

Analysis of the Egyptian Model of Public Administration Reform Policies

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Abstract:

Starting in the 1950s and continuing up to the present, this study aims to analyze the characteristics and dynamics of Egypt's public administration reform, taking this understanding as a trajectory paradigm for ongoing endeavors in public administration reform policies.

Public administration reform policies can be evaluated from a variety of perspectives and approaches across different time-based settings, emphasizing numerous trends in administrative reform and the need to shift from focusing on bureaucrats and the government machinery towards a focus on the people, and how to increase the level of quality of the public services that are provided to the citizens. In that, and over the past seven decades, the Egyptian government has persistently tried to reform its public administration. The different reform efforts have steadily been shaped by the country's different political visions, economic approach, and societal demands.

Given the reforms in public administration have adopted several distinct theoretical models, this study reviews Egypt's efforts to reform its public administration by mapping them against theoretical public administration reform approaches.

This study employs a "qualitative descriptive methodology" to track Egypt's administrative reform policies in terms of Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations, distinguishing Egypt's administrative reform efforts since the 1950's into four phases: Centralized Weberian Public Administration (CWPA) phase from 1952 to 1970; followed by the De-Centralized Weberian Public Administration (DWPA) phase from 1971 to 1981; into the Modernization via New Public Management (NPM) phase from 1982 to 2014; reaching the New wave of reform towards a Neo Weberian State (NWS) phase from 2014-till present.

The paper originates a "systematic framework" for categorizing administrative reform in Egypt, where the management orientation and system arrangements of different phases are classified in relation to the tenets of three public administration reform models: Weberian Bureaucracy; New Public Management; and Neo-Weberian State Model (NWS).

According to analysis of the case of Egypt, the policy instruments utilized to attain reform objectives are primarily legislative; structural; and institutional, but they also rely on improving communication modes and manifestations that stress citizen centricity.

This finding is consistent with the assumptions and trajectories of the "NWS" model and hence provides theoretical and practical implications for putting reform programs into action through "active state participation" and "bureaucratic strengthening."

Key Words: Policies for Administration Reform; Weberian Public Administration; New Public Management; Neo-Weberian State.

تحليل النموذج المصري لسياسات الإصلاح الإداري

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الملخص:

تسعى هذه الورقة إلى تحليل طبيعة وتطور الإصلاح الإداري في مصر ابتداءً من خمسينيات القرن العشرين وحتى الوقت الحالي، مع أخذ هذا التحليل كنموذج لمسار الجهود المستمرة لسياسات إصلاح الإدارة العامة.

ويمكن تقسيم سياسات إصلاح الإدارة العامة من خلال أكثر من منظور ومنهج عبر سياقات زمنية مختلفة، مع التركيز على اتجاهات متعددة في الإصلاح الإداري، ومن منطلق التحول إلى التركيز على المواطن، وكيفية تحسين جودة الخدمات العامة المقدمة له. وفي هذا السياق، وعلى مدى العقود السبعة الماضية، سعت الحكومة المصرية جاهدة لإصلاح الإدارة العامة. وقد تأثرت جهود الإصلاح الإداري المختلفة بشكل مطرد باختلاف الرؤى السياسية، والنهج الاقتصادي، والمتطلبات المجتمعية في البلاد.

وقد تم اعتماد العديد من النماذج النظرية للإصلاح الإداري؛ وعليه فإن هذه الدراسة تستعرض جهود مصر في هذا المسار من خلال مقارنتها بالمداخل النظرية لإصلاح الإدارة العامة.

وتعتمد هذه الدراسة المدخل الوصفي لتتبع سياسات الإصلاح الإداري في مصر من حيث الديناميكيات والأنماط والجوانب التشريعية؛ والهيكلية والتنظيمية؛ والمؤسسية،

مع التمييز بين جهود الإصلاح الإداري في مصر منذ الخمسينيات من القرن الماضي في أربع مراحل: مرحلة تبني النموذج المثالي للتنظيم البيروقراطي لماكس فيبر (من منظور مركزية الإدارة) من عام ١٩٥٢ إلى عام ١٩٧٠؛ تليها مرحلة تبني النموذج المثالي للتنظيم البيروقراطي لماكس فيبر (من منظور لامركزية الإدارة) من عام ١٩٧١ إلى عام ١٩٨١؛ إلى مرحلة التحديث من خلال الإدارة العامة الجديدة من عام ١٩٨٢ إلى عام ٢٠١٤؛ وصولاً إلى المرحلة الجديدة من الإصلاح الإداري بما يتوافق مع النهج المؤسسي (الفيبرية الجديدة) من عام ٢٠١٤ حتى الوقت الحاضر.

وتقدم هذه الورقة إطاراً منهجياً لتحليل الإصلاح الإداري في مصر، حيث يتم تصنيف توجهات الإدارة في مراحلها المختلفة وفقاً لمبادئ ثلاثة نماذج لإصلاح الإدارة العامة: النموذج المثالي للتنظيم البيروقراطي لماكس فيبر؛ الإدارة العامة الجديدة؛ والنهج المؤسسي للفيبرية الجديدة.

ووفقاً لتحليل الحالة المصرية، فإن أدوات السياسة العامة المستخدمة لتحقيق أهداف الإصلاح الإداري هي في الأساس تشريعية؛ وهيكلية؛ ومؤسسية، ولكنها تعتمد أيضاً على تحسين أساليب التواصل التي تركز على محورية تحسين تقديم الخدمات للمواطن.

وتتوافق هذا النتيجة مع افتراضات ومسارات "النهج المؤسسي للفيبرية الجديدة"، وبالتالي توفر تطبيقات نظرية وعملية لوضع برامج الإصلاح الإداري موضع التنفيذ من خلال "المشاركة الفعالة للدولة" و"تطوير الجهاز الإداري".

الكلمات المفتاحية: سياسات الإصلاح الإداري؛ النموذج المثالي للتنظيم البيروقراطي؛ الإدارة العامة الجديدة؛ الفيبرية الجديدة.

1. Introduction:

Finding a conclusive definition of "*public administration's publicness*" has always been a challenge for public administration theory. According to the "*normative approach to public administration*", public institutions are required to operate in the "public interest," which is a broad and normative term, in addition to providing goods and services (Pesch, 2008). Continuing with this reading, public administration constitutes the formulation of public policy. Thus, it encompasses both politics and management. It is therefore generally accepted, in accordance with the normative approach, that public administration functions within a political framework, requiring communication between administrators and the adjacent political forces. (Lambright 1971, pp. 332-333, as cited in Pesch, 2008). Claiming this stance, it's important to see how bureaucratic systems could become more citizen-centric, all the while acknowledging the role of political engagement as a sphere of influence.

Worth of noting that reforms in public administration have undergone several distinct movements and approaches that can be differentiated by several characteristics. This is where the analysis of a certain reform model can show the ideological views that drive administrative reform efforts and how they are shifting in terms of policy tools and organizational arrangements.

And hence, the mapping of a system's reform efforts across the various public administration approaches is crucial for understanding the actual interplay of its reform initiative. Moreover, it can be contended that the characteristics of the "bureaucracy" in a certain system of public administration substantially influence what is reasonable, feasible, and attainable in the process of implementing reforms to the public administration. From this end, this paper examines the reform initiatives of Egypt's public administration in comparison to three principal public administration reform paradigms: the "Weberian Public Administration (WPA)", "New Public Management, (NPM)" and the "Neo-Weberian State (NWS) model."

Egypt's public administration reform efforts may well be divided upon four phases starting with the CWPA phase from 1952 to 1970; followed by the DWPA phase from 1971 to 1981; into the Modernization via NPM phase from 1982 to 2014; reaching the New wave of reform towards a NWS phase from 2014-till present. Each phase has its distinct characteristics, and this paper identifies three dimensions for each reform phase namely the Legislative Framework; the Structural and Organizational Frameworks; and the Institutional Framework.

The following is how this study is conducted: Following the introduction, the paper includes a methodology section, a review of public administration reform models and ideologies, a framework that presents a chronology of Egypt's public administration reform, a breakdown of the phases and patterns of administrative reform in Egypt, and concluding notes.

2. Methodology

The study utilizes a "qualitative descriptive methodology" to offer a comprehensive analysis of the reform of public administration in Egypt, focusing on monitoring facts and observing phenomena.

Qualitative research intends to offer a methodical, factual, and precise account of the details, characteristics, and connections among the phenomena under investigation due to its descriptive structure. Qualitative descriptive research methods, in their totality, entail the examination of an object, a condition, or other phenomena under natural or real conditions to generate a factual and accurate systematic overview or detailed description (Furidha, 2023).

Following Hill, and Knox (2021) the study primarily encompasses both description and interpretation. The study undertakes a thorough and methodical examination of pertinent researches, and reports. The study seeks to achieve a descriptive-interpretive comprehension of experiences and practices by precisely articulating their significance; categorizing these insights

into clusters of comparable facts and synthesizing categories into a cohesive extracted framework. This is where a pattern of inductive analysis is employed, wherein categories, themes, and patterns are derived from the information (Osifo, 2015) to support building a framework for the foundational structure of facts derived from the available information (Thomas, 2006).

Within the context of public policy-making, the study emphasizes critical analysis and exploration of information regarding government policies. The analytical approach facilitates a systematic examination of the drives and requirements for attaining governmental public administration reform objectives.

It is the objective of the study to address the subsequent research questions:

- (1) How can we categorize the reform of Egypt's public administration into phases from the 1950s onward?
- (2) How can these phases be interpreted in relation to theoretical models of public administration reform?
- (3) What are the most prominent aspects of Egypt's public administration reform that have the potential to generate a typical connotation of a reform approach?

3. Administrative Reform Models and Ideologies

McCourt (2013) provided an interpretation of the development of reform initiatives within the field of public administration, describing the public service reform and how it came about as a result of specific philosophical shifts that can be examined via the prism of various eras and the goals that these reform movements fulfill. Accordingly, the WPA emerged first, providing a response to the question of how to establish a more organized government apparatus that is both stable and capable of performing its duties. Afterwards, and in response to the question, "How can we enhance governmental proximity to the grassroots level?" A decentralization movement began in the 1970s. Henceforward, came the need for making progress toward wage

and employment reform in the '80s and '90s in response to the inquiry, "How can we reduce the cost of government?" Furtherly, the NPM approach commenced focusing on the inquiry of "What strategies can enhance government performance and ensure the achievement of its primary objectives? Though, for the primary purpose of tackling anti-corruption approach to reform, reforms to promote integrity and combat corruption that were implemented in the 1990s and continue to be implemented today addressed the question of "How governments may attain transparency and sustain high levels of integrity? While the concept of government responsiveness emerged in the 1990s as a dominant management stream, ultimately served to support the idea that the government should prioritize bottom-up reforms.

From a critical standpoint, there has been a transition from WPA to NPM; however, it is evident that the fundamental principles of WPA remain intact, as certain reforms in public administration systems predominantly align with the Weberian Model and are advised to preserve their dynamics to ensure administrative consistency and uniformity (Cepiku, & Mititelu, 2011; Drechsler, 2005). Thus, from an administrative reform perspective, Bouckaert (2022 a) emphasized that improving the architecture of institutions and developing bureaucracy come about the "NWS" model of "system modernization."

Given some of its characteristics, such its resilience, it becomes clear why bureaucracy still has to be strengthened. In various realms, both public and private, governmental and non-profit, organizational arrangements that are based on bureaucracy have been and still are a primary and constructive way to organize continuance. As per the assumptions of the "NWS", *bureaucracy* is more than simply a hierarchical system driver that is expressed instrumentally and organizationally (du Gay, 2005: 1-3 as cited in Bouckaert, 2022 a); even if it evolves as hierarchy, it must turn its orientation from *tool* to *institution* (Olson 1997, 2006 as cited in Bouckaert, 2022 a).

By "maintainers," "modernizers," and "marketizers," Pollitt and Bouckaert (2004) characterized the reformers of national administrations. Two groupings are of particular significance: "*The primary Anglo-American NPM marketizers*" and the "*continental European modernizers*". Pollitt and Bouckaert categorized the model for reform of this latter group as the "NWS" (Bouckaert, 2004 as cited in Lynn, 2008).

The "NWS" have emerged to envision a partial return to the Weberian paradigm. "NWS" declares a novel fusion of the components of "Ideal Bureaucracy". From an administrative reform standpoint, Bouckaert (2022 a) highlighted that the essence of the "NWS" wave of *system modernization* is *enhancing the architecture of institutions and reforming bureaucracy*.

The Neo-Weberian State (NWS) is a contemporary concept that has mostly emerged and been applied in the public administration and the public management domains. "NWS" is propositioned as alternating NPM, embodying a reform 'paradigm' characteristic of mostly continental and Northern European countries that have not fully embraced or replicated the Anglo-Saxon orientation towards NPM (Byrkjeflot et al. 2017).

Previous crises, encompassing terrorism, finance, natural catastrophes, ecology, health, and migration, could not be resolved solely through NPM market-oriented or the New Public Governance (NPG) network-based systems. Governments and their institutions, as hierarchical entities, are essential for effectively managing crises and directing markets and networks in a synergistic manner. This indicates that "NWS" hierarchies are crucial in influencing markets and networks (Bouckaert, 2022 b). NPM aimed to empower citizens; yet, this vision of empowerment framed the 'citizen' position as an integral component of the 'customer' role within a context of supply and demand for services rendered. However, it was debated that interactions between citizens and the state are significantly more intricate than a mere customer-provider dynamic (Hupe, 2022 as cited in Bouckaert, 2022 b).

According to Gomide and Lotta (2024), the emergence of new crises in numerous countries worldwide in recent decades, and the struggles to provide public services have pushed towards the emergence of a new model. They assert that an active public administration with higher level of resilience is able to addressing extant risks and making societies readier for any future emergencies. In this context, "NWS" is perceived as a progressive framework that prioritizes service delivery and policy outcomes, while also establishing and directing partnerships with markets and networks through a functional hierarchy. The "NWS" places a strong emphasis on the rule of law, inclusivity, and equity, as opposed to market-oriented and network-oriented systems, which usually place a higher priority on the concept of efficiency and the act of voluntary collaboration.

General frameworks like WPA, NPM, and network governance as per Olsen (2004). presuppose a singular prevailing style of administrative conduct, organization, and transformation. They are expected to offer minimal assistance in a context where administrations engage in legal enforcement, expert consultation, service delivery, capacity development, and resource allocation; where administrators function as rule-abiding bureaucrats, yet also as managers assessing anticipated utility and problem-solving agents, as well as authoritative figures; and where the populace comprises subjects, civic-minded individuals, and self-serving consumers. Holistic perspectives are likely to face challenges where administrative frameworks serve as both organizational instruments and independent institutions, displaying diverse forms and effects; where path dependence coexists with path deviations, and where various processes of change occur, including endogenous alterations of identities and beliefs regarding optimal public administration.

Regarding the NWS's substantive contents, Pollitt and Bouckaert (2017: 121-124 as cited in Ongaro, E. 2024) stated that the "NWS" is defined by a blend of certain "Weberian" and certain "neo" constituents, where the "neo" constituents are more managerially characterized. Among the Weberian features, one

can find the following: the state's responsibility to address the new challenges brought about by factors such as demographic shifts, environmental degradation, and technological advancements; the legitimacy of the government apparatus as an outcome of representative democracies at all levels; the importance of administrative law, which has been appropriately updated, in upholding principles related to the State-Citizens relationship, such as equality before the law, and the concept of a distinct culture, terms and conditions, and status as a public servant. Here, the main way to meet the needs of citizens is not through using market mechanisms, but by creating a culture that holds the characteristics of being professional and that works for ensuring high quality service. This is one of the neo elements that turns the emphasis from the concentration on bureaucratic internal regulations to the shift towards external fulfilling of the needs of citizens. Advocating for a refined "NWS", which is an enhanced model further delineated to comprise the public managers' micro-level actions, Ongaro (2024) emphasized the importance of public values, defining a public value (PV) as the augmentation of value derived from the endeavors of public managers, and calling for the incorporation of PV as a contribution to the public province through an Upgraded "NWS", which is further enhanced to outline democratic deliberation processes within the public sphere.

At present, the "NWS" components are attracting distinct attention. This is a result of the public sector's triumphant ideological re-reading, which advocates for the existence of a stance in favor of *bureaucratization and hierarchy*. Arising principally from the footsteps of the traditional Weberian Bureaucracy, but with a more progressive characterization, certain developments in the orientation of the government have emerged as per the "NWS" approach calling for employees' focus on the public interest presented in citizen-centric orientation; the establishment of more progressive standards for excellence in service and professionalism; novel approaches to public engagement and citizen involvement and societal inclusion; more emphasis on getting things done with resources and creating more

value for money rather than just admitting to the rules; the government becoming more professionalized, with employees serving as both legal experts and professional managers (Kuhlmann, 2024).

It is worth noting that as the "NWS" maintains particular origins of the "Weberian Bureaucracy", this underlines the state's pivotal role as the main facilitator and manager of emerging challenges. In this context, the administrative law is amended to reflect the fundamental aspects of the State-Citizen relationship, and public service is granted a unique status; accordingly, in government resource management, it becomes essential to modernize relevant laws to promote a stronger emphasis on achieving results instead of merely adhering to procedural observance (Lynn, 2008). And hence, there needs to be a certain amount of professionalism and knowledge of administrative law so that reforming and improving the administrative law can ensure that all people and groups are treated fairly under the law and that the public service maintains its unique identity in terms of its culture, working conditions, and orientation toward the public. According to this idea, public officials are required to advance their knowledge and skills in order to become competent managers as well as experts in the laws that pertain to their specific line of work (Dunn & Miller, 2007).

Holding an orientation of moving center of attention, the "NWS" reflects ex-ante to ex-post controls' transition, *though not a total departure from the former*, and a movement towards the public service professionalization, whereby the '*bureaucrat*' evolves from merely being an expert in relevant laws to also becoming a professional manager focused on addressing the needs of citizens and beneficiaries (Lynn, 2008).

"NWS" is mainly grounded in a service-oriented professional culture, with greater engagement with the public, and direct citizen engagement. Results Orientation is one of several public consultation processes made possible by this model, which

supports representative democracy but does not displace it (Dunn & Miller, 2007).

Bouckaert (2022 a) ascertained the extraction that the uniqueness of public services and the necessity of strengthening the state rather than weakening or diluting it are the foundations of the modernize ideal type of "NWS" with two main deviancies from the Weberian Ideal Type: the initial point underscores the necessity for professional, performance-driven management, predicated on the belief that public servants, when becoming unregimented by stringent bureaucratic oversight imposed by higher tiers of traditional hierarchies, can demonstrate initiative and enhance their own operations. The second, in contrast, underlines that the optimal approach to modernization involves engaging citizens and service users in diverse participatory procedures. It relies on increased "bottom-up" influence from civil society, while the initial variant prioritizes the reduction of "top-down" regulation.

4. A Chronology of Reforms

Table (1)

A Framework for Reforming Egypt's Public Administration

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
CWPA 1952–1970	– A division between the realms of politics and the elected political figures and appointed administrators; – The administrative process is ongoing, expectable, and guided by rules; clear norms are established regarding the advertisement and fulfillment of roles, the determination of pay grades, and related matters; – The regulations and directive procedures are monitored by central authorities, including a finance ministry in principal where comparable regulations govern government expenditure and an agency of public administration or an equivalent entity; – Administrative positions are filled by qualified individuals receive professional training; – A hierarchical list of jobs arranged by rank, together with descriptions of anticipated responsibilities for every position, along with a functional division of labor and a hierarchical system of tasks and persons; – Public servants are responsible for serving the public, rather than prioritizing their own private gains (McCourt, 2013). – Importance of the function of administrative law — appropriately updated—in upholding the core principles of the State-Citizen relationship, such as privacy and legal equality; – Keeping the idea of a public service with its own status, distinct culture, and rules and restrictions (Bouckaert 2022 a).	Legislative Framework (Laws/ Decrees) – Issuing law number 480/1954, regarding the establishment of the Egyptian Administrative Prosecution Authority (APA) (SIS, Administrative Prosecution Authority, n.d.-a). The APA is an independent judicial body and continues until today as the body in charge of investigating and prosecuting civil servants' conduct at all levels. The APA's law was amended several times to extend its authority. In the fifties there were two main amendments namely laws number 117/1958 and 19/1959 (APA, n.d.). – Issuing law number 124/1960, regarding the Local Administration, which laid the foundation for local administration in Egypt, by structuring the local administration into three levels, namely the Governorate, the City, and the Village, as well as introducing the new format of local councils in which both the government's executive members as well as local popular members, thus ensuring more participation from the public (SIS, local Administration, n.d.-b). – Issuing law number 54/1964, regarding the establishment of the Administrative Control Authority (ACA) (ACA, n.d.-a). – Issuing the first legislative outcome of a Civil Service nature after the 1952 revolution, namely the Civilian State Employees System law number 46/1964 (Egyptian Official Gazette, 1964, n.d.-a). – Issuing law number 118/1964, regarding the establishment of the Central Agency for Organization and Administration (CAOA) (CAOA, n.d.). This law would replace the old law number

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
		158/1952 regarding the Employees Divan that was issued before the 1952 revolution and the establishment of the new Egyptian Republic. Structural and Organizational Frameworks (Modes of Organization and Coordination) – Foreign experts and consultants were hired by the Egyptian government to advise on best course for civil service reform. – Ad hoc ministerial committees were established. – Establishment of the Institute of managers, with the objective of building the capacity of civil servants and developing their skills (Ayubi, 1980). – Establishing the Supreme Council of Local Administration (SIS, local Administration, n.d.-b). Institutional Dynamics, Patterns, and Manifestations – Highly centralized work environment. – Focus is on establishing control measures to curb corruption and increase accountability. – Opening advisory channels with foreign consultants to substitute the outflow of foreign expertise after 1952 revolution. – CAO would be the body in charge of efficient and effective public service delivery, through a well-trained civil service.
DWPA 1971-1981	– Decentralization takes place on a political level by cascading different public administration functions to government employees at lower tiers of independent self-governing local regions. With the movement of employees along with their functions to local government, the impact of human resources management becomes more significant (McCourt, 2013). – Decentralization could also take an administrative form, either	Legislative Framework (Laws/ Decrees) – Issuing law number 58/1971, regarding the Civilian State Employees System, and annulling law number 46/1964 (Egyptian Official Gazette, n.d.-b). – Issuing law number 57/1971 regarding the local government system, and annulling law 124/1960. The law emphasized the role of Local Popular Councils in development drawing a clear

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
	by transferring operations geographically from the center to the relevant local areas in which these operations are needed, or simply functional administrative decentralization where the concentrated control at the central government moves hierarchically downwards to the local government level (Turner & Hulme, 1997).	distinction between them and the Local Executive Councils (Egyptian Official Gazette, n.d.-c). – Issuing law number 52/1975 regarding the local government system, and annulling law number 57/1971. This law drew a clear distinction of the roles of Local Popular and executive Councils as well as focuses on embedding both administrative and financial decentralization, with emphasis on the interplay between the central ministry of finance and local government units in terms of financial resources distribution and spending (Egyptian Official Gazette, n.d.-d). – Issuing law number 43/1979 (Egyptian Official Gazette, n.d.-e) regarding local government system, and annulling law 57/1971. The new law made changes including the replacement of the ministerial committee with the Governors' council, as well as emphasized the role of Local Popular Councils in development drawing a clear distinction between them and the Local Executive Councils. Moreover, the state would be divided to economic regions. – Issuing a new law number 47/1978 (ACA, n.d.-a) regarding the Civilian State Employees System. The new law focused on issues related to the recruitment process, tenure, and promotion (Egyptian Official Gazette, n.d.-f). Structural and Organizational Frameworks (Modes of Organization and Coordination) – Local Government reforms pursuing decentralization. – Establishing the local government ministerial committee, that would be replaced later with the Governor's council that would be chaired by the Prime Minister.

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
Modernization via NPM 1982-2014 – Efficiency focus and improvement; specialization flows for horizontal spheres of public administration; market orientation (marketization); contracting and outsourcing (contractualization); performance measuring predominance; output and outcome orientation; – The decision is made at the political sphere (politicians set the end-goals to be achieved); public administrators are the project managers who are hired/or contracted and let to manage whilst stand accountable for results that they push towards through a system of incentives; – Two types of specialization: vertical and horizontal; – Prevalence of political control; – A primary inter-organizational alignment with distinctive horizontal intergovernmental co-ordination (inter-organizational management orientation); – Coordination is the focal technique followed whether within the internal body of the government entities and agencies or with outside stakeholders; – A hybrid model of <i>in-house</i> and <i>market-based</i> services as well as <i>distribution networks</i> is advocated; – A beneficiary-centric, comprehensive management approach, procedural emphasis, objectivity, and ethical standards with centralized control; – Shared goals, competences that are boundary spanning; – Civil servants manage networks and lead partnerships, whereas		Institutional Dynamics, Patterns, and Manifestations – Continued focus on seniority-based promotion and guaranteed job security. Legislative Framework (Laws/ Decrees) – Issuing law number 145/1988 regarding the local administration (Egyptian Official Gazette, n.d.-g). – Issuing law number 203/1991 regarding State Owned Enterprises (SOEs) (Egyptian Official Gazette, 1991, n.d.-h). – Issuing law number 5/1991 regarding the recruitment in leadership positions (Egyptian Official Gazette, 1991, i). Structural and Organizational Frameworks (Modes of Organization and Coordination) – Establishing the Information Decision Support Center (IDSC) in 1985 (IDSC, 2025). – Establishing the first Ministry of Communication and Information Technology (MCIT) in 1999 (MCIT, n.d.-a). Institutional Dynamics, Patterns, and Manifestations – Initiating the five-year Administrative Development Plan 1987-1992 (El Deqen, 2004). – Initiating the second five-year National Program of Comprehensive Administrative Reform 1992-1997 (El Deqen, 2004). – The Egyptian government launched the e-government portal in 2004, (MCIT, n.d.-b). – Overlap continued among different government institutions.

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
	– politicians ensure compromise accords among many interests; Fixed on bolstering the political and administrative capabilities of the center, while simultaneously reintegrating or controlling additional agencies and state-owned businesses structurally (Christensen, 2012). – Economy focus, user-centeredness, and efficiency and effectiveness orientation; – State involvement is minimal, guaranteeing but not supplying public goods and services; – The state and public administration have a limited social reach and are primarily concerned with decentralization, deregulation, and privatization and power delegation; – Considers the public official to be a service provider, with the customer, client, user, or consumer as the beneficiary; – The goal of administrative law and procedures is to make sure effective public policy execution, deregulated processes, and the elimination of administrative obstacles (Katsamunskaya, 2016).	
New wave of reform towards NWS 2014–Present	– By coordinating social subsystems, a stronger state eliminates market weaknesses; – Stronger delegation, but with coordination and control that is strictly maintained; – Returning to the implementation of public policies that are effective in the conduct and organization of public administration; – An official's role becomes being both an expert and a manager; – Regulatory approaches, measures to safeguard public and private interests in a balanced manner as a main focus of	Legislative Framework (Laws/ Decrees) – Endorsement of the Civil Service Law Number 81/2016 (ACA, n.d.-a) and the executive regulations Decree No.1216/2017 authorizing a number of much-needed changes relevant to regulating appointments and promotions within the civil service, establishing salary structures, and promoting capacity development and the improvement of public service standards (El Baradei 2021; OECD, 2024), and that help to realize: ○ Competition as a base for joining the public sector as one ne important dimension is the assurance of fair selection via electronic exams (a mean to more

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
	- administrative procedures and laws (Katsamunska, 2016). - Main focus on bureaucratization and hierarchy; - Move away from focusing on bureaucratic rule-following and toward addressing the needs and aspirations of citizens, hence, employees' focus on the public interest presented in citizen-centric orientation; - Establishment of more progressive standards for excellence in service and professionalism; - Novel approaches to public engagement and citizen involvement and societal inclusion; - More emphasis on getting things done with resources and creating more value for money rather than just admitting to the rules; - The government becoming more professionalized, with employees serving as both legal experts and professional managers; - The "State" plays pivotal role in addressing emerging, complicated challenges; - Representative democracy's crucial role in legitimization; - The relevance of administrative law to governmental-citizen interactions; - Controlling governmental acts, guaranteeing equitable treatment, and establishing legal clarity; - Public sector work under detailed rules and labor conditions (Kuhlmann, 2024); - An open, reachable, participative, affordable, transparent, sound, and reliable bureaucracy and public sector for all citizens; the "rule of law" serves as the paramount guiding	- transparency in the selection process); - o Rules for recruitment and selection that insures equal opportunity for internals and outsiders - based on selecting the most qualified candidate for the job; - o The request for a comprehensive 360-degree evaluation (SIS, 2022, December, 26). - Law 207 of 2017 was enacted to amend Law 54 of 1964 specifying the roles and responsibilities of the ACA including: - o Investigate the causes of work and production shortcomings and propose ways to address them - o Detect flaws in administrative, technical, and financial systems that hinder the smooth running of public agencies and propose ways to address them; - o Monitor the implementation of laws and ensure that applicable decisions, regulations, and systems are adequate to achieve their purpose; - o Detect workplace administrative, financial, and technological violations; detect non-employee offenses that harm employment or public service; - o Investigate public complaints about legal breaches or job neglect and their suggestions to improve services, workflow, and completion; media coverage of neglect, carelessness, mismanagement, and exploitation should be examined; - o Provide the Prime Minister, ministries, and governors with statistics, information, and research (SIS, 2023, November 17). - The Prime Minister's Decree no.1146 for the year 2018 regarding the establishment of new organizational structures in the public

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
	principle; public administration is supported by "hierarchy" as the predominant organizational structure; – Building a professional culture of service and quality; – In governmental resource management, there is a need to modernize pertinent legislation to promote a stronger focus on achieving results rather than only adhering to procedures; – A transition from ex-ante to ex-post controls; – Manifestation of performance management; – Transform bureaucrats' proficient managers focused on addressing the requirements of citizens (Lynn, 2008); – There exist four dimensions for "Weberian" ○ The state plays a key role in governance; ○ Equitable treatment of all individuals and organizations under the law; ○ Maintenance of a public service characterized by a unique status, culture, and employment terms; ○ Representative democracy serves as a foundation for legitimizing, regulating, and ensuring the stability and efficacy of the public service; – And, the four dimensions of "Neo" ○ External orientation towards citizens, principally founded on a professional culture of quality and service; ○ Supplemental public consultation and direct citizen engagement that encompasses various mechanisms for public input; ○ Results orientation promoting a focus on achieving outcomes, integrating monitoring, evaluation, and performance management;	administration, followed by the CAO Decrees number 54 for the year 2020 and number 205 for the year 2021 regarding the establishment of Internal Control and Governance Units in the public administration, with the main purpose of implementing an effective internal audit and control system in the public administration state apparatus. (National Anti-Corruption Strategy 2019-2022/ Report 2020/ Procedure 3). Structural and Organizational Frameworks (Modes of Organization and Coordination) – Transferring the administrative reform "file" to the direct supervision of the Cabinet of Egypt: The primary goal of moving the administrative reform file under the direct supervision of the Cabinet of Egypt is to speed up the implementation of the necessary changes and allow the CAO to carry out its designated duty given its strong affiliation to the Cabinet (SIS, 2020, January, 2). – Establishing the Higher Committee for Administrative Reform (HCAR) (Aref, 2023) responsible for guiding and promoting the public administration reform - Egypt established the HCAR to direct and coordinate the public administration reform agenda under the "Public Administration Reform Plan" across all sectors and governmental levels - the Committee was established at the highest level by Prime Minister's Decree No. 1321 of 2017 and is chaired by the Prime Minister (OECD, 2024). – Establishing the "Council of Public Administration" from inside and outside the administrative system in Egypt with the purposes of submitting proposals related to the reform of public administration and improving the provision of public services and providing advices related to civil service cases; the method and

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
	Management professionalism via the expansion of professional competencies to address the requirements of citizens (Pollitt and Bouckaert 2011, 118–119 as cited in Byrkjeflot et al. 2017).	criteria for evaluating government agencies and civil service employees; the training programs provided to civil service employees; issues related to the professional ethics of civil service employees; proposals regarding budgets allocated to the civil service and improving civil service performance (Aref , 2023). - Establishment of the National Coordinating Committee against Corruption chaired by the Prime Minister; and the National Coordinating Subcommittee against Corruption headed by Minister, Chairman of the Administrative Control Authority (ACA, n.d.-b). - Reorganization of the ACA—Law 207 of 2017, which amends Law No. 54 of 1964 defining the role of (ACA) as an independent body affiliated with the President of the Republic; accordingly, ACA has legal personality and enjoys technical, financial, and administrative independence; ACA's goal is to prevent and combat corruption in all its forms and manifestations, and to take the necessary measures and procedures to prevent it, ensure proper performance of public functions, and preserve public funds and state-owned assets. (SIS, 17 November, 2023, Administrative Control Authority). Institutional Dynamics, Patterns, and Manifestations - Based on the Civil Service Law Number 81/2016 (ACA, n.d.-a) and the executive regulations Decree No.1216/2017 certain rules and implications have been set and carried out: - Clear rules for outsourcing; - Personnel planning and procedures for allowing government entities to outsource/contract short-term assignments (technical assistance to ministers);

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
		○ Renovation of job files for employees; ○ Setting the basis for job evaluation; ○ Extracting job descriptions with Key Performance Indicators "KPIs" that are linked to unit and ministry and government overall performance; ○ Promotion rules have been reviewed specifically the timing and rules that govern promotion within a time frame "3 years"; ○ Promotion decisions are declared on a yearly base; ○ Salary adjustments have been approved in favor of the employee interest if they acquire a higher degree of education; yet there should be a job vacancy opened (based on actual need of the Government Entity; ○ With regard to secondment and transfers - cases have been investigated to be resolved; ○ Competency Evaluation System have been instituted; ○ Experts: Should be contracted based on technical need and for specified period; ○ The Digitalized "Human Resources Information System" HRIS - HRIS has been initiated; ○ Building database for retired Public Administration Experts to benefit different government entities (SIS, 2022, December, 26). – KMT was formally introduced by the CAO on February 25, 2024. KMT is an AI empowered Chatbot. KMT was built to momentarily answer various legal and administrative inquiries related to Civil Service Law No. 81 of 2016 and its executive regulations, and related circulars and decisions (SIS, 2024, June 15).

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
		- The website https://promotion.caoa.gov.eg/LevelCal.aspx was launched by the CAO. It allows employees who are subject to Civil Service Law No. 81 of 2016, or for whom the law represents the general regulator, to inquire about their eligibility for promotion (State Information Service, 14 July, 2025, CAO. launches a website for promotion of state employee's inquiry). - Issuance, implementation and monitoring of three consecutive National Anti-Corruption Strategies 2014 - 2018; 2019-2022; 2023-2030 (ACA, n.d.-c). - Issuance of the code of conduct and ethics 2019-2022 (ACA, n.d.-D). - Establishing coordinating mechanisms in which the ACA is designated to provide support and perform a supervisory role in the establishment and monitoring the progress of the Internal Control and Governance Units in government entities; and, the National Anti-Corruption Academy becomes responsible for providing the requisite training programs for potential and current "Internal Control and Governance Units" personnel. - Digital Egypt by Ministry of Communications and Information Technology (MCIT) integrates innovation, policy, and infrastructure to create an intelligent environment for new integration and service provision: - o It's about turning cumbersome bureaucratic procedures into user-friendly digital experiences, turning unprocessed data into actionable insights, and ensuring that no citizen—regardless of geography or background—is left behind in this rapid transition. The program empowers people, closes gaps, and streamlines services to make the digital world a

Public Administration Models	Characterization and Main Assumptions of the Model	Egypt's Public Administration Reform: Legislative; Structural and Organizational; and Institutional Dynamics, Patterns, and Manifestations
		reality. ○ MCIT leads this transformation beyond e-government services to digital upskilling, AI, cybersecurity, and sustainable technology. This vision includes intelligent cities, flexible governance, empowered workers, and networked industry. It prioritizes digital sovereignty and promotes international cooperation to ensure Egypt actively shapes the digital age rather than simply adapting. ○ Launching Digital Egypt 360 to transform Egypt's public administration environment with a digital viewpoint that prioritizes integration, efficiency, and citizen-centricity through a nationwide strategy to create connected, shared national databases that transform public service delivery; ○ Citizen 360 consolidates all citizen data to improve service personalization (MCIT, n.d.-c).

Source: Authors' analysis based on the referenced source

5. Egypt's Administrative Reform Phases and Paterns

5.1 Centralized Weberian Public Administration (CWPA): 1952–1970

The 1952 revolution came with the objective of replacing the monarchy with a republic that fosters development, eliminates imperialism, ends feudalism and monopoly, and establishes social justice and democracy, while building a strong army (Vatikiotis, 2021; Botman, 1988). In the post-revolution period, the government initially aimed for a Classic Weberian public administration model to help establish a new order. This model, known for its emphasis on hierarchy, equality, fairness, and strict rules (McCourt, 2013), seemed like a good fit. As shown in the Framework for Reforming Egypt's Public Administration (Table 1), on the legislative front, many laws were passed to align the state with this model, including law number 124/1960, regarding the Local Administration (SIS, local Administration, n.d.-b); the Civilian State Employees System law number 46/1964 (Egyptian Official Gazette, n.d.-a); and law number 118/1964, regarding the establishment of the Central Agency for Organization and Administration (CAOA) (CAOA, n.d.). However, the leaders of the new republic seemed more interested in the centralization and control (Schick, 1998) aspects of the Weberian model. This focus was further supported by the establishment of two major bodies to monitor and control public employees. The Administrative Prosecution Authority (APA) (SIS, Administrative Prosecution Authority, n.d.-a) was established by the law number 480/1954, and the Administrative Control Authority (ACA) was established by the law 54/1964 (ACA, n.d.-a). The APA aimed to hold public employees accountable for their actions, curb corruption, and reduce administrative and financial misconduct, while the ACA was responsible for investigating employee performance, ensuring compliance with regulations, suggesting improvements and uncovering corrupt practices within the government (ACA n.d.-a).

During this phase, the newly established republic sought mass political support and accordingly started taking several populist decisions including land reform, nationalization of major industries and different sectors including the services sector, offering free university education to all, as well as guaranteed employment. This socialist ideology with its nationalist sentiment meant the expansion of the public sector at the expense of the private sector, inevitably resulting in a bigger civil service to cater for such expansion.

A guaranteed university degree and a guaranteed public employment whether in civil service or in state owned enterprises that offers job stability, decent salary and a rewarding pension became the ultimate instrument to hold political, economic, and social control over the public (Jreisat, 2019; Barsoum, 2017; Waterbury, 2014).

With the issuance of the Civilian State Employees System law representing the first trial to embed personnel management practices into the civil service system, highlighting issues such as the structure of the civil service, jobs, recruitment, promotion, training, evaluation, rewards, bonuses, allowances, and compensation, and with the establishment of the CAO in 1964, the government expected reforms would yield a traditional bureaucracy closer to an ideal one, yet the results were far from what was intended, and the outcome was more of an inefficient, rigid, centralized, inflated, and highly uncoordinated bureaucracy that merely existed with the main purpose of being an employment apparatus (Almutairi, 2024; Gobba, 2022; Nagarajan, 2013).

On the Structural and Organizational Frameworks, foreign experts and consultants were hired by the Egyptian government to provide solutions for the Egyptian public administration, which resulted in the creation of ministerial committees to coordinate reform efforts, and the establishment of the Institute of managers to train and develop government employees (Ayubi, 1980). What emphasizes the control and centralization focus of the era, was the

establishment of the Supreme Council of Local Administration, which according to law 124/1960 aims to control and supervise the performance of local council (SIS, local Administration, n.d.-b).

The institutional framework of this phase could be defined by control, investigation, and administrative prosecution, resulting in the entrenchment of the idea of procedural conformity rather than performance orientation. In other words, the center of attention became abiding by rules and regulations at the expense of results (Mayfield, 1996).

The declared rationale behind reform initiative was to conform with the era's socialist ideology and offer guaranteed government jobs for university graduates, resulting in a massive increase in the size of the civil service, that would hinder the bureaucratic machinery for years to come (Valsan, 1997). The reality was populist decisions taken by the government that would ensure the loyalty of government employees.

5.2 De-Centralized Weberian Public Administration (DWPA): 1971–1981

In the early 1970s, the Egyptian government launched what it called the "Administrative Revolution" and "Corrective Revolution". This initiative was a direct response to issues within the public administration that had developed under previous governments. The goal was to address and bypass these administrative complications through a series of new policies. (Fahmy, 2012; Hinnebusch, 1980). The "Open Door Policy" (Infitah) originally aimed to move the country from a centralized economy to a market led one that would simplify bureaucratic procedures, attract foreign direct investments, and replace the government with the private sector to become the main employer. The introduced model was more of a Weberian one focusing on themes of the seventies namely decentralization and efficient service delivery. On the legislative side, this phase witnessed the issuance and repeal of several laws tackling government employees

and the local government system. Notable legislations included laws 58/1971, regarding the Civilian State Employees System, and annulling law number 46/1964, law number 57/1971, law number 52/1975, law number 43/1979, and law number 47/1978 (Egyptian Official Gazette, n.d.-b; Egyptian Official Gazette, n.d.-c; Egyptian Official Gazette, n.d.-d; Egyptian Official Gazette, n.d.-e; ACA, n.d.-a; Egyptian Official Gazette, n.d.-f).

While some of these laws, like Law 47/1978 regarding the Civilian State Employees System, proved to be long-lasting, most of the new legislations focused primarily on personnel-related issues such as the recruitment process, tenure, and promotion. The introduced legislations did not succeed in addressing the core problems of bureaucratic bloat and poor performance. The "Corrective Revolution," in essence, created a lot of debate but had minimal practical effect on improving public administration.

The Framework for Reforming Egypt's Public Administration (Table 1) highlights the modes of Organization and Coordination, or in other words the Structural and Organizational framework of this phase, in which decentralization was the prevailing theme, and the government's political will was highly reflected in Local Government reforms, with accountability and transparency reflected in Law 43/1979, in which elected local councils would supervise executive local units.

From an institutional perspective, while decentralization was the key word for this phase, and in spite of the strengthening local government and granting local administrative units more authorities and responsibilities, yet the reality was centralized operations.

The efforts of this phase resulted in few reforms, and the results were again far from what was planned for, causing new parallel structures and overlapping responsibilities between new and existing institutions, resulting in dual public administration channels and adding to the complexities of the government machinery, adding more inefficiency, corruption, and complexity

(Barsoum, 2017; Al-Araby, 2014; Nagarajan, 2013; Sullivan & Abed-Kotob, 1999).

5.3 Modernization via NPM: 1982–2014

In late 1981, a new administration, led by the former vice president, came to power. This transition occurred as the nation's political, economic, and social conditions grew increasingly complex. Both domestic and international actors recognized the urgent need for serious, politically supported policy decisions to counteract these escalating issues (Abdel-Latif, & Schmitz, 2010; Omran, 2007).

The new policies were influenced by what the former government started in terms of economic liberalization through the open-door policy; however, to the new government's advantage, these policies were then promoted and adopted by international institutions including the World Bank, the International Monetary Fund (IMF) and other international institutions (Manning, 2001). While this era saw the introduction of significant structural and institutional changes, including moves toward NPM and e-government, the overall success was limited by persistent issues such as a growing public workforce, bureaucratic rigidity, and a lack of citizen-centric service quality (Oliveros, 2021).

The first phase of this reform, spanning from 1982 to 1992, was heavily defined by Structural Adjustment Programs (SAP) and neoliberal policies championed by the abovementioned international bodies. Accordingly, Egypt started the Economic Reform Program and the National Program for Administrative Reform (NPAR) (Nagarajan, 2013; Handoussa & El Oraby, 2004). The government prioritized extensive, internationally funded civil service training and capacity-building programs, alongside decentralization efforts, simplification of public services, and an ambitious privatization plan for state-owned enterprises, and a plan to downsize the bureaucracy by slowing down permanent contracts and increasing temporary employment. These policies aimed to shift economic power from the government to the private sector,

essentially continuing and accelerating the open-door policy of the late 1970s. However, despite some external accolades revolving around the privatization program, the domestic reality was more contradictory. The warning that has been raised by many scholars came to be true. Enforcing NPM practices in politicized bureaucracies, that lack meritocracy, and suffer from corruption, will have negative consequences rather than the positive expected reform ambitions (Oliveros, 2021; Schuster et al., 2020; Verma, & Gomes, 2015). The number of government employees continued to grow, public services remained rigid and of poor quality, and corruption became more entrenched. It was a period where formal, top-down reforms failed to alter the entrenched realities of the existing public administration (Cunningham et al., 1994; Palmer et al., 1988).

From a legislative standpoint, law 203/1991 regulating privatization, resulted in an international praise for the privatization program that was perceived as organized and effective (World Bank, 2008). Moreover, as a sign of good will was the issuance of law number 5/1991, regarding the framework for the appointment and responsibilities of civil servants in leadership positions in the Egyptian public administration (Egyptian Official Gazette, n.d.-h). While the law did not achieve its main intended objective of hiring leadership positions based on merit, yet it is considered as a guiding legislation in dealing with the leadership of the bureaucratic apparatus.

However, a key legislative contradiction emerged during this phase concerning the decentralization initiative, which was viewed by many until the late 90s as the main instrument utilized to pave the way for public administration reform (Handoussa, Hay, Osman, & Kandil, 2004). In an inconsistent manner the law harboring decentralization and directing towards the empowerment of local government was changed to become local administration in a step signaling a step away from the government's commitment to embed decentralization (Bush, 2019).

From a structural and organizational perspective this phase witnessed the establishment of the Information Decision Support Center (IDSC) in 1985, with direct affiliation to the Prime Minister, with the aim of founding the national information infrastructure that would support the country in the desired transformation, including public service improvement (IDSC, 2025). Moreover, the Ministry of Communication and Information Technology (MCIT) was established in 1999, having the improvement of public service delivery through as one of its' main objectives (MCIT, n.d.-a). Moreover, two five-year Administrative Development Plans were introduced in this phase from 1987 to 1992, and from 1992 to 1997 (El Deqen, 2004).

Finally, as presented in the Framework for Reforming Egypt's Public Administration (Table 1), the Institutional Dynamics, Patterns, and Manifestations to reform evolved significantly in this period. While a focus on structural adjustment and neoliberal policies dominated the first phase from 1982 to 1992, the second phase from 1992 to 2010 saw a clear adoption of NPM practices. During the first NPM phase, the focus was on revisiting the government's role through SAP and the Neoliberal policies introduced by the international institutions (Beinin, 2009). During the second phase, and specifically during early 2000s the government influenced by the international NPM wave of innovation and reform, started introducing e-government with the aim of simplifying some of the public services delivered, as well as introducing concepts of accountability, transparency, and responsiveness (Mitchell, 2002; Assaad, 1997). The Ministry of state for Administrative Development (MOAD) became the lead entity in charge of introducing and implementing e-government, while CAO A became the sole government entity in charge of the traditional public administration activities including job organization, manpower planning, and training. The result achieved by the Egyptian government was highly praised internationally and was reflected in the noticeable rank climb from 192nd to 23rd in Government electronic and web services on the

2010 UN-PAN report (Darwish, 2008). Efforts started to take more shape by 2004, as the Egyptian government represented in the MCIT and the MOAD, launched the e-government portal in 2004, offering online public services. The program was divided into two phases, from 2001-2007 in which setting and implementing pilot projects would take place, and from 2007 to 2012 to mainstream e-government (MCIT, n.d.-c). Thus, from an e-government viewpoint, some public administration reforms were successful, but from a holistic reform perspective, public administration was still in dire need for drastic reforms.

A glimpse of NPM practices started to show up in the early 90s, with topics regarding civil service efficiency and effectiveness, paving the way for full-fledged NPM practices highlighting service quality, performance orientation, and citizen satisfaction; yet, the country continued suffering from the inflated number of government employees and their associated wages. Moreover, the quality of services delivered were not matching the expectations of the citizens, and were still lagging behind the notion of a citizen centric public administration.

It is worth noting that the time frame between 2011 and the end of 2013 has its particularity in terms of public administration appointments. Clusters of thousands of contract workers were given tenured jobs following the 2011 Egyptian revolution. This mainly targeted to pacify the civil servants during the turbulent 2011–2013 period, where it was decided to convert all contractual personnel to full-time personnel (El Baradei 2021). This increase in size of public employment came at the expense of efficiency, resulting in even a bigger bureaucracy, with a higher wage bill, and lower performance.

5.4 New Wave of Reform towards "NWS" model: 2014–Present

By 2014, certain characterization had taken root in Egypt's system of public administration. The challenges during that period in situational dimensions were attributed to: (1) the complexity of

the State's administrative system, which comprises 23 ministries, 234 independent agency, 23 government entities, and 27 governorates, encompassing 323 service directorates; (2) Egypt's public service, which employed 6.37 million people yet produced low productivity and cost the country more than 26% of its budget in 2014 and 2015, described as massive bureaucracy; (3) a lack of accountability and transparency and the presence of administrative corruption traits like nepotism and favoritism, with Large variations in payroll levels, even within the same government entity, and the absence of clear standards for employment and for public service delivery; (4) the abundance of legislation, its amendments that led to conflicting legislative regulations; (6) a highly centralized system of public administration with reduced institutional capacity and incompetent public service provision specially at the local administration levels (Al-Araby, 2014).

El Baradei (2021) delineated the principal characteristics of Egypt's bureaucracy, which encompass centralization with a centralized structure overseeing the management of 27 governorates and where "local administration" is more conceptually framed than "local government"; high employment rates as the internationally recognized ratio is one employee for approximately every 80 citizens, whereas Egypt has one employee for every 17 citizens; parallel structures- navigating bureaucratic routines and red tape through the functionalization of parallel structures where most ministers and high-ranking government officials set up their own policy and technical support offices, staffing them mainly with recent college grads who were proficient in language and computing and who had access to funding from a variety of donor support agencies, thus, a more flexible approach was used by the "technical offices" as opposed to the more conventional bureaucracy. El Baradei (2021) indicated that not only did they have a distinct salary scale, but they also did not have a systematic approach to hiring or recruiting; low compensation where inadequate remuneration afforded to government personnel accompanied by a significant reduction in the real value of

government employees' compensation. Besides, a main characteristic indicated as per El Baradei (2021) is the unique organizational culture that accepts that those in superior positions possess greater rights and receive differential and formal treatment revealing a high-power distance where public employees regard hierarchy as inherent.

The Egyptian government targeted a prominent development in public administration modernization with the initiation of Egypt Vision 2030 (2016) and the Public Administration Reform Plan (PARP) (2014) (OECD, 2024). In that, the need of well-managed governmental institutions is emphasized in Egypt Vision 2030 as a necessary condition for accomplishing all of its indicated objectives (MPED, 2023 as cited in OECD 2024).

Relatedly, the Ministry of Planning, Monitoring, and Administrative Reform released the new national administrative reform plan's highlights in June 2019. In two phases -*as per the plan*- the initiative encompassed "2443" government bodies. The primary phase will include the move of the "*bureaucracy*" to the New Administrative Capital, -*planned to take place for three years that start 2020/2021*, whereas the second phase will take "*from three to five years*" and will target to enhance the administrative efficiency, effectiveness, governance, and accountability to meet national development goals (El Baradei 2021).

Going forward, the Egyptian government then pronounced an in-depth reform process by adopting a revised Egypt Vision 2030 (2023) to achieve critical strategic objectives for the nation's ongoing economic and social development and expansion. This pioneering whole-of-society strategic framework, led by the Ministry of Planning, Economic Development and International Cooperation (MPEDIC), focused on cross-sector policies aimed at sustainable development to promote economic growth, social inclusion, and prosperity for future generations in Egypt. The commitments established there became the basis for all development efforts and programs implemented across all

governmental tiers and sectors. They align with the United Nations' Sustainable Development Goals (SDGs) and the African Agenda 2063 (OECD 2024). And hence, the Egyptian Government will be working towards modernizing its public administration through the execution of strategic commitments detailed in the updated Egypt Vision 2030 (2023) and through the continuous assessment of the PARP (OECD 2024).

Since 2019, CAO A has been at the forefront of efforts to implement the PARP. CAO A aims to do this through five foundational pillars each encompassing specific intended outcomes, objectives, and measures: (1) Enhancing the efficacy of public administration by institutional changes, encompassing the restructuring and reorganization of government agencies and ministries through the establishment of new units; (2) Enhancing public administration and civil servant competences to improve civil service performance and strengthen their skills; (3) Enhancing the legal foundation for civil service reform and management via legislative reforms to establish a favorable and clearly defined legal structure for public administration, so augmenting its agility and bolstering leadership's capacity to manage and deliver; (4) Enhancing and digitizing governmental services to better serve citizens, improve interactions between citizens and public administration, and optimize the digitalization and operation of public administration; (5) Enhancing the governance and legal framework for information and information technology (IT) systems to more effectively build and integrate databases within public administration (Al-Araby, 2014, OECD, 2024).

The 2014 reform vision, which included five dimensions—legislative reform, institutional development, capacity building, database construction and integration, and public service improvement—is where the recent reform process began. The Public Administration Reform Plan (PARP) operationalizes these dimensions, bringing the plan into line with administrative reform initiatives (SIS, 2020, June 15).

This is also the point at which the pace of administrative reform is determined by the unique vision that establishes the framework for achieving specific objectives: a target for administrative reform that is efficient in terms of cost reduction and effective in terms of output, a target for the use of governance principles with competence and authority in carrying out the reform development function, a target for the provision of services to meet the needs of the public, and a target for the ability and authority to carry out the development job (SIS, 2020, June 15).

At this moment, the importance of the administrative system should be reflected in terms of: the prioritization of administrative reform by the Egyptian State in accordance with Egypt 2030; the transparency and efficiency of institutions as central tenets of Egypt's Sustainable Plan 2030; the flexibility in managing internal processes; and the assessment of challenges confronting the administrative system.

The Framework for Reforming Egypt's Public Administration (table 1) reveals that the characteristics of the administrative reform in Egypt that started in 2014 align closely with the core premise articulated by Bouckaert (2022 a), which postulates that, under the "NWS" assumptions, authority is practiced through a structured hierarchy of proficient officials, emphasizing that the primary focus in "NWS" planning is on "institutions" and "institutional design," this is also where the 'Modernization' of systems identifiably necessitates the enhancement the capacity of the bureaucracy.

The "new wave of reform 2014 to Present" proclaims the consistency of the system's adherence to the legal frame work as a main steering machinery for administrative reform in terms of issued laws starting with the Civil Service Law Number 81/2016 and its executive regulations "Decree No.1216/2017"; Law 207 of 2017 that was enacted to amend Law 54 of 1964 specifying the roles and responsibilities of the ACA; and the Prime Minister's Decree no.1146 for the year 2018 regarding the establishment of

new organizational structures in the public administration, followed by the CAO Decrees number 54 for the year 2020 and number 205 for the year 2021 regarding the establishment of Internal Control and Governance Units in the public administration, all that have a strong relationship to develop the legislative framework for administrative reform and ensure significant regulative approaches with administrative procedures and legislation primarily aimed at protecting both public and private interests in a balanced way.

As a sign of commitment towards the concept of a "citizen centric government" the new law governing the public administration was rebranded to become "Civil Service Law" instead of the previous versions addressing the state employees under the name "Civilian State Employees System", which comes to be a step on the road to ensure the concept of the citizen centricity and the role of the public administrators as service providers.

Transferring the administrative reform "file" to the direct control of Egypt's Cabinet; Establishing the Higher Committee for Administrative Reform (HCAR) and the "Council of Public Administration"; the establishment of the National Coordinating Committee against Corruption, chaired by the Prime Minister, and the National Coordinating Subcommittee against Corruption, headed by the Minister, Chairman of the Administrative Control Authority (ACA); Reorganization of the ACA as an autonomous entity affiliated with the President of the Republic -hence, the ACA has legal personality and enjoys technical, financial, and administrative independence, provide a significant Structural and Organizational Frameworks and Modes of Organization and Coordination in which the role of the state in governance is crucial.

The translation of the reform through "Institutional Dynamics, Patterns, and Manifestations", as illustrated in the Framework for Reforming Egypt's Public Administration (Table 1), underscores the necessity of sustaining a public service

distinguished by a specific status, culture, and employment conditions, as outlined in the revised regulations for managing public personnel. This includes adherence to a code of conduct and ethics, the communication of anti-corruption strategies, the provision of platforms for effective inquiries, and the digitalization aimed at system integration to enhance public service delivery. This underscores the "NWS's" intention to create a bureaucracy and public sector that are open, accessible, participatory, affordable, transparent, robust, and trustworthy for citizens.

6. Concluding Notes

The paper offered a comprehensive analysis of public administration reform in Egypt, a phenomenon characterized by distinct phases differing in management focus and public policy instruments, correlating these phases with theoretical models of public administration. The objective was to deliver a thorough awareness of the connotations and associations pertinent to public administration reform.

The primary objective was to elucidate the approach to become citizen-centric, which was implemented in opposition to the incorporation of being bureaucratically-centric as a core component, with the objective of enhancing citizen satisfaction with the services provided by the public service.

Egypt's public administration reform endeavors were divided into four phases, commencing with the CWPA phase from 1952 to 1970, followed by the DWPA phase from 1971 to 1981, the Modernization via NPM phase from 1982 to 2014, and the New wave of reform towards the "NWS" phase from 2014 to the present. These phases have been mapped against the theoretical public administrative models that presented the underlying foundation and development of public administration reform.

Apparently, the development of public administration in Egypt has yielded mixed results; certain reforms were partially achieved to varying degrees, while others were never achieved. The essence of Weberian public administration and not in its

positive features has been always trailing efforts of reform across the different phases. The negative aspects of the Weberian bureaucracy that the country was destined to since the 1950s, resulted in consistent hindrance to reform efforts over time. Egyptian policymakers since the 1970s have been trying to move away from the legacy of the 1950s and 60s public administration. Their efforts, however, were always slowed down by the tradeoff of either accepting an inflated, inefficient bureaucracy to fulfill the social role of employing all graduates or making the public administration more efficient at the expense of that social commitment. However, in the quest for public administration reform in Egypt there is alignment to the "NWS" assumptions as indicated where hierarchy and institutions are the most frequently employed coordination mechanisms.

The recent wave of public administration reform that started in 2014 has shown initial promise. However, its long-term success is contingent on several factors, including consistent implementation, continued political will, and a sustained inclination to efficiency over populist pressures.

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