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## A Comparative Analysis of Local Administration: Examples France and Iraq

### Karşılaştırmalı Yerel Yönetimler Analizi: Fransa ve Irak Örnekleri

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#### ÖZET

Ademi merkezîyetçilik kavramı, doğrudan demokratik yönetim metodolojisi ile ilgilidir. Çünkü yerelleşmenin özü, yerel yönetim olarak kabul edildiğinde, yetkileri merkezden yerel düzeylere devretmek ve karar alma sürecine halkın katılımını sağlayarak demokratik yönetim açısından yereldeki tabanını genişletmektir. Bu kavram vatandaşların karar alma süreçlerine katılımına dayanan rasyonel yönetişimin en önemli ilkelerinden biridir. Modern devlet, kuruluşunun başlangıcındaki idari teşkilatlanma yöntemiyle ve içinde bulunduğu sosyal, ekonomik ve siyasi şartlara göre idari merkezîyetçiliğe başvurmakta, şartları istikrara kavuşturduğunda görevleri artmakta, nüfusu artmakta ve bu da hizmetlerinin genişletilmesine neden olmaktadır. Bu konu bağlamında ele alınan çalışmada, Fransa ve Irak'ın yönetim sisteminin tarihine odaklanılmaktadır, çünkü her iki ülke de insanlara eşit temelde hizmet veren adil bir sistem sağlayabilecek reformlar yapmak için bir dizi değişiklik yapmışlardır. Bu doğrultuda çalışmada her iki sistemin yerinden yönetim sürecinde karşılaştığı engellere ek olarak, Federal sistem ve Üniter sistemde yerelleşmenin uygulama sürecine de değinilmiştir.

**Anahtar Kelimeler:** Yerel yönetim, Yerinden yönetim, Federal devlet, Üniter Devlet

#### ABSTRACT

The concept of decentralization is directly related to the methodology of democratic governance. Because the essence of decentralization, when accepted as local government, is to transfer the authorities from the center to the local levels and to expand the local base in terms of democratic management by ensuring the participation of the people in the decision-making process. This concept is one of the most important principles of rational governance based on the participation of citizens in decision-making processes. The modern state resorts to administrative centralism with the administrative organization method at the beginning of its establishment and according to the social, economic, and political conditions it is in, when the conditions stabilize, its duties increase, its population increases and this causes the expansion of its services. In the context of this topic, the study focuses on the history of the administrative system of France and Iraq, as both countries have made a number of changes to make reforms that can provide a fair system that serves people on an equal basis. In this direction, in addition to the obstacles faced by both systems in the decentralization process, the implementation process of decentralization in the Federal system and the Unitary system is also mentioned.

**Keywords:** Local government, Decentralization, Federal country, Unitary country

## 1. INTRODUCTION

Decentralization is the transfer of decision-making and implementation authority to the administrations with a legal entity independent from the center, other than the central administration organization, in the fulfillment of public services. fulfillment through persons is called decentralization in terms of service (Ali, 2017: 14). Countries in the world do not have a single administrative system in terms of their function, as they depend on two methods of administration, namely, administrative centralization and administrative decentralization, and choosing either method is due to many factors, the most important of which are political factors. The system of administrative centralization accompanies the emergence of modern states, as it tends to restrict.

The details of the total and partial administrative position are in the hands of the supreme central authority residing in the country's capital, meaning that the head of state, the ministers, their agents, and the general managers who are subordinate to them are only competent in issuing administrative decisions. Given the complexity of the state's functions and the multiplicity of its administrative duties and work because of the continuous development in life, the state has responded to this It abandoned the central approach, which prompted its central authority to transfer part of its administrative function to local elected bodies to be carried out independently while ensuring some degree of control over them, and here administrative decentralization appeared.

This paper investigates the factors that determine administration local relations in both countries France and Iraq. The objective is to use decentralization in both systems of administration government (Federal and unitary).

## 2. A CONCEPT OF DECENTRALIZATION

The definition of the concept of decentralization according to the United Nations Development Program (UNDP) includes the concept of governance, as can be seen above. In this respect, to briefly define the concept of governance; "Governance is expressed as the structure or order formed by the results obtained by the joint efforts of all the relevant actors in a socio-political system". Governance is also seen as a process that coordinates different network structures formed by interdependent positions and actors with conflicting and opposing interests. Because governance looks at the actors in the society as social partners and is a direction and direction arising from the interaction of the economic, political, and social actors in the society. seen as a control model. Therefore, governance is a process that emerges from the interaction of different actors. The three dimensions of governance on the basis of actors are; state, private sector, and civil society, and each of them is said to have its own specific roles. In governance, unlike management, the hierarchical relationship has been replaced by a heterarchical relationship (Özer, 2006: 60-62).

Decentralization is a concept that should be evaluated within the unitary state model, described the unitary state model as a central and decentralized unitary state (Gözler, 2012). In this context, today's state models can be divided into three. These are the unitary state, the federal state, and the regionalized state. Accordingly, in political regimes in which the authority is concentrated in a single center, the legislative power is not shared, the political unity is ensured in a single legislative axis, the principle of one and equal law exists, and the state carries out the direction of an indivisible whole with its country and nation can be considered as unitary states (Turan, 2018).

## 3. A SIMILAR MODEL FOR LOCAL ADMINISTRATION

It is necessary to define some of the basic principles of the French model of government and apply them in both countries. France his model is a unified state. Unlike Iraq his model is a federal state, the central government in a unified state is the supreme authority, and its subordinate authorities exercise only the powers delegated to it by the central government. Unlike the federal state, the supreme authority Sharing in the two-level central and local, and the two powers each coexist in their particular area of competence and has different territorial scales. In Both models, there are two types of powers under the central authority: appointed and elected (Girardon, 2014: 10).

**The designated authorities;** Represent the central government at the local level. In France, the designated authorities are the local representatives of the central authority (municipalities, departments, and overseas territories). In Iraq, the designated authorities are executives in all local agencies: The provinces, governor, Districts, Counties, and the village chief. These designated powers represent the central government's arm at the local level, which we call the delegated authority. In both models delegated authority means is the transfer of power to the local organs associated with the central authority by means of the principle of hierarchical dependency. It is their responsibility to implement the policies and agenda of the central government (Girardon, 2014).

**The elected local authority;** Represents local influence. In France, they are called local units and in Iraq, they are called a council of representatives. Elected authorities at the local level represent decentralized influence. Decentralization is the process of transferring responsibilities and resources to elected local authorities. This is where the crucial difference between the Iraq and French states lies. France is a unified state, but Iraq is a federal state and both have a strong representation of central government at the local level, and neither government allows the representation of the legislature at the local level (CLGSC, 2009: 1-84).

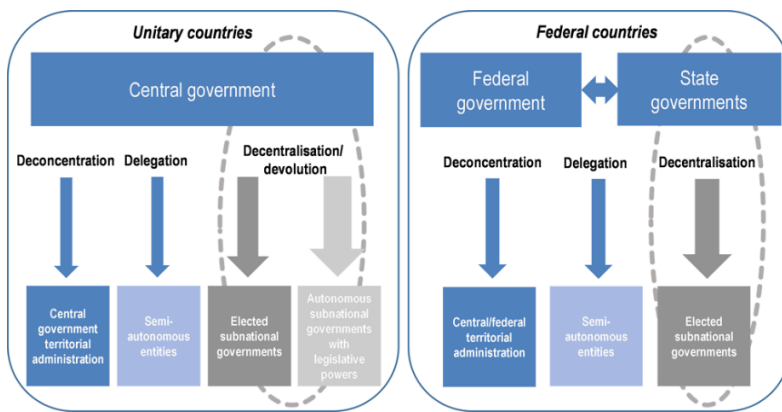


Figure 1. Defining decentralization in unitary and federal countries

Sources: <https://read.oecd-ilibrary.org>

#### 4. THE DEVELOPMENT OF A NEW SYSTEM OF LOCAL ADMINISTRATION IN FRANCE

Historically the municipality was created by the law of July 18, 1837, and the department was created by the law of May 10, 1838, will be recognized as a moral personality, a legal translation of a local and social reality recognized and protected by the central power, by the law (Girardon, 2014: 11).

The municipalities are the oldest level and closest to the citizens within the territorial organization of France. They took over from the old parishes in 1789. The municipality is the local institution par excellence. The notion that centralization in France dates from the revolution or from Napoleon is far from correct. The name of *généralité* or province it is true was changed to the department during the Revolution (Young, 1898:24). The mayor, whatever the size of the municipality, is the best-identified public interlocutor surrounded by deputies who with him ensure the executive of the municipality he chairs the municipal council (Dominique and Bernard, 2003: 10). The mayor, who is elected by the municipal council, is both a representative of the State in the municipality (he has powers in matters of civil status and administrative police) and the holder of local executive power (he prepares and executes the decisions of the municipal council). In 2016, their regrouping within "new communes", initiated in 2010 and encouraged by the law of March 16, 2015, relating to the improvement of the regime of the new commune for strong and effective communes, made it possible to bring back their number below the symbolic nominal of 36, 000 municipalities (Christian and Françoise, 2016: 1-78).

The French departments as we know were created by Napoleon who wanted to put the prefecture and its administration within a day's riding of the most distant administration. administrative territories with sometimes surprising outlines, the departments have had time to include it in the automatisms of the French (Dominique and Bernard, 2003: 7) There are 101 of them, including 96 in metropolitan France. They were originally state action constituencies (which are represented there by the prefect) and it was not until 1871 that they became local authorities (Jacques, 1998: 36). In application of the law of March 17, 2013, relating to the election of departmental councilors, municipal councilors, and community councilors and modifying the electoral code, their deliberative assemblies have, as of the elections of March 2015, taking the name of councils departmental (instead of "general advice"). The voters of each canton now elect two members of the opposite sex (men and women). As we know, France has a unitary semi-presidential system. Semi-presidential means having the characteristics of both presidential and parliamentary systems. The departmental councils are elected every six years by a uninominal majority ballot in two rounds within the cantonal framework (Jacques, 1998: 25). The first of local authorities, at least in size, is the Region. France has 22 of them, created in 1966 in the form of public establishment and which become fully fledged local authorities with the first decentralization laws in 1982 (law of 2 March 1982) (Dominique and Bernard, 2003: 5-6), but it was not until 1986 that the first election of regional councils by universal suffrage took place.

The law of January 16, 2015, relating to the delimitation of regions, regional and departmental elections, and modifying the electoral calendar brought together certain regions, their total number thus increasing from 21 to 12 (excluding Corsica, a community with special status). These three levels constitute both local authorities and state action constituencies (whose representatives are respectively the mayor, the prefect, and the regional prefect). Neighborhood councils have been tried to be strengthened with the "démocratie de proximité" law enacted in 2002 in France. However, by law, broad powers have been given to the municipal council and the mayor regarding the formation and functioning of neighborhood councils (Alada, 2008: 5).

In practice, neighborhood councils generally operate under the control of the mayor. As a result, the organization of decentralized state services is based on the same territorial divisions. Within the department, there is also the *arrondissement*, where the state is traditionally represented by a deputy governor. The achievement of all these objectives has led to gradual fitting into the politico-administrative context, resulting from the inter-municipal regroupings, initiated by the law of 1999 (Claude Chaline, 2014: 4). Finally, In 2015, the law on the New Territorial Organization of the Republic (NOTRe) modified the number of regions and introduced modifications in the distribution of competencies to the French self-governments (Bluteau, 2015: 3).

## 5. PROSPECTS FOR DECENTRALIZATION IN IRAQ

The first time that Iraq has known local administration organizations by The two laws: the law of the states, and the law of municipalities, after being occupied Baghdad by British forces in 1917. After many trials, the English established a flexible administrative system in which control is not taken. For the political rulers, and their British collaborators, you've been gradually introducing them to secondary positions (Atiyyah, 1970: 36). The Basic Law (1925) in Chapter Seven devotes a reference to the issue of managing regions in Iraq, where Article (109) stipulates the designation of administrative regions, their types, names, and how to establish them) and Article 112 stipulates that every sect has the right to form councils in important administrative regions. There was a need for a legal text to establish regional administrative units and define their type. The purpose of its establishment, and the extent of its relationship with the central authority, therefore, a law for the management of the brigades was issued in the royal covenant (No. 58 of 1927) in which it authorized the creation of administrative units.

This law has tended to very centralize centralization in the organization of the administration and did not confer any powers on the important organizations of local administration, so the novelty of the state and its simplicity, and lack of institutions of administrative associated, has singled out the central authority alone against the development of units of the administrative, change gluteus centers or Districts and their boundaries, or dismantle. After the Iraqi legislature laid down the rules for organizing the local administration and the principles of focus Administrative Within the framework of administrative centralization, he returned and issued Municipalities Administration Law No. 58 years 1931. The municipality administration has become an administrative unit within the local administration, and as such, the sowing of the first seed in the field of administrative decentralization in Iraq. After the fall of the royal rule and the establishment of the republican ruling, the Interim Constitution was issued on (July 07, 1951). And the local, but the Constitution of the year (1951) did not mention the issue of centralization. After the revelation of 14 July 1958, they were the first time in article N. 3 indicated the first decentralization law (Atiyyah, 1973: 41).

The Provisional Constitution of (April 29, 1964) devoted two of its articles to the local administration. Article (83) states that "the Iraqi Republic is divided into administrative units that are organized and administered according to the law," 8 states (Aljada, 2004: 398). What matters to the units that represent and contribute to the implementation of the plan for the state, is that it has the right to establish and manage facilities and economic, social, health, and educational projects in the manner described in Law. After anticipating the political events and the republican authority carrying out radical reforms in the field of administrative organization, in both its central and decentralized parts, According to the Governorates Law No. 159 of 1969 was issued. The Municipal Council and the Village Council, and replaced them with the councils of the governorate administrative units, the judiciary, and the district. This law divided the Iraqi state into three degrees of administrative units, which are the governorates. And every distinct unit was called (the administrative unit). And with the promulgation of the 1970 constitution, the trend towards decentralized administration in Iraq was confirmed, as Article 8 Paragraph (b) stipulated: The division of the Republic of Iraq into administrative units organized based on decentralized administration. In response to the requirements of the decentralized administrative system, local people's councils were formed. Under Law No. 25 of 1995. laying down the rules that facilitate the work of these councils. One of the highlights of the decentralization of administration in the provinces is the text of Article (116) of the Constitution of Iraq of 2005, which stipulates that (The federal system in the Republic of Iraq is made up of a decentralized capital, regions, and governorates, as well as local administrations), this text explicitly refers to the adoption of a system of regional administrative decentralization in the provinces that have not been organized in the territory. At the same time that the 2005 Constitution recognized the provinces that were not regulated in the territory of the right to become territories under article (119) under the conditions of this article, it also recognized in the article (122) the right of those provinces to manage their affairs by the principle of administrative decentralization, subject to broad administrative and financial powers. In the 2005 Constitution, however, the constitutional legislator in Iraq went further when he gave the irregular provinces of the territory some equal constitutional powers to the states or

provinces of federal states, ignoring that the administration of those provinces would be by the principle of administrative decentralization stipulated in articles (116, 122) and there was a major confusion between the concepts of political decentralization and administrative decentralization since the recognition of the interests of those local provinces must be a customary law of the legislature (Aljada, 2004).

## 6. COMPARISON OF DECENTRALIZATION IN IRAQ AND FRANCE

There is usually a sharing of responsibilities between central and local governments. There may be a distribution of tasks within broad functions of government, for example, higher education going to the center, primary and secondary to the localities. There is bound to be a distribution of the whole Measurement of Decentralization. Since the states or regions in the federation are political units, while the regions that make up the unitary state (which follow the decentralized system) are merely administrative divisions, this situation results in an important matter related to the legal system in both countries, where we notice the multiplicity of laws according to the number of states or The regions that are members of the federation, so each region or state shall have its laws issued by its legislative authority within the limits of its constitution, while observing at the same time the provisions of the federal constitution (Smith, 1979: 214-222).

In the other words, these political units, as original organizations, have their founding powers and thus have the right to legislate primarily on matters that do not fall within the jurisdiction of the federal legislator, and then laws multiply according to the multiplicity of states or regions that are members of the union. As for the unified state, it is based on the unity of the law in all its parts, regardless of the number of independent administrative units in it. Decentralization is limited to administration, but to only a part of it. Unified form, to become a federal state, as the unified form of the state always requires the unity of legislation or at least the unity of the legislative apparatus, there are several types of decentralization;

**Administrative devolution/decentralization:** Administrative decentralization aims to provide the means, other than financial, to governments to ensure the provision of public services, such as education and health. It empowers governments to acquire the various inputs necessary for this service provision. In particular, governments can hire and fire staff, as well as set remuneration, without the need to refer to the top level of government (Girardon, 2014).

**Tax devolution/decentralization:** Fiscal decentralization refers to the set of policies created to increase the revenue and fiscal autonomy of governments. These policies are several types: self-financing, co-financing or co-production, and the implementation of property taxes, sales taxes, or indirect charges borrowing and mobilizing local or national resources for loan guarantees (Girardon, 2014: 16). Note however that in many developing countries, governments' local administrative units have the legal authority to tax or levy taxes, but the tax base is too small, and the dependence on government subsidies central so entrenched in political habits that local governments often do not exercise this authority.

**Political devolution/decentralization:** Political decentralization is based on the election, by residents of sub-national territorial entities, of decision-makers: councilors, mayors, governors, etc. This often involves replacing central government-appointed decision-makers with elected decision-makers. Being a decision-maker implies being able to make significant choices and, in particular, choices of expenditure and income. This may require constitutional amendments or even the strengthening of laws or electoral reforms. Advocates of political decentralization argue that decisions taken will be better informed and respond better to the diverse interests of society than those taken by central political authorities. Political decentralization enables citizens to get to know their political representatives better and allows elected officials to better understand the needs and desires of their constituents. Once the types of decentralization are well defined, it is necessary to find the one that best improves the quality of public services and increases the quantity offered. In this part, we will be a comparison between two systems of administration in the two different models of political organization (Girardon, 2014).

### 6. 1. Decentralization and Federalism (Iraq)

Decentralization is defined as the transfer of powers that belong to the state to local authorities and Federal decentralization provides normative relief to federalism and the separation of powers (Fontana, 2017: 1-49). They will then benefit from their funds and greater decision-making autonomy, under the supervision of a state representative. In the federal state, the "social pact" is based on a sharing of sovereignty between the two levels, central and local, and the two exist each in their particular area of competence and at different territorial scales. The Federal Constitution regulates the functioning and organization of the whole. The member or federated states administer themselves freely within the framework of their powers and the borders of their territory, while the federal state exercises powers of common interest, diplomacy, army, and currency (Girardon, 2014: 10).

Decentralization is one form of so-called "unitary" state, which is opposed by the so-called federal state. The decentralized unitary state is made up entirely of local authorities, while the federal state is made up of federated states. Thus, in Germany and the United States, the components of the federal state have the status of the state, that is to say, have the freedom to set their status both constitutionally, jurisdictional and administratively. While there is more than one theory of state administration, administrative decentralization is now more widespread in developed countries, and it has begun to appeal to many third-world countries, including Iraq, and indeed after the regime was changed in the country after the entry of the American forces in 2003, the system's method of decentralization began to emerge along with ideas to demand multiple federations and administrative decentralization, but the Constitution of 2005 resolved in favor of administrative decentralization in the provinces that did not organize a territory through the election of the governing councils of those provinces. By the terms of reference given to the Constitution and the ordinary law issued later, the Law on The Irregular Provinces of Territory No. 21 of 2008, where Iraq became the subject of the decentralized system in theory, applied and effective through the formation of provincial councils following the results of the legislative elections in 2008, thus ensuring the Iraqi Constitution of 2005, the decentralized administrative system, as well as the administration of these provinces, which were not organized in the territory of those provinces before. So much constitutional work remains to be done. The 2005 constitution is a gigantic work site; it sets out a magnificent work plan for future Iraqi legislatures and governments. A constitution or basic law cannot be expected to do everything, so it is perfectly appropriate that it should contemplate some future legislative action to flesh out its content and give effect to its general provisions (Cameron. 2006: 6).

Despite adopting a formally decentralized federal system in 2005, Iraq's state institutions have remained heavily centralized. Since 2013, the authorities endorsed a plan to push further decentralization reforms aimed at creating functioning federalism, along the lines of the constitution, while continuing to block full-fledged regionalism. The current government's reform package empowers local authorities to extend services while reserving oversight and supervision roles to the federal government (El Meehy, 2017: 1-45). What is being blamed for the Iraqi State Administration Law is that it did not differentiate between the regions that are members of the federal state and the governorates, but more than that, it made the provinces, municipalities, and local administrations at the level of the regions when it stipulated the sharing of powers between the federal government and the regional governments, governorates, municipalities and local administrations. The situation of the governorates and municipalities at the level of the regions is considered incorrect and different from the nature of the federal system. Therefore, at the head of a member state of a federal state, there is more than just local authorities: There is a truly completely differentiated government apparatus comprising a legislative power, an executive power, and a judicial power. Federalism does not appear to be a purely administrative phenomenon, unlike decentralization. In addition, the competencies of the territorial collectivities of the unitary state are determined by law. On the contrary, in federalism, the distribution of powers between the federal state and the federated states is the subject of provisions contained in the federal constitution: the powers of the federated states are thus guaranteed because the federal constitution can only be modified. " using a procedure in which the federated states themselves participate. (Al-Tamimi, 2016: 1)

Although this approach to decentralization is a step in the right direction, for the correct way out of the deteriorating reality that Iraq suffers, its organization in the constitutional and legal texts was neither easy nor integrated as it faced many obstacles that may be at the forefront of what has produced the transitional phase from the central administrative application to the applications of administrative and financial decentralization in its various forms and fields within the framework of the structure of state institutions itself, which have accompanied parallel transformations in all the aspects. reality proves that the application of decentralization in Iraq faces many difficulties and challenges in the domain (Constitutional and legal, Administrative, Political, and Security).

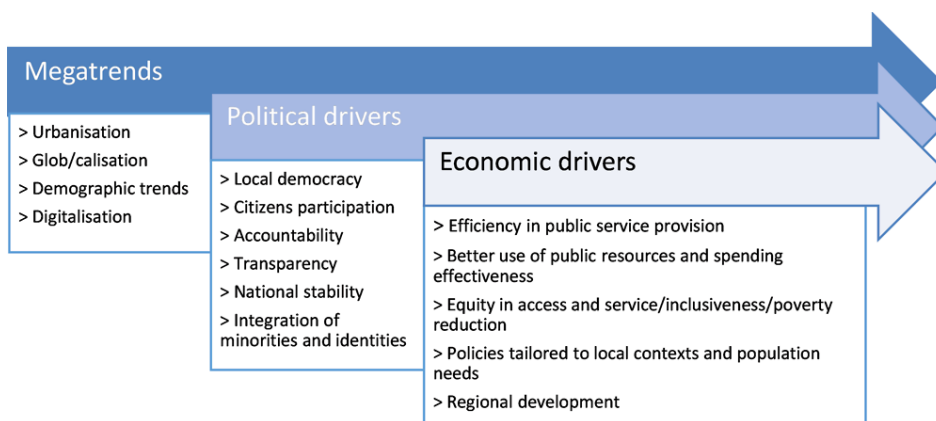


Figure 2. Drivers for decentralization  
Sources: <https://read.oecd-ilibrary.org>

## 6.2. Decentralization and Unitary State (France)

In France, municipalities are constitutional entities. In Article 72 of the Constitution, the provincial local administration, the regional administration, and the municipalities are counted. Municipalities are subject to a single legal status (Şengül, 2012). France is a decentralized and deconcentrated state. Decentralization confers powers on local authorities. The latter is represented by the municipalities, departments, regions, communities with special status, and overseas communities covered by Article 72 of the Constitution. De-concentration involves strengthening the powers of local representatives of the State and more particularly of the prefects (Jacques, 1998: 12). The unitary state integrates and unifies territory, population, and culture. Concentrated at the head, in the capital, to decide, it needs local relays to act on all terrains and on all individuals or groups of individuals within its territorial limits, the borders, which physically separate it. other sovereign powers (Girardon, 2014: 10). These relays, he can choose and send the site, they are dependent on him, he can change them at any time, and they are accountable only to him First time in France the form of concentration Formally initiated by the decrees of 1964 which made the prefects the direct representatives of each of the ministers in their department, the concentration of administrations was subsequently presented as the corollary of the decentralization laws of 1982-1983, as it appeared necessary to bring decision-making closer as often as possible to its point of application, whether it comes under the authority of the State or local communities. The limits of the changes recorded led to the orientation law of February 6, 1992, on the territorial administration of the Republic and the decree of July 1 of the same year on the “charter de la déconcentration” to lay down the principle of the limitation of powers. central administrations with only missions that are not likely to be entrusted to concentration levels. The decentralization laws passed in 1982 enabled France to equip itself with a new institutional landscape: the appearance of new actors, elected officials, and, at least legally, the disappearance of the all-powerful state. However, even today, this reform is seen as incomplete. Indeed, the desire to open democracy to as many people as possible, the ethical requirement of transparency which requires that users be granted the right to speak, this third part of the decentralization laws whose ambition was to bring the power of the citizens is regularly asserted so that the State is engaged in a difficult phase of "institutional transition" (Grosrichard, 2001: 61). The French administrative system The term “territorial administration system” is understood here to mean all public institutions which contribute to the administration of the territory and the territorial implementation of public policies. This concept, therefore, includes both local authorities and their groups as well as prefects and decentralized state services, as well as the other bodies available to these institutions to carry out their missions. It highlights the interdependence between decentralization and centralization and the complementarily between the State and local authorities. In a system of administrative concentration of powers, only the organ located at the top of the hierarchy, essentially the chief executive and the ministers, has decision-making power. The hierarchically subordinate levels have only one role of transmission: seized of a concrete question, they send to the minister the files to be decided then, once the decision is taken, they execute the ministerial orders. France has retained a territorial organization that is more a reflection of the past than a vision of the future. The concentration of powers in the center and the crumbling of the local are akin to a real dislocation; the too-strong concentration being able to be regarded as the major cause of the accumulation of the mandates and the crisis of the policy (Grosrichard, 2001: 298).

Such a system has two major flaws. On the one hand, it is extremely cumbersome to manage. Indeed, the central authority, which takes all administrative decisions, risks being quickly overwhelmed. Decisions will then be taken late. On the other hand, the central authority is far from local concerns. Because of this contradiction in France, the government decided to undertake a general reform of all administrative systems. As we indicated in the bagging paragraph France has a system mix between decentralization and concatenation, so we prefer to indicate the difference between both administrative organization styles (Girardon, 2014: 10):

1. In an administrative concentration, decisions are issued in the name of the state. While in a decentralized system, decisions are issued in the name and the interest of a regional administrative personality and by a body that derives its existence from that personality.
2. Administrative decentralization presupposes the independence of the decentralized bodies and their workers vis-à-vis the central authority, while we do not find such independence in the manner of administrative concentration.
3. The workers of decentralized administration are not subject to the administrative ladder system, while the administrative staff in the various regions and units are subject to the administrative ladder in the absence of administrative concentration.
4. In administrative concentration does not require the multiplicity of administrative authorities. Rather, it is based on the distribution of responsibilities of the administrative position among the members of a single administrative authority, while in administrative decentralization, there is a multiplicity of administrative authorities, each of them being concerned with some of the functions of the administrative authority.
5. the difference between them lies in the extent of authorization to take decisions, where the administrative concentration focus is to grant the representative of the central authority a set of powers to take some decisions without referring to the main central authority, as for decentralization it gives absolute powers to the representative of the central authority to take all decision in all aspect.

## 7. CONCLUSION

In addition to seeing local services as more effective, faster, and cheaper, participation at the local level is an important tool in achieving goals such as improving democracy education of the people, raising the level of political culture, and strengthening local democracy. Especially after 2003, important steps have been taken to strengthen local participation in both Iraq and France. It is important for local democracy that these new participation mechanisms do not just stay on paper, but succeed in practice. Therefore, researching new participation mechanisms and examining the developments in France, which we take as an example of the management system, are important for Iraq.

Even though France and Iraq have different administrative systems, the two countries have faced several obstacles in the decentralization process. In 2003, Iraq became a Federal country, and its constitution mentioned decentralization but without clearly defining the process which is why some articles give power to administrative units and some other articles it does not. Similarly, France also has faced issues in the implementation of the decentralization process that has been pointed out in the constitution since the early eighties and nineties. Decentralization means the distribution of power and providing services to citizens in a rapid and equal way. The natural justification for the trend towards decentralization is the fact that people in their communities and regions know and know their needs, and therefore they needed to have the opportunity in the service and development decision-making process that affects their daily lives. Local participation in France is relatively high. However, in France, it is seen that citizens show more interest in general elections than in local elections. Some consider the local elections in France as a mid-term opportunity to express their discontent with the central government. Local elections, especially in big cities, constitute a miniature example of polarization in national politics (Larrue, Emelianoff, Di Pietro and Héland, 2001). Voters generally make their choices in local elections according to political parties and their leaders (Thoenig, 2005). This is also true for Iraq.

Significant decentralization requires strong support from the central government. This support can take various forms: granting of normative capacity, autonomous power in the delivery of services to the population, and collection of revenue for financing. In particular, effective decentralization requires a strong government. In addition, the capacity for local governance largely depends on the capacity to collect local tax revenues. Otherwise, the authorities will inevitably remain in a state of dependence and vulnerability, and decentralization



will make no sense. A strong local level requires the ability to set standards. Regional and local authorities must have the capacity to freely adopt the necessary texts.

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