

Summary of Interviews—Field Mapping and Knowledge Development

Arab Authorities and the Role of
Integrator/Economic Developer: Challenges in
Maximizing the Implementation of Government
Resolution 922

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Shalom,

In this report, the JDC Institute for Leadership and Governance presents **observations and insights** collected during field mapping for the planned partnership between the JDC Institute and the Authority for the Economic Development of the Arab, Druze and Circassian Sectors in the Ministry for Social Equality.

This initiative will establish a new position within Arab local authorities to promote resource utilization and economic development—the “integrator.” Additional partners include the Ministry of Finance, the Ministry of the Interior, UJA Federation of New York, the Russell Berrie Foundation, the Diane and Guilford Glazer Philanthropies, the Fohs Foundation, and other donors.

The JDC Institute for Leadership and Governance has many years of experience of working with local government in Israel. In order to investigate in depth and understand the various **unique aspects of Arab local authorities**, we studied successes, challenges, and barriers, as well as needs and opportunities. We met with key professional and political figures in Arab local government, leaders in Arab civil society, academics, and more.

At this stage, we avoided interviewing representatives of central government, to ensure that our focus remains firmly on the needs of the local authorities. We directed our questions toward issues we thought would be relevant for the integrators whom the Institute will recruit, train, and support over the coming years.

The interviews highlighted a number of issues for us, which helped us to build an appropriate road map. This road map is now being translated into a leadership development program for the integrators, comprising two parts: a short, intensive boot camp and an ongoing mentoring process. In addition, the insights gained have been used as the basis for agreements between the Institute and the partnering government ministries, and between the ministries and the local authorities.

The process we undertook has strengthened existing ties and created new ones, and has fostered a relationship of sharing and trust with Arab local government, including heads of local authorities, directors-general, senior officials, and others.

We want to thank everyone who has contributed their time thus far. Their openness and curiosity, as well as their questions and doubts, have enabled us to develop suitable tools.

Special thanks are due to Ayman Saif and Salima Mustafa Saliman, our future partners in the 2018–2020 Program for Resource Utilization and Economic Development in Arab Local Authorities. We are truly grateful for your trust in us, for opening doors to the local authorities and their senior management, and for your professional and sensitive guidance of our work as described in this document.

Much work remains to be done. As we continue this knowledge development process, we are learning about additional content, identifying barriers and solutions, and bringing in more partners. In the meantime, we hope that this report is as enlightening for you to read as it was for us to produce.

Rani Dudai, *Director*,
& the Resource Utilization Team,
JDC Institute for Leadership and Governance

Founding partners: Penni and Stephen Weinberg, UJA Federation of New York and The Wohl Legacy

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Introduction

On January 30, 2015 the Government of Israel passed Resolution 922, laying out a plan for government activity on the economic development of minority populations between 2016 and 2020, with the aim of achieving the economic integration of minorities in Israel. It was decided that the Authority for Economic Development in the Ministry for Social Equality would integrate Resolution 922 in a five-year plan.

Due to the anticipated complexity of implementing the resolution, and in light of the many years of experience accumulated by the JDC Institute for Leadership and Governance in developing local government infrastructure (such as strategic units and regional clusters) and in facilitating dialogue between central and local government with regard to government resolutions, it was decided to set up a partnership between the Ministry for Social Equality and the Institute to create an infrastructure of integrators for economic development and resource utilization in 44 Arab authorities. The plan involved screening and training new professionals who would help ensure the maximal implementation of Resolution 922 and develop the economic-strategic infrastructure for resource utilization in local authorities.

As the first stage of a learning process that focused on the local level, and to prepare for defining the new position and developing a suitable training and mentorship/guidance plan, the development team held a series of in-depth interviews and study sessions with representatives in a wide range of bodies that are now involved in implementing the resolution in Arab authorities. First and foremost, we interviewed heads of Arab local authorities. Our sample included heads of local authorities that will be partners in the joint venture, as well as of the remaining 16 authorities that will not be participating, and representatives of the National Committee of Heads of Arab Local Authorities. We also interviewed senior officials in the local authorities to learn about how best to direct our efforts, and participants in the Cadets for Municipal Service program, who are high-quality and committed young professionals bringing change to local government. In addition, we held in-depth talks with professionals in civil society organizations that are already involved in helping Arab local authorities to implement parts of the resolution, and we interviewed and worked with experts on local government from the fields of academia and philanthropy.

Mapping Goals

The mapping process was designed to facilitate in-depth learning of the field by the Institute, in order to develop a training and support plan for integrators that would meet needs, and also to create awareness on the ground before the launch of the program. The main goals defined for the process were as follows:

1. Map the challenges posed to the Arab authorities by Resolution 922.
2. Define the necessary conditions for the success of the integrator role, and derive the key features of the training program required to prepare the integrators for this role.
3. Define a strategy for introducing the integrator role based on input from the field.
4. Deepen the Institute's familiarity with the relevant bodies and actors, and strengthen its relationship with them.

Method

In-depth personal interviews were held with representatives of the four main groups involved in the implementation of Resolution 922 (excepting national government bodies), as follows:

1. **Local authority heads, directors-general, engineers, and/or other senior officials in some Arab authorities** (11 interviews). Interviewees were chosen both from authorities included in the list of 44 that will participate in the program, and from the 16 authorities not included.
2. **Representatives of the National Committee of Heads of Arab Local Authorities**, including professional advisors to the Committee (5 interviews).
3. **Cadets in Municipal Service** (10 interviews in total). A group consultation was held with all the cadets, and individual interviews were held with seven of them, from Baqa al-Gharbiyye, Kafr Qara, Majd al-Krum, Beit Jann, and Shefaram. Two more interviews were conducted with members of the Cadet program management team.
4. **Civil society organizations**. Interviews were held with four NGOs involved in promoting Resolution 922 and which are currently assisting Arab authorities with the implementation of various parts of the resolution.

List of Interviewees and their Functions

(30 interviews)

| Heads of Arab Local Authorities and Senior Authority Officials | | |
|--|-------------------------|--|
| 1 | AdGar Dakoer | Mayor of Fassuta Local Council |
| 2 | Amin Sahleh | Tamra Municipal Engineer |
| 3 | Arij Sarahan | Majd al-Krum Local Council Engineer |
| 4 | Zaher Saleh | Mayor of Kaukab Abu al-Hija Local Council |
| 5 | Modar Yunis | Mayor of Ar'ara Local Council |
| 6 | Aadel Bdir | Mayor of Kafr Kassem Municipality |
| 7 | Abd Alsalaam Darawshe * | Mayor of Iksal Local Council |
| 8 | Abd Alsalaam Darawshe * | Secretary of Iksal Local Council |
| 9 | Fouad Awad | Mayor of Mizra'a Local Council |
| 10 | Koby Alon | Director-General of Kafr Kassem Municipality |
| 11 | Shafiq Kassem | Manager of Strategic Planning Department, Umm al-Fahm Municipality |

* Numbers 7–8 refer to two different people with the same name.

Committee of Arab Authority Heads

| | | |
|----|---------------|--|
| 12 | Mazen Ganayem | Mayor of Sahnin Municipality |
| 13 | Mudar Yonis | Mayor of Ara – Arara Local Council |
| 14 | Fouad Awad | Mayor of Mazraah Local Council |
| 15 | Edgar Dakwar | Mayor of Fassota Local Council |
| 16 | Ala'a Gantos | Advisor to the National Committee of Heads of Arab Local Authorities |

Cadets Program— Interns in Arab Authorities

| | | |
|----|-------------------------------|---|
| 17 | Group meeting with all cadets | Local government interns |
| 18 | Bayan Ali Mussa | Assistant Engineer for Urban Planning Matters, Majd al-Krum Local Council |
| 19 | Hadil Awad | Assistant to General Director for Economic Development and Fund Raising, Baqa al-Gharbiyye Municipality |
| 20 | Nadav Monk | Manager of Organizational Development, Management and Head Office, Baqa al-Gharbiyye Municipality |
| 21 | Oded Frumowitz | Urban Strategic Planner, Baqa al-Gharbiyye Municipality |
| 22 | Navot Goldwyn | Assistant CEO, Economic Company, Shefaram Municipality |
| 23 | Abeer Mahmoud | Assistant to Head of Economic and Organizational Development Authority, Beit Jann Local Council |
| 24 | Ruba Salem | Manager of Strategy and Fund Raising, Kafr Qara |
| 25 | Chen Teffer-Chen | Head of Training for Internship Programs, Rothschild Caesarea Partnerships |
| 26 | Michal Reikin | Manager of Internship Programs, Rothschild Caesarea Partnerships |

Civil Society

| | | |
|----|-----------------------------------|---|
| 27 | Ayal Kantz & Ghaida Rinawie Zoabi | Injaz—Professional Center for Promotion of Arab Local Authorities |
| 28 | Jaafar Farach | CEO, Mussawa Center |
| 29 | Muhamad Hilaila | Planner, Sikkuy Association |
| 30 | Samar Swid | CEO, Alternative Planning Center |

Background: Budget Allocations in Resolution 922

Government resolutions contain clauses of various types. There are declarative clauses, clauses dealing with policy, and clauses dealing with implementation. Some clauses refer to future budgets, some to current budgets, and some have no allocated budget. One of the greatest challenges in deciphering a government resolution is establishing which of the sums mentioned are grounded in existing or planned budgets—and in our context, what is the amount that is actually available to Arab local authorities.

Resolution 922 includes reference to some NIS 15 billion, but in reality not all of that amount is “new,” as it includes some funds that would have been allocated in any case, without the resolution. Furthermore, the total sum also includes funds that are not designated for use by the local authorities, making it difficult to establish the amount of funding due to each local authority under the terms of the resolution.

“For example, take the budget of the Ministry of Transport. They said they added 40%, but they don’t know if that’s an addition, or part of what already existed.”

– Head of an Arab local authority

Very roughly, the budgets appearing in the various clauses of the resolution can be divided into four categories, to provide a theoretical picture of the budgets available to each Arab local authority.

1. **Budgets under the discretion of the local authority:** This type of clause deals with budgets that will be transferred directly from government ministries to the authorities. The funds are made available to the authority, and the authority is wholly responsible for all stages of implementation, from writing a plan for the use of the funds, through accessing the funds, to executing the plan in its entirety. The extent of the utilization of these funds depends on the abilities of each authority to complete this process. Examples include: informal education programs, development grants from the Ministry of the Interior, day care centers funded by the Ministry of Labor and Social Affairs, public institutions, and Ministry of Housing grants.
2. **Budgets for which the local authority is involved in utilization:** This type of clause relates to budgets that are not transferred directly to the local authorities, but are utilized by other entities; however, the local authority has an important role to play in removing barriers and overseeing the task, to ensure that funds are fully utilized and are not left lying dormant. Examples include: public transport projects, carried out by the Ministry of Transport; and employment initiatives, carried out by the Ministry of Economy.
3. **Budgets for which the local authority has no involvement in utilization:** In this category we include budgets and clauses in which funds are not transferred to the local authorities but are instead used directly by the relevant ministries without consulting the authorities. These mainly relate to services that do not fall under the aegis of the local

authority. Examples include: special mathematics lessons for outstanding students, and teaching hours for outstanding teachers; in both these cases, the Ministry of Education transfers funds directly to schools.

4. **Declarative budgets:** The resolution contains clauses that are intended to guide the various ministries in the allocation of their existing budgets as of the date of the resolution, with regard to the relative amounts of these budgets that should be allocated for use within Arab society. These funds are not necessarily transferred to the authorities themselves.

Chapter A: Challenges in Resource Utilization and Financial Development in Arab Authorities

This chapter describes the challenges facing Arab local authorities regarding resource utilization and financial development, based on the information received from our various interviews. The challenges are organized into eight main areas; where relevant, we summarize the main insights of our overviews, and list the implications for the JDC 922 Initiative.

1. Central Government

Arab local authorities suffer from deficient central government policy. The allocation of budgets is the prime example of this: allocations are made according to local authorities' ranking on the national socioeconomic index or the peripherality index, which often fail to truly reflect their needs (Arab local authorities may be extremely lacking in resources, and yet be relatively near to the center of the country, or have the lowest ranking based on residents' income). The interviewees identified the need for change in central government's perceptions of and attitudes toward Arab society; they noted the importance of government functionaries investing time in talking to them and getting to know them. The current lack of knowledge and familiarity hampers communication and undermines confidence in the local authority officials and their abilities. We have seen a certain shift in discourse and some initial improvement in the relationship between government ministries and Arab local government, but there is still a long way to go. It is clear that at this stage there have not yet been any concrete decisions regarding disbursement of funds.

“We need a change in the central government’s perception of Arab local authorities, as a necessary condition for the Arab authorities to maximize their economic potential... Recently ministries have shown understanding—they are interested in compensating [for inequalities]—but there is still a gap between declarations and actions.”

– Senior official in an Arab local authority

There is also an inherent difficulty relating to central government that is not unique to this government resolution—the lack of coordination within and between various government ministries, which makes it harder for local authorities to access and fully utilize allocated resources.

2. Local Government

Some interviewees referred to the lack of a well-defined strategy to guide the local authorities in their work, particularly in the context of economic development, as being a problem. We heard from the authorities themselves that they have no ground-breaking ideas or tools for managing services in today's complex reality. These difficulties—strategic and tactical—are caused both by

the disconnect between state institutions and Arab society (as described in the previous section), and by a lack of professional management within some of the Arab authorities.

“The sector does not work to a strategy, and so all that happens is that we get lost...”

– Senior official in an Arab local authority

“There are no functionaries in local government who know how to think strategically, so the result does not meet the objectives of the larger plan.”

– Senior official in an Arab local authority

3. Interface Between Local and Central Government

The inflexibility of government ministries, including their accounting and legal staff, and their unfamiliarity with the characteristics of Arab authorities, has resulted in ministries becoming fixated on ensuring local authorities’ conformity to procedures that are not suited to their needs. The generic nature of central government prevents adaptation and creates a situation in which budgets cannot be implemented.

“When the government issues a list of places where industrial zones are to be developed, and those places have no land available for development—that’s stupidity.”

– Head of an Arab local authority

We are now seeing indications that some government officials are becoming aware of the problem and are trying to find solutions. In the interviews, we heard that some ministries have invested immense efforts into adapting their tools for use by Arab local authorities, and thus lowered a significant barrier. In most cases, however, the disconnect between central government demands and procedures, and Arab local government needs and capabilities, remains as problematic as ever.

The phenomenon of “matching” (central government budgets provided only on condition of matching funding being provided by the local authority or secured from philanthropy) is an example of the disadvantage experienced by Arab local authorities—their low level of funding makes it difficult to find matching funds for government budgets to which they are entitled, and in many cases the authorities lose out on these budgets entirely.

In addition to senior ministry officials’ lack of familiarity with Arab local authorities and their unique characteristics, there is also a lack of personal acquaintance with senior Arab local government officials, which could help bridge these gaps. The absence of these individual relationships impairs the ability of Arab authorities to progress; this is because resource utilization relies heavily on leveraging a network of personal contacts, to ensure the smooth passage of budgets through the various channels.

“Master plans are the basis for future economic development, and master plans in some places have not yet been approved due to constraints imposed by national/regional outline plans and to opposition from neighboring Jewish towns and villages that exploit their political and professional power.”

– Arab local authority engineer

Implications for the 922 Initiative:

- Give local authorities the competence and ability to present their successes and their challenges to government ministries.
- Foster familiarity and create a network of contacts between local authorities and central government.
- Familiarize local authorities with the mechanisms of central government, and familiarize government ministries with the unique needs of local authorities.

4. Planning, Engineering, and Land as the Basis for Developing and Strengthening Authorities

The subject of planning stands out as one of the central challenges for Arab authorities, **and above all the lack of state land available to Arab towns and villages**: most of their land is privately owned, which to a great extent limits the possibilities for economic development. The Arab authorities lack land for the growth and development of neighborhoods, commercial areas, industrial zones, and so on. Even when areas are approved as state land, this is usually used as a form of compensation to private land owners and does not provide enough space for planning and development. Israel’s planning institutions are designed to support economic development on state land, and most of their tools are suited to the challenges of development in Jewish locales. The planning committees do not have suitable tools to promote the development of Arab locales, with their unique characteristics, leading to cumbersome bureaucracy and numerous delays in planning. The regional committees find it difficult to understand the needs of Arab localities and Arab society; there is no appreciation for or understanding of rural construction, on private land, and a lack of appropriate construction plans. Consequently, there is a dire lack of development in Arab local authorities.

Aside from the issue of land itself, political pressures and interests from elements in both Jewish society and Arab society also have an impact, preventing agreements being reached and hampering future planning in Arab towns and villages. At present, Arab local authorities are not represented on planning committees, neither national nor regional.

There is also a shortage of personnel for planning work, particularly in the engineering departments of Arab authorities. In most cases there is one engineer who has difficulty answering immediate local needs, and cannot find time to plan and lead new projects.

“There are complex barriers related to planning, and a mechanism is needed to help resolve them in order to properly utilize the resources made available to the authority by the Resolution.”

– Arab local authority engineer

Main insights:

- Planning problems are a major barrier to the development of Arab towns and villages, including economic development.
- There is a need to resolve the planning issue in Arab authorities and to develop better relations between the national Israel Planning Administration and local authority staff, including the integrators.
- A shortage of professional personnel in the engineering departments means that the plans submitted are not of good quality.
- The current capacity of engineering departments is taken up by supervising existing infrastructure and changes to buildings, leaving no capacity for planning and developing.
- Planning knowledge and skills are in short supply in many local authorities.
- Adapting existing planning structures and procedures to the special cultural and social features of Arab society represents a particular challenge.

Implications for the 922 Initiative:

1. Provide orientation, tools, and an advisory group on matters of planning and engineering for the integrators in local authorities.
2. Set up a joint committee of the Ministry of the Interior and the Israel Planning Administration together with local authority representatives (heads, engineers, and integrators) to discuss planning problems. The cases to be discussed will be identified and prepared by integrators.
3. Strengthen the engineering departments in Arab local authorities by creating a framework for developing knowledge and strategy, including external training to be developed with the involvement of Injaz.

5. Economic Development and Development of Income-Generating Projects

All the interviewees agree that Resolution 922 is an important, ground-breaking step, but that it still fails to address the issue of economic development in terms of developing industrial/commercial zones, tourist projects, or other projects that will generate income.

The interviewees stated that most projects currently being promoted are tactical and will not contribute significantly to economic development in ways that can promote growth in terms of employment, standard of living, general services, and urbanization. These are simply projects that were available or that could be advanced with the limited funding available to the local authorities.

“There’s no budget for economic development in the Resolution. They talk about economic development but there are no clauses in the resolution that allocate budgets for it, no industrial zones, and no tourism.”

– Head of an Arab local authority, National Committee member

“They should work simultaneously on developing industrial zones, residential neighborhoods, and other strategic projects that can promote economic development. You can’t develop a city with small local projects.”

– Engineer of an Arab local authority

“Projects for economic development are projects for tourism, commercial areas, and industrial zones—and these are not in the resolution.”

– Head of an Arab local authority, National Committee member

The following are the main factors that hinder economic development:

- **Peripheral location:** Most Arab local authorities are high on Israel’s peripherality index (produced by the Central Bureau of Statistics). Economic development is affected by location, and the more peripheral the locale, the more its economic development is hampered by market forces and requires active involvement to be achieved. This active involvement requires knowledge, commitment, and ability, plus leadership from both the local authority and central government.
- **Land ownership:** The complexity of land ownership in Arab towns and villages is a significant barrier to economic development. Much of the land is privately owned, and any land development requires agreement between the residents and the authority on the nature of the development and the type of compensation to be paid. In the best case, this challenge only delays development, but in most cases it actually prevents development. We identified only a few successes in this area. There is agreement on the need for change in attitudes to this issue in Arab society, and for an open dialogue about the realities on the ground. Local authority heads must show leadership and government ministries must be flexible for this matter to advance.
- Resolution 922 lacks **designated budgets for development and planning**, and to fund the services of advisors and external companies to advance tasks such as mapping and creating

master plans and long-term plans. Many Arab authorities decide they have no choice but to use their budgets for routine projects and not for future development and change.

- **Gap between the policy of the Ministry of the Economy and the expectations of Arab local authorities for economic development:** The ministry's policy is to develop shared industrial zones serving several Arab local authorities, while the authorities each want to have their own separate zones.
- Arab authorities need **to increase their income**, in order to provide a better level of services for their residents. This involves both improving income from local taxes and creating income-generating projects.
 - There are still Arab authorities that have difficulty collecting local taxes.
 - The biggest challenge for the authorities and the ministries is to create projects that generate income. Some authorities have identified opportunities and are working to realize them, but most are unable to come up with practical ideas, much less implement them. A striking fact is that many Arab authorities suffer from a size disadvantage, so they need an innovative approach to economic development. Moreover, at present there is no organized doctrine of how to create economic development and growth in local authorities, and each authority is responsible for initiating and investigating its own ideas. For small authorities, particularly the Arab ones, this is difficult.

“The problem is with income: we know how to reduce expenses, but not how to increase our income, and this prevents us from improving services to our residents.”

– Head of an Arab local authority

- Arab local authorities perceive themselves as service suppliers rather than service developers. Development requires initiative and innovation. The authorities' reluctance to initiate and innovate can be explained by their fear of change and by a lack of trust, both internal (within the authority) and external (toward government ministries).

Insights:

1. At present there is no doctrine in Israel to help the head of a small authority, where market rules do not apply, to diagnose the situation and **decide on the best way to achieve economic development**. There is some knowledge about reducing expenses, and about increasing income from local taxes, but we note that neither the authorities themselves, nor the government ministries or the business sector, have the knowledge necessary to foster development in Arab authorities, which have to work within considerable restrictions and constraints.

2. There is a lack of personnel who can work on economic development, and there is a need to train such people.

Implications for the 922 Initiative:

1. Promote a joint forum with representatives from government ministries, local authorities, and civil society, and experts and researchers on the subject, to discuss issues and to promote learning and knowledge about economic development in Arab authorities.
2. Economic development as a central component of training for integrators during their 3-year mentoring period.
3. Networking of Arab local authorities through the integrators, to encourage knowledge sharing and the creation of partnerships.

6. Politics and Internal Dynamics Within Authorities

At present, one of the characteristics of weak authorities in the periphery and in Arab society is a political situation that does not support professional dialogue and decision-making. Decisions and appointments are made largely according to political considerations rather than professional considerations. The turnover rate of Arab authority heads is 70% every five years; in some places, a term of office is the product of an agreement between different local forces, and political quid pro quos are a matter of course.

“The politicians in the authorities are people who don’t make decisions based on a vision or an agenda; they rely on the support of large ‘clans.’”

– Senior official in an Arab local authority

“There’s a new generation of authority heads who want to make things better for residents, and they do manage to combine professionalism and politics.”

– Citizen

Implications for the 922 Initiative:

1. Better relations must be developed between the authorities on professional matters, initially through the integrators.
2. Later, we should aim to establish joint working teams that will create joint projects, bringing added value and forming a more stable professional partnership that does not change every five years.

7. Management, Organization, and Quality of Human Capital in Local Authorities

The interviewees brought up a variety of needs relating to organizational aspects of Arab local authorities, and argued that significant change at this level is required, including changes in organizational structure, personnel, and work procedures.

- **Human capital:** In our interviews, we met a number of impressive professionals working in Arab local authorities. We also heard that there are some people who have held senior positions in the authorities for many years who are no longer well suited to the work, as well as others who were appointed despite a lack of relevant qualifications. This phenomenon is common throughout local government, but is far more widespread in Arab authorities.
- We also found that **very little training and enrichment is available** for local authority staff in the Arab sector. Most training available is not offered in the northern region, does not provide information in Arabic, and is not adapted to the culture and needs of the Arab sector. In other words, the training on offer is too generic and does not contribute to significant professional development, and is therefore largely ignored by Arab authority staff.
- **Organizational structure:** The discussion on organizational structure arose from a question we asked about who should be the direct manager of the integrator. The responses showed that the organizational structure of many Arab authorities is very limited, and senior officials work without teams of assistants. Moreover, in some authorities there is a need to redefine the structure of powers, roles, and working procedures.
- **Internal communication:** Overall, in most Arab authorities there is a lack of coordination or synchronization between the various departments, for which the reasons are numerous. There is a lack of management routine and of leadership, and consequently there are many internal conflicts.

Insights:

1. Improving the quality of human capital is the basis for success.
2. The existing work model in most authorities is not based on internal or external cooperation and stifles the possibility of creating new, broad-based, high-quality programs, of the type usually required by government ministries.
3. Integrative and strategic work is required in order to show the connection between the various functions and to advance the authority's goals.

4. Although it is necessary to nurture and improve existing human capital, some serving officials have enormous knowledge. It is vital to find ways of using this knowledge and making it an asset for all the authorities.

Implications for the 922 Initiative:

1. Many local authority programs do not meet the threshold of requirements for the allocation of budgets, often because of their quality. Several factors contribute to the quality of a program, one of the most important being its guiding vision. Developing a worthy vision requires strategic thinking, namely an overall view, as well as internal and external partnerships and coordination. We must strive to instill these abilities in the integrators.
2. We must try to motivate other entities to create enrichment and training programs for existing authority staff, and to develop the motivation for initiative-taking and action among the staff themselves.
3. We need to set up forums for local authority officials, to provide a platform for developing programs and for addressing systemic issues concerning Arab authorities. The integrator will be a member of the forum and will take responsibility for convening it and preparing the agenda.

8. Contact with the Public

There is a problem of trust between Arab communities and their local leaders and central government officials and ministries. Steps must be taken to build trust and to involve local residents in the local authority's plans, in order to facilitate and support the authority's development efforts.

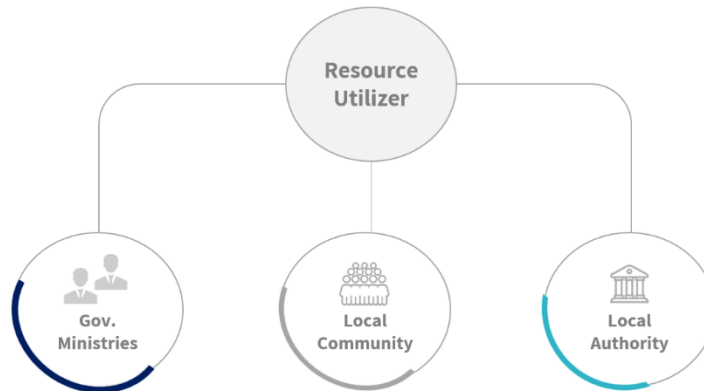
Here is how the head of one Arab local authority described the importance of sharing with the public his success in managing the authority and developing the community:

“Start with reorganization and building public trust... The guiding principle is involving the public and not waiting for the Ministry of the Interior. We set up a volunteer camp, an educational association, an organization for student scholarships, a women's council—all with the aim of involving the public.”

At present, residents are not used to paying for the development of public infrastructures. In addition to habit and lack of trust, there is a perception that the quality of the infrastructures is so poor that individuals feel they should not have to pay for them. The reality is that the authorities have to pay for the infrastructures, but have difficulty meeting the costs, and thus there is no actual infrastructural or economic development.

Insights:

1. Trust is a key condition for success in local government activity. For the integrator, this means creating “three-dimensional” trust—relationships of trust within the local authority, with the local community, and with central government.



2. Visible successes can create trust among the local community and among authority staff.

Implications for the 922 Initiative:

1. We will seek to take steps that create trust between the coordinator and the authority. For this purpose, it is important to define initial tasks that will garner success.

Chapter B: The Role of the Integrator and Economic Developer

1. Necessary Conditions for Success of the Integrator Role

One of the main questions we sought to address in our mapping work concerned the conditions required for the success of the integrator in Arab local authorities: the job definition, the skills and previous experience required, and the new knowledge and tools that need to be provided.

The interviews revealed numerous expectations of the integrator role, including various issues that could and should be promoted by the integrator, and also elicited various ideas as to how to define and position the role within the local authority's organizational structure.

The main points are as follows:

a. Expectations of the role

There are high expectations of this function. Authority heads say that much of the work of implementing Resolution 922 has not been done, because the responsibility for doing so is theirs, and yet they already have to deal with an endless number of ad-hoc political tasks that do not allow them to divert efforts to 922 implementation. They feel that having an employee dedicated mainly to this work would be extremely valuable. Thus, the integrator's first job is to support the authority head and staff in their struggle with the many challenges posed by implementing government resolutions like 922. There appear to be similar problems in advancing any new local authority programs with the existing staff, especially regarding economic development. The expectations of the integrator role are based on the reality of a significant personnel shortage in Arab local authorities; this is particularly true of the smaller authorities, which lack the funds to enlarge their staff.

Some interviewees saw the integrator function as a way of narrowing the gap between small and large authorities. For example, most smaller authorities are unable to employ a project director to promote the Resolution, due to lack of funds. The integrator program would address this by providing a high-quality employee within the authority, trained to advance projects and utilize 922 resources (and others).

b. Chain of command

According to most interviewees, it is important that the integrator report directly to the authority head. Some felt that on professional matters, the integrator should report to the director-general. Others felt that they should report to another senior official—either the treasurer or the head engineer.

Our understanding is that it would be best for the integrator to report to the director-general, as this is the official within the authority who oversees all work plans and is the professional manager of the other senior officials.

Implications for the 922 Initiative:

1. Because 2018 is an election year, integrators should not report to the authority head, who will be occupied with the election campaign, and who may not continue in place beyond November. However, the authority head must be involved in the process of securing resources from government ministries, and in ensuring that the integrator is given the necessary conditions for success within the local authority.
2. The integrator should report to the director-general.
3. In authorities where there is a lack of effective cooperation between the director-general and the authority head, the integrator should report to the authority head.

c. Seniority

There is an expectation that this will be a senior position at the level of a department head in the local authority, with a senior pay level that can ensure that the job will be filled by high-quality people. The Ministry of the Interior's decision to allocate this as a dedicated position was welcomed, as this will enable continuity of the role beyond the initial three years, as well as providing partial funding from the ministry. However, there is a noticeable gap between the expectations of the interviewees and the ministry's definition in terms of seniority and pay level.

d. Full-time or part-time position

Many interviewees expressed the desire that the integrator role be a full-time position—it was considered important that this be someone who will be present in the local authority offices on a daily basis, and who will be entirely occupied with authority matters. Some interviewees were prepared to compromise and allow a part-time position, in exchange for it being designated a senior position with a high salary.

e. Skills and qualifications required

The job requires higher education (at least a bachelor's degree, preferably a master's degree), and interviewees also agreed on a range of basic necessary capabilities: strategic/system-wide thinking; economic orientation; ability to work in a team; ability to foster cooperation; excellent professional and technological skills; and ability to represent the authority in a professional manner.

Integrators should have a deep understanding of and familiarity with Resolution 922, since at present there are not enough people in the authorities who know the resolution well. This knowledge will help the integrators to secure critical initial trust from the authority head. The role also requires presentational skills, professionalism, facility with managing and utilizing data,

creativity, and initiative, as well as some understanding and knowledge of the fields of engineering, planning, and education, which are central to Resolution 922.

Implications for the 922 Initiative:

1. We must distinguish between the personality and the skills we are looking for in the screening process, and the knowledge and skills that we can provide during training and mentoring. Teamwork, presentation abilities, initiative, digital skills, and economic orientation—all these must be identified in the screening stage. Developing a network of contacts with the government, and gaining a deep understanding of Resolution 922, can be achieved during training and mentoring.

f. Contact with other officials

Within the authority: The integrator must maintain contact with all local authority departments and their heads; much of the work involves bringing departments together for joint projects and public appeals. The integrator must foster cooperation within the authority. It is important that they participate in all meetings of department heads and senior authority staff as well as strategic work meetings.

With government ministries: The interviewees expressed a hope that the integrator would coordinate all the authority's interests with government ministries. This would require thorough familiarity with each ministry and their various representatives.

Implications for the 922 Initiative:

1. The Initiative must develop the concept of the role of integrator as someone who works cooperatively within the authority and outside it.
2. It will be important to develop a network of contacts for integrators within the government ministries relevant to Resolution 922.

g. Recruiting and selecting the integrators

The interviewees differed in their preferences for the manner of selecting the coordinator: by the authority and/or the ministry or another external entity. Most interviewees stated that familiarity with the Arabic language and culture would be very helpful for the selected candidate in joining the authority. At the same time, very good knowledge of Hebrew is extremely important to enable efficient and successful work with government institutions, all of which is conducted in Hebrew. Overall, there was no strong desire expressed for the local authority to hire an integrator from the specific town or village; however, all other factors being equal, there was a slight preference for a local candidate. Some interviewees mentioned that it would be preferable for the authority head in

an election year to make a professional selection of an integrator from a candidate pool created by someone from outside the authority, rather than to leave the choice entirely in their hands.

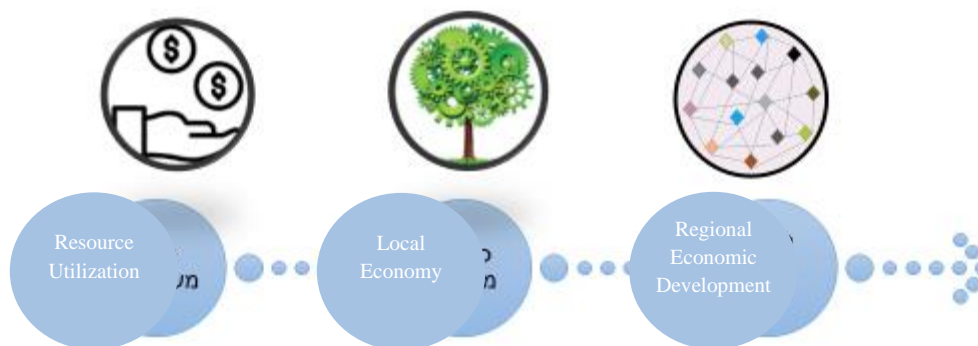
2. What Will the Role of the Integrator Entail in Practice?

A central question concerns what the tasks of the integrator will be. We assume that there will be generic tasks common to every authority, but a large part of the role will be designed in each local authority according to its specific changing needs, and according to the range and quality of the local personnel and leadership. In its contract with each local authority, the Authority for Economic Development will define the basic work plan for the integrator. This plan will be approved in cooperation with the local authority, and will subsequently be monitored.

The following were identified as generic issues that will form part of integrators' work in all participating authorities, and on which basis we will design the integrator training program.

- a. Increase the income of the local authority by making maximal use of resources allocated by government resolutions (not just 922), through public appeals, and by accessing other sources of income, including from businesses, civil society, and philanthropy. First and foremost, the integrator must comprehensively examine the authority's status with regard to Resolution 922 and its utilization.
- b. Integrate and monitor RFPs, government resolutions, government budgets, and other sources of funding (including lottery funding, foundations, and businesses). It is expected that integrators will deal with the subject of RFPs and tenders even if those matters are currently handled by other people in authorities. The role will also include promoting coordination among various officials in the authority, with special emphasis on coordination with the treasurer.
- c. Promote the local authority's plans, **with special emphasis on promoting plans for economic development**, such as commercial / employment / industrial zones, and others.
- d. The integrator will have a particular role to play in handling organization-wide matters that require the involvement of different units and departments in the local authority.
- e. Some of the interviewees had an expectation that the integrator would also support the engineering department in its work of planning and developing new programs as required by the resolution.

Beyond these specific points, we also anticipate that the integrator's role will develop over time, from an initial focus on resource utilization, to encompass local economic development, and eventually regional economic development.



3. Strategy for Entry into the Role

This section describes how the interviewees saw the first phase of the integrator's work, a stage that is considered critical for success in the job. We asked about what should be the first tasks to be addressed, who should be involved, and what factors will contribute to the integrator's success.

a. Initial tasks and outcomes

- Regarding Resolution 922, collect specific data on each local authority, and review them with regard to each of the various clauses in the resolution.
- Map out and study all the programs of the local authority and its various departments.
- Gain on-the-ground familiarity with the locality, and understand the problems and needs according to the authority itself. At the same time, collect information from the central government about the future plans for the locality. Use all this information to construct strategic work plans that meet the needs of the Arab local authority and address the local problems.
- Formulate a prioritized agenda based on all the information obtained from the various departments and units of the authority.
- The agenda and tasks should be defined in accordance with the wishes of the authority head or the director-general.
- Develop contacts between central government, the local authority, and the community.

b. Key steps to ensuring a successful start to the integrator's work

The following recommendations were made by the interviewees:

- It is critical for the integrator to obtain the trust and support of the authority head.

- The integrator must be given detailed data about the authority’s status with respect to Resolution 922—budget allocations, clauses, what has been utilized, etc.
- The authority head should be the one to introduce the integrator to the staff.
- The integrator must work cooperatively with all department heads and other officials in the authority. It is important for the integrator to gain a strong understanding of the work culture of the department heads who have served in the system for many years and are involved with bureaucratic procedures.
- Integrators must understand and be sensitive to internal politics in the local authority, and have a connection to and understanding of Arab culture.
- The integrator should:
 - Move quickly to raise and/or utilize funds immediately upon taking up the position.
 - Develop and maintain a network of contacts with government ministries.
 - Display high professional work standards and strong capabilities in formal organizational culture (e.g., in written correspondence).
 - Be highly capable of representing the authority professional to external entities.
 - Help the authority staff to find further training and to progress, to know how to invest in the employees.
- It is important that there be clear work procedures within the local authority in general, in particular regarding the integrator’s work.
- The areas of responsibility and division of work among authority staff with regard to utilizing Resolution 922 should be clearly defined.
- Rules of professional ethics should be defined to guide the integrator.
- The integrator will need some important tools, including various databases, tools for monitoring and reviewing RFPs, familiarity with the system, etc.

Insights:

1. The expectations of the integrator’s role that were voiced evoke an image of a “superman.”
2. There needs be some moderation of the expectations for the integrator’s success in view of the numerous complexities and challenges described in Chapter A. These include internal politics, a lack of cooperation and coordination, the difficulties faced by a single individual coming into an established system with long-standing senior staff, and the need for the integrator to develop new areas of activity that are unfamiliar to local authorities, such as economic development. It must also be remembered that most of the power for leading and directing matters in the local authority lies with the authority head. **This complexity will be particularly evident in the election year.**

3. The integrator needs to have expertise in leading processes and building cooperation.
4. The integrator must understand and adapt to Arab culture, with preference for someone who also understands the Arabic language.
5. It is important that the integrator bring clear added value to the authority.

c. Authorities that have Local Government Cadets

Cadets have been placed in six of the 44 authorities in the Initiative. Some of the areas currently handled by the cadets will fall under the domain of the integrator: making full use of resources by way of RFPs, raising funds from philanthropy, program development, strategic planning, and others. Economic development is one area where cadets have less experience. Only one cadet of those interviewed said that he was engaged in economic development activity and economic projects.

The cadets mentioned several areas in which they would be happy to receive assistance and develop knowledge:

- Economic models and expertise.
- Developing procedures for each government resolution: what needs to be done in order to implement the resolution and fully utilize the available budgets.
- Fast-tracking the process of authorization from government ministries to execute plans and spend funds.
- Gaining clear contact representatives in the various government ministries and improved access. A large part of the integrator's added value will come from their familiarity with government ministries, while the cadets will work more within the authority itself.
- Integration and monitoring of the entire area of resource development, including RFPs and other funding sources in the business sector, civil society, and philanthropy.
- Preparing professional position papers for submission to tenders and for promoting projects.
- Improved access to data and data analysis, in order to write and present plans more professionally.

Insights:

In local authorities with a cadet, it is very important to define the boundaries of the integrator role in relation to the cadet, to avoid waste of resources and unnecessary tensions. It is important for the integrator to have some expertise in those areas mentioned by the cadets as subjects in which they have insufficient knowledge and experience.

Implications for the 922 Initiative:

1. In the training program for integrators, it is important to emphasize the areas of economic development, contact with government ministries (including having direct representatives to talk to in each ministry), and writing plans and position papers in a professional manner.
2. The training program and the subsequent mentoring period must ensure that the integrators are able to foster cooperation and lead processes that involve multiple participants/functions.
3. It is important for the training program and the subsequent mentoring period to also place emphasis on having very good technological and digital skills.
4. The integrator and the cadet should have professional meetings and coordinate with each other.

What will create success for the integrator?

- Bringing added knowledge to the authority (economic development).
- Having a clear professional job definition and relevant professional knowledge.
- Developing effective work routines and a strong formal organizational work culture.
- Building a network of contacts with government ministries and local authorities, as well as with civil society organizations, the business community, and global philanthropic organizations.

d. The professional identity of the integrator

Based on all the above, we have developed a four-part model of the professional identity of the integrator in local authorities. The model is derived from the challenges and needs of Arab authorities and is based on the insights that emerged from this mapping.

The model comprises four elements that the candidate will either acquire in training or bring to the job. Each element covers a range of skills, abilities, and qualifications; some of these will be learned in the initial training program, and others will be developed via mentoring and training that will accompany the first three years on the job. The model also assumes certain personality attributes, for which the candidates will be screened during the recruitment and selection process.

The four components are:

- Public servant
- System expert
- Professional expert
- Managerial expertise



Public servant: The integrator sees the public and the individual citizen as the central focus of their activity. They have a strong ethical foundation and will not abuse their power; they understand that they must set an example of integrity, honesty, and fairness. They are caring and responsible, and are not motivated by personal or political interests, but by enthusiasm and a genuine desire to work for the benefit of the public and the residents, and to improve the existing situation.

System expert: The integrator is thoroughly familiar with how the system works; they know the rules and procedures and how to use them to advance their work. They also know “the rules of the game” and how to “decipher the codes” and the informal rules by which the public sector operates. They have extensive connections throughout the public sector and in general, and are able to enlist the relevant interested parties to promote the matters on their agenda. They can communicate with public officials, and are well-versed in their language and professional terminology.

Professional expert: They have a system-wide view; they are expert in resource utilization and economic development, with broad overall expertise in other professional systems that touch on these fields. They know the professional terminology and take a deep and broad view of developments in these fields in Israel and abroad. They are able to examine matters professionally and comprehensively, and to prepare plans that take the whole system into consideration.



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