

Final Component Description

Environmental Management in the Governorates

Environmental Sector Programme Support

Egypt

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COMPONENT DESCRIPTION

Country:	Egypt
Sector:	Environment
Title of SPS Document:	Environment Sector Support
Title of Component:	Environmental Management in the Governorates (EMG)
National Agency:	Governorate of Aswan Governorate of Beni Suef
Duration:	6 Years
Starting Date:	1 January 2001
Overall Budget Frame:	101,36 million DKK (13,62 million USD)

Description

The component envisages to improve environmental conditions of the poorest groups of people in Egypt as well as to enhance the capacity of these groups (particularly women's groups, squatter communities and landless farmers) to take environmental improvement actions on their own behalf. In order to achieve this, a participatory process for generating a Governorate Environmental Action Plan (GEAP) will be established in the Governorate of Aswan and the Governorate of Beni Suef. This will serve as a mechanism for mobilising stakeholders, raising awareness, undertaking improvement projects and creating channels and networks for communication. In parallel, assistance will be provided to both EMUs so that they are equipped to manage the GEAP process, while carrying out routine environmental management activities, i.e. enforcing regulations, monitoring the state of the environment, implementing national policies and co-ordinating investment and development activities within the governorate.

The Component will:

- Equip and train the EMU to create an effective unit for enforcement of environmental regulations and implementation of environmental policies within the governorate;
- fund demonstration projects, to be implemented by the EMU and community organisations, aimed at improving the living conditions of the poor, while raising their capacity to undertake further actions on their own behalf;
- promote the creation of networks and systems for involving local people and decision makers in a dialogue to identify, prioritise and address environmental management issues, making sure that due consideration is given to issues of direct material concern to the poorest.

The component will support the establishment and development of an Environmental Management Unit (EMU) in Aswan and in Beni Suef. It is the responsibility of EEAA to coordinate environmental management in governorates and ensure reasonable consistency of approach. A Component Steering Committee with representatives from both Governorates (Governor or his representatives), EEAA (by the GEAP Advisory Unit, when established), Danida, city councils, and other stakeholders, will

supervise and coordinate the implementation of the component. The EEAA has appointed a GEAP Advisor in its Cairo Headquarters who will take part in the committee, and will benefit from a valuable opportunity to support dissemination of the lessons learned from this component.

The overall budget for this component is estimated at DKK 101,36 million over six year period, and of this, nearly 60% is allocated to equipment through demonstration and pilot projects. The component will use a substantial number of short term international specialist inputs, totalling some 192 months over 6 years. Further, there is a substantial input of local consultants and specialists, as well as office and support staff to the component.

The component has great potential to address poverty. The participatory GEAP process is a socially inclusive instrument for identifying problems that affect the poorest, while the community based showcase projects can develop capacity and make a significant improvement to the quality of life of poor and marginalized groups. The component will identify and involve community groups, especially Community Development Associations (CDAs), which are well established village level institutions. The CDAs can be valuable resources for their communities, but need strengthening and development before they can act as effective representative organisations. This component will provide support for the development of these organisations and success of demonstration projects will increase their influence and credibility. The cornerstone of the component's ability to support the delivery of services to the poor will be the effectiveness of the GEAP process as a socially inclusive planning tool. The investment of time to raise the environmental awareness of diverse groups of stakeholders is expected to be a key factor in enabling a broad range of views to shape the GEAPs in the selected Governorates and to facilitate the involvement of NGOs and CDAs.

The component focuses on capacity development for the environment and small-scale demonstration projects. Most of the activities (for example training, awareness raising, procurement of office equipment etc.) will not involve any physical disturbance of the environment that might merit an Environmental Assessment. The demonstration projects will be screened and if any fall into categories B or C (following the Egyptian categorisation), an EA will be commissioned by the component managers and undertaken by competent local consultants. The potential for training afforded by any such EA will be fully exploited and followed up. The process will be guided by an Environmental Management Plan (EMP) to be developed during the inception in accordance with recent Danida guidance notes.

Signatures:

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Map

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Map of Egypt

LIST OF ABBREVIATIONS

CAAO	=	Central Agency for Administration and Organisation
CDA	=	Community Development Association
CDBA	=	Central Department of Branches Affairs
CDE	=	Capacity Development in the Environment
DFID	=	Department for International Development
EMU	=	Environmental Management Unit
EEAA	=	Egyptian Environmental Affairs Agency
EA	=	Environmental Assessment
EPF	=	Environmental Protection Fund
GEAP	=	Governorate Environmental Action Plan
GoE	=	Government of Egypt
GOEA	=	General Offices for Environmental Affairs
HRD	=	Human Resources Development
JICA	=	Japanese International Corporation Agency
NEAP	=	National Environmental Action Plan
NGO	=	Non Governmental Organisation
OSP	=	Organisational Support Programme
PSU	=	Programme Support Unit
RBO	=	Regional Branch Office
RDE	=	Royal Danish Embassy
SEAM	=	Support for Environmental Assessment and Management
SMEA	=	State Ministry for Environmental Affairs
SPS	=	Sector Programme Support
SPSD	=	Sector Programme Support Document
TA	=	Technical Assistance
USAID	=	United States Agency for International Development

EXECUTIVE SUMMARY

AIM OF THE SPS AND THE COMPONENT

The overall objective of the ESPS is to contribute to the efforts of the Egyptian government within the environmental sector. In particular to improving environmental conditions, developing environmental management capacity of institutions, and providing frameworks for compliance with environmental regulations. This will be achieved by establishing effective implementation of environmental management and improvement activities at the local level. The EEAA's strategy for regionalisation of its services and functions will be supported. Programmes within the targeted governorates will be supported, including institutional development, environmental remediation of hotspots, knowledge creation, awareness raising, and technology transfer. Assistance under the ESPS will be provided through a number of programme components each of which targets a specific element of a clearly expressed Government of Egypt priority.

The current environmental policy Directives of the Ministry for Environmental Affairs emphasises increased decentralisation of environmental management to the governorate level. In close consultation with the Egyptian Environmental Affairs Agency (EEAA), Danida has agreed to consider realigning Danish assistance towards supporting decentralisation of environmental management.

In response to the new policy and to increasing needs within their territories, several Governors are preparing to consolidate basic environmental management functions under one administrative unit, to be called Environmental Management Units (EMU).

This Component supports decentralisation and the Governors initiatives by focusing on capacity development in the environment (CDE) at the Governorate level. The overall objective is to provide technology, infrastructure and strong local institutions to assist the poor in improving and maintaining the quality of the environment in which they live and work.

Activities are planned for the Governorate of Aswan and the Governorate of Beni Suef. Aswan was selected as it is outside from greater Cairo and as Danida has ongoing activities there. Beni Suef has i.a. been selected as it has worse than average poverty levels. The expressed needs in both governorates match the implementation strategy of the SPS.

CONTENT OF THE COMPONENT

A participatory process for generating a Governorate Environmental Action Plan (GEAP) will be established in two governorates. This will serve as a mechanism for mobilising stakeholders, raising awareness, undertaking improvement projects and creating channels and networks for communication. In parallel, assistance will be provided to the EMU so that it is equipped to manage the GEAP process, while carrying out routine environmental management activities, i.e. enforcing regulations, monitoring the state of the environment, implementing national policies and co-ordinating investment and development activities within the governorate.

The grant assistance to be provided amounts to DKK 92,1 million spread over 6 years including some funds already made available in 2000 for bridging activities. The

component will provide support to the EMUs in the form of local and international technical advisors, office and field equipment and training. In addition there will be funds for, on average, one large-scale demonstration project and 3 community-based projects every year in each of the two governorates.

The EEAA has appointed a GEAP Advisor in its Cairo Headquarters whose job it will be to guide governorates in the fulfilment of their environmental management obligations and ensure reasonable consistency of approach between governorates. The main national contribution will however come from the governorates who will:

- establish an EMU with a clear mandate to co-ordinate all the governorates environmental work;
- appoint full-time staff to the EMU including, at a minimum, a director, three technical staff and appropriate support staff.
- provide office space for at least 6 people with desks, chairs and telephones.

COMPATIBILITY WITH DANIDA POLICY

The participatory GEAP process is a socially inclusive instrument for identifying problems that affect the poorest, while the community based showcase projects can develop capacity and make a significant improvement to the quality of life of poor and marginalized groups.

Poverty in the governorates is found particularly in squatter communities, especially in female headed households. The component has great potential to address poverty in these groups by ensuring that showcases will include these groups and will make sure that women and women's groups are well represented in management and decision making.

Experience from around the world suggests that many aspects of environmental management are most effectively implemented at the local level. The devolution of environmental decision making to local administration will in itself constitute good governance. In addition, the use of the GEAP process as a socially inclusive planning tool is expected to promote awareness among traditionally under-represented groups and facilitate their participation in a range of local decision making.

FINANCIAL AND ORGANISATIONAL SUSTAINABILITY

The strategy for the component is to create a self-sustaining EMU and GEAP process in two governorates. Investment should in most cases be seen as "seed money" that will enable the implementation of an activity that is cost-effective, affordable and efficient and would normally be self-financing. In order to achieve a financially sustainable, affordable and realistically achievable programme, the component will focus on providing affordable and cost-effective environmental services, raising finance where possible and using local equipment and services.

The EMU will form part of the Governor's office ("Diwan") with staff reassigned from their current positions within the governorate or specially recruited. They will therefore benefit from being within a well established institutional structure. To retain these staff, however, it will be essential to develop a sound organisational structure with productive work activities and career development opportunities. Therefore, timely support from Danida in setting up the EMU, develop the institutional and

technical capacity and funding showcase projects will contribute significantly to the long-term sustainability of the organisation.

ASSUMPTIONS AND RISKS

The component relies greatly on the immediate implementing agencies (i.e. the EMUs of the Governorates), and on their commitment and ability to raise environmental awareness and involve CDAs and other community groups in participatory environmental projects and planning processes.

A risk to the component is that a governorate does not maintain the required staff or allocate appropriate funds for future operation of the EMU, or that other stakeholders do not maintain their interest throughout the process.

These risks have been mitigated by the careful selection of the partner governorates and close consultation with potential partners from civil society. Nevertheless, the implementing partners must take care to ensure that stakeholders find participation convenient, stimulating and worthwhile. Therefore some resources should be used to make sure that there are visible improvements in local conditions, achieved quickly and giving due acknowledgement to the contributions of local community groups and participants.

1 INTRODUCTION

1.1 STATUS OF COMPONENT DEVELOPMENT

1.1.1 Need for the Component

A major element of environmental policy development in Egypt is the intention of the Egyptian Environmental Affairs Agency (EEAA) gradually to transfer the implementation of environmental management and improvement activities to the local level. In close consultation with EEAA, Danida has agreed to consider realigning Danish assistance towards supporting decentralisation of environmental management. This assistance would be provided through the proposed Environmental Sector Programme Support (SPS) for Egypt.

A key component of the proposed assistance will focus on strengthening environmental management in the governorates with the objective of providing technology, infrastructure and strong local institutions to assist the poor in improving and maintaining the quality of the environment in which they live and work. A participatory process for generating a Governorate Environmental Action Plan (GEAP) will provide a mechanism for mobilising stakeholders and selecting priorities.

Much of the assistance would be channelled to the Governorate Environmental Management Units (EMU). To achieve visibility and impact within the available resources, Danida activity will be focused on two governorates.

1.1.2 Identification Activities

Aswan Governorate was selected first because:

- the EEAA has expressed the need for more Donor support of activities outside the greater Cairo area and currently there is below average donor activity in the environmental sector of these governorates;
- Danida has a track record and ongoing activities in Aswan;
- the governorate needs assistance in areas that match the objectives of Danidas development objectives in Egypt

Beni Suef was identified as a potential partner for the EMG component by EEAA in early 1999. The Draft Component Description of July 1999 indicated that the governorate exhibited all the characteristics sought in the partner organisation, which in addition to being seen as a priority by EEAA, included

- a clear commitment from the Governor
- readiness to establish an EMU
- a need for assistance with poverty alleviation
- an acceptable security situation

These attributes were reported to the SPS identification team on the basis of EEAA's knowledge of the governorate and initial consultations with the Governor and his EMU Director. In the period July – November 1999 additional work was carried out to gather more detailed environmental and socio-economic data on the governorate, to consult a wider range of stakeholders and to analyse the issues necessary to assess the feasibility of the proposed activities. Principal activities included:

- Preparation of a "Preliminary Environmental Profile for the Governorate of Beni Suef"
- consultations with the Governor of Beni Suef by RDE in Cairo
- a mission to finalise proposed component activities, assess their feasibility, incorporate feedback from stakeholders and develop an implementation plan.

The appraisal mission in January 2000 basically confirmed the overall design of the component. The mission concluded, however, that capacity development in selected communities (NGOs/CDAs, local communities, and selected industries) in Aswan and Beni Suef Governorates, which previously had been included in the draft CEM component as an immediate objective of this component, would be more appropriate under the EMG component. Accordingly, the appraisal mission has adjusted the two components.

1.2 CONTENT OF THE COMPONENT

The broad outlines of the component are agreed with the partnering governorates and the EEAA.

The component will:

- Equip and train the EMU to create an effective unit for enforcement of environmental regulations and implementation of environmental policies within the governorate;
- fund demonstration projects, to be implemented by the EMU and community organisations, aimed at improving the living conditions of the poor, while raising their capacity to undertake further actions on their own behalf;
- promote the creation of networks and systems for involving local people and decision makers in a dialogue to identify, prioritise and address environmental management issues, making sure that due consideration is given to issues of direct material concern to the poorest.

The component will take place in two governorates and, although the intention is similar, implementation may proceed at a different pace. Moreover, activities in each governorate will be independent, as will primary stakeholders. The component should therefore be managed as two separate sub-components, henceforth designated (Aswan) and (Beni Suef) each anchored in the Governor's Office of the respective governorate.

As described in the SPSP, funds for local goods and services will be disbursed through the Environmental Protection Fund (EPF). A Programme Support Unit will assist the EPF to manage disbursement until the EPF accounting procedures and reporting are in place. The EMUs will each manage an imprest of DKK 70.000 on which monthly reports should be submitted, larger disbursements (over DKK 15.000)

will be handled through the fund except for small community-based projects, where funds would be managed by CDAs or NGOs. Procedures for spending on local goods and services will be determined by the project Steering Committee involving all stakeholders, SPS Programme Support Unit (PSU) and the EEAA.

2.1**GOVERNORATE ENVIRONMENTAL MANAGEMENT OBJECTIVES**

The Environmental Objectives and Policy Directives issued in August 1998 by the Egyptian Minister for the Environment and EEAA, emphasised increased decentralisation of environmental management to the governorate level as a priority. In response, several governors, including the Governors of Aswan and Beni Suef have prepared decrees mandating the establishment of an office to be located affiliated to the Governor's Office that will carry out environmental management functions. Typically, the resources available to staff these offices include experienced officials from the governorate administration and academics at higher education establishments (the various service directorates, the Faculty of Science, and the Institute for Research and Technology).

These sources provide a pool of scientifically trained and locally knowledgeable personnel, but familiarity with environmental law, and modern environmental management tools is limited. EEAA and some governors recognise the urgent need for support to develop capacity, particularly in the following areas:

- recognising and understanding the causes of environmental issues;
- environmental administration and monitoring;
- issues concerning interpretation and enforcement of the law;
- project identification, planning and implementation;
- financial and material resource mobilisation.

Governors are also anxious to make use of the resource represented by local Non Governmental Organisations (NGOs) (including Community Development Associations (CDAs)) who, in response to increasing popular concern, are contributing to discussion and awareness raising of the threat posed by environmental degradation. The experience of a number of donors suggests that strengthening the capacity of CDAs to plan projects, mobilise and manage resources and implement projects can be an important step towards sustainability.

A GEAP and an environmental profile have already been produced and a number of Danida funded projects have already been implemented in Aswan governorate, including solid waste management projects. The governorate is very aware that implementation of demonstration projects that address the most urgent environmental problems gain credibility and public support for their wider environmental management initiatives. It is therefore very much a part of their strategy to undertake high profile demonstration projects and community projects that will build the wider public support needed for the long term sustainability of the EMUs. Initial ideas include:

- management system development of KIMA Canal and road
- upgrading and rehabilitation of slaughterhouse waste facilities
- implementation of Solid Waste Management Systems.

The Governor of Beni Suef has been very active and forward thinking in his approach to environmental management. He has established an EMU in Beni Suef and satellite offices in each Markhaz. Further, the EMU has engaged one-two employees in each village. His initial list of environmental priorities includes:

- pilot solid waste collection and disposals schemes for poor areas;
- small scale village sanitation schemes;
- environmental awareness raising in the villages;
- squatter camp improvement;
- safe disposal of health care wastes;
- pollution control for SMEs (brick factories, perfume oils, quarries);
- remediation of the small-scale bird slaughterhouses;
- protection and development of the Wadi Sonor cave formations;

The Governor wishes to focus on the poorer areas of the governorate, many of which lack even the most basic sanitation. One of his main aims is to promote modified behaviour of people who live in, visit or migrate to the cities.

2.2 VISION OF THE COMPONENT

The vision of the EMG component is to reach a situation where the environmental conditions of the poorest groups of people in the targeted governorates are improved and the capacity of these groups (particularly women's groups, squatter communities and landless farmers) to take environmental improvement actions on their own behalf is clearly strengthened.

2.3 WINDOWS OF OPPORTUNITY FOR DANIDA INVOLVEMENT

Although the decree requiring governorates to set up EMUs (or similar offices) dates from 1982, several governorates have taken no action. Of those that have, none have, as far as known, provided their EMU with a regular operating budget.

Starting with the renewed emphasis of the policy directives in late 1998, actively encouraged both by the EEAA and their constituents, and supported by donors such as the (United Kingdom) Department for International Development (DFID), the governorates are beginning to set up EMUs. The opportunity exists now for Danida to assist in the initial configuration, staffing and development strategy of new EMUs.

In Aswan in particular, Danidas past funding of a GEAP can be used as a springboard for more wide ranging activities. At the same time, other components can support the evolution of EEAA's decentralisation strategy and help shape the working relationship of the centre and the governorates. If this balance is correctly drawn from the start, the mutual benefits will be maximised and the potential for duplication and institutional rivalry will be avoided.

There are several other donor interventions ongoing and planned in Beni Suef. Of these, the following have major environmental relevance.

- USAID's Middle Egypt Utilities Project, a five year project dealing with sanitation and wastewater treatment in the governorates of Beni Suef, Fayoum and El Menia. The main focus will be on master planning, financial management of wastewater utilities and construction of treatment plants in each Markhaz. A village level assistance programme is also planned, however, that will provide water and sanitation to low-income households in 3-4 villages, and an NGO capacity development programme to facilitate participatory planning.
- FINIDA has an ongoing water and sanitation project developing drinking water and sanitation facilities in 4-5 pilot villages in three contiguous Markhaz at the south of Beni Suef (Beba, El Fashn and Somosta). Despite its name, the project takes a holistic approach to problems faced by villagers and also sponsors (water) laboratory facilities, training, solid waste collection and public health improvements.

Between them, USAID and FINIDA are staging demonstration environmental projects in 7-9 out of 38 major ("mother") villages in the governorate. Around 30 villages remain without assistance, including all those in Ahnasia and Nasser Markhaz, which, according to CARE analyses, are the least developed in the governorate. These other donor activities have, therefore, not affected the opportunity for Danida to concentrate its resources in those areas that need it most. Rather, they provide valuable guidance on operating in such areas, where Danida has not hitherto been active, and a reservoir of raised awareness and practical experience upon which the SPS can build.

The environmental management structures that the Governor of Beni Suef has begun to put into place comprise a model for a completely decentralised system (see below), but the resources and skills needed to make the system work are stretched extremely thin. Danida has the opportunity to support the governor's initiatives with expertise and equipment to examine whether this ambitious model could become a paradigm for decentralisation in Egypt. There is also exceptional scope to implement case studies in the many areas where the governor's strategic vision coincides almost exactly with Danida's development objective

Since many governorates are still reluctant to commit resources to EMUs, the timing of the component will be ideal to constitute an example of how they should proceed to create a sustainable and very efficient institution.

2.4 EFFECTS ON PRIMARY STAKEHOLDERS

United States Agency for International Development (USAID) reports difficulties in sustaining people's participation beyond the initial mobilisation phase of setting priorities.

To address this potential difficulty, the GEAP process should take a pragmatic approach to environmental action that places people's views at the centre of the planning process. It should start with special local problems that people wish to see included, regardless of their relative technical merit or predominance. They may not be the key environmental issues in every case, and some issues may not meet Danida's classification of environmental projects, (water and sanitation is, for example, expected to be a major concern at community level), but the central tenet of the consultation will be to include problems for which people are seeking solutions and to

use these as building blocks for addressing broader environmental concerns which affect their communities or businesses.

In this way, the GEAP process builds an action plan from the local, grassroots level to the governorate level and aims to enable people to see the relevance of the GEAP to their lives. While individual projects are not expected to resolve major issues, they are important to promote greater partnership between different stakeholders. These stakeholders will include line ministry departments at the governorate level with the technical responsibility for addressing associated social costs such as health, housing, social services and transport, and livelihood costs such as food production and livestock issues. DFIDs experience with SEAM has shown where the conflicting (and opposing) interests are likely to be, at various levels. For example:

- Governorate environmental and resource provision not meeting community needs.
- Different priorities for action by governorate staff and rural and urban communities.
- Poorer communities and vulnerable groups not benefiting from general environmental action.
- Industrial/ business users creating environmental problems for communities.
- Controls required by governorate resource management putting businesses under threat.
- NGO action not recognised by governorate level staff.

Other donors DFID have adopted with some success, an approach that identifies these various interests and takes a range of actions to address competing and conflicting interests by:

- Involving opposing groups in the resource management process (e.g. consulting industrialists on the GEAPs; using participatory methods to identify poor communities' needs)
- Identifying specific benefits as well as introducing control measures (e.g. considering possible savings for industries as part of the industrial audit procedures).
- Encouraging links between the various interest groups: helping NGOs to establish links between the private sector and communities.
- Ensuring that any environmental controls or action are both pragmatic and practical (e.g. helping the governorate to redesign solid waste management equipment to suit high density poorer areas, involving doctors and nurses in environmental action, involving schools, unemployed youths and local women's groups in the design of local community solutions).

2.5 *EFFECTS ON POVERTY AND CROSS-CUTTING ISSUES*

2.5.1 *Poverty and Gender*

Recent economic reforms and the increasing deregulation of land, crop and input markets are challenging the traditional sources of income security for rural households, particularly farming households. Disadvantaged social groups include tribal groups as well as landless farmers, and within these groups women are particularly vulnerable. Their ability to cope with these changes decreases as the gap

between rich and poor increases. In particular, the social safety nets, which have operated as part of the patron-client social networks in Upper Egypt, have disappeared, as economic opportunities are exclusively captured by local elites. Beni Suef has no distinct cultural or ethnic groups. There is a small (5%) Christian Minority, but no record of religious conflict. There is no recent history of disturbances due to fundamental activity and the general security situation is good.

Aswan governorate is greater than average income for Upper Egypt but contains areas of extreme poverty that could benefit greatly from this component. Beni Suef governorate is one of the poorest in Egypt and will certainly exhibit some of the issues that the SPS is designed to address. GDP per capita in Beni Suef is around 75% of the national average (3200 LE/936 USD vs. 4300 LE/1257 USD). One third of the population (34%) is characterised as poor and almost 11% are ultra poor. This is similar to most of the governorates in Upper Egypt.

Development indicators illustrate a large disparity between the more than 75% of the population in rural areas of Beni Suef and the urban population, with rural dwellers having substantial inferior access to piped water (93% - 70%), access to sanitation (34% - 8 %) and literacy rates (60% - 34%). Moreover, a significant proportion of the urban population (32%) occupy informal settlements around the main cities. These settlements lack access to basic infrastructure, social facilities and environmental services.

There are, therefore, large pockets of extreme poverty located in the rural areas and around the main cities. The component will target these for pilot projects, where there are greatest opportunities to improve substantially the quality of life of the poorest sections of society.

The component has great potential to incorporate socio-economic factors and poverty and gender issues will be built in by ensuring that some showcase projects are located within squatter communities and will, in these communities, focus on women and female headed households.

Several indicators (life expectancy, infant mortality, age at first marriage, employment) show the status of women to be slightly better for Beni Suef than for Upper Egypt as a whole. A significant exception is in the area of education, where women account for a smaller proportion than average proportion of total enrolment at every level. The percentage of females enrolled in basic education in 1996/97 was just 49% in Beni Suef, compared with 64% for Upper Egypt and 79% for the nation as a whole. This gender imbalance may be exacerbated by poverty: a result of the pressure on girls to begin contributing to family income as soon as practicable. The component will seek to relieve this pressure where possible by targeting remediation activities towards the concerns of women-headed families in Beni Suef, supporting women's NGOs (already quite active in the governorate) and encouraging women's participation in component activity.

The Component will make use of Community Development Associations (CDAs) which are the only well established village level institutions. They are increasingly being invited into capacity development initiatives by donor-supported programmes, but it must be recognised that CDAs are usually composed of influential local men and public sector employees. They can be valuable resources for their communities, but need strengthening and development before they can act as effective representative

organisations for the poor. This Component will provide support for the development of these organisations and the success of demonstration projects will increase their influence and credibility.

2.5.2 *Good Governance*

Experience from around the world suggests that many aspects of environmental management are most effectively implemented at the local level. The devolution of environmental decision making to local administration, with the assurance that those most directly effected will be involved, will in itself constitute good governance.

The cornerstone of the Component's ability to support the delivery of services to the poor will be the effectiveness of the GEAP process as a socially inclusive planning tool. The investment of time to raise the environmental awareness of diverse groups of stakeholders is expected to be a key factor in enabling a broad range of views to shape the GEAPs in the selected governorates and to facilitate the involvement of NGOs and CDAs.

The GEAP process will also support good governance by providing:

- a communication strategy for environmental awareness and education.
- a mechanism for identifying priorities for action at municipal and village level.
- a planning tool for bringing diverse stakeholders together.
- a vehicle for identifying good practice in environmental planning.
- a forum for policy debate within a framework, which can effect change.
- a focal point for forging local identities and empowerment.
- an entry point for integrating social and environmental concerns.
- a strategic document for the governorates developmental role.

2.6 *INSTITUTIONAL DEVELOPMENT*

It is generally accepted that, with a few notable exceptions, the governorate EMUs do not have the capacity to develop and implement environmental management programmes: partly for institutional reasons, and partly for budgetary reasons. This component will support the recommendation from the SEAM project that the governorate EMUs (which currently have no operational budgets) should, on the basis of a new decree be transformed into General Offices for Environmental Affairs (GOEA), with approved annual operating budgets.

Currently the only direct involvement of the EEAA at governorate level is through the Department of Natural Protection. EEAA does, however, sponsor some environmental activities within selected governorates and is seeking to promote its decentralised environmental management policies through the establishment of Regional Branch Offices (RBOs) and through the appointment of a GEAP advisory officer. Coordination with this decentralisation process and feedback of lessons learned into the EEAA will be a valuable aspect of this Component.

At the end of Component activities a mechanism should have been developed that allows optimal use of human and financial resources to the benefit of both

governorates and EEAA. Examples of such co-operation could include EEAA providing:

- guidelines and manuals for the use of the EMUs
- training
- assistance in the preparation of educational and environmental awareness materials
- software for data management and analysis
- advisory services
- laboratory facilities.

The governorates could reciprocate by providing the EEAA with the following:

- records of inspection and compliance of industry;
- local environmental monitoring data;
- inputs to National State of the Environment Reports
- systematised ‘complaints’ information
- assistance in the Environmental Assessment (EA) review procedure.

2.7

FUTURE USE OF POSSIBLE INVESTMENTS

The strategy for the component is to support the establishment of a self-sustaining EMU in two governorates. Investments will be limited to those necessary to implement demonstration projects and community-based projects (usually with a very small investment component). At municipal and village level, demonstration projects will be identified by the stakeholders themselves and should be replicable in other parts of the governorate and, ideally, in other governorates. Investment should in most cases be seen as “seed money” that will enable the implementation of an activity that is cost-effective, affordable and efficient and would normally be self-financing. Therefore, although it is envisaged that any investments will be totally consumed during the course of the component, the equipment consumed will be replaced by the financial arrangements for sustaining the activities (e.g. cost recovery charging).

2.8

SUSTAINABILITY OF THE COMPONENT

In order to achieve a financially sustainable, affordable and realistically achievable programme, the Component will focus on the following linked elements:

- the development of realistic environmental priorities and strategies in the GEAPs: this will include a transparent assessment of demand for the improved environmental services linked to their cost and benefits. Equity considerations will be included to protect the poorest people in the governorates;
- an assessment of mechanisms for raising finance, the possible need for user subsidies and the potential to leverage funding from other sources (such as central government or donors);
- close attention will be paid to cost-effectiveness considerations to ensure that selected strategies deliver affordable demanded services;

- emphasis will be placed on strengthening local design and the use of modified locally manufactured equipment that can be effectively maintained.
- where feasible, activities will be designed with the aim of developing capacity in local communities to supply local services in cooperation with the municipalities; e.g. solid waste collection by micro enterprises in squatter communities.

The EMU will form part of the Governor's office ("Diwan"). Salaries in these posts are relatively low, and so to retain them it will be essential to develop a sound organisational structure with productive work activities and career development opportunities. Therefore, timely support from Danida in setting up the EMU, and funding showcase projects, will contribute significantly to the long-term sustainability of the organisation.

The SPS management will need to pay particular attention to sustainability issues in Beni Suef because of the ambitious scale of the current environmental management structure. Emphasis will be placed on developing capacity at the central (EMU) level as part of regular educational activities in the district, rather than targeting district units directly. In this way, a larger number of districts will be reached and a pool of informed local administrators will be created. This is a more feasible medium-term ambition for the SPS than developing and maintaining highly skilled, but very small District Units.

2.9

OBSTACLES, BARRIERS AND RISKS

Partner organisations responsible for implementation will be the offices of the Governor in the two governorates. The funds will support an Environmental Management Unit (EMU) in each of the governorates.

The Governor of Aswan has recently established an EMU at the governorate office with a director and 3 technical staff (a chemist, a sanitation engineer and a sociologist) and a secretary. The Governor's office has assured that the EMU will have a sensible operating budget. The EMU has only just started working, mainly in three areas; environmental assessment of projects and proposals received from the Markhazes, environmental licensing of enterprises in the governorate and work to raise environmental awareness in the public.

The Governor of Beni Suef has established an organizational structure for environmental management that includes:

- An EMU with a director and three technical staff, one typist and one secretary, based in the governorate office in Beni Suef City. The EMU is divided into three sections; a Review and Environmental Impact Assessment Section, a Solid Waste Management Section and a Complaints Section, each headed by a technically trained staff member;
- An EMU extension office in each of the 7 markhazes (districts) with a manager, one to two technical staff and a secretary;
- An EMU staff member located and working in each of the 38 villages in the governorate;

- A Supreme Committee for the Protection of the Environment that includes key sector ministries, district government representatives and environmental NGOs;
- Local environmental sub-committees in each district, comprising the District Head, the Police Chief, and the District Directors of Health Administration, Agricultural Administration, and the Information Center.

This provides a structure for policy development, planning, enforcement and information dissemination at governorate and local level. To be effective, however, the individual elements of this structure need support in the form of resources and expertise. The component will provide this, directly in a small number of areas, and indirectly, by replication of pilot activities in many others.

There is a need for enhanced cooperation and coordination between the EEAA and the EMUs. One solution proposed by EEAA is for the EMUs to be transformed to (Governorate) General Offices for Environmental Affairs (GOEA). Through this transformation, the governorates could obtain central government funding for staff, facilities and an operational budget. Each GOEA could then prepare clear work plans and should also develop mutually beneficial cooperative agreements on an individual governorate basis. In the interim the EEAA will investigate (through the Organisational Support Programme, OSP II) how best to proceed in this area.

Disbursement of funds through central or local government financial departments was considered, before it was decided that disbursement through the Environment Protection Fund (EPF) was the preferred option. Danida support will include a locally employed bookkeeper to prepare monthly reports, but there remains a small but acceptable risk that inadequate reporting will occasionally impede the flow of funds and therefore delay implementation.

3.1 NATIONAL MANAGEMENT**3.1.1 Background**

The State Ministry for Environmental Affairs (SMEA), and the Egyptian Environmental Affairs Agency (EEAA) are responsible for ensuring co-ordinated implementation of the Government of Egypt's (GoE) environmental policy. In the environmental field, however, there is currently no direct or formal linkage between governorate EMUs and the EEAA.

Specifically regarding environmental management at the governorate level, there have been a number of decrees and laws that have resulted in some degree of confusion over the roles and responsibilities of the EEAA, especially the Regional Branch Offices (RBOs), and the governorates. This confusion cannot be resolved by reference to the relevant legislation, which is unclear on a number of points as follows:

- 1982: Central Agency for Administration and Organisation (CAAO) issued Circular number 8 requesting all governorates to establish an EMU. These offices were to be directly affiliated to the Governors office; the circular included a list of responsibilities, organisational structure and working arrangements, but did not deal with budgetary matters.
- 1987: The Minister for Cabinet Affairs and of the State Ministry for Administrative Development issued Decree No.12 of 1987 merging existing EMUs or those to be established in the future, with respective branches of the EEAA. The decree defined the organisational structure of the EEAA Branches and their responsibilities. It should be noted that at that time, there were no EEAA Branches and even today there is only one (Greater Cairo).
- 1987: the Director CAAO issued another Circular (Attachment number 1 of Circular no. 8 of 1982) amending the mandate of the Environmental Affairs Offices of the governorates that had no protected areas. The amendment essentially added to the EMU's responsibilities, the requirement to co-ordinate with EEAA and follow up on their recommendations. There was no mention of EEAA Branches and EMUs were still treated as discrete entities of the governorates.
- 1994: Law 4 was passed. This stated that the "Minister of Environmental Affairs may establish EEAA branches in the governorates by decree". The Law makes no mention of governorate EMUs.
- The Minister for Cabinet Affairs and State for Administrative Development and Environmental Affairs issued Decree No. 187 of 1995 for the creation of eight branches of the EEAA and identified their responsibilities. Regarding EMUs, the Decree merely states that the RBOs should co-ordinate them in public awareness activities. This could imply that the EMUs, contrary to the intent of Decree 12 of 1987, are considered as separate governorate entities.

This confusion in the law needs to be resolved by a new decree (see *Section 2.8 above*). The future strategy of the EEAA for development of RBOs, however, envisages a clear distinction between the roles of EMUs and RBOs. The governorate bodies will essentially be enforcement and policy implementation bodies while the national agency provides support and coordination (see *Section 2.5 above* and DEM Sub-component Description).

3.1.2 *Support to the Component*

The EEAA has appointed a GEAP Advisor in its Cairo Headquarters whose job it will be to guide governorates in the fulfilment of their environmental management obligations and ensure reasonable consistency of approach between governorates. A valuable opportunity will be to take the lessons learned from this Component and other ongoing GEAP processes (especially those supported by SEAM) and support dissemination.

DFID and Danida have encouraged EEAA to expand this activity by creating a fully staffed GEAP Advisory Unit, and USAID have expressed interest in supporting such a unit. Recently, EEAA has decided to set up a GEAP Advisory Unit this year (2000). The unit could play a key role by:

- Co-ordinating donor assistance in the governorates;
- Monitoring EEAA initiatives in the governorates
- Disseminating information about successes in the governorates.

3.2 *GOVERNORATE SUPPORT*

The basic structure for local administration in Egypt comprises 26 governorates, each headed by a Governor appointed by the President. The governorates are administered by the Governor's own staff, from a governor's office (diwan) with the assistance of an executive council that includes representatives of the central ministries and is chaired by the Governor. The Governors are therefore key figures in all decision making in the governorates and they will have a major influence in determining the direction and eventual success or failure of any environmental initiatives. The active leadership of the Governors in developing a local environmental management capacity, their participation in the design and implementation of this component, and their continuing commitment to its agreed principles is fundamental to its prospects of success.

It has been a precondition of support to this component that the governorates establish and maintain an EMU, with the clear mandate of co-ordinating all the governorates environmental work, and with minimum full time staff and office facilities:

- A director with a university degree in environmental sciences or other relevant technical field and having five-ten years of professional experience.
- Three technical staff, with relevant technical educational background and more years of related experience.
- A secretary.
- Appropriate office space with desks chairs and telephones.

By the recent establishment of the EMU in Aswan, these conditions have been met by both governorates. In conjunction with the clear commitment expressed by both Governors, a good starting point for a future co-operation on the implementation of the EMG component has been created.

4.1 IMMEDIATE OBJECTIVES

The focus of the component is to achieve Capacity Development in the Environment (CDE)⁽¹⁾ at governorate level in Egypt. This will be achieved by involving stakeholders including NGOs, CDAs and other community groups (in selected governorates) in an environmentally focused GEAP process through which awareness will be raised, improvement projects undertaken and institutional mechanisms created.

The immediate objectives are as follows:

1. The EMUs in Aswan and Beni Suef enabled to carry out their mandated environmental management functions.
2. Participatory GEAP process functioning in Beni Suef and Aswan that involves people at the community level in identifying and rectifying local environmental problems through community based and replicable projects.

4.2 OUTPUTS

When the component begins, the EMUs will have been established for only a short time and will urgently require equipment and training. The component envisages close cooperation with community based organisations, but there will be little experience of this and the organisations may not be ready or able to participate fully.

Thus, to achieve the immediate objectives outlined above, output that 1) develop the institutional capacity for decentralised environmental management, and 2) touch the living and working conditions and the behaviour of all stakeholders, are needed.

The first objective requires the following outputs:

- Staff trained in accordance with Human Resources Development plan (HRD);
- Management and information systems in place to handle and disseminate information;
- The working relationship with EEAA elaborated to ensure that activities are complementary. Therefore, updated directives should be issued setting out responsibilities of EMU, RBOs; and systems for communication and collaboration developed;
- Sustainable funding secured for the EMUs so that their continued operation after the SPS has finished is assured. This includes allocation of a government budget line, development and testing of cost recovery mechanisms, and the piloting of fund raising activities;

(1) CDE is a systematic approach to capacity development involving a wide range of stakeholders in environmental decision making. See SPSD for more details of the principles of this approach.

- The EMUs equipped for field sampling, routine activities, and information management and dissemination. This involves a needs analysis and procurement of equipment and training in its use and maintenance.

The second immediate objective requires outputs including the following:

- A CDE programme established that will identify and recruit stakeholders, assist their participation in a participatory process through awareness raising, training, education and, where appropriate, grants for equipment;
- An Environmental Committee with specialised working groups established that will involve community groups and select community-based projects to be implemented;
- GEAP document in each governorate produced, disseminated and regularly updated based on stakeholder priorities;
- Implementation of GEAP priorities, and participatory and community based environmental projects carried out.
- NGOs/CDAs, local communities, and selected industries in two Governorates capacitated to use environmental information and messages for environmental management.
- Experience replicated in other locations (within and outside the governorate)

4.3

ACTIVITY OUTLINE

- Put in place a resident international advisor sharing his/her time between the two governorates and a resident local consultant (plus administrative support) to assist developing the EMUs in both governorates, including provision of equipment, development of management systems, reporting, Human Resources Development (HRD) plans, etc.
- Demonstration and implementation of replicable systems for solid waste management and industrial pollution control (including at least 4 in solid waste management and at least 15 in cleaner production techniques) to the particular benefit of low income groups.
- In each governorate, preparation of a socio-economic study to 1) establish the situation with respect to poverty and gender related to the environment in the districts and villages; 2) examine the causal relations between poverty, environment, and gender. 3) make recommendations on issues to take into consideration to ensure a participatory and effective GEAP process and design/implementation of community based demonstration projects. To the extent possible the studies should be based on accessible existing information
- Institution of a process for developing and continuous updating a GEAP through which communities are able to identify environmental issues affecting their everyday lives, utilise environmental information and communicate their priorities

effectively to the EMU and other local decision makers and obtain advice and resources to tackle key problems.

- Cleanup or remediation of at least 4 hotspots identified through the GEAP process using approaches that can be replicated elsewhere in the governorate.
- Carrying out social assessments and capacity development exercises, firstly to identify and then to strengthen and support NGOs/CDAs that can be part of the participatory GEAP process. These must involve and effectively represent the interests of women and the poor.
- Promoting and sponsoring a participatory GEAP process that will identify demonstration projects at the community level.
- Carrying out demonstration projects in solid waste management, industrial pollution control (may include developing activities that could be financed and implemented under the ACI component of the SPS) and remediation of environmental hot spots.

Table 4.1 shows the Logframe summarising the main objectives, outputs, activities and inputs.

Table 4.1 Logical Framework

IMMEDIATE OBJECTIVE	OUTPUTS	ACTIVITY OUTLINE	INPUTS
1. The EMU's in Aswan and Beni Suef enabled to carry out their mandated environmental management functions	<p>1.1. Staff trained and management systems in place</p> <p>1.2. Working relationship with EEAA elaborated</p> <p>1.3. Sustainable funding secured</p> <p>1.4. Equipped for field sampling, routine activities, information management and dissemination</p> <p>1.5. Industrial inspection programme implemented</p>	<p>1.1.1. Recruit and train staff</p> <p>1.1.2. Elaborate HRD plan</p> <p>1.1.3. Develop and apply management and information systems</p> <p>1.1.4. Develop procedures for communication and collaboration</p> <p>1.1.2. Updated directives issued setting out responsibilities of EMUs and RBOs</p> <p>1.3.1. Initiate cost recovery mechanisms</p> <p>1.3.2. Allocate government budget line</p> <p>1.3.3. Pilot fund raising activities</p> <p>1.4.1. Carry out needs analysis</p> <p>1.4.2. Procurement.</p> <p>1.4.3. training in use and maintenance</p> <p>1.5.1. Prepare registry of polluting industry</p> <p>1.5.2. Establish priorities</p> <p>1.5.3. Prepare guidelines</p> <p>1.5.4. Establish industry advisory service</p> <p>1.5.5. Operate licensing system</p>	<p>GOE inputs:</p> <p>EMU's established and operational, director appointed, appropriate qualified and full-time staff recruited, office space and furniture in place</p> <p>Budget for EMU</p> <p>Danida inputs:</p> <p>Non-resident international advisor (shared between Aswan and Beni Suef)</p> <p>Long term (local) GEAP consultant and long term (local) community mobilisation consultant located within each EMU</p> <p>Short-term experts for training (national and international)</p> <p>Short-term experts for economic studies (willingness to pay, cost recovery, cost/benefit Analysis etc.)</p> <p>Short-term experts on communication and awareness raising</p> <p>Advisor office equipment</p>

2. Participatory GEAP process functioning in Beni Suef and Aswan that involves people at the community level in identifying and rectifying local environmental problems through community based and replicable projects	2.1. An Environmental Committee and a CDE programme established in Beni Suef and Aswan.	2.1.1.	Identify and enrol stakeholders	(cont.)
		2.1.2.	Carry out a socio-economic/environmental baseline study	EMU Equipment (mini lab, computers, vehicles, office equipment)
		2.1.3.	Implement awareness raising, training, and education	Funds to organise workshops
		2.1.4.	Establish Environmental Committee and Working groups	Funds for community based projects
		2.1.5.	Mobilise CDAs/NGOs, community groups for environmental management and projects	Funds for demonstration and pilot projects, incl. NGO window of opportunity
		2.1.6.	Achieve agreement on identification and prioritisation of interventions	
	2.2. GEAP document produced and disseminated and regularly updated	2.2.1.	Complete feasibility studies and prepare terms of reference	
		2.2.2.	Commission and manage remedial activities for at least 4 hotspots	
		2.2.3.	Prepare and disseminate information material on state of environment in governorates	
		2.2.4.	Prepare and disseminate GEAP	
	2.3. Implementation of GEAP priorities, and participatory and community based environmental projects carried out	2.3.1.	Identify, secure funding and implement demonstration and community based projects	
		2.3.2.	Implement selected showcases (e.g. solid waste management, cleaner production)	
	2.4. NGOs/CDAs, local communities, and selected industries in two Governorates capacitated to use environmental information and messages for environmental management.	2.4.1.	Identify NGOs/CDAs, local communities and selected industries to participate in capacity development activities and training	
		2.4.2.	Assist in refining media packages according to the local situation and the identified target groups	
		2.4.3.	Test media packages by implementation of demonstration projects.	
	2.5. Experience replicated in other locations (within and outside the governorate)	2.5.1.	Hold seminars, workshops, analyse results	
		2.5.2.	Prepare and fund projects within the governorate (non-Danida)	
		2.5.3.	Prepare and disseminate information on projects carried out	

4.4

INPUTS BY DANIDA

Inputs by Danida will include expatriate (Danish) technical consultants, supported by local consultants, plus essential items of hardware (vehicles, computers, specialised field monitoring devices) and the consumable supplies and equipment necessary to operate an EMU effectively for six years. These will include:

- Long term technical advisor (consultant) placed in EEAA
- Resident (local) advisor located within each EMU
- non-resident advisor (shared between Aswan and Beni Suef)
- Short-term experts for training (national and international)
- Short-term experts on communication and awareness raising
- Short-term expert in social survey and community mobilisation
- Short-term experts for economic studies (cost/benefit analysis, cost recovery etc.)
- Advisor office equipment and staff
- EMU equipment (mini lab, computers, vehicles, office equipment)
- Funds to organise workshops
- Funds for community based projects
- Funds for demonstration and pilot projects

4.5

IMPLEMENTATION STRATEGY

Implementation strategy:

The overall implementation strategy is based on the following key points:

1. To provide substantial institutional support to the EMU's of the governorates of Beni Suef and Aswan both with respect to environmental planning and management expertise and communication and social survey expertise as part of the wider CDE approach to decentralising environmental management to the governorate level.
2. To focus and strengthen the CDE activities by linking them directly to demonstration and community based projects through a consultative and participatory process involving a wide range of stakeholders in the prioritisation, selection and implementation of activities and projects. This to be achieved through initiating a GEAP process beginning by identifying and mobilising stakeholders and by determining the 'state of the art' for the environment in each governorate.
3. To develop capacity to NGOs/CDAs, local communities, and selected industries in the two Governorates early in the process to enable these groups to use environmental information and messages in prioritising environmental issues.
4. To carry out cleaning up of high priority hot spots or other highly prioritised environmental initiatives within the first 12-18 months of the program, which

will keep up the positive momentum in the governorates and local communities, while the longer term community based projects and activities are generated and prepared for implementation.

5. To involve EEAA in oversight and monitoring of activities (including through the RBOs being supported by the DEM component. They can thereby contribute relevant experience and ensure that their general policies are being given due consideration, whilst disseminating lessons learned to other Governorates.
6. Using economic analysis to promote long-term sustainability by exploring financial instruments (cost recovery charging, co-financing arrangements following willingness to pay and affordability surveys) and, where feasible, using local consultants and technology that is manufactured and/or can be maintained locally.
7. To use international consultants in short intensive bursts, rather than in resident positions in the governorates so that the EMU is encouraged to initiate and carry through actions and remain self-reliant while always having relatively easy access to expert advice.

4.6

BUDGET

The EMG programme supports capacity development in two governorates. Demonstration projects and community projects form an important element of the component. Thus, the overall budget for this component is estimated at DKK 101,4 million, and of this, more than half is allocated to equipment through the demonstration and pilot projects. The component will use a substantial number of short term specialist inputs, totalling some 192 months over 6 years. Further, there is a substantial input of local consultants and specialists, as well as office and support staff to the component.

A small proportion of the budget will be made available in the year 2000 for inception activities. Allowing for around 8% contingency, disbursement of funds between the years 2000 and 2006 is shown in *Table 4.2* overleaf.

Table 4.2 *Budget for EMG Component (DKK thousand)*

Item	2001	2002	2003	2004	2005	2006	TOTAL
International							
TA (Long Term)	1,20	1,20	1,20	1,20	1,20	1,20	7,20
Short Term	2,16	3,60	4,32	4,32	4,32	4,32	23,04
<i>Total</i>	<i>3,36</i>	<i>4,80</i>	<i>5,52</i>	<i>5,52</i>	<i>5,52</i>	<i>5,52</i>	<i>30,24</i>
Local							
TA (Long Term)	0,72	0,72	0,72	0,72	0,72	0,72	4,32
Short term	0,63	0,63	0,63	0,63	0,63	0,63	3,78
Support staff	0,18	0,18	0,18	0,18	0,18	0,18	1,08
<i>Total</i>	<i>1,53</i>	<i>1,53</i>	<i>1,53</i>	<i>1,53</i>	<i>1,53</i>	<i>1,53</i>	<i>9,18</i>
Field Equip.	0,80	0,80	0,80	0,80	0,80	0,80	4,80
Office Equip	0,40	0,40	0,40	0,40	0,40	0,40	2,40
Vehicles	0,50	0,50	0,00	0,00	0,00	0,00	1,00
Other Equip.	0,00	0,00	0,00	0,30	0,50	0,50	1,30
Operat Costs	0,15	0,30	0,30	0,30	0,30	0,30	1,65
Dissem.	0,20	0,40	0,40	0,40	0,40	0,40	2,20
Communic./workshops	0,40	0,40	0,60	1,00	1,00	1,00	4,40
Dem.projects	2,00	3,00	4,00	6,00	8,00	8,00	31,00
Community based projects	0,60	1,00	1,00	2,00	2,00	2,00	8,60
<i>Total</i>	<i>5,05</i>	<i>6,80</i>	<i>7,50</i>	<i>11,20</i>	<i>13,40</i>	<i>13,40</i>	<i>57,35</i>
Contingency 8%	0,40	0,54	0,60	0,90	1,07	1,07	4,59
GRAND TOTAL	10,34	13,67	15,15	19,15	21,52	21,52	101,36

4.7 *ASSUMPTIONS, RISKS*

4.7.1 *Any Preconditions Necessary*

It is a precondition of support from this component that both governorates maintain the established EMUs, with appropriate, trained and full time staff, and with basic office accommodation and furniture, and with a clear mandate of co-ordinating all the governorates environmental work (see Section 3.2).

4.7.2 *Major Risks*

The component relies greatly on the immediate implementing agencies (i.e. the EMUs of the Governorates), and on their commitment and ability to raise environmental awareness and involve CDAs and other community groups in participatory environmental projects and planning processes.

A risk to the component is that a governorate does not maintain the required staff or allocate appropriate funds for future operation of the EMU, or that the other stakeholders do not maintain their interest throughout the process.

These risks have been mitigated by the careful selection of the partner governorates and close consultation with potential partners from civil society. Nevertheless, the implementing partners must take care to ensure that stakeholders find participation

convenient, stimulating and worthwhile. Therefore, some resources should be used to make sure that there are visible improvements in local conditions, achieved quickly and giving due acknowledgement to the contributions of local community groups and other local participants.

The active leadership of the Governors in developing local environmental management capacity, their participation in the design and implementation of this component, and their continuing commitment to its agreed principles, is fundamental to its prospects of success.

In addition, there are several actions that have been proposed to the government or have been planned by other agencies that, if implemented, will enhance the value of the component. These include:

- A proposal that EMUs be transformed to (Governorate) General Offices for Environmental Affairs (see *Section 2.4*) with a budget line allocated by central government.
- A proposal that a new decree be issued clarifying the roles of EMUs with respect to the RBOs of the EEAA.
- The establishment of laboratories in RBOs by Japanese International Corporation Agency (JICA) that could be accessed by EMUs and used for training.
- The establishment and staffing of a GEAP advisory office in the EEAA that would contribute to Component activities and support dissemination of findings.

4.8

INDICATORS AND VERIFICATION

Each level of the logical framework will be monitored and periodically assessed to track the progress of the component and to determine whether adjustments should be made. A lists of indicators and means of verification for this component is shown in Annex 2.

5.1**ORGANISATION AND MANAGEMENT**

A Programme Support Unit (PSU) will provide each Component with accounting expertise, make arrangements for regular monitoring and review and other logistical support.

This Component will be managed as two separate sub-components, each anchored in the Governor's Office of respective governorate. A GEAP advisor, will share his/her time between the EMUs.

In each governorate, a local consultant manager and a communications and community mobilisation specialist with support staff will provide full-time assistance to the EMU from an office within the EMU. These consultants will report to the Director of the EMU, but their contracts will be managed by the GEAP advisor. In addition to facilitating the GEAP process under the direction of the EMU, they will be responsible for producing quarterly reports and for scheduling and preparing for visits of short-term international consultants.

To establish a locally anchored forum and focal point for involvement of stakeholders in the GEAP process and for channelling of ideas and preferences, discussion of priorities etc. it is proposed to set up an Environmental Committee in each governorate. The committee should include representatives from the Governors Office/EMU, major CDAs and NGOs, district and village councils, but could also include representatives from e.g. the local industry, the regional RBO (when established), GAO, university/research institutions, news media and other relevant stakeholders. The status of the committee will be advisory to the Governors Office/EMU.

The overall management and coordination of the component activities will be carried out by a Component Steering Committee with representatives from both Governorates (Governor or his representatives), EEAAGAO, CDAs, NGOs, RDE, city councils, and other stakeholders where appropriate. See section 5.3. below.

5.2**MONITORING AND REVIEW**

The monitoring and review procedures that will apply to the entire SPS are described elsewhere. These will include the yearly review of the progress of the component in terms of its logical framework indicators and the refocusing or redirecting of component activities as necessary.

Special arrangements for this particular component will be needed so the EEAA can ensure that the direction of the GEAP is in accordance with its overall national decentralisation strategy, whilst maintaining the ownership of governorate authorities. These will be agreed between the principals before the start of the programme.

The flow of funds for the EMG component aims to steer a balance between decentralisation of decision making on funds and projects and maintaining rigorous accountability and transparency.

The component supports two types of expenditure; one to support the day to day operations of the EMUs, and providing strengthening and capacity development in areas such as monitoring and measurement, inspections and enforcement of regulations. A major resource in this component is for consultancy services from both expatriate and local consultants. Funds to cover the costs of local consultants and operating costs will be paid directly to the EMU special bank account by the PSU. Modest tranches for daily operating costs would be made available to cover petty operating expenses, in modest tranches of - say - DKK 5,000. Each tranche would be supported by receipts, and the next tranche will only be released when the previous one is exhausted and the expenses clearly supported by receipts. There would of course be an annual ceiling on funds disbursed this way.

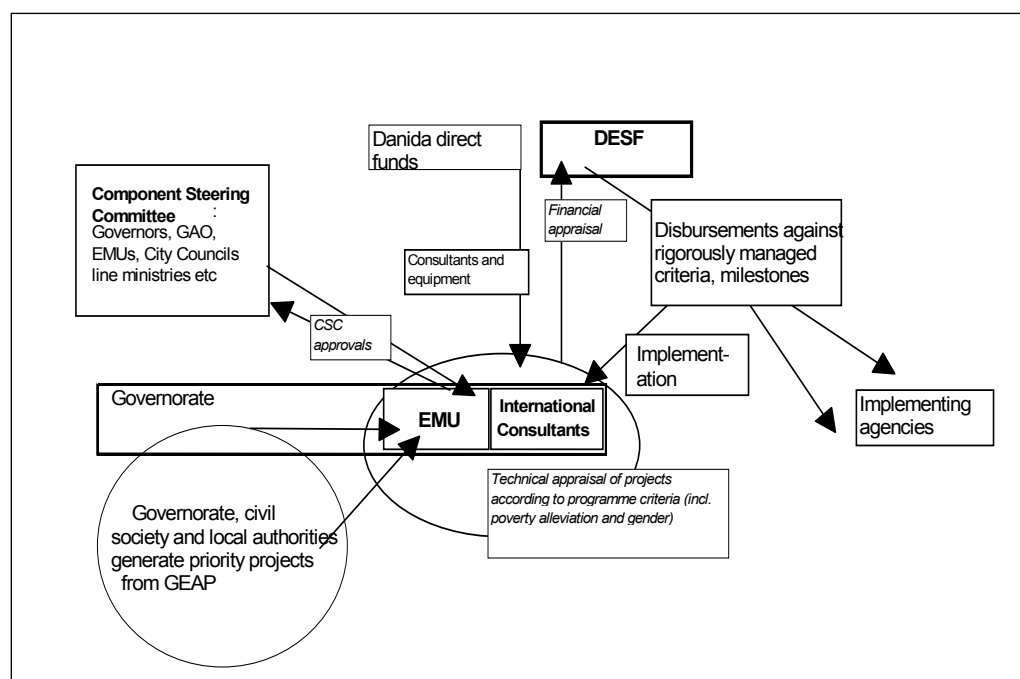
A large proportion - nearly DKK 40 million - of the funds for EMG is earmarked for demonstration projects and community based projects, and here the balance between local autonomy and accountability is most complex. Another, just as important issue, is the issue of the division of these funds between the two Governorates. A (joint) Component Steering Committee will be set up, with representatives from both Governorates (Governor or his representatives), EEAA, Danida, city councils, and other stakeholders where appropriate (e.g. representatives from CDAs).

Projects and priorities from the GEAP will be generated from a number of sources - the governorate and local authorities, civil society etc. The EMU will undertake a technical appraisal of the project, including assessment against a number of agreed criteria (e.g. poverty alleviation and gender focus). Any project above a certain amount (to be decided by the SPS Management/SPS Coordination Committee during inception) will be submitted to the Steering Committee for approval. Projects below this amount can be decided upon by the EMG Component partners at governorate level (Governorate/EMU, the international consultants, partner organisation). If the project is approved (by the Steering Committee for larger projects and at governorate level for smaller projects) the project will be submitted to the DESF for financial appraisal. The technical and financial appraisal will, together, determine the disbursement schedule against clearly identified milestones. This is essential to keep transaction costs and dilution of funding to a minimum, and to ensure that the project funds are being used properly and effectively.

If the appropriate criteria are met fully, then the funds can be disbursed to a special bank account in the governorate. Two signatories will be required to draw money from the account, the Head of the EMU and the international consultant. For projects above a certain size, to be agreed, the PSU will need to authorise its acceptance.

There may also be a third window of funds from the Programme, where the EMU decides to delegate implementation to other agencies, such as NGOs. A parallel process of milestones and counter signatories will be established here.

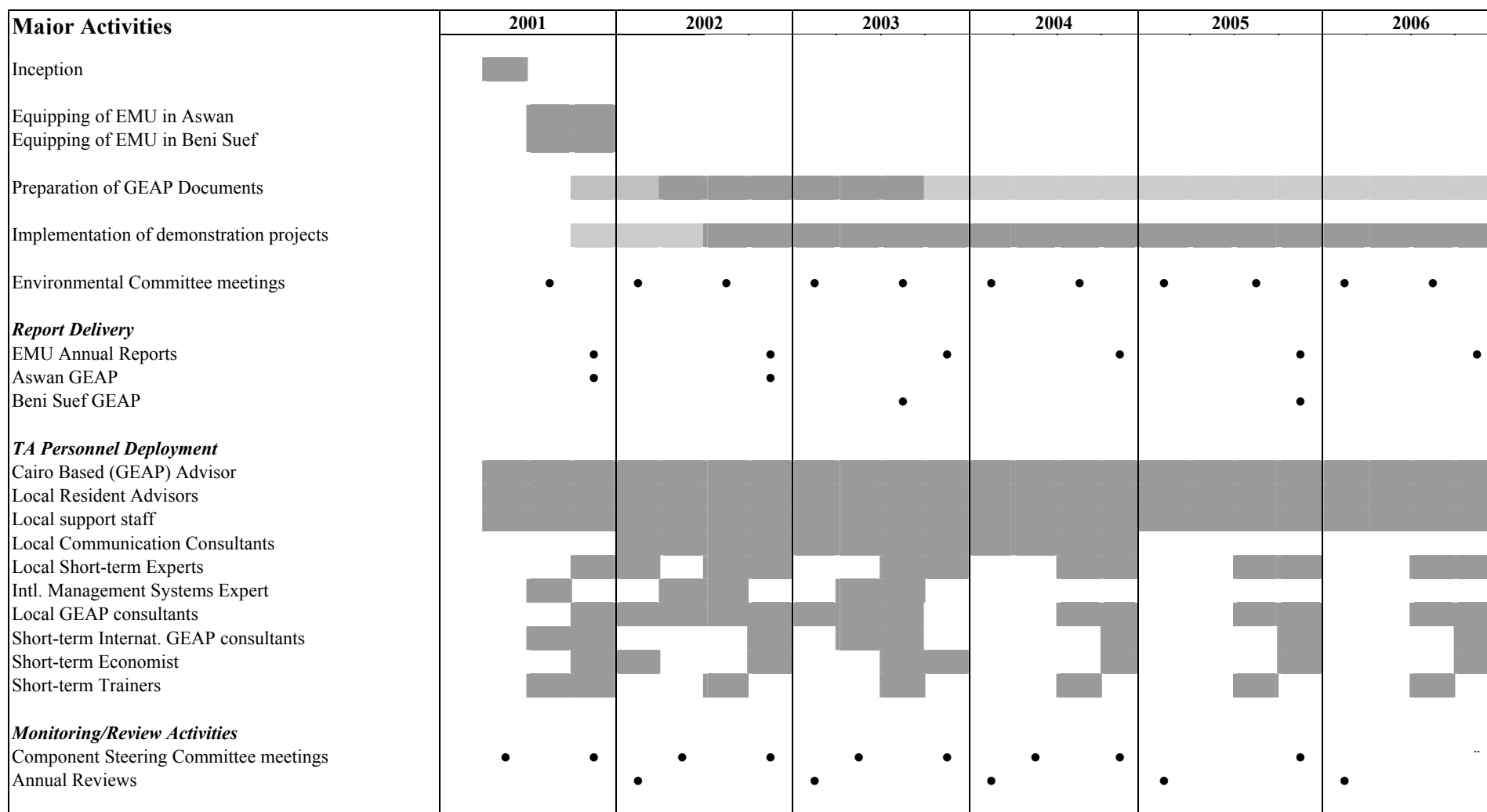
Figure 5.1. Flow of Funds for EMG Component



5.4. COMPONENT IMPLEMENTATION PLAN

The Component is due to begin in 2001, assuming the SPS is approved by this time. The scheduling and sequence of the main activities is as shown in *Figure 5.2*.

Figure 5.2. Implementation Plan



ANNEX 1

Job descriptions

Job Title 1

Danida GEAP Advisor, Environmental Management in the Governorates Component.

Location

The advisor will be based full-time in the GEAP Advisory Unit, EEAA, Cairo. However, at least one third of his/her time will be spent with each of the Governorate EMUs (in Aswan and Beni Suef).

Role

The main role of the long-term GEAP advisor will be to help ensure that the GEAP process is established and functioning effectively at both the national (EEAA) and local (Governorate) level, and that actions to address environmental priorities are being implemented in the selected Governorates, and replicated elsewhere in Egypt. In addition, the advisor will help to ensure that the two selected Governorate EMUs are equipped and functioning effectively, ie managing a participatory GEAP process, enforcing regulations, monitoring the state of the environment, implementing national policies and co-ordinating investment and development activities.

Activities

The activities of the long-term GEAP advisor will include, *inter alia*, co-ordination and management of the following:

- establishing an effective Capacity Development for the Environment (CDE) programme for each Governorate (identifying stakeholders, forming committees, working groups etc);
- remediating environmental problems in the most urgent hotspots;
- producing, disseminating and regularly updating a GEAP document;
- implementing GEAP priorities (including selected showcase projects)
- replicating GEAP priority projects elsewhere in the Governorate and outside (e.g. involving seminars, workshops, project preparation etc);
- ensuring that adequate staff and management systems are in place in each of the Governorate EMUs;
- establishing and formalising (e.g. through directives, communication protocols etc) an effective working relationship between EEAA and Governorate EMUs;
- securing sustainable funding for the EMUs (post SPS);
- equipping the EMUs for field sampling, information management etc;
- developing and implementing an industrial inspection and licensing programme.

Reporting

The long-term GEAP advisor will report to the manager of EEAA GEAP Advisory Unit on a day-to-day basis, and also to the Chief Technical Advisor within the overall SPS Programme Support Unit.

Inputs and Timing

The post will be full-time in Egypt for a period of 6 years (72 person months), beginning early 2001.

Job Title 2

Local resident GEAP Advisor, Environmental Management in the Governorates Component.

Location

Governorate EMU, Aswan.

Role

The role of the local GEAP advisor will be to assist the EEAA GEAP advisor to ensure that Governorate EMU is equipped and functioning effectively, i.e. managing a participatory GEAP process, enforcing regulations, monitoring the state of the environment, implementing national policies and co-ordinating investment and development activities.

Activities

The activities of the long-term GEAP advisor will include, *inter alia*, assisting the EEAA GEAP advisor with the co-ordination and management of the following:

- establishing an effective Capacity Development for the Environment (CDE) programme for the Governorate (identifying stakeholders, forming committees, working groups etc);
- remediating environmental problems in the most urgent hotspots;
- producing, disseminating and regularly updating a GEAP document;
- implementing GEAP priorities (including selected showcase projects)
- replicating GEAP priority projects elsewhere in the Governorate and outside (eg involving seminars, workshops, project preparation etc);
- ensuring that adequate staff and management systems are in place;
- equipping the EMU for field sampling, information management etc;
- developing and implementing an industrial inspection and licensing programme.

Reporting

The local GEAP advisor will report to the expatriate GEAP Advisor at the EEAA GEAP Advisory Unit in Cairo.

Inputs and Timing

The post will be full-time in Aswan for a period of six years (72 person months), beginning early 2001.

Job Title 3

Local resident GEAP Advisor, Environmental Management in the Governorates Component.

Location

Governorate EMU, Beni Suef.

Role

The role of the local GEAP advisor will be to assist the EEAA GEAP advisor to ensure that Governorate EMU is equipped and functioning effectively, ie managing a participatory GEAP process, enforcing regulations, monitoring the state of the environment, implementing national policies and co-ordinating investment and development activities.

Activities

The activities of the long-term GEAP advisor will include, *inter alia*, assisting the EEAA GEAP advisor with the co-ordination and management of the following:

- establishing an effective Capacity Development for the Environment (CDE) programme for the Governorate (identifying stakeholders, forming committees, working groups etc);
- remediating environmental problems in the most urgent hotspots;
- producing, disseminating and regularly updating a GEAP document;
- implementing GEAP priorities (including selected showcase projects)
- replicating GEAP priority projects elsewhere in the Governorate and outside (eg involving seminars, workshops, project preparation etc);
- ensuring that adequate staff and management systems are in place;
- equipping the EMU for field sampling, information management etc;
- developing and implementing an industrial inspection and licensing programme.

Reporting

The local GEAP advisor will report to the EOA management on a day-to-day basis, and also to the expatriate GEAP Advisor at the EEAA GEAP Advisory Unit in Cairo.

Inputs and Timing

The post will be full-time in Beni Suef for a period of six years (72 person months), beginning early 2001.

Job Title 4

Local Long-term Community Mobilisation and Communication Consultant
Environmental Management in the Governorates Component

Location

Environmental Management Unit, Beni Suef.

Role

The role of the Local Long-term Community Mobilisation and Communication Consultant will be to support the head of the EMU in strengthening the participation of NGOs/CDAs, local communities and industry in environmental management at the governorate level.

Activities

The activities of the Local Adviser will be to assist the EMUs implement the following activities:

- Preparation of a implementation showcase projects for community-based environmental management, based on the priorities identified in the GEAP.
- Training relevant EMU and partner stakeholder staff in community mobilisation techniques. This activity will be undertaken in collaboration with the Communication for Environmental Management Component.
- The production information packages targeting implementing stakeholders and community members. This activity will be undertaken in collaboration with the CEM Component. .
- Development of participatory monitoring systems to assess the impacts of the community-based management strategies.
- Establishing a “window” for funding relevant NGO activities, which are not supported through other SPS components, including the identification, and subsequent monitoring, of NGOs.

Reporting

The Local Consultant will report to the head of the EMU. Through the GEAP Adviser he or she will closely liase with the international and local Communication and Management Advisers in the CEM Component.

Inputs and Timing

The post will be full-time in Egypt for a period of three years (36 person months), commencing at the start of year two of the component implementation

Job Title5

Local Long-term Community Mobilisation and Communication Consultant
Environmental Management in the Governorates Component

Location

Environmental Management Unit, Aswan

Role

The role of the Local Long-term Community Mobilisation and Communication Consultant will be to support the head of the EMU in strengthening the participation of NGOs/CDAs, local communities and industry in environmental management at the governorate level.

Activities

The activities of the Local Adviser will be to assist the EMUs implement the following activities:

- Preparation of a implementation showcase projects for community-based environmental management, based on the priorities identified in the GEAP.
- Training relevant EMU and partner stakeholder staff in community mobilisation techniques. This activity will be undertaken in collaboration with the Communication for Environmental Management Component.
- The production information packages targeting implementing stakeholders and community members. This activity will be undertaken in collaboration with the CEM Component. .
- Development of participatory monitoring systems to assess the impacts of the community-based management strategies.
- Establishing a “window” for funding relevant NGO activities, which are not supported through other SPS components, including the identification, and subsequent monitoring, of NGOs.

Reporting

The Local Consultant will report to the head of the EMU. Through the GEAP Adviser he or she will closely liase with the international and local Communication and Management Advisers in the CEM Component.

Inputs and Timing

The post will be full-time in Egypt for a period of three years (36 person months), commencing at the start of year two of the component implementation

ANNEX 2

LFA-Matrix - Indicators and means of verification

Parameter	Indicator	Means of Verification
Immediate Objectives		
1. The EMU's in Aswan and Beni Suef enabled to carry out their mandated environmental management functions	EMUs appropriately staffed, equipped and trained in basic environmental management (as determined by needs assessment) by 2002	SPS Component Reports, annual review reports
2. Participatory GEAP process functioning in Beni Suef and Aswan that involves people at the community level in identifying and rectifying local environmental problems through community based and replicable projects	Environmental Committee meetings held GEAP report issued Pilot projects implemented	SPS Component Reports, annual review reports
Outputs		
1.1. Staff and Management Systems in Place	Staff positions occupied and management system in place by end 2001	EMU Annual Report
1.2. Working relationship with EEAA elaborated	Revised Directive issued by 2001	Government Gazette
1.3. Sustainable funding secured	Income amounting to 50% of expenditure by 2003 and 75% by 2005	SPS Component Reports, annual review reports
1.4. Equipped for field sampling, routine activities, information management and dissemination	Needs assessment completed by mid 2002 Equipment purchased by end 2002	SPS Component Reports, annual review reports
1.5. Industrial inspection programme implemented	Licensed industries inspected at least once per year	EMU Annual Report
2.1. An Environmental Committee and a CDE programme established	Environmental Committee functioning. Socio-economic/environmental baseline study carried out	EMU Annual Report. Study Report
2.2. GEAP document produced, disseminated and regularly updated	GEAP reports published according to the Implementation Plan and updated every 3 years	EMU Annual Report
2.4. Implementation of GEAP priorities	Demonstration- and community based projects carried out. Clean up of at least 4 hotspots in each governorate.	SPS Component Reports, annual review reports
2.4. NGOs/CDAs, local communities and selected industries capacitated to use environmental information and messages for environmental management	Groups efficiently utilise environmental information as a regular part of participation in the environmental management	Annual review reports, SPS Component reports, information material developed and used
2.5. Experience replicated in other locations (within and outside the governorate)		EMU Annual Report
Outline of Activities		
1.1.1. Recruit and train staff;	EMU staff received training by 2002	EMU Annual Report
1.1.2. Elaborate HRD plan;	Document available by mid 2002	EMU Library

Parameter		Indicator	Means of Verification
1.1.3	Develop and apply management and information systems;	Implementation manuals available by end 2002	EMU Library
1.2.1.	Updated Directives issued setting out responsibilities of EMU, RBOs;	Documents available by end 2002	Government Gazette
1.2.2.	Develop procedures for communication and collaboration;	Documents available by end 2002	EEAA Annual Report
1.3.1.	Initiate cost recovery mechanisms	Pilot studies by 2002, 50% of SWM costs recovered by 2005	EMU Annual Report
1.3.2.	Government budget line allocated	By end 2002	EMU Annual Report
1.3.3.	Pilot fund raising activities	By end 2003	EMU Annual Report
1.4.1.	Carry out needs analysis	By mid 2002	EMU Annual Report
1.4.2.	Procurement	By end 2002	EMU Annual Report
1.4.3.	Training in use and maintenance	By mid 2003	EMU Annual Report
1.5.1.	Prepare registry of polluting industry	Documents available by end 2003	EMU Annual Report
1.5.2.	Establish priorities	Documents available by end 2003	EMU Annual Report
1.5.3.	Prepare guidelines	Documents available by end 2003	EMU Annual Report
1.5.4.	Establish industry advisory service	Staff allocated and trained by 2003	EMU Annual Report
1.5.5.	Operate licensing system	Documents available by end 2003	EMU Annual Report
2.1.1.	Identify and enrol stakeholders;	Committee includes representatives from major NGOs, CDAs and repr. from industry sector, village councils etc.	EMU Annual Report
2.1.2.	Carry out a socio-economic/environmental baseline study	Study initiated and carried out by begin. of 2002	Study report
2.1.3.	Implement awareness raising, training, and education	at least 1 "package" per year implemented	EMU Annual Report
2.1.4.	Establish Environmental Committee and Working groups	Meetings occur at least quarterly, minutes are produced and disseminated	Minutes of meetings
2.1.5.	Involve community groups in environmental management and projects	After 2002, at least 2 projects implemented per year per governorate	EMU Annual Report
2.1.6.	Achieve agreement on identification and prioritisation of interventions	Methodology, meeting minutes and outcome recorded	EMU Annual Report
2.2.1.	Complete feasibility studies and prepare terms of reference	After 2002, at least 2 studies and 2 ToR per year per governorate	EMU Annual Report
2.2.2.	Commission and manage remedial activities	After 2002, at least 2 projects implemented per year per governorate	EMU Annual Report
2.2.3.	Prepare and disseminate state of environment information	Report issued yearly	GEAP Report
2.2.4.	Prepare and disseminate GEAP	Reports issued in 2003 and 2006	GEAP Report, EMU Annual Report
2.3.1.	Identify, secure funding and implement demonstration and community based projects	Reported in GEAP document	EMU Annual Report
2.3.2.	Implement selected showcases (e.g. solid waste management, cleaner production)	After 2002, at least 2 projects implemented per year per governorate	EMU Annual Report

Parameter	Indicator	Means of Verification
2.4.1. Identify NGOs/CDAs, local communities and selected industries for capacity development	Groups identified and contacted in each governorate by start 2002	EMU Annual Report, lists of groups/participants identified and contacted, minutes of meetings held etc.
2.4.2. Assist in refining media packages	Training carried out, Information material/media packages reviewed, revised, finalised	EMU Annual Reports Information material produced
2.4.3. Test media packages by implementation of demonstration projects	Use of media packages reviewed, lessons learned recorded	EMU Annual Reports Annual Review reports,
2.5.1. Hold seminars, workshops, analyse results	Reports of events held within 6 months of completion of each project	EMU Annual Report
2.5.2. Prepare and fund projects within the governorate (non-Danida funded)	After 2004, at least 2 projects implemented per year	EMU Annual Report
2.5.3. Prepare and disseminate information on projects carried out	Information produced	EMU Annual Report and e.g. articles/news publicised in papers, TV, radio etc.

ANNEX 3

Environmental Management Plan