

**Institutional and Organizational Analysis of**  
**NCS - Red Sea Rangers**

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# **Institutional and Organizational Analysis of NCS - Red Sea Rangers**

## **Introduction**

The governments of Egypt and United States of America, acting through the US Agency for International Development (USAID), have launched the Egyptian Environmental Policy Program (EEPP) as of 1999, aiming at supporting policy, regulatory, and institutional reforms to promote environmental quality and to protect natural resources. Within the framework of EEPP, technical assistance provided to Egyptian Environmental Affairs Agency (EEAA) by the Program Support Unit (PSU), as part of enhancing management and conservation of Red Sea coral reefs, islands, and linked ecosystems of important, the PSU has assigned the consultant to help fulfilling parts of the EEPP Tranche 2 work plan for Policy Measure 2.1, specifically tasks 1.1, 3.1 and 3.4. The major objective of the assignment is to implement institutional and organizational analysis of NCS and Red Sea Protectorate (rangers).

The methodology of implementing the assignment is to generate information through:

### Document Review

The consultant reviewed all documents made available. The aim is to form an opinion to what extent the Red Sea rangers are able to fulfill their scope of work and objectives.

### Interviews

The consultant during the course of preparing this report has interviewed representatives of the NCS, PSU, local administrations, participating NGOs, private sector and agencies working in the Red Sea area. The evaluating team also interviewed key persons and staff of the Red Sea Protectorate. This enabled evaluators to take a first-hand, in-depth look at the factors influencing the key organizational entities and stakeholders. Reports on key meetings are presented as annexes to this document.

### Field Visits

To formulate a complete picture of activities, the review team arranged field visits to Red Sea Protectorates' offices, where the consultant met with the major stakeholders.

The analysis, as a main facet of an institutional and organizational review, has identified positive findings after thorough review, as well as a number of constraints and recommendations for improvement. Overall, the review finds that the red sea rangers are functioning well, especially in coordination with certain stakeholders. Constraints include, but not limited to, lack of adequate support staff for the rangers, but this can be improved readily and can enhance the rangers' output. Also, making rangers permanent EEAA staff would enhance their performance. Additionally, communication and coordination between the Protectorate rangers and other agencies, stakeholders and authorities has been accomplished well, better with some agencies than others. To remedy the relationships that need improvement, one recommendation of this report is to launch awareness raising efforts to educate other agencies about the environmental aspects faced by the Protectorates, as well as establishing a coordination mechanism between NCS and other

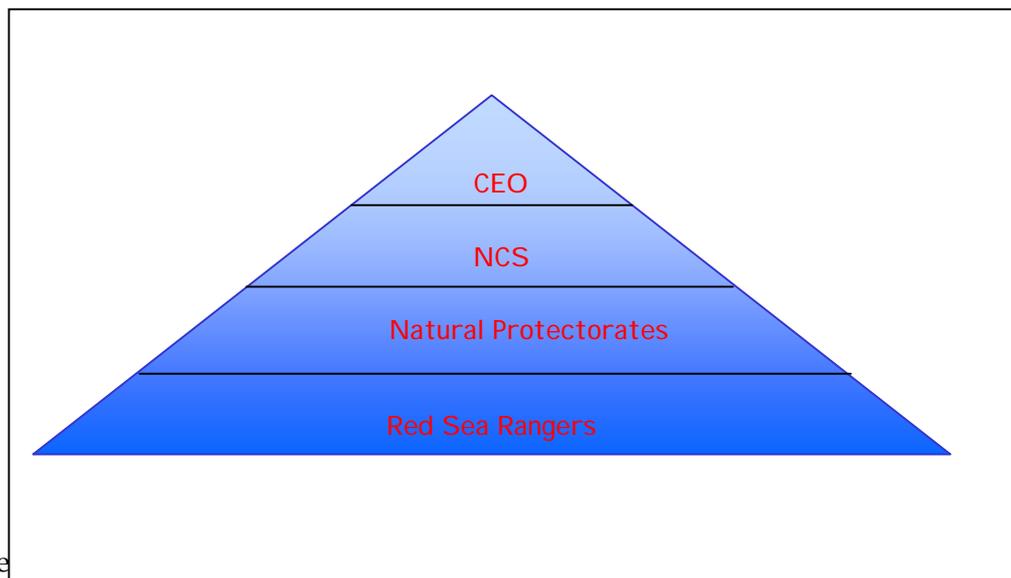
line Ministries. Furthermore, the Red Sea Protectorate would be best served by hiring a highly qualified, permanent EEA-employed General Manager. This is particularly important in light of the eventual hand-over. And finally, phasing out of the PSU should be planned for and implemented gradually from the present time, ensuring that the hand-over is smooth and unit's sustainability is secured.

This report consists of three sections. Following this introduction, the report discusses the institutional/organizational status of Red Sea rangers as well as the main stakeholders, spotting coordination opportunities and conflicts, and specifies areas for communications improvements. Furthermore, the section identifies the main barriers facing Red Sea rangers. Second section is devoted to describing the institutional set-up, organizational status and stakeholders of NCS. Included is a special section on recommendations for strengthening the institutional and organizational set-up of the NCS and Red Sea rangers.

## 1. Institutional/Organizational Status of Red Sea Rangers

The administrative level of Red Sea Protectorate (Red Sea rangers) remains at a section level reporting directly to the Head of the NCS (Dr. Fouda). The Unit lacks formal institutional and organizational set up; it performs its tasks as a Staff Unit assisting the NCS in relating matters. Figure 1 shows the current institutional status of the Red Sea rangers.

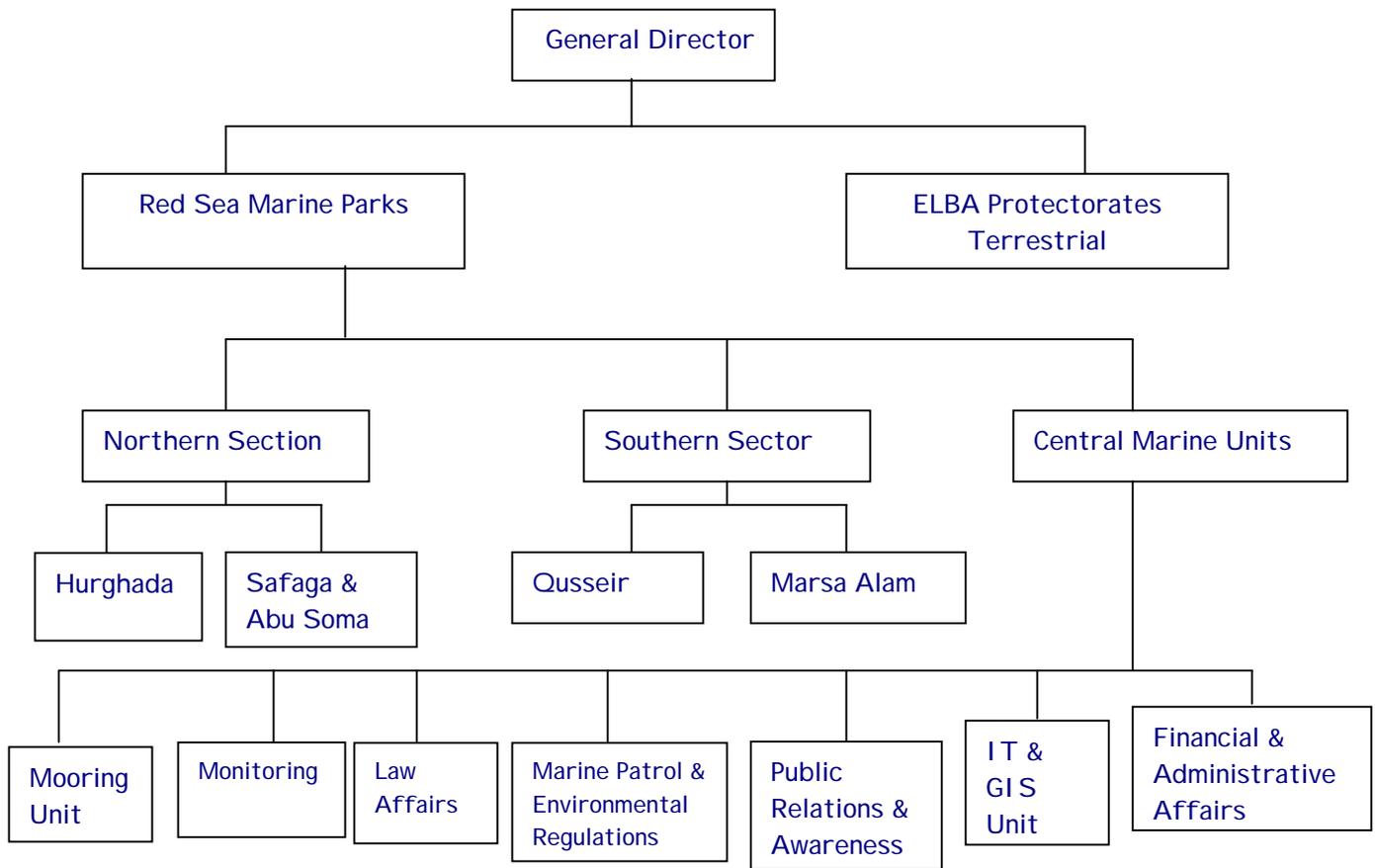
**Figure 1**  
**Institutional Set-up of Red Sea Rangers**



The [redacted] to support the protectorate office at the Red Sea area and acting as the general supervisor of the Unit. The consultant, Dr. Mahmoud Hanafy, holds an advanced degree in marine biology accompanied with extensive experience in environmental management.

Furthermore, Dr. Hanafy works as the environmental consultant to the Governor of Red Sea, which adds influential political and executive support to the Unit's activities. It is worth noting that the Governor's support to environmental sector is due to his personal beliefs in the importance of environment protection for the region. Support from the Governor is enhanced by good interpersonal relationships.

Unofficially, Dr. Hanafy has developed a simple organizational set-up for the temporary facilitation of day-to-day work of the Unit. The following diagram presents the current organizational set-up of the Unit:



The Unit's main scope of services includes, but is not limited to, the following:

1. Implementing the National Plan for development of Red Sea Protectorates.
2. Managing and maintaining the Red Sea Protectorates and supervising operations, to preserve natural wealth.
3. Encouraging pilot projects and initiatives to preserve natural resources and monitoring its implementation within Red Sea area.
4. Designing and implementing mooring strategy in the Red Sea Protectorate.
5. Increasing environmental awareness in the area.
6. Enforcing the implementation of civil laws to protect the environment, mainly Law 4 of 1994 for Environment and Law 103 of 1983 for Natural Protectorates.
7. Supervising on the implementation of international agreements and conventions regarding Red Sea area.
8. Participating in the technical review of the EIAs and following-up on their implementation.

There exist a number of constraints to the effective and superior functioning of the Protectorate rangers' activities. Based on the analysis of current functioning of Red Sea Protectorate's offices, the major barriers impeding Red Sea rangers' activities could be summarized in the following:

- There is no clear vision of roles and responsibilities of the rangers in enforcing laws.
- Tiny administrative level of the Unit (section) limiting career path and motivation.
- Lack of approved appropriate organizational structure for the Unit.
- Limited number of qualified rangers and inadequate number of support staff.
- Inappropriate legal contractual arrangements of the rangers, which impeded granting power to effect seizures in respect to Law 4 of 1994 for the Environment.
- Inadequate equipment and facilities to support rangers' activities.
- Insufficient official coordination between the major stakeholders, other than the Governorate, such as borders guards, police force, Ministry of Agriculture (Fishery Development Org.), Ministry of Tourism ...etc.
- Limited role of NGOs in raising environmental awareness and liaison with different beneficiaries.
- Delay in the completion of the Red Sea RBO.
- Lack of adequate office space owned by EEAA (current office space is rented by the PSU), equipped workshop and appropriate storage facilities.
- Insufficient coordination with other different departments within EEAA which occasionally resulting conflicting actions.
- Lack of sufficient capacity building programs for rangers and cooperating agencies.
- There is a need to increase environmental awareness and understanding of Law 4 for Environment and Law 102 for Natural Protectorates among corresponding agencies.
- Needs to enhance information flow between EEAA's different departments and the protectorate of Red Sea.

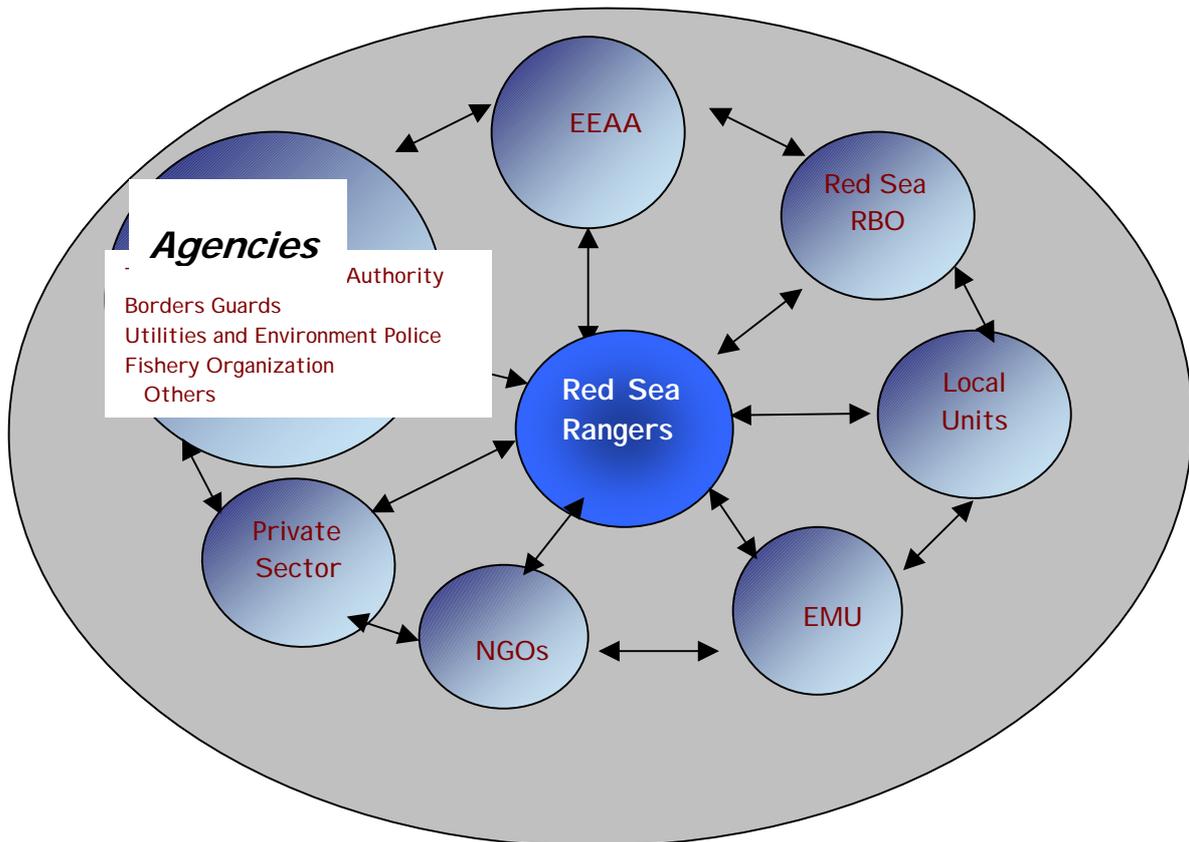
There are opportunities to improve this situation, and the institutional and organizational analysis ought to be the beginning of a process not only to review the current situation with respect to the condition and effectiveness of rangers' activities, but the start of improving the situation as well.

## — Stakeholders of the Red Sea Rangers

In the flow of the Red Sea rangers' practices, a number of major players could complement or contradict their work. Those major stakeholders are:

- ✿ EEAA
- ✿ Red Sea RBO
- ✿ EMU
- ✿ Agencies
  - Borders Guards, Ministry of Defense
  - Utilities and Environment Police, Ministry of Interior
  - Tourism Development Authority, Ministry of Tourism
  - Fishery Development Organization, Ministry of Agriculture
  - Others
- ✿ NGOs
- ✿ Private Sector (Investors, Diving Centers and boats owners)

**Figure 2**  
Stakeholders of the Red Sea Rangers



**Figure 2** shows the major stakeholders of the Red Sea rangers. Details of EEAA, RBO and local administration are presented in Section 2.3 under the stakeholders of the NCS. **The following section presents details of the active agencies affecting environmental protection in Red Sea area, their working relation with the rangers, and areas for improvement.**

## ***1.1 Active Agencies Affecting Environmental Protection in Red Sea Area, their Working Relations with the Rangers and Areas for Improvement***

### **1.1.1 The Environmental Management Unit (EMU)**

The Environmental Management Unit (EMU) was established by a Governor's Decree in 1982. On March 5, 1987, the Chairman of the CAO A approved the establishment of the EMUs in the governorates. The Red Sea EMU is affiliated administratively to the governor's office and technically to the EEAA. And according to the letter of EEAA No. 659 dated 9th of November 1987 and that of CAO A No. 4616 dated 5th of November 1987 concerning modification of jurisdictions of EMUs, the governor has issued a decree identifying the objective and activities of the EMU as follows:

#### ***Objective of the EMU:***

To work towards preserving the environment within the governorate boundaries and towards protecting it from pollution and deterioration, particularly in relation to the following aspects: drinking water, disposal of liquid human and industrial waste, irrigation and drainage, protecting sea water from pollution, public cleansing, filling up wetlands, health matters, air pollution, protection from radiation, maintaining wildlife and useful animals, and preserving soil against industrial and agricultural chemical contamination including pesticides and harmful substances.

#### ***EMU's Scope of Work:***

- ✿ Coordinating with EEAA and monitoring its recommendations.
- ✿ Follow-up of studies and information disseminated in the field of environment protection at national and international levels.
- ✿ Contributing in the implementation of the National Plan for environmental protection and the national studies.
- ✿ Issuing directives required for the purpose of protecting the environment, safeguarding it against pollution and deterioration in addition to supervising their execution.
- ✿ Recognizing the existing laws concerning environment and coordinating with entities responsible for their implementation within the geographical boundaries of the governorate.
- ✿ Studying problems that impede implementation of laws concerning environment and assisting in raising efficiency of agencies responsible for implementation in this respect.
- ✿ Identifying and studying local environmental problems, making use of assistance provided by local and national technical agencies with a view to setting solutions

suitable to these problems, and making use of the available capabilities on the local and national levels to implement these solutions.

- ✿ Monitoring activities pertaining to various environmental fields in addition to monitoring changes in relation to environmental laws and making opinions in terms of the need to modify existing laws in this respect.
- ✿ Performing qualitative monitoring of marine organisms and natural and geological formations.
- ✿ Following up environmental monitoring, analyzing its results and proposing means of treatment.
- ✿ Following up and analyzing environmental phenomena.
- ✿ Proposing short- and long-term plans at the local level for improvement and development of natural resources.
- ✿ Proposing emergency and contingency plans for protecting the environment at the governorate level.
- ✿ Monitoring implementation of environmental improvement projects after being endorsed by EEAA.
- ✿ Proposing and preparing training, communication and information programs in relation to environment at the governorate level.
- ✿ Issuing informative leaflets for the purpose of enhancing environmental awareness and informing citizens about objectives of environmental protection and improvement of its quality.

#### ***EMU's working relations with Red Sea Rangers***

The EMU performs its scope of services in implementing Law No. 4 for the Environment in close coordination with the Red Sea rangers. Due to the limited resources of the EMU, whether in manpower (5 persons) or facilities, the EMU draws on available resources at the rangers' offices mainly to implement technical review of the EIAs and forming joint committees to follow-up in their implementation. Moreover, if the rangers detect any violations of Law No. 4, they will be reported to the EMU to present it to the Governor for actions.

### 1.1.2. Tourism Development Agency

The Scope of Work of the agency regarding environmental protection could be summarized in the following:

- Encourage environmentally sound, private investment in tourism development
- Establish tourist zones and oversee the implementation of their development planes
- Develop infrastructure schemes in these zones and recover their costs
- Monitor the application of environmental regulations

In carrying out these responsibilities, TDA has the authority to acquire and sell tourism development lands and retain the income and to charge fees for assessing and monitoring projects.

TDA has therefore already taken a key decision in tourism development: the location, extent and configuration of the initial lands that will be converted from their natural state to resort development and its related uses.

*There are many other important development and environmental management responsibilities that reside with TDA, including:*

- Mandate and assist the preparation of development planes for tourism centers to assure high quality environmental planning and design.
- Modify existing subdivisions to achieve development and environmental protection objectives.
- Require and assist the protection important environmental assets that fall within allocated properties.

Guide the management of the coastal setback lands (dedicated on all waterfront parcels) to assure public access, limit inappropriate treatment of the natural landscape and encourage landscape design.

- Adjust the 3-year provision as needed to enable more careful development planning encourage ecology/ecotourism development with consistent resource management policies.
- Assist in the formation and strengthening of the Integrated Development Companies.

Provide early technical assistance and information to assist developers in meeting development and environmental protection objectives.

- Mandate preparation of EIAs for each tourism center prior to authorizing development on individual parcels.

- Work with developers to ensure thorough preparation and sound implementation of Environmental Impact Assessments (EIAs), mitigation measures and subsequent monitoring.

The working relationship between TDA and EEAA/red sea rangers can be described as follows:

- △ The TDA/EEAA relationship is good in general. TDA's Steering Committee includes two permanent members representing EEAA. At the local level, cooperation between the Agency and Red Sea rangers reflects a good working relationship.
- △ Coordination between the TDA in red sea and the rangers is not carried out on regular basis; rather it takes place on certain occasions as needed.
- △ The relationship could experience some difficulties because TDA, while promoting tourism investments, could disregard environmental concerns.

***Areas for Improvement:***

- ✓ Implement workshops for homogenous groups to present and discuss environment law and its enforcements.

### **1.1.3 Borders Guards, Ministry of Defense**

In the course of protecting Egyptian borders, the Unit is responsible for enforcing all civilian laws in borders areas, whether at sea or on land. Among those laws, Law No. 4 for the Environment is the most dominating civil law in the Red Sea area. Coordination with border guards and the Defense Ministry marks a noteworthy accomplishment.

Based on the personal beliefs and commitment of the Unit Head towards environmental protection, in addition to the governor's clear directions and support for environmental protection, the Unit's position on environmental protection and enforcement of Law No. 4 is among its top day-to-day priorities.

Coordination between the Unit and Red Sea rangers is considered good but remains an area for improvement. Coordination actions could be summarized as follows:

- △ Granting the rangers the required permissions to work in military restricted areas as needed.
- △ Arranging for joint patrolling missions. Those missions should be arranged for beforehand.
- △ Enforcing the environmental procedures, for private sector activities in borders areas as communicated to the Unit by Red Sea rangers.

***Areas for Improvement:***

- ✓ There is a need to expedite granting the officers and line officers of the Unit the power to affect seizures in respect to Law No. 4.
- ✓ The need to appoint a permanent liaison ranger to coordinate with the Unit.
- ✓ Develop official communication and coordination mechanisms between Ministry of Defense, Ministry of Agriculture and Ministry of State for Environment. Proposed mechanisms should be concurred by the highest administrative level of the concerned ministries.
- ✓ Implement workshops for homogenous groups to present and discuss Law No. 4 and its enforcement.
- ✓ Develop an official coordination mechanism between the Unit and the Red Sea rangers to monitor and support environmental rangers working in mountain areas.

#### **1.1.4 Utilities and Environment Police, Ministry of Interior**

The Unit is a division of the Ministry of Interior. Also, it is the designated body for enforcing Law No. 4 for the Environment in the Red Sea area. One of its main responsibilities is to provide Red Sea rangers with the needed legal authority and power to implement the Law on land.

However, its role in supporting Red Sea rangers is limited, because most of rangers' activities are done at sea in areas that rest in the Army's jurisdiction.

Coordination between the Utilities and Environmental Police Unit and Red Sea rangers is considered excellent. Essential to the Protectorate's mission is effective communication and coordination with other relevant agencies and authorities. Coordination actions could be summarized as follows:

- △ Provide the rangers with the required authorized personnel to enforce the environment law at civil areas.
- △ Approach the necessary legal actions against law violators and present them to courts.
- △ Enforcing environmental procedures for private sector activities as communicated to the Unit by Red Sea rangers.

#### ***Areas for Improvement:***

- ✓ Implement workshops for homogenous groups to present and discuss environment law and its enforcements.
- ✓ Expedite the implementation of the incentive system as stipulated by EEAA.

#### **1.1.5 Organization for Fishery Wealth, Ministry of Agriculture**

The Organization for Fishery Wealth was established in 1983 by Presidential Decree No. 190 aimed at improving the national economy in fishery fields, as well as establishing projects for vertical and horizontal expansion in fishery activities in compliance with national plan and procedures.

Scope of the organization that could complement or contradict with environment protection activities could be summarized in the following:

- To develop fishery activities and sources, and supervise the implementation of fishing laws and its executive regulation
- Conduct studies and research to increase fishery production and reduce costs
- Establish pilot projects and plan for training and capacity building programs of personnel working in the field
- Organize fishing and grant necessary licenses and eradicate violations occurred on water or in shore
- To develop fishing proficiency and increase awareness and technical capabilities of fishermen and propose required decrees to eliminate acts harming the fishing business environment
- Conduct field survey for fish and other sources of fishery business
- Coordinate with international and regional organizations practice in the field of fishery protection and development according to technical and economic cooperative agreements and supervise its implementation

*Coordination between the fishery organization and the Red Sea rangers is very hazy due to contradicting interest. For example, on the one hand the fishery organization promotes fishing increase regardless of species fished. On the other hand, Law No. 4 specifies certain species should be protected. Shark fishing is an example of such contradiction. Fishing of tropical, colored fish is another example.*

#### ***Areas for Improvement:***

- ✓ Develop an official communication and coordination mechanisms between the Ministry of Agriculture and Ministry of State for Environment. The highest administrative level of the concerned ministries (preferably Ministries) should agree to proposed mechanisms. As an important outcome of such coordination, unified implementation procedures for the two agencies in Red Sea area should be developed.
- ✓ Implement a number of joint workshops to present and discuss the governing laws of the two agencies and its enforcements.

#### **1.1.6. NGOs**

The NGOs at the Red Sea area are very active in the field of environmental protection. The active involvement of the NGOs is a result of the comprehensive support they obtained from the governor of the region and from the Ministry of State for Environment, in addition to local investors. The Red Sea Association for Diving & Water Sports is the governorate's umbrella for NGOs activities in the field of environmental protection in the region.

The Association was established in October 2000 including more than 518 members representing private sector's marine activities in Red Sea area.

The Association's goals and objectives include, but are not limited to, the following:

- ✿ Establishing, implementing and upholding standards for safety and quality for diving and marine activities and services.
- ✿ Developing and implementing a comprehensive marketing and promotional plan to increase the competition of the Red Sea as a dive travel destination.
- ✿ Putting in place a code of conduct for all operators in the industry and create a security fund for professionals.
- ✿ Creating a broad training program to generate new cards of young and qualified professionals and upgrade the profession quality of existing ones.
- ✿ Developing, rationalizing and diversifying the current map of dive sites with a view to increase the competitiveness attraction of the Red Sea areas while preserving the environment.
- ✿ Establishing an information center and hotline for inquiries, problems and emergencies etc.
- ✿ Planning and organizing national and international exhibitions and events to promote Red Sea.
- ✿ Providing advisory and consistent service for existing and potential professionals and investors.

Hurghada Environmental Protection and Conservation Association (HEPCA) is one of the active members of the Association. It was developed as a pressure group to protect the environment of Hurghada city and to install numerous mooring buoys at reefs off the coast of Hurghada. HEPCA's primary focus is in the field of marine environmental protection. It has implemented a number of successful projects in that area. The installation of the Mooring System and its maintenance is one of the organization's most successful efforts in environment protection field.

In general, the Association has established and maintained a good working relationship with governmental agencies at both central and local levels, in addition to community organizations. Specifically, their working relationship with the Red Sea rangers is excellent since organizing joint patrolling and reporting violations of environment law.

#### ***Areas for Improvement:***

- ✓ In addition to enhancing the current role of the NGOs in environment protection activities, it is recommended to enlarge its involvement in rangers' activities, mainly in the area of environmental awareness rising.

### **1.1.7. Private Sector**

The Red Sea Investors that comprise the private sector presence on the Red Sea Coast vary in terms of environmental awareness and concern. In the past, a HEPCA environmental coordinator brought together over a dozen hotel managers to discuss environmental concerns and to support HEPCA's environmental initiatives. Since 1996, a Hurghada General Managers' Roundtable has been formed, and the group has lobbied the Governor for garbage clean-ups for better aesthetics. There is a renewed need for this coordination (the same coordinator still resides in Egypt and is a consultant for PSU) to gain support from the hotels, for instance for boats to maintain moorings and for other support.

- △ Coordination between the private sector at the Red Sea Coast and EEAA is mixed – good with some groups and minimal at best with others.
- △ The relationship between the private sector and EEAA rangers revolves mainly around the filing of Environmental Impact Assessments (EIAs). Divers and tour boat operators interface with rangers primarily for purchasing tickets into the protected areas. Hence, a greater awareness of the rangers' conservation duties along with a rallying of the private sector around conservation programs is needed.

#### *Areas for Improvement:*

- ✓ A lack of moorings in the southern Red Sea Coast presents a challenge and an opportunity. On the one hand, diving operators anchor illegally, according to some accounts, and on the other hand they would comply with mooring usage if moorings were present.
- ✓ Members of the private sector often voice concerns that they and their guests are not sure where the fees that they pay go to, and how it is used. EEAA should educate both investors and visitors about the needs of the Protectorate and the ends to which user fees are used. This would also present a good opportunity for raising the environmental awareness of members of the private sector.
- ✓ An opportunity exists to utilize the private sector's presence on the reefs and beaches as a focal point of cooperation and coordination. Further efforts should be made (as is done through HEPCA) to increase the prevalence of dive guides and others in the field reporting incidents and violations of environmental law to the rangers.

## 1.2 *Current Terms and Conditions for Red Sea Rangers*

The current review is based on the information available to the consultant from interviews with Unit's management and staff. The findings of the review provided many useful insights concerning rangers' status. Generated information was used for documenting current terms and conditions of Red Sea rangers, as well as a starting point for organizational development task.

The Red Sea Protectorate performs its assigned tasks as a Staff Unit assisting the NCS in relating matters. It reports directly to the Head of the NCS. The Red Sea Protectorate comes in the top of NCS' priorities and it holds Dr. Fouda's full support.

The Unit is supported by a highly qualified consultant hired by the PSU project to support the protectorate office at the Red Sea area and acting as the general supervisor for the Unit. Dr. Hanafy holds an advanced degree in marine biology accompanied by extensive experience in environmental management. Lately, the Unit was supported by additional two senior consultants (a former Navy officer and a geologist) also hired by the PSU for further enhancement of the Unit. Currently, the Red Sea rangers are hosted in the PSU-rented premises. Furthermore, the project provides for more than 95% of the running costs of the Unit's activities. Although such support is essential at this stage, it could form a time bomb endangering the sustainability of the Unit if the phase-out plan is not implemented accurately and in timely manner.

The Red Sea Protectorate employs 46 people directly hired by EEAA and distributed in three offices, Hurghada, Qusseir & Marsa Allam and El-Shalteen. Most of the staff are employed by a temporary employment contract. Those contracts are annually renewable based on availability of funds on **Bab 1** of the EEAA/Minister Office's central budget or on the investment budget for protectorates projects, and are also based on employer satisfaction.

The employment contract could be terminated based on the employer's desire at any time without notice in the following conditions:

- ▶ Lack of available funds
- ▶ For security reasons or if the employee conducts a crime prosecuted by law
- ▶ In case the employee turned to be unfit health-wise for the position
- ▶ Based on recommendation of legal interrogation and concurred on by the authority
- ▶ If EEAA determine so, without giving reasons.

More than 95 % of the employees are not from the Red Sea area. EEAA and the PSU project have provided the rangers with appropriate residential buildings for housing. The rangers work 21 sequenced days and are granted 9 days off, in place of weekends. In El-Shalteen, rangers work 15 days in a row and have 15 days off due to the Prime Minster's decree governing working conditions in the area. Daily working hours are not fixed and not limited to a normal 8-hour day. Daily working hours are based on the nature of assignments. In addition to that, the rangers are granted 30 days for annual leave, 5 days as casual leave and up to 21 days as sick leave.

The following tables illustrate the profile of the current labor force of the Red Sea Protectorate's Unit:

**Table 1**  
**Labor force distribution**  
**By**  
**Occupation and Working Location**

Working Location Occupation	Hurghada	Qusseir & Marsa Allam	El- Shalateen	<b>Total</b>
Environmental Researcher (ranger)	19	7	8	34
Accountant	1			1
Lawyer	1			1
Veterinarian			1	1
Boat Skipper	1			1
Professional Diver	2			2
Environmental Guard			3	3
Warehouse Supervisor	1			1
Finance and Administrative Specialist	1			1
Driver			1	1
<b>Total</b>	26	7	13	46

The above table shows that 34 employees representing 74% of total labor force are rangers. The remaining 36% are supporting rangers' activities and mainly provide technical support. Only 3 staff members are providing administrative support.

The Hurghada Office has the largest number of Park rangers (56%) at present, as well as the largest number of support staff. This location is the most developed of the three examined in terms of labor force.

**Table 2**  
**Labor force distribution**  
**By**  
**Education and Working Location**

Working Location \ Education	Hurghada	Qusseir & Marsa Allam	El-Shalateen	Total
Sciences	15	5	4	24
Agriculture	-	1	2	3
Commerce	3	1		4
Law	1			1
Other university graduates	2		3	5
High School	3			3
Below High School	2		4	6
<b>Total</b>	26	7	13	46

The above table shows that 37 employees representing 80% of total labor force are university graduates. 65 % of them are holding their degree on Sciences, mainly marine biology. University graduates forms 81% of Hurghada's office staff, 100% of Qusser's office and 85 % of El-Shalateen's office. The bulk of the university graduates are rangers. The remaining 20 % of the labor force have high and intermediate school diplomas or below and mainly works as divers, drivers and guards.

**Table 3**  
**Labor force distribution**  
**By**  
**Age and Working Location**

Working Location \ Age	Hurghada	Qusseir & Marsa Allam	El-Shalateen	Total
50-60	-	-	1	1
40-49	-	-	1	1
30-39	8	2	5	15
25-29	12	5	4	21
21-24	6		2	8
<b>Total</b>	26	7	13	46

Table 3 shows that 21 employees representing 46% of total labor force belongs to the 25-29 age bracket, 32% is between 30 to 39 years of age and 17% is in the 21-24 age brackets. 96% of total labor force is below 40 years of age and only two (4%) staff members are above 40 years working as guards. This reflects the management strategy to depend on young employment mainly due to the nature of the jobs which requiring high physical fitness

**Table 4**  
**Labor force distribution**  
**By**  
**Years of Experience and Working Location**

Working Location Years of Experience	Hurghada	Qusseir & Marsa Allam	El- Shalateen	<b>Total</b>
> 5 years	-		1	1
3-5 years	10	1	-	11
2 years	7	5	3	15
1 year	4	1	6	11
< 1 year	4		3	7
<b>Total</b>	26	7	13	46

The above table shows that 11 employees representing 24% of total labor force has 3-5 years experience, 32% of labor force has 2 years experience and 39% are in the 1 year and less brackets. 98% of total labor force has 5 and less years of experience. Only one staff member has more than 5 years of experience and works as manager of El-Shalateen's office.

The profile of the current labor force of the Red Sea Protectorate's Unit is adequate for the proper performance of the various functions. However, the main problem is the limited number of staff across all occupational levels which does not allow for full coverage of all activities in the protectorates. Hence, there is an urgent need to expand the current labor force and create a functional organizational set-up to achieve the mission statement and objectives of the red sea protectorates. Annex 1 present the proposed organizational structure of the unit including scope of work and affiliated positions for each section, as well as, job description and job requirement for each staff member.

### ***1.3 Roles and Responsibilities of Rangers Assigned to the Red Sea Region***

No documented job description to specify roles and responsibilities of the rangers is available. The overall scope of responsibilities assigned to the Red Sea Protectorate is:

- ★ Implement the national plan for development of Red Sea Protectorates.
- ★ Managing the Red Sea Protectorates and supervise operations and maintain it to preserve natural wealth.
- ★ Encourage pilot projects and initiatives to preserve natural resources and monitor their implementation within the Red Sea area.
- ★ Design and implement mooring strategy in the Red Sea Protectorate.
- ★ Increase environmental awareness in the area.
- ★ Enforcing the implementation of civil laws to protect the environment, mainly Law No. 4 of 1994 for Environment and Law No. 103 of 1983 for Natural Protectorates.
- ★ Supervision on the implementation of international agreements and conventions regarding the Red Sea area.
- ★ Participate in the technical evaluation of the EIAs and follow-up on their implementation in close coordination with the EMU.

There are no specific tasks assigned to certain ranger except for the lawyer, veterinarian, professional divers and boat skipper. Other rangers implement all above tasks based on assignments assigned by the general supervisor in the Hurghada and Qusseir offices. In the El-Shalteen office the office manager (senior ranger) assumes that responsibility within the Protectorates' jurisdictions.

Protectorate rangers constitute the implementing arm of the Environmental Law in the protectorate area. As such, they are simultaneously law enforcement, natural resource specialists and community liaisons. *Specific Rangers' Duties* include the following:

- ✓ Patrolling reefs and islands
- ✓ Monitoring visitors' activities on and around islands
- ✓ Enforcing no-fishing zones in protected areas
- ✓ Responding to local reports of incidents
- ✓ Maintaining park equipment
- ✓ Building relationships with the local community

## ***1.4 Personnel to Support Rangers and their Assignments***

Rangers depend on certain assistance to perform their duties successfully. Support staff employed to facilitate rangers' work are very limited and insufficient. Staff members are:

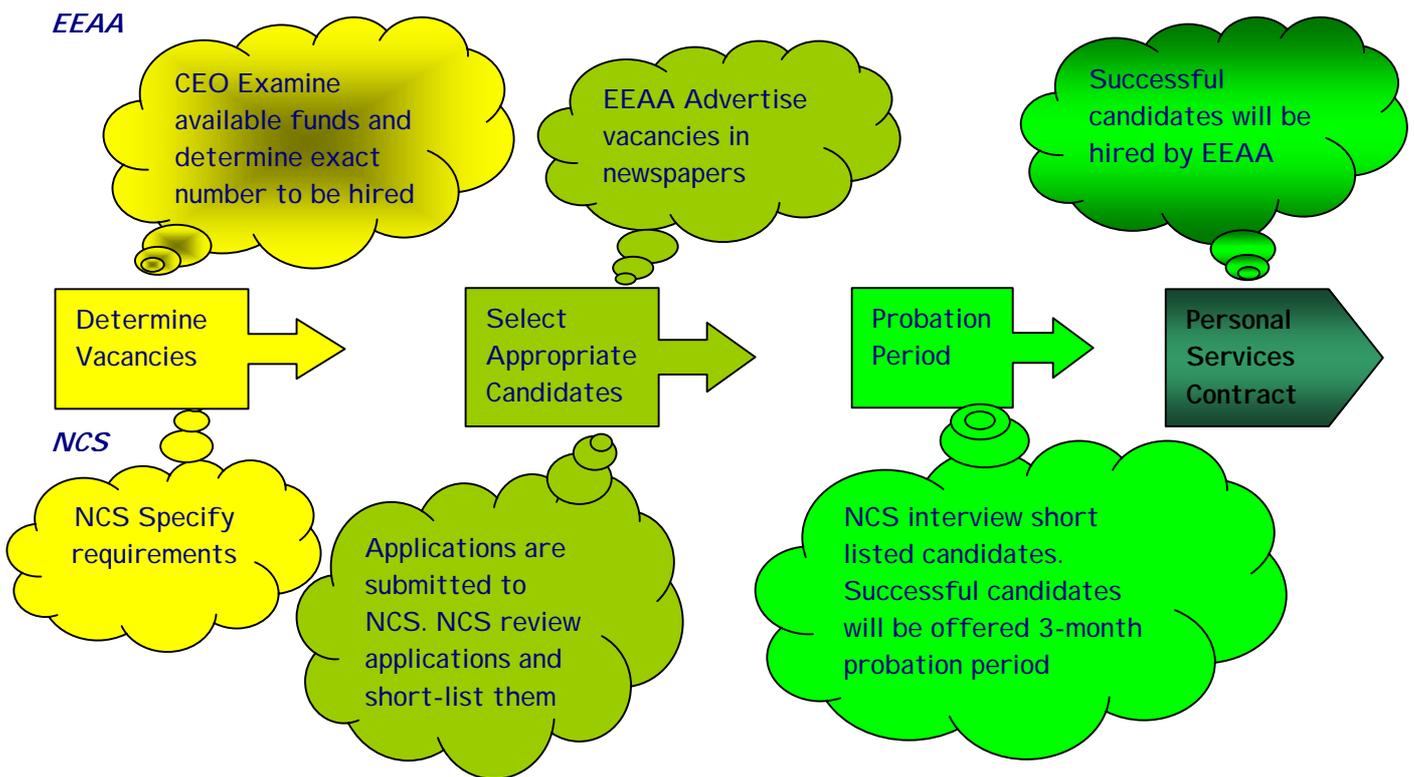
- One accountant located at Hurghada's office. His scope covers the three offices.
- One Finance and Administrative Specialist. He is also stationed at Hurghada's office and his scope covers all the Red Sea Protectorate. He is responsible for taking care of all administrative and personnel matters pertaining to rangers.
- One Boat Skipper at Hurghada's office to assist rangers in patrolling using a rented boat.
- One Warehouse Supervisor performing his work from Hurghada's office; his scope extends to all of the Protectorates' activities.
- One driver is assisting the rangers of El-Shalateen's office.

The administrative support lacks secretarial services, even though such support is required for filing and typing reports and other documents. Also, there are no drivers assigned to Hurghada's or Qusseir's offices. Furthermore, the Unit lacks the services of messengers, office boys and cooks as well as housekeeping staff for rangers' residential premises.

### 1.5 Current Hiring Arrangements for Rangers and Support Personnel

Based on availability of funds and in accordance with the overall vision and strategies established by the NCS' management, Dr. Fouda specifies staff numbers and occupations required for the Protectorate. In coordination with the CEO and the Head of Finance & Administrative Affairs Sector, the exact number of rangers and support staff is determined. EEAA advertises the vacancies in newspapers. First screening is done by NCS based on qualifications. Short-listed candidates are invited for interview, by NCS. Selected persons will be assigned to one of the protectorates for a three-month probationary period. Successful candidates are hired under a temporary service contract by EEAA.

**Figure 3**  
**Hiring procedures for rangers and support staff**



## **1.6 Current Training Plan**

There is no documented training plan for the Unit. Training is conducted on an ad-hoc basis. Training provided to rangers consists mainly of diving, marine biology, English language and observation tours for senior rangers. Occasionally, swimming lessons are provided for rangers who are non-swimmers. No appropriate orientations on nature of ranger's assignments or overall vision of the protectorate are provided to new rangers. Furthermore, orientations on provisions and enforcements of Law numbers 4 and 102 are not furnished. The common practice is that the new ranger gains his own experience from day-to-day practices and by observing senior rangers in action. All training provided is funded by the PSU.

Presently Mr. John McEachern, Team Leader, has produced a staff induction course to enhance the capabilities of new staff. The planned training is expected to take place very soon. The objectives of the training program are: To acquaint new staff with the background situation extent at the Red Sea; to explain the mission and legal mandate of the Unit; to review staff structure and organization of the Red Sea Protectorate; to outline the strategic priorities; to inform new staff of the expected code-of-conduct; to review NCS/Red Sea Protectorate personnel polices; to describe the competency required for given positions; and to examine training opportunities and to discuss policies on serving the public, and protocols for dealing with incidents. The expected outcome of the proposed program are to ensure that new staff members gain an understanding of the organization they have joined and to increase on-the-job effectiveness of new staff members.

The proposed contents of the training program are:

- ▶ Background situation
- ▶ Mission & legal mandate of the Red Sea Protectorate
- ▶ Staff Structure
- ▶ Staff organization of Red Sea rangers
- ▶ Strategic priorities
- ▶ Code-of-conduct
- ▶ Personnel polices
- ▶ Competency required
- ▶ Training opportunities
- ▶ Public service polices, protocols and dealing with incidents

## **2. Institutional Status of NCS and Major Stakeholders**

### **2.1 The Institutional Set-up of the NCS**

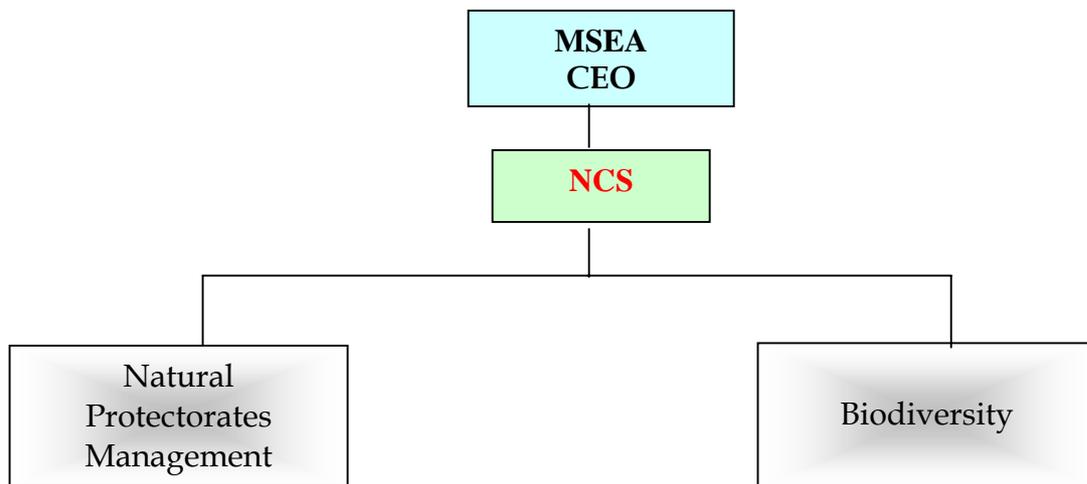
The Natural Conservation Sector (NCS) is one of the six major sectors in EEAA. NCS Director, Dr. Moustafa Fouda, reports directly to the Minister and CEO chairs the sector. The functional role of the NCS is to manage the preservation of nature and protection of biodiversity in coordination with concerned and responsible authorities, plan and implement natural protectorates, encourage and follow-up of new individual initiatives related to nature protection, to implement international agreements and conventions on nature protection, and to raise public awareness concerning means of nature protection and subsequent regulations.

NCS' specific scope of work is:

- Setting up the national plan for development of natural preserves system and establishing natural new preserves.
- Supervision, management, operation and maintenance of natural protectorates; aiming at protecting national wealth and resources.
- Guardianship of wild birds, animals and plants specially those who are exterminable (declined); as well as coordination with concerned authorities in this regard.
- Supervision of various kinds of birds, animals and medicinal/cosmetic plants in specified zones in Sinai and other areas dedicated by national authorities in coordination with EEAA or governed by international agreements.
- Cooperation with authorities responsible for national cultural heritage.
- Implementation of international agreements and treaties concerned with conservation of biodiversity.
- Supporting initiatives and pilot projects on biodiversity, as well as participating in raising public awareness on the concept of nature protection.

Figure 4 presents the current institutional structure of the NCS (one level above and one level below).

**Figure 4**  
**Institutional Structure of the NCS**



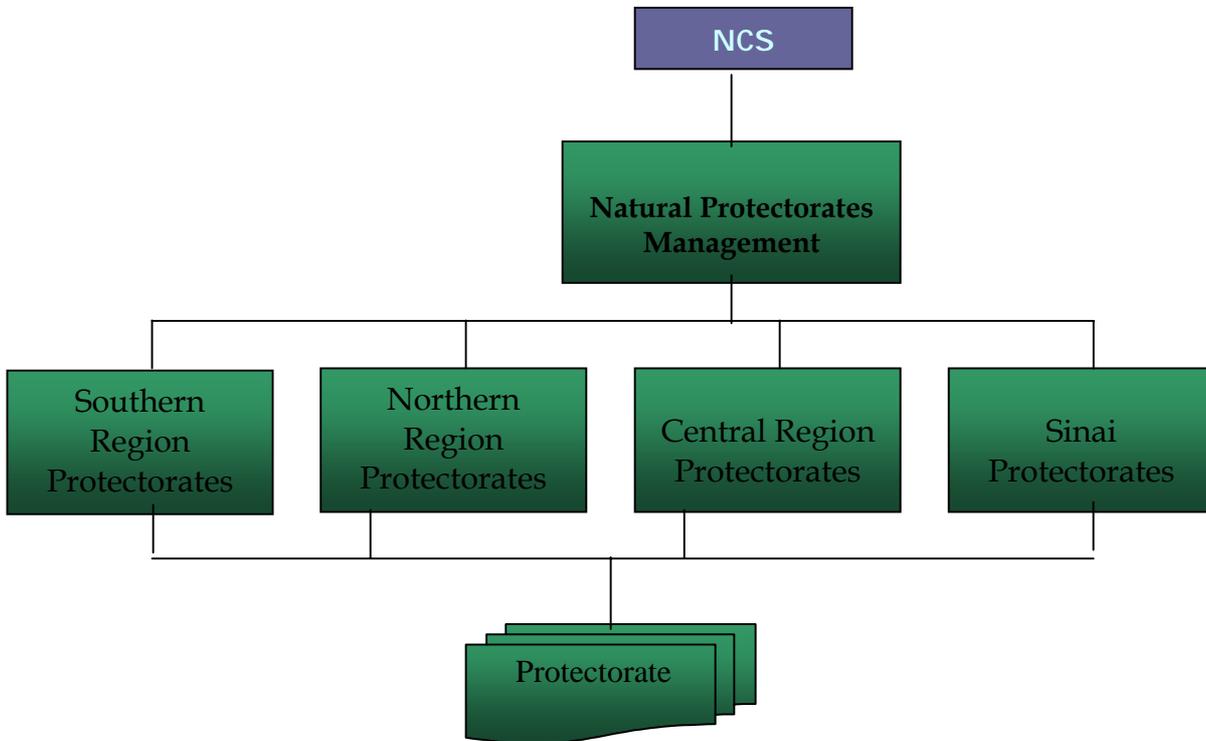
### **2.1.1 The Natural Protectorates Management Department**

The Natural Protectorates Management Department is one of two central departments of the NCS. It possesses the responsibilities of planning, organizing and developing natural protectorates' affairs, as well as supervising existing protectorates, and administering and maintaining them. The Department is also responsible for establishing and preserving new protectorates, and performing follow up implementation of international conventions and agreements regarding natural protectorates, as well as cooperating with authorities and institutions responsible for national cultural heritage.

Scope and objectives of the department could be itemized as follows:

- Setting up a national plan for the development of natural preserves system and the establishment of new protectorates.
- Managing existing natural preserves, and supervising, operating and maintaining them to preserve natural wealth.
- Establishing new natural preserves in suitable regions.
- Encouraging pilot projects and initiatives on natural preserves to follow up their activities, evaluate results of their work, and cooperate in publishing materials about these projects to raise public awareness about this concern.
- Cooperating with responsible authorities in preserving national cultural heritage.
- Supervising the implementation of international agreements and conventions regarding natural preserves.
- Updating knowledge about recent international developments in the field of nature preserves, recommending ways of making use of these developments in accordance with the local environment.

**Figure 5**  
**Institutional Framework**  
**Of**  
**Natural Protectorates Management Department**



Heading NCS, Dr. Moustafa Fouda is responsible for all decisions related to the protectorate. He holds direct communication lines with the Red Sea rangers, and due to the important status of Red Sea Protectorate, he places the Protectorate's issues at the top of his agenda.

## 2.2 *Current Organizational Structure of the NCS*

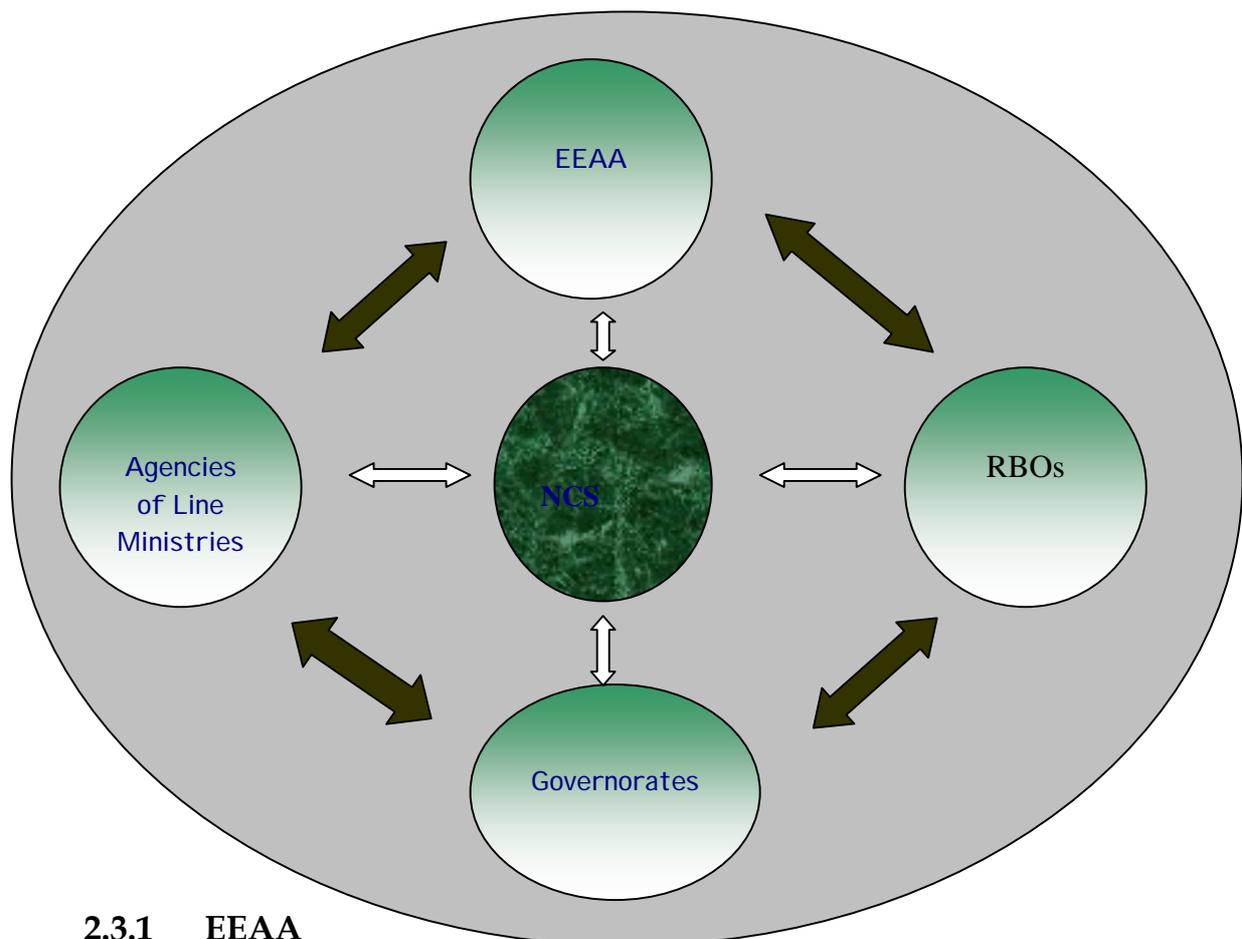
In the current NCS Organizational Structure, the NCS Head reports directly to the Minister of State for Environmental Affairs, and the CEO. The NCS Head oversees both the Natural Protectorates Management Director General and the Biodiversity Director General. Each of these two Directors oversees vast programs. The Protectorates Director manages the protectorates of four regions: Southern, Northern, Central and Sinai. Within each region there can be any number of protectorates. The Biodiversity Director oversees four programs, covering: Biodiversity Economics, Environmental (Habitat) Diversity, Species Diversity and Genetic Diversity. On a level below these programs are sections covering specific categories of biodiversity. Refer to **Figure 6** for an Organizational Chart.



## 2.3 Stakeholders of the NCS

The stakeholders of the NCS are: EEAA, Regional Branch Offices (RBOs), the Governorates and the line ministries' agencies. This section presents the scope of services of the different stakeholders in connection with the nature protection. **Figure 7** displays the stakeholders supporting the NCS in performing its assigned tasks.

**Figure 7**  
**Stakeholders of the NCS**



### 2.3.1 EEAA

#### **Brief Background on the Egyptian Environmental Affairs Agency (EEAA)**

EEAA was established and affiliated to the Cabinet of Ministers by means of the Presidential Decree No. 631 of 1982 to perform liaison between the Cabinet of Ministers and various ministries and entities in relation to environmental conservation, and to study and prepare subjects related to nature protection.

In 1994, Environment Law No. 4 was issued. Accordingly, the newly established EEAA replaced the existing agency created by Presidential Decree No. 631 of 1982, and thus inherited its obligations and rights as well as personnel along with their financial grades.

EEAA has a Board of Directors entrusted with the authority of decisions required for implementation of the Environment Law.

As to the objective and tasks of EEAA, Law No. 4 of 1994 states the following:

### **EEAA Objectives:**

The objectives of the Agency are to (a) lay down the public policy and prepare plans required for protection and development of environment (b) to monitor implementation of these policy and plans in coordination with the concerned administrative entities (c) the agency may implement environmental pilot projects (d) to enhance environmental relationships between Egypt and other countries as well as international and regional organizations (e) to make recommendations in relation to taking legal procedures required for joining the international and regional treaties related to environment (f) to prepare drafts of laws and decrees required for implementing these treaties.

### **The EEAA Scope of Work (Selected):**

- ✿ Preparing drafts of laws and decrees pertaining to implementing its objectives and expressing its opinion in relation to proposed legislation having to do with environment protection.
- ✿ Preparing studies on environment status and formulating national plan for environment protection as well as the projects to be incorporated in this plan, in addition to preparing a budget for each of these projects. EEAA also prepares environmental maps for urban areas and those planned for development in addition to setting criteria required to be followed when planning and developing new regions. Moreover, EEAA is to set targeted criteria for old regions.
- ✿ Setting criteria and conditions to be obligatory followed by owners of projects and firms prior to construction and during operation.
- ✿ Listing national firms and institutions as well as experts capable of contributing to preparation and implementation of environment protection programs. In addition to making use of these firms, institutions and experts in preparing and implementing projects and studies prepared by EEAA.
- ✿ Field monitoring of implementation of criteria and conditions which are obligatory followed by other agencies and firms and taking procedures prescribed by the Law in relation to violators of these criteria and conditions.
- ✿ Collecting national and international information pertaining to environmental setting and changes taking place in a periodic manner in cooperation with information centers of other entities. In addition to evaluating this information and making use of them in management and planning of environment. EEAA is also to disseminate this information.
- ✿ Laying down bases and procedures for Environmental Impact Assessment (EIA) of projects.
- ✿ Preparing emergency environmental plan in the manner that is prescribed by Article (25) of Law No. 4 of 1994 in addition to coordinating with concerned entities for the purpose of preparing programs to deal with environmental disasters.
- ✿ Preparing a plan for training on environment and supervising its delivery.

- ✿ Participating in preparing and executing the national program for environment monitoring and making use of its data.
- ✿ Preparing periodic reports concerning the main parameters of environment status and periodically publishing these reports.
- ✿ Setting programs for enhancing awareness of the citizens and assisting in their implementation.
- ✿ Managing nature protectorates and supervising them.
- ✿ Monitoring implementation of international and regional agreements related to environment.
- ✿ Implementing pilot projects to preserve natural resources and protect environment against pollution.
- ✿ Taking part in preparation of a plan to safeguard Egypt against leakage of hazardous materials and waste polluting the environment.
- ✿ Participating in setting the national integrated plan for managing the coastal areas of the Mediterranean and Red Seas in coordination with concerned authorities and ministries.
- ✿ Preparing an annual report on environment status to be presented to the President of the Republic and Cabinet of Ministers. Moreover, a copy of this report is to be deposited at the People's Assembly.

### 2.3.2 EEAA/RBOs

The Decree of Minister of Administrative Development and Environmental Affairs No. 187 of 1995 necessitates the establishment of RBOs. The RBOs are directly affiliated with the Central Department for Branches Affairs (CDBA) within EEAA.

According to the above-mentioned decree, eight (8) RBOs were authorized in the following manner:

1. Greater Cairo Region, based in Cairo. Includes Cairo, Giza, Qualubia and Fayoum Governorates.
2. Alexandria Region, based in Alexandria City. Its jurisdiction embraces Alexandria, Behaira and Matrouh Governorates.
3. Middle Delta Region, based in Tanta City. Its jurisdiction encompasses Gharbia, Menoufia and Kafr El-Sheikh Governorates.
4. East Delta Region, based in Mansourah City. Includes Dakahlia, Sharkia, Damietta, and Port Said Governorates.
5. Canal Region, based in Suez City. Its jurisdiction includes Suez, Ismalia, North Sinai and South Sinai Governorates.
6. Red Sea Region, based in Hurghada. Its jurisdiction includes The Red Sea Governorate.
7. North Upper Egypt Region, based in Assuit City. Its jurisdiction includes Beni Suef, Minia, Assuit and New Valley Governorates.
8. South Upper Egypt Region, based in Aswan City. Its jurisdiction includes Qena, Aswan, Sohag Governorates and Luxor City.

Decree No. 187 of 1995 is modified by the Ministerial Decree No. 56 of 2000, and delegates the following tasks to the RBOs:

- ▶ Prepare studies addressing the environmental status of the governorates within the region and provide EEAA with environmental maps and information to be used in the formulation of the National Environmental Action Plan.
- ▶ Formulate regional plans for environmental protection.
- ▶ Follow-up the execution of the regional plan within the national plan for environmental protection
- ▶ Identify potential types of environmental disasters within the region, the effect anticipated, adequate abatement measures and available resources.
- ▶ Prepare a regional emergency plan to handle disasters and inform EEAA of its procedures.
- ▶ Provide technical support to different entities within the region such as EMUs, non-governmental organizations, etc. in the environmental affairs.
- ▶ Set coordination links between the Ministry of Environment and EEAA with the governorates in order to achieve EEAA objectives for environmental protection.
- ▶ Contribute in the management and execution of pilot projects executed by EEAA in the governorates within the region, follow-up the implementation of the projects and implements other projects for environmental protection and natural resource conservation.
- ▶ Follow-up the enforcement of Law No. 4 of 1994 and its Executive Regulations and Law No. 102 of 1983 in collaboration with competent authorities as well as conduct field inspections to ensure the execution of the Law No. 4 of 1994. RBOs should take the required enforcement administrative and legal measures in cooperation with competent authorities.
- ▶ Review the Environmental Impact Assessments for the region's establishments after receiving adequate training and the identification of these establishments by EEAA Chief Executive Officer.
- ▶ Follow-up the project implementation according to the specifications specified by EEAA in the environmental impact assessment in coordination with the competent administrative authorities.
- ▶ Investigate environmental complaints raised by the public, different organizations, etc. and direct the complaint to the respective competent authority.
- ▶ Follow-up the execution of the compliance action plans prepared by the establishments, and takes the necessary administrative and legal measures in coordination with the competent administrative authorities.
- ▶ Contribute in the management of hazardous wastes and material in coordination with the Environmental Management Sector within EEAA, competent entities and local authorities.
- ▶ Ensure that the local authorities have allocated disposal, treatment or incineration areas for solid wastes in agreement with the RBO.
- ▶ Prepare an annual report addressing the main indicators for the environmental status of the region.
- ▶ Supervise environmental monitoring networks at the governorate level and reporting to EEAA head office.
- ▶ Prepare a census of national institutions contributing in implementing environmental protection programs to benefit from their experience in projects implemented in the region.
- ▶ Spread environmental awareness in the governorates and coordinate with the respective local agencies.
- ▶ Execute the environmental training plan and community training programs formulated by EEAA within the governorates of the region.

- ▶ Implement directives of the State Minister for Environmental Affairs and EEAA Chief Executive Officer to achieve the environmental policies.

EEAA has prepared a Working Manual for RBOs. Ministerial Decree No. 17 of 2001 was created to ensure the RBOs' compliance with this Manual. Listed below are the provisions of this decree:

- ✿ Each RBO within its geographical jurisdiction, under general supervision of CDBA, in light of the approved organizational structure, in coordination with the central departments, and in accordance with the Decree of the Minister of State for Environmental Affairs No. 56 of 2000, is to implement policies and procedures included in the "Working Manual for RBOs" of EEAA.
- ✿ Each within its competence, RBOs are to coordinate and cooperate with concerned departments and their projects through joint work for the purpose of protecting the environment. Coordination and cooperation are to take place in accordance with the rules regulating the joint work of RBOs, which are set by the Chief Executive Officer of EEAA.

Although the actual completion and functioning of the Red Sea's RBO is behind schedule due to contractual complications, the foreseen actual and potential benefits expected to follow the establishment of the Red Sea RBO are numerous. Benefits include, but are not limited to, the following:

- ✿ Facilitate cost involved with establishment and functioning pertaining to provide the Red Sea rangers with permanent office space needed laboratories, workshop, storage facilities ... etc.
- ✿ Improve the employment conditions of the rangers by direct hiring them by the branch.
- ✿ Consume the responsibilities of EIAs review and follow-up from the ranger's scope beyond protectorate borders. This will allow more time for rangers to implement their real assignments to implement and preserve the Red Sea Protectorate.
- ✿ Ease up on the administrative effort and expedite communications with EEAA's central departments.

There is, however, some concern that the RBO might represent an administrative level impeding communication between Red Sea Rangers, EMU and EEAA. This concern is more crucial if the new branch is not in actuality sufficiently empowered to make decisions, in the sense that they have to frequently refer to EEAA to obtain approvals for decisions related to their activities.

Certainly, the Red Sea Regional Branch Office can play a positive role pending that their establishment does not impede the decentralization and autonomy enjoyed by the rangers.

### **2.3.3 Governorates**

At present, Egypt is divided into 26 governorates, and one city is designated a special-status city (Luxor). Each governorate is further divided into districts, cities, urban quarters, and

villages. There are two types of governorates – governorates that are divided into urban quarters, and complex governorates (multiple cities governorate), which are divided into cities and villages (*Markazes*) or urban quarters (*Hais*).

### 2.3.3.1 Governor's Authority

The present Local Administration Law (Law No. 43 of 1979) designates the governor as the representative of the executive authority of the government at the governorate. According to this Law, the governor supervises the execution of general policy of the State. He has full authority over all service and production units, departments and directorates (line agencies of central ministries in governorates), as well as public utilities that fall within the jurisdiction of the governorate.

The position of the governor is, no doubt, crucial to the implementation of the general policy of the State and thus the governor is appointed directly by a Presidential Decree. As for major functions and responsibilities, besides what already mentioned, the Red Sea Governor is responsible for:

- Promoting tourism while protecting the environment
- Maintaining public security
- General supervision over public utilities and agencies

The governor assumes all the executive authorities and functions entitled to ministers by laws and regulations in relation to all public utilities that fall within the jurisdiction of local administration units.

The governor's jurisdiction and authority regarding personnel working at local administration units are:

- ✿ Personnel in departments whose functions have been transferred to local units within the governorate: The governor's authority equals that of a minister in charge.
- ✿ Personnel working in branches of ministries and agencies whose functions not been transferred to local units (with the exception of justice personnel): The governor has the following functions:
  - Suggestion of transfer of any public employee outside the governorate.
  - Submittal of his view concerning promotion and transfer of public employees in the governorate prior to making decisions by the concerned authority.
  - Demanding interrogation and infliction of negative sanctions within the limits of a minister's authority.
  - Requesting interrogation of employees of public agencies working within the governorate's jurisdiction and suggesting the necessary sanction to the entity concerned.

According to **Article 27** of the present Local Administration Law, ministries in Cairo may delegate additional functions to the governor if they so deem proper. The governor also has specific functions assigned to a minister in general and the Minister of Finance in particular concerning the financial and administrative affairs in relation to utilities transferred to the local units, their agencies and budget, without contradicting the general instructions attached to the State's General Budget.

### **2.3.3.2 Administrative Assistants of the Governor**

**Article 30** of the present Local Administration Law decrees that the governorate may have one or more deputy governors and their appointment is to be made by a Presidential Decree.

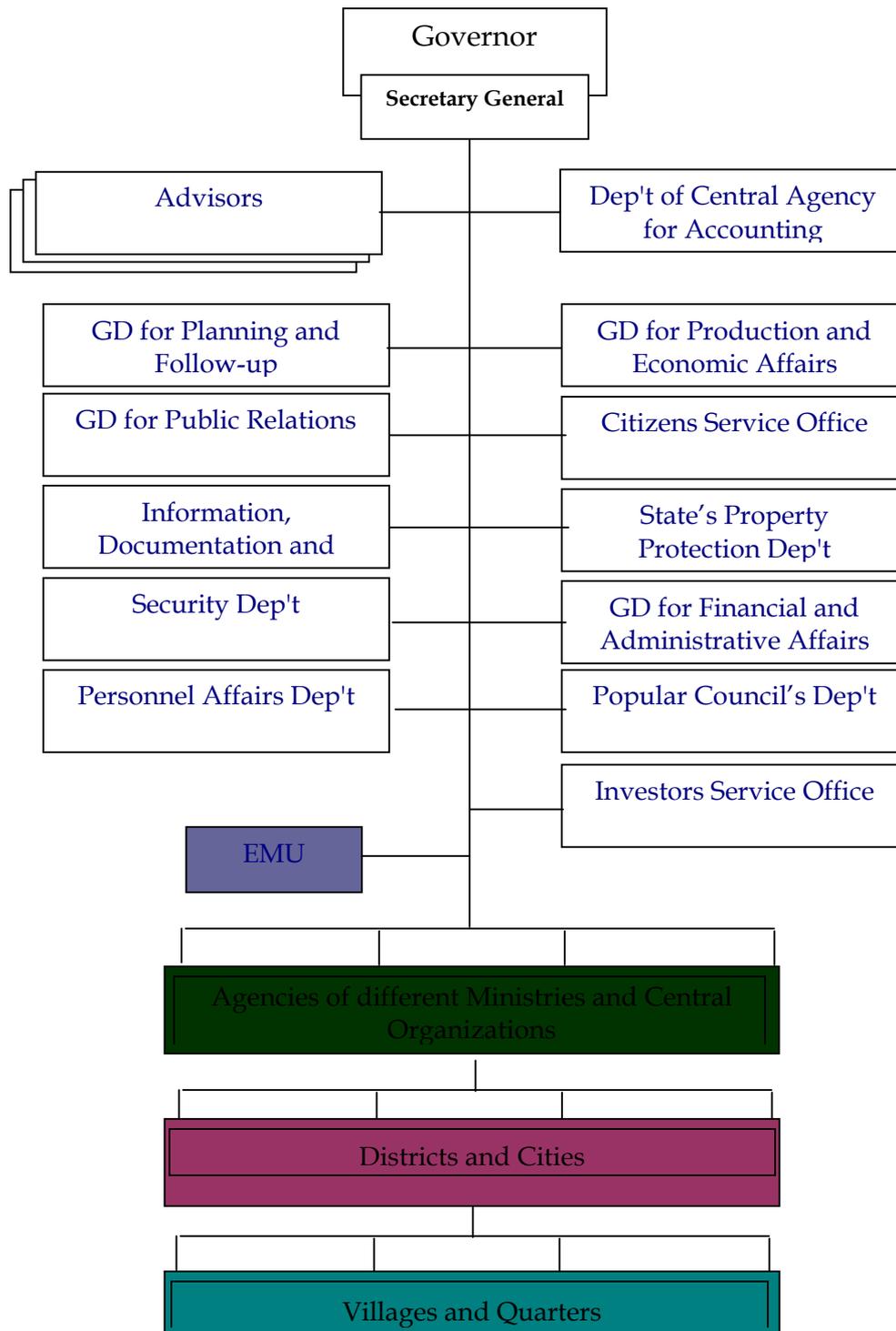
There are also two assistants to the governor whose appointment is made by the Prime Minister upon the suggestion of the governor. These two assistants are:

- Secretary General in charge of financial and administrative affairs of the governorate's headquarters.
- Assistant Secretary General to help the Secretary General and replace him in the event of his absence.

### **2.3.3.3. Administrative Machinery of the Governor**

The following figure depicts the typical organizational structure of the governorate's headquarters (Diwan A'am):

**Figure 8**  
**Organizational Structure of Governorate's Headquarters (Diwan A'am)**



GD =General Department

The above structure is the prototype for Governorate Headquarters (this typical organization might differ slightly from one governorate to another).

## 2.3.4 Agencies of the Line Ministries

### Directorates of Various Ministries at the Local Level

The directorates of various ministries and agencies at the local level are the branches of central government that are actually implementing the State general policy.

Some directorates have decentralized functions and budgets from their central concerned ministries and some have decentralized functions from their central respective ministries but not their budget appropriations.

#### A. Directorates with Decentralized Functions and Budgets

There are 12 service ministries and central agencies that decentralized their functions and transferred them to the governorate level together with their field staff budgets. These are:

- Ministry of Education
- Ministry of Health and Population
- Ministry of Housing and Utilities
- Ministry of Supply and Domestic Trade
- Ministry of Social Affairs
- Ministry of Agriculture
- Ministry of Labor Force and Vocational Training
- Ministry of Transportation
- Ministry of Youth and Sport
- Real Estate Taxes (affiliated to Ministry of Finance)
- Central Agency for Organization and Administration (affiliated to Ministry of Administrative Development).
- Veterinary Medicine (Affiliated to Ministry of Agriculture).

Although the Executive Regulations No. 707 of 1979 concerning Law of Local Administration No. 43 of 1979 stipulate that the branches in governorates of the above ministries and central agencies work under the direct supervision of the governor, these branches in reality are only affiliated with respect to administration to the governor and are still technically affiliated to central ministries.

The creation of branches in governorates for the above-mentioned central ministries can be considered in reality an attempt to achieve administrative decentralization that has not greatly been realized in practice.

#### B. Directorates with Partial Decentralized Functions

The directorates with partial decentralized functions but not their field staff budgets are: Interior Affairs, Industry, Electricity, Water resources and irrigation, Economic affairs, Land reclamation, Culture, Information, Tourism, *El-Azhar*, *Awqaf*, Ministry of Finance and Ministry of Planning.

### **3. Recommendations**

#### **3.1 *Recommendations for Strengthening the Institutional and Organizational Set-up of the NCS***

Recommendations under this category are as follows:

- Launch a capacity building program that would focus on developing middle and senior-level management of the NCS to enable the organization to aim for delegation of authority.
- Establish a program for exchanging experience between rangers on national and international levels.
- Create a newsletter-style briefing paper to communicate information, strategies and vision statements to rangers in a timely and organized manner.
- Establish coordinating mechanisms between the NCS/EEAA and the concerned line Ministries.
- Develop awareness rising program for agencies as to the environmental issues covered by the Protectorates.
- Activate the incentive system for reports of violations of the Environmental Law that result in capture and penalties.

#### **3.2 *Recommendations for Strengthening the Institutional and Organizational Set-up of the Red Sea Rangers***

Based on the analysis of available documents and findings of the evaluation team, the following recommendations are recognized as areas for enhancing the performance of Red Sea rangers:

- ✦ Upgrade the Red Sea Protectorate's administrative level to a general department, at least. Subsequently, develop an appropriate organizational structure for the Unit. The proposed structure should be appealing to attract qualified rangers as well as establishing a clear career path to ensure sustainability of the Unit. Annex 1 present the proposed organizational structure of the unit including scope of work and affiliated positions for each section, as well as, job description and job requirement for each staff member.
- ✦ There is a need to assign a highly qualified permanent EEAA candidate for the position of General Manager of Red Sea Protectorate. The assigned manager should be the counterpart to the general supervisor hired by the project, in order to ensure knowledge transfer and to secure sustainability of the Unit beyond phasing out the project. The nominated person should have extensive experience in environmental management with special competency in communications with senior governmental officials. Furthermore, he or she has to have a clear vision of sustainable environmental development.

- The contractual arrangement for all Red Sea rangers should be reviewed. It is highly advisable to start a time plan to adjust the contractual arrangements of the rangers to be permanent staff of EEAA.
- Develop an official communication and a coordination mechanism between various agencies. This entails effectiveness and efficiency. Proposed mechanisms should be concurred by the highest administrative level of the concerned agencies (preferably Ministries).
- Implement capacity building events to enhance current staff's capabilities as well as those of newcomers. Training fields include, but are not limited to, environmental management; administrative skills; laws enforcement; communication skills to enable rangers to cooperate with other agencies; work planning; time management; environmental awareness raising and observation tours, and technical training in the fields of professional SCUBA diving, under water photographing and surveying ... etc. Furthermore, language training is needed mainly for English, German and Russian; the predominant tourists visiting the area at this time speak those languages. The proposed capacity building program should be designed based on the outcome of a comprehensive training needs assessment for all Unit staff.
- Enhance experience and perform joint activities with other protectorates' staff in Egypt, and develop a mechanism for information flow between them, and transferring lessons learned.
- A further study of opportunities and consequences of turning the Red Sea Protectorate to a self-sustained unit within the NCS is worth examining.
- Finally and most important of all, phasing out of the PSU should be planned for and implemented gradually from the present time. This proposed action is essential to ensure a smooth hand-over of the activities and guarantee sustainability of the Unit, specifically to ensure that new management is more than adequately prepared for taking on its responsibilities.

## **ANNEXES:**

- A: Staffing plan for Red Sea rangers with job titles and responsibilities.
- B: Training program for current and new NCS personnel assigned to Red Sea, including rangers, support personnel, and Red Sea Governorate's EMU personnel.

## Annex b Major Meetings' Reports

### Meeting Report #1

**Agency:** PSU/Red Sea Rangers

**Interviewed person:** Mr. John McEachern, Team Leader

**Date of Meeting:** April 22<sup>nd</sup>, 2002

**Participants:** Mr. Ahmed El Ibiary, Legal Consultant  
Eng. Salah M. Abdel Razek, Institutional Development consultant

**Purpose of the meeting:** Review the scope of work and agree on implementation schedule and expected out-puts.

**Main Outcomes:** Mr. McEachern reviewed each task as mentioned in the TOR to assure the mutual understanding of the TOR. Each consultant has presented his proposed methodology to implement the assigned tasks as well as expected contents of his report.

The major out puts of the meeting could be summarized in the following:

- Mr. McEachern approved the expected contents of the report with advice to abbreviate the details at the central level putting more contracted level of effort to the Red Sea Rangers support.
- Because of the difficulties faced by the consultants in arranging meetings at the central level due to prior commitments of Dr. Fouda, it has been agreed to start the assignment at the Red Sea level and postpone the coverage of the central level to a later stage.
- A quick field visit was arranged to take place on April 26 - 30. The scope of visit is to get more understanding of the local situation and to identify the main stakeholders. The major required fieldwork will be arranged for during the first visit.

- Mr. McEachern has specified the necessity for assessing the rangers' situation in Hurghada as well as in Qusseir and Shalattien. Furthermore, Mr. McEachern has indicated the need to come up with simplified and workable institutional and organizational solutions.

## Meeting Report #2

<b>Agency:</b>	PSU/Red Sea Protectorate Office
<b>Interviewed person:</b>	Dr. Mahmoud H. Hanafy, Consultant/General Manager
<b>Date of Meeting:</b>	April 28 <sup>th</sup> , 2002
<b>Participants:</b>	Mr. Ahmed El Ibiary, Legal Consultant Eng. Salah M. Abdel Razek, Institutional Development consultant
<b>Purpose of the meeting:</b>	To discuss the current situation of Red Sea rangers and identify the main bottlenecks and areas for support
<b>Main Outcomes:</b>	<p>Dr. Hanafy is a highly qualified consultant hired by the PSU project to support the Protectorate office at the Red Sea area and to act as the general director of the Unit. Dr. Hanafy holds an advanced degree in Marine Sciences accompanied with extensive experience in environmental management.</p> <p>Furthermore, Dr. Hanafy works as the environmental consultant to the Governor of the Red Sea, which adds influential political and executive support to the Unit's activities.</p> <p>It worth noting that the substantial level of the Governor's support to environmental sector is due to his personal beliefs in the importance of environmental protection for the region. This support is enhanced by positive interpersonal relationships.</p> <p>Dr. Hanafy has indicated that although the environment is the cornerstone for investment and economy of the Red Sea region, EEAA institutional representation in region (Red Sea rangers) remain at a section level reporting directly to the Head of the NCS (Dr. Fouda).</p> <p>Major obstacles of the current Red Sea rangers' statues could be summarized in the following:</p>

- There is no clear vision of roles and responsibilities of the rangers in enforcing the law.
- Tiny institutional level of the Unit (section) limiting career path and motivation.
- Lack of approved appropriate organizational structure for the Unit.
- Limited number of qualified rangers and support staff.
- Inappropriate legal contractual arrangements of the rangers, which impeded granting power to effect seizures in respect to Environment Law 4 of 1994.
- Inadequate equipment and facilities to support rangers' activities.
- Insufficient official coordination between the major stakeholders rather than the governorate such as borders guards, police force, Ministry of Agriculture (Fishery Development Org.), Ministry of Tourism ...etc.
- Limited role of the NGOs in raising environmental awareness and liaison with different beneficiaries.

### **Discussed and recommended improvement actions**

- ✓ Upgrade the rangers' institutional level, at least to a general department
- ✓ Locate a highly qualified EEAA person for the General Manager position. The nominated person should have extensive experience in environmental management with special competency in communications with senior governmental officials. Furthermore, he or she has to have a clear vision in sustainable environmental development.
- ✓ Develop an appropriate organizational structure for the Unit. The proposed structure should be appealing to attract qualified rangers as well as establishing a clear career path to ensure sustainability of the Unit.
- ✓ Develop an official communication and a coordination mechanism between various agencies. Proposed mechanisms should be concurred by the highest administrative level of the concerned agencies (preferably Ministries).
- ✓ Implement capacity building events to enhance the current staff's capabilities as well as those of newcomers. Training fields include, but are not limited to, environmental management; law enforcement; communication skills; environmental awareness raising and observation tours as well as technical training in the fields of provisional diving under water photographing and surveying ... etc.

### Meeting Report #3

<b>Agency:</b>	PSU/Red Sea Protectorate Office
<b>Interviewed person:</b>	Mr. Abd Allah Eliwa, Senior Ranger/ Responsible for the Northern Section
<b>Date of Meeting:</b>	April 28 <sup>th</sup> , 2002
<b>Participants:</b>	Mr. Ahmed El Ibiary, Legal Consultant Eng. Salah M. Abdel Razek, Institutional Development consultant
<b>Purpose of the meeting:</b>	To discuss the current situation of Red Sea rangers in the northern section and to identify areas for improvement.
<b>Main Outcomes:</b>	<p>Mr. Eliwa is a one of the most senior rangers in the Unit; his seniority dates back to January 1<sup>st</sup>, 1996. Originally, Mr. Abd-Allah is graduated from Suez Canal University, Collage of Science. His permanent resident is Ismalia City. He lives in the project's resident building at Hurghada.</p> <p>Mr. Eliwa was hired by the EEAA under a yearly personal service contract filling the position as an environmental researcher financial grade in EEAA. His employment conditions include: annual salary increase, unplanned remunerations, health insurance through private sector company contracted with Army hospitals, social insurance and other privileges stated in labor law.</p> <p>Recently, Mr. Abd-Allah was assigned, unofficially, as section chief of the northern section, reporting to the General Manager. Mr. Abd-Allah has no documented job description for his position. Hence, his main tasks include organizing rangers' work in the northern section, planning and supervising patrolling, EIA review and coordinating work with concerned agencies. Occasionally, he performs the ordinary rangers' works when necessary.</p> <p>According to Mr. Eliwa, the following agencies are the primary agencies working in the field of protecting the environment in the Red Sea area:</p>

- Borders Guards, Ministry of Defense
- Facilities and Environment Police, Ministry of Interior
- Local Administration Units (EMU and Cities' Councils)
- Tourism Development Authority, Ministry of Tourism
- Fishery Development Organization, Ministry of Agriculture
- NGOs
- Private Sector (Investors, Diving Centers and boat owners)

The day-to-day work demonstrates outstanding cooperation with Local Administration Units and agencies due to the full support of the governor to environment protection activities. Fine cooperation with Tourism Development Organization, Facilities and Environment Police and private sector has also been established. Frequently, cooperation with Borders Guards has shown improvement but is still area that needs enhancement. Coordination with the fishery organization is facing a great deal of inconsistency. In our judgment, this could be due to a conflict of interest between the two agencies and limited awareness of the role of environmental complications as well as unclear understanding of Law 4.

The major obstacles faced by the southern section's rangers could be summarized in the following:

- Lack of approved appropriate organizational structure for the Unit.
- Limited number of qualified rangers and support staff.
- Inappropriate legal contractual arrangements of the rangers, which impeded granting power to effect seizures in respect to environment law 4/1994
- Uncertain job sustainability and unattractive career path.

- Inadequate equipment and facilities.
- Insufficient coordination between the major agencies specially Borders Guards and Fishery Development Organization.
- Delay in the completion of the Red Sea RBO.
- Lack of adequate office space owned by EEAA (current office space is rented by the PSU), equipped workshop and appropriate storage facilities.
- Lack of sufficient capacity building programs for rangers and cooperating agencies.
- There is a need to increase environmental awareness and understanding of law among corresponding agencies.

#### **Discussed and recommended improvement actions**

- ✓ Develop an appropriate organizational structure for the Unit. The proposed structure should be appealing to attract qualified rangers as well as establishing a clear career path to ensure sustainability of the Unit.
- ✓ Develop an official communication and coordination mechanisms between various agencies. The highest administrative level of the concerned agencies (preferably Ministries) should concur with proposed mechanisms.
- ✓ Implement capacity building events to enhance the current staff's capabilities as well as that of newcomers. Training fields include, but are not limited to, administrative skills; communication skills to enable rangers to cooperate with other agencies; work planning; time management; understanding and enforcement of governing laws; environmental awareness and language training, namely English, German and Russian as the predominant tourists visiting the area speak those languages.

## Meeting Report #4

<b>Agency:</b>	Tourism Development Authority, Red Sea Branch
<b>Interviewed person:</b>	Eng. Hani El-Hakiem, Director
<b>Date of Meeting:</b>	April 29 <sup>th</sup> , 2002
<b>Participants:</b>	Mr. Ahmed El Ibiary, Legal Consultant Eng. Salah M. Abdel Razek, Institutional Development consultant Mr. Abd-Allah Eliwa, Red Sea Protectorate Office
<b>Purpose of the meeting:</b>	To identify scope of work of the Agency and areas for improvement in cooperation with Red Sea rangers
<b>Main Outcomes:</b>	<p>Scope of work of the agency regarding environmental protection could be summarized in the following:</p> <ul style="list-style-type: none"><li>o Encourage environmentally sound, private investment in tourism development.</li><li>o Establish tourist zones and oversee the implementation of development planes for them.</li><li>o Develop infrastructure schemes in these zones and recover their costs.</li><li>o Monitor the application of environmental regulations.</li></ul> <p>In carrying out these responsibilities, TDA has the authority to acquire and sell tourism development lands and retain the income and to charge fees for assessing and monitoring projects.</p> <p>TDA has therefore already taken a key decision in tourism development: the location, extant and configuration of the initial lands that will be converted from their natural state to resort development and its related uses.</p> <p><i>There are many other important development and environmental management responsibilities that reside with TDA,</i></p>

- Mandate and assist with the preparation of development plans for tourism centers to assure high quality environmental planning and design.
- Modify existing subdivisions to achieve development and environmental protection objectives.
- Require and assist with the protection important environmental assets that fall within allocated properties.
- Guide the management of the coastal setback lands (dedicated on all waterfront parcels) to assure public access, limit inappropriate treatment of the natural landscape and encourage landscape design.
- Adjust the 3-year provision as needed to enable more careful development planning.
- Encourage ecology/ecotourism development with consistent resource management policies.
- Assist in the formation and strengthening of the Integrated Development Companies.
- Provide early technical assistance and information to assist developers in meeting development and environmental protection objectives.
- Mandate preparation of EIAs for each tourism center prior to authorizing development on individual parcels.
- Work with developers to assure sound environmental impact assessment (EIA) and mitigation procedures and subsequent monitoring.

The Agency at the central level is maintaining a fine working relationship with EEAA in general. Its permanent steering committee includes two members from EEAA. At the local level, the cooperation between the agency and Red Sea rangers witnesses a good working relationship. Coordination is not done in regular bases rather in certain occasions as needed.

**Meeting Report #5**

**Agency:** Intelligence Unit of Borders Guards, Red Sea Area, and Ministry of Defense

**Interviewed Person:** Officer. Ossama Abd-Allah, Unit Commander

**Date of Meeting:** April 29<sup>th</sup>, 2002

**Participants:** Mr. Ahmed El Ibiary, Legal Consultant  
Eng. Salah M. Abdel Razek, Institutional Development consultant  
Mr. Abd-Allah Eliwa, Red Sea Protectorate Office

**Purpose of the meeting:** To identify scope of work of the Unit in relation to environment protection and areas for improvement in cooperation with Red Sea rangers

**Main Outcomes:** In the course of protecting the Egyptian borders, the Unit is responsible for enforcing all civilian laws in borders areas, whether in sea or in land. Among those laws, Law No. 4 for environment is the most dominating civil law in the Red Sea area.

Based on the personal beliefs and commitment of the Unit to head towards environment protection, as well as the governor's clear directions and support to protect the environment, the Unit's position on environment protection and enforcement of Law No. 4 are among the top priorities of its day-to-day work.

Coordination between the Unit and Red Sea rangers is considered good but remains an area for improvement. Coordination actions could be summarized as follows:

- The Unit grants the rangers the required licenses to work in prohibited areas as needed.
- Arrangement of joint patrolling missions. Those missions should be arranged for beforehand.
- Enforcing environmental procedures for private sector activities in border areas, as communicated to the Unit by Red Sea rangers.

***Areas for Improvement:***

- ✓ The need to expedite granting the officers and line officers of the Unit the power to affect seizures with respect to Environment Law No. 4 of 1994.
- ✓ The need to appoint a permanent liaison ranger to coordinate with the Unit.
- ✓ Develop an official communication and coordination mechanisms between Ministry of Defense, Ministry of Agriculture and Ministry of State for Environment. Proposed mechanisms should be concurred by the highest administrative level of the concerned ministries (preferably Ministries).
- ✓ Implement workshops for homogenous groups to present and discuss environment law and its enforcement.
- ✓ Develop an official coordination mechanism between the Unit and Red Sea rangers to monitor and support environmental rangers working in mountain areas.

## Meeting Report #6

<b>Agency:</b>	Utilities and Environment Police, Ministry of Interior
<b>Interviewed person:</b>	Officer. Ahmed Nasr, Unit Deputy Chief
<b>Date of Meeting:</b>	April 29 <sup>th</sup> , 2002
<b>Participants:</b>	Mr. Ahmed El Ibiary, Legal Consultant Eng. Salah M. Abdel Razek, Institutional Development consultant Mr. Abd-Allah Eliwa, Red Sea Protectorate Office
<b>Purpose of the meeting:</b>	To identify Scope of Work of the Unit in relation to environment protection and areas for improvement in cooperation with Red Sea rangers
<b>Main Outcomes:</b>	<p>The Unit is a division of the Ministry of Interior. Also, it is the designated body for enforcing Law No. 4 for the Environment in the Red Sea area. One of its responsibilities is to provide the Red Sea rangers with the needed legal authority and power to implement the law.</p> <p>However, its role in supporting Red Sea rangers is limited, because most of rangers' activities are done at sea, which rests in Army's jurisdiction.</p> <p>Coordination between the Unit and Red Sea rangers is considered Excellent. Coordination actions could be summarized as follows:</p> <ul style="list-style-type: none"><li>◦ Provide the rangers with the required authorized personnel to enforce the environment law at civil areas.</li><li>◦ Approach the necessary legal actions against law violators and present them to courts.</li><li>◦ Enforcing the environmental procedures, for private sector activities as communicated to the Unit by Red Sea rangers.</li></ul>

*Areas for Improvement:*

- ✓ Implement workshops for homogenous groups to present and discuss environment law and its enforcement.
- ✓ Expedite implementation of the incentive system as stipulated by EEAA.

## Meeting Report #7

<b>Agency:</b>	Fishery Development Organization, Ministry of Agriculture
<b>Interviewed person:</b>	Eng. Ahmed Ali Sakawi, Manager Mr. Ahmed Mohamed Ahmed, Administration Manager
<b>Date of Meeting:</b>	April 29 <sup>th</sup> , 2002
<b>Participants:</b>	Mr. Ahmed El Ibiary, Legal Consultant Eng. Salah M. Abdel Razek, Institutional Development consultant Mr. Abd-Allah Eliwa, Red Sea Protectorate Office
<b>Purpose of the meeting:</b>	To identify scope of work of the Organization in relation to environment protection and areas for improvement in cooperation with Red Sea rangers
<b>Main Outcomes:</b>	<p>The organization for fishery development was established in 1983 by Presidential Decree No. 190 aiming at improving the national economy in fishery fields, as well as establishing projects for vertical and horizontal expansion in fishery activities in compliance with national plan and procedures.</p> <p>Scope of the organization that could complement or contradict with environment protection activities could be summarized in the following:</p> <ul style="list-style-type: none"><li>○ To develop fishery activities and sources and supervise the implementation of fishing laws and its executive regulation.</li><li>○ Conduct studies and research to increase fishery production and reduce costs.</li><li>○ Establish pilot projects and plan for training and capacity building programs of personnel working in the field.</li><li>○ Organize necessary fishing and grant licenses and eradicate violations occurred in water or onshore.</li></ul>

- To develop fishing proficiency and increase awareness and technical capabilities of fishermen and propose required decrees to eliminate acts harming fishing business environment.
- Conduct field survey for fish and other sources of fishery business.
- Coordinate with international and regional organizations' practices in the field of fishery protection and development according to technical and economic cooperative agreements, and supervise its implementation.

Coordination between the fishery organization and the Red Sea rangers is very hazy due to contradicting in interest. For example, on one hand the fishery organization promotes fishing increases regardless of species fished. On other hand Law No. 4 specifies that certain species should be protected. Among these, shark fishing are an example of such a contradiction. Fishing of colored fish is another example.

***Areas for Improvement:***

- ✓ Develop official communication and coordination mechanisms between Ministry of Agriculture and Ministry of State for Environment. Proposed mechanisms should be concurred by the highest administrative level of the concerned ministries (preferably Ministries). As an important outcome of such coordination, a unified implementation procedure for the two agencies in Red Sea area should be developed.
- ✓ Implement a number of joint workshops to present and discuss the governing laws of the two agencies and its enforcements.

## Meeting Report #8

**Agency:** The Red Sea Association for Diving and Water Sports, NGO

**Interviewed person:** Mr. Mahmoud A. Hady, Director

**Date of Meeting:** April 29<sup>th</sup>, 2002

**Participants:** Mr. Ahmed El Ibiary, Legal Consultant  
Eng. Salah M. Abdel Razek, Institutional Development consultant  
Mr. Abd-Allah Eliwa, Red Sea Protectorate Office

**Purpose of the meeting:** To identify scope of work of the NGO in relation to environment protection and areas for improvement in cooperation with Red Sea rangers

**Main Outcomes:** The Association was established in October 2000 and has more than 518 members representing private sector marine activities in Red Sea area.

Association's goals and objectives include, but are not limited to, the following:

- Establish, implement and uphold standards for safety and quality for diving and marine activities and services.
- Develop and implement a comprehensive marketing and promotional plan to increase the competition of the Red Sea as a dive travel destination.
- Putting in place a code of conduct for all operators in the industry and create a security fund for professionals.
- Create a broad training program to generate new cadres of young and qualified professionals and upgrade the professional quality of existing ones.
- Develop, rationalize and diversify the current locations of dive sites with the intention of

increasing the competitiveness of the tourist attraction of the Red Sea area *while preserving the environment*.

- Establish an information center and hotline for inquiries, problems and emergencies, etc.
- Plan and organize national and international exhibitions and events to promote the Red Sea as a tourist destination.
- Provide consistent advisory services for existing and potential professionals and investors.

Hurghada Environmental Protection and Conservation Association (HEPCA) is one of the active members of the Association. It was developed as a pressure group to protect the environment of Hurghada city. HEPCA works mainly in the field of protecting the marine environment. It has implemented a number of successful projects in that area. The installation of the Mooring System and its maintenance is one of the successful efforts in environment protection field.

In general, the Association has established and maintained a good working relationship with governmental agencies at both central and local levels, in addition to community organizations. Specifically, their working relationship with the Red Sea rangers is excellent since organizing joint patrolling and reporting violations of environment law.

In addition to enhancing the current role of the NGOs in environment protection activities, it is recommended to enlarge the HEPCA's involvement in rangers' activities, mainly in the area of environmental awareness rising.