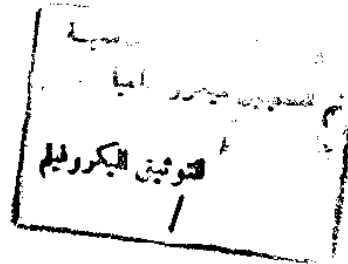


University
Faculty of Economics and Political Science
Department of Public Administration



**Design and Administration of Public Policy in
Environmental Protection: a comparative study with
special reference to Egypt
(from the 1970s to the 1990s)**

320.6
L. M.

Dissertation in partial fulfillment for the
Ph.D. Degree requirements

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4 November 1999

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regarding the 1992 NEAP.

List of Acronyms

ACF	Advocacy Coalition Framework
CAPMAS	Central Agency for Public Mobilisation and Statistics
CCAP	Cairo Clean Air Project
CDSS	Cabinet Decision Support System
CEA	Central Environmental Agency
CEDARE	Centre for Environment and Development for the Arab Region and Europe
CIDA	Canadian International Development Agency
CNG	Compressed Natural Gas
DANIDA	Danish International Development Agency
EAP	Environmental Action Plan
EDA	Economic Development Administration
EEAA	Egyptian Environmental Affairs Agency
EEC	European Economic Community
EIA	Environmental Impact Assessment
EMA	Environmental Management Act
EMU	Environmental Management Unit
EPA	Environmental Protection Agency
EP	Environmental Profile
EPL	Environmental Protection Law
ER	Executive Regulations
ERSAP	Economic Reform and Structural Adjustment Programme
ESA	Educational Service Agencies
EU	European Union
FES	Friedrich Eberts Stiftung
FINNIDA	Finnish International Development Agency
GDP	Gross Domestic Product
GEF	Global Environment Facility
GEAP	Governorate Environmental Action Plan
GEP	Governorate Environmental Profile
GIPAP	Governorate Industrial Pollution Abatement Plan
GOB	Government of Bangladesh
GOE	Government of Egypt
GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeit
ICU	International Coordination Unit
IMF	International Monetary Fund
ION	Inter-organisational network
IOR	Inter-organisational relations
ISO	International Standards Organisation
JICA	Japanese International Cooperation Agency
KfW	Kreditanstalt fuer Wiederaufbau

METAP	Mediterranean Environmental Technical Assistance Programme
MOEF	Ministry of Environment and Forest
MPWWR	Ministry of Public Works and Water Resources
NEAP	National Environmental Action Plan
NEMAP	National Environmental Management Action Plan
NEPP	National Environmental Policy Plan of the Netherlands
NGO	Non-governmental organisation
NOPWASD	National Organisation for Potable Water and Sewage Disposal
NPDS	National Plan for the Development of Sinai
ODA	Overseas Development Administration of the United Kingdom
OECD	Organisation for Economic Cooperation and Development
O&M	Operation and Maintenance
OPEC	Organisation of the Petroleum Exporting Countries
PAAP	Pollution Abatement Action Plan
PAP	Pollution Abatement Project
PPP	Polluter Pays Principle
RIVM	National Institute for Public Health and Environmental Protection
SC	Steering Committee
SEMP	Sustainable Environmental Management Programme
SIDA	Swedish International Development Agency
SIP	Sustainable Ismailia Project
SIP	State Implementation Plans
TCOE	Technical Cooperation Office for the Environment
TISC	Technical and Institutional Support Component
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
VROM	Ministry of Housing, Spatial Planning, and the Environment of the Netherlands
WB	World Bank
WTO	World Trade Organisation

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Introduction

Introduction

This study examines the processes and outputs of the National Environmental Action Plan (NEAP) of Egypt of 1992. The study of the 1992 NEAP is made to identify points of strength and weakness in the process and the content to propose recommendations for planners of the next Egyptian national environmental action plan or strategy.

The National Environmental Action Plan (NEAP) is the official blueprint for environmental activity in Egypt, although it was developed in the absence of an environmental strategy or policy. The NEAP spelled out the environmental priorities of Egypt. These priorities were planned to be translated into environmental protection projects to be funded for approximately \$500 million by the World Bank. This money did not materialise and consequently the NEAP was not implemented. Even if the World Bank did not provide the \$500 million, why did the Egyptian government not implement some of the most pressing environmental priorities of the NEAP through other funding sources, domestic and foreign? It seems there had not been sufficient political will to do so. From the inertia

towards the NEAP it seems environmental issues were not at that stage a priority for the Egyptian government and the NEAP was a foreign driven process that became dormant once external funding was not provided.

A. The Objectives and Focus of the Research

This study focuses on the analysis of the Egyptian National Environmental Action Plan (NEAP) to:

1. analyse its formulation with the goal of deriving lessons for future environmental action planning in Egypt.
2. To use available theoretical models and frameworks to better analyse, plan and formulate actions. The analytic approaches are also used to synthesise lessons learned from the NEAP.
3. To review some models of environmental planning from other developing and developed country experiences, Bangladesh and the Netherlands, as a catalyst for "out-of-the-box" thinking for better decision formulation, planning and subsequently implementation; and
4. To provide recommendations for a new or revised nationally supported NEAP for Egypt in the future.

B. Significance of the Study

The study's main focus is to analyse the dormant National Environmental Action Plan (NEAP) of Egypt to draw lessons and patterns to promote a more successful NEAP in the future. The research is meant to make planners aware of possible problem areas and to offer recommendations through a planning scenario for future environmental action planning in Egypt. The recommendations and scenarios presented are to be treated as "general parameters", as implementation needs adaptation and flexibility. This need for flexibility makes it impossible to have a "forward mapping"¹ scenario, because planners and policy makers cannot control the multitude of variables that constitute and affect implementation. Since the NEAP became dormant in the early 1992, no other national environmental action plan was designed. Attempts are currently under way to revise the existing NEAP, or to prepare a new one, partially funded by UNDP. Therefore, this research could be of interest to the planners, stakeholders and managers involved in the new NEAP. Further, Egypt is a developing country

¹ Elmore, R.F. "Backward Mapping: Implementation Research and Policy Decisions", Political Science Quarterly, 94, Winter 1979-80, p601-16.

that faces many difficulties other developing countries do. So, although this study is not a comparative study nor does it advocate the direct transfer of experience, but general patterns and lessons learned can be valuable for other NEAP initiatives, especially in the Arab region.

C. The Research Questions

This research is guided by an empirical quest: What should a decision maker in charge of formulating the new NEAP in Egypt take into account? What are the lessons learned - from the 1992 NEAP and from other countries' experiences - that can guide future environmental planning processes in Egypt? What are the eventual pitfalls to avoid? What are the main recommendations for a new NEAP?

Environmental action planning as analysed in this research is planning for implementation. Planning is viewed as an empirical process with a focus from the very beginning on how applicable and implementable each planned action is. The preparation of a national environmental action plan is a complex enterprise. Environmental action planning involves the interaction of many diverse stakeholders. The more players are involved in an action plan the more variables we have and the less predictable that plan