

Environmental Sector Programme (ESP) in Egypt

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ABSTRACT

The Government of Egypt (GoE) and the Government of Denmark initiated in 2001 the Environmental Sector Programme (ESP) in Egypt. ESP is a six years' framework for a broad assistance to national endeavours within environmental management.

The overall objectives of ESP are to contribute to the efforts of the Egyptian government to achieve its environmental objectives with particular regard to improving environmental conditions, developing environmental management capacity of institutions, which can support communities in maintaining a cleaner and healthier environment and by providing framework for compliance with environmental regulations.

The co-ordinating Egyptian body is the Ministry of State for Environmental Affairs and its implementing agency the Egyptian Environmental Affairs Agency (EEAA).

The ESP goals can be summarised in implementing of the environmental management tools at the local level. Supporting EEAA' strategy for decentralization at regional levels of its services and functions. Conduct institutional support to two selected governorates (Beni Suef and Aswan). Provide assistance to the Egyptian industry to improve compliance with environmental regulation through cleaner production. Provide technical assistance to the Shore Protection Agency (SPA) and the Ministry of Water Resources and Irrigation. Assist the Environmental Information and Monitoring Programme (EIMP) during the phasing out period.

In this paper, ESP will present the structure, and objectives of its components. They are Decentralised Environmental Management (DEM) component. The Communication in Environmental Management (CEM) component. The Environmental Management in Governorates (EMG) component. The Achieving Compliance with environmental regulation in Industry (ACI) component. Provide technical assistance to Shore Protection Agency (SPA) and the Environmental Information and Monitoring Programme (EIMP).

ESP Objectives

The main objective for the ESP support as stated in the Programme Document is:

To contribute to the efforts of the Egyptian government to achieve its environmental objectives with particular regard to improving environmental conditions, developing environmental management capacity of institutions which can support communities in maintaining a cleaner and healthier environment and by providing frameworks for compliance with environmental regulations.

National policy and planning in Egypt is guided by a long-term development vision till Year 2022. The main objectives of the vision concern economic improvements (debt reduction, income growth, deficit reduction), social welfare, and sustainable use of natural resources.

The Five-Year Plan for Socio-Economic Development 2002-2007 sets the course for continued efforts towards modernisation and integration in the global economy and forms the overall framework for the annual budget cycle. The Plan calls for upgrading social, judicial and security services and export promotion. Special attention is given to the social gender component, which seeks to guarantee women's effective participation in social and economic development.

The Plan includes the National Spatial Planning Strategy aiming at strengthening the relationship between central and local administration to achieve appropriate distribution of population and economic activities over the Egyptian territory. An industrial development strategy is promoted that includes environmental protection considerations throughout.

The Law for the Environment 4/1994 regulates the environmental policy for the Government of Egypt. The law was approved and put into force in 1994. It authorises the Egyptian Environmental Affairs Agency (EEAA) to regulate environmental management in the country, and outlines the areas to be regulated under the Law.

The EEAA management has formulated a vision of EEAA to include economic and social aspects in sustainable development, and to integrate the environmental dimension into national policy plans and programmes.

The five-year EEAA work plan (2002-2007) sets out the priorities of the MSEA and EEAA. The plan emphasises capacity building, both in the EEAA and at the decentralised levels, awareness raising for all community levels, mobilising NGOs and Community Development Associations (CDAs), finalising establishment of the Regional Branch Offices (RBOs), support to Environmental Management Units (EMU) in the Governorate administrations. The use of economic instruments (financial mechanisms, incentive schemes) is a recent strategic development as is the promotion of cleaner production methods in industry.

The National Environmental Action Plan (NEAP) is the policy document representing the Egyptian agenda for environmental actions and should be the main environmental source document for the sector plans of line ministries. The financial implications of the NEAP's latest version (2002) are to be clarified before official adoption by the Cabinet of Ministers.

The NEAP should be supplemented through the development of Governorate Environmental Action Plans (GEAP), outlining actions to be taken at Governorate level. EEAA has established a GEAP. Implementation of the GEAPs, however, faces a number of difficulties, both in relation to financial constraints and technical capabilities in the Governorates.

A major issue in connection with the GEAPs is the mandate of the EMUs and their relationships to the RBOs. In this respect preparations for a decree has been made in cooperation between EEAA

and the USAID financed programme EPPP. The decree has been discussed and negotiated among the stakeholders, but so far it has not passed the Cabinet of Ministers.

EEAA has accumulated considerable capacity in environmental management. However, some of the line-ministries still need to implement guidelines and procedures to strengthen environmental management in their sectors.

The Governorates have authority under various laws to regulate environmental activities. They also share authority with EEAA, under Law 4, to regulate activities within their own boundaries. Joint activities have been carried out to a greater or lesser extent across the Governorates depending in past upon the capacity of the Governorate. The formalisation of relations in accordance with a decree, soon to be issued, will assist establishment of coherent cooperating structures.

ESP COMPONENTS

Figure 1 indicates the ESP components:

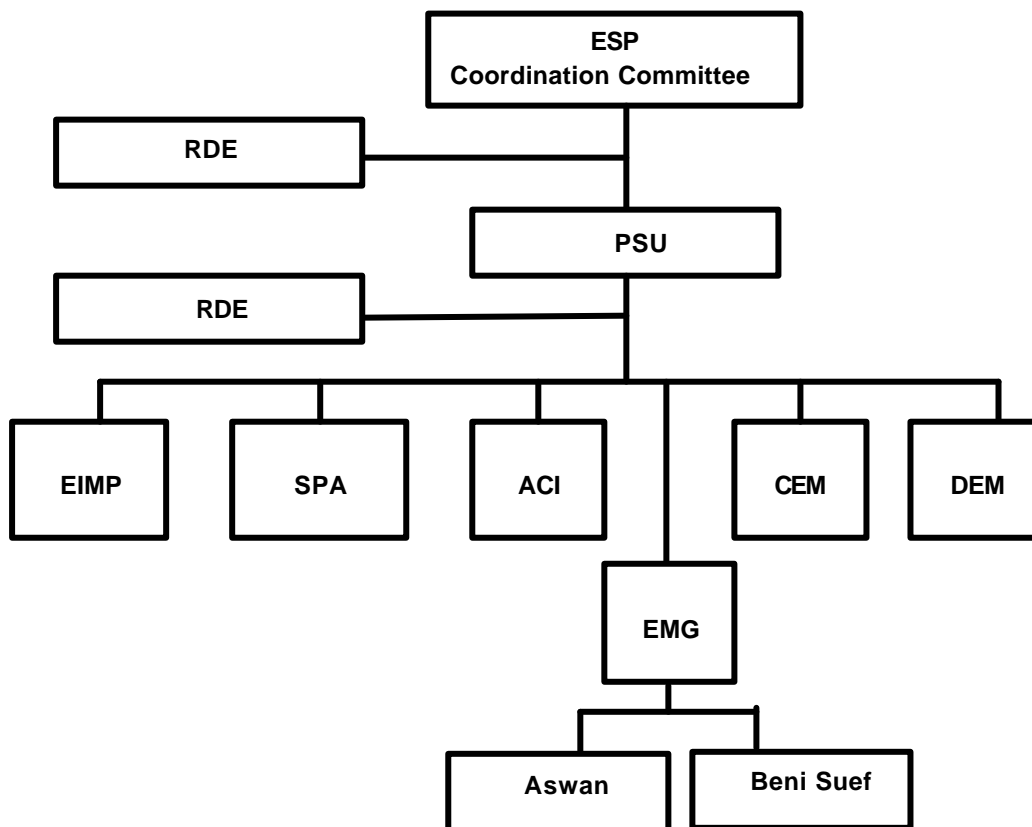


Figure 1
Environment Sector Programme (ESP) Components

Investments in the environment sector in Egypt during the last decade have been substantial, in particular through donor assistance. However, availability of funds from this source is decreasing. The environment sector in Egypt may face financial constraints in the coming years. New financial instruments and partnerships will have to be created in order to facilitate continued development of the sector, e.g. by focusing on private sector involvement to supplement public expenditure and donor assistance with private investments.

At the moment EEAA is working on assessment of the possibilities in order to formulate the necessary action plan.

PROGRESS OF DANIDA'S SUPPORT TO THE NATIONAL ELEMENT

Progress and Status

The progress and status can be summarised as follows:

The DEM Component has faced several challenges, as the decentralisation action plan is only being formulated on the basis of the declared strategy for decentralisation, and the CEM Component is place in the focal point for formulation of the decentralisation policy.

To meet the challenges it was agreed to establish an EEAA DEM Task Force with participation of all internal stakeholders. The Task Force should develop the strategy and action plan for the decentralization process. The CEO should approve the strategy and TOR for the Task Force in order to stimulate its work.

Simultaneously the development of a CDBA capacity building strategy was initiated in March 2003.

Monitoring and reporting system for the RBOs has been developed and implemented before the start of the DEM Component. It is functioning in accordance with plans.

Strategy and action plan for GC&F RBO developed in accordance with plan.

Work with second RBO planned to start up by the end of 2003 in accordance with the implementation plan.

Most of the planned activities of **the ACI Component** are progressing according to plan.

The implementation of EMS in the enterprises is progressing well.

Dissemination of knowledge about EMS is being planned and several workshops have taken place. However, the coordination with the CEM component must be enhanced.

A strategy workshop concerning financial support from other sources as well as promotion of CP in the industrial sectors, facilitated by the ECO with FEI management, Danish Experts, selected donors will take place in May/June 2003.

The CSC has approved a draft concept for development of a strategy for mainstreaming poverty and gender into component activities (based on a PSU input).

The EMG Component has faced difficulties as the work of the component covers the Governorates in Benu Suef and Aswan as well as the GEAP Unit in EEAA. A major re-structuring of the working modalities has taken place after the Technical Review in March 2003. Furthermore, the Component Management has been strengthened with a local coordinator.

Strengthening of the EMUs' capacity for planning and ambient environmental monitoring has been initiated by preparing an environmental profile for the two Governorates.

Discussions held with CEM component towards cooperation on awareness raising and Communication Activities. However, a more active input from CEM Component is needed.

Concerning the GEAP process the local initiatives and work is progressing. However, the integration of the support and coordination with the NEAP should be enhanced further.

Local Environmental Committees have been established in both Governorates (40 in Aswan and 38 in Beni Suef).

Six demonstration projects have been approved and started. The release of funds from EPF is now working after some starting difficulties.

By the end of 2002 **the CEM Component** presented a very ambitious work plan. Only a few of the activities of the work plan, however, have been implemented, mainly due to various ad hoc activities.

It should be appreciated that the planning of communication activities is challenging, as immediate needs inevitably will show up. However, the objectives of the component are put very concrete in the component description, and immediate needs should not postpone the implementation of the objectives, e.g. the production of media packages.

The component has been involved in the formulation of an internal communication strategy in EEAA, and the ESP communication strategy is by the CEM Component and the PSU being coordinated with the overall EEAA strategy.

A discussion between the PSU and the CEM CM has resulted in a CEM plan for approaching the other components in order to support the components in the dissemination of results.

Activities that should be given priority are the staffing in the EMUs, and the establishment of an environmental database in EEAA.

The phasing out of Danida's input to **the EIMP** is progressing according to plan.

However, the issue of an upgrading of the IT system has been raised by the EIMP Management. The ESP Management would recommend the upgrading being financed through the reserve funds of the EIMP account.

According to the plan the EIMP activities are being integrated in the relevant departments of EEAA during the coming year.

ACTIVITIES AND APPROACH

The DEM Component has developed a proposal for an EEAA DEM Task Force to develop a strategy and action plan for DEM has been made.

The development of a CDBA capacity building strategy was initiated in March 2003.

Five staff members have passed two English training courses at British Council.

A strategy and action plan for GC&F RBO developed in accordance with plan. Training needs assessment of GC&F RBO is in process.

The work with a second RBO is planned to start up by the end of 2003, in accordance with implementation plan.

In the **ACI Component**, seminars for industry have been conducted in 6th October City, Aswan, Greater Cairo (Shobra El Khema) and Alexandria. These meetings with the purpose of introducing ECO to the industry have been attended by representatives from 180 enterprises .

ECO staff training in Denmark focuses on practical implementation of CP in Danish industry illustrated by factory visits , and a short course in presentation techniques, team building and negotiation skills.

The monitoring practice in industry has been initiated in connection with the pre-assessment process in the industry and will continue in the implementation phase.

A draft business plan for ECO including a financial strategy is ready to be presented for and discussed with FEI management.

A contact has been established to the relevant chambers. Direct contact to industry has started with the seminars in 6th October City, Greater Cairo, Aswan and Alexandria and the subsequent factory visits in these areas. Screening visits have been done in 104 enterprises .

A large number of CP options have been identified for further processing during the coming implementation phase. Some companies did, however, initiate implementation on their own. Due to different obstacles the process has been delayed and started in April 2003. The delay will be caught up with.

In the **EMG Component** number of issues have been solved, to improve the efficiency. However, the activities are delayed for various reasons:

The selection of a local company was delayed. Local specialists are now increasingly being utilised.

Interviews of candidates for the two positions as Long -term Consultants were delayed, and the last position (the GEAP Consultant in Beni Suef) was taken up only on the 8th of March 2003. The GEAP process is now in progress in Aswan, and was launched in Beni Suef in April 2003.

The Component Adviser (CA) had not spent 33% of his working days in each of the governorates as originally agreed upon. To meet the requirements for more consultant input a full-time local senior consultant has been employed as an additional support since the 1st of February 2003. However, the advantage of this arrangement has not yet fully materialised, due to the fact of him being engaged in complicated logistic issues as procedures for e.g. cars, equipment, permits etc.

The input and assignments of short-term international consultants have until recently not been transparent. A description of the necessary procedures has now been approved by the SC as a new Section of the EMG Component's *Procedures Manual*.

Until now, few of the EMU staff has been directly engaged in Component activities, but the GEAP process commenced in Aswan in January 2003, and in Beni Suef in early April. In addition, it has recently been possible to start on the implementation of projects.

Now the GEAP process is in progress, and funds are available for implementation of the proposed projects.

High Environmental Committees and Local Environmental Committees are now formed by decree in both governorates. The HECs and ECs will play an important role in the preparation of the GEAPs, and in the identification of problems, proposing projects and in monitoring the environment in general.

The CEM Component has started Training of staff. A detailed TNA of the CDECA staff has been carried out. One staff member participates in the Danida Fellowship programme in spring/summer 2003. Initial pre-departure training has taken place during the reporting period. Training in desktop started in April 2003. Since staffing and activities in the EMUs have been delayed, it was premature to include the EMUs in the first phase of defining TNA. Identification of EMU's TNA will follow later this year.

To identify the national EEAA communication needs, the CEM has developed a comprehensive questionnaire. All EEAA managers have participated in the survey and valuable information has been collected to identify the communication needs of EEAA. The questionnaire focused on external as well as internal communication needs. ToR and concept for an EEAA Newsletter has been prepared.

On the basis of the results of the questionnaire and to further identify the EEAA communication need a workshop for all EEAA managers was arranged. In the process of planning the workshop several managers have been addressed and a strong cooperation with the EEAA planning unit has been established. This specific workshop is the first of a series a workshop aimed at different target groups e.g. NGO's, Gender groups, Politicians, Educational centres etc. A group of EEA senior officials, external experts and CEM staff has been established to proceed with the process on developing the EEAA communication strategy.

The identification of ESP communication needs is only in a starting phase due to the fact that several of the other ESP components are in process of defining their communication needs. However, the CEM CM will play an active role in this process.

Concerning awareness raising a pilot study on the environmental awareness of selected students from two Cairo Universities has been initiated.

Four media packages identified and draft ToR developed. Launching of these packages are expected to start mid-autumn 2003. ToR for a series of 26 radio programs has been developed.

An overall list of decision makers in EEAA/EMUs has been prepared as a part of the internal questionnaire survey in EEAA. The activity was followed up during an EEAA workshop.

Concerning the identification of EEAA priorities in two governorates, and for other ESP components several preliminary ideas e.g. on how to cooperate with the NGOs, according to the priorities of the EEAA has been identified during meetings, questionnaires and during the communication workshop in beginning of March 03. However more should be done in the future and as the EMU are getting staffed adequately and the draft decree is adopted this will be initiated. As a next step in the following reporting period, the CEM international consultant will work on this issue esp. regarding the EMU's of Aswan and Beni Suef.

A database with environmental information targeted at NGOs is in a preparatory phase.

The **ESP Management (PSU)** has strengthened the coordination and cooperation among the components by regular joint meetings with CMs.

The work with establishment of monitoring indicators has started. The PSU has prepared a draft TOR and a local consultant has been contracted to finalise the TOR and prepare the action plan, including the basic special studies.

ACCOUNTING AND MANAGEMENT OF ESP

The accounting and management of ESP is done through the Ministry of State for Environmental Affairs with direct cooperation with Royal Danish Embassy.

When the ESP was started on 2001 there was a component was initiated to support KIMA factory (Fertilizer and Ferrosilicon Plant in Aswan). This component was aiming for designing and preparation of the activities at KIMA on pollution prevention and control to ensure that KIMA will meet the environmental standards set by the Government of Egypt.

But this component was cancelled through the Joint Annual Sector Review (JASR) which was conducted on April 2003. Figure 2, presents the accounting and management of ESP.

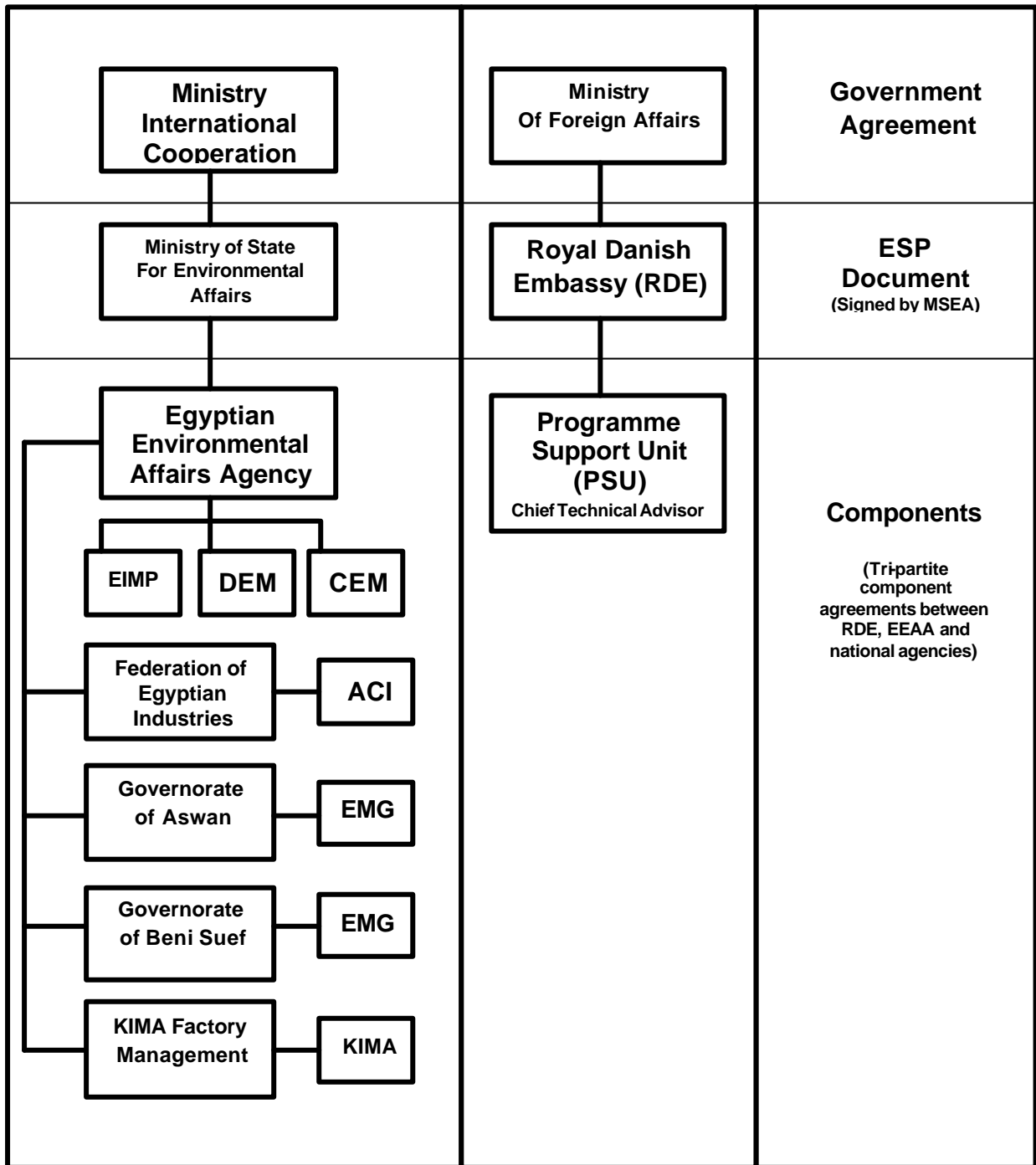


Figure 2
Accounting and Management of ESP

CONCLUSIONS

The aim of the ESP is to contribute to the efforts of the Egyptian government to achieve its environmental objectives with particular regard to improving environmental conditions, developing environmental management capacity of institutions, which can support communities in maintaining a cleaner and healthier environment and by providing frameworks for compliance with environmental regulations.

ESP is supporting the environmental policy framework for the environmental sector in the following:

- Implementation of Law 4/94 for the protection of the environment.
- Support to institutional capacity building in the EEAA, its RBOs and EMUs in 26 governorates.
- Support to sustainable environmental management systems.

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DISCLAIMER

The opinions and conclusions stated in this paper are those of the authors and do not necessarily represent those of DANIDA, EEAA, or any of the consulting organizations associated with the implementation of ESP.

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- 2- Joint Annual Sector Review (JASR) report, April 2003.

List of Abbreviations

ACI	Achieving (Cost Effective) Compliance in Industry
ASR	Annual Sector Review
CC	Coordination Committee
CDA	Community Development Association

CDBA	Central Department of Branches Affairs
CDECA	Central Department for Environmental Communication Affairs
CEM	Communication for Environmental Management
CEO	Chief Executive Officer
CM	Component Manager
CSC	Component Steering Committee
CTA	Chief Technical Adviser
Danida	Danish International Development Assistance
DEM	Decentralised Environmental Management
ECO	Environmental Compliance Office
EEAA	Egyptian Environmental Affairs Agency
EIMP	Environmental Information and Monitoring Programme
EMG	Environmental Management in the Governorates
EMU	Environmental Management Unit
EPF	Environmental Protection Fund
ESP	Environmental Sector Programme
ESPS	Environmental Sector Programme Support
FEI	Federation of Egyptian Industries
GEAP	Governorate Environmental Action Plan
GOE	Government of Egypt
LE	Egyptian Pounds
LFA	Logical Framework Approach
NEAP	National Environmental Action Plan
NGO	Non Governmental Organisation
PD	Programme Document, Project Document
PSU	Programme Support Unit
RBO	Regional Branch Office of EEAA
RDE	Royal Danish Embassy
SC	Steering Committee
SME	Small and Medium Enterprises
TOR	Terms of Reference