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Local Councils in The Areas Non-Held by The Syrian Regime

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Many questions have been raised regarding the nature of the legal and administrative adopted system, could we use decentralization term with the absence of its relation with the center, is the nature of relation arising between those councils and the authorities that seek to manage it under the name of government or autonomy to establish local government be promoted, is the adopted governance fall within local administration means, and is the different patterns of administration, legislation, and adopted mechanism threatens the unity of the country.



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Local Councils

in The Areas Non-Held by The Syrian Regime

- Introduction -

The local administration experience in Syria drew attention to it early in the Syrian revolution. Since there are regions out of center control, local councils were established. Many questions have been raised regarding the nature of the legal and administrative adopted system, could we use decentralization term with the absence of its relation with the center, is the nature of relation arising between those councils and the authorities that seek to manage it under the name of government or autonomy to establish local government be promoted, is the adopted governance fall within local administration means, and is the different patterns of administration, legislation, and adopted mechanism threatens the unity of the country.

To learn about this experience, we review first the formation of the local administration and its development through two experiences one of them was launched from the base (England) as it is imposed by local councils itself. While the second was launched from (France) by the decision of the center to waive some competencies to the territories and facilities. We also review the historical development of the local administration organization in Syria since it was under the Ottoman Empire till now.

Then we will determine the general basis of the local administration organization regarding both centralized and decentralized systems. Then the reflection of the general basis of the local administration organization on the fact of the areas non-held by the Syrian regime through reviewing the questionnaire results conducted for this purpose on some of the local councils in west of Syria under the Syrian Interim Government (SIG) and the so-called salvation government and east of Syria under the so-called Syrian Democratic Forces (SDF). Opinion poll was conducted on nearly 968 persons about establishing these councils, its governance, its baselines, applicable laws, and services offered and its relationship with people. Those results were compared to the general basis of local administration organization opening the door to determine the nature of the local administration in those regions and how it could be improved to suit the political solution expected in Syria.

This study is the product of a collaborative effort of the Information Management Unit (IMU) of the Assistance Coordination Unit (ACU) and legal experts within the framework of the legal platform.

ACU and the legal platform's experts would like to express sincere gratitude and appreciation to the French Ministry of Foreign Affairs (MoFA|MEAE) which funded this study aiming at promoting human rights values to improve the well-being of the Syrians residing in NS.

First Chapter

Methodology

1. Assessment Tools:

IMU, in coordination with the experts of the legal platform, developed the main indicators of the study. The questionnaires were developed according to two surveys, one with KIs, while the other with the residents.

2. Assessment Sample:

The assessment was conducted within 64 sub-districts affiliated with 21 districts in the governorates of Idlib, Aleppo, Ar-Raqqa, Al-Hasakeh and Deir-ez-Zor, and all cities and towns covered by the assessment are outside the control of the regime forces. The study included surveys with KIs of the local councils and perception surveys with the residents.

- Surveys with KIs:

This questionnaire was conducted with KIs of the local councils.

Table (1): Survey sample of the local councils' KIs

Governorate	District	Subdistrict	Community	No. of surveys
Idlib	2	2	2	2
Al-Hasakeh	2	2	2	2
Ar-raqqa	2	2	2	2
Aleppo	2	5	5	5
Deir-ez-Zor	2	2	2	2
Total	10	13	13	13

IMU enumerators conducted 13 surveys with KIs of the local councils within 13 sub-districts.

- Perception surveys with the residents:

This questionnaire was conducted with both the residents who are originally from the area and IDPs in order to know the extent of their knowledge of the work of the local councils and satisfaction with the services provided and their quality.

Table (2): Survey sample of the residents' KIs

Governorate	District	Subdistrict	Community	No. of surveys
Idlib	4	17	71	270
Al-Hasakeh	4	15	62	224
Ar-raqqa	3	5	16	76
Aleppo	7	21	70	296
Deir-ez-Zor	3	5	19	77
Total	21	64	238	943

IMU enumerators conducted 943 perception surveys with the residents who are originally from the area, and IDPs in 238 cities and towns. Cities and towns that reflect the general situation were selected.

Data of the report are displayed according to 3 geographical areas:

- **Idleb Governorate:**It represents all cities and towns outside the regime's control in Idleb governorate; in addition to the cities and towns outside the regime's control in the western countryside of Aleppo within Atareb and Daret Azza sub-districts. This geographical area is under the control of the opposition; And within this geographical area the so-called Salvation government exists.
- **Northern Aleppo, Ar-Raqqa, and Al-Hasakeh:** these cities and towns represent the districts of Afrin, A'zaz, Al Bab and Jarablus affiliated with Aleppo governorate. In addition to cities and towns in Tell Abiad and Suluk sub-districts affiliated with Ar-Raqqa governorate; Ras Al Ain sub-district of affiliated with Al-Hasakeh governorate. This geographical area is under the control of the Turkish-backed opposition; Within this geographical area, the interim government exists represented by the local councils and departments affiliated with it.
- **Eastern Syria:** It represents all cities and towns outside the control of the regime and under the control of the so-called SDF forces in the governorates of Ar-Raqqa, Al-Hasakeh and Deir-ez-Zor; Within this geographical area SDF-affiliated government exists.

3. Enumerators Training and Data Collection:

IMU has a network of 100 enumerators trained to administer the questionnaires for the data collection. The enumerators training lasted for 1 day and was conducted online via Skype for Business. The enumerators received a total of 5 hours of training. The training sessions were recorded and sent to the enumerators to be a reference in case they needed to recall any of the information presented during the training. The training included a two-day test period for piloting. The enumerators' feedback was collected after the piloting phase, and some points were modified in the questionnaire based on that feedback. One or more enumerators were assigned to collect data according to the size of the population of each assessed sub-district. The coordinators based in Turkey Office, provided organizational oversight and daily support to the enumerators during the data collection process, where the enumerators referred to them in case they encountered any problem. Each enumerator received a work plan from the network coordinators stipulating the coverage of their data collection.

4. Data Management, Analysis and Report Preparation

The enumerators filled the questionnaires electronically using ONA program. Coordinators, who were responsible for research oversight encoded the data into an Excel database. Data analysis team proceeded with data cleaning and validation to find and correct any odd or missing values or complete them in conjunction with the data collection. After data cleaning, IMU data analysis team proceeded with data visualization, generating tables, and graphs. Tools such as Dax, Query Editor, Arc GIS, Adobe Illustrator, Adobe InDesign and Adobe Photoshop were used to generate a visual interpretation of the collected data. The first draft of the report was written in Arabic by the experts of the legal platform and simultaneously translated into English. Both versions of the report (Arabic - English) have been subjected to quality assurance standards in the preparation and content internally and externally.

Second Chapter

The Formation and Development of Local Administration System



The Formation and Development of Local Administration System

In most states, the formation of local administration system caused by the evolve of the country role and branching its roles. However, it helps to have a look at this formation. One of them is credited with localities to form this system as in England and the second the formation was established the system using the legislation of the country as in France¹.

01 England

The council departments were established in England arose naturally. The central authorities at this time did not control all administrative competencies, but local departments many centuries ago were functioning its administrative affairs separate from the central authorities. Therefore, English scholars said that local government system older than parliamentary system and it was established before the house of lords and the house of commons hundreds of years. Usually, administrative officers were formed by a law except England. Those administrative officers were older than the country and law. They were formed in those countries using the power of historical development and by normal conditions and circumstances. Also, local departments were formed in England naturally, as those departments enjoy its freedom and dependency while governing its affairs since its formation without having legal provision determining its right in that dependency and freedom. Those departments continued to maintain its full freedom till the late 18th century. During this era, the central authority was not interfering with local administration affairs except in exceptional cases. This is shown through studying some types of local governments and the autonomy it enjoys in some provinces and cities in the earliest times of the English history. The local systems in Colchester, Lincoln, and York were born from rudimentary systems ashes that were prevailing in roman times. The English local administration system lies within the frame of the local government which is characterized by two principal characters:

- **First:** the membership of the local councils' result from direct elections conducted within the people of the unit, as there was not any local authority under the central government.
- **Second:** the elected local authorities enjoy the local competencies, as there was any initial local competency under the central government.

It appears that committees' system adopted by the local departments is considered the backbone of the local government in England.

Also, one of the advantages of the English local government is the access of council members most knowledgeable to the administration affairs and its realities, making them highly experienced in executive affairs. Also, the officer subject to the council desires and committees, because its recruitment and dismissal within the competence of the local councils. Also, supervising working requirements, its recruitment, and paying their wages falls within its competencies (except for London requirements).

Actually, the English local governments system that was totally unaware of administrative supervision concept applied in other European countries. The system started adopting supervision concept gradually as a result of grants and financial aids offered by the central government to the local authorities.

The central authorities managed to inspect the works and benefits held by the local authorities, criticize it, offering suggestions, accountability, and organization. At first, the minister of health managed to exercise this control till the local government law was enacted in 1948 that tries to co-ordinate across local departments' administration, the development needed in territories organization field, landscaping, and developing the provinces. This law entailed founding housing minister and local government till 1970. Within this period, the government of Mr. Heath was replaced due to internal and technical reasons. By this time, the environment affairs minister acquired control over local departments.

1. Maguid Rageib Al-Helw – administrative code – 1996 - Dar El Matboaat El Gameya – Alexandria

02 France:

Regarding France, the local administration system evolved in the opposite direction in what took place in England. France was formed as a unified country by the demise of the feudalism era. The central authority controlled all the competencies, and the dependent local authorities do not exist. Overtime, the central authority waived gradually some of its competencies to local authorities while reserving the right to control it. The dependent local administration in France was formed. Since its formation, it was under the control of the central authority. The principal characteristics of the local administration system in France appeared to be as follows:

The constitution of the fifth republic did not consider the administrative departments such as arrondissements, small administrative departments so-called Cantons which falls within governorate and Commune local departments with a legal personality. Actually, it is but administrative work frame or constituencies. It was established since 1958 by the laws of some new local departments. The departments are called urban communities within the frame of a big urban communities. Also, in France there is another level higher than the governmental level which is the administrative department which is called "economic territory". Those economic and schematic territories are not linked with the administrative borders of the local departments, but determining its borders based on economic and social base.

The French administrative organization is based on the principle of unity which is no pluralism of communes and governorate patterns. This principle was opposed by few exceptions. For example, the local departments in Paris enjoy a special position. also, the conditions and regulations governing budget approve for the municipality, as it varies across number of citizens in every municipality if it is less or more than 90,000 people.

At the first site, the constitution of the fifth republic acknowledged autonomy principle for the local departments "the local departments are self-governing their affairs via elected councils". But in fact, this right is restricted with regulations and conditions stated in law.

The French local administration is characterized as complicated, because every service offered by the governorate are subject to an inspector representing the central government in every governorate. The competency of the governorate or the municipality is not only limited to do local tasks assigned by local laws, but also responsible for doing central tasks and jobs within the range of it.

Third Chapter

Historical Development of Local Administration in Syria



Historical Development of Local Administration in Syria

While Syria was a part of Ottoman empire as per law (general mandates administration) which divided the mandates into states as they are divided into districts which is divided into quarters then villages.

While the French mandate as per decision (5/L-R) issued form, the French high commissioner dated 1936/1/10 based on item 109 of the Syrian constitution at that time. This decision divided Syrian into governorates, districts, and quarters. The decision stipulated establishing local councils granting the power to offer opinion, stating the wishes of local areas citizens', and its urban, cultural and social needs².

In the time of revolution, (administrative organization no. 496) law in 1957 was enacted. This law targeted achieving decentralization via local councils' formation based on electing one of local areas citizens', specially what was related to local councils. This law did not grant the legal personality except for the governorate and the municipality; however, the political conditions did not allow to run elections.

In 1958, the unity with Egypt was announced. While unity era in 1961, legislation was enacted to implement local administration law applicable in Egypt within Syria. However, it was canceled when they were separated in the same year.

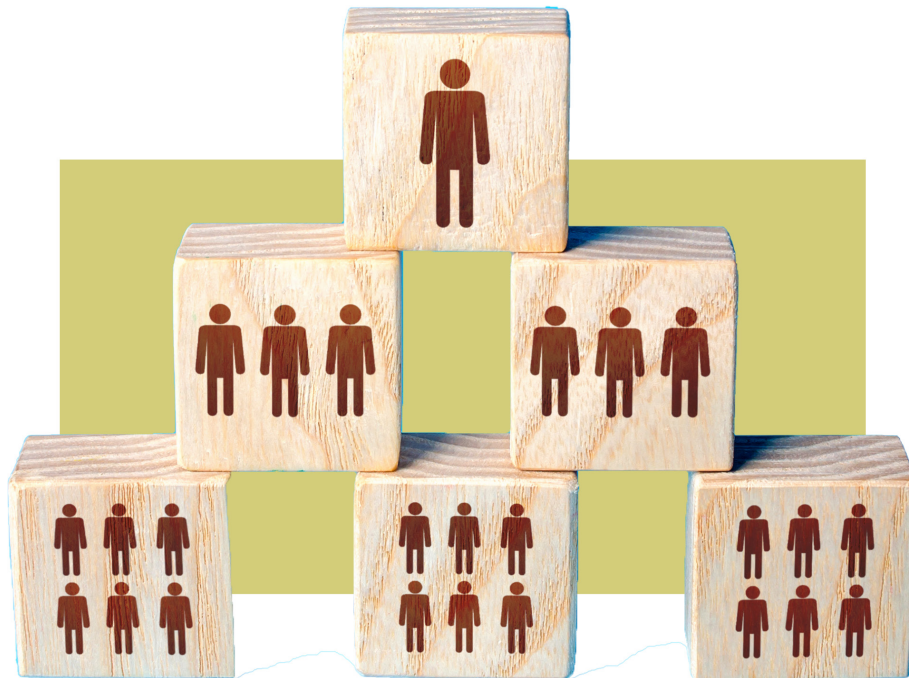
Local administrative was enacted via legislative decree no. 15 of 1972, as it divided the administrative departments into two sections:

- **First:** departments enjoy the legal personality which are: governorate, city, town, countryside unit, and village with a population more than five hundred people.
- **Second:** departments do not enjoy the legal personality: district, region, neighborhood, farm, and village with a population more than five hundred people. That law became applicable till Syrian revolution in March 2011, as law no. 107 of 2011 was enacted and became applicable in 2011/10/1 till now.

2. Dr./ Abdullah Tabla – administrative law principles – Aleppo university publications – faculty of law – 1997

Fourth Chapter

The General Basis of Administrative Organization



The General Basis of Administrative Organization

01 Administrative centralization:

The centralization means unity and indivisibility. However, the centralization of administrative organization field is based on competencies and powers related to administrative job via central government and affiliated bodies without enjoying independent abstract personality.

■ The centralization of management adopts two forms:

First one: administrative centralization:

The managerial focus of the administrative system which means that the administrative job in all faculties and micromanaged centralized in the hands of the highest authorities of country. It solely owns the final determination power of all administrative issues. The officer working in departments and governmental authorities whether in the capital or in the different regions are now allowed but to implement highest authorities' decisions.

Second one: administrative decentralization:

Administrative decentralization method distributes the administrative powers and competencies between the central government and its representatives within the regions. This method grants them some powers and competencies and authorities to do administrative jobs while they are under the central government and recruited by it without being independent. They remain under guidance, monitor, and supervision by central authorities.

Administrative decentralization aspects:

1. The administrative job in the hand of the central government.
2. The central government officers are under the administrative hierarchy system
3. Managerial authority

■ Administrative decentralization aspects:

Known by the administrative system based on allocating authorities and administrative jobs between the central department (the government) and other bodies and administrative departments whether regional or department legally independent of the central administration as per the abstract personality acquired while subject to the supervision of this department.

Administrative decentralization adopts two forms: regional or local decentralization and department or facility decentralization.

First form: regional decentralization:

Means that the central authority grants a region of the country some competencies to manage the facilities and local departments after granting abstract personality and financial and administrative independency. This form based on democracy idea requiring granting local departments people the right to manage their affairs and operate their facilities via elected councils.

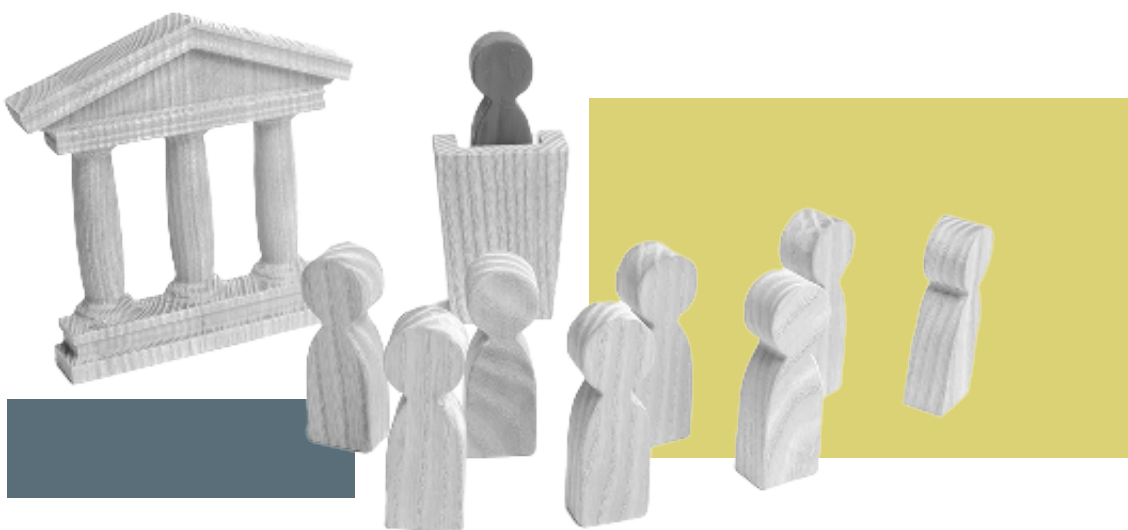
Second form: facility decentralization:

In some cases, the legislator finds it necessary to grant some projects, facilities, and general departments the abstract personality a little independency of the central department while their subordination to supervision such as post office, electricity, and broadcasting to facilitate its activities away from administrative complications.

facility decentralization is practicing one activity or several homogenous activities as in general agencies and organizations unlike the local decentralization that manage a lot of heterogeneous facilities or activities. This form not based on democratic idea; it is just a technical idea regarding facility management efficiency. Therefore, no need to make elections to determine the managers or the members of the councils of the general agencies.

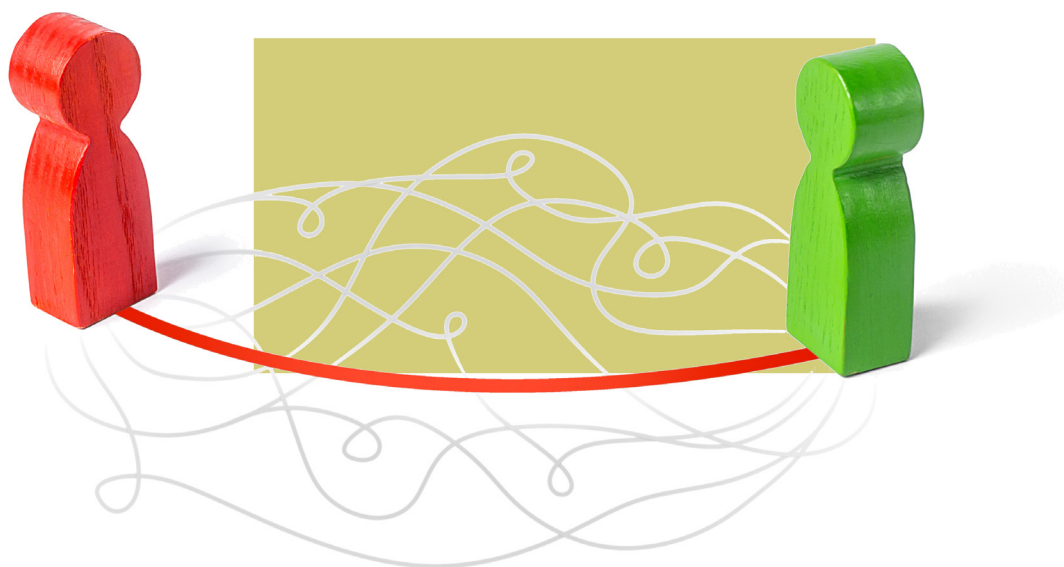
■ **Administrative decentralization components:**

1. Recognize the existence of outstanding local departments of the national ones requires recognizing the independent abstract personality.
2. The elected authorities supervise these local departments
3. The decentralized authorities under the control of centralized authorities.



Fifth Chapter

The Reflection of The General Basis of The Local Administrative Organization on The Reality of The Areas Non-Held by The Syrian Regime



The Reflection of The General Basis of The Local Administrative Organization on The Reality of The Areas Non-Held by The Syrian Regime

The accompanying questionnaire was conducted on some local councils in west of Syria which follows the SIG and salvation government. It was also conducted in east of Syria which follows the so-called SDF government. The questionnaire recorded the opinion of nearly 968 people regarding the formation of the councils, its governance, its references, applicable rules, services offered, and its relation with the citizens.

01 Forming the councils and its references:

As indicated earlier, the administrative decentralization is reflected clearly in both regional and facility decentralization. The regional decentralization is based on granting central powers to a part of the country region in addition to its competencies to manage the facilities and local departments after granting the abstract personality, and financial and administrative independency.

While facility decentralization based on granting some projects, facilities, personal and abstract public departments, and independency by the central administration while their subordination to supervision such as post office, electricity, and broadcasting to facilitate its activities away from administrative complications.

Actually, the reality secreted by the revolution, due to getting out of the regime control, and the need to be managed, the administrative decentralization was based on the previously mentioned forms but was based on the military control and the borders determined by the military battels. The need of a specific region to local administration was not considered due to the existence of prominent local departments requiring the recognition of the abstract personality of this region to manage it. Also, specific facility administration was not established, as is recorded in the questionnaire through forming councils between 2012 and 2019 (questionnaire results attached). This was the period of getting out of regime control or establishing the military dominance.

This result was not affected by the reason behind forming the councils whether based on geographic area represented by the council which achieved the standards stipulated in local administration law in terms of census or due to lack of representation of this region (questionnaire results attached) as far as no evidence indicating its relationship with the center.

Also, the administration decentralization system assumes granting the regal personality to the local administration by the center while its subordination to supervision. Moreover, there were not any relation with the center in Damascus, as this relation cannot be considered as an actual relation with the central authority and the local authority. Actually, the formation of these councils precedes the formation of governments and autonomy. It cannot be said that the SIG, salvation government or SDF government granted those councils the abstract personality. Also, the process of supervision and control was formal. The questionnaire states that the authorities supervising the formation of the councils or the registered ones as annexed.

Figure (1) Local councils according to the year they were formed

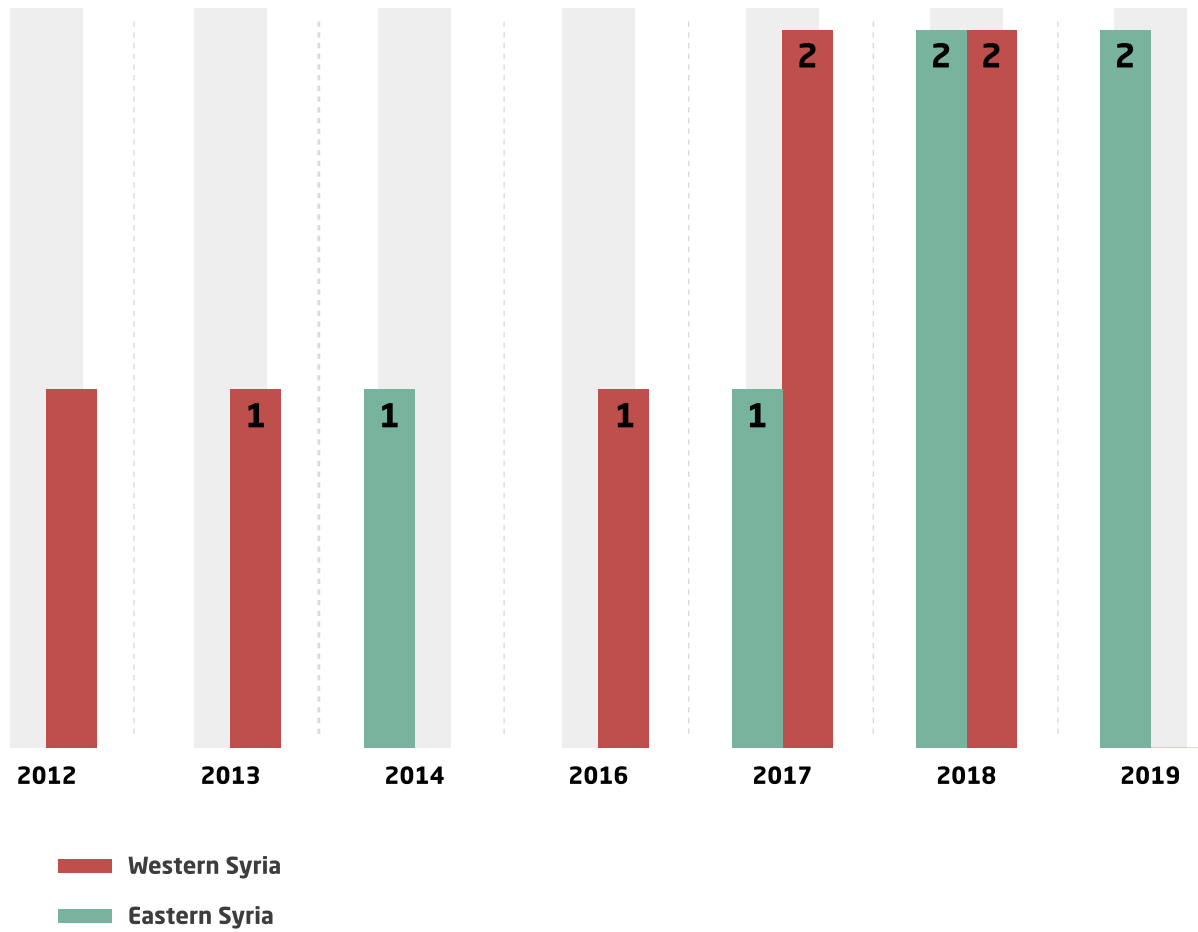


Figure (2) The reason for forming this local council - the presence of the local council

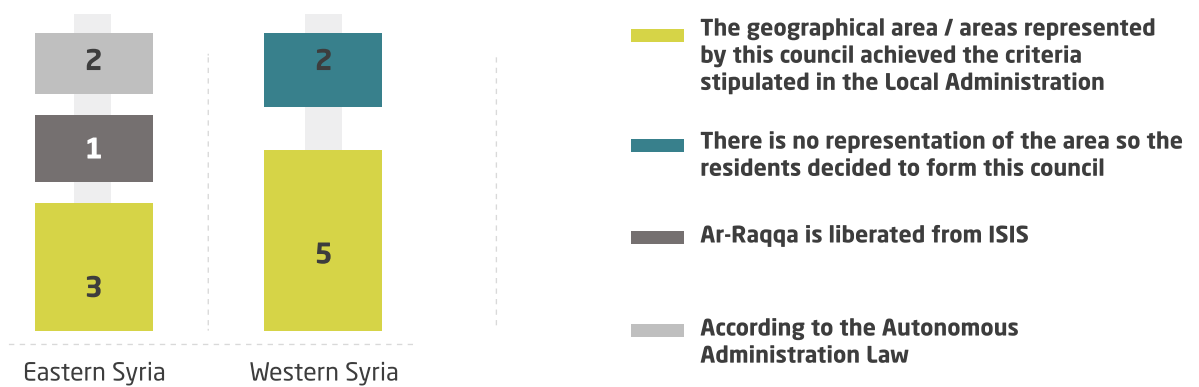
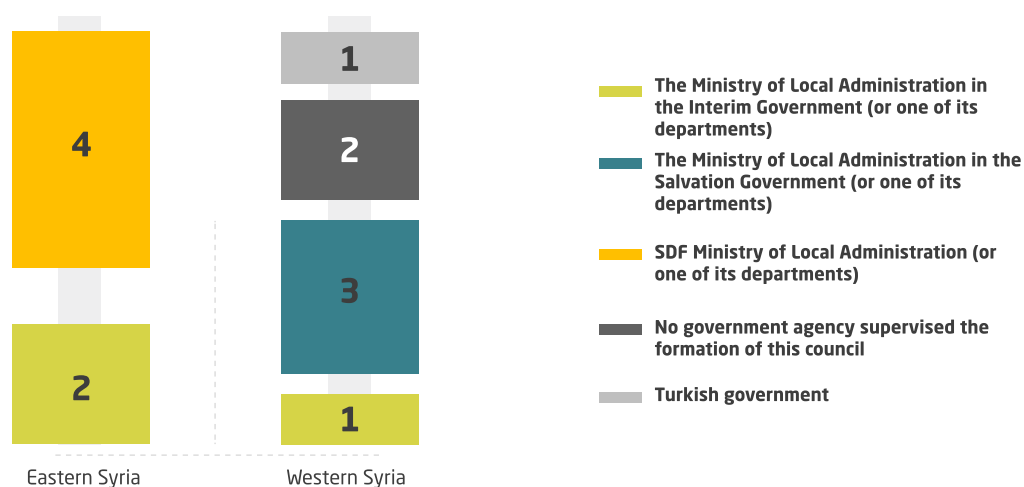
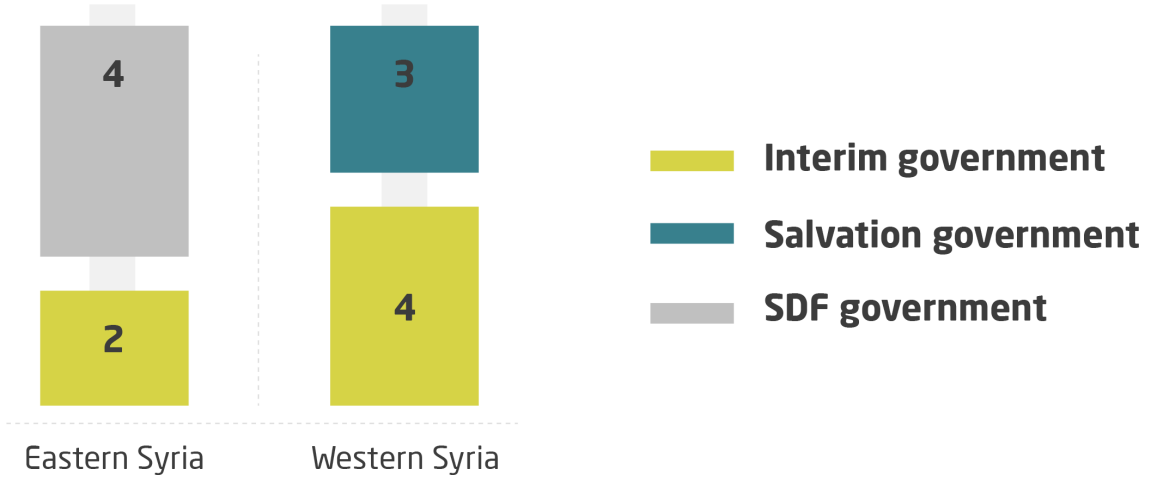


Figure (3) The sample is distributed between the host community and IDPs among women



The name of the council	The supervising government authority
Idlib city council	The ministry of local administration of salvation government or one of its affiliate departments
Dhiban city council	The ministry of local administration of SDF government or one of its affiliate departments
Ar-raqqa civil council	The ministry of local administration of SDF government or one of its affiliate departments
Afrin local council	The ministry of local administration of salvation government or one of its affiliate departments
Derik district council	The ministry of local administration of SDF government or one of its affiliate departments
People's assembly in Al-Busira and its countryside	The ministry of local administration of SDF government or one of its affiliate departments
Salqin city council	The ministry of local administration of salvation government or one of its affiliate departments
Ra's Al-Ain local council	The ministry of local administration of salvation government or one of its affiliate departments
Al-Bab city local council	Affiliate of the direct Turkish administration (Gaziantep)
Al-Ra'ai local council	The formation of this council is not supervised by any governmental authority
Tall Abiad local council	The ministry of local administration of salvation government or one of its affiliate departments
Daret Azza city council	The ministry of local administration of salvation government or one of its affiliate departments
Azaz local council	The formation of this council is not supervised by any governmental authority

Figure (4) The government with which the local council is registered

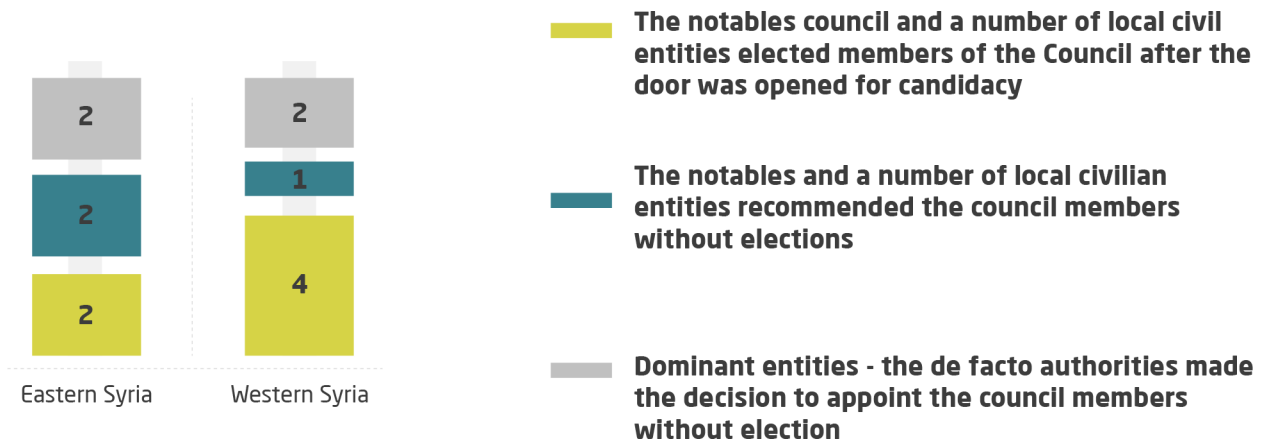


02 Selection mechanism of the members of the local administration and applicable law:

The assigning of the members of the local administration is considered through electing key element of the administration decentralization elements. The local authorities must enjoy a certain amount of independency of the central authority. Actually, the best way to achieve this independency come from the members are elected by the citizens in the region controlled by their administration. That is the dominant view in the administrative doctrine. However, it must be said that there is another point of view stating that election was not a prerequisite to form the local administration. On the understanding that the elected persons may not enjoy the professionalism to manage the region. This may damage the regional interests and the entire country. Therefore, they won't be ashamed to take recruitment of some members' approach.

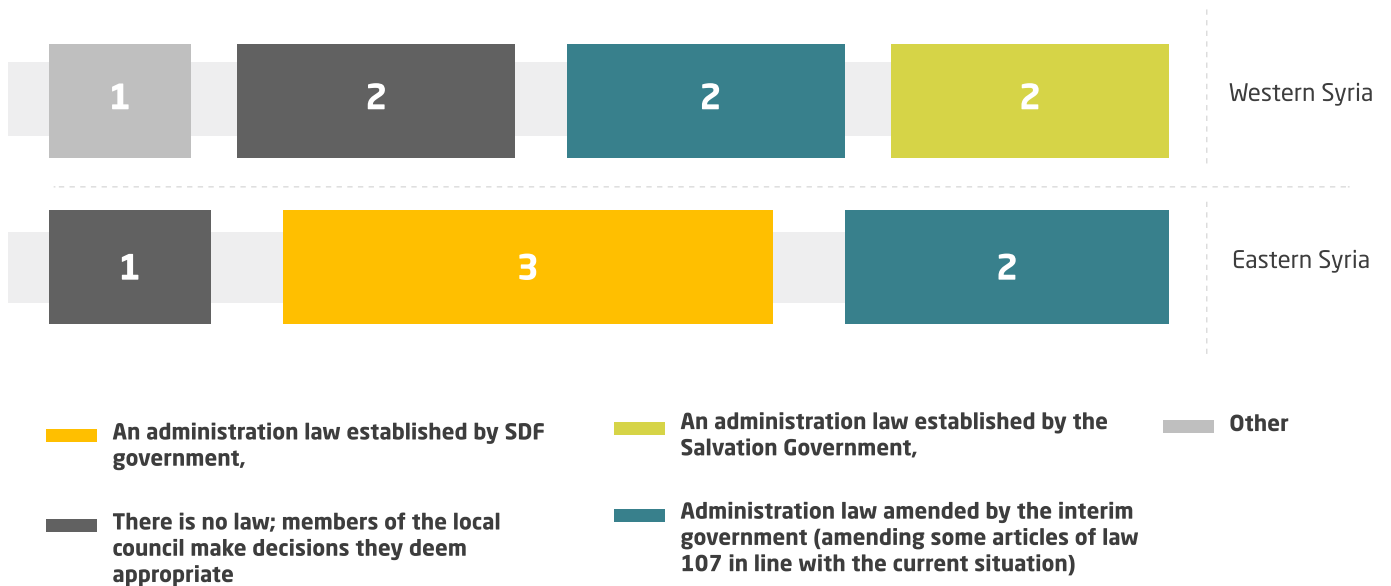
Referring to the questionnaire and its results, we found that the method used to select the members of the local administration was not direct election by the citizens. But there were various methods used, as section was elected by the upper house and some of local civil authorities or recommended without elections. The other section is recruited by de facto authorities (rind the attached questionnaire).

Figure (5) How the current local council members have been appointed - elections



Regarding the applicable law, the fact is out of local administration concept which assume a unified law within the country and approaching autonomy and federal management. Various rules are applicable, as section of it is based on country laws after making some amendments. The other section is based on new laws stipulated by de facto authorities, as some of the are managed without any clear jurisdictions (find questionnaire results).

Figure (6) The law on which the local council depends

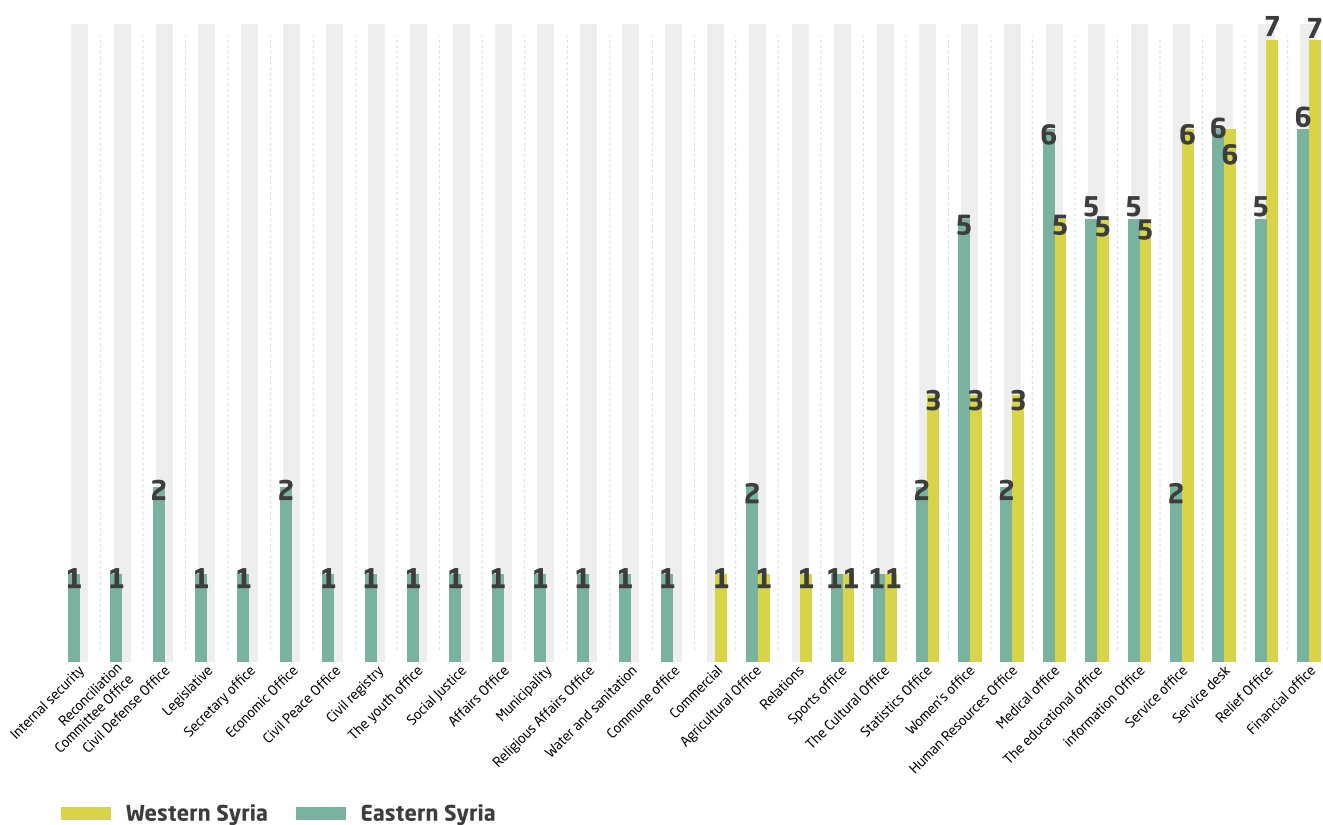


The name of the council	The law which local council depends on	Law name
Idlib city council	There are not any laws, the members of the council decide whatever they see appropriate	
Dhiban city council	There are not any laws, the members of the council decide whatever they see appropriate	
Ar-raqqa civil council	Administrative law enacted by SDF government	Local administration law or SDF government law
Afrin local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Derik district council	Administrative law enacted by SDF government	
People's assembly in Al-Busira and its countryside	Administrative law enacted by SDF government	
Salqin city council	Administrative law enacted by salvation government	Municipal council law enacted by salvation government and instruction of services management and its decrees
Ra's Al-Ain local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Al-Bab city local council	Law determined by the Turkish government	
Al-Ra'ai local council	Cooperation and coordination with Gaziantep state and the Turkish government	
Tall Abiad local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Daret Azza city council	Administrative law enacted by salvation government	salvation government law
Azaz local council	There are not any laws, the members of the council decide whatever they see appropriate	

03 The governance and the extent to which local authorities are supervised by the central authorities:

The accompanying questionnaire did not indicate a clear work strategy in the local councils or the subordination to central authority supervision which formed it and recorded it. There is not any governance relation between the governmental council and the local council or even between the governmental council and the ministry of local administration. Moreover, the local councils in Syria are affiliate to the ministry of local administration and the councils implementing law no. 107 of 2011 which is subordinate to the ministry of local administration of the salvation government. However, turning to the offices of theses councils and the nature of its tasks, it is not limited to the competence of the local administration but also increase to other ministries and departments competencies. Due to the variance of internal systems or non-existence and lack of unified form of decrees. Probably this is due to the formation of those councils to cover the gap created after the absence of country organizations and non-efficiency of other authorities. That leads to role ambiguity or mysterious decisions. Rather, the role of executive authority goes beyond the judicial and legislative authority through issuing laws or general penalties.

Figure (7) Executive offices within the local council



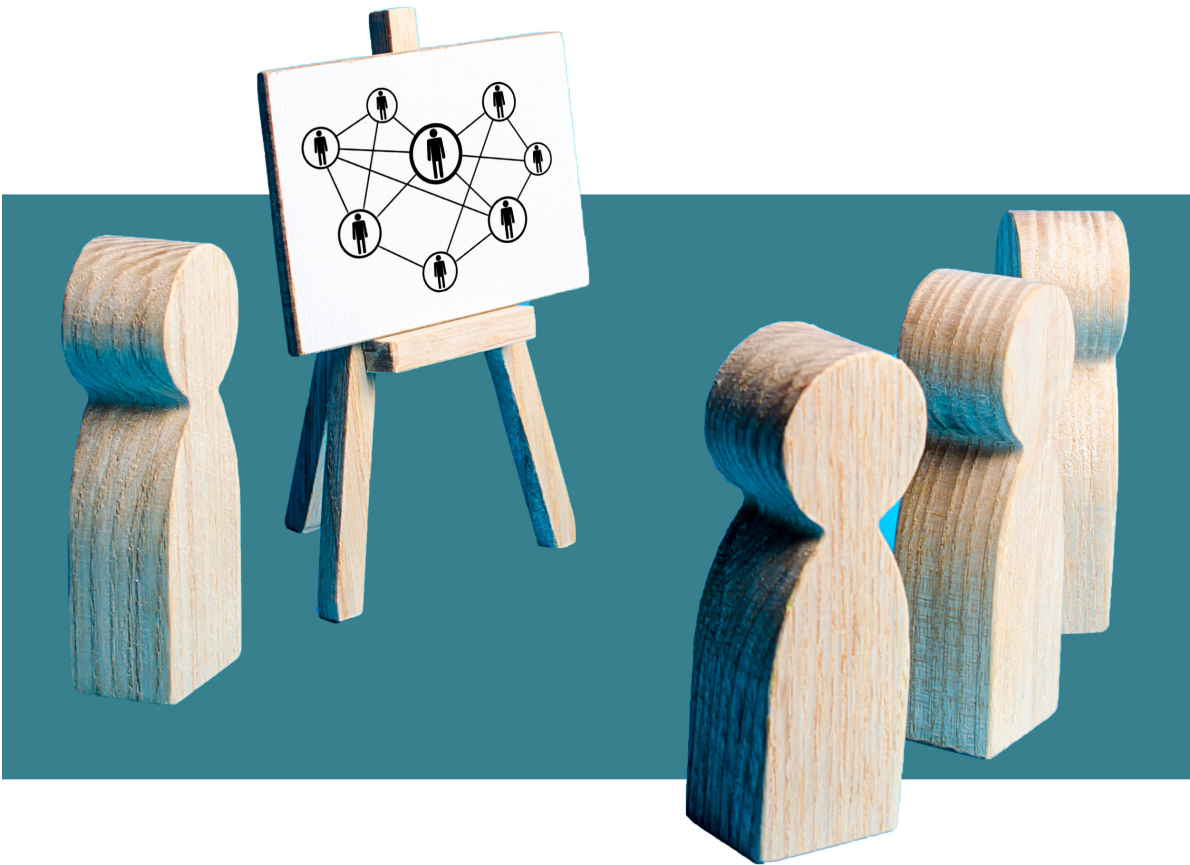
The name of the council	The law on which local council depends	Law name
Idlib city council	There are not any laws, the members of the council decide whatever they see appropriate	
Dhiban city council	There are not any laws, the members of the council decide whatever they see appropriate	
Ar-raqqa civil council	Administrative law enacted by SDF government	Local administration law or SDF law
Afrin local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Derik district council	Administrative law enacted by SDF government	
People's assembly in Al-Busira and its countryside	Administrative law enacted by SDF government	
Salqin city council	Administrative law enacted by salvation government	Municipal council law enacted by salvation government and instruction of services management and its decrees
Ra's Al-Ain local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Al-Bab city local council	Law determined by the Turkish government	
Al-Ra'ai local council	Cooperation and coordination with Gaziantep state and the Turkish government	
Tall Abiad local council	Administration law amended by salvation government (amended some items of law 107 in conformity with current reality)	
Daret Azza city council	Administrative law enacted by salvation government	salvation government law
Azaz local council	There are not any laws, the members of the council decide whatever they see appropriate	

Figure (8) The role of the local council in the land registry



The name of the council	The local council roles in land register	Another role	Description
Idlib city council	No role		
Dhiban city council	No role		
Ar-raqqa civil council	No role		
Afrin local council	Register properties and real estate. Register sale and purchase contracts and inheritance		Dully register and transfer properties. Numbering and sorting records
Derik district council	No role		
People's assembly in Al-Busira and its countryside	No role		
Salqin city council	No role		
Ra's Al-Ain local council	Register properties and real estate. Register sale and purchase contracts and inheritance		The role is under organization which is implemented by property registration office as one of local council offices
Al-Bab city local council	Register properties and real estate. Register sale and purchase contracts and inheritance		Register properties registered in land registry and register sale contracts fall within land registry department
Al-Ra'ai local council	Register properties and real estate. Register sale and purchase contracts and inheritance		Register properties, issue building licenses, and organizing the city
Tall Abiad local council	Register properties and real estate. Register sale and purchase contracts and inheritance		Register sale and purchase contracts
Daret Azza city council	No role		
Azaz local council	Register properties and real estate. Register sale and purchase contracts and inheritance		One of the departments affiliates to the legal office. It is the only office in the area, as it was maintained from damage and it was totally archived

Figure (9) The role of the local council in the civil registry



The name of the council	The local council roles in land register	Another role	Description
Idlib city council	No role		
Dhiban city council	No role		
Ar-raqqa civil council	No role		
Afrin local council	Register birth, issue birth certificates, and offer civil register record		Issue IDs
Register all birth, marriage, divorce, and death events	No role		
Derik district council	No role		
People's assembly in Al-Busira and its countryside	Register birth, issue birth certificates, and offer civil register record		Issue authorized IDs within the so-called SDF only
	Register properties and real estate. Register sale and purchase contracts and inheritance		The role is under organization which is implemented by property registration office as one of local council offices
Salqin city council	Register birth, issue birth certificates, and offer civil register record		
Ra's Al-Ain local council	Register birth, issue birth certificates, and offer civil register record		The civil and registration office affiliates with the local council
Al-Bab city local council	Register birth, issue birth certificates, and offer civil register record		The local council register and authenticate birth certificates within the civil and registration office. Also, offers civil register, family register, and IDs to all citizens living in the city
Al-Ra'ai local council	Register birth, issue birth certificates, and offer civil register record		Issuing IDs – civil and registration office
Tall Abiad local council	Register birth, issue birth certificates, and offer civil register record		Register birth events, IDs, marriage and offer register
Daret Azza city council	Register birth, issue birth certificates, and offer civil register record		Through civil department and registering new birth events, death, and marriage
Azaz local council	Register birth, issue birth certificates, and offer civil register record		One of the departments affiliates to legal office of the council

Figure (10) The local council has standard forms for decisions, tenders, memoranda of understanding and other contracts



Regarding the relation with the citizens, services quality, and transparency. We found that most interviewed did not participate in the elections of the council. They did believe that this council represent them. they do not know but some of those who were elected. They Feel unsatisfied of those members, rather nearly half of interviewed people never go to this council. In addition, the services offered is very low as well as services allocations. Regarding periodical spread of information, the rate in west of Syria was better than east. Also, the rate is nearly equal in the area that do not offer complaints box or in the areas that put them in location that does not provide appropriate confidentiality. Also, the rate was low regarding the authority receiving the complaints. Most of them affirmed the lack of transparency while recruitment.

Figure (11) Participating in the elections of the Council members

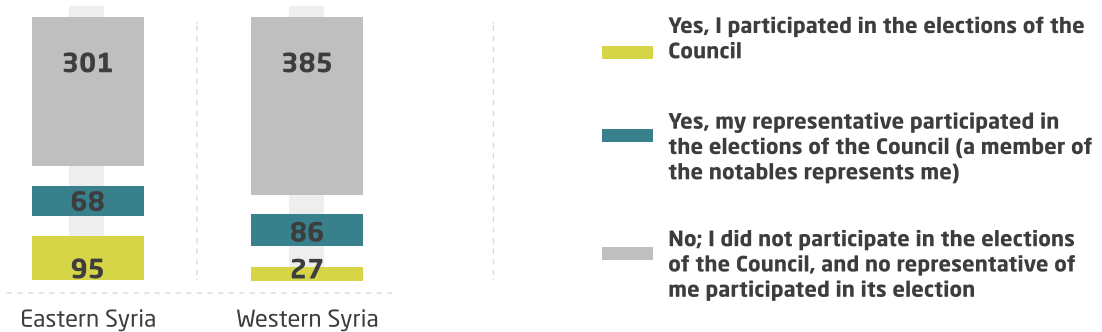


Figure (12) The feeling that the local council represents me

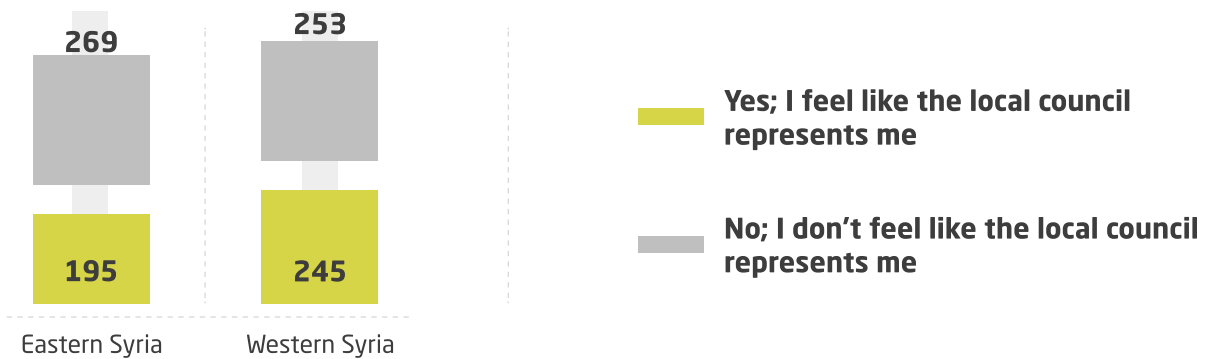


Figure (13) Knowing the local council members

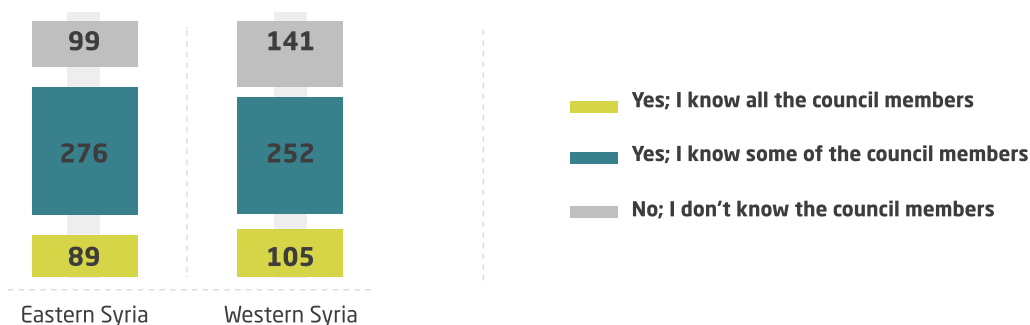


Figure (14) The extent of satisfaction with the performance of the members of the Council

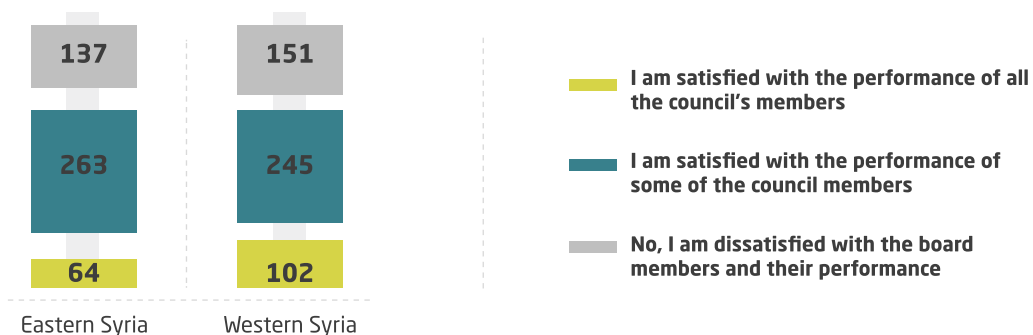


Figure (15) Quality assessment of the provided services

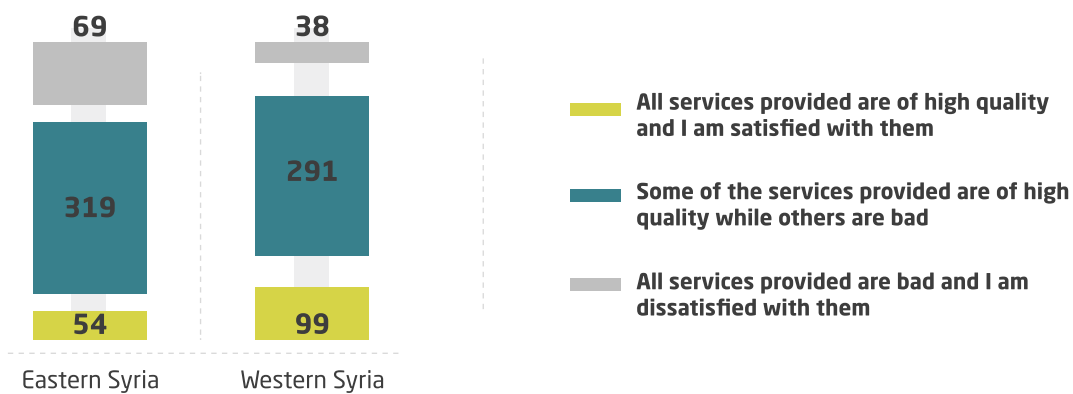


Figure (16) Fairness in the distribution of the services

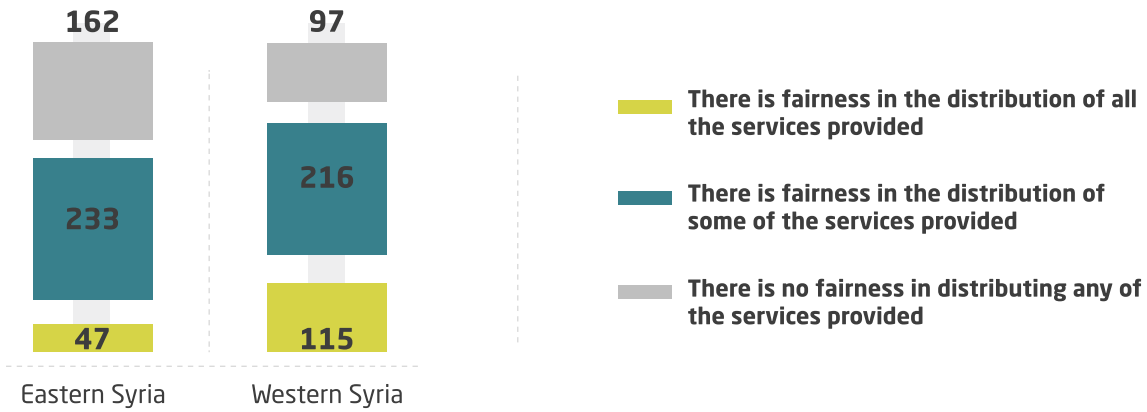


Figure (17) The local council used friendly communication channels (used by all segments of the society) to disseminate all the information

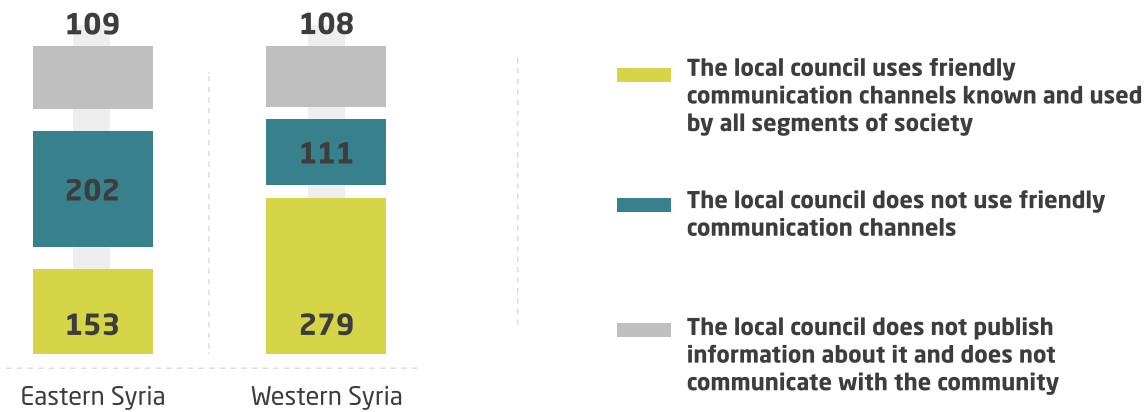


Figure (18) The local council has placed a complaints box in an easily accessible location that ensures confidentiality and privacy for its users

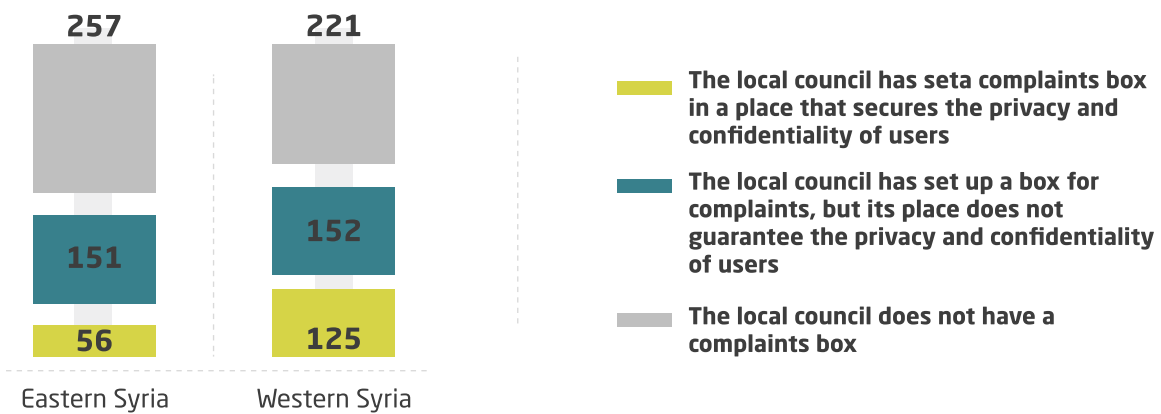


Figure (19) The extent to which the local council responded to the complaints submitted to it

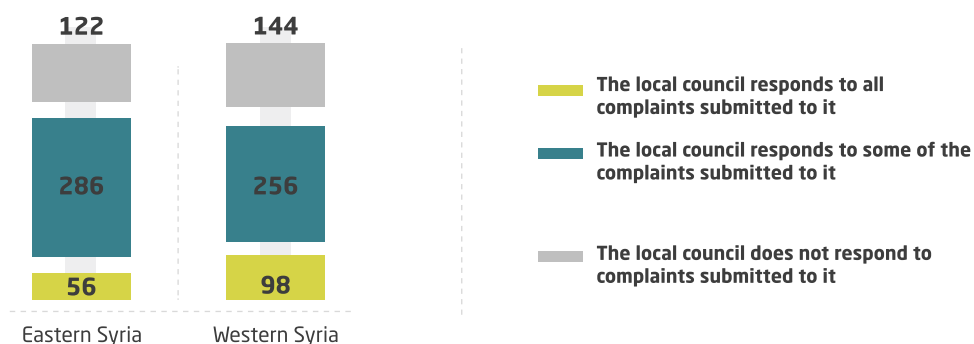


Figure (20) Checking with the local council at an earlier time

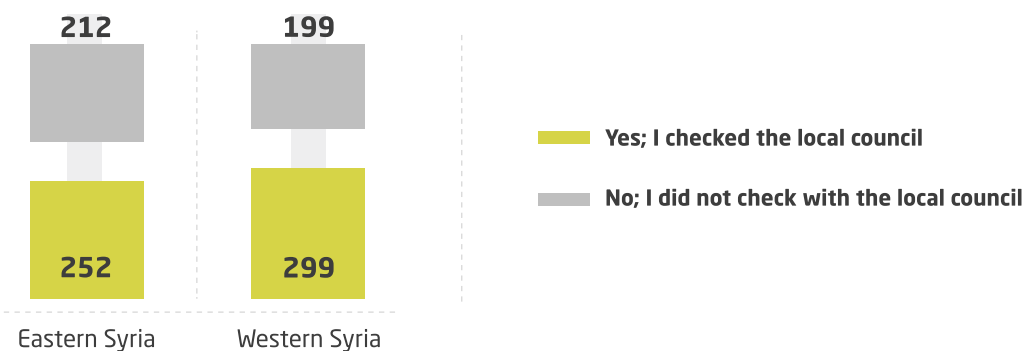


Figure (21) The presence of transparency in the recruitment processes in the local council and its offices

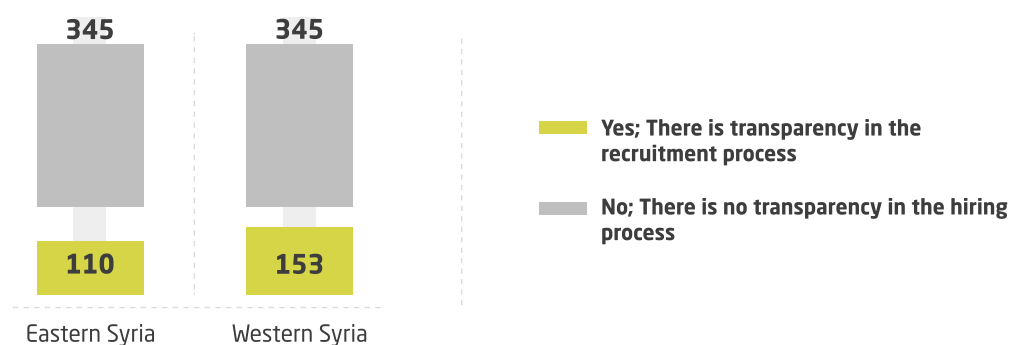
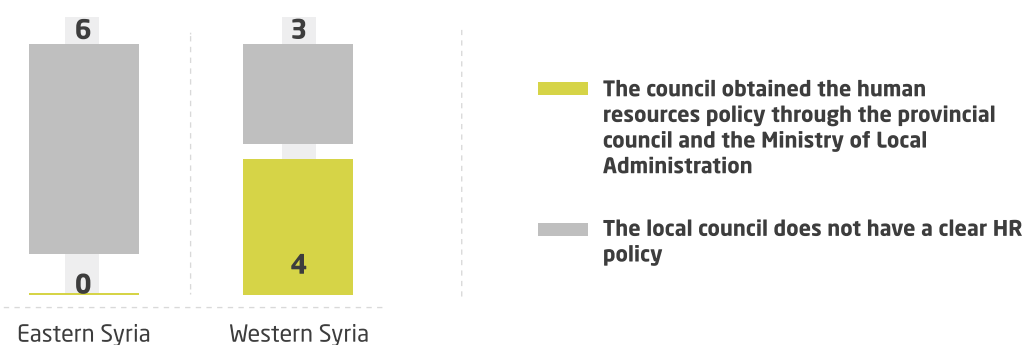


Figure (22) Human resources policy of the local council



Summary and Recommendations

We cannot look at the local council phenomenon through attribution to centralization and decentralization as means of local management. This is due to the relation with the center in Damascus or even authorities that are supposed to promote management means in those areas so as to call these concepts on them. Instead, we have to look at the reasons of establishment to fill the gap caused by country organizations withdrawal and the need of offering services, then subsequent military conflict and international intervention which leads to more stability in control areas and development in management form. That effects on country unity, representing local citizens, and offering services to them and its position towards the final political solution in Syria. In this sense, we recommend the following:

1. Unify the applicable law and adopted administrative system in the areas non-held by the Syrian regime, which could be law no. 107 of 2011
2. Approve internal regulation and unified decree forms in conformity with applicable law and administrative system clarifying the strategy and competences.
3. Develop financial policy, human resources system, and mechanism to communicate with people and offering services based on transparency and justice.



Local Councils

in The Areas Non-Held
by The Syrian Regime

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