
Local development planning within the framework of administrative decentralization

- Experiences of Morocco and Tunisia-

Planification du développement local dans le cadre de la décentralisation administrative

- Expériences du Maroc et de la Tunisie-

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Abstract:

Through our study, we aim to find out the extent to which administrative decentralization contributes to local development planning, considering that achieving local development requires the implementation of a public policy based on scientific foundations, By studying morocco and Tunisia's experiences in the field of administrative decentralization, as it is a method of administrative organization and a means of supporting citizens and their participation in governance and management processes.

Keywords: Administrative decentralization, development planning, local development.

Jel Classification Codes : H7, O2, P41, D73.

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Introduction :

Any country seeks to promote its economy by advancing economic development as well as achieving local development by bringing the administration closer to the citizen and reducing the gaps between them, and achieving local development requires the implementation of a public policy based on scientific and methodological foundations. Local development depends on the principle of community-based building from below to comprehensive development in all areas, as local units in achieving local development programmes at the level of their units face the problem of financing and the weakness of local financial resources allocated for development purposes, thus making it difficult for these units to implement all or some of the necessary development programmes for the local population, and this can only be achieved with the presence of a grass-roots body such as the municipality as the closest to the local population, which can ensure the management of local development closely because of its knowledge of the real needs of the local population. The following problem can be raised: to what extent does administrative decentralization contribute to local development planning?

Sub-questions: We try to simplify the problem by asking a set of sub-questions:

- ✓ What are the most important advantages and disadvantages of administrative Decentralization?
- ✓ What are the most important elements of local development?
- ✓ How much does administrative decentralization contribute to achieving local development planning for Morocco and Tunisia?

Research goals: Through our research, we aim at the following points:

- ✓ To identify the most important advantages and disadvantages of administrative decentralization;
- ✓ Highlighting the most important elements of local development;
- ✓ Knowledge of the most important local development companies in Tunisia and Morocco;
- ✓ To determine the extent to which administrative decentralization contributes to the development planning of Morocco and Tunisia.

Structure of the research: In the light of the problem we will try to address through the following axes:

The first axis: administrative decentralization.

The second axis: local development planning.

Third axis: The experience of Morocco and Tunisia.

The first axis: administrative decentralization:

First, definition:

It is a system that is based on the distribution of powers and administrative functions between the central administration and other regional administrative units and is legally independent of the central administration

once it acquires moral character while remaining partly under the control of the central administration (Aoulmi, p. 260). It can also be defined as 'a method of administrative organization and a means of supporting the citizen and his participation in the processes of governance and administration, and at the same time it is an effective means of achieving rapid channels of communication between the citizen on the one hand and the institutions of the development and implementation of public policy on the other (Qassem, 2006.p: 22)

The central authority is required to give local authorities greater financial autonomy to keep up with local development requirements and increase investment in localities, such as giving local councils greater freedom to dispose of their funds and impose taxes and fees and exemption from them, and the central authority should collect some taxes and fees belonging to local communities on behalf of local authorities by sponsoring all expenses to reduce the burden on the local communities' budget by following up on collection and control (Aoulmi, p: 277). Through the above we conclude that administrative decentralization is a system or administrative method that contributes to supporting citizens to participate in governance processes, i.e. a quick channel of communication between the public and the institution of policy making.

Decentralization has three main benefits: (Sharif, 2004,p:21)

- ✓ Local executive management and local government institutions are accessible to the people they serve;
- ✓ The administration of decentralized governance creates more opportunities for the participation and contributions of the local population;
- ✓ Finally, local authorities are able to be more responsive and adaptable to local conditions, leading to greater effectiveness.

Second: The advantages and disadvantages of decentralization:

In order to implement the method of decentralization and successfully, a number of requirements must be met: government stability and the existence of an existing constitution... Etc.

1- The advantages of administrative decentralization are: (Al-Tamawi, 1979,p: 83)

- ✓ A model of promoting the exercise of public freedoms through the democracy of candidacy and election in local administrations;
- ✓ Reducing the administrative burden of central management;
- ✓ Improving the performance of the administrative sense of belonging to the territory;
- ✓ Streamlining administrative procedures and bringing the administration closer to citizens;
- ✓ Public sense of social justice in the distribution of goods and the wealth of the nation;
- ✓ Rapid economic development;
- ✓ The introduction of decentralization can be justified on the basis of the principle of centralized planning and decentralization of implementation, where the state's general plan is developed by the central administration and can only be embodied in decentralized organs;

- ✓ Decentralization is a vital factor in states because under the central system, the central authority in the capital acquires all resources and wealth, and therefore the people of the territories have no means of migrating to the capital because they find the center and the right place for their ambition;
- ✓ Decentralization allows for the experimentation of new systems where experiments are conducted in the state or municipal department, if the experiment encounters success, it can be generalized and if failure is limited, then there is a trial field for each new development.

Despite all these advantages in administrative decentralization, this does not prevent them from having defects.

2- The shortcomings of administrative decentralization are:

- ✓ The distribution of administrative function between the central authority in the capital and the decentralized bodies in the regions undermines the administrative unity of the State and weakens the central authority, and this criticism is exaggerated because it involves a clear mix between administrative decentralization and political decentralization. Administrative decentralization is limited only to the administrative function and does not entail that the regional units enjoy any part of the administrative function, their distribution to regional bodies does not mean that the management of administrative activity is carried out independently of the central government, it reserves the right to control or administrative guardianship over the Practicing this activity (Messaoudi, 2013,p: 31)
- ✓ Administrative decentralization bodies (especially regional ones) are often formed by election, which is not necessarily based on experience and competence, which may result in a decline in the performance of the administrative system due to the management of local bodies by members who may not have knowledge of administrative working methods, techniques and scientific rules (Lamir, 2014,p: 29)

The second axis: local development planning.

Firstly: Definition of local development.

- ✓ Local development is defined as the process by which effective cooperation between citizens' efforts and the efforts of the public authorities (the Country) to raise the level of local communities and local units; economically, socially and culturally that can be achieved from the perspective of improving the quality of life within a comprehensive and integrated system (Abdulmutallab, 2001,p: 13).
- ✓ These operations are based on two main factors: (El-Gendy, 1971,p: 94)

A- the contribution of the citizens themselves needs too much efforts to improve their standards of living;

B- To provide the necessary technical and other services in such a way as to encourage initiative and mutual assistance among the elements of society and to make these elements more effective, From this it can be concluded that the main engine of development is to rely on the local environment's privacy from a human resource and self-financing, As the energies of local development projects, the human element is more aware of

other needs of development, in addition the communities rely on their financial resources as they become more independent financially , And then in the decision-making local development according to the criteria and additional positive values benefit the citizens;

- ✓ Local Economic Development is a process where the local actors shape and share the future of their territory. We could define it as a participatory process that encourages and facilitates partnership between the local stakeholders, enabling the joint design and implementation of strategies, mainly based on the competitive use of the local resources, with the final aim of creating decent jobs and sustainable economic activities;
- ✓ Local economic development “is essentially a process in which local governments and/or community based groups manage their existing resources and enter into partnership arrangements with the private sector, or with each other, to create new jobs and stimulate economic activity in an economic area.

Secondly: the objective of the local development: The main objectives of local development are: (Khonfri, 2011,pp: 28-29)

- ✓ Inclusion of the various areas of the state in development projects ensures justice and prevent its concentration in the capital or in the centres of population attraction;
- ✓ Not to disturb the demographic structure and distribution among the country's provinces and to reduce internal migrations from rural to urban areas;
- ✓ Accelerate the process of comprehensive development and increased citizen's awareness to maintain projects that contributed to the planning and completion;
- ✓ Increase cooperation and participation between the population and their local councils, which helps to change the community from a state of indifference to active participation;
- ✓ Increasing the financial capacity of the local bodies, which contributes to strengthening of their duties and independence;
- ✓ Development of services, activities, economic and social projects in local communities and the work to transfer them from the traditional to the modern method;
- ✓ Provide an enabling environment for people in the communities to be creative and self-reliant without relying entirely on the state and waiting for its projects;
- ✓ Strengthening the spirit of social action and linking people's efforts with the government's ones to promote the country economically, socially and culturally.

Secondly: elements of local development.

The most important elements underlying local development are: (Yousfi, 2010,p: 49)

- ✓ **A planned programme:** focused on the overall needs of the community, as efficient planning is the best way to ensure that all national physical, natural and human resources are used in a scientific, practical and humane manner to achieve the advancement and well-being of society;
- ✓ **Public participation:** One of the basic rules of local development is the need for popular participation, i.e. the participation of the largest number of residents of the local authority in the development and implementation of projects aimed at promoting them, by raising awareness of a better standard of living by convincing them of new needs and training them in the use of modern means of production and accustoming them to new patterns of economic habits in production, consumption and saving, by involving the community in the development processes, the optimal realization of the goals of local development is achieved because individuals are convinced that the goals of local development are achieved. The community's change results in positive trends towards new development projects, Thus, the participation of these individuals in the practice of thinking and implementation makes them more capable and able to take responsibility, thus qualifying them to work in the local administration and various organizations that work to develop their society. Participation recruits the energies of the community, reduces the expenses of achievement and increases the feeling of individuals belonging to their community, which benefits the success and good progress of projects and achieves the desired goals (Gharbi, 1998,p: 09)

Thus, the participation of community members in the development of local development is the basic basis on which all development plans and policies in society must be built to eliminate the poor response of individuals to local development projects, especially in traditional societies where the rigidity of social and economic structures through the values and traditions established in these societies is the most important obstacle to the innovations and development projects that exist in society.

- ✓ **Technical assistance:** which is provided by government bodies, the development process needs two important elements: the human and the material element, and these two elements are very mixed in social life and consist of the element of technical assistance: human technical assistance and material technical assistance (Yousfi, 2010,p: 49), both complementing the other. Facing the processes of development in the community is the strong resistance shown by local individuals towards the ideas developed aimed at improving the conditions of society through the compatibility of development efforts with the basic needs of the community, which form a fundamental basis and a fundamental principle in any basic process of development in society (Eid, 1990,p: 64)
- ✓ **Integration of disciplines:** One of the basic rules of development is to have the integration of projects in different fields through a multi-purpose programme, and this is the result of the interlocking factors affecting economic, social and political phenomena. Various programs save a lot of effort (Yousfi, 2010,p: 49), time,

money and eliminate many obstacles especially the unexpected, which has made the base of integration and comprehensiveness in projects and plans a fundamental principle whether conceived or implemented.

The third axis: the experiences of Morocco and Tunisia.

Firstly: Administrative decentralization in Morocco:

The territorial groups of the Kingdom are the entities, regions and groups, as the territorial groups are legal persons subject to public law and conduct their affairs in a democratic manner (Chapter 135, 2018, p: 27) where the councils of parties and groups are elected by direct universal suffrage, and regional and territorial organization is based on the principles of free management and on cooperation and solidarity and ensures the participation of the people concerned in managing their affairs and raising its contribution to integrated and sustainable human development (Chapter 136, morocco: constituteproject.org., 2018,p: 27)

Other territorial authorities and groups contribute to the activation of the state's public policy and to the preparation of dirt policies through their representatives in the Council of Councillors (Chapter 137, 2018).The presidents of the councils of the entities and the heads of the councils of other earth groups implement the deliberations of these councils and their decisions (Chapter 138, morocco: constituteproject.org., 2018,p: 27), where they develop participatory mechanisms for dialogue and consultation in order to manage the contribution of citizens and associations in the preparation and tracking of development programs (Chapter 139, morocco: constituteproject.org, 2018,p: 27).

Other territorial entities and associations have self-financing and state-controlled resources, as each jurisdiction transferred by the state to other territorial entities and associations is combined with the transfer of the corresponding resources (Chapter 141, 2018, p. 28), as the social rehabilitation fund is created for a certain period and for the benefit of the authorities in order to fill the deficit in the areas of human development and basic infrastructure as well as equipment, in addition to a solidarity fund between the parties with the aim of equal distribution of resources in order to reduce the disparities between them (Chapter 142, 2018, p. 28).

Under the supervision of the President of its Council, the Authority occupies the leading position for other earth groups in the preparation and tracking of regional development programmes and regional designs for the preparation of dirt within the scope of respect for the self-discipline of these earth groups, as whenever it comes to the completion of a project requires the cooperation of several earth groups, the latter agree on how to cooperate (Chapter 143, 2018, p. 28).

The proximity of the administration to the citizen and his involvement in the management of local public affairs and the adoption of his opinion is one of the stated objectives of decentralization, and effectiveness requires transparency and accountability to open channels that enable citizens to see ways of managing the interests of their group, and to have some data in place of a special bulletin such as the financial position of the Council, the projects that the Council aims to achieve, the absent advisors... There is no doubt that these and

other data enable the voter to hold elected officials accountable while at the same time contributing to reducing slippage and embezzlement as well as improving the performance of collective councils (Democracy,p: 163)

Local development companies:

Local development companies are one of the tools available to local authorities Morocco to manage public services and utilities and the sustainability of these companies allows local groups to professionalize the management of public services and improve services for citizens, and the use of Local development companies as a utility management tool is also an important means of mobilizing funds to meet the needs of Moroccan cities, since at the beginning of 2008 the local federation of public sector companies helped to develop projects to establish local development companies and also decided the English League Union to support the establishment of the Local development companies system, which called for the development of the Local development companies system, which was called for the development of And exchange experiences and good practices that seek to develop the development of the Kingdom (AISSAOUI, 2017).

An agreement was signed at the Municipal Palace in Marrakech in 2016 under the name of 'Contract for the establishment of the Capital of Lights Company' called 'New Local Development Company' between the Marrakech City Community Council and the Investment in Energy Company as well as the Spanish company Enertika, aimed at improving and developing the management of public lighting in Marrakech with the strong support of the Ministry of Interior and in particular the Directorate General of Local Communities, as it is estimated that direct investment in the public lighting project in Marrakech will be completed in 3 years. Energy performance (<http://www.almaydane24.com>.)

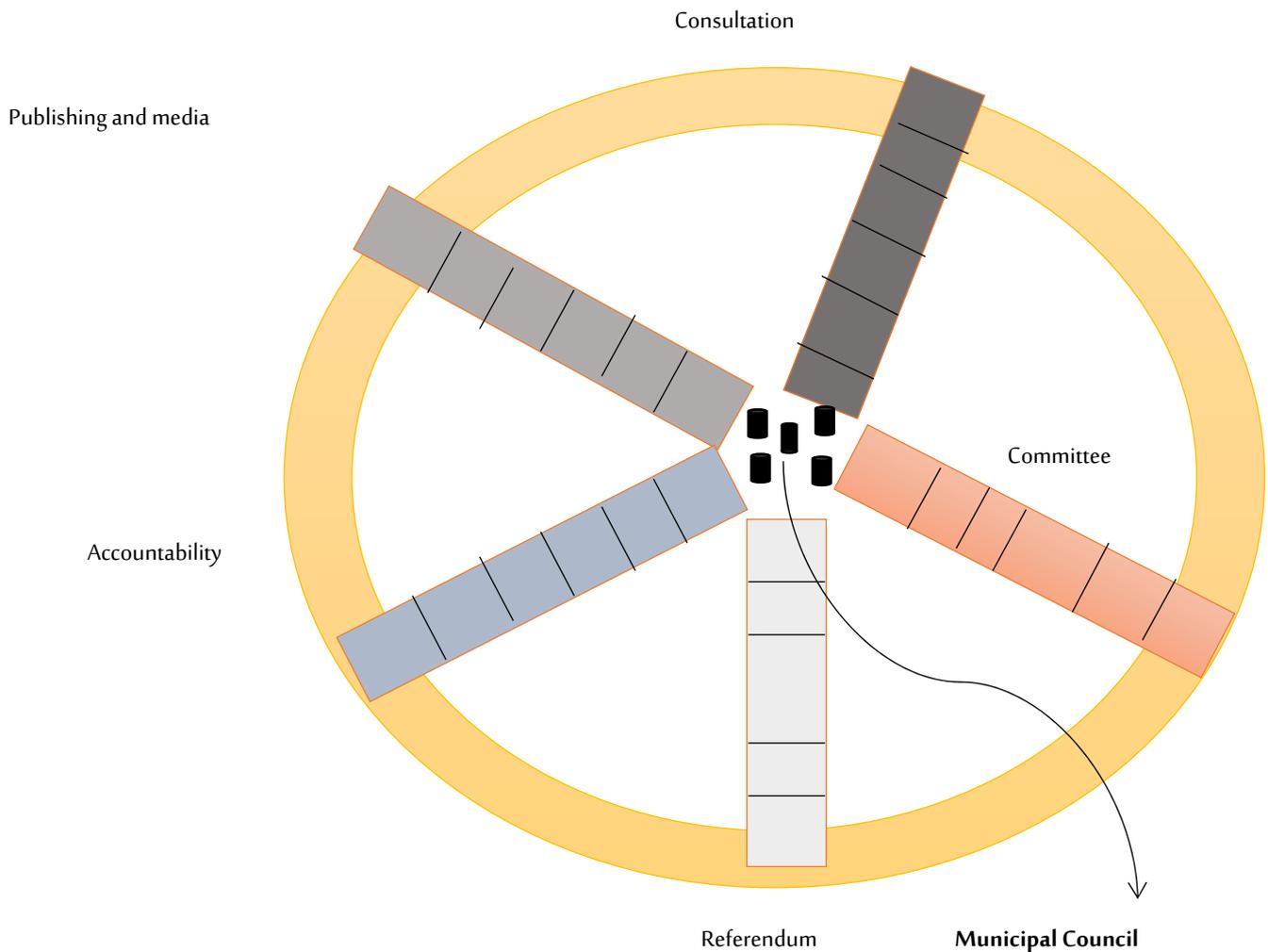
The first phase includes replacing 10,000 light points in preparation for the reception of Marrakech at the Cop 22 conference, renovating 58,000 light points to the third year and raising the quality of lighting and the use of modern lighting, tracking lighting in a modern, centralized and automatic manner and managing it remotely in accordance with international standards applicable in European cities, as well as making Marrakech a better and safer city (<http://www.almaydane24.com>.)

Secondly: Administrative decentralization in Tunisia:

The Tunisian local authority is based on decentralization, the latter of which is embodied in local groups consisting of municipalities, entities and territories, each of which covers the entire territory of the Republic according to a division regulated by law (Communities, 2016) .

The government's policy of promoting the rights of the population is a priority for the government (chapter 139, 2016).

Local communities can also link external relations to partnership and decentralized cooperation as the law regulates the rules of cooperation and partnership (chapter 140, 2016).

Figure N° 01: Mechanisms for participatory democracy.

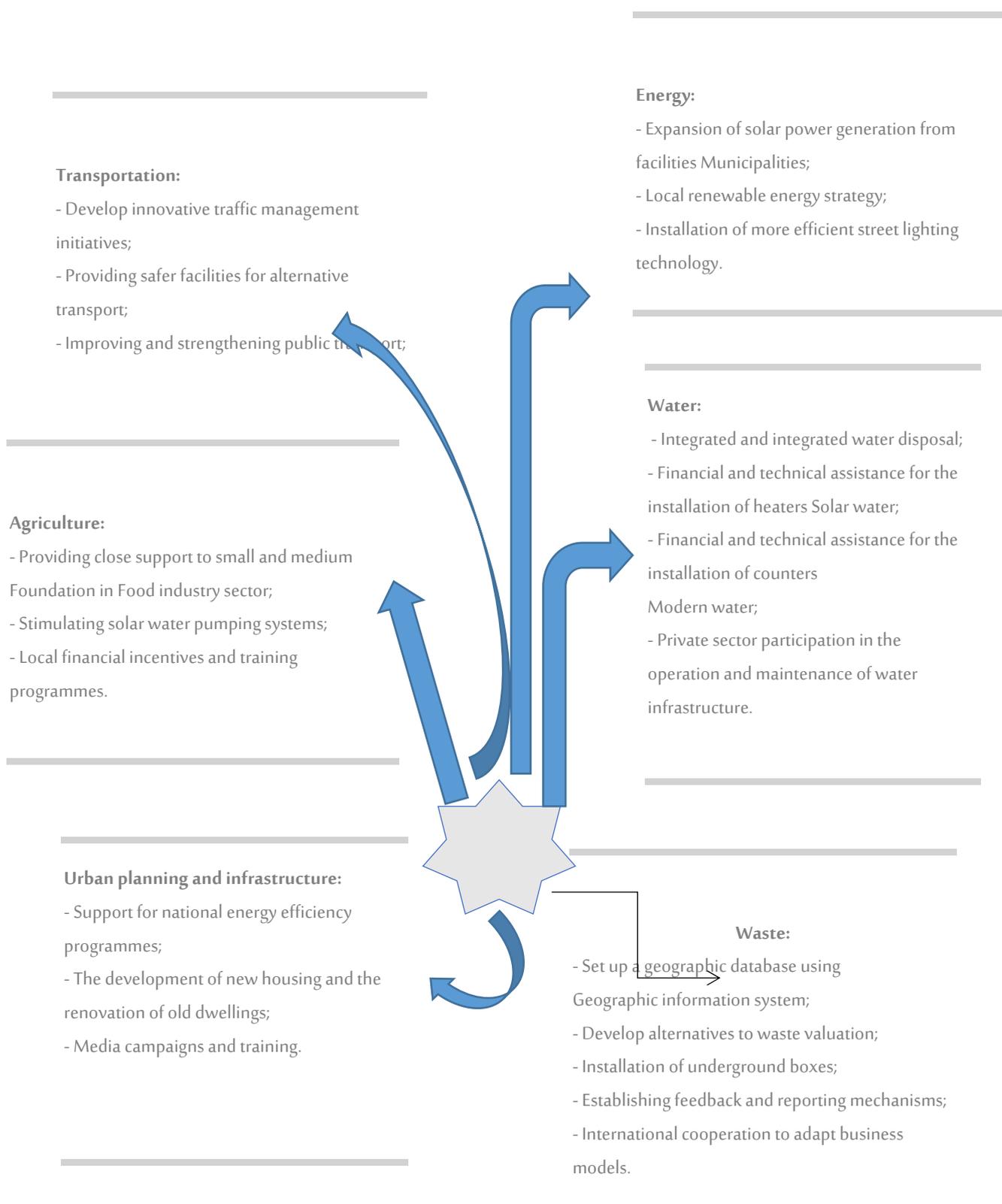
Source: Prepared by researchers based on: **The Basic Law on the Journal of Local Communities**, previous reference, p: 22

he government's policy of "eliminating the "state of the land" is a major step in the right direction. Such as community actors, civil society organizations, the private sector, public sector officials, local political representatives, government employees and minorities (Countries, 2013).

1- Sector policy recommendations:

Readjustment of powers between central and local authorities and reassessment of the current role-sharing system within tunisia's decentralization is essential to ensuring that local decisions that respond to basic public needs are updated and sustained, and recommendations for multi-sector policies include:

Figure N° 02: Sectoral policy recommendations.



Source: Prepared by researchers based on: Nathan Appleman, Anna Lederiter, **Future Politics: A Guide to Local Environmental Government in Tunisia**, North Africa, Tunisia, p: 05.

2- Multi-sector policy options:

The government's policy of "strengthening the role of the State in the development of the state of the environment and the need to promote the development of the state of the economy" is a key factor in the development of the country's economy. And other international agencies

(www.webmanagercenter.com//410307/gouvernance-locale-/une-strategie-de-developpement-pour-la-ville-de-jendouba.) In addition, the expected changes introduced by the Community Journal project should help these programmes gain sustainability, as in the medium term municipalities will achieve financial autonomy as well as greater responsibilities in formulating and implementing their own strategies, and thus municipalities will become less dependent on the financial assistance provided by the central government and external actors in the formulation and implementation of their decisions (Appleman<p: 39)

Thirdly: The apparent flaws in the reform of local communities in Morocco and Tunisia:

We believe that the problem of state dominance represented in its central administration over local communities is greater than the issue of subsidies and financing due to the following reasons: (Al-Ajmi,p: 168)

- ✓ If the weakness of human financial resources as a feature of most municipalities, especially in rural areas, is a cause for such dominance, then what do we explain the removal of the most important municipalities in terms of financial and human resources from the circle of decentralization at the level of the hierarchy of their authority, represented by their president at least, as is the case with the municipality of Tunis and the municipality of Rabat in Morocco;
- ✓ If the lack of resources prevents the development of the independence of local communities, the State, to the extent that it works to resolve this problem through grants and subsidies, stands in the way of the development of the financial means of these groups by obstructing cooperation between municipalities by subjecting it, whether internally or externally, to control the meaning of prior compulsory approval of the supervisory authority, including the municipality's contribution to public facilities on the one hand and the conclusion of decentralized and cooperative agreements with foreign groups on the other hand with regard to Tunisia and Morocco;
- ✓ Financial decentralization enables local authorities to collect and spend their own money and gives them the ability to act independently without having to rely on conditional grants from the central government, as many constitutions do not mention the issue of local administration funding and simply leave it to the legislature to determine the financial powers of local authorities, and this may result in local authorities relying heavily on the funds allocated by the central government and the subsequent loss of independence.

3. Conclusion:

The interest in local development is linked to the philosophy of decentralization, since by achieving local development programmes, local units face many problems, including funding, so it is difficult for local units to implement all development programmes, which requires a body such as the municipality to ensure local development management for the purpose of knowing the needs of the local population.

Results: Through this study, the following results were obtained:

- ✓ The administrative decentralization is a system or administrative method that contributes to supporting citizens to participate in governance processes.
- ✓ In order to implement the method of decentralization and successfully, a number of requirements must be met: government stability and the existence of an existing constitution... Etc.
- ✓ The elements of local development are: public participation, a planned programme, technical assistance, and integration of competencies.
- ✓ Financial decentralization enables local authorities to collect and spend their own money and give them the ability to act independently without having to rely on conditional grants from the central government, as demonstrated by the experiences of Morocco and Tunisia.

Recommendations: Through the results reached, the following suggestions can be made.

- ✓ Benefit from leading international experiences in local development planning as well as administrative decentralization.
- ✓ The need to open the way for the municipality to contribute to public facilities and conclude decentralized cooperation agreements with foreign groups.
- ✓ The state's dominance in its central administration over local communities is greater than the issue of subsidies and financing, so administrative decentralization must be adopted in local development management and planning.

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