The Relationship between Administrative Reform Planning and Economic Development - Longitudinal Analysis

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Summery:

This study is a longitudinal analysis of economic developments and administrative reforms in Egypt, Singapore and Malaysia to test validity of two hypotheses: one relates to a positive correlation between the efficiency of economic development and the effectiveness of planning for administrative reform, and the other relates to a negative correlation between the efficiency of economic development and problems scale of the administrative reform planning in Egypt during 1950-2018. In addition, this study seeks to propose a planning transformation framework to deal with these problems. The results of this study may have implications for policy makers.

Keywords: Administrative reform, Planning, Economic development, Egypt, Singapore, Malaysia, Longitudinal analysis.

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Introduction

According to global competitiveness report 2018, Egypt ranked 94th out of 140 countries, while Malaysia ranked 25th and Singapore ranked 2th ((1)) (WEF, 2018). This ranking came after serious attempts of economic developments in three countries since mid-20th century. Also Egypt, Singapore and Malaysia have started serious attempts to plan civil service reform since 1950s.

Thus Egypt, Singapore and Malaysia have begun serious efforts of economic development at the same time. However, these attempts have not achieved the desired economic development in Egypt, while Singapore and Malaysia have achieved higher levels of economic development with varying degrees of efficiency. This raises a research problem about the reasons for this disparity in performance.

In order to solve this research problem, the study presents two hypotheses: one relates to a positive relationship between the efficiency of economic development and the effectiveness of administrative reform planning, and the second is about a negative relationship between the efficiency of economic development and problems scale of the administrative reform planning in Egypt as of 1950-2018. So, this study is to test the validity of these two hypotheses and propose a planning transformation framework to deal with these chronic problems.

Hypotheses

Hypothesis 1: If the effectiveness of administrative reform planning increased, then the efficiency of economic development would be increased.

⁽¹⁾ WEF(2018) World Economic Forum, The Global compelitiveness Report 2018, Geneva, P. P. 203-511

(effectiveness of administrative reform planning) and dependent variable (efficiency of economic development).

Hypothesis 2: If problems scale of administrative reformplanning increased, then the efficiency of economic development would be decreased.

it is a negative correlation between Independent variable problems Scale of administrative reform planning) and dependent variable (the efficiency of economic development).

Objectives:

The study aims at:

- 1-Exploring relationship between effectiveness of administrative reform planning and efficiency of economic development,
- 2- Finding out most prominent problems of administrative reform planning in Egypt as of 1950-2018 and its impacts on economic development.
- 3- Introducing a planning transformation framework to tackle problems of administrative reform planning in Egypt.

Methodology

In order to test two hypotheses, the study employs longitudinal analysis that measures the characteristics of the same case over $time(^{(1)})$.

Alongitudinal study is an observational research method in which data is gathered for the same subjects repeatedly over a period of time((27)), so researcher depends on participant observation, as a public servant for nine years and as a receiver of public services for 30 years, as well as, his long experience as a specialized researcher of administrative reform in Egypt, in addition to literature.

⁽¹⁾ Salkind, Neil J., 2010. longitudinal design Encyclopedia of research design, Sage research methods; http://methods.sagepub.com/reference/encyc-of-research-design/n226.xml

^{(2) ()}Rouse, Margaret, 2013. Definition- longitudinal study, https://whatis.techtarget.com/definition/longitudinal-study.

A longitudinal analysis of this study is to draw time series of the chronic problems of administrative reform planning in Egypt and the economic developments in Egypt, Singapore, and Malaysia based upon formal documents, literature and eyewitness evidence.

The study is divided into seven parts. First Part examines Literature Review, second one analyzes developments of administrative reform planning in Singapore and Malaysia, third part examines development of administrative reform planning in Egypt, fourth part investigates evolution of economic development in Egypt, Malaysia and Singapore, fifth part analyzes chronic problems of administrative reform planning in Egypt as of 1950-2018, sixth part proposes a transformational framework for administrative reform planning in Egypt, seventh part analyzes outcomes.

First: Literature Review

The issue of administrative reform has been characterized by many studies and researches, which have varied objectives and contents, the most important of these are:

(Abdel-Khaliq 1975)((1)) explains the need for the strategy of administrative reform in Egypt to focus on administrative reform as a process of social change and linking it to the political thought of the state.

(Mahanna 1978)((2)) finds that there was no rational public policy for administrative reform in Egypt and emphasizes means to achieve administrative reform based upon the principles of management science.

(Ashour 1992)((3)) analyzes the elements of administrative reform to support the new economic policies, namely: reorganizing the government, developing budget and tax administration

⁽¹⁾ Abdel-Khaleq, Nasef,1975., the experience of administrative reform in Egypt in the period 52-1972, PhD Thesis (Cairo University: Faculty of Economics and Political Science) (Arabio).

⁽⁾ Mahanna, Mohamed Fouad, 1978. The policy of administrative reform and its applications in the light of the science of organization (Cairo: Dar Elmaart) (Arabic).

⁽³⁾ Ashour, Ahmed, 1992. administrative reform to support economic reform policies (Cairo: Arab Administrative Development Organization) (Arabic).

systems, addressing administrative and government inflation problems, developing systems and practices of new economic policy enforcement bodies, addressing the causes of administrative corruption, developing a plan to deepen decentralization, Good management of privatization policies, and activation of self-development forces in public organizations

(Ashour 1995)((1)) finds that lessons learnt from other experiences, as follows: the reform of the budgetary systems and political support for administrative reform programs, comprehensive reform of the civil service system (Jamaica and Singapore), the reform of the mentality and behavior of the public servant, the reorganization of the ministerial structures (Singapore) and the inclusion of many elements and dimensions of administrative reform (Tunisia).

(Elbaz 1995)(⁽²⁾) examines hypotheses; that no 'possibility of achieving any reform without resorting to management consulting, which in turn diagnoses the problems accurately and is the first pillar of the success of this reform, and that each comprehensive renaissance requires development of the administrative apparatus of the state.

(Al Ayoubi 1995)((3)) argues that the role of the state in the productive sphere should be strengthened to support the productive efforts of the private sector while continuing to provide physical infrastructure (such as roads) and human resources (such as education) and provide a social safety umbrella a, as well as focus should be on outputs not procedures.

^(1))Ashour, Ahmed,1995, the reform of public administration - strategic prospects for administrative reform and Arab administrative development in the face of global challenges (Cairo: Arab Administrative Development Organization) (Arabic).

⁽²⁾ Elbaz, Afat Mohammed, 1995. administrative reform as a consultative function in modern governmental organization with special application to Egypt, PhD Thesis (Cairo University: Faculty of Economics and Political Science) (Arabic).

⁽³⁾ Ayubi Nazih, 1995. Administrative reform and institutional development in the Arab world under the new economic challenges (Cairo: Arab Administrative Development Organization) (Arabic)

(Bin Hussain 1995)(11) analyzes the reform of the Malaysian civil service, covering the ten-year period between 1981 and 1991, and finds that more effort is still needed, especially in determining how close programs and policies have come to achieving their target, and that bureaucratic reforms carried out in Malaysia between 1981 and 1991 have generally been successful in changing attitudes of civil servants towards the goals of efficiency, effectiveness and productivity.

(Gomaa 1996)(⁽²⁾) finds that: the reform process includes political, economic and administrative dimensions, administrative reform is not in isolation from political reform, It is a political decision, and at the existing reform models can be applied only in the presence of a value system that respects differences.

(Siddiquee 2002)((3)) argues that while the reforms have generally improved the delivery of public service, public administration in Malaysia continues to suffer from such problems as a weak system of accountability, growing incidence of corruption.

(ElBaradei 2002)(⁽⁴⁾) analyzes alternatives to reach the administrative system of the state to the optimal size, such as encouraging part-time work and early retirement and limiting the use of external consultants

(Eldegen 2004)(⁽⁵⁾) argues that the plans of administrative reform in Egypt as of 1987-2002 did not achieve their targets because of centralization, and political and economic variables.

⁽¹⁾ Bin Hussain, Ahmad Atory, 1995. Administrative Reform in Malaysia: Strategies for Promoting Efficiency and Productivity in the Public Service, 1981-1991, Pertanika J. Soc. Sci. & Hum. 3(1): Universiti Pertanian Malaysia Press.

⁽²⁾⁾Gomaa, Salwa Sharawi, 1996. Civil service recommin LLK, US, Egypt(Cairo University: FARC). Faculty of Economics and Political Science) (Arabic).

⁽³⁾ Siddiquee, Noore Alam, 2002. Administrative reform in Malaysia: Recent trends and developments, Asian Journal of Political Science, Volume 10, Issue 1, p. p. 105-130.

⁽⁴⁾ ElBaradei, Laila, 2002. Towards the optimal size of the Egyptian administrative system, within the state conference in a changing world (Cairo University: PARC, Faculty of Economics and Political Science) (Arabic)

^(5))Eldeqen, Ahmed Elsayed, 2004. Evaluation of the national plans for administrative reform in Egypt as of 1987-2002" (Cairo: Public Administration Research and Consultations Center, Cairo University(Arabic).

(Cheung 2005)((11)) argue that it is impossible to capture the whole range of national reform types within any neat and tidy Asian paradigm, but some common strands of national reform paths in the region can still be traced.

(Araef 2008)((2)) finds that the lack of continuity of administrative reform strategies where the new officials formulate a new strategy to change the strategy of the former ones.

(Rosnah & Abdullah 2010)((3)) argues that Malaysia's public sector reform through privatization might have done better if it had planned for its regulatory mechanisms and clear and transparent administrative processes that emphasized on accountability and good governance.

(Tjiptoherijanto 2012)(4) explains that during the last forty years, the willingness and capacity of the Malaysian public service to accept and implement administrative changes and reforms should be appreciated, because of the political backing to administrative reforms and what appeared to be a permanent agenda on such reforms by top administrative leadership.

(Becerra 2013)(⁽⁵⁾); argues that Singapore has successfully mixed techniques and processes in its public sector to suit the local context, where leadership is employed to inculcate the idea of a pro-active public service rather than a reactive one.

^(1))Cheung, Anthony,2005. The Politics of Administrative Reforms in Asia; Paradigms and Legacies, Paths and Diversities. Governance. Volume 18, Issue 2, p. p. 257 - 282.

⁽²⁾ Aref, Abdelhameed, 2008: A critical review of administrative reform programs in Egypt during the 1990s, http://www.pidegypt.org/download/civil-conf/dr%20alia.pdf

⁽³⁾ Rosnah, Nik & Abdullah, Wan; 2010. Public sector reform in Malaysia – addressing the inequalities? In: The 28th International Congress of Administrative Sciences (IAS-IASIA, 12-17 July 2010, Bali, Indonesia.

⁽⁴⁾ Tjiptoherijanto, Prijono, 2012. Civil Service Reform in Malaysia: Commitment and Consistency, Working Paper in Economics and Business Volume II No.4, Department of Economics Faculty of Economics, University of Indonesia.

⁽⁵⁾ Becetra, Pedro A. Villezca, 2013. Public Sector Management in Singapore; Examining the Public Service for the 21st Century Reform, Explanans, vol. 2, num. 2, julio-diciembre, p.p. 33-45

(Francesco 2013)(11) explores if the successful reform process of the Singapore Civil Service (carried out, since 1969, by the People*Action Party) with the aim to transform Singapore into a modern industrial economy, can be applied in Italian public administration characterized by low levels of productivity and efficiency.

(Eldegen 2015)(⁽²⁾) argues that Egyptian administrative reform was less effective than the Chinese one, due to factors including the method of participatory planning, and focusing on TQM and the gradualism in China.

(Eldeqen2016)((3)) finds that Egyptian planning for administrative reform has suffered chronic problems since 1950, where it had lacked: participatory planning, culture dimension, scientific efficiency, realism, strong follow up mechanisms, decentralization, total quality management, gradualism and initiative.

However, this study presents the new analysis through longitudinal study of the impacts of effectiveness of administrative reform planning on efficiency of economic developments in Singapore, Malaysia and Egypt as of 1950s – 2018.

Second: Developments of administrative reform planning in Malaysia and Singapore

Malaysia

In Malaysia, administrative reform was first initiated during the colonial period. At that time it was carried out in response to political changes in Malaya as a result of the British forward

⁽¹⁾ Francesco, Batlatore Benedetto, 2013. The reform of the Public Administration in Singapore: a model to follow in Italy?, http://mpra.ub.uni-muenchen.de/52685/

⁽²⁾ Eldegen, Ahmed Elsayed, 2015. Experiences of administrative reform in Egypt and China, and the move toward a market economy a comparative study, Arab Journal of Management, issue 2, volume34(Arabic).

^(3))Eidegen, Ahmed Elsayed, 2016, Administrative reform planning: Historical analysis of Philosophical problems, Egyptian Visions, Issue 22(Cairo: Al Ahram Center for Historical and Social Studies) p. p. 13-16

movement. When Malaya was formed in 1957, the country (Malaya and later Malaysia) inherited the British colonial administration. However, the organizational structure of the colonial government machinery was considered unsuitable for the aspirations of the newly independent state. Therefore, immediate action was taken by the Malayan government to reorganize its government machinery. Various measures were introduced, including the Malayanization process, reorganization of the administrative machinery, restructuring of work in central agencies and ministries, and the establishment of the Public Service Commission(11).

Early efforts at administrative reform in Malaysia began in the 1960"s. The government saw the need to improve the administrative machinery in order to carry out various socioeconomic development programs. Thus, in 1965 the government with assistance of the Ford Foundation obtained the service of two-man team consultants to undertake a review of public administration and to suggest reform and innovation. This led to the establishment of the Development Administration Unit DAU. The DAU was entrusted with the responsibility for planning and guiding the reform efforts in the public service. The establishment of the National Institute of Public Administration INTAN in 1972 and the Malaysian Administrative Modernization and Management Planning Unit MAMPU in 1977 were the main stone of administrative reform in the 1970's. In the decade of 1980's, more program oriented reform efforts were introduced. One and the most important of them was the launching of the Malaysian Incorporated in 1983. The essence of Malaysia Incorporated was that the country would be run a single business corporation, with the private sector following its growth and expansion, and the public sector providing the all support vital for the success of the corporation. Another significant reform was the Privatization

⁽¹⁾ Bin Hussain, op. cit., p.p. 1,2

Policy which was also introduced in 1983. This policy was in keeping with a shift in the role of the public sector from "rowing" to "steering" which become a new paradigm for the governmental bureaucracy in the early 1980's. The launching of the Malaysian Business Council MBC in 1991 is generally seen as the starting point of a concerted and focused reform program for the 1990's (11).

The 1990's also began with the government Vision 2020 is best elucidated by Dato Seri declaring October 31 as Civil Service Day or Hari Q (Quality Day). The objective is to reinforce values of quality culture in an organization. The government launched national quality awards to give reorganization to agencies for quality achievement. The awards are : (a) Prime Minister's Quality Award (Public Sector), (b) Chief Secretary to the Government (KSN) Quality Award, (c) Director General of Public Service (KPPA) Quality Award, (d) Director General of MAMPU Quality Award, (e) District Office Quality Award, (f) Local Authority Quality Award, and (g) Human Resources Management Award. The government also introduced the Civil Service Innovation Award from 1991 followed by the Public and Private Sector Joint Research Innovation Award from 1993. The introduction of the Client's Charter in 1993 also helped to set the stage for more predictive standards of service delivery to private sector. The Malaysian Public Service is aware that to enable it to fully support the achievement of Vision 2020, a process of realignment must occur in terms of structure, processes, procedures, and the value system((2)).

The Mahathir era is regarded as the most important with regard to managerial reform in the history of the Malaysian Public Service. The local and international political and economic climate had forced the Malaysian Prime Minister, Mahathir

⁽¹⁾ Tjiptoherijanto, op. cit., p. p.2.3

⁽²⁾ Ibid, p. p. 3,4

Mohamed, to overhaul not only the government's policies but also the government's machinery to create a small but effective, efficient and reliable public service. The cautious culture of the Colonial administrative system had been found to be a hindrance to most of the development efforts in the 1970s. Therefore it had to be replaced by a new corporate image and a culture which was up to date and dynamic. The new administration in the 1980s is basically seeking to reinvent a public service that is small but stronger(11).

Malaysia's public sector reform through privatization might have done better if it had planned for its regulatory mechanisms and clear and transparent administrative processes that emphasized on accountability and good governance. Public sector reform is an on-going process and it requires strong political and public leadership with a shared commitment to better government((2))

Administrative Réform Planning in Malaysia attained very good achievements during 1990s and 2000s, most important as follows:

- Implementing MS ISO 9000 to develop an efficient and effective quality management system in order to provide the best service to the public.
 - -Electronic Government (EG) and E-Public Service.
- -IT-Culture (information technology culture). The other thrust areas are E-Economy, E-Learning, E-Community and E-Sovereignty.
 - "Online, anytime, anywhere" under quality management.
- -Implementation of "Meet the Customer Day" program. Through face-to-face communication between agencies and their

⁽¹⁾ Shah, Malek b. & Yusoff, Mohd., 2004. An Overview of the Administrative Reform in the Malaysian Public Service, http://unpan1.un.org/intradoc/groups/public/documents/apcity/unpan003924.pdf

⁽²⁾ Rosnah, Nik & Abdullah, Wan, op. cit. , p. p. 16,17

customers, the program helped to strengthen costumer orientation of government agencies.

-The seriousness of the top leadership to reform the bureaucracy.

-A great emphasis is placed on human resource management policies and practices to maintain a healthy working climate within public sector organizations.

- The NIP National Integrity Plan stipulates five targets for the First Five Year 2004-2008 which is known as Target 2008. The first three are directly related to "good governance" and "bureaucratic reform".

- On January 16, 2008, the government has adopted "One Service, One Delivery, No Wrong Door" policy with pledge to provide first class public service((1)).

while these reforms have generally improved the delivery of public services, public administration in Malaysia continues to suffer from some problems: weak system of accountability, growing incidence of corruption and mismanagement, and lack of decentralization and community participation((2)). These challenges could make administrative reform planning mid not high effective one.

Singapore

Singapore has gone through four stages of public service reforms since independence in 1965: from "survival" (1960s) and "efficiency" (1970s) to "people" (1980s) and "change" (1990s and 2000s) All of these reform processes aimed to strengthen and enhance the efficiency and leadership capacity of the civil service bureaucracy((3)).

⁽¹⁾ Tiiptoherijanto, op. cit., p. p. 2-4

⁽²⁾ Siddiquee, op. cit., p.p.105-130

⁽³⁾ Cheung, op. cit., p. p. 257-282

During 1960s, the government established a series of state enterprises or statutory boards such as the Housing and Development Board HDB, Economic Development Board EDB, Public Utilities Board PUB, Central Provident Fund (CPF), Jurong Town Corporation (JTC), Development Bank of Singapore (DBS), and Port of Singapore Authority PSA. In addition, in 1974, the government created Temasek Holdings Ltd. THL through which it could manage and invest in hundreds of Government-Linked Companies (GLCs) (Haque, 2009: .246-271)(11).

Since the early 1980s, the government has been trying to adopt an employee-centered public management, which has eventually culminated into the so-called PS21 (Public Service for the 21st Century) initiative introduced in 1995, which resonates other initiatives like Singapore 21 and Manpower 21. However, PS21 represents a serious attempt on the part of the government to transform the way the public service functions and serves people - its main thrust is on institutional ethos such as innovation, well-being, quality, and customer service. There are four major specific components of PS21, including: (a) Staff Wellbeing (staff welfare, recognition, appreciation, and challenge); (b) ExCEL or Excellence through Continuous Enterprise and Learning (continuous improvement and teamwork to be realized through measures like the Work Improvement Teams); (c) Quality Service (to satisfy customers through Courtesy, Accessibility, Responsiveness, and Effectiveness); and (d) Organizational Review (i.e. organizational innovation, use of IT, connecting with citizens, and cutting red tape((2)).

With the implementation of PS21, the government envisioned change in the form of three pillars: welcome change, anticipate change and execute change. From the philosophy of pro-actively approaching change, it is evident that Singapore has implemented

⁽¹⁾ Hauge, Shamsul, 2009. Public Administration and Public Governance in Singapore , http://profile.nus.edu.sg/fass/poihaque/s-haque-singapore.pdf , p.5

⁽²⁾ Ibid, p. p. 9,10

the learning organization approach to the management of change and innovation. Learning organizations are those where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together. The PS21 initiatives, anticipate change, places stress on the readiness of public officers to engage in continuous change in an uncertain environment. Instead of assuming that the organization can plan change, the learning organization approach regards the environment as 'too complex' and 'too turbulent' for planned change. Learning organization theory therefore advocates continuous reassessment of ability to respond to change. This is in accord with Singapore's approach to PS21 where part of the PS21 philosophy delineates the continuous learning from other nations. Part of the organizational learning agenda requirement for PS21 is to acclimatize public officers to continuous change by allocating at least 5 percent of their weekly work duration to training. Evidently, this step reaffirms the government's expectation of a pro-active, instead of a reactive, approach to change. On a micro level, PS21 also indicates strong links to the continuous organization learning cycle in the form of feedback loops that both the public and public officers have easy access to. From the evidence, clearly PS21 is concerned with continuous change at all levels of the organization with particular emphasis on the front line staff or the micro organizational level((1)).

It could be said that the high effective planning for administrative reform in Singapore is due to:

- Dynamic forward-looking Public Service leadership
- Rule of Law.
- Incorruptible public officer

⁽¹⁾ Becerra, op. cit., p. p. 33-45

Customer- centric and consultative government.

Fiscal sustainability and effective/ efficient use of financial resources(11).

-Learning organizations.

- Decentralization of the Public Service Commission.

The government established PS21 (Public Service for the 21st Century) as a specialist unit in 1995 to nurture high standards of public service excellence and responsiveness, and to foster an environment of innovation and continuous improvement. The government also proved adept in foresight and long-term contingency planning through the creation of the Centre for Strategic Futures Group in 2009, which seeks to promote whole-of-government thinking on key strategic challenges through engagement across departments and with external stakeholders ((2)).

Third: Development of Administrative reform planning in Egypt as of 1950- 2018

1- Administrative reform planning as of 1950-1979

The Egyptian government had earlier brought in the British expert "Snaker" to study the problems of employment in the public service. He submitted a report in late 1950, after a four-month study, which included the proposal to establish a mechanism that would dominate the affairs of employment and issues of governmental organization. These proposals have not received the appropriate attention, despite the issuance of the law establishing the Staff Agency, it has been subjected to

^(1))Francesco, op. cit.

⁽²⁾ Robinson, Mark,2015. From Old Public Administration to the New Public Service Implications for Public Sector Reform in Developing Countries, UNDP, Global Center for public service Excellence, P.6

tremors and conflicts over competencies and responsibilities. This may indicate the ineffectiveness of this Agency in carrying out the tasks entrusted to it. It also notes that the administrative reform planning took the form of reports and recommendations. Some of these recommendation were executed and others were neglected(**).

Egypt witnessed during 1952-1959 the July 23 revolution, which was accompanied by the beginning of radical thinking in the reform of the government administration, which led to the issuance of several decrees such as: decree of August 4, 1952 to distribute competencies in ministries and government departments and Decree Law No. 158 of 1952, which was issued to establish a committee in the Ministry of Finance and Economy to study government regulations and propose what measures it would take to stop the inflation of jobs and reduce their number to the extent required by the benefit of work. This committee did not produce practical results, because it did not establish mechanism to implement its recommendation which adopted by government. However, valuable as a result of the work of this Committee, the Government felt the need to train staff, and as a result, an expert from The United Nations was named "Salvor" in 1954 to develop the project for the establishment of the Institute of Public Administration for Staff Training, which was active in early 1955 and was followed by the Institute of the Secretariat, which specialized in the training of the clerical and stereotypical works of the lower echelons ((2)).

In 1957, the Staff Office prepared a job placement project known as the Job Order Plan. The project was approved on March14, 1957 and the Staff Office began taking executive steps towards its implementation. In this period, it is noted that

⁽¹⁾ Egypt Central Agency for Organization and Administration, 1967. Previous efforts in the area of administrative reform, document 41, p. p. 1,2 (Arabic).

⁽²⁾ Ibid, p. p. 2-5

the State has embarked on a planning approach, but it has been characterized by partial, simple and short-term administrative reform(Mahnna,1987: 588-591)(11).

economic planning system since 1961, when the first Ministry of National Planning was established in Egypt. The first five-year national plan for Egypt was prepared and implemented (1960-1965). This plan devotes a chapter on administrative reform, which includes a complete study of administrative leadership, integration, efficiency, administrative staff, working methods, financial control, incentives and evaluation((2)).

Thus, the first strategic plan for administrative reform was prepared within the framework of the comprehensive national five-year plan. However, this plan was characterized by several disadvantages, the most prominent of which were the control of central thought and the assertion of the authority of the highest administrative level in decision-making. On the implementation, which created a gap between the objectives required and the possibility of implementation, and the absence of clear policies for the operation of manpower and uses in line with the needs of the plan(⁽³⁾).

During 1960th, Egypt witnessed a number of important administrative reform efforts, the most important of which were the establishment of the National Institute of Senior Management in 1961 to train and qualify the directors and the establishment of the Central Agency for Organization and Administration in 1964 instead of the staff office, to be responsible of administrative reform policy(⁽⁴⁾) (CAOA, Op cit.: 6-11). However, the government

^(1))Mahanna, Mohamed Fouad, 1978. The policy of administrative reform and its applications in the light of the science of organization(Cairo: Dar Elmaarf) p. p. 588-591 (Arabic).

⁽²⁾ Elbaz, op. cit., p. p. 319-322

⁽³⁾ Eldegen, 2004, op. cit., p. 134

⁽⁴⁾ Egypt Central Agency for Organization and Administration, p. p. 6-11

apparatus was still facing many problems. Thus, the Egyptian government administration did not develop as hoped, despite all the efforts made, as the effectiveness of the government apparatus was not realized to play its role in the desired manner, which was cleared in Government's 1970 statement((1)).

In 1975, a five-year national development plan for administrative development, separate from and complementary to the National Economic and Social Development Plan, was unveiled, revealing the state's tendency to adopt a new approach to strategic planning for administrative development by focusing more on it. The plan of administrative development defined the responsible of action for the implementation of each program and the duration of implementation (⁽²⁾).

However, the speech of the President of the Republic on Labor Day in 1977 revealed obstacles to the implementation of this plan. He announced that day, May 1, 1977, the internal revolution begins with the government and the administration as a whole ((3)). This administrative revolution announced by the President of the Republic soon became Just media incident ((4)).

In the period 1981-1986, in the midst of the political, economic and social problems experienced by the country and inherited by Egypt since the previous era, the administrative reform process has not succeeded in planning. It has been integrated into the five-year economic and social development plan. The plan focused on importance of human resource development, manpower planning, and attention to the development of education, training and other issues related to administrative reform, but these issues were not formulated in scientific method(⁽⁵⁾). Which made this

⁽¹⁾ Egypt People Assembly, 1970. Minutes of the third session in the second legislative term, Cairo, p.146

⁽²⁾ Elbaz, p. p. 327, 328

^(3)) Mahnna, op. cit., p. 29

⁽⁴⁾ Eldegen, 2004 . op. cit., p. 16

⁽⁵⁾ Elbaz, op. cit., p. p. 333,334

period a continuation of problems accumulation of government administration and the inefficiency of the administrative reform process.

Thus administrative reform plans did not achieved its targeted objectives, this was because of huge problems of Administrative reform planning in Egypt as of 1950-1980, where these plans have largely lacked the concept of participatory planning in partnership with the concerned parties, the cultural dimension, SMART goals, the gradualism, and the initiative and preventive approach. Also, these plans have largely failed to accurately define the roles and responsibilities of supervision and follow-up mechanisms. Besides, these plans did not focus on the mechanisms of decentralization, local resource management, fotal quality management TQM.

2-Administrative reform planning as of 1980-2002

Although in 1984, a program for the development of administrative services was announced, this also resulted in nothing concrete(People Assembly, Which was assured in a report delivered by special committee in the People's Assembly to respond to Prime Minister statement on June 6, 1987, stated that "there has been talk about reform, the administrative revolution, or the development of government services, but until this time (the report was published) most government organizations were not actually developed((1)).

Thus, the status of the government apparatus in Egypt stabilized in mid-1987. This can be seen from the fact that administrative reform attempts in Egypt, which began before 1952, have not been able to achieve their desired goals. Mainly due to several factors, which lead to the reduction of the effectiveness of the administrative reform attempts, which are as follows: lack

⁽¹⁾ Egypt People Assembly, 1987. Minutes of the Eleventh session in the Fifth legislative term, Cairo, p. p. 1207, 1208

of these attempts to the required degree of good planning; as well as the existence of some obstacles such as routine and other disadvantages of the government apparatus, which objected to the implementation of some attempts.

However, since 1987, Egypt had embarked on the development and implementation of an administrative reform plan for five years. The government has embarked on a program to privatize public companies since 1991... This represented reshaping the role of government administration in Egypt and starting to shift from the socialist model to the market model in its common sense. The Egyptian government had a plan for administrative development in Egypt 1992-1997 and a national program of comprehensive administrative reform since 1997(10).

Egypt had been interested in planning for the administrative reform process since 1987 in order to promote the government administration to be able to lead and implement the economic reform process that Egypt has started to try since the year 2006. This has made the state unique to administrative reform. Separate five-year plans 1987-1997, and a comprehensive national program for administrative reform since 1997, with the beginning of the National Five-Year National Plan 1987-1992. However, nearly 15 years after the implementation of these plans, the development process in Egypt is still facing obstacles, which should be investigated in the impact of these plans on the state apparatus, and thus reveal the extent of efficiency in the repair and configuration of this device to manage the reform and economic and social development in Egypt. This is the basic general logic behind the preparation and implementation of these plans((2)).

The philosophy of administrative reform planning in Egypt in the late 20th century and early 21th century largely reflected

⁽¹⁾ Eldegen, 2004. P. cit., p. p. 30-33

⁽²⁾ Ibid, p. p. 114,115

the neo liberalism, which was based on the concept of negative liberty, which in turn refers to the individual freedom not to submit to the authority of others on the base of trade freedom and the minimum role of government administration in the economy((1)).

Administrative reform planning at this time also expressed New Public Management school, more particularly in privatization and recovery of the cost of public services, and focus on guidance rather, than implementation((2)), in addition to it expressed continuation of previous problems, but in a small degree.

Then came the stage of administrative reform since 2003, focusing on two main things: the shift towards e-government, and the reduction of the number of government employees. As for the shift towards e-government, the government administration has made some progress, but it has not yet reached the desired goals. The completion of government transactions in full electronic form has not been achieved for several reasons:

Limited credit cards for electronic payment; which are the only electronic means of payment, and more used prepaid cards were not suitable for electronic payment.

Dominance of concept of paper-based management at the expense of electronic management among public officials, and the supremacy of the concept of paper-based transactions on the concept of electronic transactions.

With regard to the downsizing of government staff, it did not materialize as expected; for several reasons:

- Continuing government contracts for employees

⁽¹⁾ Eldegen, Ahmed Elsayed, 2010. A proposed conceptual framework for understanding the evolution of government role in the liberal economy before and after the world financial crisis of 2007-2010, The Fourteenth scientific conference of Sadat Academy for Management sciences.

⁽²⁾ Eldegen, Ahmed Elsayed, 2015. op. cit., p. 82

- -The cessation of the appointment of thousands of contractors of low rank civil servants led to public pressure contributed with other factors in the outbreak of the revolution of January 25, 2011.
- Government salaries for most government employees are weak as prices rise, and these salaries become as unemployment benefits.

As for problems of Administrative reform planning in Egypt as of 2003-2011, they represented continuation of previous times problems, in addition to it failed to introduce E Government model.

During 2011 -2014; Egypt witnessed the appointment of temporary employees in government agencies to try to calm the popular anger that accompanied the revolution of January 25, 2011, and the subsequent events, did not witness any attempts at administrative reform due to the difficult conditions of political and social unrest during this period.

During 2014-2018, Egypt witnessed the emergence of a new vision for administrative reform, and has been characterized by several advantages, as follows:

- Including legislative reform, institutional and financial development of human resources, the fight against corruption, the development of local and electronic government services and work on the implementation of participatory planning and information availability.
 - Coupling the axes of this plan with time programs.
- There is a time scale of short-term, medium-term and long-term.

However planning this vision, had some of the disadvantages, as follows:

- The formulation of this vision has largely missed the concept of participatory planning with concerned parties, officials, citizens, other ministries, the private sector, the civil sector and specialized national experts. The philosophy of this vision has largely failed to deal with the negative cultural dimension of the behavior of public officials.

The philosophy of this vision lacked realism and clarity; it often contained ambitious goals that may not be commensurate with the ability to implement.

To some extent, this vison has lacked the existence of strong mechanisms for monitoring and evaluating the plan in an accurate scientific manner.

Also, during 2014-2018, Egypt witnessed the promulgation of the Civil Service Law, which is a distinctive law to motivate employees, develop government human resources, try to eliminate mediation in appointments, and try to eliminate several bureaucratic disadvantages in government work. However, the law was unpopular, because of:

Exception of segments of civil servants in the government apparatus in some organizations.

The law leaves broad scope for the executive regulations to interpret and define the detailed provisions of the law.

The weakest role of the administrative prosecution, and giving the administration wide powers.

The law focused more on the human resource development approach to administrative reform than other approaches such as TQM.

In general, this period expressed continuation of previous times problem, but in a medium degree.

Fourth: Evolution of Economic Development in Egypt, Malaysia and Singapore

Table (1) Comparison among Egypt, Singapore and Malaysia, 1965-1984

	Egypt	Singapore	Malaysia
GDP per capita US\$(1980)	519	4926	1774 .
Average annual rate of Inflation 1965-1973,	2,6	3.1	1.2
Average annual rate of Inflation 1973-1984	13.1	4.4 .	6,2
Growth of Production 1965-1973	3.8	13	6.7
Growth of Production 1973- 1984	8.5	8.2 '	7.3

Source: data of World Development Report 1986 & WB

* Table (2) Comparison among Egypt, Singapore and Malaysia in 2001

	_		· •	
	Country	Egypt	Singapore	Malaysia
GDP per capita US\$		3602	23000	8924
Macroeconomic Environment Index Score(1-7)		3.74	5.52	4.59
Macroeconomic Stability S	3.63	5.37	4.60	

Source: data of World Competitiveness Report 2001 & World Bank2001

Table(3) Comparison among Egypt, Singapore and Malaysia in 2009

Indicator	7	Country	Egypt	Singapore	Malaysia
GDP per capita			2450	37293;	6897
Effectiveness policy	of	anti-monopoly	3.5	5.3	4.6
Quality of management schools			3.3	5.7	4.7
Inflation annual %			16.2	0.2	0.6

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Strength of auditing and reporting standards 1-7 (best)	4.8	6.2	5.4
Efficiency of legal framework in settling disputes 1-7 (best)	4.3	6.3	4.6
Reliance on professional management(1-7)(best)	4.1	5.9	5.3

Source: data of World Competitiveness Report 2010/2011

Table (4) Comparison among Egypt, Singapore and Malaysia in 2018

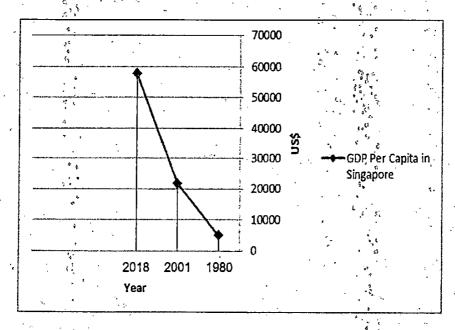
	Egypt	Singapore	Malaysia
GDP per capita US\$	2500	57713	9812
Unemployment rate %	12.1	2	3.4
10-year average annual GDP growth %	3.9	4.2	4.6
5-year average FDI inward flow % GDP	2.1	21.3	3.4
Inflation annual %	16.9	0.0	2.9
Cost of starting a business % GNI per capita	7.4	0.5	5.4 ·
Quality of land administration 0-30 (best)	7.0	29	27.5
Strength of auditing and reporting standards 1-7 (best)	4.7	6.3	5.6
Efficiency of legal framework in settling disputes 1-7 (best)	3.7	6.2	5.2
Income average group	Lower middle	High	Upper middle

Source: data of World Competitiveness Report 2018

Table (5) Comparison among Egypt, Singapore and Malaysia Ranking (2001-2018)

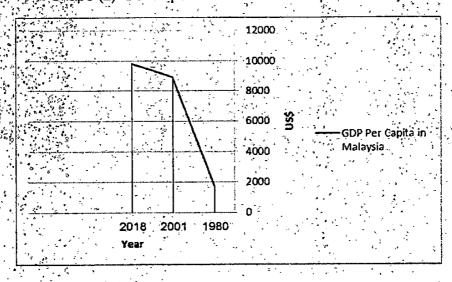
, '	Egypt	Singapore	Malaysia
World Competitiveness rank(Out of 58) in 2001	45	10	37
World Competitiveness rank(0ut of 139) in . 2009/2010	70	3	24
World Competitiveness rank(out of 140) in 2018	94	2	25
income group average	Lower middle	High	Upper middle

Source: data of World Competitiveness Reports 2001, 2010/2011,2018
Shape (1) Development of GDP Per Capita in Singapore



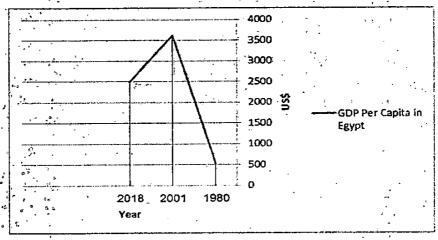
Source: Data Analysis of World bank and Competitiveness Reports

Shape (2) Development of GDP Per Capita in Malaysia



Source: Data Analysis of World bank and Competitiveness ReportS

Shape (3) Development of GDP Per Capita in Egypt



Source: Data Analysis of World bank and Competitiveness Reports

Fifth: Development of chronic problems of administrative reform planning in Egypt as of 1950-2018

Through longitudinal analysis of administrative reform planning in Egypt, it suffered from ten problems, as follows(11):

1-Lack of concept of participatory planning in partnership with the concerned parties, employees, citizens, other ministries, the private sector, the third sector, and specialized national experts. Administrative reform is often planned separately from the Ministry of Administrative Development, Which may not have sufficient powers; it may include in the activities of its plans the integration of administrative structures or the strengthening of the role of oversight bodies, which in turn necessitates the supervision of the Council of Ministers on the planning process of administrative reform.

2- Disregarding the cultural dimension that should deal with in cooperation with the media and culture; in order to change the culture of many employees of indifference; negativity and nepotism, which may negatively affect the behavior of government employees in the practice and prevent administrative reform from achieving its desired objectives.

<u>3-</u> Lack of economic efficiency. Environmental factors played a role in influencing government decisions solely for scientific considerations, such as the commitment to appoint top graduate in the government apparatus, even if not in their specialties.

4- Lack of SMART goals; administrative reform plans often contained highly ambitious objectives that might not be

⁽¹⁾ Mahanna, Mohamed Fouad, op. cit. -Elbaz, Afaf Mohammed, op. cit.

⁻ Gomaa, Salwa Sharawi, op. cit.

⁻Eldegen, Ahmed Elsayed, 2004, op. cit.

⁻ Aref, Abdelhameed, op. cit.

⁻Eldegen, Ahmed Elsayed, 2015, op. cit.

⁻Eldegen, Ahmed Elsayed, 2016, op. cit.

commensurate with the capacity to implement; and there were no clear-cut policies of operation and use of work force in line with the needs of management reform plans.

5-Lack of follow-up and evaluation mechanisms to implement the plans, which may contribute to the inability to overcome difficulties that faced the implementation of plans.

6- Low conformity with world developments. The philosophy of planning for administrative reform in Egypt in the late twentieth century and the beginning of the century, came largely from the neo-liberalism economic school in the minimum role of government administration, as expressed by New Public Management, to a large extent, in the focus on mentoring rather than implementation, but this school had downsides that led to the emergence of the New Public Service movement in the late 20th century (Denhardt, 2009:410); an expression of the Third Way philosophy as a middle road between liberalism and socialism and as an expression of a new form of Social Liberalism, however that was not expressed largely in administrative reform plans in Egypt during this period; which may be one of the main reasons for the inability of these plans to achieve the desired results in the required manner.

<u>7-</u> Lack of decentralization. The planning philosophy of administrative reform in Egypt did not focus on the mechanisms of decentralization, local resource management and ways to strengthen the role of local governments.

8-Lack of Total Quality Management TQM, where administrative reform planning did not focus on the mechanism of total quality management, focusing more on the traditional approach of streamlining procedures or quality management, so plans focused on procedures more than output.

9- Low gradualism. Administrative reform planning focused more on radicalism, often by working to bring about rapid changes that could be counterproductive, so it focused more on administrative revolution rather than administrative reform or administrative development.

10-Lack of the initiative and preventive approach by working on anticipating future challenges and developing the administrative system to meet these challenges. The philosophy of planning for administrative reform throughout history has shown the application of the concept of reaction and solving problems, by leaving administrative problems escalating, and then intervene to work to address them. These problems could be Scaled, trough the following table:

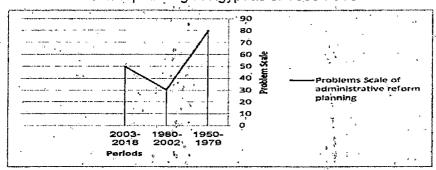
Table (6) Scale of problem and its degrees

Scale of problem		Range of problem degrees
Huge		80-100
Medium		50-79
Small		20-49

Source: The researcher

Based upon this table and analysis of development of administrative reform in Egypt, as of 1950-2018, as shown before in the third main point, it could be reached out to the following shape.

Shape (4) Development of Problems Scale of administrative reform planning in Egypt as of 1950-2018



Source: Analysis of Literature and Participant Observation

Sixth: Planning transformation - A Proposed Framework

No.	From	Into
1	Top Old Administrative Perorn Planning Bottom	Top New Administrative Reform Planning Bottom
2	One government unit/ Central	Collaborative/ De central
3	Separation between strategic and action plans	Integration action plans into strategic ones
4 .	Radicalism	Gradualism
5	Reactive/Remedy approach	Proactive/Preventive approach
6	General Goals	SMART Goals (Specific/ Measurable/ Attainable/ Relevant/Timely)
7	New Public Management	Relevant/ Timely) New Public Service
8	New Liberalism	New Social Liberalism
9	Streamlining Procedures	Total Quality Management
10	Disregarding Cultural dimensions	Dealing with Cultural dimensions

Seventh: Conclusion and Outcomes Analysis:

Using longitudinal analysis of relationship between administrative reform planning and economic development, the study founds out:

- 1-Proving validity of the hypothesis1 regarding A positive correlation between the effectiveness of administrative reform planning and the efficiency of economic development, where:
- A) High effectiveness of administrative reform planning led to high income economy in Singapore as of 1986-2018.
- B) Mid effectiveness of administrative reform planning led to upper middle income economy in Malaysia as of 1986-2018.
- C) Low effectiveness of administrative reform planning led to low middle income economy in Egypt as of 1986-2018.
- 2-Proving validity of the hypothesis 2 regarding A negative correlation between problems scale of the administrative reform planning and the efficiency of economic development in Egypt as of 1950-2018, Where:
- A) Huge-scale problems of the administrative reform planning led to very low GDP Per Capita in Egypt as of 1950-1979.
- B) Low- scale problems of the administrative reform planning led to big increase of GDP Per Capita in Egypt as of 1980-2002.
- C) Medium-Scale problems of the administrative reform planning led to little decrease of GDP Per Capita in Egypt as of 2003-2018.
- 3- The study proposed a transformation framework for administrative reform planning in Egypt,

From: Top-Bottom/ One government unit/ Central/ Separation between strategic and action plans/ Radicalism/ Reactive and Remedy approach / General Goals/ New Public Management/ New Liberalism/ Streamlining Procedures/ Disregarding cultural dimensions.

Into: Top-Bottom planning / Collaborative approach / De central method/ Integration action plans into strategic ones/ SMART Goals/ New Public Service/ New Social Liberalism/ Total Quality Management/ Dealing with Cultural dimensions.

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العلاقة بين التخطيط للأصلاح الإداري والتنمية الاقتصادية- تحليل مقارن عبر الزمن

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تقدم هذه الدراسة تخليل مقان عبر الزمن للتطورات الاقتصادية والإصلاحات الإدارية في مصر وسنغافورة وماليزيا لاختبار صحة فرضيتين، الأولى تتعلق بعلاقة طردية بين كفاءة الاقتصادية وفعالية التخطيط للإصلاح الإداري، والآخرى ترتبط بعلاقة عكسية بين كفاءة التنمية الاقتصادية وحجم مشاكل التخطيط للإصلاح الإداري في مصر خلال الفترة ١٩٥٠-٢٠١٨. كما تسعى هذه الدراسة إلى اقتراح إطار عمل للتحول في أسلوب التخطيط للإصلاح الإداري في مصر للتعامل مع هذه المدراسة أهمية لصانعي السياسات.