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Investigating Governmental (Public Sector) Performance Management in Egypt

By

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Philosophy**

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Abstract

This thesis aims to find the best way to manage performance in Egypt as it is the home country of the author in which the governmental (public sector) has a lot to learn, compared to other more developed counterparts, bearing in mind its cultural aspects.

The purpose of this research is to set the scene with respect to Egypt and to submit the key research question, *“How governmental (Public Sector) performance is managed in Egypt?”*

An investigation was conducted through interviews with Egyptian Public Officials, by surfing the net for opinions of Egyptians in forums and through newspapers, journals and books, in order to answer the research question. A gap in terms of accountability; consequently in terms of the governmental (public sector) performance management, was identified in Egypt between the points of view of the government and the citizens. This gap introduces three secondary research questions that help in answering the initial research question. Those questions are:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on Egyptian society?
- c) What should be done to overcome the gaps?

This research is a qualitative, single case-study research. It is a deductive and explanatory one; as it explains more relationships between causes and effects in governmental (public sector) performance management in Egyptian society and tests the theory of governmental (public sector) performance management.

The quality of the research is tested by defining the evaluation criteria and the specific research tactics early in the process. These criteria and tactics guided all the activities carried out during this study.

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Chapter One

Introduction

1.1 Overview

This thesis aims to find the best way to measure performance in the public sector of developing countries, through raising the question: *“How should public sector performance be managed in developing countries?”*. However, this question appeared to be inapplicable as developing countries is a very broad issue to investigate in research that has a time limit. For this reason, the researcher focused more on a case study conducted in Egypt, the home country of the author, which is a developing country.

The purpose of this chapter is to set the scene with respect to Egypt, as a developing country, to submit the key research question which is *“How governmental (Public Sector) performance is managed in Egypt?”*

1.2 An Introduction to Egypt

Before starting the research it is important to understand some facts and backgrounds about Egypt. It is a country rich in agriculture due to the regularity and richness of the annual Nile River flood. Egypt passed through different political circumstances, wars and rulers. In the land of Egypt a unified kingdom arose circa 3200 B.C. In the three millenniums following that date it was ruled by different civilizations such as the Romans and the Greeks, finally the Arabs ruled it and introduced Islam and the Arabic language in the 7th century which continues until today (CIA, 2006).

Different statements were said to ensure the role of Egypt in the Middle East such as:

- Through history, Egypt gained a strong and influential position because of some projects held on its land that had a direct effect on the world's economy (CIA, 2006).
- Robert Baer, *Former Middle East-Based CIA Operative. Author of "See No Evil" and "Sleeping with the Devil"* expressed the importance of Egypt in the Middle East saying "*..So goes Egypt so goes the Middle East*" (Bradley, 2008).
- UNDAF (2006), Egypt is a key country with an influential role in influencing international affairs and those actions taken by the Egyptian government "*has immediate repercussions in other Arab states and affects world relations.*"

The country of Egypt now is under great economic stress which is reflected on the society as whole. According to CIA (2006), Egypt is facing a rapidly-growing population (the largest in the Arab world, and limited arable land. Due to the great dependence on the Nile, population centers along the valley, leaving the desert uninhabited. All these problems facing Egypt continue to overtax resources and stress society. The CIA (2006), states that "*The government has struggled to ready the economy for the new millennium through economic reform and massive investment in communications and physical infrastructure.*"

The Egyptian Presidency (2006), states that Egypt consists of around one million square kilometres; of these only around 55 thousand square kilometres are populated (This means that only 5.5% of the overall area is populated and the rest remains desert). It stands approximately in the middle of the world. It has The Mediterranean Sea as its border to the North, Sudan to the South, Gaza Strip, Israel and the Red Sea

to the East and Libya to the West (The Egyptian Presidency, 2006). It also states that the Egyptian overall population was 54.08 million inhabitants in the year 1991; this has increased to reach 71.3 million inhabitants in the year 2006. This simply means that there was a 24.15% increase in the overall population in 15 years.

Other facts introduced by The Egyptian Presidency (2006), are as presented in Table (1.1):

Table (1.1): Facts about Egyptian Society:

Item	91/92	2005/2006	Increase rate
Average per capita consumption of designed potable water (litre/day)	214.3	305	29.73%
Primary education enrolment rate (%)	89.1	100	10.9%
Per capita hospital bed (person/bed)	497	419	-18.61%
Annual average per capita consumption of electricity (kwh/person)	850	1450	4.3%
Telephone density (%)	4	14.8	72.9%
Number of private cars (million)	1.2	1.8	33.3%
Number of beneficiaries (million)	14.4	19	24.2%
Number of pension receivers (million)	5.5	17.4	68.3%
Value of disbursed pensions (L.E. billion)	3.5	22.4	84.3%

From the above, it can be concluded that progress in social welfare is more than that on other aspects of Egyptian life. The *Egyptian government's investment in basic and essential services, relevant to population, such as per capita hospital bed (person/bed) is disappointing compared to the generous spending in less vital projects like telephone density (%) and the number of private cars (million).*

1.3 Performance Measurement in the Egyptian Government

The Egyptian government's performance is being criticized a lot by their citizens as a result of the economic stress it faces. Bradley, (2008), states that *"All Egyptians love their country but hate their regime"* (Bradley, 2008). Also Gideon Rose, Managing Editor of "Foreign Affairs" agreed with what Bradley (2008) stated.

On the other hand, the Egyptian government is facing hard criticism in different aspects of Egyptian social life:

- Al Mesreyoon Newspaper (30-5-2007), stated that in an academic study it was proved that 14 million Egyptians live in small huts of average size around 3-4 meters, and that 81% of males are illiterate while illiteracy reaches 63% of females in the same sample.
- BBC Arabic.Com (25/9/2007), stated that there was a huge strike of all workers in the weaving industry in Al Mahala Company, one of the biggest public weaving companies in Egypt. The strike was provoked by the very low monthly salary rates which the workers receive; these salaries are as low as 27 US \$ per month.
- These kinds of strikes, which began in Egypt in 2007 were, as mentioned above, due to the overall poor income of the workers in addition to their lack of trust in the government and their belief that their complaints will not be taken into consideration by the officials.
- The same applies to other strikes which took place recently in Egypt e.g. some workers stopped doing their jobs because their demands have never been answered by the government for the past 30 years. (Al Ahram Newspaper, 8-12-2007)

Several authors (Farouk, 2008; Okasha, 2008b Ammen, 1999) state that through a quick historical look, it could be concluded that Egyptians are peaceful and not trouble makers, except where their living standards are concerned. So what are the reasons behind these strikes and opposition to government services?

1.4 The Research Problem

According to Islam and Labib (2007), cultural aspects cause Arab countries to face mal performance when comparing them to Western countries where performance management process is implemented effectively. Also, there is the importance of government and public sector performance management as a means to increasing citizens' welfare and social standards because of modest progress in Arab countries in different fields (UN, 2005). As Egypt is the researcher's home country and country of residence, in addition to the fact that it is an Arab and a developing country, this research tries to investigate "*How governmental (Public Sector) performance is managed in Egypt?*"

1.5 Overview of the thesis

- The primary objective of Chapter 2 is to demonstrate that an appropriate research methodology is used to tackle the research problem and to answer the research questions of this thesis. Therefore, this chapter will start by making explicit the different types of research, research paradigm, research strategy, research questions and finally the research design followed throughout the thesis. It then will address the broad research question, point out the Egyptian public officials' positions in the Egyptian Government through identifying them in a hierarchical organisation chart,

limitations faced by the researcher whilst conducting the research and the methodology of validating the quality of research.

- Chapter 3 will be divided into three parts:
 - The first part will deal mainly with the literature review concerning performance measurement and management in general
 - The second part will be about governmental performance measurement and management in particular as a first step in answering the initial research question submitted in Chapter 1. It will tend to investigate the similarities and dissimilarities between general and governmental performance measurement and management systems, in addition to a set of key elements that should be found within a country in order to ensure that it is on the right track in implementing its governmental performance measurement and management process.
 - The third part will deal with the practice review of performance management in Egypt. This part will investigate Egyptian society through both: (a) Egyptian Officials' Opinions, (b) Egyptian Public Opinion, in order to answer the research question in Chapter 1. Moreover, this part will compare key elements, identified in the second part of the chapter, to the performance management practices found in Egypt, and will conclude that there is gap in terms of accountability and performance management between the government and the citizens,. This will raise a number of questions that are aimed to be answered in Chapter 5 through an assessment and explicitly in Chapter 6. These questions are:

a) Why do gaps exist in terms of performance management?

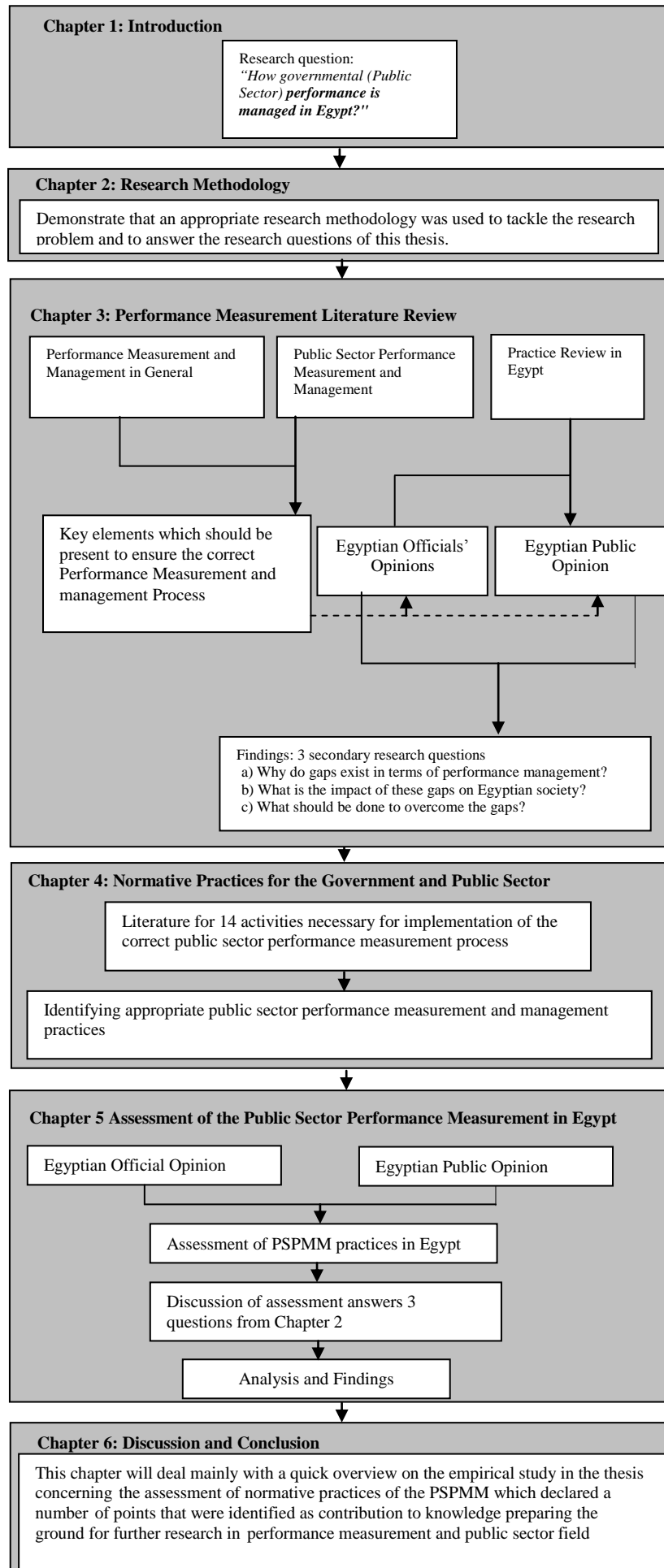
b) What is the impact of these gaps on Egyptian society?

c) What should be done to overcome the gaps?

- Chapter 4 will emphasize the 14 key elements from Chapter 2 and convert them into activities through a brief explanation of each activity individually. Finally, the chapter will conclude by using these activities to identify governmental performance management normative practices that can be used to test or investigate the level of performance management in the governmental (public sector) of any government.
- In Chapter 5 several interviews conducted with Egyptian officials will be used, in addition to secondary references, to gain an overall view of Egyptian public opinion on their government's performance. Moreover; this chapter will use the practice to review conclusions in Chapter 2 and the normative practices in Chapter 4 to assess the normative practices in Egypt. Through this assessment, the author aims to answer the initial research question raised in Chapter 1 within the scope of the thesis, which is also stated in Chapter 1. Furthermore, Chapter 5 will conclude by answering the questions raised in Chapter 2 through the analysis and findings section of the chapter.
- Chapter 6 will use the discussion and findings in Chapter 5 to conduct an overall review of the research stages, questions and explicit answers of findings, methodology, quality of research, contribution to knowledge added to by the thesis and finally a number of further research areas recommended by the researcher.

Figure (1.1) shows the overview of the thesis in a flowchart diagram:

Figure (1.1): Flowchart of chapters



Chapter 2

Research Methodology

2.1 Research Methodology literature

In order to plan and carry out research, it is necessary to know what is meant by research in general. Research is an *organised* and *systematic* way of *finding answers* to *questions* (Henrichsen, et. al., 1997; Nipissing University, 2008; Shuttleworth, 2008).

Research Methodology literature reveals different steps that should be conducted to complete a full research; these steps are shown in Table (2.1) in brief details:

1. Types of Research
2. Research Paradigm
3. Research Strategy
4. Research Questions
5. Research Design

Table (2.1): Essential Steps for Conducting an Academic Research:

Management Research Methods		References
1. Types of Research		
Inductive Research	Deductive Research	<ul style="list-style-type: none"> • Lancaster, 2005 • Skinner and Megan, 2008 • Bickman and Rog, 1997
Inducing theory from a specific phenomenon (Theory Building)	Deducing conclusions to understand a phenomenon from generic theories (Theory Testing)	
2. Research Paradigm		
Qualitative Research	Quantitative Research	<ul style="list-style-type: none"> • Thomas, 1921 • Strauss and Corbin, 1998 • Marshall and Rossman, 1999
An in depth study of a phenomenon that usually explains behaviour and reasons that govern such behaviour	The systematic empirical investigation of a phenomenon to develop and employ mathematical models, theories and/or hypotheses pertaining	

3. Research Strategy					<ul style="list-style-type: none"> • Kumar, 2005 • Bless and Higson-Smith, 2000 • Smith, 1998
Exploratory research	Descriptive research		Explanatory research		
To explore more in a phenomenon and usually reach a new theory. Used for theory building.	To make predictions about phenomena or to describe characteristics of phenomena		To explore cause and effect of relationships. Used for theory testing.		
4. Research Questions/Hypothesis					<ul style="list-style-type: none"> • Richard, 2003 • Webb, 1984 • Herr and Anderson, 2005 • Andrews, 2003
An inquiry that identifies the phenomenon to be studied.					
5. Research Design					<ul style="list-style-type: none"> • Herr and Anderson, 2005 • Booth et al, 2008 • Dul and Hak, 2007 • Stake Robert E., 1995 • Yin, 2004
Pure Research	Applied Research	Action Research	Constructive Research	Case Study Research	
For theoretical development which may not have a practical purpose... discovery, invention, reflection	For solving a specific problem... results may not be generalisable	For applying a tangible change to the research environment and learning from it	A combination of Pure and Applied/Action research with a practical focus	An examination of case history to understand what has happened	

2.2 Research Methodology used in the Thesis

As mentioned earlier, research is "an organized and systematic way of finding answers to questions." According to Table (2.1), this section is a discussion of the thesis:

▪ *Types of Research*

The research questions presented in this research appear to help in understanding Egyptian society in terms of performance management from both perspectives; the governmental (public sector) and the citizens. This means that the study needs to be in depth for the Egyptian government's performance management using the literature of public sector performance management. Through comparing literature to the empirical study of the Egyptian public sector performance management the research problem can be solved and understood and the research questions are answered.

For this; and according to references in Table (2.1), the research is a deductive type; as deductive research is more about testing theories and literature to better

understand a phenomenon. While inductive type of research builds theories from the phenomenon, which is not the case in this research as the purpose and main research question is to understand how public sector performance is managed in Egypt.

▪ ***Research Paradigm***

The research starts with a brief introduction about Egypt –the researcher's home country- showing the practical problem that is addressed throughout the research (the phenomenon). The practical problem appeared to be in close relation to managing performance in the governmental (public sector) in Egypt (behavior behind the phenomenon). This raised the research question which is ***“How governmental (Public Sector) performance is managed in Egypt?”***

The author then will start a literature review about performance management in general, then public sector performance management, in order to study and understand the reasons that govern the behavior (public sector performance management). This literature review will show conclusions, which 14 elements will be extracted from, to show the effectiveness of a governmental (public sector) performance management process in Egypt. Then the researcher will complete the investigation through a practice review in order to find out the Egyptian society performance status by getting the opinions of both the Officials and Citizens in order to compare their views with the main theories derived from the literature (Appendix A). This comparison will conclude by raising a number of secondary research questions as mentioned above.

From the previous discussion, this research appears to study a phenomenon, explains the behavior behind this phenomenon and the reasons that govern that behavior.

Accordingly, and using the references in Table (2.1), the thesis is qualitative not quantitative as several authors (Collins and Hussey, 2003; Kerlinger and Lee, 2000; Struwig et. al., 2001; Burns and Grove, 2002; Bryman and Bell, 2007; Saunders et. al., 2007) state that the quantitative research uses statistical and numeric tools and is weak in understanding social processes and often does not discover the meanings people attach to social phenomenon.

This is not the situation in this thesis, which is about understanding and explaining a social process through public sector performance management. It also does not need statistical or numeric tools to answer the research questions; only interviews, observations, books, dependant newspapers and electronic forums will be used to explore the services introduced to a society and its relation to public performance management.

▪ ***Research Strategy***

As mentioned earlier the research is mainly for testing theory. To answer the secondary research questions, it is important to explain the relationships between causes and effects of performance management in the Egyptian public sector and its impact on Egyptian society.

According to references in Table (2.1) and to the “Research Paradigm” mentioned earlier; the research is an explanatory one as explanatory research is used for theory testing while the exploratory research is used for theory building, which is not the case in this thesis.

▪ *Research Questions*

The research started with a broad research question which is “How the public sector performance should be managed in developing countries?” After investigation, this research question was more focused to be “*How governmental (Public Sector) performance is managed in Egypt?*”. To answer this research question the following secondary questions will be answered:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on Egyptian society?
- c) What should be done to overcome the gaps?

▪ *Research Design*

To fulfill the scope of the thesis mentioned in Chapter 1, and to answer the research questions, this thesis examines the history of public sector performance management in Egypt and the relationship between the government and the citizens in order to understand the causes of the problem through interviews, observations and archives (forums, comments on electronic newspapers’ sites, books, governmental surveys and dependant newspapers). Accordingly, as shown in Table (2.1) and to (Eisenhardt, 1989), this research is a single case study that tackles only the problem history in one country, which is Egypt. It explains the Egyptian governmental (public sector) in relation to Public Sector Performance Management literature and focuses on the understanding of the dynamical changes in single settings.

A case study is defined by Yin (2003), as “*an empirical inquiry that*

- *Investigates a contemporary phenomenon within a real-life context, especially when*

- *The boundaries between phenomenon and context are not clearly evident."*

The case study is a combination of a number of elements such as archives, questionnaires, interviews and observations (Eisenhardt, 1989). According to Voss et. al., (2002) a case study can be conducted without constraints of rigid limitations of questionnaires and interviews; this can give more insight to the subject of research. Accordingly, questionnaires were conducted in this research, as extracted from literature, and according to the public sector performance management, normative practices were identified.

In order to conduct the case study, an assessment will be done by using the Normative Practices against Egyptian Governmental Practices, this will show strengths and weaknesses through comparing the Egyptian officials' perspective of their practices and Egyptian public's perspective of their government's practices.

This assessment will be based on extra interviews that will be conducted with public officials in the Egyptian government and will be used as secondary references in addition to those used in the practice review part of the research (Appendix B).

A case study research is challenging and time consuming (Voss et. al., 2002). The author faced some challenges whilst conducting this research because of the managerial system used in Egypt, increasing power of law, culture and time limit.

These challenges/limitations faced by the researcher are as follows:

- a) The Egyptian government uses a centralised management system; this is obvious from the organisational structure shown in Chapter 4 as it is a vertical rather than horizontal organisational structure. This made it very difficult for the researcher to conduct the interviews with First Line Managers or

Employees in any governmental organisation or entity or agency as the questions were from their point of view very managerial and no one can answer them except a decision maker who is considered a person with authority to answer, which meant that interviews should only be held with top and middle managers in the Egyptian Government.

This centralised system did not give the researcher the opportunity to conduct interviews with more than 6 governmental officials as to meet top and middle management officials and take about an hour of their time for an interview was very difficult and only a limited number of officials agreed to that. At the same time, many people were afraid to take the responsibility of arranging any appointments for the researcher and officials, especially when the questions are about the practices of the government in different situations, such as corruption and elections, which were the main two sensitive areas for the interviews. Two of the six officials did not have time to conduct a recorded interview so they asked for a hard copy of the interview questions and they only had time for a short, unrecorded conversation to understand everything about the research, read the questions, ask about any unclear questions and finally give a new appointment. During the new appointment the researcher received a hard copy or a soft copy of answered interview questions in addition to another short unrecorded conversation about the answers. These questionnaires, together with the recorded interviews, are found in Appendix C.

- b) It was not easy to reach any official to answer the questions of the interviews. There must be a direct or indirect personal relationship with that official to feel comfortable asking questions about the Government's performance.
- c) Public opinion gained in the thesis was from forums, electronic newspapers and secondary references such as books. Egyptian public opinion, although easy to establish from these references, was very difficult to gain from personal interviews. People on the internet and writers feel freer to talk about governmental issues while, in personal interviews, they do not feel so free. This happens because some laws, especially the Emergency Law imposed in Egypt, makes it a terrifying prospect to answer questions about public officials or give opinions about governmental performance in person. This was shown in the thesis under the Reasons for Gaps as "Increasing Police Authority" which sometimes affects governmental performance management systems. Also this affects some activities, especially the "Ensuring Transparency of Elections" activity and "Ensuring Transparency" activity. Some of those laws affect trust and communication between citizens and the Government.
- d) The author was unable to get information about the Egyptian Government's Organisational Structure. For this reason Figure (2.1) is an approximate plotting of the interviewees' official positions in the Egyptian Government using a shaded box (Appendix B):

Figure (2.1): Interviewees' Official Positions in the Egyptian Government

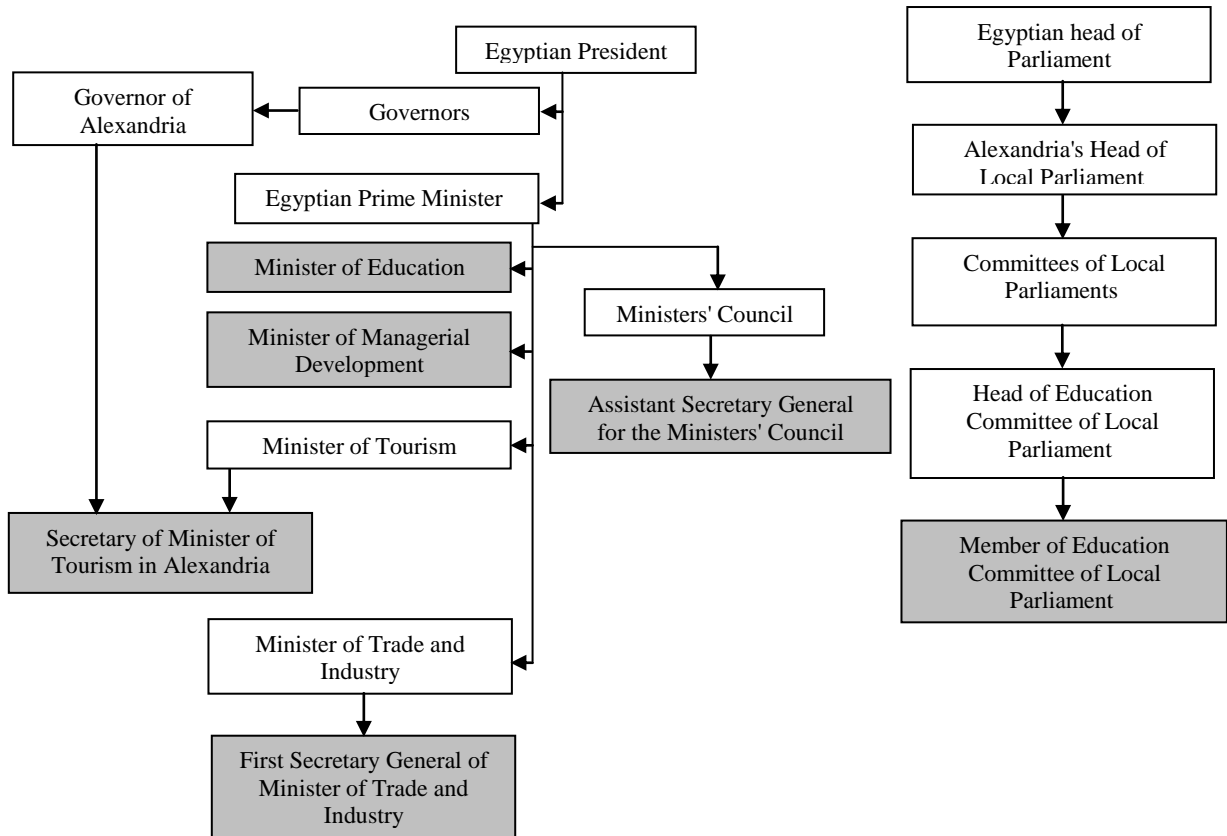


Figure (2.1) seems to appear as two separate groups. This is because the Egyptian Parliament is a separate body, according to the constitution, as the President has no authority over it.

In short, the practice review will present the gap in accountability and governmental (public sector) performance management between the points of view of the Egyptian government and the Egyptian citizens. While the assessment will present:

- a) The reason for the existence of this gap in terms of performance management
- b) The impact of this gap on Egyptian society
- c) Constructing a modified RBM model and introducing other recommendations to overcome the gap

2.3 Evaluating the Quality of Research:

Yin (2003), sets a number of criteria according to which the quality of a case study can be evaluated. Table (2.2) shows these criteria and tactics:

Table (2.2): Case study tactics for four design tests

Tests	Case study tactic	Phase of research in which tactic occurs
Construct validity	use multiple sources of evidence establish chain of evidence have key informants review draft case study report	data collection data collection composition
Internal validity	do pattern matching do explanation building do time series analysis	data analysis data analysis data analysis
External validity	use replication logic in multiple case studies	research design
Reliability	use case study protocol develop case study database	data collection data collection

Source: Yin (2003)

Further definition of tests of validity as described by Yin, (2003) is:

- ***Construct Validity:*** *Establishing correct operational measures for concepts being studied.*
- ***Internal Validity:*** *For explanatory or causal studies only, and not for descriptive or exploratory studies): establishing a causal relationship, whereby certain conditions are shown to lead to other conditions, as distinguished from spurious relationships.*
- ***External Validity:*** *Establishing the domain to which a study's findings can be generalized.*
- ***Reliability:*** *demonstrating that the operations of a study- such as the data collection procedures-can be repeated, with the same results".*

The criterion in Table (2.2) will be used in Chapter 6, at the end of this research, in order to shed light on the evaluation of its quality.

Chapter 3

Performance Measurement and Management Literature Review

This chapter aims to set a route through which the researcher can answer "*How governmental (Public Sector) performance is managed in Egypt?*" This research question revealed the importance of a better understanding of governmental (public sector) performance-management literature.

Therefore, this chapter is designed to cover the literature of performance management and performance measurement as a prerequisite to performance management on general and governmental (public sector) levels. For this reason, the chapter is divided into three parts. The first part deals generally with the literature review concerning performance measurement and management in general, the second part deals with performance measurement and management in the governmental (public sector) in particular, while the third part is a practice review that shows Egyptian governmental practices and how the Egyptian public perceive these practices.

The chapter will end by a conclusion of the three parts and a set of secondary questions that will be answered throughout the research.

3.1 Performance Measurement and Management

Dinning, (1996) states that measures are some indicators that can serve a variety of purposes; they serve communication, signal the things that government deems important and how the government should be judged. To those within the organisation, measures serve as a motivational tool; signal what is important, and what is necessary for success. Moreover, they can serve as a vital management and

decision-making tool; provide information that can be used to make improvements in operation and program design and service delivery. This shows that performance measurement is defined in theory as a communication and management tool rather than a reward/punishment mechanism (Dinning, 1996). Moreover, El- Araby et. al., (2006) states that performance management is a means by which an organisation can reach its goals and objectives; through measuring and controlling the effectiveness of its performance.

This indicates that performance measurement is essential for efficient performance management. In order to understand the importance of measuring performance it is essential to know its definitions, systems and processes.

3.1.1 Performance Measurement

Several authors (Amaratunga and Baldry, 2002; NYS Project Management Guidebook, 2004; Ghalayini and Noble, 1996; McAdam and Bailie, 2002) define performance measurement as a key agent of change that assesses the progress made (actual) towards achieving the predetermined performance goals (baseline). It is used to improve quality and services, in addition to meeting cost parameters and it is managed using output measures and outcome measures.

Neely et al. (1995) describe performance measurement as *“the process of quantifying action, where measurement is the process of quantification and action correlates with performance”*.

As a result of the importance of performance measurement in ensuring the attainment of organisational goals it was important to investigate more about the performance process.

A number of authors state that (Amaratunga and Baldry, 2002; Ghalayini and Noble, 1996; McAdam and Bailie, 2002; O'Sullivan, 2005) the performance measurement process consists of several steps that should be adapted where necessary to fit the specific needs of each organisation and/or process within an organisation. This material should be amended, or new information added, whenever it is appropriate for a particular process. Each activity in the process should be examined and those that are critical should be highlighted. Furthermore, performance goals should be the target which the organisation is aiming to reach. Goals can be either set by management or they can be set in response to customer needs or complaints. They should be specific, measurable, attainable, realistic, consistent, understandable, equitable and customer oriented. Performance measures are essential for attaining performance goals and should be stated in the same units as the organisation's goals, where possible. The last step in the process will be the decision to create new performance measures or goals, if needed. This step will depend on three major factors; (a) the degree of success in achieving previous objectives (b) the extent of any change to the scope of the work process (c) the adequacy of current measures to communicate improvement status relative to critical work processes.

The importance of performance measurement is becoming greater and greater each day in different areas, including industry and the public sector and non-profit is becoming more and more essential, although there are some who criticise the increasing importance of performance measurement, defending their opinions with the fact that performance measurement does not fit all kinds of businesses and cultures (Bititci et. al., 2009).

For this reason it is important at this stage of the research to know more about the evolution of performance measurement.

3.1.1.1 Evolution of Performance Measurement

Performance measurement has been divided into two kinds of techniques, traditional and non-traditional techniques. Traditional performance measurement techniques started in the late 1880s through to the 1980s and have been founded based on financial aspects such as profit, return on investment and productivity (Ghalayini and Noble, 1996). Moreover, Parker (2000) stated that traditional business performance measures are financial measures such as ratios, rate of return, cash flow, profit margins, and so on. At that time, the market was dominated by producers and manufacturing companies that produced and introduced a limited number of products as their primary target was efficiency (Bititci et. al., 2009).

Risk at that time was low, as business and social changes were predictable and future challenges were very limited, but later in that era and due to competition, there was a shift in targets from effectiveness only to consumer importance in the production and marketing processes, which led to an increasing use of mechanisation and automation. This resulted in a shift that started in the 1980s (Bititci et. al., 2009). At that time, the need for better integrated performance measurement systems was identified (Bititci and Turner, 2000). Ghalayini and Noble (1996), stated that the start of using non-traditional performance measurement techniques was when companies began to lose their market shares due to quality aspects. They illustrated that:

"To regain a competitive edge companies not only shifted their strategic priorities from low-cost production to quality, flexibility, short lead time and dependable

delivery, but also implemented new technologies and philosophies of production management (i.e. computer- integrated manufacturing (CIM), flexible manufacturing systems (FMS), just-in-time (JIT), optimized production technology (OPT), and total quality management (TQM)." (Ghalayini and Noble, 1996).

Since then, there has been a need for more "relevant, integrated, balanced, strategic, improvement oriented and dynamic performance measurement systems." (Bititci and Turner, 2000). Frameworks, models, methodologies, tools and techniques were developed to facilitate the development of new performance measurement systems. As this research is mainly about governmental (public sector) performance measurement, the following is a brief explanation of only some of the performance measurement models and frameworks to fulfill the purpose of this section:

- *The Strategic Measurement Analysis and Reporting Technique (SMART) model:*
The strategic measurement analysis and reporting technique (SMART) system was developed by Wang Laboratories, Inc. as a result of dissatisfaction with traditional performance measures such as utilization, efficiency, productivity and other financial variances. The objective was to devise a management control system with performance indicators designed to define and sustain success (Ghalayini and Noble, 1996; NYS Project Management Guidebook, 2004; El Araby et. al., 2006).
- *Benchmarking:* Benchmarking tends to involve taking a largely external perspective, often comparing performance with that of competitors or other best-of-breed practitioners or business processes. This kind of activity is frequently pursued as an exercise to generate ideas for, or obtain commitment to, short-term improvement initiatives rather than to design a formalized performance

measurement system (NYS Project Management Guidebook, 2004; Folz, 2004; El Araby et. al., 2006).

- *Activity-Based Costing (ABC)*: ABC is a performance measurement costing method that helps managers gain information about each customer's contribution to the overall profitability (The Home of Activity Based Costing Information, Community & Software, 2005; Cohen et. al., 2005; El Araby et. al., 2006; Tangen, 2004).
- *The Balanced Scorecard (BSC)*: Scorecards are business performance management (BPM) applications. (Morris, 2003). Morris (2003) defines scorecards as "*cross-functional analytic applications that define, measure, and analyze a business strategy according to key performance indicators.*"

The most famous is the Kaplan-Norton "balanced scorecard" which is used to incorporate a business methodology in order to define and relate both financial and non-financial indicators of performance (Morris, 2003).

Weinstein and Castellano, (2005) stated that the Balanced Scorecard (BSC), first proposed by Robert Kaplan and David Norton, has emerged as an important strategic management system. The BSC offers organizations an alternative performance measurement system to overcome the deficiencies associated with an over-reliance on traditional financial measurement systems. By incorporating the perspectives of customers, internal business processes, and learning and growth, it enables users to identify and measure factors critical to an organization's efforts to become more flexible and responsive to customer needs (Bititci, et. al., 2005; Morris, 2003; The

Balanced Scorecard Institute, 2005; Weinstein and Castellano, 2005; El Araby et. al., 2006; Tangen, 2004).

Weinstein and Castellano, (2005) states that BSC isn't just a mixture of key performance indicators that includes financial and non-financial performance measures. Rather, it's a system that translates the firm's vision and strategy into a linked set of performance measures. These measures must include both outcome measures (the lag indicators) and the drivers of those outcome measures (the lead indicators).

Further reviewing of literature (The Balanced Scorecard Institute, 2005; Cobbold and Lawrie, 2002) added that the balanced scorecard is a new approach to strategic management that was introduced in the early 1990's by Drs. Robert Kaplan (Harvard Business School) and David Norton. The introduction to this new approach was a result of the recognition of some of the weaknesses and vagueness of previous management approaches. The balanced scorecard approach provides a clear prescription as to what companies should measure in order to 'balance' the financial perspective.

Modern balanced scorecard designs have a number of aspects that differentiate them from the early balanced scorecards(Cobbold and Lawrie, 2002). Three different generations of balanced scorecards were introduced to show this evolution:

- First Generation Scorecard

According to several authors (NYS Project Management Guidebook, 2004; Balanced Scorecard Institute, 2005; Cobbold and Lawrie, 2002) the balanced scorecard is a measurement framework which integrates multiple perspectives.

The balanced scorecard integrates four sets of measurements, complementing traditional financial measures with those driving future performance. An organization using this framework is encouraged to develop metrics that facilitate collection and analysis of information from the following perspectives:

- Financial
- Customer
- Learning and Growth
- Internal Business Processes

○ Second Generation Scorecard

Cobbold and Lawrie, (2002) stated that the practical difficulties associated with the design of 1st Generation Balanced Scorecards are significant, in part because the definition of a Balanced Scorecard was initially vague, allowing for considerable interpretation. Two significant areas of concern were filtering (the process of choosing specific measures to report), and clustering (deciding how to group measures into 'perspectives '). Discussions relating to clustering continue to be rehearsed in the literature, but discussions relating to filtering are less common, and usually appear as part of descriptions of methods of Balanced Scorecard design. They also list problems facing 2nd Generation BSC as:

- Problems in measuring the settings of both selection and targeting.
- It is difficult to implement the same BSC used in high levels of an organization in the lower levels of the same organization.
- It doesn't clarify the necessity of understanding the vision by all members of the team implementing BSC.

- **Third Generation Scorecard**

The third-generation balanced scorecard model is based on refinement of second-generation design, with new features intended to give better functionality and more strategic relevance. The origin of the developments stems from the issues relating to the validation of strategic objective selection and target setting. These triggered the development in the late 1990s of a further design element – the “destination statement”. Destination statements were initially created towards the end of the design process by challenging the managers involved to imagine the impact on the organisation of the achievement of the strategic objectives chosen earlier in the design process. This integrative process helped identify inconsistencies in the profile of objectives chosen, and the final document was found to be useful in validating the targets chosen for some measures. The idea that it would be useful for an organisation to have access to a clear statement concerning what the organisation is trying to achieve was not new: the innovation here was simply to realise that such a statement could act as a useful reference point for the target-setting process (Cobbold and Lawrie, 2004).

BSC can be used as a measurement tool and/or as a strategic tool:

BSC as a Performance Measurement Tool

NYS Project Management Guidebook, (2004) states that implementation of a balanced scorecard presents an opportunity for a Performing Organization to look at its existing programs, services, and processes.

NYS Project Management Guidebook, (2004) adds that specific measures (metrics) are developed which can then be analyzed to provide answers to questions. Once

appropriate metrics have been identified, data collection and tracking processes are put in place, the organization can begin to adjust its practices and evaluate its performance over time. A continuous feedback loop is formed, in which the organization can use measurement information to re-align initiatives as needed..

Scorecards are effective in aligning an organization's business areas and activities with its overall strategy, identifying critical financial and non-financial measures, identifying cause-and-effect relationships among measures that may aid in problem diagnosis and encourage accountability across the organization. (NYS Project Management Guidebook, 2004)

BSC as a strategic management system

For some companies, the BSC has evolved into a strategic management system. Used in this manner, the scorecard incorporates four new management processes that enable managers to link long-term strategic objectives with short-term actions. The first process — translating the vision — helps the organization build consensus around its vision and strategy. The second process — communicating and linking — facilitates management's efforts to communicate and link the firm's strategy to individual and department goals. The third process — business planning — makes it easier to integrate business and financial plans. The final process — feedback and learning — gives an organization the capacity for strategic learning. (Weinstein and Castellano, 2005)

Section 3.2 will have more details about the BSC as one of the public performance measurement techniques.

The increasing adoption of performance measurement introduced different aspects of advantages and disadvantages. Substantial benefits can be identified by organisations that are applying performance measurement programmes. A number of authors (O'Sullivan 1996; Parker, 2000; Bititci, et.al. 2005), suggest some of the benefits (advantages) of performance measures as follows:

1. Help the organisations in understanding their processes.
2. Used to identify the capability of an organisation to meet customer requirements.
3. Help in identifying whether suppliers meet an organisation's requirements.
4. Ensure decisions are based on fact, not on emotion.
5. Show fields of improvements where they need to be made.
6. Are used to verify how effective are corrective actions.
7. Help in reaching objective data in order to support an organisation's claim of quality.
8. Show early warning of problems or conditions that may lead to serious error.
9. Ensure accountability to all stakeholders.
10. Help organisations in benchmarking their performance to other organisations.

Literature reveals that non-traditional techniques enjoy all the advantages of applying a performance measurement system in an organisation which makes it more effective in organisations than traditional techniques and measures (O'Sullivan 1996; Parker, 2000; Bititci, et.al. 2005). However, several authors (Parker 2000; Tangen 2003; Ghalayini and Noble, 1996), stated a number of different limitations in applying both

traditional and non-traditional performance measurement techniques. Common fields of limitations in both traditional and non-traditional performance measurement are:

1. Lack measuring and prediction of future performance.
2. Do not give a preferable specific tool for factory shop-floor operations

A number of references (Bititci, et. al. 2005; Tangen, 2003; El-Araby et. al., 2006), stated that there are special requirements needed for a well-structured performance measurement environment. These requirements are:

1. Importance of employees to reach corporate goals through corporate strategy
2. Stakeholder contribution
3. Performance measures should be understood in all business units being evaluated
4. Limited number of measures used that are integrated with well-defined relationships in between

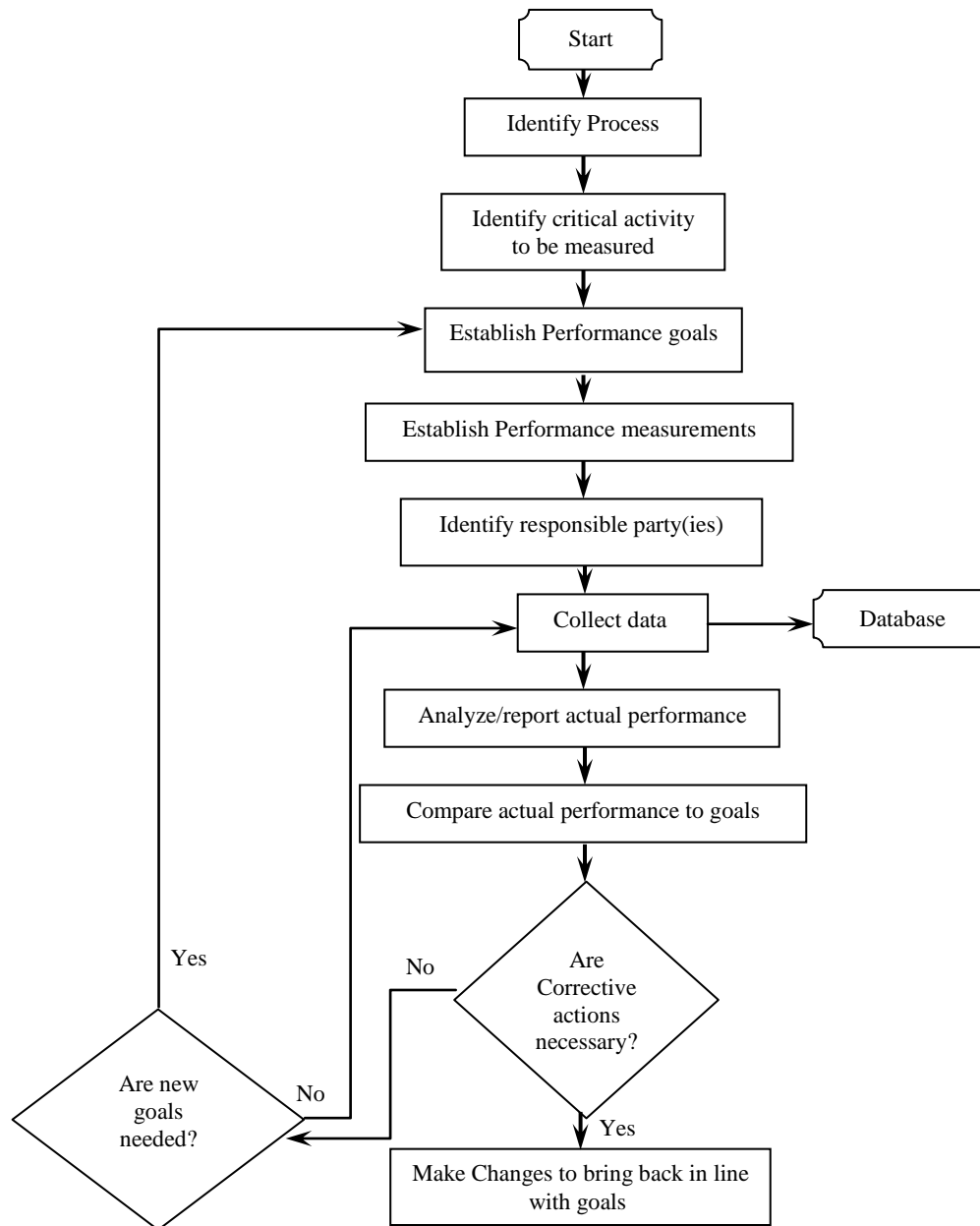
3.1.2 Performance Management

As shown above, literature performance measurement is simply comparing the actual attained goals to what goals should have been attained (Lichiello and Turnock, 1997). On the other hand, performance management is defined by some researchers (Artley et. al., 2001; I&DeA, 2006) as using the data gained from the performance measurement process and managing it to improve performance which leads to attaining the targeted goals.

This clarifies the relation between Performance Measurement and Performance Management as the logical sequence to each other.

Figure 3.1 of the performance measurement process by O'Sullivan (2005), will be used to illustrate the relation between performance measurement process and performance management process.

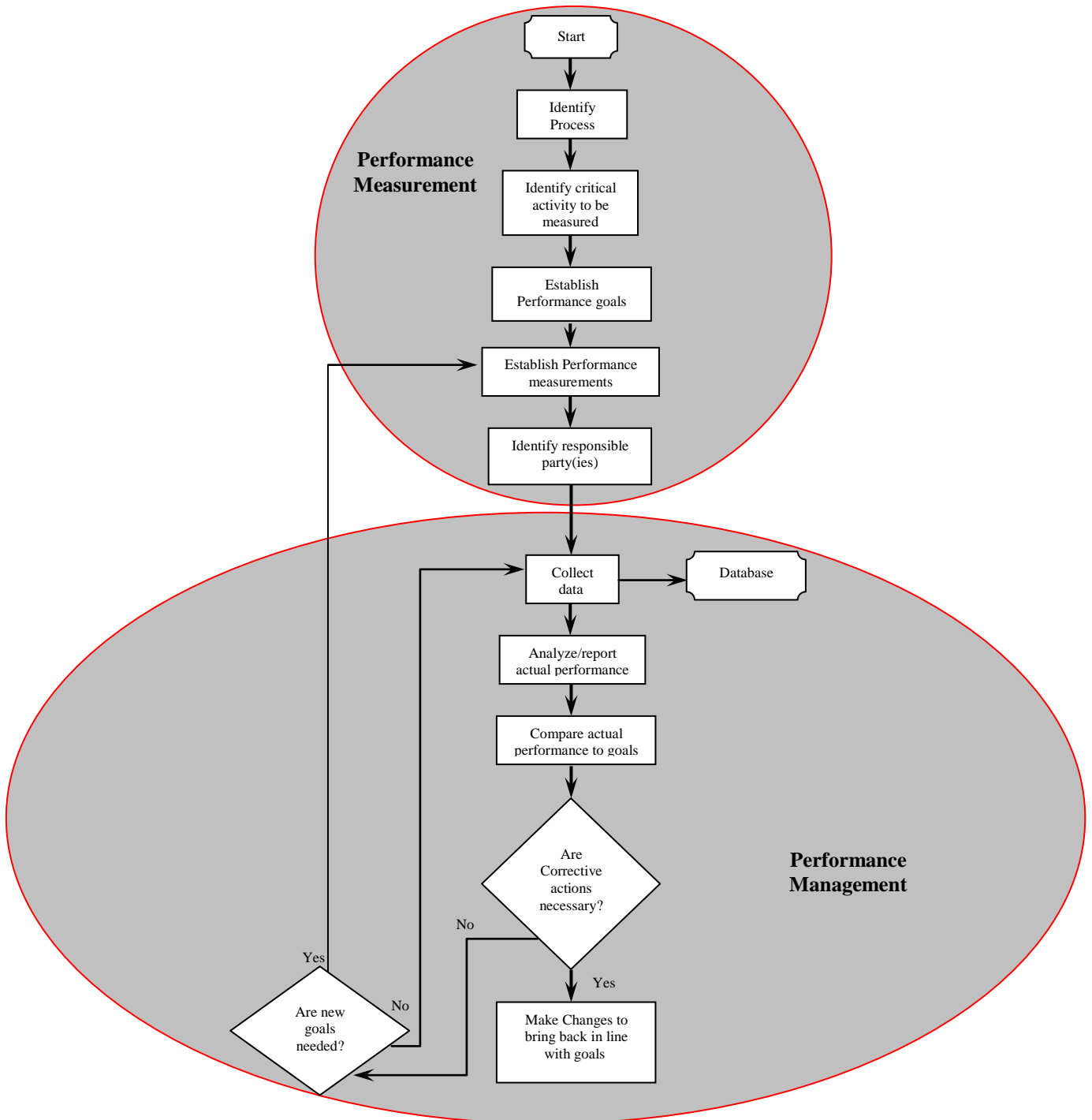
Figure (3.1): Performance Measurement Process



Source: O'Sullivan (2005)

It can be seen that the process in Figure (3.1) can be more precise if divided into two parts; as shown in Figure (3.2):

Figure (3.2): The Relation between Performance Measurement and Performance Management



This process (system) of performance management is agreed upon by several authors such as (Artley et. al., 2001; I&DeA, 2006; Performance Management Process

Handbook, 1999). According to these authors the performance management process is simply implemented through the following steps:

1. Collecting data about the project goals and performance of team members from responsible parties, according to the measures identified through the performance measurement process, until a database is well arranged.
2. This data will be analysed and reported to know the actual performance.
3. This report will be used to compare actual performance to targeted goals.
4. If a variation is detected between the actual performance and the targeted goals, then a corrective action should take place to reach the targeted goals.
5. If there is no variation, then either new goals are set and consequently new performance measures and the cycles keep going on; or there is no need for new goals, which means that collecting data and evaluation shall be done again periodically to ensure reaching the targeted goals.

More details about performance management approaches, methods and techniques will be presented in the second part of this chapter in section 3.2.2

3.2 Performance Measurement and Management in the Public Sector

It is important to understand the term "Governments" and the term "Public Sector" before discussing the literature of performance measurement and management in the public sector.

Schacter (2000a), defines the term "government" through dividing it into:

- (1) **Legislative**; which often refers to a "parliament" or "national assembly" or "congress", and this part has exclusive authority to enact laws.
- (2) **Judicial**; which is the system of courts of law.

(3) **Executive**; which is the governmental division that implements the government's policies. It normally consists of the political leadership – the president or prime minister and his or her cabinet ministers – and a set of public “departments” or “ministries” or “agencies” whose staff is on the public payroll and which report, ultimately to a cabinet minister.

Furthermore, Schacter (2000a), defines the role of governments in the following points:

1. Governments are the only responsible institute that can be relied upon to provide in quantities and at a quality demanded by society for the provided "public goods"-as called by economists. "Public goods" are certain goods and services that all citizens need such as: defense, law and order, property rights, parks, street lighting, public sanitation, pest control, public health, etc.

2. Economic and social role of the public sector:

Opinions are divided on the amount of active and influential participation for a government in a country's economic and social life. For example:

- How much industrial output should be produced by the public sector?
- How should the government regulate the private sector?

The way that countries deal with these questions has an impact on the appropriate size, role, functions and structure of the public sector (Schacter, 2000a).

While the public sector performs different activities; Schacter (2001), lists the public sector activities, as: Economic and social policies, Public programs, Revenue and Accountability. Furthermore, Schacter (1999), states that public sector programs are tools for achieving social goals; they are a means to an end.

Table (3.1) shows the difference between both the government and the public sector as derived from (Schacter, 2000a; Schacter, 2001; Schacter, 1999):

Table (3.1): Definition of “Government” and “Public Sector”

Government			Public Sector
Legislative	Judicial	Executive	
(Often referred to as a “parliament” or “national assembly” or “congress”) This part has exclusive authority to enact laws.	This is the system of courts of law.	This governmental division implements the government’s policies. It normally consists of the political leadership – the president or prime minister and his or her cabinet ministers – and a set of public “departments” or “ministries” or “agencies” whose staff is on the public payroll and which report, ultimately to a cabinet minister.	The “public sector” as broadly identical to the word “government”. The public sector is made up mainly of government departments and agencies that are staffed by public servants.

The role of government includes different activities, these areas of activity are as shown in the following sector.

The government and the public sector performs different activities, Schacter, (2001) and lists these activities in Table (3.2):

Table (3.2): Areas of Governmental Activities

Areas of Governmental Activities			
Economic and social policies	Public programs	Revenue	Accountability
The public sector designs and implements policies that cover almost everything the government wants to attain.	Those are programs that deliver public services and enforce regulations.	The public sector revenue is the taxes and fees paid by citizens for the government in exchange for public programs delivered by the government.	<i>"Citizens demand accountability in return for the powers granted to the executive. The public sector responds by enforcing internal accountability, and by reporting to citizens on how money is spent."</i>

3.2.1 Performance Measurement in the Public Sector

Schacter (1999) explains that measurement systems in the governmental (public sector) often focus on inputs rather than outcomes because they reflect the fact that performance measurement in the governmental (public sector) is a difficult business.

In comparing performance measurement in the private sector to that of the governmental (public sector); Schacter (1999) states that performance measurement works best when there is clarity about what is being measured and why, which could be found in the private sector where the “bottom line” will be exposed to be clear as companies exist in order to sell goods and services profitably and create wealth for their owners. On the other hand, Schacter (1999) adds that the governmental (public sector) differs. It exists to improve the welfare of the citizens in ways that cannot often (or easily) be measured in terms of money. Public servants face haziness over what the “bottom line” is in the first place. That's why the disagreement over appropriate performance measures is much greater in the governmental (public sector) than in the private sector.

"Despite the obvious difficulties, the struggle to implement good performance measurement systems in government organizations continues – as it should."
(Schacter, 1999)

Several references (Measuring performance guide, 1996; Bovens, 2005a; Graham, 1999) stated that performance measures are projected to express to the organisation the importance or necessary concerns for success. In the process of developing appropriate measures, it is critical to memorize that measures are part of the overall business- planning process; therefore these measures should be linked to basic businesses, goals and strategies recognized in the business plan. Consequently, some measures should develop naturally, directly after the organisation defines its core businesses and goals. Developing performance measures is the responsibility of those responsible for the program. If the measure is to communicate and motivate people, then this measure should be something they can recognize, something which has a meaning to them. Probably the most important point to remember is that developing performance measures is a repetitive process, as it will possibly require several modifications to find measures which provide sufficient information. The importance lies in developing final measures as it will serve to clarify people's thinking on the subject and show the strengths and limitations of different measurement strategies.

In order to develop an effective performance measurement process, different types of measures' indicators could be used. Many authors, institutes and governments interested in performance have gone through the issue of the different types of performance indicators (A Brief Guide for Performance Measurement in Local Government, 2004; Maine's Guide to Performance Measurement, 2002 and Schacter, 2002a).

According to the above literature it has been concluded that the main performance indicators in both general and governmental (public sector) are similar as shown in Table (3.3):

Table (3.3): General and public sector performance measurement indicators:

General performance measurement indicators	Governmental (Public sector) performance measurement indicators
Inputs: are the raw materials of the production process.	Inputs: are typically people and money
Activities: include everything that is done in order to transform the raw materials into the final product.	Activities: comprise all of the things that people, involved in the design and/or delivery of a public program, do that are related to the program.
Outputs: are the finished products that roll off of our assembly line.	Outputs: are the products or services that the program ultimately makes available to a target group
Outcomes: are what happens outside of the production process as a direct or indirect consequence of our output.	Outcomes: are what happen out in the society as a result of the program outputs. Outcomes in the context of public programs are normally intended to be changes for the better in the society.

"If it is assumed that most public servants would rather be known for "making a difference" than for "keeping busy", then it follows that performance indicators related to outcomes are more meaningful than those related to outputs, activities or inputs. But it is also the case that outcome indicators also tend to be harder to measure, and create the greatest challenges in terms of "attribution" Schacter, (2002a).

To be able to manage the performance measures and indicators to reach a high level of performance is the main task of public servants, as mentioned by Schacter, (2002a); the next section is about performance management.

3.2.2 Performance Management in the Public Sector

Performance measurement in government is not a new activity. Many departments already collect a wealth of information on their programs, but this information often focuses on inputs and outputs. While this is important and useful information, the goal of instituting performance measurement in government is to shift the focus from the amount of resources allocated, to the results achieved with those resources (Measuring Performance, 1996).

During investigating literature about public performance management, it was noticed that during the last century there was great emphasis about accountability as a core issue in public performance management in many of the developed and developing countries in the world. In the next section accountability will be tackled in detail in order to show the pros and cons of usage as a general overview about governmental (public sector) performance management.

3.2.2.1 Accountability

Accountability is an important activity that should be present in a government in order to reach effective performance measurement. About the importance of public accountability; Bovens (2005a), states that it is "*the hallmark of modern democratic governance.*" And he defines it as the obligation of one party (the government) to explain and publicly justify its acts to another significant party (the citizens) (Bovens, 2005b).

Furthermore, Bovens (2005b), adds that usually this is not just information about performance, but it is also the possibility of arguing, judging and imposition of

formal or informal authorities in the case of malperformance. This is what one could call "hard accountability".

Graham (1999), stated that citizens believe in extensive powers of their political leaders, consequently they trust them in having a high responsibility for taking critical decisions about design and implementation of public policy and use of public funds. As a result of this power, owned by public authorities, citizens want to be guarded against misuse of these powers. Simply, they want to ensure that their political leaders use their power wisely, effectively and efficiently, and that they will respond to demands by citizens to change the ways in which it carries out its functions. In other words, they expect that their political leaders will be held accountable for their actions.

It is important to understand benefits of accountability as a core step of the implementation of performance management processes in the governmental (public sector). Several authors (Shah and Schacter, 2004; Beckett and Jonker, 2002; Speers, 2004; Magd and Curry, 2003; Jacobs and Walker, 2004; Burritt and Welch, 1997), suggest that increased demand for accountability will deliver three clear benefits:

1. *Improved transparency.* Transparency will lead to the visibility of organisations which will have a positive effect on both the organisation and in society around it.
2. *Quality of decisions.* Taking the right and effective decision may depend upon the quantity and quality of information, the greater the quantity and quality of information the better the decision will be. Taking the right decision will have an effect on both the society as a whole and the organisation itself.

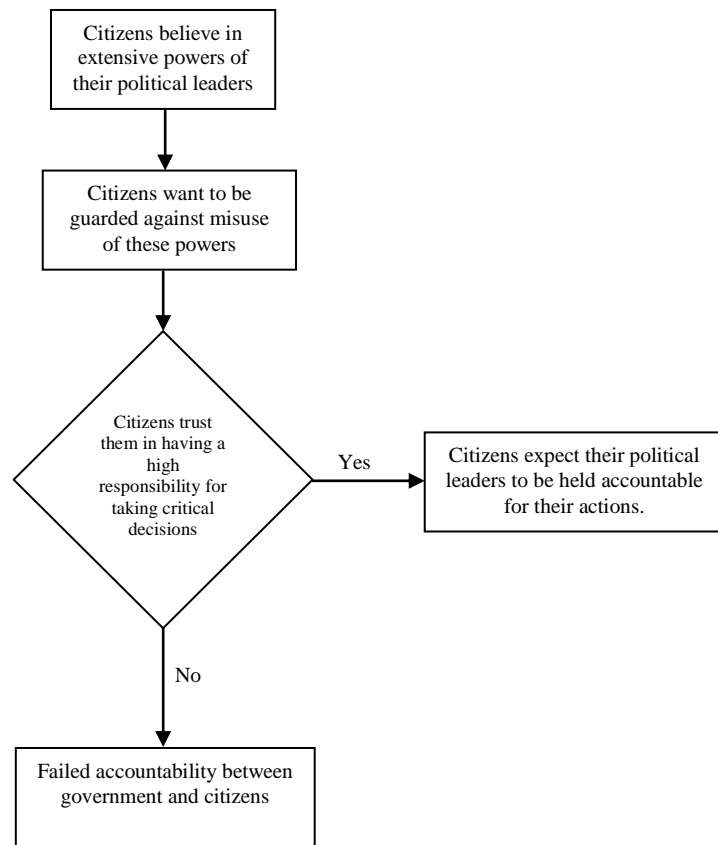
3. *Clear responsibility.* Through the expansion of greater transparency the organisation brings closer the relation between its actions and their results, thus leading to greater responsibility.

On the other hand, Schacter (2001), presented the presence of what is called "failed accountability between government and citizens" which is present in developing countries' governments who have little interest in reforming their governmental (public sector). Due to this lack of interest, there is dysfunctioning in the channels through which governments hold themselves accountable to citizens, and citizens communicate their demands, this dysfunctioning is shown in the following aspects:

- The governmental (public sector) deliver services poorly;
- Citizens -used to indifferent governmental (public sector) performance- feel little enthusiasm to make demands for better service;
- The governmental (public sector), feeling little accountability pressure from citizens, continues delivering poor public services (Schacter, 2001).

According to the previous literature, Figure (3.3) shows an illustration of the relation between citizens, government and accountability showing the importance of accountability in measuring and managing the governmental (public sector) performance:

Figure (3.3): Relation between citizens, government and accountability



(Source: Islam and El-Araby, 2007)

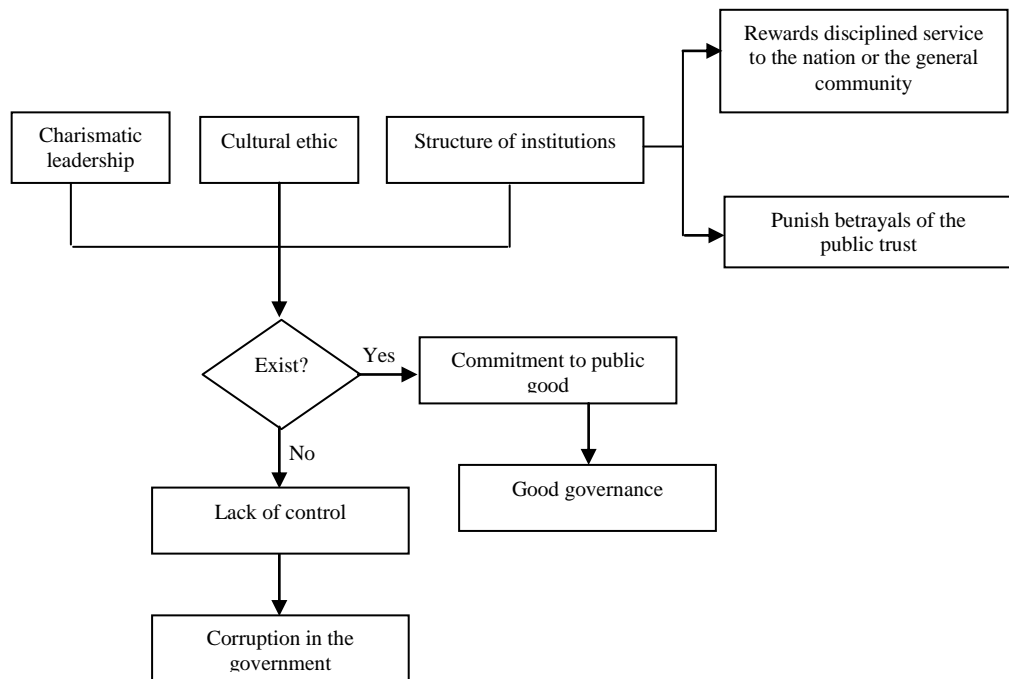
In order for a government to overcome the dysfunctioning in its channels, it should have institutions of accountability that will help the citizens to have higher accountability in its government. In a well-functioning government, it is faced by accountability that is forced upon it both from outside by citizens, and through public institutions authorized to control the political executive (Schacter, 2001).

Diamond (2003), states that a dimension of good governance is commitment to the public good, which may be generated by charismatic leadership or from a cultural ethic that appreciates and a structure of institutions that rewards disciplined service to the nation or the general community over the use of office for private benefit. In order to face or avoid any corruption in governments; accountability can be divided

into three institutions (vertical accountability institutions, horizontal accountability institutions and external accountability institutions). Only vertical and horizontal accountability will be discussed in this research while external accountability will not be discussed as it is out of the research's scope.

Accordingly Figure (3.4) demonstrates the environment that indicates level of governance within a country:

Figure (3.4): The environment that indicates level of governance within a country



(Source: Islam and El-Araby, 2007)

Different authors (Holzer and Kloby, 2005; Diamond, 2003; Schacter, 2001), refer to accountability imposed from the citizens upon the government as "vertical accountability". Vertical accountability may be shown through citizens acting directly in the electoral process or indirectly via civic organisations ("civil society") or the news media.

Holzer and Kloby (2005), presented a program called *Performance Assessment of Municipal Governments* which is designed to "encourage objective measurement efforts in municipal governments that document outcomes that matter to ordinary people". This program confirmed that citizens can be involved in many aspects of government performance assessment, with positive results. Several authors (Holzer and Kloby, 2005; Koslowski III, 2006; Burritt and Welch, 1997; Gilson, 2007; Chadwick, 1996; Shah and Schacter, 2004), state that these positive results occur in the presence of the following three approaches:

- *Research and Dissemination:* This is about conducting more research on the best ways of dissemination and means of communication to deliver information to the public. This step is important to ensure that information needed by the citizens will reach them by the best possible means.

On the other hand, research is done also to provide technical support for citizens to find out the best ways they can participate in the decision-making process, through giving feedback about their opinions on the information delivered to them by their government

- *Educational Programming:* Public programs need to be made or developed with the assistance of experts. Those experts are best found in institutions of higher education, as they have experience on both theoretical and practical areas in different fields of study. This will act as useful means for supporting citizen-driven initiatives.

- *Advocacy and Nonprofits:* Some programs emerge from advocacy and popular demand for improved government performance. The government should know the

ways through which they reach those demands from the public; and this is done through the "Research and Dissemination" element, as mentioned above.

Accountability is not only between governments and their citizens but it is also between levels of governments within a country.

"Usually this accountability relationship is shaped by one level of government providing funds to another through a fiscal agreement to deliver certain programs or services or, more generally, to provide a level of service comparable to other jurisdictions." (Graham, 1999).

The Exercise of Power meeting (Round Table Series)¹ held by the Canadian Institute of Governance states accountability as: *"One that encompasses not only the relationship between public servants and ministers, but also between employees and managers, government and parliament, and politicians and citizens."* (A Round Table Series on Accountability).

Several references (Schacter 2001; Dubrow 2003; Ryan and Ng, 2002; Neyland and Woolgar, 2002; Nikiforos, 2005; Diamond, 2003; Shah and Schacter, 2004; Diamond, 2002; Ryan and Walsh, 2004; Burritt and Welch, 1997; Clark et. al., 2007; Kayrak, 2008; Nyman, 2005; Yusuf, 2008; Schacter, 2000b; Camerer, 1997; Pillay, 2004; Tamassia, 2000; Spira, 2001; Greiling, 2006; Schacter 2002a; Schacter 2002b), defined several elements for horizontal accountability essential to enable government to face corruption. Those elements are listed in Table (3.4):

Document presented by the Canadian Government ¹

Table (3.4): Elements of Horizontal Accountability:

Elements of Horizontal Accountability	Literature Concerning Elements of Horizontal Accountability
The legislature (Parliamentary Oversight Committees)	Some countries use agents of accountability (institutions that report directly to the legislature). This makes those agents of accountability a part of the legislature system. Legislatures through agents of accountability must mandate public officials and government agencies to explain their decisions and by appealing, through the media, to public opinion.
Auditors general (audit for accountability)	<p>The auditor's general role in declaring the facts to the community. Then the auditor-general reports directly to the parliament in order to gain confidence and accountability of of the public.</p> <p>Auditing retains the authority of bodies by keeping to government guidelines on transparency and responsibility for budgets. To achieve the right result from the auditing process, auditees accept these same general guidelines as a routine part of their activities. Doing well in an audit, means that the government has managed performance.</p>
Electoral commissions	This is a way of controlling corruption. Conducting competitive and transparent electoral processes will give the citizens the right and the confidence that they will be able to remove public officials who do not function effectively or serve the public interest. In this sense, the public officials will have the incentive to avoid corruption.
Ombudsman, (Anti-corruption bodies)	<p>Nikiforos, (2005) defines the ombudsman and his role in society as:</p> <p>The basic function of an ombudsman is to investigate and report on complaints against public authorities. Unlike a court, an ombudsman normally has no power to make legally binding decisions. Where the rule of law and democracy are strong, the absence of binding decisions is not a problem because the public authorities have an incentive to voluntarily follow an ombudsman's recommendations.</p>
The Law (judiciary)	Unacceptable enrichment of public officials

	<p>cannot be perceived unless their own personal and family finances are transparent. Effective corruption control requires that higher-level public officials announce their assets upon taking office, every year thereafter, and whenever their assets change in some significant, defined way (as through a major sale or stock transaction). In order to reach this transparency, an effective rule of law should be established which requires a comprehensive and logical legal code that is well documented and accessible to the public.</p>
<p>Freedom of Information</p>	<p>The more the government is transparent and visible in all its transactions and operations, the greater will be its capability to handle corruption. That's why citizens must have the legal right to be able to access information of all activities and decisions of the government that do not abuse national security or violate individual rights of privacy.</p> <p>In ensuring this right of freedom of information to citizens the "Electronic Freedom of Information Act Amendments of 1996" has been established in the year 1996 as an extension to the Freedom of Information Act (FOIA) enacted in the USA in the year 1966 (FOIA, 1996).</p> <p>President William J. Clinton (The former president of The United States of America) said in his speech, declaring the start of "Electronic Freedom of Information Act Amendments of 1996" (Clinton, 1996).</p> <p>We have established World Wide Web pages, which identify and link information resources throughout the Federal Government. An enormous range of documents and data, including the Federal budget, is now available on-line or in electronic format, making government more accessible than ever. And in the last year, we have declassified unprecedented amounts of national security material, including information on nuclear testing.</p>
<p>Economic Regulatory Institutions</p>	<p>Sometimes corruption involves the banking system through irresponsible increase of the money supply in order to cover large fiscal deficits. Corruption also may reach the stock market and other areas of the private economy. In order to face corruption that may happen in the economy, governments will need central</p>

	banks and regulation of the stock market that are independent of political control.
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Diamond (2002) and Lacovino (1998), add this as another type of institution of accountability. External accountability is *"the form of vigorous international action to combat bribery and corrupt financial transactions across borders"* (Diamond, 2002).

In addition to accountability, another critical factor implementing effective performance management in the governmental (public sector) is reviewing and analyzing performance data through models, approaches and techniques. The next section will review literature concerning this factor.

3.2.2.2 Performance Management Models, Approaches and Techniques used in the Governmental (Public Sector)

Schacter, 2002a, states that the basic reason why performance measurement matters is that it makes accountability possible. In order to attain the expected accountability between government and its citizens, governments implement different performance management approaches in the governmental (public sector). Through investigating literature two main approaches appeared to be the most popular among performance management models and techniques. This research investigates these two popular approaches which are: Results Based Management (RBM) and The Balanced Scorecard (BSC) in the governmental (public sector).

First: Results-Based Management Approach

During the 19th and 20th centuries, taxes were increased to raise public income to satisfy the increasing economic demands of military campaigns, which necessitated

finding more effective ways to help in the efficient supervision of economic activities. (Lawrie et. al., 2005)

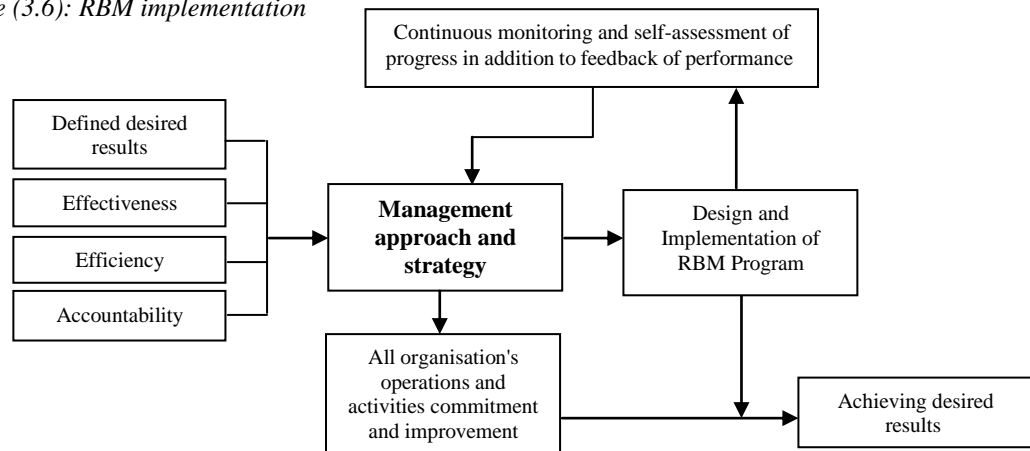
Lawrie et. al., (2005) states that many different standard management tools originated from the public or military sector such as, process mapping, strategic planning, and materials resource planning. "Logical Framework" is one of those standard management tools, which is widely used in Private Organizations and Development Organizations (DO) sections of the public sector. Demas, (1996) adds that results-oriented management is a logical framework that could be used to achieve the intended outcomes through a set of objectives. Then the success or failure of the project could be measured by the extent to which the results or objectives have been met, which consequently will lead management to be accountable for its results.

In the 1960s Peter Drucker began a technique called Results-based management which grew into the Logical Framework for the Public Sector in the 1970s (Kingdom of Cambodia, 2005).

Cox, (2000) and Ortiz et. al., (2004), state that the RBM definition varies according to the funding body promoting it. It is defined as *"A clear presence of well defined desired results, effectiveness, efficiency and accountability which acts as an input to the management approach and strategy that intends to design and implement the program through the commitment of all organisations operations and activities in order to achieve desired results. Continuous monitoring and self-assessment of progress in addition to feedback of performance to management is needed for improvement of design and implementation of program."* (Islam and El Araby, 2006).

Figure (3.6) shows the flow of the RBM implementation process as derived from the definition:

Figure (3.6): RBM implementation



Source: Islam and El Araby, (2006)

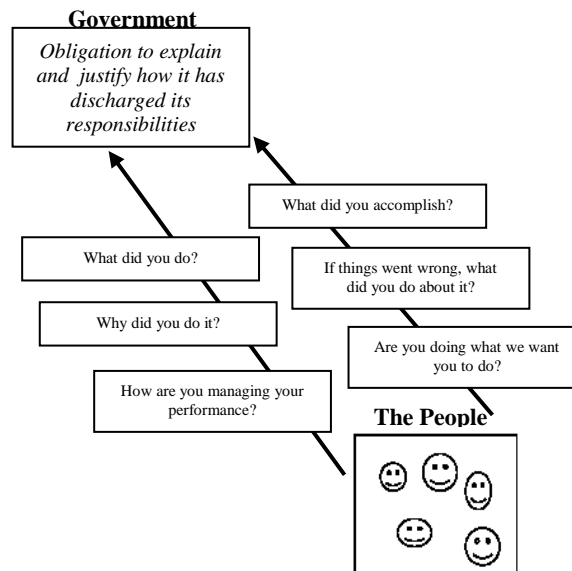
During the late 20th and early 21st centuries societies were becoming more complex which led to an increase in governmental awareness of the importance of improving performance. This led, consequently, to using results-oriented techniques to control budgets and assess the impact of governmental performance on the public (OECD, 2004).

In the past, the supposition was that governments had to assure citizens that public money had been spent in ways that complied with laws and regulations. This was called "accountability for compliance". The traditional type of accountability was and will always remain important. There is now a desire to go further for citizens to know what is achieved as a result of government expenditure. The argument will be whether this expenditure mattered to the citizens or not. This new trend of accountability is called "accountability for results" (Schacter, 2002a; OECD, 2004).

RBM requires departments and agencies to behave as if they are continuously involved in a dialogue with citizens. Figure (3.7) shows that RBM necessitates that

departments and agencies be ready to answer questions that citizens might have about the impact of publicly-funded programs on the lives of ordinary citizens (Schacter, 2002a).

Figure (3.7): Government and citizens are involved in a continuous dialogue



Source: Schacter, 2002a

Saldanha, (2002) states that politicians in the public sector of developed countries realize that the way for re-election is delivering tangible results to the electorate which encourages an increase in public demand for more transparency, accountability and better services.

"Results Based Management is designed to help people who are trying to improve social conditions in our communities." (Cox, 2000)

Furthermore, Cox, (2000) shows that RBM focuses importance upon:

- stakeholder participation
- the logical sequencing of inputs, activities, short term outputs, medium term outcomes and long term outcomes (also known as impacts);
- identification of both quantitative and qualitative indicators and information

- "organizational learning" and "accountability" – which means that RBM produces knowledge and understanding to let project participants refine activities as the project works its way around the project cycle and, at the same time, provides assurance to donor stakeholders interested in knowing how funds are used; and flexibility

UNFPA, (2000) stated that RBM is important for country offices (COs) in the fields in country programme development and management; advocacy; and partnership with all stakeholders. RBM will enable COs :

- Using the logframe approach to improve planning and management of the program.
- Establishment and utilization of monitoring plans.
- To conduct periodic evaluations, result analysis and regular reporting on them.
- To link program administration and finance

Meier (2003), stated that RBM overcame the problem of ambiguity of language that existed in other previous management approaches, especially MBO, through having clearer terms which identify the aspects that need to be measured and managed, in addition to having a relationship between its terms.

RBM terms are defined by several authors (Cox, 2000; Meier, 2003), define the following key terms:

- *Input*: The financial, human, and material resources used for the development process.
- *Activity*: Actions taken or work performed through which inputs, are mobilized to produce specific outputs

- *Output:* The products, capital goods and services which result from a development process; and are relevant to the achievement of outcomes.
- *Outcome:* The likely or achieved short-term and medium-term effects of process outputs.
- *Impact:* Positive and negative, primary and secondary long-term effects produced by a development process, directly or indirectly, intended or unintended.

Meier (2003), lacked some factors in defining terms of RBM language, such as risk factors and whether there are any signs that would encourage or discourage implementers during the approach.

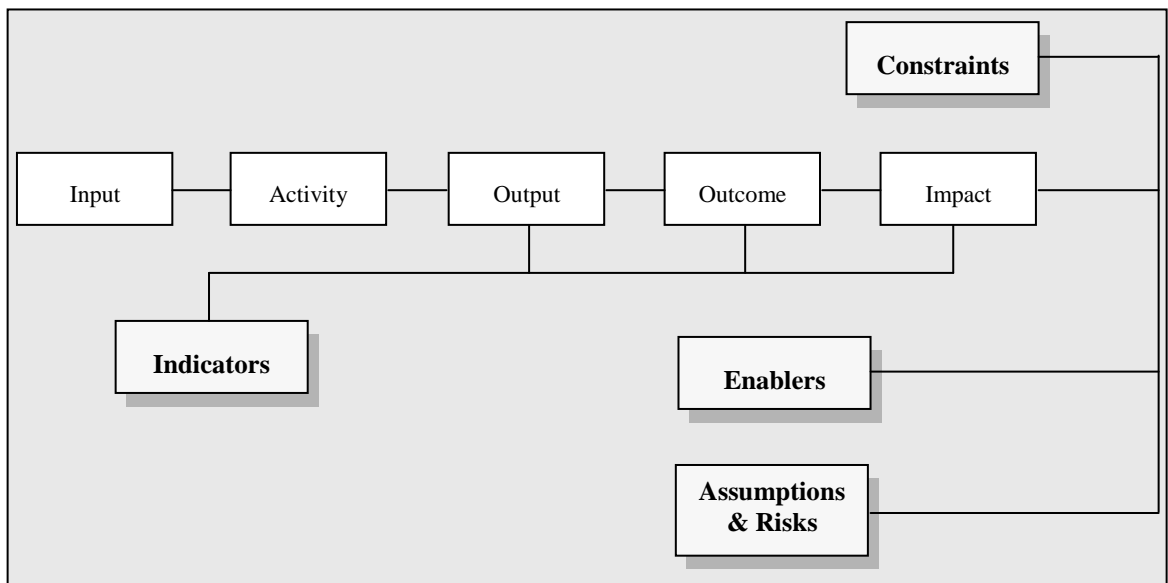
Cox (2000), overcame this point by adding three more terms to those stated by Meier (2003), as follows:

- *Enablers and Constraints:* This is the context of the process. This context has positive and negative influences in it. The more known about these influences, the better they can be managed.
- *Risks and Assumptions:* Process designs need to be based on a set of Assumptions and a calculation of Risk. Assumptions are the conditions that need to be in place for the process in order to reach intended results. Risk shows the chance that these conditions will not be in place. Calculating risk should be done with a good understanding of the constraints and enablers that are likely to influence the project. When calculating risk, those designing the process might simply note whether the risk of a necessary condition not being in place is "low", "medium" or "high", and then briefly explain why.

- *Indicators*: accurate and reliable evidence; needed to show progress toward outputs and outcomes intended by the process. A tough task is to determine the indicators that will give the right kind of information; this task usually involves trial and error and is called "Drafting indicators". Information has to be easy to gather and useful to decision makers. Indicators can be quantitative or qualitative.

These terms are set out in Figure (3.8):

Figure (3.8): The Language of Results Based Management



Source: Cox (2000)

Furthermore, from the previous definitions, it could be concluded that inputs are needed to undertake activities in order to produce outputs, which in turn generate short and medium-term outcomes leading to long-term impacts (Meier, 2003). Figure (3.9) shows a graphic representation of this “results chain” to better explain the flow and terms of RBM.

Figure (3.9): Results Chain

Results Chain				
HOW Should this be implemented?	WHAT Should be produced?	WHAT Results do we expect from this investment?		WHY Should we do this?
Inputs	Activities	Outputs	Short-Term Outcomes	Long-Term Impacts

Source: Meier (2003)

RBM is successfully implemented in many countries and international organizations; some examples of these countries and organizations are shown in Table (3.5):

Table (3.5): Countries and Organisations that successfully implement RBM:

Countries and/or Organisations	References
<p>All OECD (Organisation for Economic Co-operation and Development) countries:</p> <ul style="list-style-type: none"> ○ Australia ○ Belgium ○ Chile ○ Denmark ○ France ○ Greece ○ Iceland ○ Italy ○ Korea ○ Mexico ○ New Zealand ○ Poland ○ Slovak Republic ○ Spain ○ Switzerland ○ United Kingdom ○ Austria 	<p>OECD, 2004 CIDA, 2008</p>

<ul style="list-style-type: none"> ○ Canada ○ Czech Republic ○ Finland ○ Germany ○ Hungary ○ Ireland ○ Japan ○ Luxemburg ○ Netherlands ○ Norway ○ Portugal ○ Slovenia ○ Sweden ○ Turkey ○ United States 	
<ul style="list-style-type: none"> ● All United Nations Organisations: <ul style="list-style-type: none"> ○ Food and Agriculture Organization - FAO ○ International Atomic Energy Agency - IAEA ○ International Civil Aviation Organization - ICAO ○ International Court of Justice - ICJ ○ International Fund for Agricultural Development - IFAD ○ International Labour Organization - ILO ○ International Maritime Organization - IMO ○ International Monetary Fund - IMF ○ International Telecommunication Union - ITU ○ Office for the Iraq Programme - Oil for Food ○ Office of the UN High Commissioner for Human Rights - OHCHR ○ UN Commission on International Trade Law - UNCITRAL ○ UN Conference on Trade Development - UNCTAD ○ UN Development Programme - UNDP ○ UN Educational, Scientific and Cultural Organization - UNESCO ○ UN Environment Programme - UNEP ○ UN High Commissioner for Refugees - UNHCR ○ UN Human Settlements Programme - UN-HABITAT 	<p>Ortiz et. al. 2004 UN, 2010</p>

<ul style="list-style-type: none"> ○ UN Industrial Development Organization - UNIDO ○ UN International Children's Fund - UNICEF ○ UN Monitoring, Verification and Inspection Commission - UNMOVIC ○ UN Office for Drug Control and Crime Prevention - ODCCP ○ UN Population Fund - UNFPA ○ UN Relief and Works Agency for Palestine Refugees in the Near East - UNRWA ○ United Nations University - UNU ○ Universal Postal Union - UPU ○ World Food Programme - WFP ○ World Health Organization - WHO ○ World Intellectual Property Organization - WIPO ○ World Meteorological Organization - WMO ○ Economic Commission for Africa - UNECA ○ Economic Commission for Europe - ECE ○ Economic Commission for Latin America and the Caribbean - CEPAL ○ Economic and Social Commission for Asia and the Pacific - UNESCAP ○ Economic and Social Commission for Western Asia - ESCWA ○ World Bank Group - WBG ○ WBG International Bank for Reconstruction and Development - IBRD ○ WBG International Development Association - IDA ○ WBG International Finance Corporation - IFC ○ WBG Multilateral Investment Guarantee Agency - MIGA ○ Institute for Disarmament Research - UNIDIR ○ Institute for Training and Research - UNITAR ○ International Research and Training Institute for the Advancement of Women - INSTRAW ○ Interregional Crime and Justice Research Institute - UNICRI ○ Nations Research Institute for Social Development - UNRISD 	
<ul style="list-style-type: none"> ● Kingdom of Cambodia 	<p style="text-align: right;">Kingdom of Cambodia, 2005 Dom et. al., 2003</p>

• Bolivia	Montes, 2003 CIDA, 2007
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More successful stories about RBM implementation can be found in literature but the previous Table (3.5) shows the most popular countries and organizations. Literature also showed a number of failures in RBM implementation in the public sector (Saldanha, 2002; **Clark and Swain, 2005**). For this reason, Schacter, (2006) suggested a number of patterns that should be avoided to ensure a well-implemented RBM process giving the best results. These patterns are:

1. "When told to develop performance measures for a program, do not immediately proceed to develop performance measures"

When it is essential to set performance measures, a logic model should be set first according to which outputs that are needed by the public program or initiative. Outcomes and impacts then will be first compared to those outputs before completing the RBM process.

2. "Do not sow confusion with sloppy language"

Key words of the RBM language, such as “objective”, “goal”, “impact”, “outcome”, “result” should be clearly identified and explained to the team members of RBM implementation to stop any confusion while implementing the process

3. "Don't use the wrong tool to assess performance"

This does not mean that one should not attempt to assess the quality of a policy unit's performance. But it does suggest that evaluation, rather than performance measurement, may be the more appropriate tool. Evaluation, though related to

performance measurement, differs from it in ways that may provide a better fit with the subtleties and ambiguities of the policy-advice process.

4. "Don't take the credit (blame) for saving (not saving) the world"

Real results should be reported to top management without any exaggeration as the credit or blame is a normal situation while implementing a service program. Transparency in this area is a key factor for success or failure of the implementation of the RBM process.

5. "Don't mistake a leadership problem for an RBM problem"

Success or failure of the RBM process depends mainly on management and leadership. Managerial belief in the RBM will be a cultural belief in the process success which will cause staff to perceive the process implementation seriously and consequently increase the chances of success.

Another public performance measurement approach is Public Sector Balanced Scorecard.

Second: Balanced Scorecards

Several authors (Aslani, 2009; Moullin, 2006; Bocci, 2005; Ahn, 2005) stated that recently, the BSC has been used in the public sector as a strategic management tool through a similar framework to that used in the private sector. Through reviewing literature it was clear that much less has been written about the applications of the BSC in the public sector; about this Kekkonen, (2002) stated that "*its use is very rare*".

"Given that a key aspect of the balanced scorecard methodology is to adapt its basic structure to the needs of the organisation, it may not seem important to modify this in

advance. However the scorecard's over-riding emphasis on financial results and the lack of any explicit references to the main desired outcomes and outputs of the organization gives the impression that the consultant or facilitator does not understand the particular challenges and ethos of the public sector." (Moullin, 2006)

Despite its rare usage; the public sector balanced scorecard has some successful applications in various countries and organizations. Some examples of these countries and organizations are shown in Table (3.6):

Table (3.6): Countries and Organisations that successfully implement public sector BSC:

Countries and/or Organisations	References
<ul style="list-style-type: none"> • It accompanied the RBM in UN organizations and proved good planning of the outcomes (medium-term objectives). United Nations Organisations are: <ul style="list-style-type: none"> ○ Food and Agriculture Organization - FAO ○ International Atomic Energy Agency - IAEA ○ International Civil Aviation Organization - ICAO ○ International Court of Justice - ICJ ○ International Fund for Agricultural Development - IFAD ○ International Labour Organization - ILO ○ International Maritime Organization - IMO ○ International Monetary Fund - IMF ○ International Telecommunication Union - ITU ○ Office for the Iraq Programme - Oil for Food ○ Office of the UN High Commissioner for Human Rights - OHCHR ○ UN Commission on International Trade Law - UNCITRAL ○ UN Conference on Trade Development - UNCTAD ○ UN Development Programme - UNDP ○ UN Educational, Scientific and Cultural Organization - UNESCO ○ UN Environment Programme - UNEP ○ UN High Commissioner for Refugees - UNHCR 	2GC, 2008

<ul style="list-style-type: none"> ○ UN Human Settlements Programme - UN-HABITAT ○ UN Industrial Development Organization - UNIDO ○ UN International Children's Fund - UNICEF ○ UN Monitoring, Verification and Inspection Commission - UNMOVIC ○ UN Office for Drug Control and Crime Prevention - ODCCP ○ UN Population Fund - UNFPA ○ UN Relief and Works Agency for Palestine Refugees in the Near East - UNRWA ○ United Nations University - UNU ○ Universal Postal Union - UPU ○ World Food Programme - WFP ○ World Health Organization - WHO ○ World Intellectual Property Organization - WIPO ○ World Meteorological Organization - WMO ○ Economic Commission for Africa - UNECA ○ Economic Commission for Europe - ECE ○ Economic Commission for Latin America and the Caribbean - CEPAL ○ Economic and Social Commission for Asia and the Pacific - UNESCAP ○ Economic and Social Commission for Western Asia - ESCWA ○ World Bank Group - WBG ○ WBG International Bank for Reconstruction and Development - IBRD ○ WBG International Development Association - IDA ○ WBG International Finance Corporation - IFC ○ WBG Multilateral Investment Guarantee Agency - MIGA ○ Institute for Disarmament Research - UNIDIR ○ Institute for Training and Research - UNITAR ○ International Research and Training Institute for the Advancement of Women - INSTRAW ○ Interregional Crime and Justice Research Institute - UNICRI ○ Nations Research Institute for Social Development - UNRISD 	
<ul style="list-style-type: none"> ● Some of the OECD Countries <ul style="list-style-type: none"> ○ United States 	<p style="text-align: right;">Kekkonen, 2002 Balanced Scorecard</p>

3.2.3 Discussion and Conclusion

The performance measurement and management literature, both in general and in the public sector, revealed that there are some differences and similarities between both sectors. The similarities are that both initiate from the same origin which is the performance measurement and management process. It is obvious from literature in the previous sections that performance measurement and management in the public sector follows the same steps of the performance measurement and management process found in the general literature as shown in Figure (3.2). Furthermore, another similarity in both areas of performance measurement is the similarity in performance measures; as both use the same measures which are: (Inputs, Activities, Outputs and Outcomes).

Literature of general performance measurement in the previous sections also revealed a number of dissimilarities between both the private and the public sector. The stakeholders in general performance measurement and management literature are those of a company or organization, while in the public sector performance measurement and management the stakeholders are the citizens of a country. The performance measurement in general measures the goal attainment of a company or organisation to gain customer satisfaction while public performance measurement measures the welfare of a country to reach citizens' satisfaction. There is also a difference between both sectors in defining the “bottom line” of benchmarking performance; the private sector has clear measures while the public sector has targets that are intangible and are difficult to measure clearly.

Moreover, it could be concluded from performance measurement and management literature that theory relies on certain aspects which, if attained by a country, it would be ready to implement a well-functioning performance measurement process.

Theory and literature in the previous sections show a number of elements that are gathered and listed below in Table (3.7). These elements are essential for different purposes:

- Some elements should exist for measuring and managing performance in the public sector.
- Elements of accountability are considered guidelines to get back on track in case the government is dysfunctioning or is facing corruption.
- The existence of performance measurement techniques in a government and public sector is an important element that will help in measuring and managing performance.

The importance of existence of such elements in the government and public sector of a country made them a core base in this thesis that will be used to examine the level of performance.

According to literature in this chapter and as discussed above, Table (3.7) simplifies the understanding of key elements essential for public sector performance measurement and management that are extracted from literature and are gathered to show the most important points in the implementation of public sector performance measurement and management.

Table (3.7) consists of three columns; the first one lists the key elements essential for public sector performance measurement and management, the second column

explains briefly the role and importance of each element, the third column is a cross reference to the page in the research where this element is found in the literature and is explained in detail.

Table (3.7): Key Elements Essential for Measuring Performance in Public Sector

Elements	Comment	Cross-References
<p>1. Improved Transparency with the public</p>	<p>Transparency is knowing the citizens' needs and wants, and sharing with them the reasons why either the government can or cannot satisfy these needs and wants. The core of transparency is the principle of "sharing".</p> <p>Through transparency, citizens will feel that they are an element in the decision-making process, which will increase their satisfaction and cooperation with their government. Transparency will lead to the visibility of organisations which will have a positive effect on both the organisation and society around it.</p>	<p>See page 40</p>
<p>2. Quality of Decisions in the public sector</p>	<p>Taking the right and effective decision depends upon the quantity and quality of information. The greater the quantity and quality of information, the better the decision will be. This element depends very much upon the element of "Research and Dissemination"</p> <p>Taking the right decision will have an effect on society as a whole as citizens' satisfaction is attained through this decision.</p>	<p>See page 40</p>
<p>3. Clear Responsibility in the public sector</p>	<p>Everyone in an organisation should have a responsibility that is known to him/her and to all the citizens.</p> <p>This will help the citizens know the person who is responsible for a problem or who can solve a problem or who can receive a complaint. It also helps the government to punish and reward the right person. Through the expansion of greater transparency and assigning correct responsibilities, the government has a closer relation between its actions and their results, thus leading to greater responsibility.</p> <p>More transparency leads to more governmental responsibility.</p>	<p>See page 41</p>

<p>4. Research and Dissemination</p>	<p>This is about conducting more research on the best ways of dissemination and means of communication to deliver information to the public. On the other hand, research is done also to provide technical support for citizens to find out the best ways they can participate in the decision-making process through giving feedback on their opinions of the information delivered to them from their government.</p> <p>This ensures that information needed by the citizens will reach them by the best possible means and that they are an element in the decision-making process of their government.</p>	<p>See page 44</p>
<p>5. Educational Programming</p>	<p>Public programs need to be made or developed with the close assistance of experts. Those experts are best found in institutions of higher education, as they have experience on both theoretical and practical areas in different fields of study. This will act as a useful means of supporting citizen-driven initiatives.</p> <p>Using experts to develop programs or set policies will help in achieving better vision on the possibilities of success and citizen satisfaction.</p>	<p>See page 44</p>
<p>6. Advocacy and Nonprofits</p>	<p>Some programs emerge from advocacy and popular demand for improved government performance. The government should know the means by which they reach those demands from the public; and this is done through the "Research and Dissemination" element, as mentioned above.</p> <p>This will ensure accountability, transparency and satisfaction between citizens and government.</p>	<p>See page 44</p>
<p>7. The legislature (Parliamentary Oversight Committees)</p>	<p>Legislatures are the parliaments that set the policies of the country and consist of members to represent the citizens' opinion towards those policies and new or developed programs. These sessions of discussion about a new or developed policy or public program between representatives of the government and representatives of the citizens must be presented through the media, to public opinion.</p> <p>This ensures transparency and citizens' participation in the decision-making process.</p>	<p>See page 46</p>
<p>8. Auditor general (audit for</p>	<p>The auditor general declares the facts to the community through media or any other effective communication tool. Then the auditor general</p>	<p>See page 46</p>

accountability)	reports directly to parliament in order to gain confidence and accountability of the public. This ensures transparency of the government.	
9. Electoral commissions	Conducting competitive and transparent electoral process. This will give the citizens the right and confidence that they will be able to remove public officials who do not function effectively or serve the public interest.	See page 46
10. Ombudsman, (Anti-corruption bodies)	Anti-corruption bodies, as shown form their name, investigate and report on complaints against public authorities. They have no legal power. This ensures transparency to the citizens.	See page 46
11. The Law (judiciary)	An effective rule of law should be established, which requires a comprehensive and logical legal code that is well documented and accessible to the public. Ensures the assets and finances of public officials and their families before being in the positions and regularly while they are in public office.	See page 46
12. Freedom of Information	Citizens must have the legal right to be able to access information of all activities and decisions of the government that do not abuse national security or violate individual rights of privacy. Ensures transparency of the government and reduces corruption.	See page 47
13. Economic Regulatory Institutions	Governments will need central banks and regulation of the stock market that are independent of political control This reduces corruption and governmental control over the banking system which increases transparency.	See page 47
14. One or more public sector performance measurement techniques	It is advisable that governments implement different performance measurement approaches and techniques in the public sector such as RBM and BSC. This helps to attain the expected accountability between the government and its citizens.	See page 48

Table (3.7) will be discussed in more detail and will be developed in the next chapter. For the purpose of this research, and as an attempt to answer the research question, the next section uses the literature and conclusions to investigate the practice of public sector performance measurement in Egypt.

3.3 Practice Review

After reviewing literature of performance measurement and management in the public sector; it is essential to review how this literature is practised in Egypt; for the sake of answering the research question: "*How is governmental (Public Sector) performance managed in Egypt?*". This section investigates the Egyptian governmental performance measurement through both: (a) Egyptian Officials' Opinions, (b) Egyptian Public Opinion. Moreover, through the practice review in Egypt, the author aims to compare main theories derived from literature and conclusions in the previous Sections (3.1, 3.2 and 3.3) to the performance management actual practices found in Egypt. The questions are asked in order to give the researcher a general idea and a quick view of the situation of performance management practices in Egypt and are derived from literature in the previous sections; the findings of these questions and interviews will help later on in the research to answer the research question raised in Chapter 1.

3.3.1 Questions and Interviews

3.3.1.1 Egyptian Officials' Opinions

Semi-structured interviews were conducted with Egyptian Officials in order to reveal their method measuring performance in Egypt and whether the elements mentioned in the conclusion of the public sector performance management in Section (3.3) do

exist in the Egyptian governmental (public sector) or not. This section shows questions asked during semi-structured interviews with the Minister of Education and the Secretary General of the Ministry of Industry and Trade. Table (3.8) shows questions used during the interviews:

Table (3.8): Semi-Structured Interview Questions:

Key Elements presented in Table (3.7)	Questions asked of Egyptian Officials
Performance measurement technique	<ul style="list-style-type: none"> ▪ According to which performance measures does the Egyptian government measure its performance?
Accountability	<ul style="list-style-type: none"> ▪ Do you think there is accountability between the public sector and the citizens? ▪ Are the Ministry's activities known to all citizens or only to the private sector and other companies?
Freedom of Information	<ul style="list-style-type: none"> ▪ How can citizens know about the Ministries' activities? ▪ Are the criteria of freedom of information found in Egypt?
Advocacy and non profits	<ul style="list-style-type: none"> ▪ Can new projects and programs be initiated because of advocacy? ▪ How do you deal with social advocacy?
Research and dissemination	<ul style="list-style-type: none"> ▪ What is the role of research and dissemination in improving the performance of the public sector?
Higher Educational Programming	<ul style="list-style-type: none"> ▪ What is the role of university professors in constructing any training courses or ministry's public initiatives?
Anti- corruption Bodies	<ul style="list-style-type: none"> ▪ Are there any anticorruption bodies in Egypt? What are these bodies?
Auditor General	<ul style="list-style-type: none"> ▪ Who is the auditor general in Egypt?
Financial Position of Public Officials	<ul style="list-style-type: none"> ▪ Must all public officials present an annual report to prove their financial

	position?
Independency of stock market and central bank	<ul style="list-style-type: none"> ▪ Are the central bank and the stock market under the control of the government?
Transparency	<ul style="list-style-type: none"> ▪ On what criteria is the financial expenditure reported? ▪ Are these reports exposed to the public or is it only internal? ▪ Is there transparency between the public sector and the citizens? How?
Clear Responsibilities	<ul style="list-style-type: none"> ▪ Are there clear responsibilities in the organisational structure of the Ministry, in order to make sure of controlling those responsible for any violation and be able to punish him/her? ▪ What about the reward and punish system of the ministry?
Decision Making	<ul style="list-style-type: none"> ▪ How does the need for change initiate? ▪ What are the steps taken to start any new project or program?

The complete interviews with both public servants in addition to the full plan for institutional development in the governmental entities in Egypt are attached in Appendix A.

3.3.1.2 Egyptian Citizens' Opinions

On the other hand, as shown in Chapter 1, Egyptians are facing very severe social problems concerning their government's performance. It was therefore essential to investigate Egyptian citizens' opinions. For this, the researcher used comments of Egyptians participating in forums as they will reflect their own opinions with comments which will be real but, as no one knows who is talking, opinions are given without fear. Some authors (Hesham, 2003; Mokhtar, 2008; Basyouny, 2009) stated that people using this kind of media in Egypt are of an intelligent and educated social

class. In order to ensure that there is no bias in opinions of the Egyptian public, the governmental and opposition parties' forums were not used in this research. The forums used were only general Egyptian forums where the opinions with and against the government practices are discussed. The following are the forums used as references:

- Masreyat,
- Al Matareed,
- Shoon Masreya "Egyptian Affairs"
- Al Waha Al Masreya "Egyptian Oasis"

The above forums share some principles, according to which they manage their existence on the web. These principals are:

1. Giving a place for everyone to express freely their thoughts, opinions and beliefs without any barriers; on the condition that this freedom does not overcome other members' rights.
2. Ensuring respect of differences between people's beliefs, thoughts and habits, and that these differences mean nothing else than enriching human life and its concepts.

The following is a brief history about Internet forums' usage in Egypt to justify the importance of taking points of views of their participants. This explanation was very difficult to find. Several authors (Hesham, 2003; Mokhtar, 2008; Basyouny, 2009), agreed the origins of forum usage in Egypt started by the end of the 1990s; when "Microsoft Windows 98" was introduced and new internet fields were found. The use the internet for expressing different views made it important for the users to have

what is called “Internet forums”. It began with small groups for chat between individuals with similar interests; these groups developed to become specialized in expressing opinions. The new internet experience started to reach Egypt through some National Governmental Newspapers but soon they were in an embarrassing situation with the government, which was upset with the opinions posted by forum users criticizing governmental performance so they had to close their forums which attracted a lot of internet users every day at that time, ending their experience in that field. This made it important for some internet users to start some sites for chat groups or private internet forums with limited abilities.

In Egypt, through time, those forums spread quickly, which made Egyptians notice an increase in the development of acts towards different political and social perspectives in Egypt. These new perspectives did not only appear but they also became effective in society as ordinary citizens started to act and react to them by various levels of reaction, according to their educational and social backgrounds.

As mentioned earlier in this chapter, the whole idea of public sector performance measurement and management is about increasing the welfare of citizens and gaining their satisfaction on services, programs, laws, regulations and every other governmental initiation that they are subjected to. For these reasons, some questions were posted by the author in forums and shown in Table (3.9):

Table (3.9): Questions put to members of Egyptian Forums:

1. How does the governmental sector measure its performance? What is the performance measurement technique or approach used?
2. Do the governmental sector: <ul style="list-style-type: none"> a) Take the consent of citizens when setting a policy or starting a governmental program or taking a vital decision?

- b) Change any policy or decision taken because of public advocacy?
- c) Clarify clear responsibilities for each employee in a governmental sector organisation?
- d) Use research and dissemination to find the best way of delivering information about new policies, decisions or programs to all society members?
- e) Take the opinion of educational experts in the field of proposed new programs?
- f) Prove to have freedom of information about any data needed by any citizen concerning any public sector agency?
- g) Manage the election process in a transparent way that approves the consent of the electors?
- h) Take accountable decisions? What are the stages of the decision making process?

3. Do the following public agencies exist and conduct their roles in the best possible way in order to give accountability for citizens, How?:
- a) The legislatures
 - b) The Policy
 - c) The Auditor General
 - d) Anti- Corruption bodies
 - e) Economic Regulatory Institutions

Furthermore, the researcher used Egyptian newspaper readers' comments on the electronic websites of newspapers. To ensure that there is no bias in the opinions taken from newspapers, only independent newspapers are used in this research while national and opposition party newspapers are not used. Newspapers websites used in the thesis are:

- Al Masry Alyoum – A National Daily Egyptian Newspaper
- El Fagr – A National Weekly Egyptian Newspaper.
- El Badeel – A National Daily Independent Egyptian Newspaper.

The following sections will describe the author's findings from these reviews.

3.3.2 Findings of the Review

3.3.2.1 Egyptian Officials' Review

The Egyptian Minister of Education and the Egyptian Secretary General of the Ministry of Industry and Trade answered the main theoretical points shown in the previous section as follows:

A) Improved Transparency with the public: To reach the maximum transparency between the government and private companies, transactions are controlled by a number of rules and specifications which are granted by the minister.

B) Quality of Decisions in the public sector: To ensure quality of decisions and transparency, the Ministry publishes some details in national newspapers in addition to “The Managerial Supervision Institute” which is a part of the government, not the ministry, and it is responsible for ensuring transparency.

C) Clear Responsibility in the public sector: The Ministry's organisational structure shows clear responsibilities of every worker in the ministry which makes the responsibility for any violation clear.

D) Research and Dissemination: This is done through the Ministry's websites, which make it easy for anyone to find what he/she is searching for; even new rules and regulations can be found there.

E) Educational Programming: Of course this exists through different institutions according to each Ministry.

F) Advocacy and Nonprofits: If there is social advocacy it is presented to a committee of experts who study it and presents a report, through which the ministry can agree or disagree with the advocacy.

G) The legislature (Parliamentary Oversight Committees): The Parliament consists of a bicameral system consisting of the People's Assembly or Al-Shaab Council and the Advisory Council, al-Shoura Council that traditionally functions only in a consultative role but 2007 constitutional amendments could grant the Council new powers. Any policy has to be accepted first by the Shaab Council then by the Shoura Council; finally it should be accepted by the specified committee in "The National Democratic Party".

H) Auditors general (audit for accountability): Presented by the Central Auditing Organisation and has the role of regulating transactions and financial statements of all public sector agencies and organisations, including Ministries, and the financial position of public servants.

Is presented by the minister himself as there are some complaints that need investigation. The minister sends a group to investigate those complaints and receive from that group a report, according to which the minister gives his orders.

I) Electoral commissions: Are held in three phases according to the geographical divisions decided by the higher committee for the elections. The higher committee for the elections is chaired by the minister of justice, including current and retired policy makers and public figures.

Every stage lasts for ten days including re-election in the circles where the candidates do not get a majority.

Candidates compete over 444 seats in the Egyptian parliament, which includes a total of 454 members. The constitution offers the Egyptian president the right to appoint ten of them.

J) Ombudsman, (Anti-corruption bodies): Presented in the Ministry of Internal Affairs and Ministry of Judgment.

K) The Policy (judiciary): Is presented by members of The People's Assembly as they are representatives of the public. If the Council agrees on the policy through an assessment, then the policy is discussed by the Al Shoura Council whose members also are elected by the public. At last, if it is agreed upon, the policy is given to the specified committee in "The National Democratic Party".

L) Freedom of Information: Any information needed can easily be accessed at the Ministries' websites.

M) Economic Regulatory Institutions: Presented by the Central Bank, this is responsible for all economic transactions through banks in Egypt.

Results of the interview showed that all theories are finely implemented in the Egyptian public sector and that all means of performance progress, auditing and accountability exists.

N) In addition to those results; through investigation of the **performance measurement approaches** used in Egypt; the research revealed that a Results based management approach has been introduced in Egypt and is positively progressing. The following examples show the progress of RBM in Egyptian public sector performance measurement:

- According to the official site of a leading management and engineering consulting company called (ICB), which provides a broad range of consulting and training services to development projects, private sector and government

in Egypt, the Middle East and Africa since 1981, RBM is introduced in most of the public sector agencies and Ministries in Egypt (ICB, 2008).

- The Report presented by the Results Oriented Project Management System (ROPMS) Resource Center proves that RBM, as a public sector performance measurement approach, is progressing in the Egyptian public sector and is giving positive results (ROPMS, 2007).
- Moreover, The United Nations Development Program (UNDP) Egypt, stated on its official site: “UNDP Egypt like many other UNDP offices has adopted the so-called “Results Based Management” (RBM) approach. RBM aims to show exactly how UNDP is making a contribution to improving the development situation of the country.” (UNDP, 2006).
- The Egyptian Public Administration Research and Consultation Center (PARC) showed different training courses which were presented by the public sector to employees to introduce Results based Management approach (PARC, 2008).
- Islam and El-Araby (2006), stated that different UNDP projects are implemented in the Egyptian public sector with positive results. They stated also that The Canadian International Development Association (CIDA, 2006), implemented a national project in Egypt with positively promising results.
- Furthermore, the following section reveals the Egyptian citizens’ perspective of their government’s performance.

3.3.2.2 Egyptian Citizens' Review:

Answers to questions in Table (3.9), in addition to electronic newspapers readers' comments giving the public's opinions of their government's performance practices, concluded the following answers:

▪ **How does the governmental sector measure its performance? What is the performance measurement technique or approach used?**

All answers to this question were that the government cannot, by any means, be using a scientific technique for measuring performance. Some believed this because of contradictory policies which are declared sometimes. Others were of this opinion because of the lack of punishment of some governmental officials guilty of serious mistakes.

▪ **Does the governmental sector take the consent of citizens when setting a policy or starting a governmental program or taking a vital decision?**

All answers agreed to one thing; that the policies presented by government will be agreed upon by parliament, even if people objected to it. Consequently, the citizens are said to have accepted them. Almost all answers justified their opinion, saying that the parliament members from the ruler party (who are the majority) are not elected by people's consent but will be elected whether citizens want them or not and elections are only for television news. They add that other parties in the parliament are minorities and have no great influence over accepting or rejecting policies.

▪ **Does the governmental sector change any policy or decision taken because of public advocacy?**

Some people agreed that this will probably happen when a group of workers or employees go on a strike for something or when a group of complaints is presented to the government through a TV talk show.

Other people agreed that even if this were to happen, the policy or decision would be imposed through another channel. This idea was refused by a number of people who agreed that if the policy changed it would not be implemented again, in spite of people's disagreement.

▪ **Does the governmental sector clarify clear responsibilities for each employee in a governmental sector organisation?**

Some people agreed to this completely, while others said that the responsibilities are not clear in all situations.

▪ **Does the governmental sector use research and dissemination to reach the best way in delivering information about new policies, decisions or programs to all the society members?**

Some people agreed to this and gave examples of different research institutions found in Egypt. Others completely disagreed, saying that the work of these institutions is only for formal use and reporting to the parliament or the United Nations agencies and gave examples of some research results that were illogical and were opposed by public opinion and through different media channels.

▪ **Does the governmental sector take the opinion of educational experts in the field of proposed new programs?**

Some people agreed to this but said that this is of no use as, even although experts are involved, many proposed and implemented programs do not express what a citizen really needs and, even if they do, there will be a lack of implementation in many programs. They gave some examples for their opinions.

Others fully disagreed that the government is using experts of educational programming, because the planning of different programs which they had examples of, was irrational.

▪ **Does the governmental sector have proof of freedom of information about any data needed by any citizen concerning any public sector agency?**

All people agreed that this is not found in Egypt as most information is said to be classified. Only some governmental agencies provide services through telephone hotlines but this is not always useful as some telephone operators are unqualified. A number of ministries' websites provide some services to the public, which do not satisfy the need for information at all levels of society; as the number of computer and internet users in a developing country, such as Egypt, is very low in accordance with the number of inhabitants.

▪ **Does the governmental sector manage the election process in a transparent way that achieves the consent of the electorate?**

All who answered this question agreed that this is not found in Egypt and that there is no transparency at all in the electoral process but many people agreed also that there was a problem in the electorate as the percentage of citizens sharing in the

electoral process is very limited. The answer to this by other forum users was that the brutality of the police towards some of the electorate made citizens afraid of participating in elections or have the feeling that even if they were to do so, they would have no influence on the election results.

▪ **Does the governmental sector take accountable decisions? What are the stages of decision making process?**

All who answered this question agreed that there are almost no accountable decisions taken by the governmental sector from an internal policy point of view. Whilst from an external policy point of view and decisions taken by the Egyptian government in relation to other countries –which is very important to most Egyptians-, the answers were divided into two opinions; one accepting all the external policy decisions and holding them to a high level of accountability with the other opposing those decisions of policy accountability.

Regarding the stages of a decision making process in the governmental sector, no one had an answer to that question as some find most decisions are irrational and prove their opinion by giving examples of some policies that are imposed and then changed in a small period of time, while others were inquiring about the basis of initiating a new policy or program and had no answer to that.

▪ **Are legislatures in Egypt accountable to the citizens' demands and expectations? How?**

All people agreed that there are legislatures in Egypt divided into the “Shoura Council” for consultancy issues; and the main parliament which is called “Al Shaab Council – Citizen’s Council”. However, all also agreed that their role is not

undertaken as it should be as not all policies agreed by parliament reflect citizens' opinion as mentioned before.

▪ **Does Egypt implement policy and fulfil its role in the best possible way in order to achieve accountability to the citizens? How?**

All people agreed that the policy exists but that there are people who are above the policy due to the spread of nepotism in Egyptian society.

▪ **Does Egypt have an auditor general who fulfils his role in the best possible way in order to achieve accountability to the citizens? How?**

All agreed about the existence of the auditor general and that he does his role as best he can but that, due to nepotism, some people are not punished although they deserve to be.

▪ **Does Egypt have anti-corruption bodies which fulfil their role in the best possible way in order to achieve accountability to the citizens? How?**

All agreed on the existence of such bodies carrying out their roles as best they can but, due to nepotism and sometimes because the authority of such bodies is only consultative not executive, nothing happens even if some officials are proved to be corrupt or wrong.

▪ **Does Egypt have economic regulatory institutions which fulfil their role in the best possible way in order to achieve accountability to the citizens? How?**

All opinions agreed that these institutions exist in Egypt and are held accountable by citizens, specially the central bank of Egypt in the time of the financial crisis in 2008.

3.3.3 Conclusions of Practice Review

Through comparing findings of the Egyptian's governmental opinions to the literature of public sector performance management on one hand and the Egyptian Public Opinion on their government performance on the other hand; it appeared that although the Egyptian public sector is implementing the public sector performance management theories in a very positive way; answers received from Egyptian citizens, in addition to the cultural movement in the Egyptian market, shows that there is a gap in terms of performance between the Egyptian Government and Egyptian Citizens..

This gap appears in Egypt by comparing Egyptian Officials' Opinion to Egyptian Citizens' Opinion showing that the Egyptian government is performing the activities well that are found in the literature review of public sector performance measurement; and that policies and regulations exist to ensure the auditing of performing those activities in the best way. On the other hand, Public Egyptian citizens, writers, poets, human rights agencies and other external parties do not fully agree that the living standards and services introduced to Egyptian citizens show that the governmental performance impact is not as high as it seems theoretically through the interviews with Egyptian public officials.

3.4 Conclusions and Discussion

Literature in this Chapter revealed that there are some aspects of dysfunctioning in the channels of government through which they can prove their accountability to the citizens. According to conclusions in Section (3.3.3) and by comparing them to Figure (3.3); Egypt can be placed in the shaded area as shown in Figure (3.10)

Figure (3.10): Relation between citizens, government and accountability (Case of Egypt)

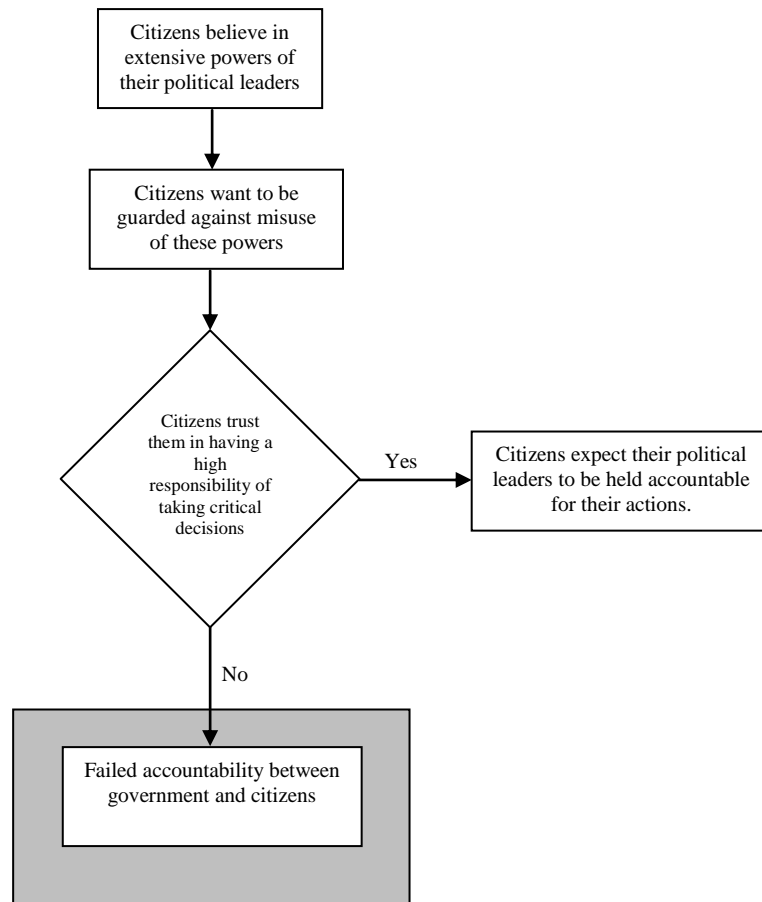


Figure (3.8) identifies that there are gaps in terms of accountability (performance management) between the normative (ideal) public sector performance management practices and the public sector performance management practiced in Egypt. This led to a number of questions that will help in answering the initial research question which is "*How governmental (Public Sector) performance is managed in Egypt?*".

These questions are:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on Egyptian society?
- c) What should be done to overcome the gaps?

To answer these questions it is essential to further investigate Egyptian society, Egyptian government and public sector performance management practices and relate them to performance management literature.

Chapter 4

Normative Performance Management Practices for the Governmental (Public Sector)

This section gives a brief explanation of each element of the 14 elements shown in the previous section then normative practices are listed in Table (3.7), illustrating each element as an activity which, if practiced in any government or public sector, will be theoretically accountable to its citizens.

4.1 Development of Normative Practices

Normative practices mainly depend on showing the most appropriate way a certain activity should be implemented (Baruch, 2003). This best way is based upon theory generated from literature in sections 3.1 and 3.2 and from Table (3.7).

In order to develop public-sector normative practices, it was important to start listing a set of the most important activities that should exist in the public sector in order to put into practice a good performance measurement framework. This is shown in Table (3.7). The key elements in that table are discussed below in more detail in order to give a full idea of the importance of each element in performance measurement and management. It will then be developed to show how each element can be an activity and how it can be practised to ensure a high level of public sector performance management practices in any country.

The following is the list of activities and a brief, background literature of each one of them:

4.1.1 Improved Transparency with the public

Transparency helps citizens and honest officials in different kinds of government (corrupt or not corrupt) to feel strength and power that gives them the will to stand for principles of fairness which ensure good governance (Shah and Schacter, 2004; Beckett and Jonker, 2002; Speers, 2004; Magd and Curry, 2003). Shah and Schacter (2004), add that for transparency to take place, bottom - up assistance is needed for the government to develop “transparency, accountability, and the rule of law.”

4.1.2 The legislature (Parliamentary Oversight Committees)

One of the most important and main forms of corruption in government can be shown when the legislation suffers from a deficiency, such as being silent (Dubrow, 2003; Shah and Schacter, 2004; Ryan and Walsh, 2004; Burritt and Welch, 1997; Clark et. al., 2007).

4.1.3 Auditors general (audit for accountability)

It is of great importance to ensure good governance, which can be achieved by various means, one of which is the existence of different approaches that act as watchdogs on government and government officials’ performance in order to ensure accountability between citizens and the government (Ryan and Ng, 2002; Neyland and Woolgar, 2002; Shah and Schacter, 2004; Kayrak, 2008). In some countries, institutions are founded only for the purpose of auditing for accountability. These institutions are called “Supreme audit institutions” (SAIs). Kayrak (2008), explains the SAIs as “watchdog agencies that carry out external audit of expenditures, incomes and assets of all government institutions in general. SAIs are regarded as prominent bodies to ensure public sector transparency and accountability, albeit lack

of functional, institutional and financial independence would be seriously detrimental to proper functioning of them”. Nyman (2005) states, on the issue of audit for accountability that in Sweden, government officials are audited for what he called “soft values”; which are the intangible sections of accountability such as “*appropriateness, effectiveness and productivity*”; in addition to “financial values of their performance.

4.1.4 Ombudsman, (Anti-corruption bodies)

Pillay (2004), states that corruption is considered the citizens’ first enemy as it releases the meanings of public trust and credibility in the government “*and threatens the ethics of government and society*”. To face such corruption in some countries it was important to design anti-corruption agencies which have the power to face corruption in the government (Nikiforos, 2005; Camerer, 1997; Pillay, 2004)

4.1.5 Quality of Decisions in the public sector

Effective and clear decisions taken in a government will be an indicator of good governance, high transparency and high accountability (Beckett and Jonker, 2002; Speers, 2004; Jacobs and Walker, 2004).

4.1.6 Educational Programming

Consulting experts in each field from universities and faculties before initiating a new public program or taking a fatal public decision or imposing a new law that affects citizens’ daily life, is of great benefit to ensure accountability of the government as it enhances the effectiveness of the decision taken (Holzer and Kloby, 2005; Koslowski III, 2006).

4.1.7 Advocacy and Nonprofits

Ensuring transparency and accountability to all citizens and ensuring the importance of advocacy and non profits' participation in decision making makes it important for addressing and solving serious problems (Holzer and Kloby, 2005; Burritt and Welch, 1997; Gilson, 2007).

4.1.8 Clear Responsibility in the public sector

Several authors (Beckett and Jonker, 2002; Speers, 2004; Burritt and Welch, 1997; Shah and Schacter, 2004), state that clarifng responsibilities throughout the governmental sectors helps in ensuring higher transparency and accountability to the public as it maintains higher responsibilities to each official or public servant in place. They add that the accountability between citizens and their government will be increased under a decentralised management system where responsibilities are divided between more public officials, which lowers the possibility of corruption and ensures more transparency and flexibility for decision making.

4.1.9 Research and Dissemination

The more obvious and clear the activities conducted by the government are; the greater is the accountability between citizens and governments. If a government reaches this level of transparency in uncovering its operations; this will lead positively in reducing corruption (Shah and Schacter, 2004). Research and dissemination is the key to reaching the previous state of accountability and transparency. Through research and dissemination a government should find out the best way to reach its citizens and deliver information to them (Holzer and Kloby, 2005).

4.1.10 Electoral commissions

“Direct accountability to citizens via the ballot box must be accompanied by the state’s willingness to restrain itself by creating and sustaining independent public institutions empowered to oversee its actions, demand explanations, and, when circumstances warrant, impose penalties on the government for improper or illegal activity” (Schacter, 2000b). Conducting transparent elections is subject to the direct supervision of courts which control different issues, such as funding of political parties, the right to participate and the transparency and adequacy of the electoral process itself to ensure the accountability of citizens is given to courts and thus decrease corruption levels (Yusuf, 2008; Diamond, 2002; Schacter, 2000b).

4.1.11 The Law (judiciary)

As public officials are elected from the citizens; those officials should remain accountable to those who elected them. Maintaining this accountability is the rule of law which ensures the honesty of public officials (Tamassia, 2000; Diamond 2003; Shah and Schacter, 2004; Spira, 2001).

4.1.12 Freedom of Information

“An Act to make provision for the disclosure of information held by public authorities or by persons providing services for them and to amend the Data Protection Act 1998 and the Public Records Act 1958; and for connected purposes. [30th November 2000]” (Freedom of Information Act 2000, 2000).

The U.S. Freedom of Information Act (FOIA) is a law that ensures the availability of information to the public upon a presented request. If the citizen cannot access the information needed because of inadequacy in the process of delivering this

information; the citizen has the right to ask for the required information in the federal court (FOIA, 1996). Many authors and acts (Diamond, 2003; FOIA, 1996; Shah and Schacter, 2004; Greiling, 2006; Freedom of Information Act 2000, 2000), emphasized the importance of The Freedom of Information Act.

4.1.13 Economic Regulatory Institutions

The independency of the central bank and stock market from the direct political governmental power helps in reducing corruption by lowering the ability to use money from the central bank to cover fiscal governmental deficits caused by corruption. In addition, an independent stock market helps in lowering linkage between government benefits and business in case of corruption (Diamond, 2003; Ryan and Walsh, 2004; Burritt and Welch, 1997).

4.1.14 One or more public sector performance measurement techniques

The performance measurement of a government is so close to storytelling. It is briefly a set of activities and operations declared to the citizens to accept or refuse. Dependent on acceptance or refusal of citizens, and the governments reaction towards this acceptance or refusal, accountability will or will not take place (Schacter 2002a; Schacter 2002b). The core of good performance is developing a performance framework that helps to find the best way of declaring the government's activities and operations to the public and persuade them to gain the citizens' accountability (Schacter, 2002a).

The previous 14 public sector performance measurement elements are developed into public sector performance management normative practices constructed in the next section.

4.2 Public Sector Normative Practices

Table (4.1) shows normative practices based on two columns and a supporting references' column:

- The first column is a list of the main 14 activities that are derived from literature, concluded in Section 3.3, discussed in details in Section (4.1) and are presented as key elements in Table (3.7)
- The second column is an explanation of how each activity in the first column can be practised. These practices are normative (ideal) as they describe the best theoretical way through which the activities could be implemented.

Table (4.1) shows the Public Sector Normative Practices:

Table (4.1): Public Sector Performance Management Normative Practices:

Activities	Normative Practice	References
1. Ensure Transparency	Applying visible actions to the public in order to show the benefits, limitations and disadvantages of a program that is initiated by the government.	Beckett and Jonker, 2002 Speers, 2004 Shah and Schacter, 2004 Magd and Curry, 2003
2. Legislate for transparency	Agents of accountability organize public officials and government agencies to explain their decisions and by appealing, through the media, to public opinion and have public consent over their decisions.	Dubrow, 2003 Shah and Schacter, 2004 Ryan and Walsh, 2004 Burritt and Welch, 1997 Clark et. al., 2007
3. Audit for accountability	Declaring the facts to the community, reports directly to the parliament in order to gain confidence and accountability to the public, keeps government guidelines on transparency and responsibility for budgets.	Ryan and Ng, 2002 Neyland and Woolgar, 2002 Shah and Schacter, 2004 Kayrak, 2008

<p>4. Develop/support anti-corruption bodies in order to ensure transparency</p>	<p>Investigate and report on complaints against public authorities.</p>	<p>Nikiforos, 2005 Camerer, 1997 Pillay, 2004</p>
<p>5. Manage Decisions</p>	<p>Taking the right and effective decision, depending upon the quantity and quality of information. The greater the quantity and quality of information the better the decision will be.</p>	<p>Beckett and Jonker, 2002 Speers, 2004 Jacobs and Walker, 2004</p>
<p>6. Use educational programming to help in the decision-making process</p>	<p>Programs may be developed by, or in close association with, institutions of higher education.</p>	<p>Holzer and Kloby, 2005 Koslowski III, 2006</p>
<p>7. Considering advocacy and nonprofits in the decision-making process</p>	<p>Advocacies and non profits are taken into consideration when initiating a new public program or law through public participation or public feedback about the new program or law. This activity is in close relation to the activity of “Conducting research and dissemination in delivering information”</p>	<p>Holzer and Kloby, 2005 Burritt and Welch, 1997 Gilson, 2007</p>
<p>8. Identifying each activity in the organisation and assigning its responsibilities</p>	<p>Each action in the organisation has clear results showing clear responsibility.</p>	<p>Beckett and Jonker, 2002 Speers, 2004 Burritt and Welch, 1997 Shah and Schacter, 2004</p>
<p>9. Conducting research and dissemination in delivering information</p>	<p>Research and dissemination are conducted through the best channel that can deliver information to and from citizens, ensuring effective citizen participation in the performance assessment process and funding opportunities to stimulate interest and demand.</p>	<p>Holzer and Kloby, 2005 Chadwick, 1996</p>
<p>10. Conducting transparent elections</p>	<p>Conduct competitive and transparent elections through having judicial supervision over the elections.</p>	<p>Diamond, 2002 Schacter, 2000b Yusuf, 2008</p>
<p>11. Ensuring honesty of public officials</p>	<p>An effective rule of law is established which requires a comprehensive and logical legal code that is well documented and accessible to the public to ensure:</p> <ol style="list-style-type: none"> 1. Higher-level public officials announce their assets upon taking office. 2. This should be announced every year thereafter and whenever their assets change in some 	<p>Diamond 2003 Shah and Schacter, 2004 Spira, 2001 Tamassia, 2000</p>

	significant, defined way.	
12. Ensuring Freedom of Information	Citizens have the legal right to be able to access information of all activities and decisions of the government that do not abuse national security or violate individual rights of privacy.	Diamond, 2003 FOIA, 1996 Shah and Schacter, 2004 Greiling, 2006 Freedom of Information Act 2000, 2000
13. The existence and effectiveness of the economic regulatory institutions	Governments need central banks and regulation of the stock market that are independent of political control.	Diamond, 2003 Ryan and Walsh, 2004 Burritt and Welch, 1997
14. Using one or more public sector performance measurement technique	Look after and report on the performance of public programs, through several performance measurement approaches and techniques.	Schacter 2002a Schacter 2002b

The Normative Practices' table will be used in Chapter 5 to assess public sector performance management practices in Egypt to the Normative Practices in Table (4.1).

Chapter 5

Assessment of Public Sector Performance Management Practices in Egypt Using the Normative Practices

5.1 Introduction

Through this chapter the author conducts several interviews with Egyptian officials, in addition to using secondary references to gain a more overall perspective of Egyptian public opinion of their public sector's performance. Moreover, this chapter uses data from Chapter 3 and the normative practices in Chapter 4 to assess public sector performance management practices in Egypt against public sector performance management normative practices. Chapter 5 concludes by describing the activities in Egypt that show strengths and others that show weaknesses, through comparing the officials' perspective of their performance and the public perspective of their public sector's performance.

The following section reveals the mechanism for gaining more information about Egyptian public sector performance through more data, which is used in section 5.3, while assessing the public sector performance management in Egypt against Normative Practices.

5.2 Gathering and Preparing Data:

Several steps were taken in order to complete the assessment:

The first step was conducting personal interviews with different Egyptian officials (1- Assistant Secretary General for the Ministers' Council, 2- Minister of Education, 3- First Secretary General of Ministry of Trade and Industry, 4- MP in the Education

Committee in the Local Parliament of Alexandria-Egypt, 5- Minister of Managerial Development, 6- Secretary of Ministry of Tourism in Alexandria) who had the knowledge to answer the questions in Table (5.1), taking into consideration that each question is about one of the 14 activities shown in Chapter 4 and used in identifying the normative practices:

Table (5.1): Questions posed to Egyptian Officials through semi-structured interviews:

Activity	Question
1. Ensuring Transparency	How do the public sector agencies make sure that decisions and initiations are subject to transparency ?
2. Legislate for transparency	Do legislatures exist in Egyptian public sector agencies? What are their roles?
3. Audit for accountability	Does the Auditor General exist in the Egyptian public sector? What is its role?
4. Develop/support anti-corruption bodies in order to ensure transparency	What are the anti-corruption bodies in Egypt? What are their roles? How are they effective?
5. Manage Decisions	What are the stages that a decision passes through during the process of decision making?
6. Use educational programming to help in the decision-making process	Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?
7. Considering advocacy and nonprofits in the decision-making process	Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy ? How is that done?
8. Identifying each activity in the organisation and assigning its responsibilities	Is there a clear and transparent organisational structure in different public sector agencies? Does this affect the process of decision making and accountability? How?
9. Conducting research and dissemination in delivering information	How do different public sector agencies know the best way of delivering information to citizens? What kind of research is done to reach that channel of delivering information ? How do agencies conduct this research?
10. Conducting transparent elections	What are the procedures that are done when conducting elections ? How are these elections proven to be transparent ?
11. Ensuring honesty of public officials	How do citizens ensure honesty of public officials ? What are the procedures taken if an official is proven to be dishonest?
12. Ensuring Freedom of Information	Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?
13. The existence and effectiveness of the economic regulatory institutions	Are the central bank and the stock market independent of political control? How is this effective to the country?
14. Using one or more public sector	How does the Egyptian public sector measure its

performance measurement techniques	<i>performance?</i> Does the Egyptian public sector <i>use any known public sector performance measurement technique?</i>
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These questions and their answers are attached in Appendix B.

The second step was to gather information from many Egyptian references that vary between Egyptian citizens' opinions from internet forums and several books criticizing the Egyptian public sector performance such as: (Ammen, 1999; Fadel, 2008; Okasha, 2008a; Okasha, 2008b; Fathi, 2009; Ghareeb, 2008; Essa, 2008; Attia, 2008; Radwan, 2008; Youssef, 2007; Salama, 2008; Farouk, 2008; Central Auditing Organisation, 2009; Bradley J. R., 2008; Fisk R.(a), 2009; Forums (Masreyat, Al Matareed, Al Waha Al Masreya "Egyptian Oasis"); Electronic Sites for Newspapers (Al Masry Alyoum, El Fagr, El Badeel)).

The last step was to assess the Normative Model in Egypt, extracted from the Egyptian officials' interviews, verses Egyptian public opinion in the performance of their public sector extracted from different resources as mentioned earlier.

5.3 Assessment Results

This section introduces the results of the assessment as summarised in Table (5.2). The Table shows four columns; the first two columns are the Normative Practices in Table (4.1). The third and fourth columns are the Egyptian officials' point of view of their performance management practices and the Egyptian public point of view of the performance practices of their public sector respectively.

Table (5.2): Assessment of Public Sector Performance Management Practices in Egypt:

Activities	Normative Practice	Egyptian Officials' Point of View	Public Citizens' Point of View
<p>1. Ensuring Transparency</p>	<p>Applying visible actions towards the public in order to show the benefits, limitations and disadvantages of a program that is initiated by the government.</p>	<p>To reach the maximum transparency between the government and private companies, transactions are controlled by a number of rules and specifications that are granted by the Minister and sometimes details are declared in the newspapers.</p> <p>Most actions are transparent as final discussions concerning new programs or laws are discussed in parliament in live sessions on national Egyptian TV, which makes it available for all citizens to watch.</p>	<p>The government gives different speeches and declarations about its decisions and programs; but most opinions don't know anything the government is doing. Many don't care what the government is doing; they only want to be free of trouble with the government.</p> <p>Other opinions look on the government as their enemy and don't believe a thing it says.</p> <p>Most people agreed that public speeches are contradictory or public officials say things they do not do.</p>
<p>2. Legislate for transparency</p>	<p>Agents of accountability organize public officials and government agencies to explain their decisions and, by appealing through the media to public opinion, have public consent over their decisions.</p>	<p>There are two Parliaments in Egypt; the Shoura Council and the Shaab Council, both Parliaments legislate rules and laws that are initiated by different public sector agencies and the discussions of legislating those laws are subject to media presentation.</p>	<p>There are legislature bodies and most sessions are found on TV and in newspapers but from the public's point of view both parliamentary bodies don't represent what people want or need. Many laws agreed upon are not accepted by the public, the members themselves agree are not of high accountability to the public. On the other hand, people have no enthusiasm to protest or show disagreement to those actions taken by parliament as they think that whatever they do will change nothing.</p>
<p>3. Audit for accountability</p>	<p>Declaring the facts to the community and reporting directly to the parliament in order to gain confidence and accountability to the public, keeps government guidelines on transparency and responsibility for budgets.</p>	<p>Different agencies are given by each official which means that there is no clear Auditor General in Egypt although no official replied negatively to the question concerning this practice</p>	<p>There are audits that are done by each, now and then, especially in the parliaments but people don't feel that these audits are of any use. For example on the 14th of January 2008 there was a session in the Shaab council where the Head of the Central Auditing Organisation had a great quarrel with the Minister of Finance accusing him of not answering the problems of high prices which are more than double what the citizens can afford. On the other hand he mentioned the conflict in data about</p>

			<p>unemployment and added that although there is increase in investments and decrease in foreign debt, the poor people are struggling with more than 50% of citizens under the poverty line, accusing the government of working only for wealthy people.</p> <p>Unfortunately, nothing happened after this session and no corrective actions were taken to improve the situation.</p> <p>In 2009 the same happened once more which made National Newspapers make fun of repeated incidents that all managerial and social problems are well known but no disciplinary behavior actions are taken towards the party responsible for the shortcomings.</p> <p>These incidents are typical examples given by Egyptians when talking publicly about audit for accountability, giving their impression of there being no consequences for top management, even if proven guilty in some cases.</p> <p>Other individual stories were related, giving the same conclusion and opinion about auditing for accountability in Egyptian Government, depressingly saying: "It s not our country, it is theirs." They Mean it is the government's country not the Egyptian public's.</p>
4. Develop/support anti-corruption bodies in order to ensure transparency	Investigate and report on complaints against public authorities.	Some of these bodies are for auditing while others are for control and investigation of corruption. They investigate and take action according to the body and the irregularity.	<p>There are different anti-corruption bodies but people don't fully believe that all corruption can be faced by any means of anti corruption bodies.</p> <p>Some people say that individual cases are to prove some anti-corruption acts.</p> <p>Others don't trust any of the bodies because of nepotism and top management's authorities.</p>
5. Manage Decisions	Taking the right and effective decision depending upon the quantity and quality of information, the greater the quantity and quality of information the better the decision will be.	<p>Decision taking is a top management job while decision making is another issue.</p> <p>About decision making, ministries which provide direct services to the public by developing their decision-making process</p>	<p>Decision-making process s not known to the public as some decisions are qualified to solve some problems the public is facing while others are not according to a sequence.</p> <p>Some people say that several irrational decisions</p>

		through several units that act as an orientation that shows more understanding of the importance of specialized data and information needed as prerequisites to supporting the decision- making process, then simplify the process of decision taking.	are taken that use their taxes and don't give them benefits.
6. Use educational programming to help in the decision-making process	Programs may be developed by, or in close association with, institutions of higher education.	This exists through different institutions according to each Ministry. Each Ministry has several consultants who are educational experts to help in decision making.	People say they read such news in the papers but no one can say if it is right or not. Some decisions are right and people feel they are well organized, while others are completely the other way round.
7. Considering advocacy and nonprofits in the decision making process	Advocacies and non profits are taken into consideration when initiating a new public program or law through public participation or public feedback about the new program or law. This activity is in close relation with the activity of "Conducting research and dissemination in delivering information"	If there is a social advocacy, it is presented to a committee of experts to study and present a report through which the ministry can agree with or against the advocacy. In some cases, the government negotiates with people to reach the best results.	People feel depressed that not one of the government officials study their advocacies or complaints, and they keep suffering. People also complain of the difficulty of meeting a public official and that answering an advocacy takes a very long time to be solved and in most cases no problems are really solved.
8. Identifying each activity in the organisation and assigning its responsibilities	Each action in the organisation has clear results showing clear responsibility.	The Ministry's organisational structure shows clear responsibilities of every worker in the ministry, which makes the responsibility of any violation clear.	Yes, every employee knows the responsibilities which are assigned to him, but on the other hand this causes a lot of red tape.
9. Conducting research and dissemination in delivering information	Research and dissemination is conducted through the best channel that can deliver information to and from citizens, ensuring effective citizen participation in the performance- assessment process, and funding opportunities to stimulate interest and demand.	Observation of reactions coming from the public and understanding the most effective tool which is mostly, TV channels, talk shows and independent newspapers. Also newsletters about each ministry and public agency are published periodically on the internet websites.	This is unknown by the public as they are negative respondents to information given to them from the public sector. People do not receive much information about their concerns from public officials. They receive most information from newspapers which may follow a certain ideology that may be with or against the government, and this affects the public's attitude towards their government's performance. TV declarations are either very few or are not convincing or not taken seriously by the officials.

<p>10. Conducting transparent elections</p>	<p>Conduct competitive and transparent elections through having judicial supervision over the elections.</p>	<p>Are held in three phases according to the geographical divisions decided by the higher committee for the elections. The higher committee for the elections is chaired by the minister of justice, including current and retired lawyers and public figures.</p> <p>Every stage lasts for ten days including re-election in the circles where the candidates do not get a majority.</p> <p>Elections are for the President's position and different parliaments (General and Local). While Ministers and Governors are not elected but employed by the Egyptian President.</p> <p>Judicial supervision helped in the parliamentary elections in 2005 in the fulfilment of a good level of transparency.</p>	<p>Publics opinion is strongly agreeing with references used in this chapter concerning the same point, especially what "Washington Post Newspaper" published on Saturday, December 10, 2005; Page A20, concerning the last Egyptian parliamentary elections:</p> <p><i>"THE LAST DAYS of Egypt's month-long parliamentary election were shameful. Government security forces and gangs of thugs from the ruling National Democratic Party blockaded access to dozens of polling sites where opposition candidates were strong. In several cases they opened fire on citizens who tried to vote; 10 people were reported killed. Inside the election stations, government appointees blatantly stuffed ballot boxes in full view of judicial monitors. In some districts, they ignored court orders seeking to prevent them from buying votes or bussing in nonresidents to defeat opposition candidates".</i> (Washington Post, 2005)</p>
<p>11. Ensuring honesty of public officials</p>	<p>An effective rule of law is established which requires a comprehensive and logical legal code that is well documented and accessible to the public to ensure:</p> <ol style="list-style-type: none"> 1. Higher-level public officials announce their assets upon taking office. 2. This should be announced every year thereafter and whenever their assets change in some significant, defined way. 	<p>This is done through the "Fees Clearance" which is presented at the beginning of employment of any public official and should be presented annually after that. Also, anti-corruption bodies and the auditor general have the role of ensuring honesty of public officials.</p>	<p>This kind of law is found in Egypt and in most cases there is a kind of administration, but sometimes when there is nepotism nothing happens to the guilty person.</p>
<p>12. Ensuring Freedom of Information</p>	<p>Citizens have the legal right to be able to access information of all activities and decisions of the government that do not abuse national security or violate individual rights of privacy.</p>	<p>Most needed information can easily be accessed at the Ministries' websites.</p> <p>Academic researchers have the right to ask for some information that is needed for their research.</p> <p>Most information is classified and the Freedom of Information Act is not implemented in Egypt.</p>	<p>Some people answered positively on this point but had comments on the service introduced. They stated that there is information on websites for almost every ministry and public agency in Egypt but it is not that effective as any information needed for research, for example, cannot be found on the website. There are also some websites to which the user can subscribe and ask for a report or a questionnaire so it can be delivered on his/her personal email; but this email is never delivered.</p>

			Others commented that almost 50% of the public are either illiterate or suffer from a high level of poverty which makes them unable to use computers or websites. The inquiry here was: "How can such people reach the information they need without a computer?"
13. The existence and effectiveness of the economic regulatory institutions	Governments need central banks and regulation of the stock market which are independent of political control.	Presented by the Central Bank, this is responsible for all economic transactions through banks in Egypt. There is also an Egyptian Stock market that is independent from political control and responsible for stocks and bonds of different companies in Egypt.	Yes, there is an Egyptian central bank and it is not under the authority of the government but most people are not satisfied by the rapid deterioration of the Egyptian pound exchange rate. While others are happy with what the Central Bank did to face the current global financial crisis as it had several positive decisions that helped a lot in maintaining the inflation rate.
14. Using one or more public sector performance measurement techniques	Look after and report on the performance of public programs, through several performance measurement approaches and techniques.	Results based management approach has been introduced in Egypt and is positively progressing. Some interviews agreed on the existence of public sector performance measurement techniques, but each official agreed on a different technique. Those approaches and techniques are: benchmarking, balanced scorecards, Total Quality Management (TQM) and traditional financial performance measurement. Other officials ensured that there is no specific performance measurement technique or approach used in the public sector.	People agree that there are development projects in Egypt but no one knows who is the funding agency or what are the results of such projects or what are the benefits of them. Most people do not know if anything is happening through systematic techniques or not. Lack of freedom of information affects this activity a lot.

Through comparing the Normative Practice of each activity to the Egyptian Officials' practices and then comparing the Egyptian Officials' practices to the Egyptian Public's viewpoint, it could be observed that there are some areas of similarities and other areas of dissimilarities.

Table (5.3) shows the differences/similarities in the Normative Practice of each activity to Egyptian society from the perspective of Egyptian Officials and Egyptian Public; the table consists of four columns. The first shows the 14 activities of the Public Sector Performance Management Normative Practices in Table (4.1), while the second column shows if there is a difference/similarity between the perspective of Egyptian Officials and the Normative Practices in the first column, the third column shows if there is a difference/similarity between the perspective of Egyptian Public and the Egyptian Officials in the second column, while the fourth column shows the difference/similarity of the **impact** of the practice of the activities, presented in first column, on the citizens.

Table (5.3): Differences/ Similarities in the Governmental (Public Sector) Normative Practice of Egypt:

Activities	Differences/Similarities		
	Egyptian Officials' Perspective	Egyptian Public Perspective	Performance Measurement Outcome
1. Ensuring Transparency	Transparency exists (Similarity)	Transparency exists (Similarity)	There is a difference in the impact of this practice on the citizens as no transparency is found because officials' declarations are either

			<p>insufficient or contradicting</p>
<p>2. Legislate for transparency</p>	<p>There are legislatures (Similarity)</p>	<p>There are legislatures (Similarity)</p>	<p>There is a difference in the impact if this practice on the citizens as people feel their representatives in parliament do not represent their opinions as they mistrust them because of lack of transparency.</p>
<p>3. Audit for accountability</p>	<p>There are different auditing bodies (Similarity)</p>	<p>There are different auditing bodies (Similarity)</p>	<p>There is a difference in the impact of this practice on the citizens as implementation of audit may be subject to nepotism, bribery and corruption of some officials due to lack of transparency</p>
<p>4. Develop/support anti-corruption bodies in order to ensure transparency</p>	<p>Many anti-corruption bodies exist in Egypt. (Similarity)</p>	<p>Many anti-corruption bodies exist in Egypt. (Similarity)</p>	<p>There is a difference in the impact of this practice on the citizens as lack of transparency causes ineffectiveness of these bodies because of nepotism and corruption</p>
<p>5. Manage Decisions</p>	<p>Decisions are managed through defined processes and high quality. (Similarity)</p>	<p>There is a difference in the output of this practice on the citizens as no one knows the decision-making process as some decisions seem to be taken after sequential thinking, while others seem to</p>	<p>There is a difference in the impact of this practice on the citizens because some people agreed with the government's practice in decision making while others were against it.</p>

		be taken without any planning.	
6. Use educational programming to help in the decision making process	Educationl programming is used in every ministry to ensure academic and theoretical expertise before any governmental initiation. (Similarity)	There is a difference in the output of this practice on the citizens as they are not sure of the practice which they know only ifrom newspapers and TV channels.	There is a difference in the impact of this practice on the citizens as some people agreed with the public sector’s performance way of taking decisions through using educational experts while others were against it.
7. Considering advocacy and nonprofits in the decision making process	Any problem that is raised by an advocacy, or through non profits, is taken into consideration and discussed through specialised channels to solve it. (Similarity)	There is a difference in the output of this practice on the citizens as there is difficulty in reaching public officials to present complaints in addition to a low level of response to complaints.	There is a difference in the impact if this practice on the citizens as people face a low level of response to their advocacies.
8. Identifying each activity in the organisation and assigning its responsibilities	Every person in any governmental organisation knows his/her responsibilities in a well-organised organisational structure. (Similarity)	Everyone knows the right person to present complaints and/or recommendations to. (Similarity)	Everyone knows the right person to present complaints and/or recommendations to. (Similarity)
9. Conducting research and dissemination in delivering information	There is a difference in practising this activity as there is no specific research done to find out the best way of	There is a difference in the output of delivering information from the government to the citizens as they do	There is a difference in the impact of this practice on the citizens as people do not like to know most things from newspapers as there are many newspapers

	<p>delivering information but the government declares that the present channels of information are the best way to deliver information.</p>	<p>not find what they need to know form a trustful information channel.</p>	<p>and each one discusses the news from a different ideology, which makes people confused. Also a very low percentage of the population in Egypt uses the internet to reach information needed from a trustful ministry website.</p>
<p>10. Conducting transparent elections</p>	<p>Elections are done regularly and there are many elections on different levels under specific regulatory rules and under judicial external supervision. (Similarity)</p>	<p>Elections are done regularly and there are many elections on different levels under specific regulatory rules. (Similarity)</p>	<p>The largest difference in the impact if this practice on the citizens exists between both views is in “Conducting Transparent Elections” activity, as the public refuses to agree that elections are transparent and represent their opinion and choice.</p>
<p>11. Ensuring honesty of public officials</p>	<p>There are strict rules in addition to a number of regulating and auditing bodies that practise this activity. (Similarity)</p>	<p>There are strict rules in addition to a number of regulating and auditing bodies that practise this activity. (Similarity)</p>	<p>There is a difference in the impact of this practice on the citizens as some agree but most citizens are dissatisfied because lack of transparency leads to nepotism and lack of trust.</p>
<p>12. Ensuring Freedom of Information</p>	<p>The Freedom of Information Act is not yet implemented in Egypt but information can easily be accessed through governmental websites and through governments’ declarations in</p>	<p>It is difficult for most people to get information because internet users in Egypt are very few, the illiteracy rate is high and not all people read national newspapers. (Difference)</p>	<p>There is a difference in the impact of this practice on the citizens as not knowing what the government is doing makes the feeling of mistrust increase amongst the citizens.</p>

	national newspapers. (Difference)		
13. The existence and effectiveness of the economic regulatory institutions	There are economic regulatory institutions in Egypt that are very effective and are independent from any political control. (Similarity)	There are economic regulatory institutions in Egypt that are very effective and are independent from any political control. (Similarity)	There are economic regulatory institutions in Egypt that are very effective and are independent from any political control. (Similarity)
14. Using one or more public sector performance measurement techniques	Performance Measurement Techniques are used but not as a base approach or technique for all the governmental agencies. Also there is no systematic approach for the government. (Similarity)	No one understands if there is anything systematic happening in the public sector or not. (Similarity)	There is a difference in the impact of this practice on the citizens as no one understands how things are done and whether programs are implemented through performance measurement techniques or not.

From the assessment in Table (5.2) and its analysis in Table (5.3) it could be concluded that although the Egyptian public sector is implementing almost all the 14 activities essential in the Public Sector Performance Management Normative Practices, there are still differences between the governmental practices and the output of the practices from the Egyptian Public's point of view. Moreover, there are differences between the normative practices and the impacts of those practices from the Egyptian public's point of view. Findings from Table (5.3) are investigated in further detail for more explanation of the reasons behind these differences in request

to the performance measures' literature and indicators that will lead to conclusions on the barriers and drivers of public sector performance management in Egypt.

5.4 Discussion

In the previous section; findings revealed Table (5.3) which helps answer the research questions. Results from Table (5.3) show that, from Egyptian Officials' perspective about the actual practices in Egypt are largely consistent with the practices suggested in the normative practices' table where in 3 out of 14 activities there are differences between the Egyptian Officials' perspectives about their performance practices and the public sector performance management normative practices. However, from the Egyptian Public's point of view, the level of disagreement is significantly higher with a difference being identified in 6 out of 14 activities not consistent between them and the Egyptian Officials' Perspectives about their performance practices. Moreover, there are further differences when comparing the normative practices to the Egyptian Public's point of view on their government's performance practices. The impact of these differences on the Egyptian citizens reached 12 out of 14 activities.

Further analysis of these results reveals that there are two factors around which most of the activities and gaps seem to focus. These factors are found as referenced in Table (5.3) and are listed as follows:

- Transparency (See activities 1,2, 3, 4, 8, 10, 11, 12, 13 and 14)
- Public Participation in Decision Making (See activities 5, 6, 7 and 9)

These two main factors will be the core activities that will help in answering the secondary research questions:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on Egyptian society?
- c) What should be done to overcome the gaps?

The following part is an analysis about Social aspects in Egypt which affect the Egyptians' point of view about their government's performance according to secondary references of those used in Chapter 3.

From the assessment in Table (5.2), Table (5.3), investigating literature, interviews and observations it could be concluded that there are several reasons for differences in Egypt between Egyptian Officials' point of view and the Egyptian Public's point of view:

- Some references (Fathi, 2009; Ghareeb, 2008; Essa, 2008; Attia, 2008; Radwan, 2008; Youssef, 2007; Salama, 2008; Farouk, 2008; Central Auditing Organisation; Bradley J. R., 2008; Fisk R.(a), 2009; Forums (Masreyat, Al Matareed, Al Waha Al Masreya "Egyptian Oasis"); Electronic Sites for Newspapers (Al Masry Alyoum, El Fagr, El Badeel)) state that those problems in the Egyptian society are caused by low governmental (public sector's) performance and corruption in the government (public sector), while others (Ammen, 1999; Fadel, 2008; Okasha, 2008a; and Okasha, 2008b; Bradley J. R., 2008; Fisk R.(a), 2009) agree that Egyptians' personality and culture changed a lot during the past 50 years because of different political problems that Egypt has passed through. They add that Egypt passed historically among different rulers and empires which left Egyptians now trusting no one because of several historical incidences that shaped the Egyptian personality now in the 21st century.

Also, the public sector's performance now enriched the disbelief that Egyptians are suffering as a result of historical events that boomed in the current era which caused what authors call (Ammen, 1999; Fadel, 2008; Okasha, 2008a; and Okasha, 2008b) a **“Cultural Shock”**.

- Through conducted interviews it was obvious that the Egyptian public sector is adopting a centralised management system. The Minister of Managerial Development said “Management in Egypt is centralised and we are working now on a plan to change it into a decentralised management system”. Also Secretary of Ministry of Tourism said “The problem is that some areas use a decentralised management system while the dominating managerial system is centralised. This causes great confusion to both citizens and officials, while if we are using a decentralised management system people will feel they are decision makers and will stop complaining of the public sector's performance”. The MP in the Education Committee in the Local Parliament of Alexandria- Egypt agreed with both officials saying “The main problem in Egypt is centralised Management“. A centralised management system means that decisions are taken through a small number of decision makers and that not all employees in an organisation share the process of decision making of the main policies, rules, laws, programs ..etc., which affect their everyday lives. This causes a gap in communication between the public sector and the citizens, as the public sector officials feel dependent on taking decisions, while citizens feel useless and that, even if they object or complain about a decision, no action will be taken in response to their objections. This makes **“Centralised Management System”** one of the reasons of

differences in between normative practices and Egyptian Public's perspective to their public sector's performance.

- As mentioned earlier in this section “The Concept of Transparency” is one of the key normative activities and one of the differences in opinions in Egypt is **“Unclear identification of Transparency”** (Essa, 2008; Attia, 2008; Radwan, 2008; (Masreyat, Al Matareed, Al Waha Al Masreya “Egyptian Oasis”); Electronic Sites for Newspapers (Al Masry Alyoum, El Fagr, El Badeel)). A direct reason for this difference is the lack of the main related normative activity to it “Ensuring Transparency”.
- In a public sector's survey conducted by the Ministry of Managerial Development and published in Al Masry Al Youm, (2009) it was proved that a major problem facing the trust between Egyptian Public Sector and Egyptian Public is **“Lack of management by Example”**.
- Youth of any country represent its future in all fields, which mean that they are considered an input to the development process. In Egypt, it was noticed through investigating public opinions and from news and newspapers that youth do not feel they have a role in their society. They are like other members of the public, on whom the impact of gaps fall, but the researchers noticed that the youth, more so than other members of the society, should make more effort to make them feel important in the decision- making process. Lack of this feeling caused a large number of the youth to migrate from their home country, not only because of low social conditions, but because of the cultural shock previously mentioned as they face depression in their everyday life causing violence and idleness. This leads to a conclusion that **“Youth lack the Feeling of Their Importance in Society”**

being one of the reasons for the differences in points of view concerning the Egyptian government's performance management subject for discussion.

- There is an **increase in police authority** in Egypt, especially in universities besides all other aspects of life. This caused increasing fear in society and a reduction in freedom of opinion, communication and trust between the public and the public sector. (Fathi, 2009; Ghareeb, 2008; Essa, 2008; Attia, 2008; Radwan, 2008; Youssef, 2007; Salama, 2008; Farouk, 2008; Central Auditing Organisation; Bradley J. R., 2008; Fisk R.(a), 2009; Forums (Masreyat, Al Matareed, Al Waha Al Masreya "Egyptian Oasis"); Electronic Sites for Newspapers (Al Masry Alyoum, El Fagr, El Badeel); Fisk R.(b), 2009). *"The latest Cairo Institute for Human Rights (CIHR) report on government abuses in the Arab world is packed with examples of state brutality, including 29 cases of torture and ill-treatment in Egyptian police stations in just six months."* (Fisk R. (b), 2009)

This discussion leads to an attempt by the researcher to answer the initial and secondary research questions, as presented in the next section.

5.5 Analysis and Findings

From the previous discussion, two core factors should be taken into consideration in the government (public sector) to avoid differences in opinion about its performance between the government and the citizens.

These two factors are:

- Transparency (See activities 1,2, 3, 4, 8, 10, 11, 12, 13 and 14)
- Public Participation in Decision Making (See activities 5, 6, 7 and 9)

As shown in the previous section, through the discussion of the social aspects affecting Egyptian citizens' perspectives of their government performance, it could be concluded that there is a problem in these two factors as shown also in Tables (5.2) and (5.3). This problem can be defined as:

- Lack in Transparency
- Lack of Public Engagement in Decision Making

The lack of these two factors caused a negative impact on Egyptian society, as discussed in the previous section. From that discussion it can be concluded that this impact has some features that are spread in society and shown in the following points:

- Cultural Shock
- Centralised Management System
- Lack of Management by Example.
- Lack of enriching youth by the feeling of their unimportance in society.
- Increasing Police authority

As an attempt to find a solution for this problem between the Egyptian government and its citizens and according to the assessment in Table (5.2), the Egyptian government (public sector) uses different techniques to measure performance and manage performance but the method that is mostly spread, as shown in Chapter 3, is the Results-Based Management (RBM) approach.

This public sector performance management approach was used in several public projects, programs and initiatives but in spite of the short term promising results; the

projects stopped before reaching the last phase of implementation with no clear reason.

As discussed in Chapter 3 RBM and BSC are the most used and successful performance management techniques in the public sector. It was also show in Chapter 3 that RBM is more effective in implementation as BSC is not spread as wide as RBM. In many countries it is used with RBM, not as a main performance measurement and management technique, it gives up to medium term outcomes and is rarely used in the public sector. For these reasons RBM is used in this research to help in answering the initial research question "*How is governmental (Public Sector) performance managed in Egypt?*" These reasons are listed in Table (5.4):

Table (5.4): Reasons for using RBM in this research:

Reasons	RBM	BSC
Effective	More	Less
Used Alone	Yes	Used with other techniques like RBM
Gives short, medium and long term results	Yes	Gives short and medium term results only
Used in Egypt before	In many projects	Some departments in some ministries used it
Used in the public sector	Designed and used in the public sector	Designed for the manufacturing sector and rarely used in the public sector

For these reasons presented in Table (5.4), the author suggests that the RBM is a proper approach to help the problem in the Egyptian case.

There are three groups of challenges that are faced by RBM implementation and vary according to the style of management and the public initiation, subject to implementation. Figure (3.8) illustrates these groups as:

1. Assumptions & Risks
2. Enablers
3. Constraints

For the purpose, scope and findings of this research, as a single public sector case study, the "Assumption and Risk" challenge is not obvious and is taken away from the figure. This is because the government and public sector do not face risks in the internal affairs which is the scope of the research; most risks and assumptions are through external affairs; while internal affairs are laws and citizens' complaints which are not considered risks to the government and the public sector. The management and strategic approach uses these challenges to satisfy "public needs", which are inputs of the RBM process in addition to the resources needed for reaching the desired impact as presented in Figure (3.8).

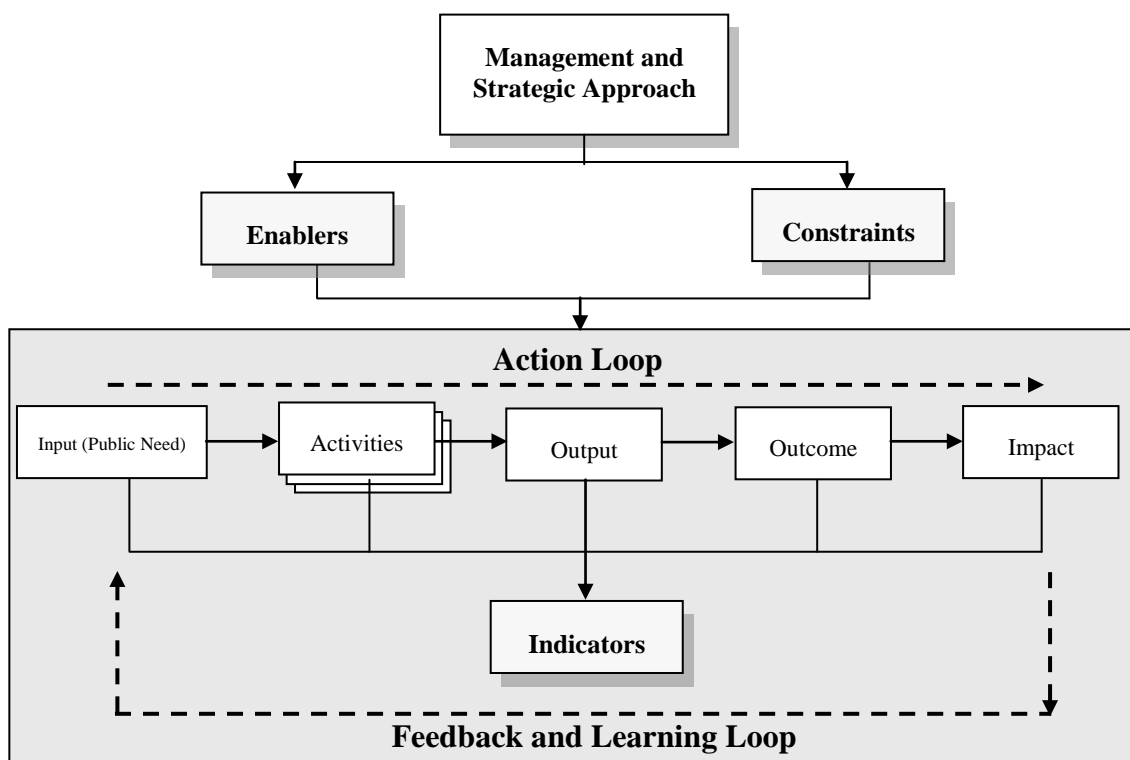
Several authors (Schacter, 2006; Schacter, 2002a; Cox, 2000; Ortiz et. al. 2004 and Islam and El Araby, 2006) show that there are certain prerequisites for the implementation of a successful RBM process. The most important prerequisite is an appropriate management and strategic approach as presented in Figure (3.6).

Another prerequisite identified by authors (Schacter, 2006; Meier, 2003 and Cox, 2000) is the clear language and terms used in the RBM process as shown in Figure (3.8). Inputs, activities, outputs, short term, medium term outcomes and long term impacts are processed in a positively retarded action loop. In addition to that; inputs,

activities, outputs, short-term and medium-term outcomes and long-term impacts are compared to the indicators that show success or failure of the process. There is a continuous feedback and learning loop between the outcomes and impacts on one hand and the inputs on the other hand, in order to take the required corrective action when the outcomes or impacts do not match the public needs as an "input" performance measure.

Figure (5.1) shows a diagram of the language of RBM in relation to management and strategic approach used in this research; based on Figures (3.6) and (3.8) as a modified RBM model that can be used in Egypt and/or any other government to measure and manage its performance.

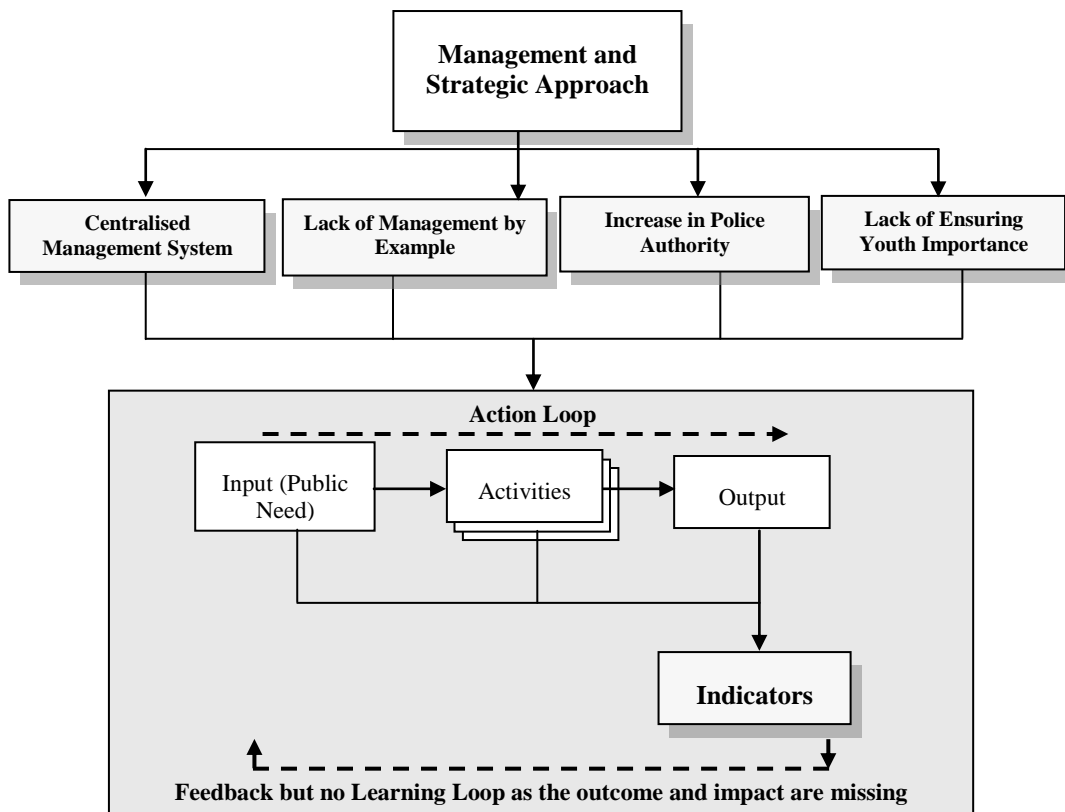
Figure (5.1): RBM Language in relation to Management and Strategic Approach



According to the assessment in Table (5.2) and their impact on society shown in Table (5.3) and are concluded and summarized in Figure (5.2) based on the general

RBM language and its relation to management presented in the diagram in Figure (5.1):

Figure (5.2): The present implication of Performance Measurement and Management in the Egyptian Public Sector:

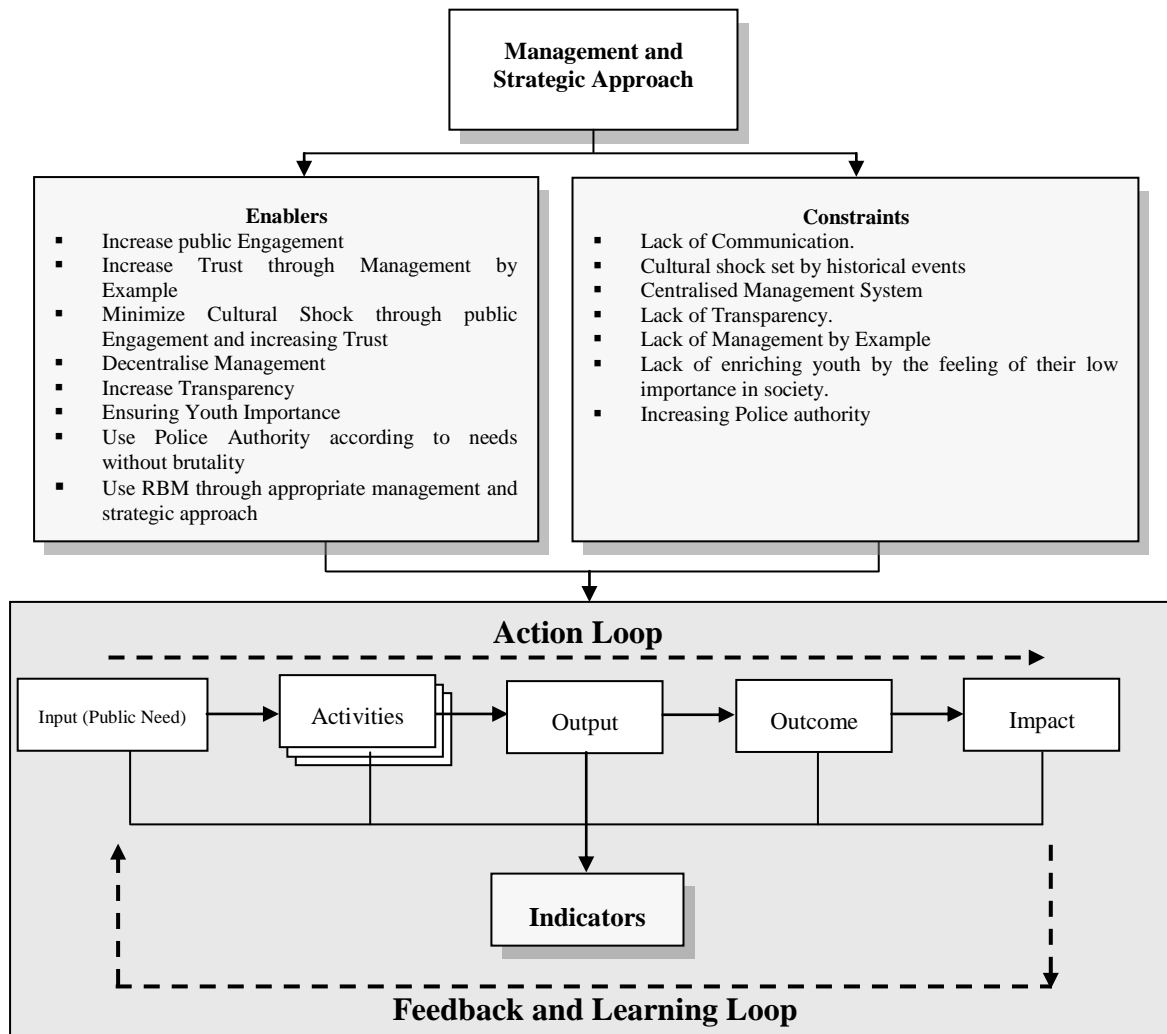


As presented in Figure (5.2) there is a "Public Need" which starts the idea of any initiation or project proposed by the public sector to increase welfare of the society. This public need is considered the input to the performance measurement process then the public sector starts implementing it using the known performance measures "Input, Activity and Output". After the process produces output, there are indicators or results of the public project that will be compared to the input (public need) to show if the public program, policy or project is a success or a failure. In the present case of Egypt as shown in Figure (5.2) this does not show the real situation of consent in society because the management approach has negative features, in

addition to neglecting the "outcome and impact" measures which prevented society from learning where the corrective action should be taken.

According to the above assessment results, the modified RBM in Figure (5.1) and(5.2) is based on the positive relation between adopting the performance management system on one hand and the management approaches and cultural changes on the other hand (Bititci et. al., 2006). Figure (5.3) is a proposed RBM process that, if adopted in Egypt, may help solve the gap in terms of performance between the government and the citizens:

Figure (5.3): A proposed solution for Egypt using RBM



Chapter 6 shows an overall conclusion of the research, including a summary of finding, contribution and validity of research.

Chapter 6

Discussion and Conclusion

6.1 Introduction

This thesis intended to investigate public sector performance measurement in the public sector from a developing country perspective. Egypt, the home country of the author, is a developing country and hence the research was carried out there. The purpose of this research, therefore, is to investigate the answer to the initial research question which is "*How governmental (Public Sector) performance is managed in Egypt?*". To fulfill this purpose, the thesis starts with a literature review concerning performance measurement and management in general and performance measurement and management in the public sector in particular. The literature review concludes with finding out the similarities and differences between both general and public sector performance measurement and management systems, in addition to a set of key elements that should be found within a country in order to ensure it is on the right track in implementing its public sector performance measurement and management process. The thesis then starts a practice review of performance management in Egypt. The practice review compares main theories derived from literature and its conclusions to the performance management practices found in Egypt.

The Public Sector Performance Measurement and Management literature identified three aspects that, if present in a country, then the governmental (public sector) of that country is malfunctioning; these aspects are:

- The public sector deliver services poorly;

- Citizens -used to indifferent public sector performance- feel little enthusiasm to make demands for better service;
- The public sector, feeling little accountability pressure from citizens, continues delivering poor public services.

Through the practice review it was found that these aspects are present in Egypt although the Egyptian government is implementing key elements of ensuring high performance management. This led to a number of questions which are:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on Egyptian society?
- c) What should be done to overcome the gaps?

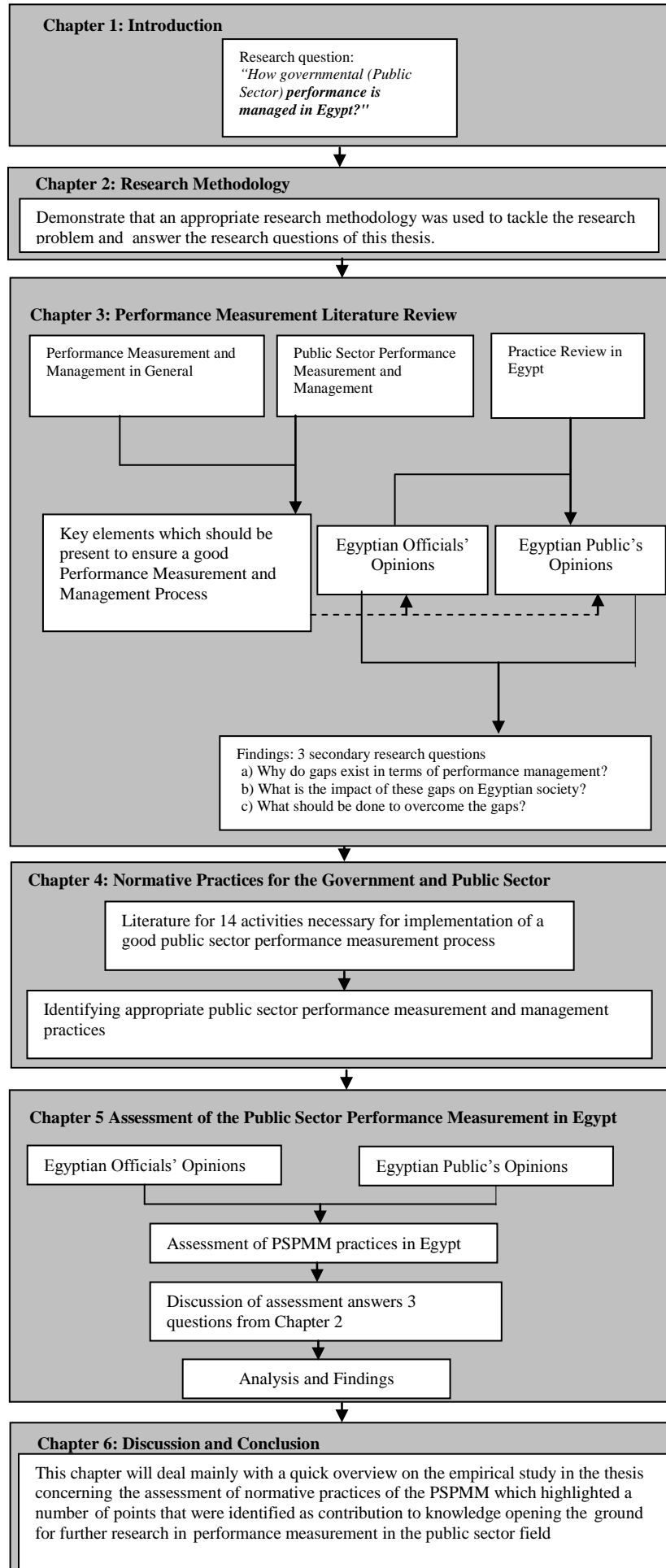
In order to answer these questions the researcher converted the key elements of public sector performance management into key activities and how they should be practiced, which resulted in Public Sector Performance Management Normative Practices which are the ideal practices that, if implemented in any country, the government and public sector of that country will -according to literature- have a high-performance management process.

These normative (ideal) practices are used throughout the rest of the research to assess them in the Egyptian governmental (public sector) to answer the research questions.

6.2 Review of Research Methodology

In summary, this research is a qualitative, single case study research. It started as deductive and exploratory then it turned into deductive and explanatory research. Furthermore, the following Figure (6.1) which is the same figure presented in Chapter 1 under the name Figure (1.1); is presented again in this chapter to show a summary of chapters in a flowchart clarifying the methodology used in the thesis.

Figure (6.1): Flowchart of chapters



6.3 Research Findings and Implications

The overall aim from the outset was to investigate the answer to the initial research question which is *“How governmental (Public Sector) performance is managed in Egypt?”*. This led to the following specific research questions:

- a) Why do gaps exist in terms of performance management?
- b) What is the impact of these gaps on the Egyptian society?
- c) What should be done to overcome the gaps?

Research Question 1: Why do gaps exist in terms of performance management?

From the assessment in Chapter 5, two core factors were identified to be taken into consideration in government (public sector) to avoid differences of opinion about its performance between government and citizens.

These two factors are:

- Transparency
- Public Participation in Decision Making

As shown in Chapter 5 it was concluded that there is a problem with these two factors. This problem can be defined as:

- Lack of Transparency
- Lack of Public Engagement in Decision Making

Research Question 2: What is the impact of these gaps on Egyptian society?

These previous two factors caused a negative impact on Egyptian society and, as shown in Chapter 5, this impact has some features that are spread in society and shown in the following points:

- Cultural Shock
- Centralised Management System
- Lack of Management by Example
- Lack of enriching youth by the feeling of their unimportance in society.
- Increasing Police authority

Research Question 3: What should be done in Egypt to overcome the gaps?

Through conducted interviews the Egyptian Officials stated that Egypt now is passing through a turning point in its managerial process. Its government is starting to adopt decentralisation in its management system all over the country, starting to discuss a project for implementing the Freedom of Information Act and using more up-to-date managerial techniques and technology, in addition to training the employees in new ways of dealing with citizens.

The author assumes that there will be difficulty in implementing a short-term plan to change the social situation in Egypt into a positive one but, on the other hand, there can be a recommended plan for a medium and a long-term plan that, supposedly, will need one to two generations to turn the negative self-reinforcing cycle into a positive one.

The society can be divided into children, youths and teen, parents of teen and children and the elderly. The author assumes that the elderly will not have the opportunity to help change the situation in Egyptian society. The medium-term plan starts with the parents of teen who must gain trust in the public sector and find a communication channel through which they can deliver their advocacies and feel that they are participating in the decision making process. This will help in decreasing the effect of the cultural shock on parents gradually, which will be reflected on the way they raise their children (youth and teens). When the time comes and those youths and teens are parents, it will be the last step in turning the negative self-reinforcing cycle into a positive one, as those youths and teens will raise their children in a healthy environment and a well-functioning public sector performance. In order to reach this level of performance, the author suggests a number of recommendations:

1. Continue the projects on process as stated by Egyptian Officials.
2. Focus on increasing transparency and increasing the follow up of reports which result from transparency in order to increase trust.
3. Prove being trustworthy through management by example and give due attention to the public advocacies or complaints through actions which prove this concern to the citizen by making him/her feel that they are one of the decision makers.
4. The cultural shock made Egyptians lack trust in their public officials, making it an important obstacle to development that should be dealt with wisely by taking actions which prove that they care for the citizens' will and opinion. They should be very transparent in taking decisions and they must involve citizens in the decision-

making process, making the public feel that they are sharing this act and that they do mean a lot to their public sector and officials should try always to prove they are trustworthy. This will help to minimize the effect of the cultural shock on succeeding generations. A managerial mean to reach this can be through adopting change management. This is the most important obstacle in public sector performance measurement in Egypt and, if this problem is solved, trust in the public sector can be attained.

5. Make use of the youth, ask their opinions and try to make them feel that they are an important part of the decision-making process in their country.

6. Ensure balanced distribution of the country's resources of income to maintain social justice.

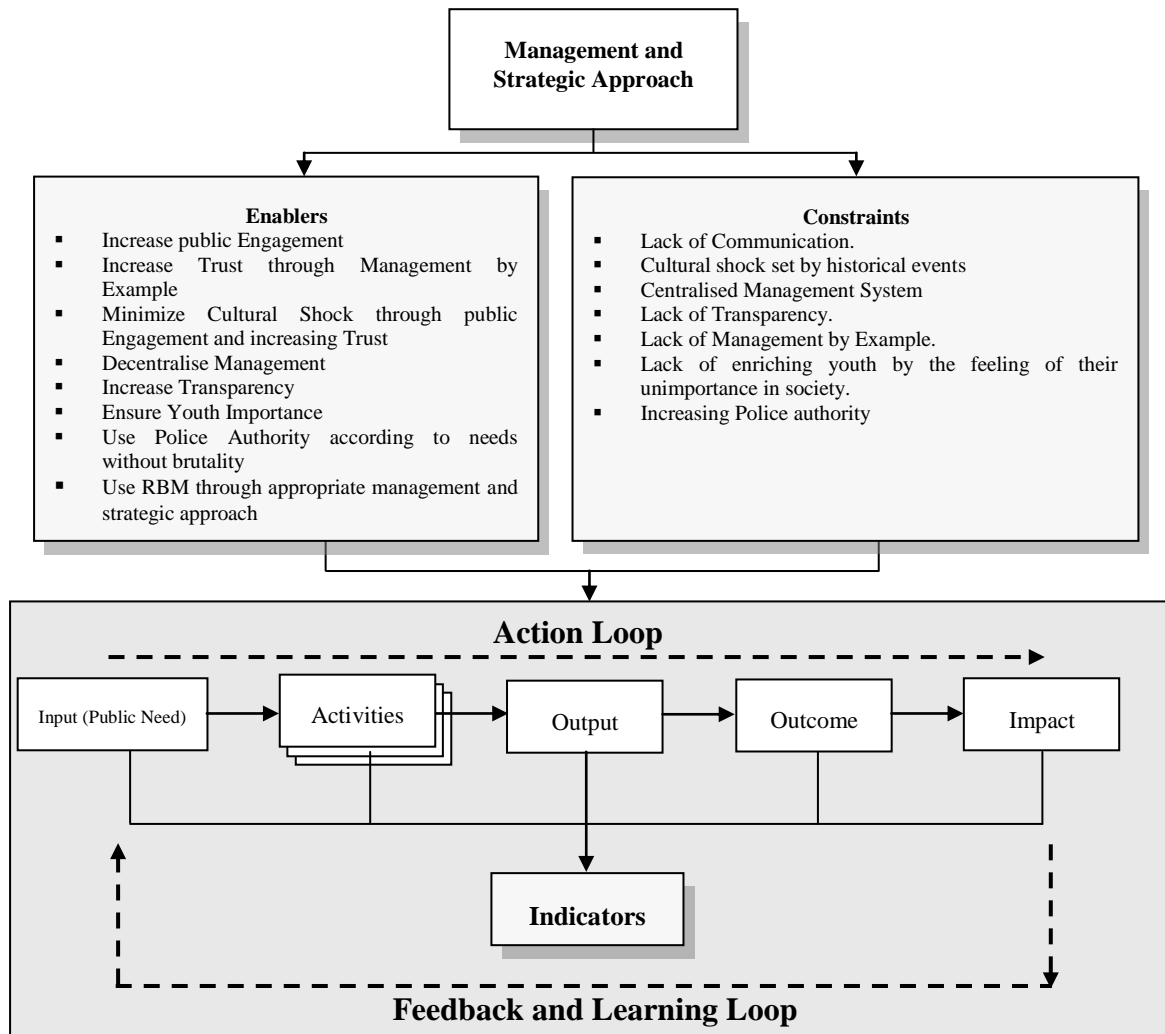
7. Ensure that education, especially in primary schools, helps in making the student understand his/her role in society. In addition to that, schools, through different activities, have to overcome the cultural shock that the parents suffer from and which may pass to their children.

8. Start research to find out if there is a scientific performance measurement and management approach or technique that could be used in Egypt which can cope with the culture and the public sector's goals or not.

9. According to the above recommendations, the assessment results in Chapter 5, the modified RBM in Figure (5.1) and based on the positive relation between adopting a performance management system on one hand and the management approaches and cultural changes on the other hand (Bititci et. al., 2006); Figure (5.3)

is a proposed RBM process that, if adopted in Egypt, may help solve the gap in terms of performance between the government and the citizens:

Figure (5.3): A proposed solution for Egypt using RBM



The performance measurement implications in this research:

In order to answer the initial research question "*How governmental (Public Sector) performance is managed in Egypt?* ", a modified model RBM model was presented in Figure (5.1) using public sector performance measures showing the importance of management and strategic approach. Accordingly, Figure (5.3) is a proposed model for Egyptian public sector performance management based on findings of the assessment.

6.4 Contribution to Knowledge:

The contribution to knowledge presented in this research may be summarized as follows:

1. Extracting key elements from public sector performance management literature, using them as critical activities and identifying the normative (ideal) practice of each activity according to literature.
2. Extending the normative "Critical Activities" to be managed in the Normative Practices from 14 activities to 16 activities as shown in Table (6.1), (ref. Table 4.1, pg 91).

This extension of "Critical Activities" was identified through the assessment of governmental performance management practices in Egypt, which revealed that there are some differing points of view between Egyptian Officials and the Egyptian Public concerning the governmental performance. These differences helped to identify gaps in public sector performance management literature. These gaps were identified in two areas:

- a) *Studying the culture of the country:* The importance of culture in public sector performance measurement as the empirical study and assessment of the research showed the importance of culture in how public sectors should gain their citizens' accountability.
- b) *Ensuring Public Engagement:* The importance of providing more insights on the outcome and impact measures to ensure public engagement in every aspect, field and area not only in decision making, as the Public Sector

Performance management target is providing transparency and accountability on outcomes and impacts not only on outputs.

Table (6.1): Extended Critical Activities to be managed in a Government

Activities	Normative Practice	References
1. Ensure Transparency	Applying visible actions towards the public in order to show the benefits, limitations and disadvantages of a program that is initiated by the government.	Beckett and Jonker, 2002 Speers, 2004 Shah and Schacter, 2004 Magd and Curry, 2003
2. Legislate for transparency	Agents of accountability organize public officials and government agencies to explain their decisions and, by appealing, through the media for public opinion, have public consent over their decisions.	Dubrow, 2003 Shah and Schacter, 2004 Ryan and Walsh, 2004 Burritt and Welch, 1997 Clark et. al., 2007
3. Audit for accountability	Declaring the facts to the community, reports directly to the parliament in order to gain confidence and accountability to the public, keeps government guidelines on transparency and responsibility for budgets.	Ryan and Ng, 2002 Neyland and Woolgar, 2002 Shah and Schacter, 2004 Kayrak, 2008
4. Develop/support anti-corruption bodies in order to ensure transparency	Investigate and report on complaints against public authorities.	Nikiforos, 2005 Camerer, 1997 Pillay, 2004
5. Manage Decisions	Taking the right and effective decision depending upon the quantity and quality of information, the greater the quantity and quality of information the better the decision will be.	Beckett and Jonker, 2002 Speers, 2004 Jacobs and Walker, 2004
6. Use educational programming to help in the decision- making process	Programs may be developed by, or in close association with, institutions of higher education.	Holzer and Kloby, 2005 Koslowski III, 2006
7. Considering advocacy and nonprofits in the	Advocacies and non profits are taken into consideration when initiating a new public program or law through public participation or public	Holzer and Kloby, 2005

decision-making process	feedback about the new program or law. This activity is in close relation with the activity of “Conducting research and dissemination in delivering information”	Burritt and Welch, 1997 Gilson, 2007
8. Identifying each activity in the organisation and assigning its responsibilities	Each action in the organisation has clear results showing clear responsibility.	Beckett and Jonker, 2002 Speers, 2004 Burritt and Welch, 1997 Shah and Schacter, 2004
9. Conducting research and dissemination in delivering information	Research and dissemination is conducted through the best channel that can deliver information to and from citizens ensuring effective citizen participation in the performance assessment process, and funding opportunities to stimulate interest and demand.	Holzer and Kloby, 2005 Chadwick, 1996
10. Conducting transparent elections	Conduct competitive and transparent elections through having judicial supervision over the elections.	Diamond, 2002 Schacter, 2000b Yusuf, 2008
11. Ensuring honesty of public officials	An effective rule of law is established which requires a comprehensive and logical legal code that is well documented and accessible to the public to ensure: <ol style="list-style-type: none"> 1. Higher-level public officials announce their assets upon taking office. 2. This should be announced every year thereafter and whenever their assets change in some significant, defined way. 	Diamond 2003 Shah and Schacter, 2004 Spira, 2001 Tamassia, 2000
12. Ensuring Freedom of Information	Citizens have the legal right to be able to access information of all activities and decisions of the government that do not abuse national security or violate individual rights of privacy.	Diamond, 2003 FOIA, 1996 Shah and Schacter, 2004 Greiling, 2006 Freedom of Information Act 2000, 2000
13. The existence and effectiveness of the economic regulatory institutions	Governments need central banks and regulation of the stock market that are independent of political control.	Diamond, 2003 Ryan and Walsh, 2004 Burritt and Welch, 1997
14. Using one or more public sector performance measurement	Look after and report on the performance of public programs, through several performance measurement approaches and techniques.	Schacter 2002a Schacter 2002b

techniques		
15. Studying the culture of the country	Identify the best way for the public sector to gain accountability of its citizens, through understanding all historical events and cultural aspects that affect trust and satisfaction of citizens in a country.	Findings from this research
16. Ensuring Public Engagement	Focus on results of outcomes and impacts rather than only outputs. This can be done through transparency on impacts and through using the feedback and learning loops, not only the feedback loop.	Findings from this research

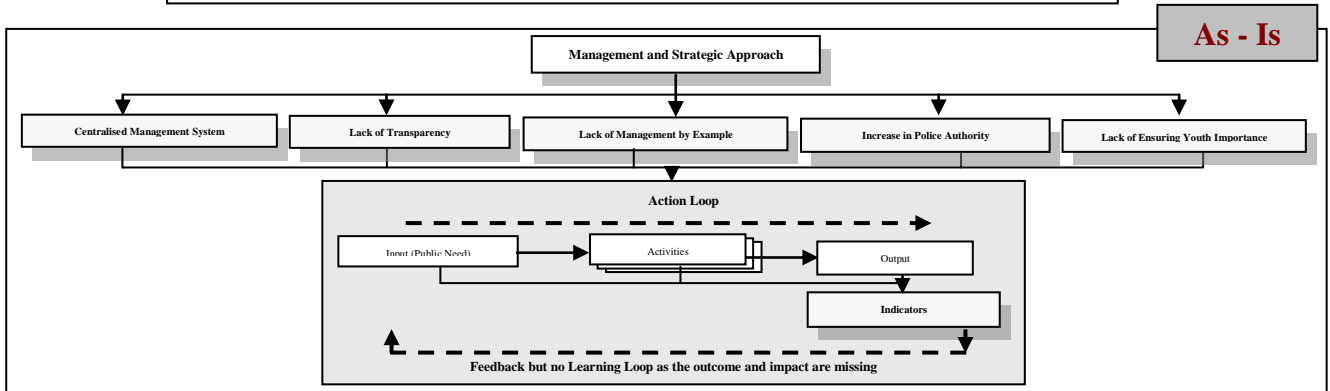
3. A better understanding of the factors that impact on Governmental Performance Management in Egypt.

4. Empirical contribution is found in the research as it demonstrated the use of the Normative Practices in Table (4.1) through assessment in Egypt as presented in Chapter 5.

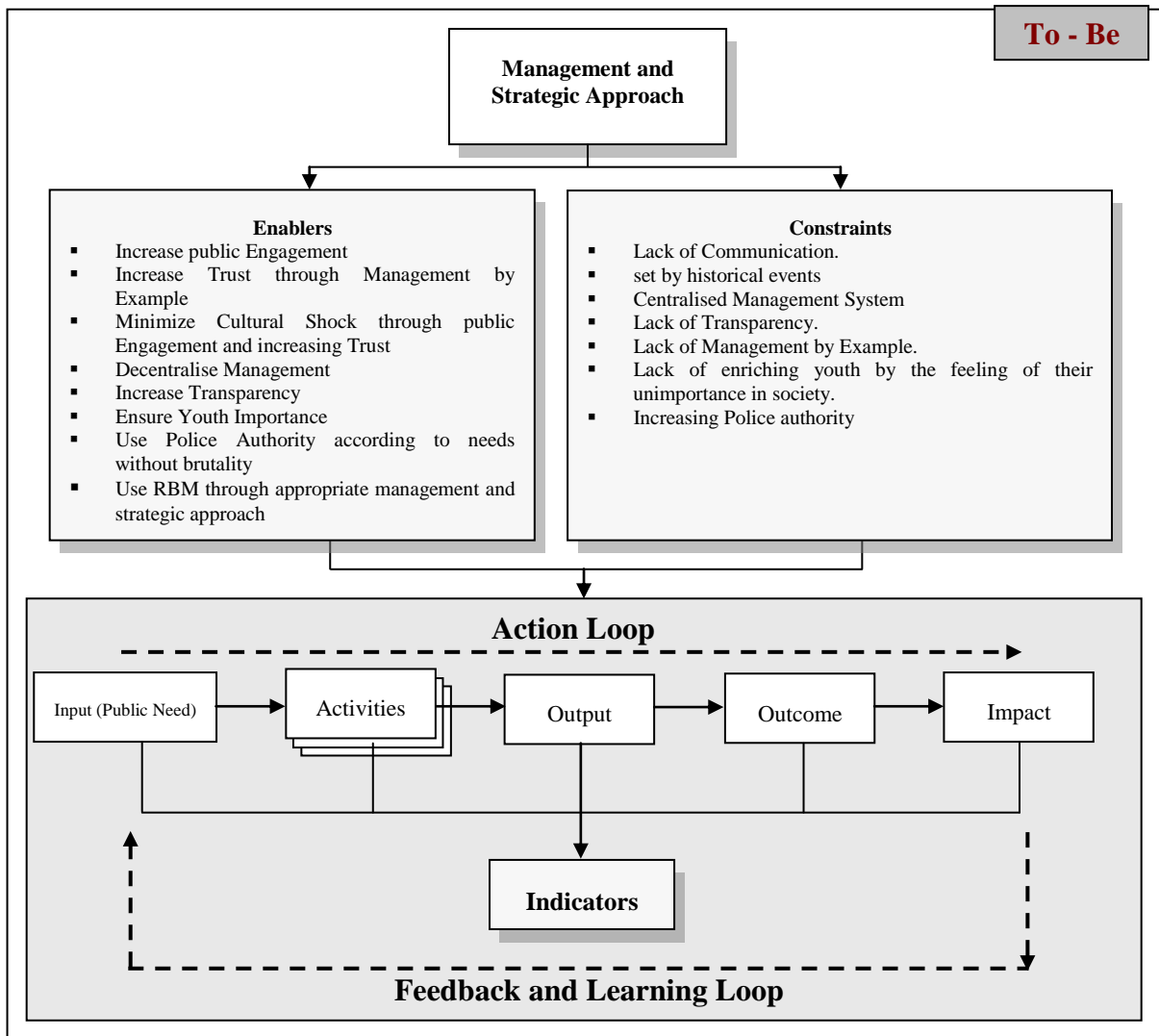
Figure (6.2) shows a summary of findings in this research:

Figure (6.2): Summary of Findings in This Research

<p>RQ1: Why do gaps exist in terms of performance management?</p> <ul style="list-style-type: none"> ▪ Lack in Transparency ▪ Lack of Public Engagement in Decision Making: 	<p>RQ2: What is the impact of these gaps on Egyptian society?</p> <ul style="list-style-type: none"> ▪ Cultural Shock ▪ Centralised Management System ▪ Lack of Management by Example. ▪ Lack of enriching youth by the feeling of their unimportance in society.
<p>RQ3: What should be done in Egypt to overcome the gaps?</p> <ul style="list-style-type: none"> ▪ Continue governmental performance measurement and management projects ▪ Increase trust ▪ Increase management by example ▪ Decrease the cultural shock ▪ Give youth more opportunities and trust ▪ Increase social awareness through education ▪ Increase research to solve Egyptian public sector performance measurement and management problems ▪ Try implementing the proposed RBM in Figure (5.3) 	



The previous way of managing the public sector caused a negative implication on Egyptians; to change it the following figure is proposed:



6.5 Reflection on Research Quality

This research, as mentioned in Chapter 2, is a qualitative, single case study research. It starts as deductive and exploratory because it began by testing and exploring the public sector performance measurement in developing countries. Then it changed to be inductive and exploratory. Exploring literature will reveal pitfalls in public sector performance management in Egypt which opens the way for the introduction of a modified Results–Based Management Model as a recommendation to be used in the Egyptian governmental (public sector).

Table (2.1) identified evaluation criteria and specific research tactics that define the quality of research. These criteria are discussed in relation to this research as follows:

2. **Construct Validity:** A number of practices were extracted from literature and various references presented in Chapter 3 and in Table 4.1. These practices were used to identify the Governmental (Public Sector) Normative Practices that are used then in the research case study to assess Governmental (Public Sector) Performance Management in Egypt.

This ensures the existence of the construct validity in the research.

3. **Internal Validity:**

This is not applicable as the research is an exploratory one.

4. **External Validity:** This is shown through Figure (5.3) which reveals negative criteria of management approach causing public sector malfunctioning, which is the case in all High Power Distance communities, such as the developing countries (Hofstede, 2003) in addition to what Bititci et. al. (2006), stated about a strong positive relation between adopting a performance measurement system,

management approaches and cultural changes. Cultural shock is a criterion that can be generalized within Arab countries as they share similar history, similar religious background, similar beliefs and similar political conditions (**Barakat, 1993**).

This gives a probability of existence of the external validity in the research but as the research is a single case study it is recommended that it be implemented again to ensure its external validity.

- a) **Reliability:** The research is a single case study that is focused from one perspective; and to approve reliability it will need to be repeated using the same steps as those used in this research.

In spite of the limitations in this thesis that were mentioned in Chapter 2, there are a number of points that are considered, from the researcher point of view, to be contributions to knowledge shown in section (6.4).

These contributions open the way for further research as shown in the next section.

6.6 Further Research

The limitations faced by the author while conducting the case study made it important to suggest some areas of further research:

1. Assessing the Normative Practices for Governmental (Public Sector) Performance Management in a developed country to find out whether these results are subject to developing countries only or not.
2. Assessing the Normative Practices for Governmental (Public Sector) Performance Management in other developing countries with different managerial styles and cultures to find out the effect of those elements on findings.

3. Conducting a multi-case study research comparing a number of developed countries and a number of developing countries using the same Normative Practices to find out the differences in research findings and plotting the effect of culture, managerial style and economic conditions on performance measurement practices. This kind of case study will need a team of researchers.
4. Investigate the applicability of other public sector performance management approaches such the BSC in Egypt or in other developing countries.

Chapter 7

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Appendix A

According to Table (3.1); the following are the questions and answers of the semi-structured interviews conducted with The Minister of Education and The Secretary General of the Ministry of Industry and Trade respectively:

First: Minister of Education

Performance measurement technique

According to which performance measures does the Egyptian government measure its performance?

According to outputs, as these outputs are compared to international standards of education.

Accountability

Do you think there is accountability between the public sector and the citizens?

Yes, as the ministry always explains the gap between idle certificate holders and market needs which helps in showing that the important thing is the quality of education delivered not only getting the certificate itself.

Are the Ministry's activities known to all citizens or only to the private sector and other companies?

Yes, most activities are known to citizens through the ministry's website, but other internal activities such as deals or new decisions concerning educational laws are known to citizens when they reach the Parliaments for decision making.

Freedom of Information

How can citizens know about the Ministry's' activities?

This can be done through the Ministry's website, where the most important things and everything about the Ministry are found. Students or parents can easily access any information they need from the website. Moreover, any researcher in the education field can easily get whatever he/she needs through this website; such as different data concerning schools or new rules and regulations or the law of education in Egypt...etc.

Are the criteria of freedom of information found in Egypt?

Yes, as nowadays we are working on adding websites for some schools; not all of them but many of them. Parents can, through these websites, have feedback concerning their children.

Advocacy and non profits

Can new projects and programs be initiated because of advocacy?

Yes, this happens but most of the time people don't need anything except the school certificate, and having the least possible educational load.

How do you deal with social advocacy?

When there is a social advocacy it is presented to a committee of experts to study and present a report, through which the ministry can agree with or against the advocacy.

Research and dissemination

What is the role of research and dissemination in improving the performance of the public sector?

Through “The Educational Research Centre” it starts investigating the extent of satisfaction of parents and students’ results.

There are also different international tests to show where Egypt stands in relation to world countries. Such as: “Teams’ which is a test for mathematics and sciences. In cases where results are not appropriate, sometimes a law should be changed.

There are also programs to identify different kinds of students:

- Mentally retarded
- Early outstanding
- Slow learners
- Quick learners

What we are doing now is merging all those together so one class can contain all of them, they do help each other and the results are good.

The problem we are facing is the parents’ culture as they have some concerns regarding this merge.

Having outstanding students in a separate class creates very stiff competition between them which makes them depressed most of the time. It is better to integrate them with other students but keep them busy all the time by more exercise and by giving them advanced courses in the fields where they have outstanding talent.

Higher Educational Programming

What is the role of university professors in constructing any training courses or ministry's public initiatives?

Always of course, as each school subject has a committee for its development which consists of university professors from different universities and also a number of experts in the ministry. Furthermore, the ministry has three institutes:

- *Educational research center*: Its head is the university head and all workers there are from the university staff.
- *The National Center for Examinations and Educational Evaluation*: Specialized for evaluating examinations
- *Courses Development Center*

Anti Corruption Bodies

Are there any anti corruption bodies in Egypt? What are these bodies?

Yes, there is "The Administrative Control Authority" and "The Central Auditing Organisation".

Auditor General

Who is the auditor general in Egypt?

This is presented by the Minister himself. As there are some complaints that need investigation, the minister sends a group to investigate those complaints and receives from that group a report according to which the minister gives his orders.

Financial Position of Public Officials

Must all public officials present an annual report to prove their financial position?

Yes, an annual Fees Clearance should be presented for each official.

Independency of stock market and central bank

Are the central bank and the stock market under the control of the government?

No, they are both independent.

Transparency

On what criteria are the financial expenditure reported?

According to rules and regulations.

Are these reports exposed to the public or is it only internal?

They are exposed to whom they may concern. The public sector agencies in the field, the suppliers and the customers.

Is there transparency between the public sector and the citizens? How?

All the deals concerning the Ministry are declared; for example if the Ministry needs to publish books; this should be shown in an advertisement in national newspapers. Then at least three offers are accepted. These offers are given to a committee which verifies them according to the deal's specifications declared in the newspaper.

To reach maximum transparency between the government and private companies; as any deal like that (such as meals presented in schools, books, laboratories' equipmentsetc.) it is controlled by a number of rules and specifications that are granted by the minister.

Only suppliers who didn't get the deal have the right to know the reasons while ordinary citizens or parents are not concerned with such details, they are only concerned with the existence of the service but the suppliers of the service are not of their concern.

If there are any rumors about transparency then some details are published in national newspapers in addition to "The Managerial Supervision Institute" which is a part of the government not the Ministry and it is responsible for ensuring transparency.

Clear Responsibilities

Are there clear responsibilities in the organisational structure of the Ministry, in order to make sure of controlling those responsible for any violation and be able to punish him/her?

Yes, the Ministry's organisational structure shows clear responsibilities of every worker in the Ministry which makes the responsibility of any violation clear.

What about the reward and punishment system of the Ministry?

The law is very clear concerning the punishment of any violation. The violation is mainly declared by a report from "The Managerial Supervision Institute". According to it the minister decides the punishment, while the reward is through financial incentives.

Decision Making

How does the need for change get initiated?

Through the world direction in education development and this is known through world conferences, and then a plan starts by comparing the available resources with the target or the change needed.

What are the steps taken to start any new project or program?

There is a Unit in the Ministry called “Policies and Strategic Planning Unit (PSP Unit)” which contains all the policies, models and strategies that are used by the Ministry.

Whenever there is a new idea for a project or program or policy, this unit investigates its applicability according to the data it has.

If the unit admits the new project then it is presented to “The High Council of Pre-university Education”; this council consists of the Ministry of High Education, presenters from Shaab and Shoura Councils, and presenters from other ministries.

After “The High Council of Pre-university Education” agrees the project; it needs the acceptance of the “Education and Scientific Research Committee” in Shaab Council, then “Education and Scientific Research Committee” in Shoura Council, at last the acceptance of the “Education and Scientific Research Committee” in “The National Democratic Party”.

If the project gets acceptance from all the previously mentioned parties then it starts implementation.

In case the project is not a new one but only a modification on a policy or a rule, then it needs the acceptance of “The Head Minister”.

Second: The Secretary General of the Ministry of Industry and Trade

Performance measurement technique

According to which indicator does the Egyptian government measures its performance?

We are now trying to measure according to outputs and its effect on the working environment. We now changed from measuring inputs to outputs into measuring outcomes. For example a training center performance was measured according to building it, its design and its facilities; now the performance is measured according to the number of trainees and according to their need in the industry and the job prospects which they will find after finishing the training course.

Accountability

Do you think there is accountability between the public sector and the citizens?

Yes, there is a high level of accountability between both. This has a strong relation with accountability. When the Ministry defines its customer and the goals needed from the relation with this customer then accountability with the customer is clearer and the Ministry's performance measures and accountability depends on the capability of reaching targeted goals.

Are the Ministry's activities known to all citizens or only to the private sector and other companies?

To all citizens, this is important in the current development sample, which depends on the companionship between the public sector and the private sector so the Ministry works directly with the Commercial Chambers, the Industrial Chambers and

the Agency of United Industries and Investors' Communities. The ministry tries to go public through these institutions and through giving them the opportunity to share the role of follow-up and evaluation. For example: When the Ministry needs to evaluate a certain project it needs to have feedback from the beneficiary who is the industrial society.

Freedom of Information

How can citizens know about the Ministries' activities?

The Ministry's plan for sharing and publishing information depends on sharing the industrial society and of course, using new technology, such as the ministry's website. A monthly newsletter is also published on the ministry's website. Ministry website and a portal for calls and complaints through the ministry website are ways of knowing the ministry's activities.

Are the criteria of freedom of information found in Egypt?

Yes, they are found as any one needing to know something about the Ministry will easily get it from the Ministry website or from the brochures about the Ministry's activities.

Advocacy and non profits

Can new projects and programs be initiated because of advocacy?

Yes, of course, this happens all the time.

How do you deal with social advocacy?

This is done in Egypt through different programs, according to demands, provided from industrial agencies as the public sector is only a helping agent for the private sector as privatization makes most companies owned by the private sector.

Research and dissemination

What is the role of research and dissemination in improving the performance of the public sector?

This is a new change also in the mindset of the public sector in Egypt as communication between the public sector and the citizens is very important for the public sector to ensure high performance measurement which is the new approach adopted by the Egyptian public sector, through websites and TV programs, public sector published booklets and notes.

Higher Educational Programming

What's the role of university professors in constructing any training courses or Ministry's public initiatives?

This is done in Egypt but through demand-driven approach and international standards. There is a new national project called "The Levels of Technical Skill Factors" this is used to know the needed training and technical skills of 150 industrial jobs. Several agencies helped in establishing those factors; these agencies are: Ministry of Industry, Universities and The Egyptian Center of Research.

Anti Corruption Bodies

Are there any anti corruption bodies in Egypt? What are these bodies?

Yes, there is "The Administrative Control Authority" and "The Central Auditing Organisation".

Auditor General

Who is the auditor general in Egypt?

The Central Auditing Organisation.

Financial Position of Public Officials

Must all public officials present an annual report to prove their financial position?

Yes, an annual Fees Clearance should be presented for each official.

Independency of stock market and central bank

Are the central bank and the stock market under the control of the government?

No, they are both independent.

Transparency

On what criteria are the financial expenditure reported?

In the past it was through sticking to rules and regulations but the change now makes it according to the outputs and targets attained.

Are these reports exposed to the public or is it only internal?

They are transparent to the public but each project depends on the public it is transparent for. The public is the civil society and the industrial society not citizens as a whole, only the beneficiary of each service individually.

Is there transparency between the public sector and the citizens? How?

Yes, this can be shown through a development strategic plan that is founded. Not only founded but proposed and discussed in different and many places in industrial society; industrial chambers, the agency of united industries, industrial cities with different industrial sectors. This was done to reach agreement with the industrial society about the Ministry's role and about the development strategy.

Clear Responsibilities

Are there clear responsibilities in the organisational structure of the Ministry, in order to make sure of controlling those responsible for any violation and be able to punish him/her?

Yes, the responsibilities are clear according to the Ministry's organisational structure - to facilitate the mechanism of jobs and to reach a high level of efficiency.

What about the reward and punishment system of the ministry?

This is done according to rules and regulations. Each situation has its own kind of reward or punishment.

Decision Making

How does the need for change become initiated?

This is found in different industrial fields according to demand or public advocacies.

What are the steps taken to start any new project or program?

The need for change is identified, then a plan is set and processed, finally objectives are measured according to national standards of each industry individually then connecting it to international standards and finally ensuring quality of training through the "Centre of Quality Assurance".

Appendix B

According to Table (6.1); the following are the questions and answers of the interviews conducted with Egyptian Officials, who are: The First Secretary General of Ministry of Trade and Industry, The Minister of Administration Development, The Secretary of Ministry of Tourism in Alexandria, The Minister of Education, The MP in the Education Committee in the Local Parliament of Alexandria-Egypt and The Assistant Secretary General for the Ministers' Council respectively:

First: The First Secretary General of Ministry of Trade and Industry

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

This depends upon two things:

- First: Redefining the Ministry role to the citizens. The Ministry now is working according to principles based upon: 1- the industrial development in Egypt is implemented through the private sector, 2- the development pattern depends upon the best usage of marketing mechanisms, 3- the development pattern depends on effective integration in international economics.
- Second: The Ministry role should be to provide a good environment for effective investment opportunities.

Furthermore, performance is measured through different statistics, such as the number of industrial companies that started working every year, the number of industrial companies that enlarged every year, the number of industrial companies

that exported yearly, the number of industrial yearly exports, the increase of the Ministry's industrial output...etc., in that case when the Ministry is capable of reaching targeted and declared goals, also the Ministry shares and publishes information to the industrial society. All these aspects ensure transparency.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

Yes, there are two Parliaments in Egypt; the Shoura Council and the Shaab Council. Parliament Members are the citizens' representatives in the parliament and they have the right to discuss and vote for or against any law or initiation presented by the public sector. Both Parliaments legislate for rules and laws that are initiated by different public sector agencies and the discussions of legislating those laws are subject to media presentation.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

Yes, the Central Auditing Organisation is considered to be the Auditor General. Although it has no lawful power but it audits all public sector agencies' accounting and financial statements and presents them annually to the Parliament for discussion.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt?

- The Administrative Control Authority
- The Central Auditing Organisation

What are their roles?

As mentioned previously, the Central Auditing Organisation reports annual auditing reports about financial positions of the public sector to the parliament.

The Administrative Control Authority is an independent organization which is responsible for investigating and fighting corruption in the public sector and private sector accomplishing public work. Furthermore, it is responsible for ensuring the implementation of laws, applied regulations and systems.

How are they effective?

They ensure transparency and accountability of the public sector.

5. Manage Decisions

What are the stages that a decision passes through during the process of decision making?

The process in the Ministry is a demand-driven one, which means that the decision of a new initiation comes from the demand and then a plan is set to attain the targeted demand. When the program or project ends, the results are considered the feedback of the decision-making process.

Also targets are measured according to different standards. In the beginning the national standards of each industry individually are the benchmark then they are connected to international standards and finally ensuring quality of training through the "Centre of Quality Assurance".

6. Use educational programming to help in the decision-making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Yes, this is very important and, as I said in a previous interview, there is a national project called "The Levels of Technical Skill Factors". This is used to identify the required training and technical skills of 150 industrial jobs. Several agencies helped in establishing those factors; these agencies are: Ministry of Industry, Universities and The Egyptian Center of Research.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy? How is that done?

As mentioned before, the Ministry's policy is a demand-driven one, which means that public advocacy is very important for any initiation in the Ministry. Concerning the whole public sector, I think that this is a new trend adopted for change in the last years which is changing services presented from being supplier-driven into demand-driven in order to ensure better service to the citizens.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organisational structure in different public sector agencies?

Yes, each public sector has its own well-defined organizational structure to ensure the best control over operations done through the public sector.

Does this affect the process of decision making and accountability? How?

Yes, when the organizational structure is simple and clear this helps in identifying any responsibilities easily which ensures a high level of transparency and accountability.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

This is done according to each agency independently, as some find out that the best way is through websites, TV programs or commercialsetc.

What kind of research is done to reach that channel of delivering information?

This depends on the service that needs to be delivered to the public. For example the Ministry of Trade and Industry finds that the best way is through the website because most of the stakeholders are of the industrial society and this way is the best for them.

How do agencies conduct this research?

Through teams that are responsible for this kind of research.

10. Conducting transparent elections

What are the procedures that are done when conducting elections?

Procedures are done according to the law as competitors are there for the election process and there is supervision from the Egyptian judicial authority and the Egyptian Ministry of Internal Affairs.

How are these elections proven to be transparent?

Because the judicial supervision ensures there is no fraud or corruption during the process while the Ministry of Internal affairs ensures there is no violence or terrorism.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

Through the annual Fees Clearance that should be presented for each official.

What are the procedures taken if an official is proven to be dishonest?

This is the role of anti-corruption bodies which ensure that the accused official is investigated.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

Yes, through the internet or through news declared in the national newspapers.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control?

How is this effective to the country?

Yes, they are independent as this ensures that the public sector cannot regulate money supply of the country or affect investments in it.

14. Using one or more public sector performance measurement techniques

How does the Egyptian public sector measure its performance?

This is done through comparing outputs to targeted results.

Does the Egyptian public sector use any known public sector performance measurement technique?

No, there is no specific technique used in the whole public sector but maybe some agencies use known techniques while others do not.

Second: The Minister of Administration Development

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

Ensuring transparency of public sector decisions and initiations in the 1970s and 1980s depended upon the results of those decisions and initiations; the results may be improving the service or not improving it or whether the service or initiation is insufficient at all. This has been published in the national newspapers or was audited by MPs specially those in the opposition parties.

From the end of 1990s and up until now, transparency indicators developed and increased because of an increasing area of freedom and improved the environment of democracy even though this is still limited. The most important reason for improving transparency was the change that happened in Egypt due to the revolution in information and communication which increased the number of non-official auditing agencies and increased the number of oppositions and bloggers who started discussing policies imposed and initiations done by the policy makers and the public sector and consequently judging the public sector's transparency and efficiency. Moreover, most ministries started websites where it can publish annually its plans and receive complaints and recommendations from the citizens. In addition to all that, the number of independent newspapers increased greatly. Those newspapers publish opinions of opinion leaders and citizens about decisions taken by the public sector and their relation to citizens' needs.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

Discussions inside Egyptian Parliaments were either about suggested new laws or commenting on imposed laws or policies being imposed; provides transparency and information in a greater amount of detail and precision than the information found in newspapers which helps in the citizens' general opinion awareness. Also, discussing an opinion and its opposite between the ruling party and its opposition parties reveals advantages and disadvantages of adopting a certain decision or law or policy or any public sector initiation, this increases the transparency process.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

Yes, different agencies act as auditor general, such as research centers in universities which measure the relation between the citizens and their public sector. The Egyptian Information Cabinet Information and Decision Making Support Center is also considered an auditor general as it gives different questionnaires about the relation between the citizens and the public sector and had a number of unbiased results showing lack of trust of 43% between the public sector and the citizens according to the last questionnaire in the year 2008. The National Center for Social and Criminological Research and Al Ahram Center for Political and Strategic Studies are also considered the auditor general in Egypt. All these research centers have websites and publish their results in the newspapers and in different media channels for ensuring transparency.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt?

There are about 27 anti-corruption and auditing agencies in Egypt since the 1960s; the last one was Money Laundry Unit in the Egyptian Ministry of Justice in the year 2002 then the Transparency and Integrity Commission in the Ministry of Administration Development in the year 2007.

What are their roles?

Some of these bodies are for auditing while others are for control and investigation of corruption.

How are they effective?

It cannot be said that these bodies are ineffective, as most of them are effective, developing reports periodically either to the Egyptian President or to The Parliament or to The Prime Minister; but it could be said that the number of administrative crimes, misuse of the public job and robbery of public money increased in the past few years because of the increase in press freedom and then publishing those crimes on one hand and the increase in the number of complaints sent by citizens to anti-corruption bodies on the other hand. In addition to the absence of reward and punishment in the public sector, and non-implementation of laws' provisions in many cases.

5. Manage Decisions

What are the stages that a decision passes through during the process of decision making?

Each public agency or ministry has its own decision-making process. It must be first mentioned that there is a difference between "Decision Taking" and "Decision Making". Decision Taking is a top management job, this means that in any public agency only the minister of the ministry that the agency follows is the one who has the right to "Take" the decision. This managerial system changes when it comes to public security agencies.

About ministries that provide direct service to the public, have developed their decision-making process during the last 6 years. They started creating technical offices, information centers, units for receiving citizens' complaints, units for strategic planning and units for monitoring and follow-up. These units and offices are not found in all service-providing ministries but it is an orientation that shows more understanding of the importance of specialized data and information needed as prerequisites to support the decision-making process then simplifying the process of decision taking.

6. Use educational programming to help in the decision making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Yes, and this is explained in the previous question but some extra information must be mentioned here as a number of ministers forms committees of educational experts

to study a number of subjects before decision taking. This decision may be a political one or a project of public law that will be discussed in parliament.

This of course is effective, scientific and leads to more effective and efficient decisions.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy? How is that done?

In the past few years, public sector agencies became more responsive and more sensitive to the social advocacies from citizens and civil society institutions. This happened because the effect of new policies about structural adaptation, economic improvement and privatisation mostly showed negative impact on the citizens' standard of living. In addition to other reasons, that drove the public sector to answer public social advocacies that resulted from strikes as a result of fear from stopping production in different companies and industries or caring for social peace.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organizational structure in different public sector agencies?

Yes, and this can be found on the website of every public sector agency or ministry.

Does this affect the process of decision making and accountability? How?

This affects the decision making process as this increases transparency and simplifies the administrative paper work in the public sector and the relation with citizens.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

This is done through knowing the most widespread method of communication in Egypt.

What kind of research is done to reach that channel of delivering information?

No specific research is done.

How do agencies conduct this research?

Observation of reactions coming from the public and understanding the most effective tools, which are mostly, TV channels, talk shows and independent newspapers. Also newsletters about each ministry and public agency are published periodically on internet websites.

10. Conducting transparent elections

What procedures are applied when conducting elections?

Like any other mission, elections have specific working conditions starting from dividing electoral tracks, registering competitors, giving them electoral schedules, finding new ways that are more specific and transparent in the electoral nomination process in different parties, sorting votes for each electoral competitor and declaring the elected person. All this is done through the existence of unbiased security agencies.

How are these elections proven to be transparent?

Judicial supervision helped in the parliament elections in 2005 in the fulfilment of a good level of transparency.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

This is done through the "Fees Clearance" which is presented at the start of employment of any public official and should be presented annually after that. Also, anti-corruption bodies and the auditor general have the role of ensuring honesty of public officials.

What procedures are taken if an official is proven to be dishonest?

Investigations, judicial cases and verdicts are issued against every official who is proven to be dishonest, either he/she is inside Egypt or outside it.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

No, there is no freedom of information in Egypt because of the prevailing culture in Egypt as people do not know what they can do with information and they may misuse it. Nowadays there are discussions about freedom of information and implementing it in Egypt.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control?

How is this effective to the country?

Yes, they are both independent of political control. This ensures more transparency and control over the companies and the black market especially in conditions of the economic crisis that happened worldwide.

14. Using one or more public sector performance measurement techniques

How does the Egyptian public sector measure its performance?

There is no specific measurement used in all the public sector. Some use outputs, others use public expenditure, others use employee appraisal methods in addition to the method of public sector performance measurement, which is the level of delivering services to citizens from the perspective of generalisation, development, channels of delivery and equality in the delivery of those services.

Does the Egyptian public sector use any known public sector performance measurement technique?

No, this is not the case in Egypt as dealing with performance measures is still a new issue in the Egyptian government.

Third: The Secretary of Ministry of Tourism in Alexandria

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

Some techniques are used to ensure transparency in Egypt such as:

- *The Corruption Perception Index* measures the perception of businessmen about the spread in corruption. The problem about this measure is that it depends on one questionnaire form for all countries; it also does not differentiate between different kinds of corruption in addition to its basic dependence on impressions.
- *The Corruption Parameter* measures the general opinion of the public.
- *The General Budget Transparency Index* is one of the most important indexes in relation to transparency; its implementation has started recently. An American institution is preparing it in cooperation with private institutions in Egypt and another 58 countries. The results of this index revealed that 90% of the countries being studied suffer from the absence of citizens' interest in the General Budget of the country.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

Legislature channels in Egypt are:

- El Shaab Council

- El Shoura Council

They both set laws and regulations needed to prevent any legislation or law violation, in addition to clarifying the importance of the role of regulating laws, decisions, and rules in relation to stopping and preventing corruption, minimizing the chances of its presence and increasing integrity and transparency inside institutions.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

Yes, it is The Egyptian Cabinet, Information and Decision Support Center. It provides a big and strong database of information that helps in facing the national issues and problems; it also takes into consideration setting developed systems that measure the social general opinion in development issues.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt?

What are their roles?

- Law offices in the public sector have the role of investigating simple violations.
- The Agency for Administrative Prosecution has the role of investigating greater violations, either because of internal administrative supervision and auditing reports or because of citizens' complaints. Public Officials are subject to questioning under the authority of this agency.
- Behavioural Courts have the role of checking out and investigating the cases presented from The Agency for Administrative Prosecution.

- The Egyptian Central Auditing Organisation investigates any financial violations and any seizing in the implementation of laws that are concerned with current Egyptian policy or anything related to it.
- The Administrative Control Authority investigates the reasons for shortages in work and productivity and uncovering defects of managerial, technical and financial systems that are an obstacle in public sector performance, in addition to investigating the recommendations presented to stop it. It also uncovers financial and administrative violations. Another role is to investigate criminal offences committed by public employees in the performance of their jobs and report these violations to the specialized agencies and organizations.

How are they effective?

They ensure transparency and efficiency in the public sector.

5. Manage Decisions

What are the stages that a decision passes through during the process of decision making?

Steps of decision taking and making in Egypt:

- Identifying the problem
- Gathering the needed data and information
- Finding available alternatives and evaluating them
- Using the best alternative to solve a problem or make a decision
- Follow up and evaluation of the decision implementation process

6. Use educational programming to help in the decision-making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Yes, this is important, especially if the experts' opinions are focused, clear, and presented in a way and language that helps others understand that opinion and its reasons. Of course, the importance also of using educational experts increases through gathering all their opinions in one structure that can be examined in the final results of the public initiation and its evaluation.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy? How is that done?

Yes, nowadays civil and social institutions and unions have different channels of pressure that are imposed on the public sector to change some of its laws or decisions.

The Shaab Parliament has all constitutional rights to cancel any public sector decision that is against constitution or public interests. Also it has the right to change this public decision but through parliamentary methods, which is a fast declaration, investigation and interrogation. When this happens, the public sector has the right to defend its decision.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organizational structure in different public sector agencies?

No

Does this affect the process of decision making and accountability? How?

Yes, the absence of a well structured organizational structure that is based upon scientific basis and actual needs for different agencies affects accountability and decision making as it gives unrealistic information.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

Decisions and laws are published in the national newspaper. Also, the public sector is now marketing a number of decisions and laws that are needed to be discussed and approved by parliament. This marketing is done through social discussions. Also information is delivered through media channels or through discussions with other parties rather than the Ruling Party.

What kind of research is done to reach that channel of delivering information?

There is no specific research done but these are the most popular ways of delivering information in Egypt.

How do agencies conduct this research?

No answer was given to this question.

10. Conducting transparent elections

What are the procedures that are used when conducting elections?

- Elections Committee
- Registering as electoral candidate
- Electoral publicity (propaganda)
- Financial matters for the electoral campaign
- Elections and being elected
- Declaring the elections' results

How are these elections proven to be transparent?

No answer was given to this question.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

This is through a number of auditing public agencies that audit performance of the public sector, such as:

- The Egyptian Central Auditing Organisation
- The Administrative Control Authority, this agency has many authorities in the area of search and investigation.
- The Agency for Administrative Prosecution
- The Agency of Investigation for Public Funds
- Administrative and Behavioural Courts

What procedures are taken if an official is proven to be dishonest?

An old law for ministers' prosecution was published during the period when Egypt was a United Republic with Syria in the 1960s and there are many claims for reusing this law.

Also the Egyptian constitution sets the way through which corruption in the public sector can be dealt with according to the level and kind of corruption.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

The Egyptian Government is implementing the Electronic Government Project which means adding the complete public sector database on the internet through different governmental websites. The public sector connects to these websites, which makes it easier for the citizens to reach most of the information they need about the public sector and to use some public services via internet.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control? How is this effective to the country?

Yes, they are under political supervision but not under political control. This means that they have a lot of authorities that give them the right to take important banking and economic decisions that are in relation to international institutions and money markets and that are in accordance with the national vision and interest.

14. Using one or more public sector performance measurement techniques

How does the Egyptian public sector measure its performance?

Does the Egyptian public sector use any known public sector performance measurement technique?

There are no specialized agencies in Egypt to measure the performance of institutions, but there are some non-financial measures, benchmarking, balanced scorecards and the Standards of the American Accounting Administration. Finally, standards for general performance measurement, which consists of a number of measures such as: environmental measures, market and consumer measures, competition measures, human resources measures ...etc.

As noticed, there are several challenges for measuring performance in Egypt such as: plurality and conflict in goals, increasing red-tape, absence of effective auditing and supervision, political pressures and other challenges.

Fourth: The Minister of Education

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

The Agency for Administrative Auditing ensures to the citizens everything about transparency. It presents full reports to an auditing specialized council which follows the Egyptian President in a direct way. Any citizen has the right to present a complaint to The Agency for Administrative Auditing, then the agency investigates these complaints and questions all those who might be suspected of administrative irregularity or corruption.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

Legislature channels in Egypt are:

- El Shaab Council
- El Shoura Council

Their roles are to discuss different social problems, to question public officials about any irregularities, follow-up of annual reports presented to it from different anti-corruption or auditing agencies in Egypt and to approve different initiations.

More details about their roles are found in the answer to Question 5.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

The Egyptian Central Auditing Organisation is the most responsible for ensuring accountability as it presents annual reports to The Parliament (El Shaab Council) about financial activities and results of each ministry, which means consequently each agency and public office in Egypt.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt? What are their roles?

- The Agency for Administrative Auditing. (Its role is mentioned in detail in Question 1)
- The Agency for Administrative Prosecution

The roles are mainly auditing, supervision, investigation and reporting about any violation of law or suspected corruption.

How are they effective?

Yes, as they ensure transparency and accountability in the country.

5. Manage Decisions

What are the stages that a decision passes through during the process of decision making?

There are two kinds of decisions; the daily ones which are the responsibility of the minister himself and he is subject to questioning about them in Parliament if anything went wrong as the result of one of these decisions. The other kind is about

a new initiation, which is considered a major decision and it passes through many steps.

In the beginning, a need or a defect in an area is pointed out then a suggested initiation is presented to find a solution for it. This plan for initiation is set through questionnaires, conferences, workshops and seminars that ensure the cultural adaptation with the coming initiation and show that this new initiation is known worldwide and is not yet implemented in Egypt. This ensures the acceptance of stakeholders to the new initiation.

The following steps are done in all ministries but each ministry has its own specialized committee:

If the example now is about an initiation in the field of school education, then it is presented to the Education Committee in the National Democratic Party (The ruling party) on a general level then on a specialized level. This step reveals if this initiation can be a new law or a modification to an existing one.

Then it is presented to the Legislative Committee in the Ministers' Council, which investigates non violation of the constitution or other laws. After that the initiation is sent to the Ministers' Council to be studied. If it is approved then it is sent to the Educational Committee in the Shoura Council. If approved, it is sent to the Shoura Council to investigate its applicability in general. If approved, then the Shoura Council starts investigating its terms and approves or rejects each one on an individual basis. Then it is sent to the Shaab Council, which follows the same steps through the Educational Committee in the Shaab Council then in the Shaab Council

in general. The some discussions in the Shaab Council are shown on TV for all people to see. Finally, the initiation is either approved or not.

The initiation can be returned subject to amendments through any of the previous steps. If this happens then the amendments are made and the same steps are repeated.

6. Use educational programming to help in the decision-making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Of course, this is a very important and basic issue in any ministry as it helps in decision making. Any initiation should be very well studied and to study it should be investigated and studied by educational consultants in all areas, this helps to answer any question in parliament, or by ordinary citizens, about the initiation.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy? How is that done?

In the beginning, everything about the initiation should be clear to the public either through the ministry alone or through cooperation with social institutions, which are very beneficial most of the time. In Egypt there is a great deal of resistance to change. That is why the public must fully understand why the old procedures were not efficient and must be changed and what this change will be and what advantages there will be. After all this sometimes people still insist on an advocacy then the initiation will be changed according to that advocacy.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organizational structure in different public sector agencies?

Yes this is very important and is shown clearly on the Egyptian Government's website.

Does this affect the process of decision making and accountability? How?

Yes, as if citizens need to deliver a complaint or recommendation they can easily find out who they can go to and this encourages them to deliver their recommendations or complaints. These recommendations and complaints are considered an important part of taking a decision as they are considered public needs that may cause a new initiation from the ministry.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

What kind of research is done to reach that channel of delivering information?

How do agencies conduct this research?

There is no special research done but from experience and observation it is known that the best ways are TV channels and newspapers. That is why each newspaper has a correspondent in each ministry, in addition to the importance of declaring any new decisions taken by the ministry through TV channels and, of course, through the ministry website as well.

10. Conducting transparent elections

Which procedures are taken when conducting elections?

The same procedures used all over the world such as: information about the electoral candidate, electoral publicity (propaganda) and the most important is to ensure the electoral candidates' integrity. The only problem is that people do not go to elections as a means of refusal of the electoral process, or as a kind of depression which is not right and needs to be changed into positive action towards elections.

How are these elections proven to be transparent?

This is done through public supervision of different media channels; glass boxes for voting, locations of where elections are held must be declared and the most important is judicial supervision.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

This is done through the "Fees Clearance" which is presented at the appointment of any public official and should be presented annually thereafter. Also, anti-corruption bodies and the auditor general have the role of ensuring honesty of public officials.

Which procedures are taken if an official is proven to be dishonest?

The law has certain rules for every situation and sometimes it reaches judicial verdicts against the public official.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

Yes, through the ministry website.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control? How is this effective to the country?

Yes, they are both independent and this helped a lot during the last global financial crisis as the central bank gave the feeling of security to all investors and this helped Egypt through the crisis with the least problems that can happen in similar situations.

14. Using one or more public sector performance measurement techniques

How does the Egyptian public sector measure its performance?

Through quantitative and qualitative measures; for example, if a targeted number of schools is attained, this is a measure, if a targeted number of buildings is attained, this is a measure...etc. There are measures of quality for example also and they are not quantified, both measures together give a performance measurement of the public sector.

Does the Egyptian public sector use any known public sector performance measurement technique?

No

Fifth: The MP in the Education Committee in the Local Parliament of Alexandria-Egypt

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

There is no transparency as transparency cannot be ensured if there is no decentralisation in the decision-making process. When a decision is taken from someone who is far from the event then the decision will be inapplicable.

For example: The decision in schools should be the responsibility of the school manager or at least he/she must have some freedom to make a decision according to situations that happen in their schools.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

Of course, The Shaab Council is the legislative authority in Egypt and it enacts laws, while Local Parliaments are auditing bodies.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

The Parliament (Shaab Council) as it has the authority to question and take away the authorities of a government if this was agreed by the majority of Parliament Members but this does not happen because of weakness and corruption in the Parliament Members themselves.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt?

- The Ministry of Administrative Development
- The Agency for Administrative Auditing
- The Egyptian Central Auditing Organisation

What are their roles?

Uncovering corruption, especially when some practices take place and are considered disguised bribery.

How are they effective?

They are effective as many administrative corruption cases are exposed every now and then.

5. Manage Decisions

What are the stages that a decision passes through during the process of decision making?

Steps of decision making in Egypt must be restructured. Egypt is heading towards decentralisation but this cannot be in everything because it is difficult for some people to take decisions even though they should be able to do so. This is due to the culture as some people are afraid of brutality that has taken place in Egypt throughout history and even during their lifetime. This makes them afraid to make any decisions and accept that top management exclusively is able to implement decisions and orders.

6. Use educational programming to help in the decision making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Yes this happens, sometimes it is effective but, in other situations, practice is needed in addition to theoretic experience.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or law or start a new program because of public advocacy? How is that done?

Yes, this happens through knowing the advocacies from social institutions or from newspapers, when an advocacy is presented in a logical way and even through TV as sometimes the President himself or the Prime Minister give orders to solve a certain problem that is on TV and people are complaining about. Also strikes can result in negotiations taking place and sometimes laws and rules are changed.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organizational structure in different public sector agencies?

Clear but inefficient

Does this affect the process of decision making and accountability? How?

It is difficult to know where a complaint can be presented or to whom a recommendation can be given or even who a person can accuse of corruption or irregularity when it happens.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

This is done through Parliament and the Members of Parliament as they are citizens' representatives.

What kind of research is done to reach that channel of delivering information?

How do agencies conduct this research?

There is no specific research as there is low political understanding amongst the citizens; even sometimes the government imposes some taxes and laws, especially monetary ones, without telling citizens as they will disapprove anyway.

10. Conducting transparent elections

Which procedures are taken when conducting elections?

This is the core of all problems. There must be clear electoral propaganda for all candidates. Also the citizens must have a different political culture by which they are no longer deceived by illusionary electoral candidates' propaganda or deceivable slogans like religion, power or money.

How are these elections proven to be transparent?

There is no transparency, especially in the existence of the current political culture.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

This is through media channels, especially the press.

Which procedures are taken if an official is proven to be dishonest?

Serious procedures are taken against anyone who is proven to be guilty following investigation.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

This has begun but is still at an early stage and very limited information is on the internet. The number of internet users in Egypt is very limited and if anyone asks for information it will be kept 'classified' because the user may use it for external bodies against Egypt's security.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control? How is this effective to the country?

Yes, it is effective as it is away from the centralization process and it protects the country's economy.

14. Using one or more public sector performance measurement technique(s)

How does the Egyptian public sector measure its performance?

It has begun but is not yet effective.

Does the Egyptian public sector use any known public sector performance measurement technique?

Total Quality Management and Self Appraisal for each unit individually are used, mainly in the public sector.

Sixth: The Assistant Secretary General for the Ministers' Council

1. Ensuring Transparency

How do the public sector agencies make sure that decisions and initiations are subject to transparency?

Any decision is taken for the sake of the citizens consequently, the citizens should know everything about an initiation but they do not know the phases through which this initiation passes until it reaches them in the shape of a law or public program or an update an existing law...etc. Also there are very strict laws regulating deals for buying or selling any resources to or from the public sector to an external body.

2. Legislate for transparency

Do legislatures exist in Egyptian public sector agencies? What are their roles?

- *El Shoura Council:* Acts as a consultancy body; it consists of a number of experts. There is always change in expertise needed in the Shoura Council, which means it is always updated with new experts and intelligent people in their fields. Those members discuss any proposed law or regulation and either approve or disapprove, according to their experience, but the Council's decisions are not binding
- *El Shaab Council:* It is the legislative body which gives the final approval of proposed laws and regulations. It consists of all levels representing the citizens; 50% of the members are farmers and workers. Its opinion is subjective sometimes, because of the political views and conditions, but its decisions are binding. The Parliament's sessions are partly shown on TV.

3. Audit for accountability

Does the Auditor general exist in the Egyptian public sector? What is its role?

The Parliament (El Shaab Council) has two main missions. First, the legislative mission as mentioned in Question 2, while the second mission is an auditing and supervisory one.

The Parliament consists of many Committees for Truth Finding in addition to specialized committees for every ministry. All these committees audit the public sector in different fields and areas then report periodically to the Parliament. Then the Parliament has the right to question and investigate anyone who is suspected of being guilty of corruption or irregularities.

4. Develop/support anti-corruption bodies in order to ensure transparency

What are the anti-corruption bodies in Egypt? What are their roles?

- *The Agency for Administrative Auditing* which is an agency that reports to the Prime Minister.
- *The Agency of Investigation for Public Funds* which is specialised in corruption in the monetary field and is under the authority of the Ministry of Internal Affairs.
- *The Agency for Illegal Monetary Gain* which reports to the Ministry of Judgment.
- *The Agency for Administrative Prosecution* which is specialized in Administrative corruption and is under the authority of the Ministry of Internal Affairs.

- *The Egyptian Central Auditing Organisation*, which is independent, reports to the Egyptian President and the Parliament, has the authority to supervise and investigate every unit in the public sector, and is considered an eye for the Parliament in the public sector.

How are they effective?

All of these bodies are effective as they help in identifying areas of defect in the ministries and the public sector as a whole, so the concerned ministry can take corrective actions.

5. Manage Decisions

Which stages does a decision pass through during the process of decision making?

The decision originates from either a public sector agency that pointed out a public advocacy or from a social institution or from one or more Members of the Parliament or from the Ministers' Council.

In order to take a correct decision, the decision maker should have enough data and information; for this reason there is The Central Agency for Public Mobilization And Statistics and The Egyptian Information Cabinet Information and Decision Making Support Center which produce different statistical reports and questionnaires that are needed for decision making and taking.

If the decision is administrative then it is taken by the top management of the agency or ministry that is taking the decision, while if it is a law then it is presented to the parliament where it is discussed and either approved or rejected.

6. Use educational programming to help in the decision-making process

Is there a need for educational experts when taking a decision concerning a new program? If yes, how effective is that for a decision?

Yes, every decision maker makes the best use of experts, especially from the educational level in all fields and as mentioned in Question 1 all Shoura Council Members are experts but not all of them are from institutions of higher education.

7. Considering advocacy and nonprofits in the decision-making process

Is the Egyptian public sector ready to change a decision or a law or to start a new program because of public advocacy? How is that done?

Yes of course, in addition to what has been mentioned in Question 5, the number of strikes occurring now in Egypt and how the public sector is doing its best to answer the citizens' demands, shows how decisions and laws can be changed or discussed again according to public advocacy.

8. Identifying each activity in the organization and assigning its responsibilities

Is there a clear and transparent organizational structure in different public sector agencies?

Yes, in the past it was according to need and was restructured whenever a new need occurred but now it is done and restructured according to scientific managerial techniques and international standards.

Does this affect the process of decision making and accountability? How?

No, because it is known only by the intelligent and elite level of society. According to the culture in Egypt, there is no trust between the citizens and the public sector so

when a citizen needs to complaint or needs a service to be accomplished he/she asks someone who works in the public sector or who knows someone in the public sector to help in responding to the demand.

9. Conducting research and dissemination in delivering information

How do different public sector agencies know the best way of delivering information to citizens?

Different media channels, especially TV and through the ministry or the social institution that the initiation is directed to, unless the initiation is a general one in which case it is declared in parliament for everyone to know.

What kind of research is done to reach that channel of delivering information?

None

How do agencies conduct this research?

None

10. Conducting transparent elections

Which procedures are applied when conducting elections?

This is an important and sensitive issue; there is a problem with the silent majority in Egypt. Many people do not go to the elections either because they feel that their vote will be of no consequence and that the ruling party will decide who wins the elections or because they are against all the candidates and also because there is a culture resistant to change which results in wanting only the same officials in their same positions.

Anyone can register himself in the elections according to rules that are explained by the elections law. Elections are completed in one day all over Egypt and this is done generally under judicial supervision, while the executive body responsible for holding elections is the Ministry for Internal Affairs.

How are these elections proven to be transparent?

The presence of the judicial factor or through the appealing of one candidate against another, which leads to investigation then either repeating elections or approving the results and refusing the appeal.

11. Ensuring honesty of public officials

How do citizens ensure honesty of public officials?

Different media channels and the personal reputation of the official in his work, in addition to public consent, ensure honesty of public officials.

Which procedures are taken if an official is proven to be dishonest?

Each level of corruption can be dealt with according to special regulations and laws.

12. Ensuring Freedom of Information

Is it easy for citizens to access any information needed concerning a public sector agency or a ministry? How?

Through national newspapers and internet websites but these websites are still new and not complete.

13. The existence and effectiveness of the economic regulatory institutions

Are the central bank and the stock market independent of political control?

How is this effective to the country?

Yes, they secure the currency and protect the country from severe economic problems that might happen if these bodies were not independent.

14. Using one or more public sector performance measurement technique(s)

How does the Egyptian public sector measure its performance?

There is more than one field for public sector performance; there is the political, the economic, the service and the social fields of performance but, in general each year, the Prime Minister reports to both Parliaments about public sector performance during the last year and the projects and plans for performance that should be implemented during the next year.

Does the Egyptian public sector use any known public sector performance measurement technique?

Each unit in the public sector has its own way and method of measuring performance then each unit reports to the higher unit in the organisational structure until it reaches the minister of each ministry then each minister reports to the Prime Minister, who reports to the Parliaments as mentioned before.

Appendix C

Interviews in this research were conducted in Arabic as it is the language used in Egypt. This appendix presents actual interviews conducted with Egyptian Officials and presented in appendixes A and B. The interviews conducted with The Ministry of Administration Development and The Secretary of Ministry of Tourism in Alexandria (Appendix B) were not audio recorded interviews as they were presented as written documents while all the remaining interviews were audio recorded and are presented in the following section of this appendix on a CD together with a soft copy of the two documented interviews.

Interviews conducted with Egyptian Public Officials in Arabic (Recorded Interviews and Soft Copies of First and Second Section in this Appendix)