personnel in GPC.

There is a relationship of statistical significance between temperature and ventilation of workplace and performance of personnel in GPC.

Second main assumption:

There are differences of statistical significance, attributed to personal variances like age, job description and gender.

Importance of study:

The importance of study lies in the importance of workplace for the performance of personnel. It is also important to senior management in GPC, in terms of being concerned with providing the suitable place for accomplishing tasks only, but also for creativity.

Objectives of study:

- The study aims to promote the performance of personnel through:
- ◆ Specifying the importance of workplace
 - ◆ Specifying the importance of design and workplace
 - ◆ Specifying positive aspects and determinate of open spaces

The Status Of Scientific Research in The Kingdom Of Bahrain

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Introduction:

Bahrain Chamber of Commerce and Industry (BCCI) is one of the commercial and industrial chambers, prominent in the region. It accompanied the march of economic development of the Kingdom of Bahrain since its inception in 1939. It is an independent non-governmental entity of an effective impact in highlighting the importance and role of commercial and industrial private sector in the development process. And recently, Bahrain Chamber of Commerce and Industry intensified its efforts in the field of scientific research and development. And later on, it has effectively participated in setting the national strategy of research and development, through submitting its videos to Stanford Research Institute and Higher Education Council, whereas the first stage of strategy was finished and through which, the public and private sectors engaged, in addition to all relevant entities took part in the workshop of forwarding the preliminary draft of strategy, dated 25 February 2014.

Situation of scientific research and development in the Kingdom of Bahrain:

According to statistics of UNESCO, submitted in the workshop of the elaboration of preliminary draft of national strategy for scientific research and development in the Kingdom of Bahrain on 25 February 2014, the Kingdom of Bahrain is the least among countries of the region, in terms of spending on scientific research and development. As a matter of fact, the budget of spending on scientific research and development mounts to 0.04% of GDP, while it is the highest in Qatar, whereas the spending percentage is 2.8% of GDP. It is in the following rank after UAE, which spends 0.47%. Internationally speaking, University of Bahrain occupies the rank no. 2252 for producing scientific researches and papers. It submits only 372 research paper only, in accordance with existing statistics of 2009, according to SIR international indicator. This means the necessity of intensifying efforts in the field of scientific research and development.

Firstly: important initiatives of Bahrain Chamber of Commerce and Industry in the field of supporting and developing scientific creativity, research and development

◆ **Firstly:** the proposal of executive management of Bahrain Chamber of Commerce and Industry committees, represented in the program of developing the processes of industrial establishments with the creations of educational ones, through linking between students of private universities and institutes to bring about creative solutions for productive or service operations of small and medium enterprises, members of BCCI in the industrial and service sector. This is a continuous project, forwarded also in the national strategic seminar for creativity, organized by SME center, in collaboration with Ebtikar Society. The project is not concerned with graduating students; rather, it is a program that links between the projects of creative graduation projects for students and teachers to traders and investors, so that these projects can be transformed into reality and productive solutions that serve the establishments. Currently, there are projects that we are following for universities, through some key requirements, including intellectual property, networking and finding the suitable establishment and the like.

◆ **Secondly:** the role carried out by Support Center for SMEs in BCCI, in addition to its role in preparing and organizing various workshops and training programs, endorsing creativity and innovation of entrepreneurs and university students. As well, Support Center for SMEs attracted international Malaysian certified expert and trainer and present specialized training programs in the fields, concerned with entrepreneurship, creativity and others, including training teachers of the Ministry of Education, so that what they are trained on is reflected upon the educational materials they provide students with. This aims to embed the principle of "provide a job rather than being a job seeker". And various workshops within the training program "are you willing to" were organized. And each program was taken part

in by entrepreneurs.

- ◆ **Thirdly:** the program “be a guide” was launched to encourage those of experiences and innovations to help young entrepreneurs go through labor market. And 14 guides from different sectors were cooperated with.
- ◆ **Fourthly:** “Intaliq” project was initiated. It is an instructive program, presented by Support Center for SMEs to educate university students about what entrepreneurship is, and embedding its concepts and tools, to disseminate this culture among students. And the Support Center for SMEs paid two official visits to Polytechnic University and AMA University, while awaiting the approval of other universities and the Ministry of Education regarding the event, in addition to coordinating it with the schools of Bahrain.
- ◆ **Fifthly:** BCCI seeks, through its sectorial committees, to submit projects and programs to develop ambitious ideas to adopt future projects, as well as polishing the spirit of initiative, creativity, innovation and heading towards business world, including elaboration of the project of a competition, under the title of “project journey”, prepared by SMEs committee in BCCI. It aims to motivating young Bahraini national competencies towards highlighting their skills and creative capabilities, in addition to establishing and developing productive and service projects of added value to national economy.

Secondly: some BCCI videos regarding “development of national strategy for scientific research and development”:

- 1- Gathering efforts of different parties, concerned with scientific research and development in the Kingdom of Bahrain, with the aim of endorsing integration and mingling between ideas, support and achievements to bring about the best objectives, necessary for developing a national strategy for scientific research and development, through coordination and cooperation among these entities, whether in the private sector, public sector, associations or individuals.
- 2- Linking national strategy of research and development with the policies of industrial strategy, through the item, assigned to supporting, encouraging and providing the optimum environment for scientific research.
- 3- Founding an independent authority, concerned with developing and organizing the process of scientific research in the Kingdom of Bahrain, whereas it follows and supervises the national strategy of research and development, in addition to providing financial support for financing scientific research in the universities, scientific institutions and different sectors, based on specific mechanism and policy.
- 4- The national strategy for research and development focuses on the necessity of establishing partnership between universities, the sectors of production and development and different services, through scientific researches and creative ideas of students, via engaging competent entities as BCCI, SMEs, private universities and the Ministry of Education, to work in one and organized team.

- 5- The necessity of raising the awareness of teaching staff, especially private universities, in respect with the importance of the existence of research and development centers in their educational institutions, taking them seriously into account, whereas their message and objectives include the role of these centers, as well as amending regimes and educational entities, related with the basics of promotion and assignment in government and private universities, and assigning a budget for this.
- 6- The necessity of setting up an integrated database for scientific researches and theses of higher studies and graduation projects in the Kingdom of Bahrain, to be available for all, through a website, similar to an e-library that comprises all of these scientific researches.

Thirdly: models of researches and methodologies in specific administration issue:

We will discuss the models of researches, carried out by BCCI in the different issues, as follows:

- ◆ BCCI, through the Department of Studies and International Organizations, yearly prepare scientific studies, researches and manuals, handling the issues of private sector. This work paper is one of those submitted to Federation of GCC Chambers and was dealt with by BCCI in a number of local forums. It is also one of the pivots discussed in Menapar conference, “partnership between public and private sectors”.
- ◆ The Department of Studies issued on November 2012 a number of 10 instructive manuals, in collaboration with Support Center for SMEs in BCCI, directing entrepreneurs towards the way of initiating a commercial project. The most important titles of these manuals are: small and micro enterprises (economic importance and future role), importance of preparing economic feasibility study, total quality management, manual of financial financing of SMEs, franchise in the Kingdom of Bahrain, negotiation art, how to avoid failure in commercial projects, how to choose suitable commercial activity and the economic importance of trade exhibitions, accounting reports and financial statements.
- ◆ As for the field of private sector service, the study “how BCCI upgrades your establishment” was prepared. It is a detailed study regarding main problems and solutions encountered by the private sector, and how to link the problems and solutions with the services provided by BCCI. Additionally, the first of a kind study in Bahrain was prepared. That was “effect of unfortunate incidents on national economy in the Kingdom of Bahrain”. The results of which were published in all local newspapers and distributed to government and private entities. This study was prepared during the period between February and June 2011, whereas lights were shed on the damages affecting the sectors of work and production in the Kingdom of Bahrain to assess damages and suggesting suitable solutions for them.
- ◆ BCCI takes part in and prepares videos for many gulf and national strategies, including the national strategy of scientific research and development in Bahrain, in addition to submitting videos for developing comprehensive

development strategy of GCC, national strategy for environment and industrial strategy of GCC. The annual reports of Arab investment climate, sent to the Ministry of Finance, are also prepared.

Fourthly: scientific publications

Many scientific periodicals were not sufficiently studied and reviewed, except for the few of them, especially with the change in publication rules in scientific committees. So, the quality of the works to be published must be controlled, as well as setting standards for the quality of these periodicals. Hence, peer refereed system was adopted. This works as a precise mechanism for controlling quality, through distinguishing between good and weak researches. And editors seek to publish high quality researches only. That is why quality rules must be based on various standards, including the methodology and way of writing. The peer refereed system provides us with a just, cautious and honest evaluation of scientific research. This system also can effectively work when writer are confident that their publications will be handled in a responsible, subjective and just way.

And reviewers must search for answers for the following questions:

- 1- Is work subject included into the objectives of the periodical?
 - 2- Can there be any support for the results of this work and interpretations through inputs or evidences?
 - 3- Does the provided research represent new and original contribution?
- And for increasing subjectivity, most of periodicals are used in examining the system of peer refereed. There are also periodical that are used for studying dual peer refereed system, whereas reviewers do not know about the identity of authors, nor the institutions they belong to. And with e-publication, meaningful change in scientific communication appeared. It has become faster, cheaper and wider. These major changes have their weight, in respect with the ethics of publication and the quality of published researches.
- The peer refereed system encourages honesty, subjectivity and truthfulness. It prevents mistakes and bias, in addition to hindering the publication of a research that does not meet specific standards of quality. Here, we can say that peer refereed system makes the right one win, while veiling that, full of mistakes.
- That is why researchers, especially youth and beginners, must be fully informed about methodological standards of research. **And here are some of these standards:**
- 1- Searching for clarity and preciseness when drafting assumptions and goals of experiences.
 - 2- Assumptions must be selective, acceptable and conforming to inputs.
 - 3- Where applicable, repetitive and seamless experiences can be used in studying phenomena.
 - 4- Use of authentic available tools in gathering information.
 - 5- Care of registering and guaranteeing inputs.
 - 6- Be critical and precise, without taking any theory or idea for granted, and subject your ideas and theories to precise study.
 - 7- Avoid self-deception, bias and spontaneous errors in research.

- 8- Use of suitable statistical curriculum for describing and analyzing inputs.

Fifthly: ethical behavior in science

The ethical behavior in science shall not violate the agreed upon standards. This must also contribute in achieving educational targets. Approximately, there are twelve principles of ethics in science, applied in different aspects of searching process.

Sixthly: subjectivity in publication

The researches, books or any other scientific works, which will be published, must take the route of honesty, subjectivity and care in writing, refereed and publication, provided that these guarantee precise and subjective achievement. As well, experts and researchers, obliged to write, must also adhere to precise review, which does not include bias or favoritism. That is because bias in peer refereed can continuously search for subjective knowledge. Actually, this is always hard to be pursued, as editors and reviewers are just human, their inclinations and wishes can be in ongoing conflict, affecting the progress of this process.

The flaw in carrying out the process of review and refereed spreads doubts among experts and researchers. It also prevents scientists of changing their old view and suggesting other ones. Usually, there are a lot of periodicals that resort to confidentiality to assure unbiased review. The majority of these periodicals use mono blind, whereas authors do not know the names of referees or the institutions they belong to. This process endorses subjectivity and justice in peer refereed. That is why there are other responsibilities that must be shouldered by reviewers and editors. They have the final say in whether or not the article or research will be published. So, they bear the responsibility of issuing just and subjective decisions.

Seventhly: trade related intellectual property rights

There are many communities that passed laws to grant the holders of intellectual property right the ability to control their use. These diverse models of intellectual property, recognized by a number of countries, include copy rights, patents, trademarks and trade secrets.

Copy rights: the copy right must be renewable, and it is a legal protection for the author, guaranteeing them the ability for being a referee in reproducing original work. That is why just and good use of published works has to be taken into account; in addition to that reproduction must be for educational purposes only, otherwise, the commercial value of this work will be decreased.

Patents: as for a patent, it is a legal permission, giving the patent holder the right to control the production, use and trading in the invention. The patent must not also be given unless the work is original, useful and unique. And the intellectual property rights must be given without giving persons the just return for their contributions and efforts. That is why intellectual property can be justified as much as its contribution in the progress of science and technology.

Session 11
Public Governance



Upgrading and developing housing policies of Kingdom of Bahrain

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Introduction:

As a beginning, effective and sustainable housing policies mainly aim to improve the quality of life, through focusing on comprehensive development, with its social, economic and environmental dimensions. The first housing policy was drafted and executed in the Kingdom of Bahrain in 2003, within the general framework of National Economic Vision 2030. And currently, most of its recommendations are carried out. Additionally, present policies are subject to periodical revision for being upgraded and developed to be more flexible and responsive to economic and social variables. And to perform the constitutional obligations of the government, in respect with providing suitable housing for Bahraini citizens of limited income, the government is hardly searching for solutions that guarantee the provisions of sufficient number of houses for citizens, on a continuous basis, in addition to providing necessary support for swift execution of housing projects, so as to guarantee the provision of healthy and appropriate houses for limited income families. The government also sought to reduce the waiting time to get a housing unit through partnership with private sector, as well as investing in construction of social houses and encouraging the private sector to play a role, to solve the housing problem, through providing competitive loans within the framework of real estate mortgage system.

Purpose of research and study

- ◆ Revision of current housing policies to increase their efficacy, through overcoming the pressures encountered by the housing system.
- ◆ Assessment of future challenges and opportunities, in addition to overcoming weaknesses and endorsing strengths of current housing policies.
- ◆ Drafting suitable strategies for dealing with current obstacles and future challenges, as well as making use of available opportunities.
- ◆ Determining the way of applying these policies and strategies in a better way.

- ◆ Suggestion of suitable institutional, organizational, legal, legislative and financial frameworks and merging these into current housing policies to be more effective.

Methodology of research and study

The research handles three pivots:

- 1- Comprehensive revision of the results of executing housing policies of 2003.
- 2- Setting out mechanisms for monitoring and evaluating the efficiency of applicable housing policies.
- 3- Suggestions of upgrading and developing current housing policies.

First pivot: comprehensive revision of the results of executing housing policies of 2003

Bahrain is seriously caring for the welfare and housing of the citizen. Proudly, it was the first gulf nation to assign a great deal of its oil revenues to finance social development and improve the living standard of citizens. The Bahraini government is aware of the right of its citizens in an appropriate housing, in accordance with UN Universal Declaration of Human Rights. And in conformity with UN Habitat Agenda, approved by the second conference in 1996, Bahrain is seeking to execute its obligations of providing houses for citizens, as well as improving houses and housing neighborhoods, through the execution of housing policy that was initiated in 2003.

Based on this perspective, the research deals with the challenges facing the housing sector in general, represented in the following:

- ◆ Massive and accelerated growth in the number of population and families.
- ◆ Limitation of the capabilities of local construction sector and its productive capacity.
- ◆ Serious shortage in the availability of government lands, assigned for housing projects.

- ◆ High costs of lands, propertied for housing projects.
- ◆ Fluctuating price of construction materials.
- ◆ Limited participation of private sector in the projects of social housing.

The research also deals with comprehensive review of housing policies recommendations of 2003, including:

- ◆ Basically depending on private sector markets and families to provide housing for secondary markets for nationals and expatriates.
- ◆ Changing the role of the government from being the direct supplier of housing services to the facilitator of these, and limiting its role to organization, monitoring, legislation and controlling of the housing sector in general.
- ◆ Assuring the role of government to ensure that those of limited income and needy families benefit of subsidized housing services.
- ◆ Supporting and endorsing these basic reforms with other supportive changes in the field of planning, policies, regimes and laws, related to lands and the like.

It is known that the private sector provides most housing in Bahrain, as it always used to do for the past decades. The dependence on market economy can be regarded as a substantial paradigm for the development of national economy in general. And the changing role of government from constructing houses in an indirect manner (presently) to its role as a facilitating entity; is regarded as important strategic objectives for the Ministry of Housing. This is the international approach of most countries, considered as the best practice, and when privatization of government services comes as a support for this approach, within the framework of current national policy. The guarantee of providing housing services for limited income category can certainly be regarded as an essential principle. And the government is always looking forward to directing support to this class, in a more effective way. **Accordingly, effective housing policies and sustainable housing system can have a number of important advantages:**

- ◆ Provision of sufficient number of required houses.
- ◆ Ensuring balance between supply and demand, especially in secondary market of Bahrainis.
- ◆ Provision of more support and facilitation of benefitting of housing services by needy families and limited income category.
- ◆ Activation of the role of private sector in investment in the projects of social housing.
- ◆ Reducing the burden on the budget of government sector.
- ◆ Increasing flexibility, responsiveness and transparency in the process of housing services provision.
- ◆ Making available more flexible options for beneficiaries of housing services, in terms of the type, size, price and location of the housing unit, in addition to the loan term and rights of action.
- ◆ Merging the housing sector in a better way with other developmental sectors within the system of government.

- ◆ Increasing the effectiveness of housing provision and other aspects of housing system.
- ◆ Endorsing the role of civil society and increasing the participation of the public and society in the decisions of housing affairs.
- ◆ Building organizational capabilities, necessary for ensuring appropriate supervision and direction.

Second pivot: setting out mechanisms for monitoring and evaluating the efficiency of applicable housing policies

The research tackles the mechanisms of monitoring and evaluation to measure the effectiveness of housing policies through performance indicators, including the waiting time to obtain the housing unit and the percentage of private sector participation in the housing sector and the extent of participation framework between the public and private sector for executing housing projects, efficacy of housing system and surveying the opinions of citizens, in respect with the quality of housing services provided to them, effectiveness of housing measures to target social classes that deserve housing subsidization, in addition to sustaining housing policies and their efficiency. **And the housing system must be distinguished by the following:**

- 1- Efficacy: achieving the utmost possible benefit of available resources.
- 2- Effectiveness: providing the suitable number of housing services and responding to requirements of citizens.
- 3- Justice: directing government subsidies to limited income category.
- 4- Sustainability: meeting continuous demand of housing services for current and future generations.

Third pivot: suggestions of upgrading and developing current housing policies

The research discusses the suggestions of upgrading and developing the current housing policies in a way that makes it more effective in accomplishing balance between housing supply and demand, at the level of government and private sectors, for all the different markets, associated with the housing and real estate sector, through arranging, developing and controlling the housing sector. This role will be assigned to the Ministry of Housing in the future. That is because the housing sector is closely related with production factors, like land, construction materials, infrastructures, housing finances, workforce and construction sector. Additionally, it is directly associated with other developmental sectors, linked with the housing sector. These sectors have markets, whereas the values of their products and services are affected by influential forces in market, determining the gap between supply and demand. And definitely, any flaw or deficiency in the components of these sectors will lead to imbalance of product prices, consequently, increasing the prices of housing units

And to achieve these suggestions, the housing policies and strategies, represented in the Ministry of Housing, are working on activating the housing markets of the private sector and relevant secondary markets, operating under the umbrella of governing ministries, within harmonizing system, whereas the Ministry of Housing plays a pioneer, organizational and supervisory role of housing sector, in collaboration with the ministries, concerned with these sectors, including:

1- Economic sector:

Working on ensuring the provision of construction materials in a timely manner, in collaboration with the Ministry of Trade, to direct the private sector to invest in the industry of construction, setting up the factories for construction materials of cement, concrete and other building requirements and making available workforce, considering that housing is the main drive for developing national economy.

2- Financial and real estate sector:

Developing institutional framework of the financial system to enable citizens of obtaining long term housing finances, with competitive prices, through activating the system of real estate mortgage, developing the system of housing finances, effectuating the role of National Audit Office to reduce risks, build the trust of investors and motivate financial institutions to enable developers to get loans of real estate development, through developing legislations and laws and facilitating procedures.

3- Municipal technical and administrative framework:

Improving procedures and decreasing the time of obtaining permissions, as well as developing legislations and laws, governing construction permits, dividing and developing lands and proprietary laws, through entities, concerned with constructional and urban planning.

4- Legislative, organizational and environmental framework:

Encouraging developers to maintain the environment and preserving energy, through using building and isolation materials that reduce the consumption of energy in buildings, utilizing solar energy technology and green facilities and benefitting of construction materials, suitable for the environment and conforming to environmental standards, certified by environment affairs, in addition to developing rules, laws and legislations and carrying out environment studies in the field of urban and constructional development, including the evaluation of environment impacts of the projects of housing and real estate development.

5- Organizational and legislative framework for urban and constructional planning:

Carrying out strategic plans, including the strategic plan of land uses 2030 to reserve and possess lands, especially the housing areas, which organization will be assigned to future competencies of the Ministry of Housing, in addition to guaranteeing the reservation of the lands of social facilities and

services, attached to housing projects, including gardens, schools, health centers and entertainment places, and that developers and engineering consultancies offices are going to abide by certified constructional plans and engineering and planning standards.

6- Sector of training and qualifying human resources for housing sector:

Providing requirements of trained and skillful workforce, in collaboration with professional universities and institutes to educate specializations, necessary in the field of engineering and construction, in addition to improving the quality of workforce, through trainings, in coordination with concerned parties to develop and build the capabilities of labor, qualifying contractors and developers and ensuring that the inputs of education are suitable with the needs and requirements of labor market, to bridge the gap between supply and demand in human resources.

7- Sector of construction materials:

Organization of the market of construction materials of the suppliers and manufacturers of construction materials and ensuring that there are no deficiencies in construction materials, stability of material prices through assuring the capabilities of production and monitoring materials quality, through abiding by gulf specifications for construction materials.

8- Regulatory framework of real estate sector (lands)

Developing a database for the prices of lands and developing the procedures, legislations and laws of real estate register, in addition to using upgraded accounting models to evaluate lands, ensuring stability of pricing and limiting speculations in lands, as well as developing a system for managing lands to guarantee the sufficient stock of future housing lands.

9- Legislative and legal system:

It relates to setting out a legislative framework for the laws of land, including those of land proprietary, layers, system of real estate mortgages and procedures of ownership transfer; in addition to laws and legislations, governing real estate proprietary, and the legal framework, organizing the partnership between the public and private sectors in building housing projects.

Relation entre gouvernance publique et performance globale des administrations publiques

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Depuis les années 1990, nous entendons parler beaucoup de la gouvernance, ce terme a été largement utilisé par les organisations internationales, notamment l'ONU, la Banque Mondiale et le Fonds Monétaire International (FMI), surtout dans la mesure de la capacité et de l'efficacité des gouvernements des pays. En outre **beaucoup d'économistes et des sociologues ont discuté que le mal fonctionnement du gouvernement et de ses institutions constituent des barrières dans les opérations d'attraction des investisseurs étrangers et d'amélioration de l'économie, ainsi ils considèrent que les** bonnes politiques, les investissements sains, et le développement continu, exigent un bon gouvernement et des institutions publiques efficaces.

Etablir et préserver la confiance du public est l'un des défis majeurs d'une administration publique, ainsi que l'exigence citoyenne quant à l'efficacité de cette administration conduit l'Etat à modifier en profondeur ses modalités d'action, pour cela la modernisation du secteur public est devenue une priorité majeure pour les pays. Dans ce cas une série de réformes sont adoptés par les Etats afin d'améliorer la performance du gouvernement et d'assurer un bon développement économique et social.

Les dernières recherches ont démontré que la bonne gouvernance constitue un élément nécessaire pour la performance fiscale et l'efficacité du gouvernement, et que la faible gouvernance a un impact direct sur le comportement des contribuables comme l'augmentation de l'évasion et la diminution des impôts collectés. D'après la Banque Mondiale la corruption est un indicateur essentiel pour la gouvernance publique, Joulfaian (2006) a démontré d'après ses études et ses statistiques que l'évasion fiscale est 2.5 fois plus grande quand les contribuables identifient la corruption comme banale que quand elle n'est pas très répandue pour le public. D'où l'importance de notre sujet qui doit étudier la qualité de la gouvernance publique et la corruption ainsi

que leurs impacts sur la performance globale des administrations publiques.

Cette recherche discutera aussi le concept de la gouvernance publique qui a récemment réapparu. Nous trouvons aujourd'hui beaucoup d'analyses et de statistiques qui tiennent compte de ce concept et récemment nous entendons parler de notions comme : pilotage, réforme, bonne gouvernance, performance globale, etc. Dans notre recherche nous parlerons de la gouvernance publique qui prend aujourd'hui une certaine importance dans le monde et nous analyserons sa relation avec la performance globale (économique et sociale). En outre, nous présenterons les différents indicateurs adoptés dans le monde pour mesurer la qualité de la gouvernance dans les pays.

Les analyses de la banque mondiale montrent que la gouvernance dans les pays de Moyen Orient est timide. Le Liban étant l'un de ces pays, nous avons choisi le ministère des Finances libanais comme un terrain d'observation scientifique pour analyser l'application et la qualité de la gouvernance du pays.

En étudiant la gouvernance publique plusieurs questions se posent sur ce sujet, ces interrogations constitueront ensemble notre problématique.

Nous remarquons que les analystes, les auteurs et les publications concernant la gouvernance, parlent d'une certaine relation entre la gouvernance publique et l'efficacité du gouvernement et sa performance économique et sociale, d'où vient la première question : la gouvernance est-elle l'amélioration de la performance globale? Et durable ? Ou bien c'est simplement un phénomène moderne ? Une deuxième question se pose sur cette relation : si c'est l'amélioration de la performance, la performance économique et sociale sont-elles concernées ?

Pour prendre une idée sur l'application de la gouvernance dans les administrations publiques nous avons pris le Ministère des Finances libanais comme un matériel empirique pour cette recherche, alors la troisième question posée sera : existe-t-il un système de gouvernance au ministère des finances libanais ? Est-ce qu'elle est appliquée efficacement ?

Si l'application n'est pas efficace, une quatrième question sera posée sur les mesures adoptées pour améliorer ce système.

L'application de la gouvernance peut engendrer des coûts supplémentaires sur les gouvernements, pour cela la cinquième question sera : comment ces coûts seront financés ?

Pour analyser ce sujet nous avons eu recours à une recherche bibliographique moyennant des livres, des ouvrages, des journaux et des sites internet concernant ce sujet. Ainsi que pour l'étude du Ministère des Finances nous nous sommes référés à des études et statistiques émises par des organisations mondiales sur les pays du MENA en général et sur le Liban en particulier.

En outre, afin de répondre à notre problématique et de donner les meilleures recommandations, nous avons utilisé une méthodologie innovante dans les pratiques de gestion baptisée « la théorie socio-économique » (Savall, Zardet, 1989, 2005, 2006, etc.). Cette démarche ne consiste pas à tester un modèle de recherche préexistant, mais plutôt d'explorer et d'apporter des données et des éléments permettant une meilleure compréhension du développement de la gouvernance pour assurer une modernisation des pratiques existantes et voir son impact sur la performance globale et durable de l'administration publique. Elle consiste ainsi à observer la réalité, à analyser le fonctionnement réel des entreprises publiques, à construire des hypothèses et à en tirer ensuite des conclusions afin de construire une idée sur la bureaucratie, la corruption, la qualité de service dans l'administration publique et l'efficacité gouvernementale.

Le processus de recherche est construit progressivement et structuré au fur et à mesure de la collecte et de l'analyse des matériaux de recherche et en interaction avec les acteurs publics que sont étudiés. Cette théorie s'inscrit, ainsi dans une démarche constructiviste, qui nous conduit à faire appel aux trois formes de raisonnement scientifique (inductif, déductif et adductif).

Elle se base sur une méthode de recherche-intervention qui combine trois approches : qualitative, quantitative et financière (approche qualimétrique, Savall et Zardet, 2004). Cette méthode de recherche correspond, d'une part, à notre posture constructiviste et, d'autre part, à notre volonté d'aider l'administration publique à modifier ses pratiques traditionnelles pour contribuer au développement socio-économique global et durable. Elle nous permet d'acquérir des connaissances à la fois scientifiques et utiles à l'action. Ainsi, la démarche de recherche que nous utilisons dans le

cadre de nos recherches s'appuie sur: une approche qualitative du type: Recherche-Intervention complétée par une méthode quantitative du type: Bases De Données.

La Recherche – Intervention

Elle est une méthode interactive à visée transformative entre le chercheur et le personnel des administrations publiques qui forment notre terrain de recherche. Cette approche méthodologique est à dominante compréhensive; il s'agit de décrire, comprendre, participer, et essayer de transformer le mode de fonctionnement des agences où nous intervenons. Nos objectifs, par cette méthode de recherche, sont d'aider les acteurs dans le secteur public à concevoir et mettre en place des modèles et des outils de gestion adéquats à partir de problématique prédéfinie, et de rechercher des méthodes contingentes de transformation organisationnelle.

Par cette méthode de recherche, le paradigme épistémologique dominant est le constructivisme, et la connaissance produite est de nature procédurale, spécifique et contingente. Pour atteindre nos objectifs, nous allons faire une interprétation objective du dit et du non-dit des acteurs, et nous allons faire d'autres études quantitatives (bases de données) complémentaires afin d'essayer d'étudier la possibilité de généraliser les résultats obtenues à d'autres cas d'agences bancaires et de banques.

La Recherche - Intervention est la méthode de recherche la plus favorable dans notre cas pour plusieurs raisons :

- elle nous donne l'avantage d'observer dynamiquement les phénomènes longitudinaux,
- elle favorise la compréhension du sens des décisions et des comportements,
- elle favorise la contribution à la génération de nouvelles théories ou de nouveaux concepts.

La base de données

Nous utilisons dans notre recherche cet instrument de collecte d'informations dans l'administration publique étudiée. Cette approche méthodologique est à dominante explicative ; il s'agit d'une collecte d'informations primaires en position extérieure, notre objectif est de valider nos hypothèses par une étude statistique. Par cette méthode de recherche, le paradigme épistémologique dominant est le positivisme, et la connaissance produite est: substantielle et générique.

Il s'agit d'évaluer les efforts effectués par l'administration publique concernée en termes de gestion et réforme, à identifier les dysfonctionnements qui y existent et à présenter enfin quelques recommandations qui peuvent l'aider à améliorer sa gouvernance publique.

Mots-clés : Gouvernance publique, corruption, évasion fiscale, efficacité, performance globale, performance durable, méthodologies innovantes.

Public and regional governance and applicability in Yemen and MENA

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First Chapter

Introduction:

Governance is regarded as one of the most prominent themes in regional and international institutions and organizations. And the interest in this subject grew ever more, starting from a number of emerging and developed economies over the past years, especially after a series of various financial crises that have occurred in many companies in East Asia, Latin America and Russia in 1990s, sparked by financial corruption, mismanagement and lack of oversight and expertise, in addition to the need of transparency. This led to the emergence of governance concept and its circulation. This is summarized in setting controls and supervisory means that ensure good management of organizations and limit unsafe behaviors of managers.

And in Yemen, are in dire need for ever increasing attention and spreading a better culture on the subject of governance, especially in light of the changes and transformations, taking place in Yemen, in particular, and MENA and the whole world in various political, economic, social and military aspects, etc., starting from the governance of public administration through transitional government, then regional government, in preparation for globalizing administration governance in general (public and private administration). Therefore, it is necessary to seriously and consciously deal with the concept of governance and create the appropriate framework to put it into practice, as one of important means to meet the challenges set by globalization and great and accumulated imbalances in Yemeni public administration. And generally, this promotes Yemen to encountered challenge, internally and externally, particularly in light of the continuing current economic situation, ongoing decrease in the competitiveness of Yemen, non-stopping decline on global development ladder, let alone the painful status quo.

Research problem:

Most institutions, departments and various State agencies, at different levels, suffer from the lack of application of rules and standards of governance when carrying out their activities, despite that there are legislations and controls within the constitutional and legal organization and in spite of the establishment of regulatory bodies, such as Central Organization for Control and Auditing, Supreme National Authority for Combating Corruption and Auctions and Tenders Authority, etc. However, it is legally and practically affiliated to the President of the Yemeni Republic, not to mention the dependence of the House of Representatives and the Shura Council on the President, because of the majority system, as a resultant condition of the multiparty system of power. That is to say it was due to the corruption of the system itself, encouraging any president on corruption and usurping, rather owning, all regulatory entities and all authorities in the country, let alone the law of establishing the Cabinet, which makes the government collectively responsible before the House of Representatives, controlled by a majority of the party followed the President, as well as founding a public administration for supervision and inspection in the Council of Ministers for internal and external control on the various public administrations, but it is disabled and does not exercise its work nor have the minimum elements for executing its functions. It only has the name, and is just a receiver and sender of the reports of Central Agency without any opinion, examination or even notes. And the reports of Central Agency are forwarded to the Prime Minister, full of accumulating corruption for many earlier years for each government entity. Then, they are referred to this administration, which are in turn directed to concerned authority regarding the need of responding to the apparatus about the contents of the report, according to a cliché (form), prepared in advance, whereas the date and the name of their God is only changed. And no amendments are made, more than forwarding a memorandum and responding to it, whenever the entity wishes, without obligations or follow up. Even if those laws and regu-

lations are sought to be applied, in addition to activating the work of different regulatory agencies, and whether or not we changed their administrators, they are likely to fail, because they are in all cases formal and very far away from the people, the owner and the source of power itself. However, decisions are still individual and authoritarian and the situation did not change, let alone the dependence of judiciary and public prosecutions, etc. and the absence of the principle of reward and punishment, and so on.

Hence, we can raise the research problem through the following question:

Is the Yemeni administrative environment suitable and ready for applying the standards and rules of governance for the time being? Were they so before the revolution of change? Will they be ready and willing to apply the principles of public and regional governance after the transitional period ends? Are there accurate and logical indicators to determine the answers to these questions? If there are genuine effective guarantees for the output of national dialogue, will it become a suitable environment for public and regional governance? Can the outputs of national dialogue, in the event of the existence of guarantees, make it a suitable and effective environment at the local, regional and international level, in case administration is globalized?

Are organizations, institutions, public administrations and Yemeni agencies applying different governance rules when practicing their various past and present activities?

What is the extent of the obligation of these departments by such rules?

Are there any regulators of the work of these institutions and departments? What is the limit of the authority of regulatory agencies and their effectiveness, and what are the main difficulties that hinder their work? Is it the flawed constitutional and legal system, or there are other reasons, related to the work of administrators?

What is the importance of applying governance in the various State departments and agencies in Yemen?

How can the principles of governance be supported and endorsed in these departments, agencies and institutions across the Yemeni executive, legislative and judicial authorities at the moment? Will the participation of Yemen in the works of MENAPAR conference be regarded as an actual contribution to the achievement of this support, presently and in the future? What are the safeguards, mechanisms, programs and controls that will make (MENAPAR) an effective foundation at the level of Arab and international public administration?

What are the requirements of applying governance in the Republic of Yemen, through regional government?

And finally, is MENA region a suitable environment for regional governance? What are the standards and determinates for that? What are alternative means and solutions to exceed the different difficulties and obstacles, if any?

Importance of research:

Governance has become an important issue, appearing on the agenda of States, governments, organizations and local, regional and international entities, in search of justice, transparency and clarity and to facilitate ways of communication and cooperation at various levels. The application of governance rules has become a slogan, adopted by public and private sector alike, in addition to being a means of enhancing cooperation between nations and upgrading any country in various fields. So, this research may assist and contribute to the definition of real governance and the stages of its development, especially in Yemen, as well as identifying mechanisms that can contribute to the activation of the principles of governance in the local, regional and international environment of administrative businesses and different constraints and solutions to overcome all expected difficulties. Furthermore, the research and its writer will be regarded as efforts to be reckoned upon, for the sake of making MENAPAR a success, as well as achieving its objectives and expanding its future prospects.

Purpose of research:

This research targets the following:

- 1- Enriching cognitive aspect of governance issue, by identifying the nature and concept of governance.
- 2- Shedding light on the situation and concept of governance in Yemen in the past, present and future with realistic and logical evidences.
- 3- Highlighting the efforts of the State, represented by the three authorities, and various organizations in Yemen in defining this concept and its actual application.
- 4- Highlighting the most important aspects of success and failure in the application of this concept at the local level and underlining the most important constraints that may face its application at regional and international levels.
- 5- Providing recommendations, proposals and amendments of any of these dilemmas upon appearing, practically and theoretically.
- 6- Providing proposals and mechanisms to serve the activities of MENAPAR conference in order to actually and sincerely contribute to achieve its objectives.

Methodology of research:

Philosophical research methodology has been relied on, based on analysis and synthesis, where all known scientific methods, from the extrapolation, and devising and assumption, etc. mix in a way or another. Extrapolation, is firstly according to what is available of references and sources, then comes measurement, as the concept is constantly evolving and is addressed by most of researches in various forms, including as corporate governance, public administrative governance, private governance and electronic governance, etc. Then comes assumption. And in light of these all and others, each search in the areas of human sciences and other sciences is based.

Second Chapter

Theoretical framework of research

- ◆ Islamic and historical glance at governance.
- ◆ Definition of governance, in terms of linguistics and traditions.
- ◆ Stages of governance and its spatial, timely and practical domain.
- ◆ Basic components of public and regional governance concept.
- ◆ Determinates of public governance and regional governance.
- ◆ Objectives of public and regional governance.
- ◆ Importance of public and regional governance.
- ◆ Stages of applying public and regional governance:
 - ◆ First stage “defining governance and founding a supportive opinion”
 - ◆ Second stage: “establishing infrastructure of governance”
 - ◆ Third stage “setting a timeline and determining its standard timings”
 - ◆ Fourth stage “applying governance”
 - ◆ Fifth stage “following up and developing governance”
- ◆ Components of public governance and regional governance.
- ◆ Objectives of public governance and regional governance.
- ◆ Importance of public governance and regional governance.
- ◆ Components of public governance and regional governance.
- ◆ Main challenges and obstacles before public governance and regional governance.
- ◆ Important solutions and alternatives to face these obstacles.
- ◆ Requirements of applying public governance and regional governance.
- ◆ Recommendations, proposals and notes.

Conclusion.

Importance of Compliance with Accounting Disclosure in Governance of Entities to Combat Financial and Administrative Corruption under International Financial Reports

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Nature of problem:

It cannot be overlooked by any of financial, investment, operational and administrative decision-makers, in addition to those making other types of decisions, that accounting information has a great importance in making and taking these crucial decisions of business organizations. And in order that this information is effective and of high quality, it must have qualitative characteristics and is guided by certain principles and criteria, mostly focused on in recent years. That is the principle of accounting disclosure. And in what follows, we will summarize the meaning of this accounting principle.

What is meant by accounting disclosure?

It is not possible to have a joint definition that includes all dimensions, areas, boundaries, types and implications of accounting disclosure. However, this does not invalidate the necessity of forwarding an approved and professionally accepted definition.

It was defined by Hendrickson as “the presentation of necessary information about economic units for the purposes of optimal operation of effective capital markets”.

As for Meigs, he defined accounting disclosure as “focusing on the necessity that accounting information contained in financial reports must be complete, and deletion of any important information that may be of interest will make accounting information contained in reports as misleading for users”.

And we call for the adoption of the following definition: “accounting disclosure is regarded as a basic international norm, used by all economic organizations and government institutions to embody the principles of transparency and presentation of financial statements in order to stand in the face of financial and administrative corruption and reduce its occurrence.

The determination of such distinguished importance of any information remains as relative, because importance criteria are different from one decision maker to another.

The accounting disclosure is considered as one of important and basic principles in which interest is growing. And the necessity of applying it was efficiently and effectively emphasized in order to avoid a lot of forms of corruption and implicitly to apply the principles and foundations of corporate governance.

And to organically link between the two variables of search, represented in accounting disclosure and governance, a simplified definition of the concept of governance must be presented.

The governance of institutions represent the enactment of laws, legislation of regulations, setting standards and developing basic rules that stand as the work guide to ensure control provisions and apply the principles of accountability and exploitation of money in general and public funds in particular; to counter all forms of squandering, loss, abuse of power and all forms of corruption. And the principles of governance requires regulation of the relationship between management, on one hand, and existing and prospective owners and stakeholders, whether directly or indirectly, and the unit or business organization.

The interest in wide application of governance increased a lot in the first decade of the third millennium, resulting in 2002 in passing the law of (Sarbanes – Oxley) by the Federal US government, after the massive financial collapses that caused a big crack in the US economy, in the wake of the bankruptcy of some of giant companies, such as Enron and WorldCom Inc. and others.

Importance of research:

Research is increasingly assuming an importance in recent years, particularly during the last decade of the twentieth century and the beginnings of the third millennium of this century, because of the spreading phenomenon of corruption in various forms and manifestations, specifically financial and administrative corruption.

This new situation imposed new regulatory tasks, resulting in new challenges and responsibilities for the governments and apparatuses of financial and administrative regulation, on one hand, causing the necessity of being concerned with activating the principles of corporate governance. As well, professional organizations, in the field of accounting and auditing at the local, regional and international levels, assumed new professional responsibilities. This necessitated the development of international accounting standards, as well as international auditing standards and embodiment of these in international financial reporting standards, including specifically International Accounting Disclosure Standards no. (30), (32) and (39).

Purpose of research:

The research aims to accomplish the following:

- 1- Highlighting the role of international accounting standards, in general, and standards of accounting standards, in particular, in the representation of transparency principles and presenting financial statements of users, in a way that serves the purposes of decision making.
- 2- Clarifying the importance of accounting disclosure standards in applying the principles and foundations of corporate governance.
- 3- Revealing the role and effectiveness of applying the principles of corporate governance, in terms of curbing financial and administrative corruption.

Assumptions of research:

Research depends on drafting two key assumptions, branching from them four secondary assumptions. These are:

H-01 first assumption – a nihilistic negative assumption; which results in the following two assumptions:

H-01-1 assumption that there is no relationship between abidance by accounting disclosure standards and application of the principles of corporate governance

H-01-2 assumption that there is no relationship between the application of the principles of corporate governance and combating financial and administrative corruption

H-02 second assumption – positive assumption, which results in the two following assumptions:

H-02-1 assumption that there is a relationship between abidance by accounting disclosure standards and application of the principles of corporate governance:

H-02-2 assumption that there is no relationship between the application of the principles of corporate governance and combating financial and administrative corruption:

Methodology of research:

The researcher will rely on descriptive methodology in presenting secondary sources. This will help in scientific contribution with qualitative additions, based on the method of conceptual-intellectual research.

Obstacles before research:

Results of research:

Conclusions and recommendations:

Researcher Prof. Dr. Kamal Al Naqeeb
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Session 12
■ Performance management



Establishing E-System of Training Management (EMTs) as Means of Strategic Development of Human Resources

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Introduction:

Successful organizations depend to a great extent in accomplishing their objectives upon the efficiency of the performance of workforce, taking part in their processes, in addition to their ability for production, competition, adaption to variables of surrounding environment and how these human forces can respond to state of art methods in administration and supportive technology. Hence, the good preparation and qualification of workforce is the basis through which, goals can be scored.

As a matter of fact, the increasing inclination towards specialization in work performance and the necessity of adapting to updated technologies, as well as changing and successive conditions in business field, led to raising the need to training personnel and highlighting training as one of important pivots, contributing in the provision of enhanced levels of effective capacity of performance, to meet the requirements of government institutions and ministries in the kingdom of Bahrain so as to accomplish their objectives and keep pace with swift changes in required skills and massive flow of knowledge and information, in addition to keeping individuals informed about what is new in the field of their work.

The active training, to set things right, is deemed as an investment in human resources. It has many benefits for both the institution and the employee, for the short and long run. So, it is an essential process that may contribute in increasing the skills of trouble shooting, developing thinking and analysis capabilities of employee and the skills of dealing with peers, managers and audience, something related with enhancing the abilities of personnel to adapt to organizational, social and technological changes, work proficiency, reduction of errors and decreasing the cost of the processes of controlling employees to follow up their work, in addition

to preparing a second line of leaders and enabling them to gain skills that qualify them for promotion and assuming senior leadership positions, as well as working on raising moral spirit and the satisfaction of the members of institution and bringing about stability in the organization, to limit employees' quitting. This will eventually be reflected upon the level of institution performance and improvement of its services, in general, so as to benefit and enhance general performance in the Kingdom of Bahrain.

Training motives

The priorities and motives of training differ from one institution to another, and this may happen inside the same institution. However, these priorities and motives can mostly agree on the following:

- ◆ The ability for competition and opening new markets: globalization put many institutions between the anvil of competition for existence and the hammer of continuous change of surrounding environment and need of opening new markets. This raises the necessity of ensuring the continuity of competition, in providing services or products.
- ◆ Production and sales increase: and we mean here the quantities and qualitative increase. This can be achieved through training personnel on the way of performing their obligations effectively, consequently, increasing their productivity.
- ◆ Economization of charges: the training programs lead to creating returns more than costs, via increasing the productive efficacy of personnel and time saving, as a result of good knowledge of work method and performance way.
- ◆ Reducing extravagance: that is because training personnel informs them about their work and how to perform it, creating knowledge and awareness of self-criticism in a way where the trainee will not need more supervision and

follow-up in work performance.

- ◆ Customer satisfaction: there are many theories that set customer satisfaction as an optimal goal to be achieved.
- ◆ Increasing functional satisfaction: through training, employee feels the seriousness of the institution in providing them with assistance, in addition to its sincere wish to develop employee and embed their relationship with their profession, leading to increasing their loyalty and proficiency in work accomplishment.
- ◆ Creating second line leaderships: international experiences prove that in case institutions are not interested in creating second line leaderships, they will face the danger of discontinuity, especially when changing current leaderships.
- ◆ Creativity and innovation: creativity and creative thinking are means for the continuation of institutions and their assuming internationally advanced positions. Hence, training is an important way to support and develop creative scientific thinking.
- ◆ Increasing security and safety: training means that personnel should know about the best ways to run machines, materials handling and mobility and all other things, as a source of industrial accidents. Also training works on annihilating or reducing the accidents, associated with these processes.

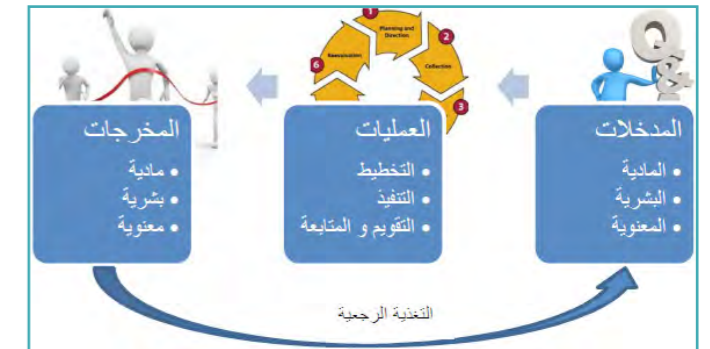
Training and plans between immoderation and extremism

Observer and follower up of Arab training programs, as well as the conclusions of field researches, carried out by Bahraini Canadian Group for Consulting and Training, will, beyond doubt, see that the current training plans fall between immoderation and extremism, at the same time when some when some institutions exaggerate in training their members (all or some of them) without getting the appropriate output of these training processes and costs. On the other hand, some institutions are stingy with trainings, with different pretexts, starting of scarcity of assigned budget and ending by the inability to send personnel to training due to growing workload that does not allow for doing without any employee.

Components of Electronic Training Management System (ETMs)

The tremendous development in ICT field and urgent need for managing the processes of training created the need for setting an electronic, or semi electronic, system to manage trainings, particularly at the strategic level and maximization and measurement of the outputs of this process.

And to meet this urgent need, the Bahraini Canadian Group for Consulting and Training tended to design and execute an electronic system that satisfies the strategic requirements of training for most of private, public or government institutions, in particular. The system is consisted of four main units, from which, secondary units branch, with the aim of meeting the different needs of the training process. Refer to the figure below.



Inputs
Material
Human
Moral
Processes
Planning
Implementation
Evaluation and follow up
Outputs
Material
Human
Moral
feedback

Advantages of system:

◆ Planning for training

The system is characterized by flexibility and ability to contain a number of material, human and informational moral inputs, in addition to its super power to plan the processes of institutional training, as it receives information from numerous sources, for example:

- 1- Matrix of skills and requirements
- 2- Analysis of quality reports
- 3- Reports of performance assessment
- 4- Organizational structures
- 5- Duties and tasks
- 6- Developmental and strategic plans of the institution
- 7- Institutional values and principles
- 8- Etc.

And by merging these pivots, the system helps training of officials set short, medium and long term training plans.

◆ Advantages of system in implementation stages

The system is characterized in implementation processes of training by its ability to carry out the following, for example:

- 1- Ability to automatically nominate employee of dire need of training courses.
- 2- Assessment of conformity of candidates and how they are expected to benefit of the course, according to prepared standards beforehand.

- 3- Possibility of transforming the system to a remote e-training system (according to scientific subject).
- 4- Transparency of nomination and acceptance processes for all members of the institution.

◆ **Advantages of system in stages of evaluation and follow up of training**

The system allows for measuring a number of important points, which are hard to be traditionally measured, for example:

- 1- Possibility for the system to electronically, confidentially and swiftly approve the evaluation of the course, trainer and trainee.
- 2- Possibility for the system to evaluate the extent of benefit and output of the training process, whether at the individual level of trainee or institutional level of the entity.
- 3- Possibility for the system to set online tests periodically for trainees to measure their benefit of the training courses and the effect of this of work and its quality.

Components of user electronic system (training portal)

This means the portal of e-training, consisting of the following:

- 1- Public interface (website): available for all the members of the institution online, and through the website, the following is carried out:

- ◆ Determining the pivots of nomination for training course
- ◆ Conforming candidates of targeted courses of employees
- ◆ Registration for employee required courses
- ◆ Specifying training requirements of employee
- ◆ Inclusion of many e-services, the most important of which is electronic interactive courses

- 2- ETMs: it is a system for managing training and virtual classroom system to provide and manage training. This system is characterized by many advantages, for example:

- ◆ Arabic support
- ◆ Easy use
- ◆ Quality of technical support
- ◆ Conformity with international standards of e-learning
- ◆ Low costs
- ◆ Inclusion of all professions
- ◆ Flexibility provided for the user, in terms of accessibility, control and usability of tools
- ◆ Internet features, as the system works on web browser, providing usability and easy learning
- ◆ Central documentation system, as the system allows for one access point for all system parts, while maintaining the system security

- 3- Content of training courses: the system runs the processes, related to adding training domains, specifying the way of registering targets in training materials, dividing targets into groups and preparing backups of training materials. This system can be linked to a ready system for accept-

ance and registration to import training information.

Benefits of using ETMs:

There are numerous benefits for using such system. However, we are going to focus on two key pivots, i.e. benefit of institution and benefit of trainee:

Institutionally speaking, the e-training system for Bahraini employees is regarded as one of the major and ambitious projects for using information technology in the Arab region. This system, through what is planned for it, will seek to qualify and develop all the elements of training process, starting of planning, implementation and evaluation of training process, based on inputs, available resources and set strategies. It is also an effective means for developing long term training plans, which can change according to surrounding changes, whether inside or outside the institution. This stands as a qualitative shift in the training process. And beyond doubt, the success of this ambitious project will rely upon the interaction with institutions and ministries, in addition to the willingness to include technology into the management of strategic training processes.

Perhaps one of the features of this training system is transparency and credibility in all stages of the training process, detachment of time and place constraints and summarizing the training time to 20%-80%. This is explained by saying that the trainee controls the flow of the material, whereas they can surpass unnecessary parts and focus on required sections, taking into account individual differences between learners and allowing their self-development. The trainee is given the chance to trial and error, in a private and confidential atmosphere, as well as providing the internet technologies, including synchronous and asynchronous tools and making available educational methods and means, different from these used in conventional training institutions. The e-learning also helps transfer the atmosphere of the training institution to homes, keeping trainees away from feeling ashamed when asking questions or expressing their opinions. And the system grants individuals the chance to develop own capabilities of individuals to adapt to variables, within the framework of continuous learning and training, in addition to raising the efficacy of employees who do not have the time for study while in job and accessibility of trainees even after formal training timings.

Moroccan Experience in Evaluating Personnel Performance

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The process of evaluating performance is a critical process, carried out by the department of human resources, as contribute in providing good competences, as well as measuring and evaluating the performance and behaviors of individuals.

Morocco - like other states - has since early on sought, in the Public Service Act of 1958 or the Royal Decree of 17 May 1967 on the identification of evaluation measures and promotion of public administrations staff, in terms of grade and class to the adoption of a formal system for annual evaluation, as a primary means to assess the performance of employees. However, this system was characterized by many negatives and imbalances, including reliance on seniority as a criterion for promotion, absence of a methodology to control and determine weaknesses and shortcomings of staff, in addition to the lack of mechanisms that allow for accurate measurement of outputs.

Faced with this situation, the State intervened to enact a new system of evaluation, under the Royal Decree no. 2.05.1367, dated 2 December 2005, in respect with determining the measures of evaluating staff of public administrations. It primarily aimed to reconsider the system of evaluation by extending the ladder of evaluation and its elements to allow for the assessment of professional qualifications and carried out work by staff, on the basis of objectivity, transparency and credibility.

The current evaluation system is based on key principles, as follows:

- ◆ Impartiality by specifying clear and objective criteria that take into account set objectives, according to exclusive indicators, i.e. completion of works associated with the job - outputs - ability to organize - professional behavior - research and innovation.

- ◆ Eligibility by recognizing and valuating efforts of employee by investing evaluation results to improve administrative and social position of employee.
- ◆ Participation in achieving results with managerial approaches, based on achieving goals and overcoming purely administrative logic that makes assessment as a penalty.
- ◆ Consultation and dialogue by adopting interviews as a new mechanism that enables directors of having dialogues/ consultations with personnel on how to perform the work and the tasks to be carried out, as well as obstacles and suggestions.
- ◆ Transparency by allowing employee to submit their views and remarks on the evaluative interview and its results, while exercising the right of complaining.

The new system also aims to measure the extent of harmony between actual performance and required or expected performance. And it seeks to improve and develop the performance of employees and create competition among them.

Hence, the system has twin objectives for the management and employee alike, because it aims to:
 Firstly, anticipatorily plan the policy of managing human resources, via specifying the numerical and qualitative needs of human element to take necessary actions to have the right employee in the right place.

Secondly, manage administrative life of staff by investing the data of evaluation in the two processes of promotion and appointment in responsible positions.

Thirdly, enable the employee of continuously tracking and supervising workflow, in addition to contributing in the consolidation of trust and cooperation relations between managers and personnel and improving working conditions.

And finally, engineer configuration and continuous training. So, to what extent can the new system estimate the professional activity of staff, starting from obtained results and in comparison with previously set objectives?

This key problem branches in a number of secondary questions, such as:

- ◆ What are the developments of the current system of evaluation?
- ◆ What are the strengths and weaknesses that characterize the current performance evaluation system?
- ◆ What are the basic principles and foundations of the current performance evaluation system?
- ◆ What are the guarantees provided by the current system to protect the employee from the arbitrariness of management in the field of performance evaluation?
- ◆ How effective is the current system in the real evaluation of the outputs and efficiency of the staff?

Handling the subject - and answers to the aforementioned problems - requires dividing it into two separate chapters, as follows:

First chapter: basics and foundations of the current system for evaluating the performance of staff in Morocco

And we will divide it into two sections:

Foundations of the current system for evaluating staff performance in Morocco

Guarantees provided by the current system for evaluating staff performance in Morocco

Second chapter: estimation of the current system for evaluating staff performance in Morocco

And we will divide it into two sections:

- ◆ Weaknesses in staff performance evaluation system adopted in Morocco
- ◆ Prospects of reforming staff performance evaluation system adopted in Morocco

And in general, the current evaluation system maintained the technique of points, followed by the past system, yet, in a new manner. The manager determines points for staff according to estimation standards, as annual points are granted based on the following partial points:

- ◆ From 0 to 5 - for work associated with the job
- ◆ From 0 to 5 – for the output
- ◆ From 0 to 3 – for the ability to organize
- ◆ From 0 to 4 – for professional behaviors
- ◆ From 0 to 3 – for search and creativity

And the annual point authorizes the following features:

- ◆ Excellent for employee who received a numerical point between 18 and 20
- ◆ Very good for employee who received a numerical point that equals or exceeds 16 and is less than 18
- ◆ Good for employee who received the numerical point that equals or exceeds 14 and is less than 16
- ◆ Intermediate for employee who received the numerical

point that equals or is greater than 10 and is less than 14
Weak for employee who received the numerical point of less than 10

And the rate of annual points must be taken into account in the report employee promotion.

It is noted that the Decree of 2 December 2005 seeks to review the criteria of evaluation through the indicators that enable managers to assess staff according to their levels of seriousness, competence and behaviors.

As for the guarantees granted by the current assessment to prevent its abuse, by depriving or delaying some personnel of promotion, or missing opportunities to take responsibility, they are represented in the institution of administrative committees, of equal members, and the possibility of referring to administrative court.

And the administrative committees of equal members consists of management representatives and staff alike, and plays an advisory role in evaluating the performance of staff, in respect with promotion report. It also can ask that the administrative manager, within the limits of its competence, to reconsider numerical points granted to a staff and the possibility of accessing general estimation by these committees. As for administrative court, it considers that evaluation decisions, though falling under the discretion of management, serve as administrative decisions, issued by administrative authorities, in addition to being influential in legal centers of stakeholders. Hence, they are subject to its supervision whenever defected with deviation of power use or in case the administration announced the reasons for issuing its decisions.

And despite the positive aspects, included in the updates of the Decree of 2 December 2005 on the assessment of staff performance, practical and applied actions demonstrated a number of gaps and weaknesses that can be summarized in the inadequacy of the process at several levels: field of points - principle of annuity - standards of points – invalidation of interview mechanism - guarantees granted to concerned assessors – limits of the efficiency of assessors – biased evaluation of supervisors.

Based on the above, this paper, intervention, aims to monitor all aspects of the current Moroccan experience in the area of staff performance evaluation, in order to produce a number of suggestions that would re-examine the basics and foundations of the current system to evaluate performance and adopted manner (s), as well as to reconsider the position of this system within the system of human resources management, for configuration, movability and stimulation.

Development of Scientific Research Agenda in Public Administration in MENA MENAPAR Inaugural Conference Documentation of Good Practices in Public Administration

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Abstract

Performance management process is deemed as one of the most important human resources management processes, and it is an essential and indispensable tool for high-performance organizations. It is one of the most important responsibilities of managers, if not the most important responsibility at all. So, the process of performance management is in general a cycle that includes four successive stages. These are planning, implementation, following up evaluation and performance review. And mainly, the aim of this process is to make decisions, relating to wages and promotions or to the development of staff, or even both objectives.

Therefore, and if performance management process is properly carried out, it leads to valuable results for the institution, represented in the clarification of job responsibilities, individual and collective productivity increase and enhancing of staff development. Also, the most important result at the level of the institution is that it urges organizational behavior to keep pace with core values, objectives and strategy of the organization. This underlines the importance of the performance management process, particularly in Arab public institutions, due to their weaknesses in the level of performance and low productivity in general.

The Department of Human Resources (DHR) at the Ministry of Interior in the Kingdom of Bahrain began the project of institutional excellence at the end of 2013 in order to develop and strengthen all administrative systems and processes, carried out by DHR, within the framework of its continuous struggle and long journey in the field of raising the level of performance of different divisions and to maintain that level. DHR obtained quality certificate ISO 9001-2008 in 2006 and is now moving towards institutional excellence, as it has broader understanding of total quality. It is an integrated system, built on continuous development of performance and employees, and it is crucial for public institutions because it puts customer service at the top of its priorities.

DHR has formed a working group to bear the responsibilities and tasks of the project. Therefore, it proceeded to work on

several axes in order to enhance performance. The most important of these is studying and developing the process of institutional performance management. So, the working group studied and analyzed the current situation, with regard to performance management in human resources departments, whereas reference was done to all available documents on organizational structures of departments, in addition to their descriptive contents of the tasks of divisions, branches and services. Additionally, interviews and meetings were held with the directors of these divisions, branches and services, in addition to heads of departments, to investigate the information and data on how to plan and implement the current performance management process, how to accomplish the tasks and what their opinions and suggestions for work development were.

The results of meetings and interviews, as well as studies and analysis of data concluded the existence of a long-standing and steady institutional process for performance evaluation. However, there is no integrated, unified and approved process for performance management in human resources departments. The various sections complete their daily tasks without any objectives that direct their work, as well as without linking them to the objectives and strategies of human resources. This is the vital and important part in performance planning process. As a matter of fact, the stage of performance planning is always the biggest and heaviest, as it includes the study and analysis of all aspects of work, such as vision, goals, processes, relationships between departments, partnerships and the impact on the environment and society. For example, and with respect to the quality of processes, all that is related to provided services is analyzed by DHR and is matched with specifications approved by the State or relevant international institutions. At the beginning of performance management cycle, it is important to review with staff their performance expectations, namely the goals and results they are expected to realize, in addition to what they need of training and development during the next performance cycle, which is during the year. And it was found that the absence of objectives, on one hand, and extreme engagement in daily routine tasks, on

the other, did not lead employees to be concerned with organizational behaviors and gaining required competencies to achieve the results that facilitate achievement of higher goals of institution in an adequate manner. As well, this led to overlook some of important tasks of these sections, which have been identified and approved in the organizational structure of the management. Most importantly, this was a reason behind missing the opportunity to review current performance, as well as studying the possibilities and opportunities of improvement and development.

Actually, setting targets for departments directs the attention of personnel and managers alike towards achieving results and accomplishment. It also enhances the sense of participation in the planning of the institution work for employees, in addition to the important role they play in shaping its future. On the other hand, it increases the coordination of the efforts of staff and clarifies the picture for managers and the institution regarding the productivity, qualifications and potentials of each employee, as well as what they need of support and training to develop and embed these possibilities. The team set a plan for the development of work and improvement of the process of performance planning, based on two main axes; namely to set goals for all divisions, branches and departments of human resources, stemming from the vision and objectives of human resources and their mission, and secondly, making the process of goal-setting as corporate culture and annual routine process in order to improve performance. The team informed all managers about institutional excellence, its objectives and themes and the difference between excellence and quality by focusing on the importance of setting goals to improve the results and outputs of work and holding a series of training courses for formulating and refining institutional goals.

HR departments submitted their own performance goals for 2014, where they were reviewed with the excellence team through meetings and brainstorming sessions for several times before having them in their final form. And despite what these goals contained of ambition in customer service and increasing employee satisfaction, the team and departments have been keen that these targets must be smart, pouring into achieving the objectives of DHR and the Ministry of Interior in general, and can be achieved by the end of the current performance session. As well, the results and outputs of these targets can be measured. **These split broadly into three sets of goals:**

- 1- Goals related with developing performance of department, such as enhancing software that facilitates the work of departments and saves time and efforts of reviewers and employees alike, in addition to reducing paperwork, consequently leading to reduced costs. There are also the targets of increased coordination between relevant departments, resulting in improved customer service.
- 2- Goals of raising awareness about laws, regulations and advantages, regarding personnel of the Ministry of Interior, through manuals, lectures and brochures, as well as electronic publishing. This is because the type of audits and inquiries of auditors clarified the need to spread awareness of such laws and regulations that govern the work of the personnel of the Ministry of Interior of military men and civilians, in addition to what it contained of rights and privileges.

- 3- Goals associated with surveying the current situation through researches and studies: whereas it will be learned about how work flows in certain services, specified problems and their causes, as well as developing appropriate plans to address them. And most importantly, standards are to be set for measuring the effectiveness of such dealings. So, through these researches and studies, the best practices in human resources management will be documented, disseminated and outstanding employees are going to be encouraged and rewarded.

One of the main outputs of the stage of formulating goals was the eight studies to be conducted during 2014, which have been identified by departments as indispensable case studies to gather important information about the influential factors on workflow, its development. These will be utilized in the next planning cycle and the development of human resources work, customer service and increasing employee satisfaction in general.

Also, the process of goals discussion and brainstorming at the level of divisions and branches resulted in important relationships and links between some departments, which must be mutually strengthened and activated to ensure smooth workflow and quality. And the vision and mission of each department and the role it plays in reaching the goals of the institution have become more visible to managers and employees alike. Therefore, departments developed their own detailed action plans to achieve their goals, while identifying key tasks of the department, staff, resources and skills required for accomplishing these tasks, in addition to common goals and tasks of other departments.

And the next challenge will be that the plans of department performance will be applied, so that they can have tangible results for managers and employees, as well as added value to beneficiaries and increasing effectiveness of human resources, which creates the motivation for the continuing application of system performance planning as an important part of performance management process. This will also become corporate culture that is not only sought to be applied, but also to be developed on an ongoing basis.

Visitors' Testimonies

Dr Najat Zarrouk Former Governor - Ministry of the Interior - Kingdom of Morocco

MENAPAR will certainly be an opportunity for all of us to boost the Public administration in the MENA Region for its development, progress and well-being.

Toni Saker - Lebanon



Ayman Hussein (American & University of Beirut) - Lebanon

Attending and participating in the conference was a genuine honor. I am also grateful and impressed with the hospitality of the Bahraini people.

I wish this nascent network (MENAPAR) all the very best and also have high hopes for it in the future.

Husamuddin Jaber Salem - Head of Political and Social Research Council of Representation

Thank you for organizing this conference and workshops, And Many thanks to give me the opportunity to participate in this important conference. Thanks for all BIPA's staff. And it's an honor to me participate again in the activities of the Institute of Public Administration and the MENAPAR's 2nd annual conference.

Amale Hawwa Publications Manager - Institute des Finance of Basil Fulaihan

The conference was a great learning opportunity listening to inspiring speakers and panelists with a lot of new ideas that are particularly interesting to our research work. It was also an excellent opportunity to network with peers and to meet young enthusiastic researchers and practitioners and to compare the research undertaken in the Mena countries.

We look ahead for any requested task to support BIPA in its leading efforts to federate research efforts in the region in the broader field of public administration/public policy and translate it into successful local practices.

Khalil Amiri - AGI, Tunisia

Thanks BIPA for the pioneering effort, for investing in the future, for the generous welcome! Exciting times lie ahead! Happy Birthday MENAPAR.