

PD-ABG-075

EGYPT
DECISION SUPPORT SERVICES PROJECT

A.I.D. NO 263-0231

PROJECT PAPER

September 12, 1993

OD/HRDC/IDS, D.Ponasik *MP/for*

PDS/PS, A.Helmy *Ardeh*

DIR/CS, B.Paige *for*

LEG, J.Doyle *for*

SANITIZED VERSION

NO PROCUREMENT SENSITIVE INFORMATION INCLUDED

EGYPT
DECISION SUPPORT SERVICES PROJECT

A.I.D. NO 263-0231

PROJECT PAPER

September 20, 1993

SANITIZED VERSION
NO PROCUREMENT SENSITIVE INFORMATION INCLUDED

AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT DATA SHEET

1. TRANSACTION CODE
 A = Add
 C = Change
 D = Delete
 Amendment Number _____

DOCUMENT CODE
 3

COUNTRY/ENTITY
 Egypt

3. PROJECT NUMBER
 263-0231

BUREAU/OFFICE
 Near East

5. PROJECT TITLE (maximum 40 characters)
 Decision Support Services Proj.

PROJECT ASSISTANCE COMPLETION DATE (PACD)
 MM DD YY
 09 30 99

7. ESTIMATED DATE OF OBLIGATION
 (Under "B:" below, enter 1, 2, 3, or 4)
 A. Initial FY - 93 B. Quarter 4 C. Final FY 98

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 93			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
Appropriated Total	2,000	-0-	2,000	12,000	-0-	12,000
(Grant)	(2,000)	(-0-)	(2,000)	(12,000)	(-0-)	(12,000)
(Loan)	(-0-)	(-0-)	(-0-)	(-0-)	(--)	(--)
1.						
2.						
Host Country	-0-	-0-	-0-	-0-	-0-	-0-
Other Donor(s)	-0-	-0-	-0-	-0-	-0-	-0-
TOTALS	2,000	-0-	2,000	12,000	-0-	12,000

9. SCHEDULE OF AID FUNDING (\$000)

PRO- TION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECIL CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
ESF				-0-	-0-	12,000	-0-	12,000	-0-
TOTALS				-0-	-0-	12,000	-0-	12,000	-0-

10. SECONDARY TECHNICAL CODES (maximum 5 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code

B. Amount

PROJECT PURPOSE (maximum 480 characters).

To increase the availability of reliable and relevant information for decision-making for the members and staff of Egypt's two national representative bodies.

12. SCHEDULED EVALUATIONS

MM YY MM YY Final MM YY
 01 96 01 99 01 99

13. SOURCE/ORIGIN OF GOODS AND SERVICES
 000 941 Local Other (Specify)

14. COMMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment)

Mission Controller has reviewed and concurs with the methods of implementation and financing included herein.

Nimalka Wijesoriya
 Nimalka Wijesoriya, Acting Mission Controller

APPROVED BY

Signature: *Henry H. Bassford*

Title: Henry H. Bassford, Director, USAID/Cairo

Date Signed: MM DD YY
 09 19 93

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
 MM DD YY



UNITED STATES AGENCY for INTERNATIONAL DEVELOPMENT

CAIRO, EGYPT

PROJECT AUTHORIZATION

Name of Country: Arab Republic of Egypt

Name of Project: Decision Support Services Project

Number of Project: 263-0231

1. Pursuant to Section 531 of the Foreign Assistance Act of 1961, as amended (the "Act"), I hereby authorize the Decision Support Services Project (the "Project") for the Arab Republic of Egypt ("Cooperating Country") involving planned obligations not to exceed Twelve Million United States Dollars (\$12,000,000) in grant funds over a six year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. Operating Year Budget/Allotment process, to help in financing the foreign-exchange and local-currency costs of goods and services required for the Project. The estimated life of the Project is six years from date of initial obligation.

2. The Project will assist the GOE in increasing the availability of reliable and relevant information for decision-making for the members and staff of Egypt's two national representative bodies.

3. The Project Agreement may be negotiated and executed by the officers to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority. The Project shall be subject to the following essential terms, together with such other terms, conditions, and covenants as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services

Goods and services financed by A.I.D. under the Project, except for ocean shipping, shall have their source and origin in the United States, or as authorized pursuant to the requirements of AID Handbook 1B, Chapter 18, except as the USAID/Cairo Mission Director, or his/her designee, may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed on flag vessels of the United States.

4. Based upon the justification set forth in the Project Paper, I hereby determine, in accordance with Section 612(b) of the Act, that the expenditure of United States Dollars for the procurement of goods and services in Egypt is required to fulfill the purposes of this Project; the purposes of this Project cannot be met effectively through the expenditure of U.S.-owned local currencies for such procurement; and the administrative official approving local cost vouchers may use this determination as the basis for the certification required by Section 612(b) of the Act.



Henry H. Bassford
Director

9/19/93

Date

Clearances:

OD/HRDC/IDS, DPonasik
A/AD/HRDC, TMcKee
PDS/PS, AHelmy
AD/PDS, RJordan
A/AD/FM, NWijesooriya
DD, CCrowley

D&P
TAM
A. Helmy
RJ
CC

Drafted:LEG:VMoore:6/23/93:PAUTH231

TABLE OF CONTENTS

PROJECT DATA SHEET

PROJECT AUTHORIZATION

TABLE OF CONTENTS	i
GLOSSARY OF ABBREVIATIONS/ACRONYMS	iii
I. EXECUTIVE SUMMARY AND RECOMMENDATIONS	1
II. PROJECT RATIONALE	5
A. BACKGROUND AND SETTING	5
1. Historic Roots	5
2. Recent Evolution of the People's Assembly and the Shura Assembly	5
3. Project Antecedents, Including Involvement of Other Donors	6
B. PERCEIVED PROBLEM: ANALYSIS OF NEEDS IN THE PEOPLE'S ASSEMBLY AND THE SHURA ASSEMBLY	7
1. The Members	7
2. The Staff	9
3. The Institutions (PA/SA)	10
C. ROLE OF THE LIBRARY OF CONGRESS	12
D. RELATIONSHIP TO A.I.D. STRATEGY AND PROGRAM	13
E. INTEREST OF BOTH HOUSES IN USAID ASSISTANCE	14
III. PROJECT DESCRIPTION	14
A. GOAL AND PURPOSE OF THE PROJECT	14
B. PROJECT APPROACH	15
C. TRAINING TARGETS AND EXPECTED IMPACT	15
D. ASSISTANCE TO THE ASSEMBLIES: PROJECT OUTPUTS AND INPUTS	20
1. Training	20
2. Commodity Procurement	23
IV. IMPLEMENTATION PLAN	25
A. IMPLEMENTATION APPROACH	25
B. PROJECT MANAGEMENT	25
1. USAID	25
2. The People's Assembly and the Shura Assembly	26
C. PROCUREMENT	27
1. Technical Assistance	27
2. Training	32
3. Commodities	34
4. Evaluation Contract	34
5. Audit Contract	35
D. WAIVERS	35
E. BUY AMERICA CONSIDERATIONS	35
F. IMPLEMENTATION SCHEDULE	36

V.	MONITORING AND EVALUATION PLAN	38
A.	MONITORING	38
1.	General Considerations	38
2.	Monitoring Systems and Data Needed	39
B.	EVALUATION	41
VI.	SUMMARY ILLUSTRATIVE FINANCIAL PLAN	42
A.	PROJECT COST ESTIMATES	43
B.	METHODS OF IMPLEMENTATION AND FINANCING	43
C.	ASSESSMENTS	44
D.	AUDIT COVERAGE	45
VII.	PROJECT SUMMARY ANALYSES	45
A.	TECHNICAL AND INSTITUTIONAL CONSTRAINTS SUMMARY ANALYSIS	45
1.	The People's Assembly	45
2.	The Shura Assembly	52
3.	Local Training Resources	54
4.	Institutional Constraints	54
B.	ECONOMIC ANALYSIS	56
C.	SOCIAL SOUNDNESS SUMMARY ANALYSIS	57
1.	Commitment	57
2.	Absorptive Capacity/Beneficiaries	58
3.	Member Access	60
D.	WOMEN IN DEVELOPMENT	60
VIII.	CONDITIONS PRECEDENT AND COVENANTS	61
A.	CONDITIONS PRECEDENT	61
B.	COVENANT	61
ANNEXES		
A.	Logical Framework	
B.	PID Approval Memorandum	
C.	Statutory Assistance Checklist	
D.	Grantee Request for Assistance	
E.	Gray Amendment Certification	
F.	Analyses	
1.	Institutional Analysis	
2.	Human Resource Analysis	
3.	Training Plan	
4.	Automation Needs Analysis	
5.	Financial Analysis	
G.	Illustrative Index of Effectiveness for Monitoring	
H.	Guidelines for Training	
I.	Environmental Threshold Determination	
J.	632(a) Determination	
K.	Detailed Inputs and Outputs	

GLOSSARY OF ABBREVIATIONS/ACRONYMS

AID	U.S. Agency for International Development
AUC	American University in Cairo
COP	Chief of Party (contractor)
CRS	Congressional Research Service, Library of Congress
CY	Calendar Year
DSSP	Decision Support Services Project
EOPS	End of Project Status
ESF	Economic Support Funds
FSN	Foreign Service National
FTE	Full Time Equivalent
FY	Fiscal Year
GDP	Gross Domestic Product
GOE	Government of Egypt
HBCU	Historically Black Colleges and Universities
HRDC	Human Resources and Development Cooperation (USAID)
HRDC/ET	Human Resources Development/Education and Training
IDS	Institutional Development Support Office
IEE	Initial Environment Examination
IMF	International Monetary Fund
IT	Information Technology
LE	Egyptian Pound (LE 3.33 to \$1 as of 5/16/93)
LIS	Legislative Information Systems
LOC	Library of Congress
LOP	Life of Project
LT	Long Term
MIS	Management Information Systems
MP	Member of Parliament
PA	People's Assembly
PAGC	People's Assembly General Committee
PASA	Participating Agency (of U.S. Government) Services Agreement
PIO/P	Project Implementing Order/Participants
PID	Project Identification Document
PM	Person Month
PP	Project Paper
PROAG	Project Agreement
PY	Person Year
RFP	Request For Proposal
SA	Shura Assembly
SG	Secretary General
ST	Short Term
UNDP	United Nations Development Program
WID	Women in Development

EGYPT: DECISION SUPPORT SERVICES PROJECT

I. EXECUTIVE SUMMARY AND RECOMMENDATIONS

A. INTRODUCTION

Egypt's parliamentary tradition extends back to 1866, unbroken except for three years after the 1952 revolution. Thereafter, a unicameral legislature was established that, in 1971, was named the People's Assembly (PA). In 1980, a second house, the Shura Assembly (SA), was established as an advisory body.

During the past two decades, under Presidents Sadat and Mubarak, Egypt has been evolving toward an open political system and a market economy. The process has been relatively peaceful, slow but steady, cumbersome with occasional relapses. Economic liberalization has accompanied political liberalization as, in recent years, the GOE has jettisoned import-substitution "socialism" and instituted market-led, export-oriented economic policies.

The Constitution of 1971 and subsequent amendments have established a hybrid with some characteristics of a presidential system, some of a parliamentary system. Although the Constitution subordinates the legislative branch to the executive, the roles of the PA and SA have taken on increasing importance over the years, and many distinguished Egyptians serve in both.

In recent years, it has become increasingly apparent to the PA and SA leadership and staffs that the effectiveness of the two assemblies is impeded by the lack of data and briefing information available to members. The first information technology needs assessments were undertaken in 1986. The process of transition to computerized systems was given impetus by a UNDP \$2 million start-up grant for equipment in 1992.

Through their leadership, both the PA and SA have expressed strong interest in USAID support of a comprehensive program of training, technical assistance, and the additional information systems hardware and software necessary to improve the quality and quantity of research which will increase the contribution of the two Assemblies to the formulation of public policy. This interest has led to extensive analysis of the circumstances and needs of the two Assemblies by U.S. and Egyptian experts. The analysis serves as the foundation for the design of this Decision Support Services Project (DSSP).

B. PROJECT DESCRIPTION

The goal of the Project is to strengthen the enabling environment for a market economy. The PA and the SA can play an important role in improving the legislative and policy framework for an open economy, and in oversight of government policies and operations. Thus, the purpose of the Project is to increase the availability of reliable and relevant information for decision-making for the members and staff of Egypt's two national representative bodies. In other words, a better-informed parliament will be a more effective parliament.

The Project will help the PA and SA to: (1) base its actions on reliable information and analysis; (2) establish a responsive information analysis capability within the legislature which is available to all members of the PA/SA; and (3) automate and improve the effectiveness of the legislative processes and administrative processes of the PA/SA.

At the heart of the Project is a training and orientation program in Egypt and the United States that will offer members of both Assemblies, senior staff, and technical staff the opportunity to learn how modern information technology can enhance their performance as individuals and improve the effectiveness of the institutions. The committees and secretariats through which much of the business of both is transacted will receive priority attention. The Project will also strengthen the library/reference services available to both bodies and the capability of their training departments.

U.S. and Egyptian experts will participate in the design and execution of the training programs, provide assistance in the modernization of library/reference capabilities, and help design, and advise on, the operation and maintenance of the hardware and software that will be procured under the Project to supplement the UNDP program.

C. IMPLEMENTATION

The length-of-project is six years. Implementation will principally be the responsibility of the PA/SA with the assistance of a Prime Contractor who will establish an office in Cairo with ample backstopping in the United States. The Congressional Research Service (CRS) of the Library of Congress (LOC) is expected to provide training and technical assistance for the library/reference facility that serves both bodies, as well as orientation to members and staff who visit the U.S.

The Chief of Party of the Prime Contractor will, in cooperation with the Coordinator named by the PA and SA, and CRS, produce an

annual workplan and will submit quarterly and annual progress reports to the two Assemblies and USAID.

In USAID, monitoring will be the responsibility of the Project Officer who will chair the USAID Project Team. USAID will also contract with independent evaluators who will conduct periodic evaluations of progress toward the broad objectives of the Project.

D. COST ESTIMATES AND FINANCIAL PLAN

The Project budget totals US \$ _____ for the life-of-project (LOP). The Mission Director determined at PID stage that a formal host country counterpart contribution is not necessary for the Project. However, the GOE will contribute many unquantifiable inputs to the Project which are enumerated in the PP. The following table presents a summary budget.

Summary Cost Estimate and Financial Plan
(\$000)

Budget Item	Project Totals
TRAINING	
TECHNICAL ASSISTANCE	
COMMODITIES	
AUDITS, ASSESSMENTS AND EVALUATIONS	
CONTINGENCY	
TOTAL	

E. PROJECT NEGOTIATION STATUS

The details of this Project have been discussed with the Speaker of the PA, Dr. Fathi Serour and, to a lesser extent, with the Speaker of the Shura Assembly, Dr. Mustafa Kamal Helmy. USAID has received an official request for the Project from the MIC, in response to letters they received from both the PA and the SA.

Parts remaining to be negotiated with the PA Speaker include: (1) the salary payment for the Project Coordinator and (2) appointment of representatives from the staffs of both Secretaries General to provide daily Project support for implementation.

F. RECOMMENDATIONS

The Project Committee recommends that you authorize the Decision Support Services Project for \$ _____, sign the Gray Amendment Certification, and sign the 632(a) Determination.

G. LIST OF CONTRIBUTORS

USAID Project Design Team

Diane Ponasik, Office Director, HRDC/IDS
Connie Paraskeva, Institutional Development Support Office
Nagla Mostafa, Institutional Development Support Office
Aziza Helmy, Project Support Office
Jeffrey Malick, Office Director, Program Office
Beth Cypser, Project Support Office
Vicki Moore, Legal Office
Paul Mulligan, (A)AD, Economic Analysis and Support Office
Beth Paige, Contract Services Office
Diane Leach, Education and Training Office
Mohamed Mounir, Financial Analysis Office
Magdy Moussa, Financial Analysis Office
Priscilla DelBosque, Associate Director of Trade and Investment
Naguí El Fayoumi, Trade and Investment

Consultants

Dr. Medhat Hassanein
Elizabeth B. Khalifa, Chemonics International
Lawrence Harrison, Chemonics International
Abdo I. Baaklini, Datex
Flemming Heegaard, Chemonics International
Dean Salpini, AID/IRM

People's Assembly Leadership

Professor Dr. Ahmed Fathi Serour, Speaker

People's Assembly: Staff

Mr. Sami Mahran, Secretary General
Mr. Mohamed Abdel Aziz, Deputy Secretary General
Mr. Mohamed Maher Abdou, Assistant Secretary General
Mrs. Sonia Abdel Wahed, Assistant Secretary General,
Research, Information and Relations
Professor Hesham Anda, Consultant-at-large
Mr. Talat Galal, Chief of the Admin. and Financial Section
Mrs. Sawsan El Hennawy, Head, Information Division
Ms. Nagla Abbass, Programmer

Shura Assembly Leadership

Prof. Dr. Mostafa Kamal Helmy, Speaker

Shura Assembly: Staff

Councilor Farag El-Dorri, Secretary General

II. PROJECT RATIONALE

A. BACKGROUND AND SETTING

1. Historic Roots

Egypt's parliamentary tradition dates back to 1866 when the first legislature was established during the regime of Khedive Ismail. Even under the British occupation, a legislative council existed; members were selected by a combination of election and appointment. After independence in 1923, Egypt established a bicameral legislature: an elected House of Representatives and a Senate (two-thirds elected, one-third by appointment). A multi-party system prevailed until the revolution of 1952 after which three years passed with no parliament. The constitutions of 1956, 1958, and 1964 established an elected unicameral system. Since 1962, at least 50% of the House members must be peasants and workers. In 1971, a new Constitution was approved through a referendum. The parliament's name was changed from Magles Al-Umma (the Nations's Assembly) to Magles Al-Sha'ab (People's Assembly, PA). In 1980, a constitutional amendment was approved to establish a second House, Magles Al-Shura (Shura Assembly, SA) as an advisory body.

The Constitution of 1971 and its amendments have established a hybrid system that has some characteristics of the presidential system, others of the parliamentary system. The cabinet, for example, is selected by the President but submits its program to the PA. If the PA disagrees, the issue is referred to the President, who can call for a referendum. The PA cannot force the cabinet to resign through a vote of no confidence. The President can dissolve the PA, especially if the referendum goes in his favor.

The advisory role of the Shura Assembly (2/3 of its members are elected and 1/3 appointed by the President) has become increasingly important.

2. Recent Evolution of the People's Assembly and the Shura Assembly

For the past two decades, Egypt has been undergoing a series of steps aimed at moving the country towards a market-oriented economy and a multi-party democratic system. This process of economic and political liberalization started with President Sadat in the mid-seventies and has been significantly accelerated under President Mubarak. The process can best be characterized as relatively peaceful, slow but steady, cumbersome with occasional relapses. Economic liberalization "al infitah" ("the opening") has led to political liberalization.

The GOE is currently undertaking a major effort to restructure Egypt's economy away from the state-led, import substitution policies of the past toward a private sector driven, market-led, export-oriented growth strategy. The signing of a Standby Agreement with the IMF in May 1991 and a Structural Adjustment loan from the World Bank in October 1992 have imparted further impetus to the new policies.

The Egyptian transition to democracy has proceeded on several fronts. The main political groups have reached agreement on some fundamentals of the system. Under the law legalizing the formation and operations of political parties, several new parties have been established. Much effort has been expended in drafting the electoral law. Yet on two occasions, the Supreme Court has declared it unconstitutional, voiding prior election results and leading to new elections. Some of the main opposition parties refused to participate in the most recent election questioning the fairness of the elections and are consequently not represented in the PA.

The PA and the SA play a number of roles that are increasingly significant to the functioning of the political system. They debate, criticize, and monitor government policies and actions. They propose amendments to government bills and occasionally take legislative initiatives. They also lodge complaints about executive branch performance.

Finally, the laws governing the press and guarantees of freedom of expression have given impetus to the transition to pluralism. The press in Egypt enjoys substantial freedom. Within a few limits, newspapers can criticize the government, especially regarding social and economic policies. However, television and radio remain the monopoly of the state.

3. Project Antecedents, Including Involvement of Other Donors

It has become increasingly apparent to the PA and SA leadership that the effectiveness of the two assemblies is impeded by inadequate availability and flow of reliable information for policy analysis and formulation, oversight, and other responsibilities assigned to the Assemblies by the Constitution. A series of studies by al Ahram, the Central Statistics and Mobilization Agency, and the National Security Council to assess the information needs of the PA were conducted in 1986. In the spring of 1992, UNDP sponsored a visit of selected members and experts from the PA to Italy, Spain, and Belgium to study the legislative systems of those countries. Based on these studies, meetings, and the visit, a comprehensive plan to establish a legislative information system and modernize Assembly procedures was prepared.

In November 1992, the PA signed a two-year agreement with the UNDP for a grant of \$2 million. The UNDP project document identified three components: (1) an efficient information service for members of Parliament; (2) analysis and decision support capabilities to reduce the lead time needed to come to conclusions with a higher level of confidence; and (3) well-managed communication links to ensure the interchange of information with the cabinet, ministries, and relevant establishments (e.g., Central Bank, Central Agencies, Press, Foreign Parliaments, etc.) It concentrated on developing applications and acquiring the computer equipment to begin creating a modern information system. The PA contributed more than \$2 million in Egyptian pounds. The UNDP project, which set up a Computer Center that will serve both Assemblies, finances some basic hardware, software, and limited peripherals, as well as preliminary computer literacy training for a limited number of staff. This two year project will terminate in October 1994. Eighteen applications to be developed were identified; not all applications have, in fact, been developed, and where they were not, this Project will address them or finalize work on them.

Building on the accomplishments of the UNDP project, the following remains to be done to improve access to and use of relevant and reliable data for decision making: (1) conceptualizing and designing the operational processes for utilizing applications; (2) training staff to collect, store, and manipulate relevant information necessary for the building of data bases; (3) training staff in methodologies for retrieval of information and its use in policy analyses, studies, reports, etc.; (4) helping the PA and SA to effect the changes in structures and relationships necessitated by the new information technology capabilities; and (5) supplementing the UNDP project with the PCs, software, and other peripherals that will make the system fully utilizable.

D. PERCEIVED PROBLEM: ANALYSIS OF NEEDS IN THE PEOPLE'S ASSEMBLY AND THE SHURA ASSEMBLY

The following section identifies the constraints faced by the three targets of Project interventions (i.e., the PA/SA members, the staff, and the institutions themselves). For further details, see the Human Resource Analysis and Institutional Analysis in Annexes F.2 and F.1, respectively.)

1. The Members

The Egyptian legislative branch is evolving from its limited role in the prior centrist system toward more active participation with the executive in the shaping of public policy. But it is constrained by traditional ways of going about its business that leave the members at a disadvantage in pursuing a more active

role. Many members feel intense frustration over the difficulties they face when discussing proposed executive bills, requesting information from the government, or engaging in debate, because of the insufficiency of the information available to them. Members have no personal staff, no offices, no private phones. They are not paid a fixed salary, but are compensated based on the number of sessions or Committee meetings they attend. Unless they have university or other research connections (which some do), they have very limited access to information or briefing materials needed to consider bills, or to analyze their constituent needs. Many members have had little exposure to legislatures in other countries and may see their parliamentary roles narrowly, without full awareness of the roles legislative bodies can potentially play in government. While keenly aware of the importance of serving their constituents, the lack of information relevant to their electoral areas can limit their ability to be responsive. The lack of comparative knowledge of other legislatures also means that many members are unaware of the uses some make of staff to provide information and briefing materials. While most express enthusiasm for the information and training the Project will provide, they will need education and further exposure to other automated systems and research capacities before they will be able to generate a strong demand for these services.

The Project will focus on strengthening members' abilities in the following areas:

a. Creation of member demand for improved information and analysis from the staff - As mentioned above, the majority of the PA/SA members have not been exposed to automated sources of information, nor have they had much experience in legislative systems in which staffers routinely provide briefing papers or background information relevant to bills legislators are considering, to constituent or constituency needs, or simply to policy affairs of current interest. In order for this Project to be successful, not only does an information system and a qualified staff need to exist, but equally important, the members must actively want the products of these two components. The Project will therefore expose selected senior members and decision makers from the administrative side to legislative systems in which information systems and research and analytic capability exist. The major aim of this training and technical assistance will be to raise consciousness about how members can benefit from these services and to create a strong demand for them.

b. Oversight of government policies and programs - The People's Assembly is tasked by the Constitution with monitoring government policies and programs. Its tools include requests to the Executive for information, investigations, and the calling of Cabinet members to appear before the PA to explain or defend

policies, programs, and actions. Clearly, access of members to more and better information will enhance the PA's discharge of this responsibility.

c. Constituent services - Although constituent services are intimately associated with the representational function of a legislature, in many countries constituent services are either misunderstood or implemented in a questionable manner. Constituent services are often associated with favors and access to state resources that are not legitimate. Therefore, constituent services are often considered a "second class" function. But the function is important; it can be an important source of comprehension of reality at the grass roots. The Project will develop regional databases, and train staff to assist members to understand and respond to the needs of their constituents.

2. The Staff

While the staff is generally well-educated, it has neither the training nor access to the sources of information that can fully meet the needs of the members. The staff is highly motivated but generally has little knowledge of the array of activities of a modern parliament and the central role that information plays in these activities. Moreover, management, organization, and methods reflect the more passive role that has characterized the work of both bodies heretofore. There has not been a tradition of preparing briefing papers or other information background for committees, and staff does not see this as part of its role. Staff has also not been exposed to legislatures in other countries and lacks a comparative view of additional analytic support legislative staff can give to committees. At present, the work of the staff is essentially clerical. It records minutes of meetings, prepares files, gathers requested documents and follows up on decisions. With few exceptions, research generated by the staff is descriptive, as staff generally lacks sufficient training to undertake analytic work. To function more efficiently and provide stronger support to the committees, the staff need further training in the use of data for policy analysis, methods for providing information to legislators, budget and fiscal analysis, revenue forecasting, use of information technology and databases, research, data collection and analysis, upgrading in automated library and reference techniques, bill drafting, and program evaluation. Three committees identified by the PA as critical to decision-making are: (1) the Committee on Constitutional and Legislative Affairs, (2) the Plan and Budget Committee, and (3) the Economic Affairs Committee. Also, two committees at the SA have been identified as critical, namely: (1) The Committee on Constitutional and Legislative Affairs, and (2) The Committee on Financial and Economic Affairs. The Project will focus on strengthening the capabilities of the staff of these committees.

Two areas of primary Project concern, to which much of the training will contribute, are the following:

a. Methodology of public policy research and analysis - The first area of importance is the legislative contribution to public policy formulation: public expenditures, privatization and the economy, social and health services, environment, consumer protection, etc. The staff of the two Assemblies need stronger analytical skills, and better techniques for providing briefing materials and other information to legislators.

b. Methodology of budget analysis - The budget review and approval process lies at the heart of the nation's political process, and it is here that the legislature can play a critical role in helping to shape the nation's priorities. The People's Assembly can play a more effective role in the budgetary process with strengthened staff knowledge and training in fiscal analysis, and use of modern budgetary information systems.

3. The Institutions (PA/SA)

To play a more active role in a modern Egypt, the PA/SA need (a) improved automated information sources; (b) more efficient management systems; and (c) a strengthened training function.

a. Improved automated information sources - Although the PA/SA have a good parliamentary library, at present it is not automated. Until the current UNDP program, the PA and SA had virtually no information technology tools at their disposal although they had an understanding of the potential benefits of computers for the work of the members and staff and aspired to the new technologies. PA and SA operations were conducted and recorded manually, principally with typewriters. Since members have neither offices, nor telephones, nor faxes, the offices of the Speaker, Secretary General, and Committee chairs have been overburdened with routine communications, information flow, information storage, and constituent service requests. Members have difficulty keeping up with the status of legislation, including amendments. Staff must collect data by hand, physically searching out sources in the library, PA and SA files, or ministry files and documents. This laborious process is itself an obstacle to in-depth public policy research and the effective functioning of the People's Assembly and the Shura Assembly.

The needs in this area can be broken down into two components: (1) legislative and management information support and (2) library improvement.

(1) Legislative and management information support - A major element in the development of a legislature's capacity to perform its functions, especially the ones related to

budget, policy analysis, oversight, and law making, is the availability of comprehensive legislative and management information systems with technology and human resources adequate to operate and utilize them as a whole system.

The Information System, as developed in the UNDP plan, is based on two principal components: Legislative and Management. The Legislative component includes some hardware and preparation of applications for a bill drafting capability; a bill status and reference capability; a statutory retrieval capability; a library, documentation, legislative reference (including parliamentary debates) capability; and a recording, registering, and transcription system for legislative activities.

Among the primary functions of the legislature are bill creation, recording and archiving of committee and session minutes, legislation tracking, and coordination among members internally and the Cabinet. These functions are the primary Project targets for the introduction of management and legislative information technology.

The Project will enable the Assemblies to store, retrieve, and access information for planning and legislative decision-making. It will also allow the importing of information from other databases.

It is the intent, in distribution of hardware, software, and computer training to the various divisions of the PA and SA, that (a) both senior staff as well as key technical staff, especially those with research and analytical functions, receive what they will need to improve the effectiveness of legislative structure and processes; and (b) computers placed in a particular division be connected both to each other in a Local Area Network (LAN) as well as to the mainframe computer and thus, other PA/SA users.

Not only will this strategy save software resources, since computers within the same LAN will operate off one software program license, e.g. Lotus 1-2-3, but, more importantly, the strategy will facilitate the intra-departmental sharing of information. This will be particularly useful since it will facilitate the coordination and cooperation required for the development of legislative initiatives and analysis of executive policies.

(2) Library improvement - The Legislative Library has a well qualified staff and a collection that is well organized and catalogued. However, it needs new technologies to improve its ability to serve the Assemblies' members and staff with needed information. The Library also needs to develop its capability to provide services with a uniquely

legislative focus and to acquire new publications to complement the existing collection. It also needs to introduce new services and new directions (e.g., bibliographic research, clipping service, abstracts).

b. Efficient Management Systems - As stated above, the UNDP project has made a start on increasing the efficiency of the administrative support functions of the legislature. As the Project will double the number of computers available to the PA/SA staff, it will also consider, where feasible, introduction of new software and training to facilitate or enhance the UNDP efforts. Areas of focus will include personnel management, management information processes and financial information systems.

The management component of the system includes functions not related to the legislative process that are, in essence, administrative support functions of the legislature. These include maintenance of a comprehensive human resource system; a financial system; and a record keeping and documentation system.

c. Staff Training - Training capacity within each Assembly has increased in recent years, but volume has been small. In the PA, a more centralized system under the Training Department will be needed as volume increases. The same is true of the SA. Strong channels of communication with the Directorate of Personnel and the technical directorates will need to be established. A comprehensive needs assessment is required, to be followed by development of a training strategy, long-term training plan, and annual plans. While adequate training space exists in the two Assemblies, there is a need for audio/visual aids. Cooperative relationships between the SA and PA training staffs will need to be strengthened.

C. ROLE OF THE LIBRARY OF CONGRESS

As the PA/SA continue the process of strengthening the legislative role in decision-making, it is important that they forge strong links with other legislatures who can serve as points of reference and colleagues. This Project will build on the ties of mutual respect which already exist between the U.S. Library of Congress/ Congressional Research Service (LOC/CRS) and the PA/SA by providing assistance from that institution to the PA/SA during the Project.

The LOC/CRS will provide orientation to its services for PA/SA members, and technical training to staffers. For the PA/SA members, the LOC/CRS exchanges will familiarize them with an outstanding internationally-recognized model of how representatives benefit from high quality information services. For the staffers, these sessions will enable the formation of

peer group relationships which should last well beyond the life of the Project.

While the technical input offered by LOC/CRS is important, the long-lasting institutional relationship that will be forged by these collegial exchanges will be even more so, by providing an informal but durable network of professional relationships which will serve the PA/SA for the future.

D. RELATIONSHIP TO A.I.D. STRATEGY AND PROGRAM

The A.I.D. Mission in Egypt's overall program goal is the enhancement of Egypt's role as a model of stability, democracy, free markets, and prosperity in the region. The Mission's three stated program sub-goals are: increased economic growth; enhanced human resource productivity and quality of life; and strengthened democratic systems, institutions, and processes. The Project described herein will directly respond to the third sub-goal while contributing indirectly to the first two.

The Office of Institutional Development Support (IDS) within the Human Resources and Development Cooperation Directorate (HRDC) of the Mission is in the process of elaborating the full strategy to achieve this sub-goal. As stated in the December 1992 IDS draft Conceptual Framework:

"The key rationale for this initiative is that strengthening selected host country political and legal institutions and organizations that underlie executive accountability can help create the enabling environment for progress in economic and social reform." (DRAFT IDS Conceptual Framework, page 1)

HRDC/IDS is considering as its working strategic objective "to strengthen the enabling environment for a market economy," and the Project described herein uses this objective as the proposed Project goal. The Conceptual Framework also identifies four areas of strategic focus where IDS will concentrate its efforts:

- ▶ An informed legislative branch.
- ▶ A responsive legal, regulatory, and judicial system.
- ▶ More decentralized government.
- ▶ Media and information systems that reflect public opinion to decision makers and transmit information about reforms to the public.

E. INTEREST OF BOTH HOUSES IN USAID ASSISTANCE

Through their leaders, both the PA and the SA have requested USAID assistance in a comprehensive program of training, technical assistance, and modern information systems equipment that will complement the UNDP project and provide the Assemblies with adequate information and analysis so they can more effectively participate in the legislative process and discharge other Constitutional responsibilities.

III. PROJECT DESCRIPTION

A. GOAL AND PURPOSE OF THE PROJECT

The overall goal of the Project is to strengthen the enabling environment for a market economy. Egypt's People's Assembly and Shura Assembly can play an important role in improving the legal and policy framework for an open economy: they can use research-based expertise to enhance the quality and impact of their legislative, advisory, and oversight functions with respect to economic policies and programs; through expanded and improved information about constituents, they can develop a good sense of how those policies and programs are affecting the people, serving as a feedback loop to the GOE.

The purpose of the Project is to increase the availability of relevant and reliable information for decision making for the members and staff of Egypt's two national representative bodies.

The following end of project status (EOPS) will indicate that the purpose has been achieved:

The PA and SA actions indicate that more reliable information and analysis is available.

These actions include review of the general plan of the government, study and approval of the budget, oversight of executive operations, and constituent services.

Key assumptions are: (1) the GOE will remain committed to a market-led economy; (2) the PA/SA will play a strengthened role in formulation of market-oriented public policy; (3) improved information services will lead to more use of information by members in legislative actions (e.g debates, proposals, Executive oversight, responses to constituents); (4) information available as a result of the Project will be accessible to all members of the PA and SA; and (5) more informed legislative actions will lead to legislation increasingly responsive to the needs of a market economy.

B. PROJECT APPROACH

The legislative branch can play an important role in creating a propitious environment for a market-led economy. As the representative bodies, the PA and SA must be well informed, not only about the facts and consequences of proposed legislation but also about the needs and wishes of their constituents. Currently, the two bodies urgently need to modernize their capacity to produce, and analyze information related to the parliamentary function.

The GOE and USAID, whose overall program goal is the enhancement of Egypt's role as a model of stability, democracy, free markets, and prosperity, thus share an interest in the increased effectiveness of the legislature, particularly with respect to more informed decision making. Training will facilitate incorporation of modern information technology and management systems into the PA and SA.

The USAID role is technical, facilitative, and, within the GOE's broad commitment to the free market, neutral with respect to policy. The members of the PA and SA involved in policy formulation will understand how the new information systems can contribute to their reviews and discussions of legislation, and staff will know how to maximize the quality and quantity of output from the systems. Thus the Project emphasizes technical assistance and training that respond to the felt needs of the two bodies.

The PA and SA leadership and USAID are committed to full access of all members to the new information system, and to this end as well as in the interests of effective Project implementation, a Project Coordinator designated by the PA/SA will periodically review use of the system to assure that all members have equal access.

C. TRAINING TARGETS AND EXPECTED IMPACT

To create a responsive information service, the following training targets have been identified:

- ▶ Heightened member demand and understanding of the benefits of information in legislative processes.
- ▶ Improved staff understanding of public policy research methodologies: analytic skills, information technology skills, research skills.
- ▶ More responsive library services: acquisition and automation skills, intake skills.

- ▶ Enhanced management technologies and skills.
- ▶ Widespread basic technical skills in automation.

To achieve each training target, packages consisting of courses, observation study tours, internships, and/or academic training have been identified to upgrade specific skill areas. Details regarding numbers to be trained in each of the planned skill areas are provided in the discussion of Project inputs in the following section, as well as in the Project illustrative training plan (see Section IV.C.2).

For effective channeling of Project resources, beneficiaries will be prioritized for training on the basis of their potential impact on Project goal and purpose. There will be two basic groups: **core group training** and **broad based training**. Figure 1 is indicative of the proportions of PA/SA members and staff included in the core group and broad based training categories.

Beneficiaries of **core group training** will consist of key PA/SA members and staff who have been selected as having the greatest impact on attainment of the Project goal and purpose. They are key because of their positions of leadership, qualifications as staff, or the overall importance of their role regarding PA/SA economic reform policy formulation. They will be the central focus of Project inputs and will receive in depth, specialized training/orientation in Egypt and, in some cases, in the U.S.

Beneficiaries of **broad based training** will consist of members, staff, and institutional infrastructure employees who are also directly related to the attainment of the Project goal and purpose, but will receive broad-based training/orientation. Their training will be less intense, and designed to impart only basic skills. The core group is included in this category because many beneficiaries in the core group will receive broad-based training as a precursor to more specialized training.

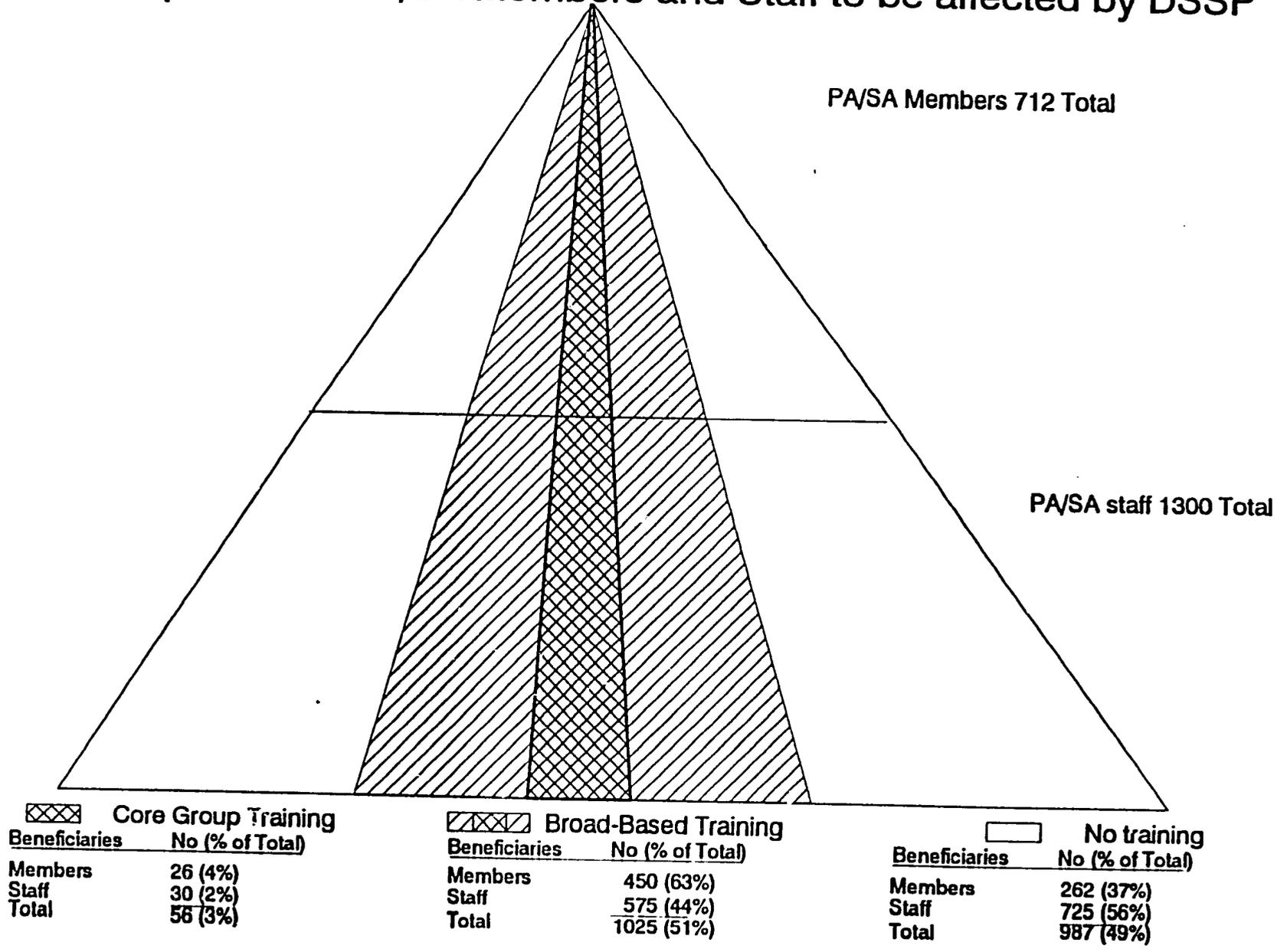
Note that about a third of all members and a half of the staff will not receive any training under the Project. This staff is identified as the least directly related to the attainment of Project goal and purpose. They will only benefit indirectly from the Project through demonstration effect.

1. Core Group Training

a. Beneficiaries - Beneficiaries in this category consist of:

- (1) Approximately 26 PA/SA members, e.g., members of the General Committee (which includes Chairmen of all standing committees), and additional key members of the five critical committees. The five critical committees are:

Figure 1: Proportion of PA/SA Members and Staff to be affected by DSSP



- ▶ The Economic Affairs Committee of the PA.
- ▶ The Plan and Budget Committee of the PA.
- ▶ The Constitutional and Legislative Affairs Committee of the PA.
- ▶ The Financial and Economic Affairs Committee of the SA.
- ▶ The Constitutional and Legislative Affairs Committee of the SA.

(2) About 30 PA/SA staff related to research as follows:

- ▶ Senior researchers working in the five critical committees identified above.
- ▶ Senior staff of the Research and Information divisions (which include the computer and library departments).

b. Expected Impact

- ▶ **Expected Impact on Members:** Creation of demand for improved information and analysis from the staff, more informed oversight of government policies and programs, and increased awareness of constituents' needs and improved ability to respond.
- ▶ **Expected Impact on the Plan and Budget Committee:** 2 key staffers will be able to prepare in-depth analytic reviews of the annual budget and five year plans for members, as well as to brief them extensively on perceived critical issues and outcomes of various options.
- ▶ **Expected Impact on the Economic Affairs/Financial and Economic Affairs Committees:** 2 key staffers each from the PA and SA will be able to prepare in-depth analytical reviews of issues dealing with structural adjustment, privatization or other relevant subjects, as well as to brief them extensively on perceived critical issues and outcomes of various options.
- ▶ **Expected Impact on the Constitutional and Legislative Affairs Committees:** 2 key staffers each from the PA and SA will have expertise in bill drafting, including use of databases to research and compare existing legislature. These staffers will also understand and be able to advise members on the process of bill drafting and methods of introducing of new bills.

- ▶ **Expected Impact on the Computer Center:** 5 senior staff will be able to manipulate data bases to meet most demands of staffers or members for specific information needed for legislative decisions.
- ▶ **Expected Impact on the Research Division:** 10 senior staff will be able to produce background papers on critical topics in a proactive manner and in a style easily understood by members.
- ▶ **Expected Impact on the Library:** 5 senior staff will be fully qualified to identify and critically evaluate documents needed to provide continual updating of library materials.

2. Broad-Based Training

- a. **Beneficiaries** - Beneficiaries in this category consist of:
 - ▶ Members (450 training slots)
 - ▶ Staff related to research (450 training slots)
 - ▶ Institutional Support Skills (125 training slots)
- b. **Expected Impact** - This training is intended to assure:
 - ▶ A majority of members have received at least 4 days of introduction as to how the new information services can benefit them.
 - ▶ That all staff involved in research can produce and explain basic background papers, use data bases, manipulate information systems, and do simple analyses based on MIS/LIS information and library sources.
 - ▶ That all research-oriented staff and many members are familiar with basic computer skills.
 - ▶ That key staffers will be able to plan and coordinate for strategic information needs.
 - ▶ That key staff dealing with constituent communications are able to create data bases and other automated systems that will assist members to be more responsive to constituent needs.
 - ▶ That key staff in various departments have training skills to share new technologies with other staff.

- ▶ That managers understand the new automated systems and apply them in legislative or administrative management in ways that improve the efficiency of the PA/SA.
- ▶ That all library staff can use automated technologies to meet the needs of members and staff for research and reference.

D. ASSISTANCE TO THE ASSEMBLIES: PROJECT OUTPUTS AND INPUTS

The following identifies the outputs that are anticipated as a result of the training and the commodity procurement under this Project, and the associated technical assistance support. Each section identifies the training group that will benefit from each output, and the inputs that are necessary to achieve that output. Detailed information on these inputs is contained in Annex K.

1. Training

OUTPUT # 1: Improved ability of PA and SA members to utilize, and/or direct staff to utilize, the enhanced information resources available to them.

Under this output, member demand will be generated for the information and research capability provided under the Project. Training and technical assistance under this component will be oriented towards selected members of the PA/SA who can act as catalysts for demand.

The target group under this output is the MEMBERS. The central focus is a core group of key members selected as having the greatest impact on attainment of the Project goal and purpose. They are selected members of the PA/SA General Committee as well key members from the five PA/SA standing committees most critical to attainment of the Project goal: the Plan and Budget Committee of the PA, the Constitutional and Legislative Affairs Committee of the PA, the Economic Affairs Committee of the PA, the Financial and Economic Affairs Committee of the SA, and the Constitutional and Legislative Affairs Committee of the SA.

To achieve this output, inputs consisting of the following skill area packages have been identified:

a. Member Demand for Information

- ▶ 4-5 day orientations in-country on the new information services (450 members)

- ▶ Observation study tours on focused topics relevant to the project purpose (26 members)*
- ▶ Observation study tours on bill drafting (5 members)*

OUTPUT # 2: The PA/SA staff has improved ability to provide members with analysis and other relevant information needed for the legislative process.

Under this output the capacity of PA/SA staff to deliver information, research, and analysis services to members will be strengthened. This output is segmented into three parts:

- a. Strengthened capacity in the methodology of public policy research using automated databases and modern analytical tools.
- b. Staff able to develop relevant background information, analyses, and meaningful issues briefs.
- c. Enhanced legislative reference services (library and documentation) with skilled staff applying modern information center techniques and IT tools.

The target group under this output is the STAFF. The central focus is a core group of key staff selected for their advanced qualifications and for their potential to contribute to research and analysis efforts regarding PA/SA economic reform policy formulation. They are senior researchers working in the five PA/SA critical committees: The Plan and Budget Committee of the PA, the Constitutional and Legislative Affairs of the PA, Economic Affairs Committee of the PA, the Financial and Economic Affairs Committee of the SA, and the Constitutional and Legislative Affairs Committee of the SA, as well as senior staff of the Research and Information divisions (which include the computer and library departments).

To achieve this output, inputs consisting of the following skill area packages have been identified:

- a. Public Policy Research Methodologies (No. of Slots)**

Analytic and IT Skills

- ▶ Basic Research Skills (250)
- ▶ Intermediate Analytic Skills (100)

* Indicates U.S. training

** CRS will also provide OJT in these areas.

- ▶ Advanced Analytic Skills (10)*
- ▶ Analytic Internships (5)*
- ▶ M.A. in Public Policy (3)*

Special Research/Background Studies

- ▶ Preparation of Briefing Materials (20)
- ▶ Research/Briefing Preparation Internships (5)*
- ▶ Budget/Plan Analytic Skills (40)
- ▶ Bill Drafting Techniques (5)*
- ▶ Constituency Services (20)

b. Responsive Information Services (No. of Slots)**

- ▶ Basic Library Acquisition Skills (20)
- ▶ Advanced Library Acquisition Skills (5)*
- ▶ OJT in Acquisition Skills (10)
- ▶ Library Acquisition Internships (3)*
- ▶ Basic Library Automation Skills (40)
- ▶ Library Intake Training (20)
- ▶ Use of Library Software Training (5)
- ▶ Application of Automation to Legislatures (25)
- ▶ Information Automation Internships (3)*

OUTPUT # 3: The PA/SA's institutional infrastructure (both the legislative processes and the administrative systems) adequately supports its research and information capability.

The target group under this output is the STAFF responsible for management of the PA/SA institutional infrastructure.

To achieve this output, inputs consisting of the following skill area packages have been identified:

a. Enhanced Management Technologies and Skills (No. of Slots)

- ▶ Management skills for senior managers (100)
- ▶ Mid-Level Managers Leadership skills (20)
- ▶ Comparative Study Tours: Senior Managers (10)*
- ▶ Staff Development Training (20)
- ▶ Training of Trainers in Skill areas (50)
- ▶ Information Management Strategic Planning (5)*

* Indicates U.S. training

** CRS will also provide OJT in these areas.

b. Technical Skills in Automation (No. of Slots)

- ▶ Basic Computer training (450)
- ▶ Basic use of MIS/LIS (350)
- ▶ Administrative and Financial Applications (50)

2. Commodity Procurement

Commodity procurement will be undertaken in support of the outputs identified in the previous section. Benefits will accrue directly to the following:

a. Secretariat of the Speaker:

- ▶ Usage will emphasize preparation of documents, correspondence, record-keeping, speeches and other applications covered by word processing programs.
- ▶ Databases currently being developed in areas of special interest to the Speaker, e.g. inventory of laws, existing legislation, and minutes of plenary and committee meetings, will provide needed and timely information to the Speaker's Office.

b. Secretariat of the Secretary General:

- ▶ The primary use of information and communication technology provided by Project will be to strengthen administrative efficiency through PC-supported production of reports, correspondence, and record-keeping.
- ▶ This office will also be provided with a high-speed photocopy/collating machine capable of handling the high volume of information shared with the units which report to it.
- ▶ The Center for Parliamentary Studies will have improved efficiency in preparing, storing, and retrieving comparative studies and will have access to comparative U.S. legislative databases via modem connection.
- ▶ CD-ROM service for other comparative legislative databases, as described below under the library section, will also be available in order to compare the cost/benefits of these two means of accessing remote databases.

c. Secretariat of Sessions:

- ▶ The introduction of word-processing for the production of meeting agenda, recording and revisions of minutes of plenaries and committee sessions, preparation of indices. The recording and analysis of statistics will be facilitated with access to spreadsheet and statistical software packages.

d. Secretariat of Committees:

- ▶ The introduction of computers and the application of legislative databases and other processes will enable the staff, after appropriate training, to improve its performance significantly.

e. Library:

- ▶ Electronic storage and search of database listing holdings, as well as of databases outside immediate holdings, will greatly expand the capacity to retrieve important information needed for legislative work.
- ▶ The library will be equipped with computers for efficient storing and retrieval of information on holdings, for operating the CD-ROM readers, and for receiving information from remote databases via modem/telephone lines.

f. Secretariat of Information and Research:

- ▶ The creation of easily retrievable databases on existing documentation for research purposes.
- ▶ The application of computers for translation; and the use of word-processing for high quality production of letters and documents related to international relations and protocol.

g. The Secretariat of Administration and Finance:

- ▶ Automation of finance, budgeting, and personnel record keeping functions.

To achieve the outputs identified in the previous section, the following commodities will be procured: 129 PCs; 13 Laser Printers; 15 Ink Printers; 6 Faxes; and 10 Photocopiers (of which 5 will be high speed, collating). (See Annex F.4 for details.) In addition, the Project will provide the requisite training support commodities, e.g., overhead projectors, VCR cameras, easels, and projection screens.

IV. IMPLEMENTATION PLAN

A. IMPLEMENTATION APPROACH

Against the backdrop of more than a century of parliamentary tradition, the PA and SA are just beginning a transformation to modern information technologies. The absence of antecedents inevitably means that the Project will require adjustments to reflect the lessons of experience. As will be apparent from the annexes, the extensive analytical work which has gone into the preparation of the Project Paper provides a solid base for execution. However, as with any substantially new activity, lessons will be learned during implementation that will require modifications to the original estimates of technical assistance, training, and procurement requirements. Ample implementation flexibility is in order. A contingency line item will provide flexibility, subject to USAID agreement on its use.

USAID will use a competitively selected Prime Contractor and the U.S. Library of Congress to deliver the necessary training, technical assistance, and commodities. The contractor is expected to make use of Egyptian private sector resources.

B. PROJECT MANAGEMENT

1. USAID

The Project will be managed by the Office of Institutional Development Support (IDS) within the Human Resources and Development Cooperation Office (HRDC) of USAID Egypt. Beginning in FY94, this office will be staffed with three USDHs, two US PSCs, and four FSN professionals, in addition to the USDH Office Director. The Office will assign one USDH as Project Officer; day-to-day monitoring and implementation will be the responsibility of a US PSC and a senior FSN.

The Mission's Office of Education and Training (HRDC/ET) will play an important supporting role starting early in implementation with respect to English language and basic computer skills training. That role will increase with the start of subject matter and skill training both in Egypt and the United States once the Prime Contractor is mobilized. Other USAID offices that will participate in implementation include the Financial Management, Contract Services, Legal, Program, and Project Support. Together with the Training Office, this group should form a Project Team, to be chaired by the IDS Project Officer.

Of central importance to USAID's management role is (a) review and approval of the annual workplan, prepared by the Prime

Contractor and representatives of the PA and SA, with input from the Library of Congress/ Congressional Research Service; and (b) follow-up of results of annual evaluations (see below). The workplan will also be approved by the PA and SA Project Coordinator.

As a matter of first priority, the Mission's USDH Project Officer, assisted by the PSC and a senior FSN , will initiate the following procurement actions: (1) selection of the Prime Contractor and (2) negotiation of a 632(a) Agreement. Taking into consideration the time necessary for competition, contractor selection, and negotiation, it is anticipated that it will probably be about a year after authorization before the Prime Contractor is mobilized in Cairo. During the first year before the Prime Contractor is mobilized, therefore, the Project Officer, assisted by the PSC, will: (1) identify candidates for training in the United States who will need English language training and get them started in language courses, (2) set up a possible CRS visit, and (3) initiate procurement of the first-year commodity package. The plan for this early commodity package, which will include thirty computer/monitors, five laser printers, five dot matrix printers, three photocopiers, and thirty DOS/ spreadsheets, will be finalized by the Project Officer and the PA Project Coordinator. These high-priority items will be delivered before the Prime Contractor is on the ground and preparing the equipment master plan. The LOC can help to identify books that might be included in an early procurement package. The USAID Office of Financial Management will work with the PA staff to ensure that the PA's existing inventory control system meets the minimum USAID requirements in order to provide adequate end use monitoring.

2. The People's Assembly and the Shura Assembly

The PA Speaker will name a Project Coordinator who will act on behalf of the PA/SA to coordinate Project activities with IDS and the contractor. The PA/SA Project Coordinator will work with the Secretary General of each Assembly (or their designees) to implement Project activities. The General Committee of each Assembly, composed of members of all parties represented in the Assembly and representatives of independent members, will monitor the Project, by virtue of the fact that these committees oversee all functions of their respective Assemblies.

Following the signing of the Project Agreement, the Coordinator will begin a process of informing the various elements of the respective Assembly about the DSSP and their role in it. By the time the Prime Contractor is on the ground, each Assembly should be fully informed and mobilized to participate in implementation, and work should begin on developing the first annual workplan.

C. PROCUREMENT

1. Technical Assistance

a. Prime Contractor - USAID will competitively award a prime institutional contract to provide the majority of the technical assistance, to arrange training in Egypt and the United States, and to procure equipment. The Prime Contractor will be encouraged to subcontract with Grey Amendment organizations for procurement and training, as appropriate. The Chief of Party (COP) of the Prime Contractor should have extensive background in institutional development and particularly in training. The Prime Contractor should have demonstrated previous experience in human resource development, preferably including training of parliamentarians. In the proposal, the contractor will be asked to demonstrate knowledge of institutions in the U.S. as well as third countries that are appropriate for long and short term training of the types discussed in the Project Paper. It will also be important that the contractor be able to demonstrate knowledge about persons who can provide the types of technical assistance discussed in the Project Paper. It is expected that maximum use of HBCUs will be made in the training component.

The Prime Contractor will establish an independent office in Cairo with substantial backstopping capacity in the United States and will hire local staff to facilitate the work of short term advisors; implement training in Egypt and overseas; coordinate the selection and placement in English language training of participants designated for overseas training; and receive, transfer, and arrange for installation of equipment and software procured under the Project.

The Prime Contractor will have overall responsibility for implementation of activities aimed at modernizing information systems. The Prime Contractor may wish to involve a subcontractor with the hardware/software expertise necessary to complete and implement the final design. These activities will be implemented in four phases, each about one year's duration: (1) systems analysis and design, (2) procurement and installation, (3) application development and pilot projects, and (4) system implementation. A minimum of one year equivalent of short-term technical assistance will be required over the four years with an optional year of specialized technical assistance possible.

The first applications will include existing legislation, library/bibliographic database, presidential speeches, legal thesaurus, and member registration/profile database. Subsequent applications, scheduled to become operational by the end of 1994, include payroll, personnel, budget and finance, session and committee minutes, treaties, and parliamentary meetings, among others.

The Prime Contractor, in coordination with other training activities, will provide training that focuses on three information systems requirements: the introduction of PA and SA members to information technology strategic planning; exposure of technical managers and staff to modern systems and legislative applications; and specialized knowledge and skills of Computer Center staff. In addition, technical assistance will address the broader computer literacy needs of members and staff as well as the more operational needs of the Computer Center.

The Prime Contractor will also coordinate all training and technical assistance, including the resources provided under the 632(a) Transfer Agreement with CRS. CRS will assist in developing the annual workplan, providing technical input and training and TA level of effort advice.

The following expatriate and local staff are anticipated under the Project:

(1) Expatriate Staff - The Project will employ two expatriates for long-term technical assistance. The expatriates, along with all other Prime Contractor staff, will have offices outside of the People's Assembly and the Shura Assembly.

i) The Chief of Party will have overall responsibility for achievement of the Project Purpose. The COP will have a variety of supervisory and liaison responsibilities principally concerned with training activities, but also with identification and supply of technical assistance, and procurement. He/she and his/her institution will select all staff and be responsible for overall completion of Project tasks. The COP will also be responsible for quarterly and annual reports to the USAID and the PA and SA.

The COP should have the following qualifications:

- ▶ At least five years experience in managing USAID-funded projects overseas; or other demonstrated managerial and leadership experience.
- ▶ Working knowledge of and experience with legislative systems.
- ▶ Academic background in public administration, political science, and/or other behavioral sciences.
- ▶ At least three years previous experience in human resource development projects, including demonstrated knowledge of AID procurement regulations and other operating procedures.

- ▶ FSI level 3 in spoken Arabic is highly desirable.

ii) The **Training Coordinator** will have primary responsibility for needs assessments, training plans, training evaluation, and strengthening the training departments of the two Assemblies. The training coordinator working with his/her home office, will have major responsibility for identifying technical assistance to design and give courses, for technical evaluation and approval of specially-designed courses, and for assuring that courses achieve the desired purpose. Also responsible for documentation, administrative arrangements, and financial planning and administration for training programs and visits in the United States, including post-training/visit follow-up.

Requirements for this position include:

- ▶ At least three years recent experience in organizing and implementing training programs in developing countries, and the programming of AID participants to the U.S.A. and other countries.
- ▶ An academic background in social sciences, public or business administration, or management sciences
- ▶ Working knowledge of AID's Handbook 10 is desirable.
- ▶ FSI level 2 Arabic is preferable.
- ▶ A strong background in computer sciences is desirable.

(2) Local Staff - The remaining staff should be Egyptian and hired locally by the Prime Contractor. All are expected to be fluent in English and Arabic.

i) The **Assistant Training Coordinator** will assist the Training Coordinator with needs assessments, training plans, training evaluations, and strengthening the training departments of the two Assemblies. Will have primary responsibility for arranging local workshops, seminars, and technical training, to include financial planning and administration. Requirements for this position include recent experience in organizing and implementing training in Egypt and a background in social sciences, public or business administration, or management sciences. It will be desirable that the coordinator have strong background in computer sciences as well.

ii) The **Legislative/Political Analyst**, to complement the general legislative experience of the COP, should be an expert on the constitutional foundation and structure of the

Egyptian Parliamentary system. Requirements include a background in legislative development or political science; thorough familiarity with the Egyptian Parliamentary system, and computer skills are desirable. The Legal Advisor will also be responsible for Project monitoring and analysis, as discussed in the M & E plan.

iii) The **Computer/MIS Advisor** will be responsible for oversight of hardware/software procurement and coordination of training needs for computer-based management and legislative information systems. Works closely with training coordinators and will build on the GOE's provision of basic computer training under UNDP funding. This person needs a strong background in computer science and MIS, preferably with an M.S. in computer science, experience with the design and implementation of computerized information systems, and training in social science research. The MIS Advisor will be responsible for setting up monitoring systems as described in the monitoring and evaluation plan in Section V.

iv) The **Accountant** (two may be required) will be responsible for budgets, disbursements, and maintenance of financial records under the supervision of the COP. One or both of these will be responsible for local procurement and purchasing as required by the Project.

v) The **Support staff** will consist of: an Office manager, secretary/ administrative assistants (2), drivers (2), and an office messenger.

(3) Short Term - A total of PM of short-term assistance will be needed to provide training and technical assistance support to the Project as follows:

i) **Training Support** will be needed (1) to design, implement, follow up, and evaluate the training programs, and to provide OJT (estimated); and (2) to assist the PA training department in the areas of training and evaluation (estimated).

ii) **Technical Support** will be needed (1) to conduct an information sector study (estimated); and (2) to assist in converting manual workflows and procedures to automation (estimated).

Note that a portion of the PM of short-term assistance will be provided by LOC/CRS depending on the nature of the training activity. Of the total of PM, PM is expected to be U.S. and PM is expected to be Egyptian consultants.

(4) Office Equipment - The office in Egypt will also require two minibus vehicles, suitable for the transport of participants, and training equipment for seminars and meetings. Nine personal computers will be required: for the COP, the two secretaries, the two Training Coordinators, Legal Advisor, Computer/MIS Advisor, and Accountant, and one for visiting consultants. Other office equipment would include printers, photocopiers, and communication equipment including international phone lines and a fax.

(5) Home Office Support - The home office will play a key role with respect to participant training/ orientation visits, identification and recruitment of technical expertise/consultants in the United States not available in Egypt, and procurement. The home office will coordinate closely with the Library of Congress Congressional Research Service. The home office training workload will require a full-time person and administrative assistant who will arrange both short-term and degree programs, including reception, briefing, and orientation of arriving groups or individuals, as well as travel, accommodations, per diem advances, interpreters, U.S. hospitality visits, and follow-up. If the Prime Contractor chooses to manage the procurement without a sub-contractor, the prime may well need a full-time or at least half-time procurement specialist in the home office.

(6) Planning and Monitoring - The Prime Contractor's COP will be responsible for the development of an annual workplan in conjunction with the PA and SA Coordinator, the LOC, and USAID. The plan, which should reflect the findings of the annual evaluations (see below), will be reviewed by the Project Coordinator of the PA/SA. The COP will also be responsible for quarterly progress reports and an annual summary report to USAID and the two Assemblies.

b. 632(a) Agreement - USAID is also expected to implement a 632(a) Transfer Agreement with the Library of Congress (LOC). This arrangement will provide for professional exchanges between the staff of both assemblies and the LOC, above all its Congressional Research Service (CRS). Annex J provides a determination of predominant capability for the LOC indicating that there is no satisfactory source available from the U.S. private sector (per Handbook 12 §1B2b3a and OMB Circular A-76.) The U.S. Law Library has also expressed an interest in assisting with internships and on-the-job training.

As one of several resources for delivering training and technical assistance, the CRS/LOC will provide needed resources to the PA Directorates of the Library, Documentation, and Research. This will be in the form of technical assistance in Egypt combined with short-term visits and internships in Washington for

technical research and library staff. Two-week visits for PA and SA members and senior staff will also be included. These visits will be planned as part of a broader program. All members and staff who travel to the U.S. will attend workshops attuned to their needs and participate in comparative field visits at state and federal levels.

2. Training

The substance of the training and the intended target trainees are fully detailed in the description of inputs provided in Section III.D above, and Annex K. Table 1, below, provides an illustrative list of the types of training and the anticipated numbers of participants, both US and local.

As noted above, the staff of the Prime Contractor will be responsible for arranging for both the local and participant training. Where applicable, this will include costs related to travel, per diem, training materials, and conference space rental.

Implementation of this training project will need intense planning, as many of the courses may call for custom design. As shown in the implementation schedule (see Section IV.F), the following phasing and rationale should reduce the burden of implementation and provide adequate time to the prime contractor to plan the training carefully:

Phase One: During the first two years the primary activities planned will be implemented by the CRS/LOC. In FY 94 this consists of in-country training and assessments. In FY 95, there will be more CRS training, including three trips to the U.S. Two of these trips are related to previous CRS training, and one, considered critical at an early stage, is for senior PA/SA management, to expose them to what the project will be aiming to achieve.

Phase Two: This phase, which overlaps with Phase One, begins with the arrival of the Technical Assistance Team (TAT), anticipated in early FY 95. It will last through FY 95 and FY 96. These two years will be devoted to in-depth technical assessments of the strengths and weaknesses of the PA/SA staff, an assessment of in-country training capabilities and large-scale general training, using off-the-shelf training available in Cairo (this will include primarily computer skills and management skills). Once the assessments are completed, the remainder of this phase will be spent identifying short term technical assistance and designing any custom-made courses considered necessary. One other U.S. trip will be scheduled, in strategic planning for information technology. This will most likely be handled under the CRS/LOC agreement.

**TABLE 1
DSSP ILLUSTRATIVE TRAINING PLAN**

TRAINING	NO. OF TRAINING SLOTS 1/			NO. OF PERSON WEEKS		
	USA	EGYPT	TOTAL	USA	EGYPT	TOTAL
MEMBERS						
a. MEMBER DEMAND FOR INFORMATION						
- Members Comparative Study Tour & Workshops	26		26	52		52
- Bill Drafting Study Tour & Workshop	5		5	10		10
- Member In-House Orientations		450	450		300	300
STAFF						
a. PUBLIC POLICY RESEARCH METHODOLOGIES						
(1) Analytical & IT Skills						
- Basic Research Skills		250	250		1,500	1,500
- Intermediate Technical Course		100	100		600	600
- Advanced Technical Course	10		10	40		40
- Internships	6		6	72		72
- MA in Public Policy 2/	3		3	288		288
(2) Special Research/Background Studies						
- Preparation of Briefing Materials Course		20	20		120	120
- Internships	5		5	60		60
- Research Assessment OJT		10	10		10	10
- Budget & Planning Analysis Skills Course		40	40		240	240
- Bill Drafting Technical Course	5		5	20		20
- OJT in Constituency Services		20	20		240	240
(3) Egypt Internships		20	20		240	240
b. RESPONSIVE INFORMATION SERVICES						
- Basic Library Acquisition Tech. Course		20	20		80	80
- Advanced Course in Library Acquisitions	5		5	30		30
- Library Acquisition OJT		10	10		40	40
- Internships in Library Acquisitions	3		3	36		36
- Basic Library Automation Technical Course		40	40		120	120
- Library Intake Technical Course		20	20		40	40
- Library Software OJT		5	5		10	10
- Application of Automation to Resrch/Legis		25	25		200	200
- Information Automation Application Internships	3		3	36		36
SUPPORT INFRASTRUCTURE						
a. ENHANCED MANAGEMENT TECHNOLOGIES AND SKILLS						
- Senior Managers Skills Development		100	100		400	400
- Mid Level Managers Leadership Skills		20	20		40	40
- Senior Managers Comparative Study Tours & Workshop	10		10	20		20
- Staff Development Training		20	20		120	120
- TOT in Subject Areas		50	50		100	100
- Information Management Strategic Planning	5		5	20		20
b. TECHNICAL SKILLS IN AUTOMATION						
- Basic Computer Training		450	450		1,350	1,350
- Basic MIS/LIS Users Training		350	350		1,050	1,050
- Administrative/Financial Training		50	50		150	150
TOTAL	88	2,070	2,158	684	6,950	7,634

1/ The total No. of training slots is greater than the total No. of participants trained since more participants receive a sequence of training courses.

2/ Under the DSSP, this is the only long term training being offered.

Phase Three: The last phase will begin in FY 97. It will contain the bulk of the in-country and U.S. training. The implementation schedule sketches out how these should be phased. The actual timing and content, as well as implementation details, will, however, be determined by the TAT and outlined in its first annual workplan, to be approved by USAID. This last phase includes most of the U.S. observation/study tours. These have been left until late in the project, so that many of the information services will begin to be available at the same time the members are being exposed to these new ideas. Ideally, this scheduling will allow for the services to be responsive quickly to the new enthusiasm and understanding generated by the study tours.

LOC/CRS courses will be coordinated during the first year of the Project by IDS. Observational travel group size will be finally determined by the prime contractor; many groups might ideally be limited to eight for ease of management, although some internships may be clustered to simplify logistical arrangements.

3. Commodities

The Prime Contractor, or a designated sub-contractor, will procure equipment following USAID regulations. This nature and estimated cost of this equipment is provided in Annex F.4. Procurement will be detailed in the first annual workplan and will be coordinated with the technical assistance and training components of the workplan. Procurement will be phased to fit with the training of staff in the application of the equipment to legislative and administrative work. The phases of training are spelled out in Section IV.C.2, above. The overall procurement of PCs and peripheral equipment will take place in approximately equal installments over Years 2-4 of the Project.

Appropriate procurement related actions to be undertaken by the Prime Contractor will include advertising, issuing invitations for bids, evaluating bids, preparing contracts, shipping, clearing equipment through customs, and accepting shipments. The PA and the SA will arrange with the appropriate Government of Egypt offices for exoneration of all duties on commodities imported under the Project. The Prime Contractor will also have responsibility for overseeing the delivery and installation of the equipment, and will also assist the PA and SA to establish systems to monitor the installation, use and disposition of the equipment.

4. Evaluation Contract

The Mission will enter into direct contracts to undertake the interim and final evaluations. Efforts will be made to identify an appropriate Gray Amendment firm for this task. See Section V.B for a discussion of key evaluation tasks.

5. Audit Contract

The Mission will enter into direct contracts with local firms to undertake the requisite non-federal audits over the LOP.

D. WAIVERS

As described above, a determination of predominant capability for the LOC is appended as Annex J. In addition, where justified, and on an as needed basis, the following additional standard waivers, may be undertaken for procurement under the Project:

- ▶ A source/origin waiver to permit contracting for training and materials in Egypt.
- ▶ Per Mission Order 10-1, third country training will be limited to neighboring countries and selected Free World countries under code 941. Others will have to be approved by the Office of International Training in Washington on a case by case basis. A waiver for V.I.P. travel requirements for senior staff and members will also have to be sought from time to time.

E. BUY AMERICA CONSIDERATIONS

With the exceptions of the possible waivers noted in the previous section, the procurements, as outlined above, are in line with Buy America requirements. All of the technical assistance contracts, which include commodities and training, will be undertaken with U.S. firms. The firms will be instructed to comply with Buy America requirements. Although it is anticipated that a portion of the funds financing the US TA contracts will be spent locally by the contractors on residential rent, utilities, temporary lodging allowance, education allowance, local per diem, local travel, and conference rental space, as these are composed of commodities and services that are available only locally, local procurement of these items is eligible in accordance with A.I.D. Handbook 1B, Chapter 18A1c(6). Salaries of local staff and local consultants, as professional services contracts estimated not to exceed \$250,000, are exceptions in line with HB 1B Chapter 18A1c(4). All major purchases of equipment and vehicles by the contractors will be in compliance with Buy America requirements. Small value items procured locally (e.g., office supplies, office equipment, furniture) are available from the U.S.; however, per HB 1B Chapter 18A1c(2), locally available commodities of U.S. origin are eligible for procurement if the value of the transaction is estimated not to exceed the local currency equivalent of \$100,000. Also, in accordance with HB 1B Chapter 18A1c(3), locally available commodities of geographic

code 935 origin are eligible for procurement if the value of a single transaction does not exceed \$5,000.

Audit services will be obtained locally, but as these will be professional services contracts estimated not to exceed \$250,000, they are exceptions in line with HB 1B Chapter 18A1c(4).

F. IMPLEMENTATION SCHEDULE

ACTIVITIES	FISCAL YEAR QUARTER	FY93	FY94	FY95	FY96	FY97	FY98	FY99
		1234	1234	1234	1234	1234	1234	1234
1. GENERAL								
-Project Authorization	USAID	...	■					
-PA signed	USAID	...	■					
-Audit PIO/T & SOW	USAID	....	....	■	■	■	■
-Audit	PA	....	....	■	■	■	■	■
-Evaluation PIO/T & SOW	USAID	....	....	■	■	■	■	■
-Evaluation	Cons	....	....	■	■	■	■	■
-PACD	USAID	....	....	....	....	....	....	■
2. PROJECT START-UP								
-Prime Contract PIO/T & SOW drafted	USAID	...	■					
-Prime Contract RFP drafted/advertised	USAID	....	■				
-Prime Contract Proposals reviewed	USAID	....	■				
-Prime Contract negotiated	USAID	....	....	■		
-Prime Contractor mobilized	PC	....	....	■		
-632(a) Transfer Agreement signed	USAID	....	■				
-First Year trainees identified	USAID	....	■				
-First Year trainees placed in ESL	USAID	....	■				
-First Year commodity package PIO/C	USAID	....	■				
-PA inventory control system confirmed	USAID	....	■				
-First Year commodity package delivered	USAID	....	■				
3. TRAINING								
-Annual training plan prepared	PC	....	....	■	■	■	■
-Annual training plan approved	USAID/ PA	....	....	■	■	■	■
-ESL	PC	....	■	■	■	■	■	■
Members - US								
Competitive Study Course	PC	....	....	■	■	■	■	■
Bill Drafting Study Tour	PC	....	....	■	■	■	■	■

ACTIVITIES	FISCAL YEAR QUARTER	FY93	FY94	FY95	FY96	FY97	FY98	FY99
		1234	1234	1234	1234	1234	1234	1234
Members - In-Country Training								
- Member In-house Orientation	PC	....	....	....	....	.... ■	■ ■ ■ ■ ■
Staff - In-Country								
- Analytic & IT Advanced Tech. Trng.	PC	....	....	....	....	.... ■ ■ ■ ■ ■	....	....
- Analytic & IT Intermediate	PC	....	....	....	....	....	.... ■ ■ ■ ■ ■	....
- Master's in Public Policy	PC	....	....	....	....	....	....	....
- Comparative Study Visits - Sr. Mgmt.	PC	....	....	....	....	....	....	....
- Adv. Library Acquisition Tech. Trng.	LOC	....	....	....	....	....	....	....
- Library Acq. & Autom. Internship	LOC	....	....	....	....	....	....	....
- Researcher Internships	LOC/PC	....	....	....	....	....	....	....
Staff - In-Country								
- Basic Research Skills Training	PC	....	....	....	....	.... ■ ■ ■ ■ ■	....	....
- Analytic & IT Intermed. Tech. Trng.	PC	....	....	....	....	.... ■ ■ ■ ■ ■	....	....
- Library Acquisition Technical Course	LOC	....	.... ■ ■	....	....	....	....	....
- Library Skills (Software) Trng. OJT	LOC	....	.... ■	....	....	....	....	....
- Library Acquisition OJT	LOC	....	....	.... ■	....	....	....	....
- Intake Training OJT	LOC	....	.... ■	....	....	....	....	....
- Library Automation Tech. Training	LOC	....	....	....	.... ■	....	....	....
- Custom Designed Resrch. Tech. Course	PC	....	....	....	....	.... ■	.... ■	....
- Custom Designed Budg/Plan Course	PC	....	....	....	.... ■	....	....	....
- Constituency Services OJT	PC	....	....	....	....	.... ■ ■ ■ ■ ■	....	....
Support Infrastructure - US								
- Info. Tech. Strat. Plan. Tech.	LOC	....	....	....	.... ■	....	....	....
- MIS Drafting Technical Course	PC	....	....	....	....	....	....	....
- Autom. Tech. Acq. Internship	LOC	....	....	....	....	....	....	....
Support Infrastructure - In-Country								
- OJT for Senior Staff (Strategic IT)	LOC	....	....	.... ■	....	....	....	....
- Application of Autom. to Res./Legis.	LOC	....	....	....	.... ■	....	....	....
- MIS/LIS Users Training	PC	....	....	....	....	....	.... ■ ■ ■ ■ ■	.... ■ ■
- Basic Computer Training	PC	....	....	.... ■	.... ■ ■ ■	....	....	....
- Senior Managers Skills Development	PC	....	....	....	.... ■ ■	.... ■ ■ ■	.... ■	....
- Mid-Level Managers Leadership Skills	PC	....	....	....	.... ■	....	....	....
- Staff Development Training	PC	....	....	....	....	....	....	.... ■
- TOT in Subject Areas	PC	....	....	....	....	....	.... ■	....
- Administrative/Financial Training	PC	....	....	....	....	.... ■ ■ ■	....	....

ACTIVITIES	FISCAL YEAR	FY93	FY94	FY95	FY96	FY97	FY98	FY99
	QUARTER	1234	1234	1234	1234	1234	1234	1234
4. TECHNICAL ASSISTANCE								
-Initial training plan & annual update	PC	....	....	■...	■...	■...	■
-MIS/LIS Survey	PC	....	....	■...	■...	■...	■
-MIS/LIS analysis & design	PC	....	....	■■■■		
-MIS/LIS HW procurement & installation	PC	....	....	....	■■■■
-MIS/LIS SW application development	PC	....	....	....	....	■■■■
-MIS/LIS implementation	PC	....	....	....	....	....	■■■■
-Library Development Plan	CRS	....	....	■...	■...	■...	■
5. PROCUREMENT								
-Equipment Master Plan prepared	PC	....	....	■		
-Equipment specifications finalized	PC	....	....	■		
-Advertise/Issue IFB	PC	....	....	■		
-Evaluate Bids/Contract for Equipment	PC	....	....	■		
-Wiring installed	PC	....	....	■		
-Computer installed	PC	....	....	■		
-Install software and communications	PC	....	....	■		

V. MONITORING AND EVALUATION PLAN

A. MONITORING

1. General Considerations

As with all AID funded projects, it is extremely important that management be able to determine if the Project is proceeding towards its targets and will achieve its End of Project Status. To this end, accurate monitoring of the effect Project outputs are having on the institution is needed, and a system to ensure this monitoring must be set in place by the institutional contractor working closely with the People's Assembly/Shura Assembly during the first year of implementation.

Because this Project works with the legislative branch, monitoring will be a particularly sensitive area, as it would not be appropriate for USAID to examine the briefing materials being produced, since these concern GOE policy. Nevertheless, the Project must have methods for checking that interventions are achieving desired results, including that briefing papers and other information materials are of a high enough quality to be useful and acceptable to the PA/SA members.

2. Monitoring Systems and Data Needed

To assure that monitoring information is available to USAID, and more importantly, to ensure that the PA/SA is managing the research and information component of its staff adequately, the institutional contractor will be tasked with establishing and institutionalizing a system in the PA/SA which will track:

- ▶ the quality of the materials produced (through periodic questions to committee heads or members).
- ▶ The timeliness of materials produced.
- ▶ The usefulness of materials.
- ▶ Where improvements could be made.
- ▶ The demand for materials - in the library, computer center, to committee staff, and the type of demand (public, in-house, and end use - constituent, legislative, executive inquiry, etc.)
- ▶ Numbers and types of materials produced by the Library, staffers, computer center, or other offices.

This system will undoubtedly be composed of several elements; one should be a periodic poll of the committee heads and selected members (including minority representatives) to assess their opinions and feed this back into the training component. Another element should be a routine report, automated on the LAN and collected by the Training Office. This report should include:

- ▶ The number of demands each office or division has received for information.
- ▶ The general topic (e.g. for legislative debate or review, number related to development of the private sector or other economic development, for constituent use, for inquiries to the Executive, etc.).
- ▶ The number of reports each office has produced and why (e.g. were they the result of a request, or produced at the initiative of the office).
- ▶ Number of days advance notice each committee has to review new legislation.
- ▶ Length of time needed to produce minutes of the plenary and committee sessions for in-house use (including distribution).

- ▶ Length of time needed to make plenary and committee minutes available to the public.
- ▶ Number of press briefings prepared; number of offices providing information for these.
- ▶ Number of new acquisitions in the library.
- ▶ Number of entries in automated card catalog.

Care should be taken in designing these two types of tracking systems that they interrelate; e.g., if a Committee has requested a number of briefing materials from a staffer, the user poll should be able to tell us if they found these useful. A specific tracking system should be tailor made by the Institutional Contractor for each relevant office. The results of these should be electronically collated each month by the Training Office (or whatever office is designated by the PA/SA. The Training Office should share these data with the Contractor on at least a quarterly basis, along with a memo analyzing the findings and commenting on what implications they have for training (probably during the first three years of the Project, these analyses will be prepared jointly by the Contractor and the Training Office.)

For many of the qualitative findings, e.g. whether legislative debates include more facts and figures, new legislation has a better basis in statistical or other documented information, the quality of press briefings, etc., the Project contractor will be required to monitor Television and Press coverage of legislative plenaries and other debates. An index will be established to assist in quantifying or pinpointing these qualitative changes. Monitoring should be done throughout the Project, on at least a weekly basis when the PA is in session, and a monthly report should be given to the Contractor. These will then be commented on in his quarterly reports. All data and analysis will be collected and kept to be available for periodic formal Project evaluations.

To measure the improved effectiveness of the legislative and administrative systems, the Institutional Contractor will be asked to develop an index, to be approved in advance by USAID, which will rate the two systems on a scale of 1-5 on effectiveness. This index will consider five or so factors such as staffing, equipment/facilities, information systems, planning capabilities, internal and external communications and for each category establish a rating scale, identifying what would constitute poor, fair, good, excellent. On a yearly basis the institutional contractor and his staff will rate effectiveness and report it to USAID.

As can be seen by the above, the Institutional Contractor will need a project monitor on his staff. This person should be

fluent in Arabic, have experience in information systems, and have social science research training at the M.A. level or higher. It is anticipated that the local legislative/political analyst can play this role. The monitor will be responsible for establishing a data baseline on the information to be monitored. This should be one of the first jobs undertaken. After the baseline is collected, the Institutional Contractor, in consultation with USAID, will review the Project indicators set forth in the expanded logframe and make any changes which seem appropriate in the measurable targets.

The Prime Contractor will be required, during the first year on the ground (e.g. the Project's second year), to collect baseline data, as indicated in the Project logframe, needed to monitor progress toward achievement of Project purpose and goal. Once a year, or more often if appropriate, the contractor in his annual report, will update that data and comment on progress. This report will be the topic of a special meeting held with appropriate officials from the PA/SA as well as USAID.

In addition to the above, USAID will assign a Project Officer, assisted by a PSC Project Monitor and a Senior FSN, to follow Project implementation on a daily basis. They will establish close links with the PA/SA coordinator as well as the Prime Contractor and will meet with them at least monthly to review progress, assure that workplans and other contract requirements are established on a timely basis and that implementation is proceeding as planned. The Project Officer will be the major link to the PA/SA and will keep USAID fully informed of Project progress.

The contractor will submit quarterly reports to USAID and the PA/SA coordinator which will inform on progress toward Project purpose. The quarterly reports should refer to the Project logframe, most specifically in the first two years to Project inputs and outputs, and should comment on fulfillment of these. While early reports, in years one and two, will be oriented most specifically toward inputs and outputs to assure that all fundamentals are in place, gradually the emphasis should shift by year three to outputs and purpose level, as more Project activities occur. It is important, however, that contractor reports, as good monitoring tools, continually refer back to overall Project objectives and relate inputs and outputs to these.

B. EVALUATION

There are two key evaluation tasks: (1) to assess implementation periodically to assure that the Project is proceeding towards realization of its purpose and end of Project statuses sought, and if this is not the case, to recommend modifications of the

original design; and (2) to determine the extent to which the quantity and quality of information available to members has increased and enhanced the performance of the Assemblies, particularly with respect to the formulation of public policy.

To this end, as mentioned above, the Prime Contractor will develop a baseline against which progress during the Project's duration can be measured. In addition to the annual reporting against the baseline, the Project will schedule two in-depth evaluations in the middle of years three and six. The first "mid-term" evaluation will concentrate on #1 above, examining mainly questions of implementation and correcting any design flaws. The second or "final" evaluation will focus on the second task mentioned above, or achievement of Project objectives and lessons learned. The evaluation team should include a legislative development expert as well as a consultant with political science/public administration background. One of the team should have Middle Eastern (preferably Egyptian) background and fluency in Arabic. Both the evaluations will be managed by USAID/Cairo, who will recruit outside consultants for these tasks. All evaluation reports will be distributed to the Assemblies, USAID/Cairo, the Prime Contractor, and the Library of Congress/Congressional Research Service. Both should be the subject of joint review and discussion between USAID and the PA/SA.

VI. SUMMARY ILLUSTRATIVE FINANCIAL PLAN

The A.I.D. contribution to the Project is estimated to be \$. million over the six year Life of Project. The first year obligation, in FY93, is expected to be \$. million. The A.I.D. contribution will be used to finance technical assistance, training, and commodities, as well as audit and evaluation. LE . million (\$. million equivalent) will be allocated from the FT-800 account to cover airfares for participant trainees in accordance with A.I.D. Handbook 10. In addition, the GOE will contribute training space, utilities, and staff salaries while on training; however, due to the nature of the activity in question, it becomes difficult to develop estimates for these various in-kind contribution items at the present time. Accordingly, verifiable Host Country Contribution items will be limited to airfares for participants, currently estimated to be the equivalent of \$. million and drawn from FT-800 funds through the USAID accounting system.

TABLE I
Summary Life of Project
(\$000)

	USAID CONTRIBUTION	GOE CONTRIBUTION	PROJECT TOTAL
TRAINING			
TECHNICAL ASSISTANCE			
COMMODITIES			
AUDITS, ASSESSMENTS AND EVALUATIONS			
CONTINGENCY			
TOTAL			

* FT-800 Funds

A. PROJECT COST ESTIMATES

B. METHODS OF IMPLEMENTATION AND FINANCING

Table III, below, illustrates the methods of implementation and financing of Project elements. The methods of implementation and financing are all in accordance with the Agency's payment and verification guidelines. The proposed methods of implementation and financing under the proposed Project are all A.I.D. Direct. This is due to the complexity of the various tasks to be carried out under the Project, the lack of counterpart experience in implementing similar activities in the past, and the need for A.I.D. continuing involvement and close monitoring of Project activities.

TABLE II
Projection of Estimated Expenditures by Fiscal Year
(\$000)

	1994	1995	1996	1997	1998	1999	TOTAL
TRAINING							
TECHNICAL ASSISTANCE							
COMMODITIES							
AUDITS, ASSESSMENTS & EVALUATION							
CONTINGENCY							
GRAND TOTAL							

TABLE III
Methods of Implementation and Financing
(\$000)

	Method of Implementation	Method of Financing	Amount (\$000)
Prime Contractor (TA, training, commodities)	Direct Contract	Cost Reimbursement	
632(a) Transfer Agreement (TA, training)	Transfer Agreement	Transfer of Funds	
AID Project Monitoring	Direct Contract	Direct Pay	
Audits, Assessments, Evaluations	Direct Contract	Cost Reimbursement	
Commodities	PIO/C	Direct Pay	
Contingency			
TOTAL			

C. ASSESSMENTS

None of the GOE implementing agencies under this Project will be undertaking Host Country Contracting actions. To the maximum extent possible, Local procurement and support type operations will be funded under the planned AID direct contracts. Should the need arise to provide funds to the implementing agencies for minimum day to day operations, the recipient agency accounting

and internal control systems will be first reviewed and approved by AID as may be needed.

D. AUDIT COVERAGE

As Project activities will be implemented through two major A.I.D. Direct Contracts, sufficient funds have been included in the Project budget to fund non-federal/recipients audits that would be performed to determine whether the recipients have properly accounted for and used AID funds for the purposes intended in accordance with applicable laws and regulations. USAID will ensure that all commitments over \$25,000 under this Project are in the mission's audit universe.

VII. PROJECT SUMMARY ANALYSES

A. TECHNICAL AND INSTITUTIONAL CONSTRAINTS SUMMARY ANALYSIS

This section is drawn from the Institutional Analysis attached in Annex F.1. It provides an overview of the institutions with special attention to those organizational elements the DSSP is most concerned with. For further discussion, see Annex F.1.

1. The People's Assembly

The People's Assembly (PA) is the legislative branch of the Government of Egypt which approves public policy and plans for economic and social development. The PA is also entrusted with:

- ▶ Nomination of the President, subject to approval by the people in a referendum.
- ▶ Legislation, including the authority to approve bills proposed by the cabinet or the MPs.
- ▶ Amendments to the constitution.
- ▶ Approval of the budget.
- ▶ Oversight of the executive.

The PA currently consists of 454 MPs elected for a period of five years. Of these, 444 are elected in 222 districts (two members to each district), and 10 MPs are appointed by the President. The PA is dominated by the ruling National Democratic Party which holds 412 seats (90.75%). The Tagamu Party has 6 seats (1.3%) and the independents 36 seats (7.9%). There are ten women members, three by appointment. The 454 members are supported by 951 staff members.

a. Leadership Structure - The PA is organized into:

- ▶ The Speaker's Office
- ▶ The Bureau of the Assembly
- ▶ The General Committee
- ▶ The Ethics Committee
- ▶ The Specified Standing Committees
- ▶ Special and Joint Committees
- ▶ The Parliamentary Group

Areas of the PA that will be the focus of the Project are the Speaker's Office, the Bureau of the Assembly, the General Committee, and the Specified Standing Committees.

(1) The Speaker - The Speaker is the leader of the PA. He is elected at the beginning of each legislative session by the PA at large. There is no limit to the number of times the Speaker can be reelected. With the assistance of the Bureau of the Assembly and the other principal organs, the Speaker insures that the PA's work conforms to the provisions of the Constitution. He represents the Assembly and speaks on its behalf. He maintains its security, keeps order, and preserves the dignity of the institution and its members. He opens the meetings and adjourns them, recognizes members to speak, regulates debate, keeps order, and maintains parliamentary rules of procedure. He convenes Committees and chairs their meetings. All communications between PA Committees and the executive or any other external bodies flow through the Speaker's Office.

(2) The Bureau of the Assembly - The Bureau of the Assembly is composed of the Speaker and two Deputy Speakers. The two Deputies are also elected by the PA at the beginning of each session by an absolute majority of the members. The norm has been that one of the Deputies represents the workers and the farmers, while the other represents the other 50%. It has been the tradition that the Deputy Speaker representing the workers and the farmers has been assigned responsibility for the welfare of the members, allowances due to them, and other administrative and financial matters affecting the members, while the other Deputy Speaker heads the Committee that prepares the response to the cabinet policy statement presented at the beginning of each legislative session.

The Bureau of the Assembly prepares the agenda of the Assembly and defines its activities. It oversees the

progress of the Assembly's work. Once the work agenda is approved by the General Committee (PAGC) (see below), the Bureau of the Assembly supervises the work of the Committees, sets rules and regulations for PA operations, and insures that coordination among the various units within the PA takes place.

(3) The People's Assembly's General Committee (PAGC) - The PAGC is set up at the beginning of each legislative session and is composed of all Chairs of the Standing Committees, representatives of all parliamentary parties, and five members chosen by the Bureau of the Assembly. Under the leadership of the Speaker, the PAGC acts as the Executive Committee of the PA. Its role is similar to the legislative council in some state legislatures in the USA.

The PAGC considers important issues that the President, the Prime Minister, or the Speaker refer to it. It studies reports and issues submitted to it by other PA committees. It also studies reports submitted by the Bureau of the Assembly, such as the confidential reports of the Socialist Prosecutor and the Central Audit Agency, and has the constitutional right to convoke hearings with the Prime Minister, Ministers, the Director of the Central Audit Agency, and other important public figures. The PAGC also studies reports referred to it by the Ethics Committee.

(4) Specified Standing Committees - The PA has eighteen Specified Standing Committees (detailed in Annex F.1). Membership in committees is determined by the Speaker in accordance with the expressed wishes of members, specialization, seniority, and geographic distribution. All members belong to at least one committee. Once organized, the names are submitted to the plenary for ratification. Each Committee selects its Chair, two Deputy Chairs, and a Secretary from among its members.

Committees are allocated professional staff from the Secretariat of Committees. The number of staff allocated to each varies in accordance with the importance of the Committee and its workload. The Committee of Constitutional and Legal Affairs, for example, one of the most important and busiest, is allocated 17 lawyers to help discharge its responsibilities, which include assuring the bills considered by the Assembly are in accordance with the Constitution and do not conflict with existing laws. Sixteen staff employees are assigned to the Plan and Budget Committee.

Committees are also entitled to seek the assistance of hired experts to undertake specific research or other background studies needed by the committee. At the beginning of each

session, the Chair of each Committee submits to the Speaker for approval the names of such experts.

All Committee requests for information from the executive branch require the authorization of the Speaker. Indeed, any action of the Committee that requires financial or human resources must be approved by the Speaker and the Secretary General, since the budget of the Assembly is centralized under those officials. This centralization of access to information and to resources places obvious limitations on the ability of the Committees to undertake independent initiatives. (See Figure 2)

b. The Administrative Structure - The administration of the PA is headed by the Secretary General assisted by a Deputy Secretary General, both appointed by the Speaker. (See Figure 3) The Secretary General has the title of Minister and his Deputy is also a Deputy Minister. The principal elements of the administration include:

(1) The Secretariat of the Speaker, which assists the Speaker in carrying out his day-to-day duties. Each of the two Deputy Speakers has a small office to assist him in his work.

(2) The Secretariat of the Secretary General, a collection of offices and directorates working directly under the Secretary General that assist him in the performance of his duties.

Reporting to the Secretary General and serving the PA at large are four major Secretariats: Sessions; Committees; Research, Information and Relations; and Financial and Administrative Affairs. Each of these Secretariats is headed by a staff member with a rank of Deputy Minister. Their functions include:

(3) The Secretariat of Sessions is in charge of organizing, assisting, and recording the sessions of the plenary.

(4) The Secretariat of Committees is the central unit in charge of staffing and servicing the work of the Committees with the PA.

(5) The Secretariat of Research, Information, and Relations has five divisions: Translation, International Relations and Protocol, Public Relations, Information, and Research. Three key units for the Project are located in the Division of Information: the Library, Legislative and Parliamentary Documentation, and the Computer Center presently being established. The staff of the Information and Research Divisions prepare reports and provide services to the PA members on request. These are the only services available

Figure 2

SUMMARY ORGANIZATION OF THE PEOPLE'S ASSEMBLY

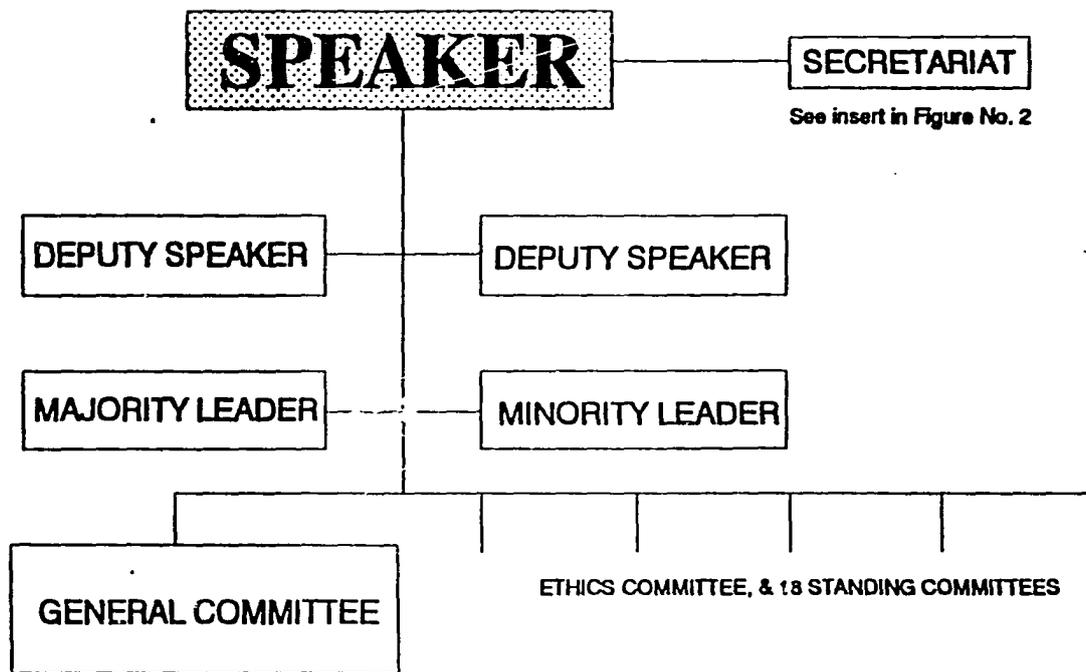
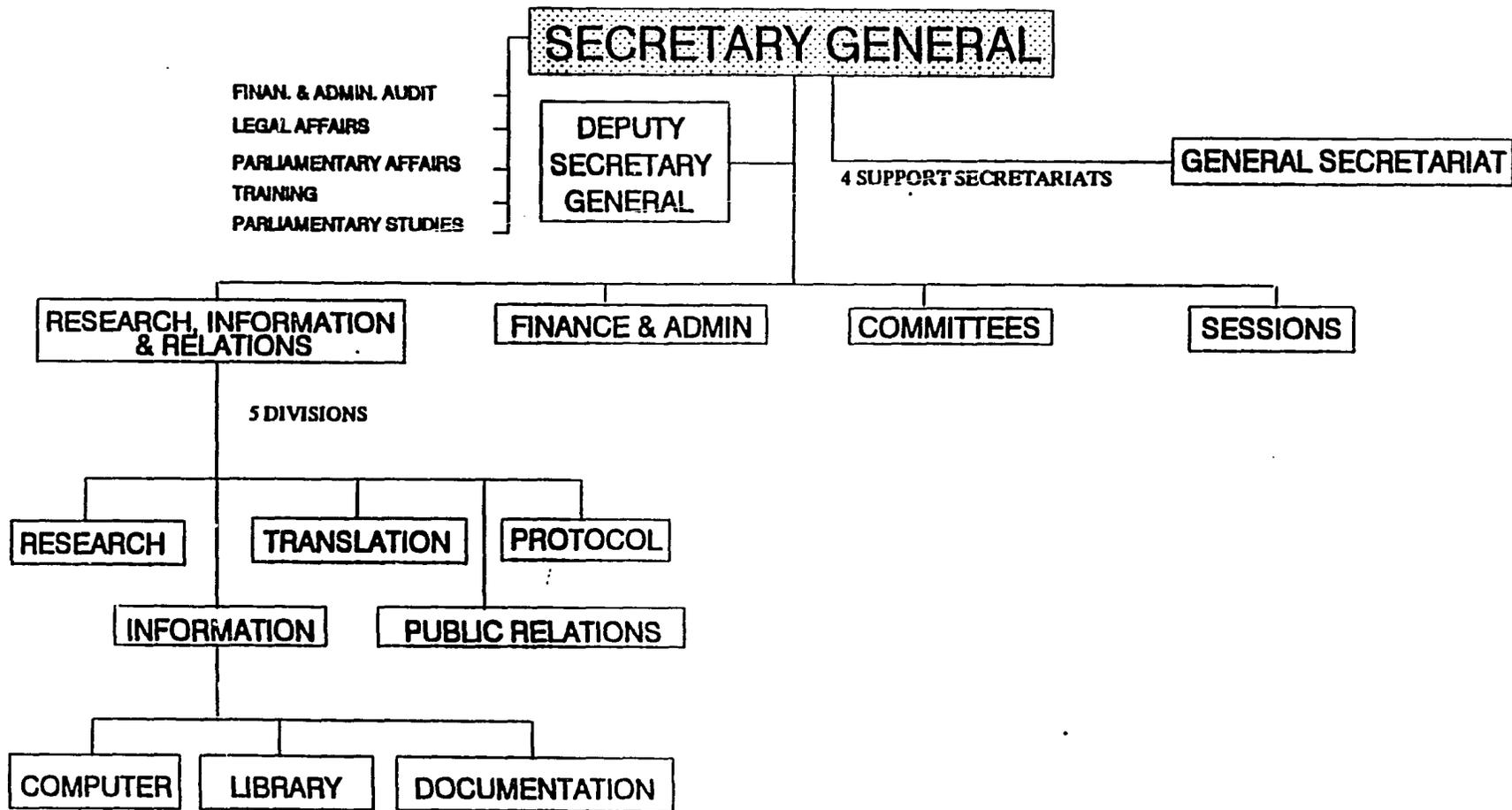


Figure 3



to individual members, who do not have personal staffers.

(6) The Secretariat of Financial and Administrative Affairs is probably the most powerful and influential Secretariat within the PA since it controls the budget and all administrative and support services for the members and for the staff. In addition to salary, subsidy, and benefit matters, it is also responsible for personnel administration and all housekeeping functions.

c. The Staff - The People's Assembly and Shura Assembly staff (PA has 951 persons; the SA has 316) are permanent employees, well paid by public sector standards, and protected from the pressures of the political process. While the elected and appointed members they serve may change, the career staff will typically serve 25 to 30-year careers until the mandatory retirement age of 60. Senior career officials may continue to serve as advisors.

Of the PA staff, 589 (62%) have post-secondary degrees. The most popular disciplines are law (156), commerce (123), literature (92), cooperation (77), and economics and politics (43). The largest number of university graduate staffers (225 or 38%) are assigned to the Secretariat of Committee Affairs. An additional 123 are assigned to the Secretariat of Financial and Administrative Affairs. The Secretariat of Research, Information, and Relations is third largest with 114.

More than half of the staff members who have not completed post-secondary studies (204 out of a total of 362) are assigned to the Secretariat of Financial and Administrative Affairs. The three above-mentioned Secretariats and the Secretariat of Sessions absorb 87% of all career employees. Fifty-five percent of the staff are women, who are reasonably well represented at senior levels.

d. The Training Department - The PA Training Department will receive special attention in the Project. It falls under the General Directorate for Training and Organization, which is one of the general directorates reporting to the Secretariat of the Secretary General. Under the current Secretary General, the Training Department has become more active, although the scope of activities is limited. Current staff numbers four of whom one woman, recently recruited to be the manager, has significant training background.

Most training is conducted lecture style in the several conference rooms of the PA. (There are four rooms able to accommodate 75-100 people.) A large room has recently been equipped with 15 PCs and some 30 desks for the introductory computer course, of two-weeks duration, which is being conducted daily for three hours. Technical staff are also attending data

processing courses in connection with the UNDP project. Other courses currently offered include:

- ▶ A two-month orientation program for new recruits
- ▶ A one-month program on legal issues for junior staff
- ▶ Special courses at other government institutions or universities

The PA Training Department implements these activities. Responsibility for training is decentralized, with the Directorate of Personnel Affairs in the Secretariat of Administrative Affairs playing a prominent role in selecting potential trainees. The PA Computer Center is managing the new computer courses and has appointed two new staff as training coordinators. Individual departments are free to enroll staff in outside courses with the authorization of the PA Secretariat of Administrative Affairs. A similar situation exists in the SA.

2. The Shura Assembly

The Shura Assembly was created by constitutional amendment in May 1980. The organization of the political leadership of the SA is similar to that of the PA: a Speaker, Deputy Speakers, and General Committee. (See Figure 4) However, it has only six standing committees. The SA is composed of 258 members, two-thirds of them elected and the other third appointed by the President. The term of members is six years. The Constitution directs that the SA be consulted in the following areas:

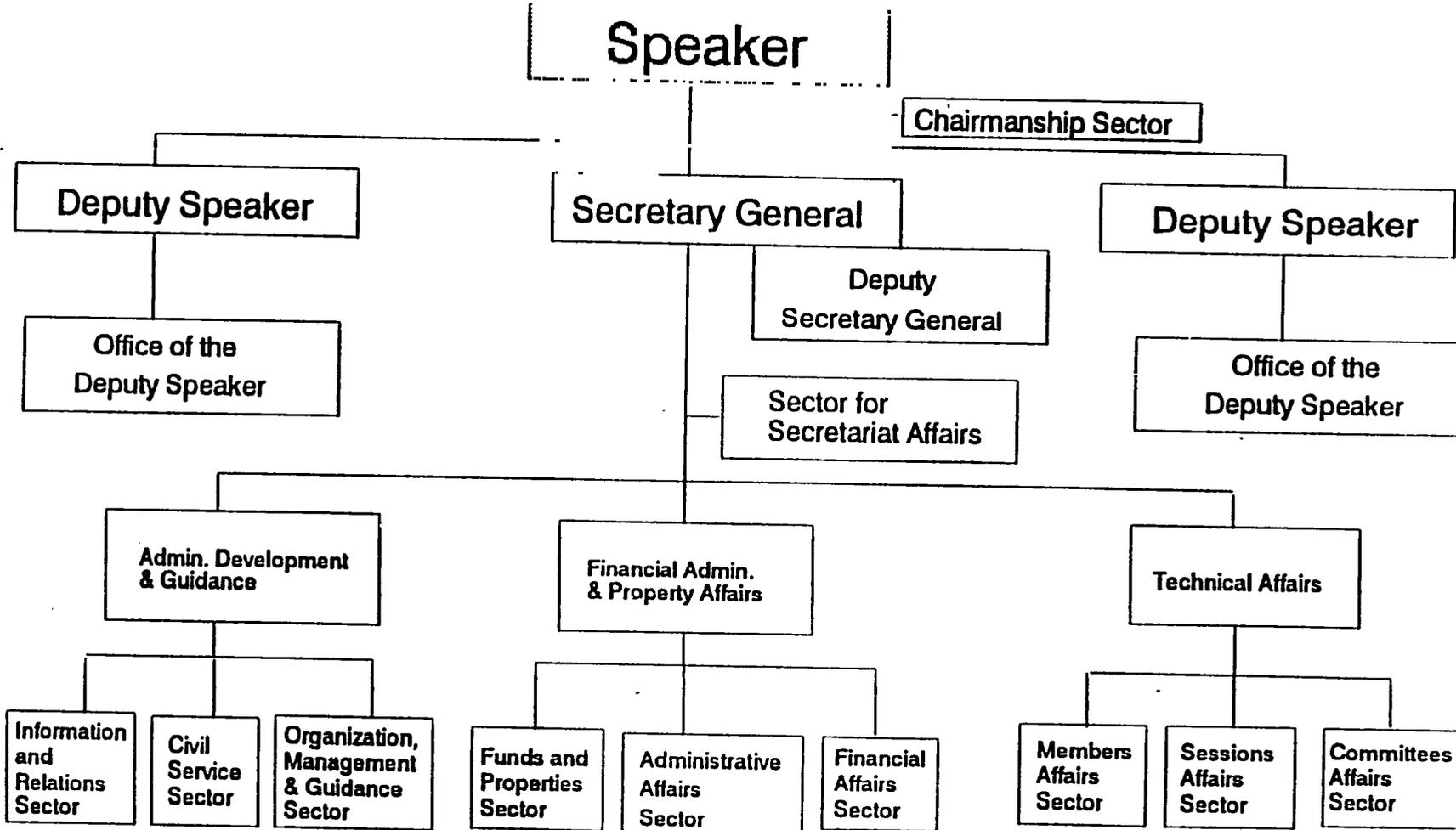
- ▶ Amendment of the Constitution.
- ▶ Drafting laws complementing the Constitution.
- ▶ Drafting of the general plan for social and economic development.
- ▶ Alliances and all treaties affecting the territorial integrity of the state or its sovereign rights; reconciliation of differences with the PA on proposed treaties.
- ▶ Drafting laws referred to the SA by the President of the Republic.
- ▶ Matters relating to general state policy or Arab/international affairs referred to the SA by the President of the Republic.

The role of the Shura Assembly is advisory. However, because of the distinguished members who serve in it, the SA carries

Figure 4

Shoura Assembly Administrative Organizational Chart

53



political weight. Its reports educate the public about important issues of public policy. Between 1980 and 1992, the six committees of the SA issued a total of 81 such reports. The SA has close connections to the media and its Speaker is the *ex officio* President of the Supreme Press Council, a body to which the SA nominates a number of prominent Egyptians, as it does to the General Assembly of the National Press.

The administrative structure of the SA follows the same lines as the PA. The SA staff numbers 316, one-third that of the PA. Fifty-nine percent of the SA staff hold university degrees, the range of disciplines similar to that of the PA: mainly law, literature, economics, political science, commerce, and cooperative studies. Forty-five percent of the SA staff are women, several of whom are in senior positions.

3. Local Training Resources

There are excellent in-country training resources in Egypt which can be utilized to conduct the multiple training activities planned under the DSSP. Whenever a custom-designed program is required, a competitive tender should be issued to determine the best available resource. For the most part, in-country resources are not available for training in legislative functions or processes; however, in-country resources can provide basic concepts, techniques, and skills which can then be adapted to the work of the legislature through overseas training. A preliminary list of local training resources includes: the Institute of Management Development at the American University in Cairo; the Center for Research and commercial Studies of the Faculty of Commerce, the Faculty of Law, and the Faculty of Economics and Political Sciences at Cairo University; Team International Arab Center for Management Development; NCR Educational Services Center; IBM Education Services Center; and AmidEast Education Services.

4. Institutional Constraints

In the United States Congress there are several mechanisms which provide research and analytic services to Congressmen. Institutionally, these differ considerably from the Egyptian People's Assembly and Shura Assembly, and merit some discussion at this time.

The U.S. houses each have Standing Committees which have permanent staff assigned to them with the basic function of providing sufficient information to the members to consider and draft legislation. The U.S. Committee staffs report to the Committee Chairmen, are recruited by them, and are paid by them. In addition to committee staffers, U.S. Congressmen each receive an allowance from Congress which enables them to hire personal

staffers. These staffers may do legislative research for Congressmen, but probably spend the majority of their time on constituent services and office administration. A third type of staffer in the United States, does not work for any congressman/woman, nor is he/she responsible to any Congressional committee. These staffers work directly for the Congressional Research Service, which, while funded by Congress, has an administrative staff of its own, to which research staffers report, and which answers to Congress in a manner which preserves the neutrality of the staffer. This administrative staff is specific to the Congressional Research Service and is focussed entirely on management of the research function.

The PA/SA, as discussed in the Institutional Analysis (Section F.1), is divided into the members and the administrative staff (under the Secretariat of the Secretary General). Institutionally, the difference in management is important. No staffer is ultimately responsible to a specific member or committee, even though specific staffers are assigned to work with committees. Their control and management lies with the Secretary General, at the top of the administrative function. An obvious advantage of this system, similar to that of CRS/LOC is that staffers can maintain their neutrality, since they are not personally aligned with any individual member or political faction. An important difference from the CRS/LOC institutional structure, however, is that in the former, the leadership and direction comes from research professionals who are able to maintain strong quality control and to set professionally recognized standards. This leadership in the U.S. is nationally recognized as being of a very high academic quality, and is therefore able to recruit similarly well-qualified staff.

It is possible that as the quality of the research-oriented staff in the PA/SA improves the present management structure of the institution may be insufficient. It is clear that the Secretary General would not have time to provide the daily leadership the researchers will need. More leadership in the research and analysis divisions may prove necessary to provide adequate quality control, to continue to identify new fields in which staffers need knowledge, and to provide overall intellectual guidance. Such leadership would undoubtedly be senior and could require some rethinking of the present institutional relationships. Early in the Project it will therefore be advisable for the Secretary General to recruit professional researchers to provide this leadership.

One of the strengths of the Project is that it is committed to working within the existing structure of the PA/SA. USAID firmly believes that to the extent possible projects should avoid changing or adding to organizations as these additions are often unsustainable and can destabilize tried and true institutional structures. Early thought should be given by the institutional

contractor on how high level intellectual guidance can be provided to the research-oriented staff within the present institutional structure. This issue could become a constraint to long-term success of the Project if not addressed and acknowledged during implementation.

B. ECONOMIC ANALYSIS

The purpose of the Project is to increase the availability of improved information for decision making for members and staff of Egypt's national representative bodies, the People's Assembly and the Shura Assembly. If the Project is successful, the Assemblies will have an improved capability to analyze the proposals of the executive branch and to develop new legislation or counter-proposals. The analysis and higher level of debate should improve the quality of the budget and legislation. The improved budget and legislation should result in substantial economic benefits.

The budget of the GOE is approximately \$6 billion, and the overall GDP is approximately \$30 billion. The rate of economic growth is approximately 2% per annum, which is below the rate of population growth and the rate of growth of the labor force. This means that the standard of living is deteriorating and the level of unemployment is increasing. The Government has now assigned responsibility for economic growth to the private sector, which will be the engine of growth. Nevertheless, the Government exercises a great amount of influence on the decisions of the private sector through budgetary flows and regulations that affect the economy. The private sector may make the final decisions on investments that lead to higher economic growth and job creation, but the Government sets the policies that create a stable economic environment and the other conditions that motivate investment by the private sector.

The PA and the SA have an important role in this process of improving the economic environment. The Assemblies are the debating chambers that react to proposed economic reforms and to the budget, even if their ability to make changes is limited. Improved staff analysis can have an impact on the level and direction of the Government's program. For example, the Government spends a disproportionately large part of its education budget at the university level. It is disproportionate because the supply of graduates greatly exceeds the current demand for them. Because the cost per student is much higher than for elementary students, the return to each pound spent on university education is lower than on elementary education. These expenditures are regressive as well as inefficient because they tend to flow to higher income people who are receiving significant subsidies to attend universities, whereas the elementary students, most of very limited means, have to pay

significant amounts of their own money. A shift in education spending patterns from the university level to the elementary level, or in the health area from hospitals to primary health care, is likely to result in significant additional benefits per pound of expenditure. The Assemblies have the possibility of changing priorities if they have good analysis available.

The role of the Assemblies in the formulation of legislation should not be underestimated. One reason why the privatization process is moving slowly is the residual voice of the socialist vision that one can find among some members of the Assemblies, a voice that describes privatization as "a giveaway of the national treasures." A greater understanding by the members of the benefits of privatization as well as analysis that could be used to offset the "national treasures" view could have great impact on the progress of privatization. Similarly, better understanding of trade reform and its benefits would lead to greater support of it and reduce the influence of public and private sector companies that don't want to lose their tariff protection.

Improved laws and regulations as well as an improved budget should lead to more rapid economic growth. If these improvements cause GDP growth to increase from 2% to 3% per annum, the additional growth in one year would be approximately \$300 million, a substantial payoff for a project of this size. Of course, the growth will continue and compound each year. There is no way, however, to determine in advance how effective the Project will be in improving the performance of the Assemblies and thus estimates of economic benefits would be purely illustrative.

C. SOCIAL SOUNDNESS SUMMARY ANALYSIS

1. Commitment

The principal factor on which the success of the Project depends is the commitment of the key actors in the People's Assembly and the Shura Assembly to the integration of modern management and information technology systems into each body as a means of increasing the quantity and quality of the legislative branch's contribution to the formulation of public policy and its services to its constituents. Extensive discussions at all levels within the Assemblies leave no doubt on this score. The leadership of both have made it clear that they attach the highest priority to the Project, and understandably so: the Project represents a valuable resource with which the two assemblies can significantly enhance their influence and the impact of their activities.

2. Absorptive Capacity/Beneficiaries

Can the two institutions absorb the Project and significantly improve their use of more and higher quality information, particularly for policy formulation, in a six-year period? This depends principally on two factors: the will of the leadership, which we've just addressed, and the capacities and motivation of the members and the staff--the two most direct beneficiaries--to function in a modern parliamentary environment replete with up-to-date information and communication technologies. This in turn raises the question of incentives, and, in the case of the staff, their retention in the Assemblies once they have acquired new, marketable skills.

The members cover a broad spectrum in terms of education, experience, age, and interests. Many have not had an opportunity to see how parliaments operate in other societies, and relatively few have an understanding of the potential of modern technology to produce data and information useful in their duties. On the other hand, the leadership of both Assemblies bring not only substantial education and experience to their work but also considerable knowledge of other parliaments and how they operate. Committee chairs in particular have a reputation for dynamism.

At bottom, the Project is patently in the self-interest of the individual members and their institutions. Its design offers ample opportunities to members both to gain a better understanding of what parliaments can do and how improved information is central to improved performance and influence. Not all members may seize these opportunities, but the presumption must be that enough of them will to make a significant difference with respect to how the Assemblies go about their business, particularly policy formulation. And in the case of those members less affected by the Project, there will surely be some impact, including at least some of the ripple effect on constituents that is likely in the case of those members who do seize the opportunities.

Two staff problems that could impede realization of the purpose and end of Project statuses sought by the DSSP are (1) lack of familiarity with modern information technologies and related systems, and (2) insufficient academic preparation for deeper research and analysis. The Project reflects full awareness of these problems. With respect to the former, it is, above all, a training project designed to overcome lack of familiarity with modern technologies, systems, and ways of enriching parliamentary activity. With respect to the latter, the Project includes resources for three graduate programs at U.S. universities in economics, political science, public administration, statistics, and other disciplines central to staff support of legislatures.

As has been pointed out in the analysis of the Assemblies, the staffs of both bodies are educated, well paid by public sector standards, substantially insulated from politics, and

consequently likely to spend their full careers in the parliament. Two questions arise: (1) Is there adequate motivation so that the staffs respond to the opportunities presented by the Project to bring about significant improvements in the way information is developed and communicated in the interest of more effective parliamentary performance? and (2) Will the Assemblies be able to retain those staff personnel who acquire skills that may claim higher salaries in the private sector?

Some staff, particularly the older officials, may find it difficult to change established patterns of conducting their business, even with the ample opportunities offered to them under the Project to develop an appreciation of the improvements that are possible. Younger staffers may be more receptive, particularly if key members, including the leadership, are enthusiastic. And should the Assemblies play a more influential role, particularly with respect to public policy, they are likely to attract motivated recruits.

Particularly as staff develop new skills marketable in the private sector, a brain drain problem could develop. The leadership and senior staff of both Assemblies will have to be alert to this problem and seek ways of rewarding staff performance (e.g., with bonuses or achievement awards) that will attenuate the problem.

The public is an indirect beneficiary of the Project, particularly to the extent that the Project leads to improved public policy formulation, but also through the enhancement of the constituent service role of the Assemblies. The nature of the information system that is being developed and the physical design of the hardware and peripheries all favor free access to relevant information for all members. The legal databases and other parliamentary documents are already available to members and to citizens at large.

One of the important roles of the Parliament is that of education and communication. Through its debates, reports, and other activities, the PA and SA inform the citizens and educate them on important issues facing the country. The constant interaction between the Member of Parliament and the citizen constitutes an important communication loop that will be strengthened by the Project.

3. Member Access

The DSSP assumes free and equal access to information by all members, irrespective of rank or political orientation. The Assemblies' internal rules of procedure, the organization of their staffs, and the design of the DSSP and the kind of

information it will help to produce all militate in favor of free and equal access for all members.

The rules of procedure assure members of the right to receive all the information they need for the proper execution of their legislative functions. Executive Branch authorities and Assembly staff are required to supply the members with the needed information irrespective of their rank or political orientation. To obtain information from the Executive, members use their rights to ask questions, to make inquiries, to investigate, and to engage in general debate.

The rules of procedure also define how committees and members receive documents, information, and expert advice to conduct their work. Committees are authorized to hire experts, to hold hearings, and to conduct field visits. The Speaker is obliged to forward to the committees all the necessary information connected with subjects they are discussing. Each minister is obliged to provide the committees with all the information, rules and regulations, and reports that his ministry has produced on an annual basis, and the committees have the right to ask for further information, explanations, and elaborations.

Each Assembly's General Committee, which includes representatives from all parties as well as independents, will oversee the DSSP, thereby giving further assurance of access for all.

The norms under which the staff of the Assemblies work are all geared to encourage the provision of available information to all members on an equal basis. The staff is recruited on the basis of merit without reference to political orientation. It is organized hierarchically, and its working norms encourage the treatment of all members equally, in accordance with the internal rules of the Assembly.

D. WOMEN IN DEVELOPMENT

The Project will affect two institutions, the People's Assembly and the Shura Assembly, in which the proportion of women on the staffs approximates one-half. Moreover, some of the women are in senior management roles, demonstrating the possibilities of upward mobility for women. And a few of the members of each Assembly are women. The Project thus offers an unusual opportunity to work with large numbers of women, both in the sense of upgrading their skills and of facilitating their role in decision making throughout both organizations. The design of the training component of the Project reflects awareness of the need to assure that training programs accommodate the scheduling needs of women.

VIII. CONDITIONS PRECEDENT AND COVENANTS

The following Project-specific condition precedent and covenant are expected to be included in the Project Agreement in the form and substance agreed to by the parties, in addition to the standard conditions precedent and covenants included in all USAID/Egypt Grant Agreements.

A. CONDITIONS PRECEDENT

Designation of Grantee Representatives

"Prior to initial disbursement, the Grantee shall, except as otherwise agreed in writing, furnish to AID in form and substance satisfactory to AID: (1) a statement of the name and title of the person authorized to act on behalf of the PA/SA to coordinate Project activities with USAID and the Contractor, and (2) a statement listing the names and titles of the persons authorized to represent the Grantee in the day to day activities necessary to implement the project. This list is expected to include the following officials: (a) a senior official designated by the PA Secretary General; and (b) a senior official designated by the SA Secretary General."

B. COVENANT

Recurrent Costs

"Grantee agrees that the People's Assembly and the Shura Assembly (PA/SA) assume all responsibility for recurrent costs associated with the Project, including equipment maintenance and replacement, software upgrading, training, salaries, office space, and renovations."