

مشروع التنمية المحلية

LD II-P

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مصدر التمويل : الوكالة الأمريكية للتنمية الدولية.

LD II-PROVINCIAL PROJECT STRATEGY STATEMENT

USAID Contract No. 263-0182-C-00-8041-00
Project No. 263-0182-3-60054

April 1990

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STRATEGY STATEMENT: EXECUTIVE SUMMARY

This section presents Chemonics' strategy for the provision of technical assistance in the LD II-P Project. The components of the strategy include:

- Setting *operational objectives* based on our knowledge of project and program documents, experience in implementing the project, and interpretation of the current policy environment.
- Adopting a *means of implementation* that, in our judgment, are best suited to achieving the desired objectives.
- Establishing a *monitoring system* to measure goal attainment.

OPERATIONAL OBJECTIVES

The process of setting operational objectives begins with an examination of the project and program mandates to: (1) promote decentralization of local government, including responsibility for the selection, implementation, operation and maintenance of infrastructure projects; (2) increase popular participation and enhanced democratic debate at the lowest levels of local government; (3) improve local capacity to operate and maintain basic services; and, (4) help mobilize local resources for the purpose of operating and maintaining these services.

Chemonics' experience in implementation was used to identify the constraints faced by the project. These constraints were classified according to their impact on the project life cycle (planning, design, contracting, construction supervision, and service delivery) and by functional area (financial, technical, managerial, and organizational).

Analysis of the policy environment, as documented in the *LD II Mid-Term Assessment*, raised uncertainties about the commitment of the GOE to decentralization and, by implication, about the long-term *sustainability* of the basic services and processes supported by the LD II Program.

Informed by three sources—log-frame documents, implementation experience, and analysis of the policy environment—our proposed strategy identifies the following operational objectives:

- Improve *project quality* including designs, contractor and construction supervision, and operations and maintenance.
- Increase *absorptive capacity*, i.e., local government's technical, managerial, and organizational capacity to plan, implement, deliver, and manage infrastructure and the private sector's ability to respond to such demands.
- Provide support towards dialogue on *policy issues* such as local revenue generation and managerial autonomy, local pricing for services, and the size and predictability of central budget allocations.

The organization of the technical assistance efforts responds directly to the project quality and absorptive capacity issues and is designed to assist USAID in pursuing the third objective. In the latter case, our strategy is to provide the case studies and empirical evidence to support a policy dialogue between USAID and the GOE that seeks to increase local fiscal authorities and decentralization powers.

MEANS OF IMPLEMENTATION

Our strategy for achieving the operational objectives can be expressed as a series of three TA *tasks* directed towards seven types of local development *activities* in each of nine *sectors* of local government.

Sectors

The nine TA sectors reflect the structure of the parts of local government which are involved in the planning and provision of basic services:

- Buildings
- Environmental Engineering
- Human Resources Development
- Information Systems
- Local Government
- Monitoring and Evaluation
- Potable Water Supply
- Roads
- Rolling Stock

The counterparts of the Human Resources Development, Information Systems, Local Government, Monitoring and Evaluation Sections of the TA team are the policy-making and coordinating centers of local government—the popular and executive chiefs and councils, and the governorate headquarter, which houses the offices of planning, monitoring, statistics, finance, organization and management, and training. The counterparts of

the Buildings, Environmental Engineering, Potable Water Supply, Roads, and Rolling Stock Sections are the infrastructure and service directorates of the governorates and the markaz technical departments.

Activities

The three TA modules apply to product quality, process efficiency, and policy formulation in seven service activities within a sector:

- Sector planning
- Project planning
- Design
- Contracting
- Construction supervision
- Service delivery
- Monitoring and evaluation

Sector planning concerns the establishment of development objectives and strategic plans for capital investment. Project planning translates the objectives into distinct projects. Design, contracting, and construction supervision translate project plans into physical reality. Service delivery relates to the development of local institutions capable of providing and maintaining levels of service in an efficient, efficacious, and sustainable fashion. Monitoring and evaluation translates objectives into standards, and measures performance against those standards to enable local government to assess its own needs. Improvement in any of these areas is contingent upon improvement in all of them.

Tasks

Within each sectorial activity, three modes of technical assistance will be delivered:

- Local capacity/needs assessment
- Technical assistance
- Institutionalization

This trimodular task approach derives from our assessment that the most successful efforts in the project's history have been based on team building, training and intensive field assistance with local officials to articulate objectives and needs (organizational, managerial, financial, and technical), to formulate and implement strategies and action plans to address them, and to monitor implementation. This type of work, which is necessarily restricted in geographical coverage, leads to sustainable local development and also generates materials such as manuals, training curricula, designs, etc. which facilitate extension of successful strategies to other localities.

MONITORING SYSTEM

Monitoring functions operate at several levels of the project in response to the needs of the various project actors: local government, the central government, USAID, and the TA team. One set of monitoring systems and activities concerns the expenditure of block grant and operations and maintenance allocations according to locally developed plans.

Of greater interest in the context of Chemonics proposed strategy is a monitoring system for the evaluation of contractor performance. This system operates at two levels. The first measures the performance of each section and of the team as a whole with respect to their work plan targets. The second evaluates the contractor's strategy itself in relation to the end-of-project-status goals set out in the scope of work.

SECTION 3. STRATEGY STATEMENT

One of the most important issues confronting LD II-P as the program enters its second decade is the issue of *sustainability* of basic services initiated and developed under DSS I and LD II. While the subprojects funded under BVS and LD II-P constitute an important product and are evidence of local capacity to plan, implement and deliver basic services, the paramount goal at this juncture remains the *development of local institutions* capable of carrying out similar infrastructure projects and maintaining existing capital investments beyond the phase out of the program.

As a direct extension of the goal of sustainability, the program also seeks to promote: (1) decentralization of local government, including responsibility for selecting, implementing, operating and maintaining infrastructure projects; (2) popular participation and democratic debate at the lowest level of local government; (3) enhanced local capacity to operate and maintain basic services; and (4) mobilization of local human and financial resources for operation and maintenance, and rehabilitation of existing infrastructure.

In this section of the document, we present Chemonics' technical assistance strategy for the LD II-P Project for the period April 1, 1990 through September 30, 1992. The strategy is a direct outgrowth of the goals stated above. Its principal components include:

- Setting *operational objectives* based on our knowledge of project and program documents, experience in project implementation, and interpretation of the current policy environment.
- Adopting *means of implementation* that, in our judgment, are best suited to achieving the desired objectives.
- Establishing a *monitoring and evaluation* system to measure goal attainment.

OPERATIONAL OBJECTIVES

Overview of the Present Situation

As noted in the *LD II Mid-Term Assessment* (October 1989), the progressive devolution of decision making—particularly in project selection and management—is a confirmed trend. This trend has coincided with the expanded role of local service departments and technical directorates in providing guidance to village councils and provincial towns. This expansion has been stimulated, in part, by consecutive orientation programs, training

and TA efforts, and largely by increased requests emanating from the localities themselves.

Nonetheless, there remain weaknesses at the various levels of local government, and these constitute obstacles toward the achievement of LD II goals and objectives.

- Engineering capabilities are almost non-existent at the village level. Although the situation is better at the markaz and governorate seats, the subprojects are far too numerous for staff to devote sufficient time and energy to guarantee project quality. Indeed, increases in block grants and local contributions were reflected in higher allocations to villages which, in turn, led to larger and more complex subprojects, requiring more technically sophisticated engineering inputs than BVS subprojects.
- Weak technical capabilities and program magnitude have combined to limit severely and artificially the absorptive capacity of local government units. Furthermore, engineering departments at the markaz and governorate levels tend to be weak in A&E design, feasibility studies and construction supervision. As a result the quality of projects implemented tends to be uneven.
- The O&M experience at all these levels is relatively recent, and although current Bab II allocations are at an all-time high, projected funding of these activities is below requirements;
- Management experience, particularly for large infrastructure projects, is limited, particularly at the village level;
- The lack of governorate-wide master plans—or for that matter of any comprehensive, systematic, and up-to-date surveys of existing infrastructure and requirements—leads to poor coordination of sectorial development efforts.

None of these limitations is insurmountable, but they indicate that future efforts should be geared towards upgrading technical capacity in project design and construction supervision at the markaz and governorate levels. Similarly, they imply that the LD II Project should concentrate on developing local capability to identify sectorial needs and establish sectorial goals, in terms of the level and geographic coverage of services.

For large and complex projects—particularly environmental engineering projects such as water, wastewater, and solid waste management—the constraints are more substantial. Indeed, it is doubtful such endeavors can be undertaken by local government units without greater use of external, private-sector resources in design and construction supervision.

Another element constraining the achievement of sustainability has to do with the current administrative structure of local government units, the agencies that serve them, and the fiscal management and budgetary practices currently in place. Over the past decade the devolution of decision making did not extend beyond project planning, implementation and management. While recent legislation has given local government units greater autonomy in determining fee structures, etc., they still depend on the central government for up to 80 percent of their annual budgets and retain little control over locally generated revenues.

Finally, certain essential services (public health, education, water and wastewater management, and roads) remain the purview of local agencies under the direct jurisdiction of central ministries. Therefore, senior local government executives are actually central government functionaries, ultimately accountable to Cairo rather than to local popular councils.

The low level of local government influence over the administration and budgets of central government agencies and directorates that operate within their administrative boundaries is potentially detrimental to service delivery systems. In the absence of direct accountability, the responsiveness of these entities to local needs and their appreciation of local issues and concerns is inevitably limited by their allegiance to the center. Local government autonomy is further restricted by the inability of local units to retain many locally collected fees and charges and their utter dependence on the central budget to fund payroll, recurrent costs and capital investments.

Operational Objectives

The issue of sustainability revolves around three operational objectives that need to be addressed between now and the end of the project, currently scheduled for September 30, 1992. These objectives are to:

- Improve *project quality*, including designs, contract management, construction supervision of locally selected infrastructure, and service delivery. The latter refers to local capacity to operate and maintain existing capital investments and to provide acceptable levels of services to beneficiaries. The planning, budgeting and funding (through local resource mobilization) of recurrent O&M costs, and the organization and management of O&M activities and municipal services are important components of service delivery.
- Increase *absorptive capacity*, i.e., local government's capacity to plan, implement, deliver, and manage infrastructure, and private sector capacity to respond to these demands.

- Support the dialogue on *policy issues* regarding decentralization, local revenue generation and management, local pricing for services, and the size and predictability of central budget allocations. Decentralization and fiscal autonomy are essential for the responsiveness of local service agencies. The devolution of power will lead to increased local initiative and greater mobilization of local resources, financial and otherwise.

The technical assistance efforts of LD II-P are organized to address directly the issues of *project quality* and *absorptive capacity* above. Indirectly, these efforts will support the *policy dialogue* between USAID and the GOE, by providing case studies and empirical evidence to measure program impact, and by seeking to increase local fiscal autonomy and decentralization powers.

MEANS OF IMPLEMENTATION

Implication of the Operational Objectives

Different technical assistance approaches can be applied to address the concerns raised above. Until recently, the advisory team was organized in three main divisions, namely the Basic Services Delivery System (BSDS), Operations and Maintenance (O&M), and Project Support, dealing with field office management and administration and providing training support functions to two other groups. Because of the experimental and pilot nature of wastewater management projects, a special environmental engineering group (EEG) was also formed.

While this organization had its merits (see discussion in Section 2, *Achievements and Constraints*), it failed to address particular sectorial concerns. For instance, the capacity to staff and fund operation and maintenance of water projects has to be considered during all stages of the project life cycle, from the planning stage to the commissioning stage. This has implications for the project design and choice of technology (including the availability of trained personnel to man the sites), feasibility studies (from the social, technical and financial points of view), management of the project once commissioned, and the availability of funds to operate and maintain the project once implemented.

Our analysis of local project-type selection patterns indicate that localities tend to focus on three main sectors: water, roads and sewage. However, most capital investments take place without any sector assessment or sector-wide plans, even in locations where master plans exist (e.g., Beheira, Damietta, Kafr el-Sheikh, Daqahliya, etc.) This fact, combined with the magnitude of investments and weak local technical capabilities, have led us to revise both our technical assistance strategy and the organization of the advisory team.

Reorganization began by identifying the sectors that will be targeted for technical assistance, their local and central-level counterpart agencies, and by defining the activities that need to be undertaken within each of these sectors:

- Water
- Roads
- Environmental Engineering (wastewater and solid waste management)
- Buildings
- Rolling Stock (including Cardex).

Four additional areas of intervention were classified as *sectors* for the purpose of TA and work plan organization:

- Human Resources Development
- Information Systems
- Local Government, including planning, finance and human resources development
- Monitoring and Evaluation.

The sector classification and the TA approach are further discussed below in subsections dealing with *Sector Approach* and the *Methodology of TA Activity*.

The Sector Approach

The term *sector* identifies a functional area of activity concerned with or supporting the provision of infrastructure services and facilities. A *sector*, as used in this context, may refer to a specific counterpart agency, (e.g. roads); it may refer to functions within a given governorate department, (e.g. water, within the housing department); or it may refer to functions dispersed among several departments (e.g. rolling stock). In the latter case, a *sector* is considered necessary to anchor TA activities in which the project has a considerable stake.

The sectorial classification was developed to respond to several perceived requirements of technical assistance activity and organization:

- The perception that each technical sector shares a common sequence for project development, i.e. a project cycle moving from sector and project planning, through design, contracting, and construction supervision, to operations, maintenance, and service management. The sectorial approach is consistent with the strategy of integrating capital and recurrent dimensions of the project cycle. At the same time, it organizes TA resources in a way that is responsive to differences in the technical requirements of the various types of public works.

- For Water, Environmental Engineering, and Roads, the sectorial organization of TA facilitates close working relationships with counterpart agencies at the governorate level, such as the directorates of housing and roads. Buildings and Rolling Stock do not have a single counterpart agency at the governorate level, but several. The definition of these two sectors responded to a consideration for their technical integrity (as above) and their size in the LD II-P subproject portfolios in the governorates. The work plans of both of these sectors contain significant elements of coordination with the service sectors in which their subprojects are involved.
- The sectors for Human Resource Development, Information Systems, Local Government, and Monitoring and Evaluation are the organizational means by which TA is extended to the governance system itself, i.e., the popular and executive councils and the *diwan el-aam*, or governorate headquarter, consisting of the departments of village development, planning, follow up, statistics, and financial and administrative affairs.

The objective of technical assistance is to develop capacity in these sectors at the governorate and markaz levels by providing direct TA to departments where a sector is housed, or a group of departments where sector functions are located, or by inducing the development of appropriate mechanisms and/or units to support and carry out these sector functions.

An important dimension of the sector approach is a widening of the effective range of institutional development activity. The need to identify an institutional locus, and to work with a specific agency capable of overseeing the sectorial activities as proposed, leads to a significant expansion in the number of explicit counterpart agencies involved in the LD II process at the governorate level. In our view, the sustainability requires going beyond the rural development departments of the governorates and marakez. It requires building management and technical capacity in the very departments whose mission puts them in charge of such services.

The sector approach reflects a strategic shift from a predominantly operational TA mode to a management consulting/organizational development mode. While in the past, most efforts have been channeled through the village development departments at the governorate and markaz levels, this new work plan calls for direct linkage with the governorate entities, be they local, or affiliated with central ministries.

Hence, the Roads Section at Chemonics will interface directly with governorate road directorates, the Buildings Section will deal with such entities as the housing departments and directorates of public health and education, the IS Section will interface with the governorate information and statistics departments, etc. In other words, technical assistance and training

will be extended to entities involved in one way or another with aspects of LD II-P and/or are playing a role within the framework of the governorate local development committees (GLDCs).

Thus, under the new work plan, Chemonics' technical assistance efforts concentrate on defining and improving the capacity of selected sectors charged with delivering or supporting local infrastructure services and facilities. These sectors must be capable of measuring current and projected demand for their services, establishing targets for service delivery standards and coverage, estimating overall resource requirements, setting priorities for projects, and planning, implementing, and maintaining services and facilities. In sum, *local service sectors must have a built-in management capacity to maintain the continuity of the processes initiated by LD II.*

Methodology of TA Activity

Based on the assumptions and analysis above, Chemonics' methodology for delivering technical assistance has:

- An institutional orientation, emphasizing coordination and oversight functions such as sector planning, management and financing, in addition to subproject management capacity
- An institutional locus where, to the extent possible, a technical department, unit or governorate office acts as counterpart
- A consistent, three-task process, independent of the sector or content of the activity, these tasks being capacity assessment, technical assistance, and institutionalization

The organization of the work plan along sectorial lines gives the advisory team the opportunity to address all phases of basic service delivery in a systematic manner. Water projects, for instance, will be considered not only from the standpoint of local needs, but also within the context of governorate-wide and sub-regional water supply. This implies investigating the availability of acceptable water sources, water pressure, the state of existing water sources, networks and pumps, etc. Thus, the sector approach is particularly well suited to supporting complex infrastructure works, especially those requiring multi-year funding and/or serving regional needs.

Using the sector approach, the TA advisory team and local authorities will assess a given sector at the micro and the macro levels, looking also at proposed subprojects from the perspective of institutional capacity, which includes evaluating local capability to plan, implement, operate, maintain and continue to deliver quality service to targeted beneficiaries. Thus, while technical assistance efforts are going forward, the advisory team's sectorial departments (called *sections*) will be conducting in selected governorates

comprehensive surveys of local capacity, with a view toward upgrading local institutions via follow-on TA and training. As illustrated in the chart on the next page, sector assessments and subsequent activities will focus on different phases in the project life cycle:

- Sector planning
- Project planning (including feasibility studies)
- Project design
- Contracting
- Construction supervision
- Service delivery (which includes operation, maintenance and provision of quality services)
- Program support, including monitoring and evaluation.

Activity 1, *Sector Planning*, serves as the institutional focus of our technical assistance at the sector level. The expected output of this activity is a master plan for each sector, defining its mission, goals and operational objectives; measuring current and projected demand for sector services; establishing service delivery standards and coverage; setting priorities for planning, design, implementation, maintenance and operations of project portfolios; and estimating resource requirements.

Given the demands of this first activity and its experimental nature, geographic coverage will be limited to a few pilot governorates per sector through September 1991. Beyond that date, Activity 1.3 (*Institutionalization*) will facilitate replication of sector planning in the remaining governorates.

Activities 2 through 6 essentially follow the project life-cycle: project planning, design, contracting, construction supervision, and service delivery. The geographic coverage of these activities will generally include all governorates (unless otherwise indicated in the *Output Summaries* below).

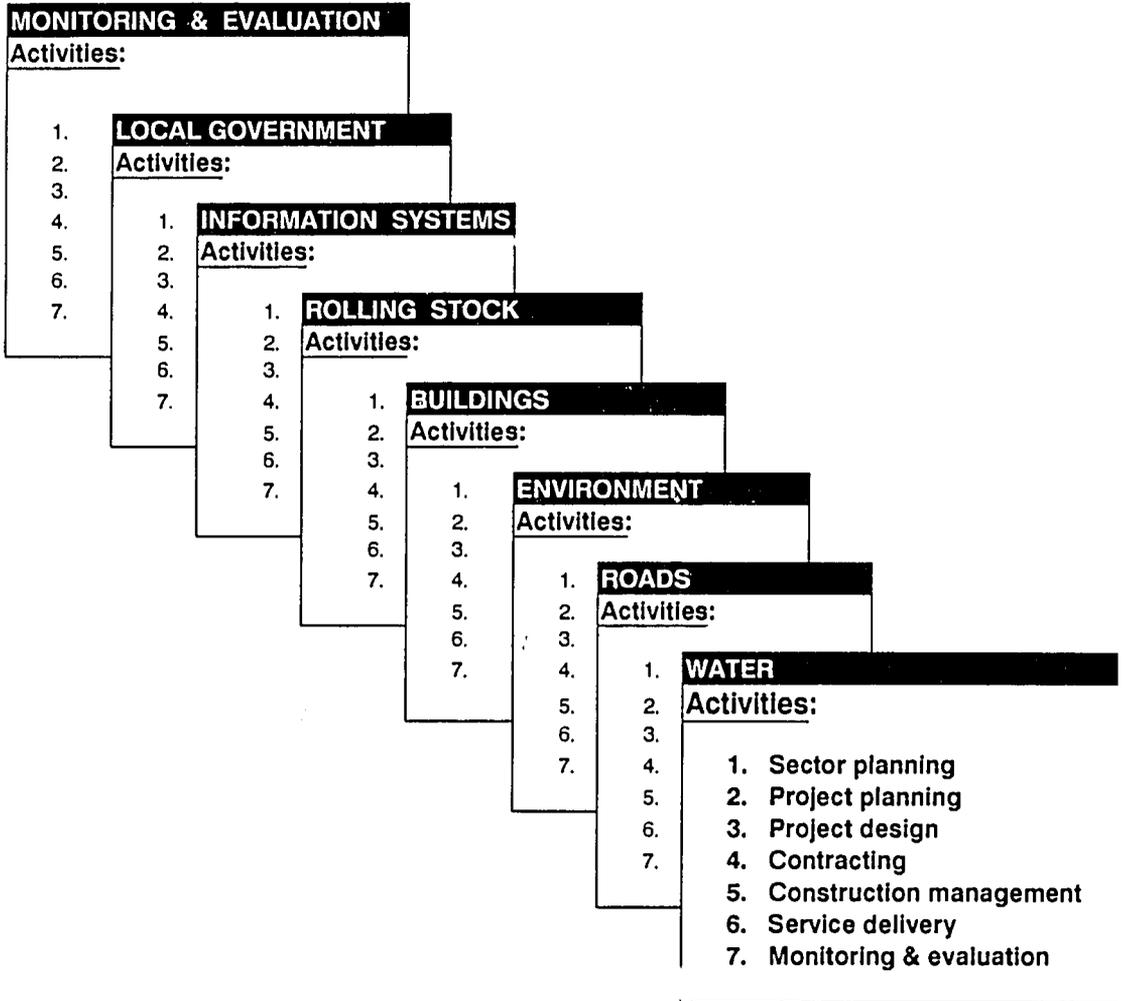
Activity 7 (*Program Support*) has two major components: special studies to support the other activities; and monitoring and evaluation to measure the impact of project interventions by sector.

Expected outputs for each activity, indicating the extent of geographic coverage, are presented for each sector. These outputs describe the results expected by September 1991 and represent the EOPS projected through September 1992.

Implementation of Sectorial TA Activities

The basic objective of Chemonics' technical assistance strategy is to replace the seasonal efforts of LD II-P capital investment planning and the annual preparations of recurrent cost budgets, with mechanisms and processes based on multi-year sector development plans. In other words, the strategy seeks to

SECTORS AND ACTIVITIES LOCAL DEVELOPMENT II - PROVINCIAL



integrate within each sector the processes of project planning, implementation, and service delivery.

Among these three processes, service delivery is pivotal. All TA efforts will be geared to developing local institutions capable of establishing—and in the long run, maintaining—levels of services in sustainable fashion. Indeed, the entire TA effort is focussed on the achievement of this fundamental end-of-project-status goal.

As explained above under *Methodology of TA Activity*, and shown in the chart on the following page, the 1990-1991 work plan has been divided into a series of sectorial activities, and each of these activities, in turn, has been divided into three complementary tasks:

- Capacity/needs assessment
- Technical assistance
- Institutionalization

Capacity/needs assessment typically involves the design and administration of surveys or other study techniques aimed at identifying local capacity (public and/or private sector) to carry out work at the various stages of the project life cycle and local government requirements for effective performance of the activities.

The *technical assistance* task involves the development and testing of prototypes aimed at upgrading local capacity in a sector; the type of intervention may include systems development, redefinition of scope of work and job description of targeted entities, the preparation of terms of reference, promotion of local inter-departmental coordination, intensive field assistance, pilot programs, and workshops, and training activities.

Institutionalization, the final task in each activity, aims at institutionalizing refined versions of successful interventions and applying them to additional localities. This task seeks to inculcate prescribed systems, procedures, skills, and techniques in the counterpart so that local government can undertake quality service delivery with minimum recourse to outside technical assistance.

Given the intensive character of this TA strategy, its application will necessarily be gradual, each sector focussing its efforts on three to six governorates in the first year, with an expansion of coverage in the second year on the basis of experience. While not all 22 governorates will receive equal amounts of TA by the end of the contract, it is expected that several governorates will have received sufficient TA in some sectors that a locally or centrally supported program of replication can extend successful prototypes to the whole of provincial Egypt. Until this state of affairs has been achieved, however, multi-sectorial TA will be provided to the annual planning cycles

ACTIVITIES AND TASKS

LOCAL DEVELOPMENT II - PROVINCIAL

ACTIVITY 1: SECTOR PLANNING

TASK 1: SECTOR ASSESSMENT
TASK 2: GOVERNORATE MASTER SECTOR PLAN
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 2: PROJECT PLANNING

TASK 1: ASSESSMENT OF LOCAL CAPACITY
TASK 2: TA IN SUBPROJECT PLANNING
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 3: PROJECT DESIGN

TASK 1: ASSESSMENT OF LOCAL CAPACITY
TASK 2: TA IN SUBPROJECT DESIGN
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 4: PROJECT CONTRACTING

TASK 1: ASSESSMENT OF LOCAL CAPACITY
TASK 2: TA IN SUBPROJECT DESIGN
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 5: CONSTRUCTION SUPERVISION

TASK 1: ASSESSMENT OF LOCAL CAPACITY
TASK 2: TA IN SUBPROJECT DESIGN
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 6: SERVICE DELIVERY

TASK 1: ASSESSMENT OF LOCAL CAPACITY
TASK 2: TA IN SUBPROJECT DESIGN
TASK 3: OPERATIONALIZATION / INSTITUTIONALIZATION

ACTIVITY 7: SECTOR PROGRAM SUPPORT

TASK 1: SPECIAL STUDIES
TASK 2: MONITORING AND EVALUATION

by interdisciplinary task forces mobilized and coordinated through the Local Government Section.

In addition to sector-specific technical assistance, the new work plan calls for a series of activities that encompass all the governorate departments and directorates participating in the GLDCs. These activities aim at promoting local intersector coordination and cooperation at the governorate headquarters level.

The membership of the GLDC comprises governorate-level counterparts of all the LD II-P TA sections. The GLDC is therefore the appropriate counterpart of the TA team as a whole and the appropriate focus of local intersectorial coordination in program planning and monitoring.

Activation of the GLDCs was achieved under AWP 1 in two governorates through the Advanced Seminars program. The program delivered four training modules to the GLDCs of Gharbiya and Ismailia. Each module concluded with the development of action plans for putting the course content into practice, and regular TA was provided in the intervals between modules. The result was the formation of genuine relationships of communication and collaboration among local government managers and improved skills in program planning, implementation and monitoring.

Under AWP 2, the Advanced Seminars will be replicated in all provincial governorates. In addition to discussing the action plans being developed in conjunction with the Advanced Seminars, governorate working groups will be asked to play an active role in providing technical and managerial assistance to markaz and village council officials in the development, implementation and management of their infrastructure projects.

Working closely with Chemonics advisors from the different sections, the groups will also be responsible for investigating implementation bottlenecks and mobilizing governorate and/or central level resources to help localities overcome hurdles at various stages of the project cycle. Finally, the groups will be asked to monitor expenditure and implementation rates and to supervise the production and distribution of computer-generated quarterly progress reports.

Organization of the Advisory Team

The organization of Chemonics' advisory team is derived from the technical assistance strategy above. Thus, the team is divided into nine sections, namely, on the technical side, Buildings, Environmental Engineering, Potable Water Supply, Roads, and Rolling Stock (including Cardex); and on the institutional side, Human Resources Development, Information Systems, Local Government, and Monitoring and Evaluation.

The advisory sections are supported administratively and logistically by three additional sections: Administration, Field Office Finance, and Training Administration. Finally, a Publications Section is responsible for quality control and timely delivery of Chemonics' written outputs, including sector assessments, reports, studies, and training materials, as well as monthly and quarterly progress reports.

In addition to the sectional divisions, the new organizational structure has four levels: the chief of party; the deputy chiefs of party; the section managers; and section staff.

The deputy chiefs of party administer two or more sections, and generally serve as section managers as well for one of the sections they are administering. As DCOPs, they exercise quality control, monitoring, and coordination functions with other departments by reviewing all deliverables in their area of expertise. They conduct strategy reviews to set common approaches, and share and promulgate problem-solving actions.

The section heads manage the day-to-day operations of their sections. In the engineering areas, the section will generally be staffed with a sector planner, a design specialist, a construction engineering advisor, at least one operations and maintenance advisor, and a data analyst. The remaining advisory sections consist mainly of planners, financial analysts and information systems specialists.

Both the DCOPs and sector heads are members of the Senior Management Committee, which meets weekly under the leadership of the chief of party.

The organization chart on the next page provides a synopsis of the structure of the team.

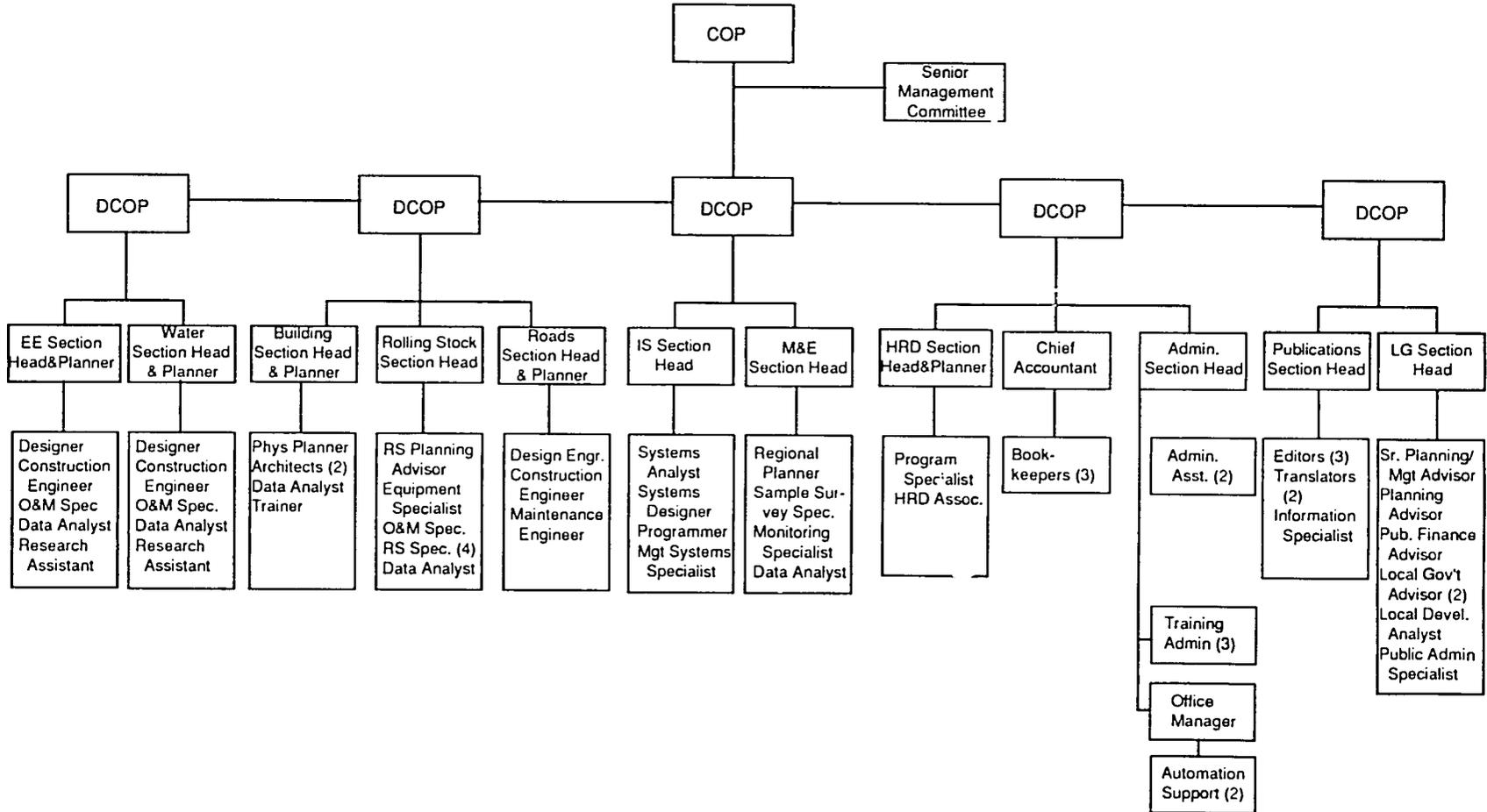
MONITORING AND EVALUATION

Under the proposed work plan, monitoring and evaluation would operate at several project levels.

At the level of local government, the work plan for each TA section includes a monitoring and evaluation capacity-building activity. Measurable performance indicators and monitoring and evaluation systems will be developed under this activity, enabling local government counterparts to assess their own institutional performance with respect to service delivery and quality-of-life goals, in order to evaluate interventions and allocate resources more efficiently.

At the level of the LD II-P Agreement, the Monitoring and Evaluation Section of the TA team will enhance the capacity of local governments to monitor and report on the expenditure of LD II-P block grant and Bab II O&M

CHEMONICS LD II-P PROJECT ORGANIZATION CHART



allocations in relation to locally developed plans, using a computer-assisted, generalized subproject monitoring system.

At the TA contractual level, monitoring and evaluation functions will include:

- Periodic progress reporting on work plan implementation.
- Periodic reporting on the impact of technical assistance in relation to the operational objectives of each section and of the team as a whole.
- Surveys and reports to assist, monitor, and measure the impact of GOE policy reform initiatives.
- Assessment of the validity of the contractor's technical assistance strategy in relation to the EOPS goals.

OUTPUT SUMMARIES FOR LD II-P SECTIONS

BUILDING SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
BD 1: DELIVERY SYSTEM ASSESSMENT	<ul style="list-style-type: none"> • Assessment report • Guidelines on regulatory framework • Training on regulatory framework (10 governorates) • 2 annual conferences • Bi-annual training reports 	<ul style="list-style-type: none"> • Identify local entities for training on the regulatory framework of the building industry • Transfer relevant material to entities for sustained delivery
BD 2: SUBPROJECT PLANNING	<ul style="list-style-type: none"> • Assessment (part of BDS1) • Orientation material and guidelines • Model plans for education and maintenance facilities 	<ul style="list-style-type: none"> • Integration of subproject planning with sector planning • Upgraded local review process and capability
BD 3: SUBPROJECT DESIGN	<ul style="list-style-type: none"> • Assessment of design and standard specs. • Assess potential for CAD introduction • Training on site selection, site planning, and design 	<ul style="list-style-type: none"> • Identify local entities for training in building design, documentation, and costing • Transfer relevant material to local entities
BD 4: PROJECT CONTRACTING	<ul style="list-style-type: none"> • 100+ vendors reviewed • Guidelines on vendor review and evaluation 	<ul style="list-style-type: none"> • Procedures for tendering, tender reviews and contracting adapted
BD 5: CONSTRUCTION SUPERVISION	<ul style="list-style-type: none"> • Guidelines for construction supervision and inspection • Joint inspection of sites 	<ul style="list-style-type: none"> • Identify local entities for training in construction supervision and inspection • Transfer relevant material to local entities
BD 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • TA in planning O&M facility upgrading • Guidelines on buildings M&R • Guidelines on buildings' adaptive re-use and rehabilitation • Training on M&R, adaptive re-use, and rehabilitation 	<ul style="list-style-type: none"> • Identify local entity for training on M&R, adaptive re-use and rehabilitation • Transfer relevant material to identified entity for sustained delivery
BD 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • Report on village physical planning pilot project in one village • O&M facilities study 	<ul style="list-style-type: none"> • Integrate village physical planning model in at least one governorate • O&M facilities upgraded in selected governorates

ENVIRONMENTAL ENGINEERING SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
EE 1: SECTOR PLANNING	<ul style="list-style-type: none"> • Concept paper on assessment and master planning • Damietta rural WW sector assessment & master plan • TORs for consulting firms • Training of 80 professionals in managing the process using local consultants 	<ul style="list-style-type: none"> • Master sector planning process institutionalized in 5 governorates • An evaluation report on sector planning
EE 2: SUBPROJECT PLANNING	<ul style="list-style-type: none"> • Assessment of local capacity in WW pilot project implementation • Manual for the planning of village wastewater projects • Training in village wastewater subproject planning (16 governorates) 	<ul style="list-style-type: none"> • Standardized methods and techniques in 16 governorates • Subproject plans incorporated according to master plans
EE 3: SUBPROJECT DESIGN	<ul style="list-style-type: none"> • Manual on small village WW systems design • Manual on the design of sewerage and pump stations • Training of 10 local engineers (16 governorates) 	<ul style="list-style-type: none"> • Series of tested manuals on 5 treatment technologies highlighting design parameters and details
EE4: PROJECT CONTRACTING	<ul style="list-style-type: none"> • Model contracts for wastewater projects • Manual on financial monitoring of wastewater projects 	<ul style="list-style-type: none"> • Procedures for contracting wastewater projects adopted by governorates
EE 5: CONSTRUCTION SUPERVISION	<ul style="list-style-type: none"> • Construction supervision manual for engineers • Construction supervision manual for technicians • Training workshops (16 governorates) 	<ul style="list-style-type: none"> • Standards for construction supervision of wastewater projects institutionalized
EE 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • Handbook on management of village level utilities • Technology-specific O&M manuals (5) • Report on the performance evaluation of pilot WW projects • Training workshops 	<ul style="list-style-type: none"> • Establishment of public works departments and utilities in selected village councils
EE 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • Solutions to critical environmental problems inhibiting rural development • Provision of means for replicating suggested solutions • Reports on financial, socioeconomic and public health issues in rural wastewater and sanitation 	<ul style="list-style-type: none"> • Identification of alternative wastewater technology for rural Egypt (e.g. small bore sewerage) • Pilot solid waste management schemes • Public health interventions • Final evaluation of wastewater pilots

HUMAN RESOURCES DEVELOPMENT SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
HRD 1: SECTOR ASSESSMENT AND PLANNING	<ul style="list-style-type: none"> • Sector assessment report • HRD master plan in 3 governorates 	<ul style="list-style-type: none"> • HRD Sector plan completed in 7 governorates
HRD 2: PROGRAM SUPPORT	<ul style="list-style-type: none"> • HRD standards and guidelines manual • Impact assessment of training activities 	<ul style="list-style-type: none"> • Assessment of LD II-P HRD activities • Institutionalization strategies and plans for selected HRD programs
HRD 3: NEW HRD PROGRAMS	<ul style="list-style-type: none"> • TA to Saqqara Local Government Training Institute • Feasibility study and long-term development plan for Saqqara Institute 	<ul style="list-style-type: none"> • Progress report on Saqqara Institute activities

INFORMATION SYSTEMS SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
IS 1: SECTOR PLANNING	<ul style="list-style-type: none"> • Sector plan completed in 2 provincial governorates 	<ul style="list-style-type: none"> • Sector plan in use in 5 provincial governorates
IS 2: GEOGRAPHIC INFORMATION SYSTEM	<ul style="list-style-type: none"> • One GIS prototype application on line and ready to be ported 	<ul style="list-style-type: none"> • 2 GIS applications installed, and operational in 2 provincial governorates
IS 3: SOFTWARE CUSTOMIZATION AND DESIGN	<ul style="list-style-type: none"> • Water billing software installed in one provincial governorate • Contractors' profiles software operating in one governorate 	<ul style="list-style-type: none"> • 3 - 4 applications software developed and installed in 5 - 15 provincial governorates
IS 4: CONTRACTING	<ul style="list-style-type: none"> • Hardware maintenance contracts procured from private local firms in 1 - 3 provincial governorates 	<ul style="list-style-type: none"> • Hardware maintenance contracts procured from private local firms in 10 - 15 provincial governorates
IS 5: INFORMATION CENTERS	<ul style="list-style-type: none"> • Governorate information centers under development in at least 3 provincial governorates 	<ul style="list-style-type: none"> • Governorate information centers in operation in at least 3 provincial governorates
IS 6: OPERATIONS AND MAINTENANCE	<ul style="list-style-type: none"> • Annual work plans in use in at least 5 provincial governorate computer sites 	<ul style="list-style-type: none"> • Annual work plans in use in all provincial governorate computer installations
IS 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • Special projects • Indicators of sector performance in place in 1 - 3 governorates 	<ul style="list-style-type: none"> • Special projects • Indicators of sector performance in place in 5 - 7 governorates

LOCAL GOVERNMENT SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
LG 1: INSTITUTIONAL ASSESSMENT	<ul style="list-style-type: none"> • Report, recommendations • Workshops/implementation plans (3 governorates) 	<ul style="list-style-type: none"> • Tested strategies for institutional or sub-institutional change in the direction of greater LG autonomy and effectiveness
LG 2: LOCAL ADMINISTRATION AND MANAGEMENT	<ul style="list-style-type: none"> • Report (incorporated with LG1) • Monthly governorate working group meetings • Working group implementation plans • Statistical handbook on infrastructure and services 	<ul style="list-style-type: none"> • Multi-year sectorial development objectives and implementation plans (6 governorates)
LG 3: INTERIM PLANNING SYSTEM	<ul style="list-style-type: none"> • Needs and performance-based block grant system • Fourth-year general and sector-specific planning guidelines • Fourth-year LD II-P project plans 	<ul style="list-style-type: none"> • Performance-based allocation system institutionalized
LG4: ADVANCED SEMINARS	<ul style="list-style-type: none"> • Evaluation report • Revised curricula and material • Seminar offered to 10 - 12 governorates 	<ul style="list-style-type: none"> • Advanced seminar series delivered in all provincial governorates
LG 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • Report on local revenues and recommendations for improved collection and greater local autonomy • Model for revenue enhancements and fiscal management • Action plans workshop 	<ul style="list-style-type: none"> • Improved LG revenue collection efficiency and fund management skills capacity
LG 7: PROJECT SUPPORT	<ul style="list-style-type: none"> • Concept paper on integrated planning • Study of the potential development of a revolving fund for environmental projects 	<ul style="list-style-type: none"> • Procedures and techniques for sectorial and regional planning • Capital cost recovery pilot

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MONITORING AND EVALUATION SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
M&E 1: POLICY ANALYSIS	<ul style="list-style-type: none"> Decentralization performance indicators system in place. 	<ul style="list-style-type: none"> National and governorate level decentralization performance assessed quantitatively on a regular basis.
M&E 2: INFRASTRUCTURE & SECTORIAL DATABASE	<ul style="list-style-type: none"> Multisectorial database installed and rural development handbook produced in one provincial governorate. 	<ul style="list-style-type: none"> Multisectorial database installed and rural development handbook produced in three provincial governorates.
M&E 3: LOGIS SUBPROJECT MONITORING SYSTEM	<ul style="list-style-type: none"> Generalized subproject monitoring applications software installed in all 22 governorates. 	<ul style="list-style-type: none"> Improved system of subproject monitoring in place involving technical departments and marakez in at least five governorates.
M&E 6: SERVICE DELIVERY INDICATORS	<ul style="list-style-type: none"> Service delivery and public quality of life indicators system installed in at least one governorate. 	<ul style="list-style-type: none"> Service delivery and public quality of life indicators system installed in at least three governorates.
M&E 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> System of indicators for monitoring absorptive capacity, subproject quality, planning capacity, and local participation in place. 	<ul style="list-style-type: none"> Regular, quantitative reports on absorptive capacity, subproject quality, planning capacity, and local participation.

POTABLE WATER SUPPLY SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
PWS 1: SECTOR PLANNING	<ul style="list-style-type: none"> • Summary report of situation in governorates • Manual for TOR for master planning studies • Workshop on master plans TOR 	<ul style="list-style-type: none"> • Master plan studies by governorate • Standards of level of service for planning • Institutional reform reviewed in all governorates
PWS 2: SUBPROJECT PLANNING	<ul style="list-style-type: none"> • Revised guidelines/planning forms as needed • Inputs to secretary general seminars/orientations • Summary report of subproject for PLDC • O&M water sector budgets 	<ul style="list-style-type: none"> • Gov. counterparts responsible for managing planning cycle • ORDEV staff collating governorate plans and preparing PLDC reports
PWS 3: SUBPROJECT DESIGN	<ul style="list-style-type: none"> • Summary of standards/drawings hum. resources • 2 modules to reinforce design capacity at village /markaz • TOT course for 22 governorates (two modules) 	<ul style="list-style-type: none"> • 3 Modules for design of facilities • 3 TOT courses for design of demand, wells, storage, pumps, networks • Governorate staff responsible for design of LD II subprojects
PWS 4: PROJECT CONTRACTING	<ul style="list-style-type: none"> • 3 modules specifying water facilities, (pipe laying, wells, pump) • TOT course for 3 modules on specifications • Section on project contracting for summary report 	<ul style="list-style-type: none"> • Modules for specifying 2 facilities (water towers, pump stations) • TOT in 2 facilities • Governorate handles contract management of LD II subprojects
PWS 5: CONSTRUCTION SUPERVISION	<ul style="list-style-type: none"> • Manual on construction supervision • TOT courses on 3 topics • Section on construction supervision for summary report 	<ul style="list-style-type: none"> • TOT course for pump stations, pump installations • Governorate staff responsible for construction supervision of LD II projects.
PWS 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • TOT O&M program (2 governorates) • Report on replication of loss reduction program • Report on pilot water system self management • Inventory database of provincial water systems • Section on service delivery for summary report 	<ul style="list-style-type: none"> • Posters and videos on loss reduction • Replication of loss reduction program - 5 gov'ates • Report on institutional aspects of service delivery
PWS 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • Report on water consumer needs • Report on cost recovery of water systems • Report on economics of alternative energy for water pump stations. 	<ul style="list-style-type: none"> • Survey of contribution of water system leakage to subsoil wetness

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ROADS SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
RD 1: DELIVERY SYSTEM ASSESSMENT	<ul style="list-style-type: none"> • Assessment report • Sector planning forms • Sector planning training (4 courses) 	<ul style="list-style-type: none"> • Road master plans performance in 3 governorates
RD 2: SUBPROJECT PLANNING	<ul style="list-style-type: none"> • Assessment report • Subproject planning forms and training (part of RPIS) • Model feasibility studies 	<ul style="list-style-type: none"> • Local planning review process upgraded • Planning systems and procedures in place • Road feasibility study techniques standardized
RD 3: SUBPROJECT DESIGN	<ul style="list-style-type: none"> • Assessment report • Design training course (4 repetitions) 	<ul style="list-style-type: none"> • Increased minimum requirements for design documentation
RD 4: PROJECT CONTRACTING	<ul style="list-style-type: none"> • Assessment report • Contracting courses (4 repetitions) • Advanced contracting course (2 repetitions) 	<ul style="list-style-type: none"> • Road contracts in conformity with GOE regulation and standards of LD II-P
RD 5: CONSTRUCTION SUPERVISION	<ul style="list-style-type: none"> • Assessment report • Construction course (4 repetitions) • Advanced construction course (2 repetitions) 	<ul style="list-style-type: none"> • Increase testing and reporting requirements • Transmit training material
RD 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • Assessment report • Maintenance course (4 repetitions) • TA field trips 	<ul style="list-style-type: none"> • Advanced maintenance course for governorate and markaz engineers • Road O&M procedures institutionalized
RD 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • Chief Road Engineer seminar • Occasional policy letter 	<ul style="list-style-type: none"> • Establish in cooperation with engineers' syndicate and/or Road and Bridge Authority a mechanism for continuing education

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ROLLING STOCK SECTION OUTPUTS

Activities	September 1991 Outputs	September 1992 EOPS
RS 1: SECTOR ASSESSMENT	<ul style="list-style-type: none"> • Assessment designs • Assessments in 4 - 6 governorates • <i>Case Studies in Equipment Utilization</i> 	<ul style="list-style-type: none"> • Revised assessments in 4 - 6 governorates • Initial assessments in 6 - 10 other governorates
RS 2: STRATEGIC PLANNING	<ul style="list-style-type: none"> • Concept paper • Strategic plans in 4 - 6 governorates • <i>Approaches to Rolling Stock Service Provision and Equipment Maintenance</i> 	<ul style="list-style-type: none"> • Tested strategies for RS service provision and O&M • Revised and expanded strategies in original governorates • RS conferences • Initial strategic plans in 6 - 10 other governorates
RS 3: DESIGN OF INTERVENTIONS	<ul style="list-style-type: none"> • Implementation plans in 4 - 6 governorates • RS seminar 	<ul style="list-style-type: none"> • Model governmental RS service delivery and O&M systems in 2 - 3 local governments • Replication in 3 - 5 other local governments
RS 4: CONTRACTING	<ul style="list-style-type: none"> • Report on past contract experience and proposals of additional arrangements • TORs and model contracts • RS seminar 	<ul style="list-style-type: none"> • Model private sector RS service delivery and O&M systems in 2 - 3 local governments • Replication in 5 - 6 other local governments
RS 5: IMPLEMENTATION	None	<ul style="list-style-type: none"> • Assessment of strategies • RS conferences • Feedback and support to RS 2, 3, and 4 activities
RS 6: SERVICE DELIVERY	<ul style="list-style-type: none"> • Continuation in of pilot O&M program and replication in 2 other governorates • Cardex system replication • TA in O&M service contract monitoring and mgmt • RS seminars 	<ul style="list-style-type: none"> • Feedback and support to RS 3 and RS 4 activities • Spare parts management system • Consumer orientation and LRM measures in 4 - 6 governorates
RS 7: PROGRAM SUPPORT	<ul style="list-style-type: none"> • <i>Performance Measurement Manual</i> • Performance monitoring guidelines, training, and TA • RS seminars 	<ul style="list-style-type: none"> • Effective monitoring system in 10 - 16 governorates • Improved RS utilization and performance in 4 - 6 governorates