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PUBLIC PARTICIPATION IN DECISION-MAKING

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PUBLIC PARTICIPATION IN DECISION MAKING

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The EPIQ Water Policy Reform Program (WRRP) is a joint activity of the Ministry of Water Resources and Irrigation and the United States Agency for International Development. It is carried out under the auspices of the Agricultural Policy Reform Program. Program implementation is the responsibility of Winrock International, International Resources Group, Ltd., and Nile Consultants.

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List of Abbreviations and Acronyms

APRP	Agricultural Policy Reform Program
CACS	Central Administration for Citizen Services
EPIQ	Environmental Policy Indefinite Quantity
GOE	Government of Egypt
HEM	His Excellency the Minister of Water Resources and Irrigation
IAS	Irrigation Advisory Service
IIP	Irrigation Improvement Project
IMT	Irrigation Management Transfer
IRG	International Resources Group, Ltd.
MALR	Ministry of Agriculture and Land Reclamation
M&E	Monitoring and Evaluation
MWRI	Ministry of Water Resources and Irrigation
PPWG	Public Participation Work Group
T&I	Technology and Information
USAID	United States Agency for International Development
WCU	Water Communication Unit
WPAU	Water Policy Advisory Unit
WPRP	Water Policy Reform Program

Table Of Contents

Executive Summary	E-1
1 Introduction	1-1
1.1 Overview	1-1
1.2 Purpose of the Report	1-3
1.3 Organization of the Report	1-3
2 Background	2-1
2.1 Public Participation Experiences in Other Countries	2-1
2.1.1 Commitment to Public Participation in the Western Hemisphere	2-1
2.1.2 Commitment to Public Participation in Europe	2-2
3 Benchmark Program	3-1
3.1 Benchmark Statement	3-1
3.2 Verification Indicators	3-1
3.3 Policy Objective	3-1
3.4 Long-term Expected Policy Reform Effects	3-2
3.5 Benchmark Organizational Structure	3-2
3.5.1 Steering Committee	3-3
3.5.2 Public Participation Work Group	3-3
3.6 Strategy for Accomplishing Benchmark	3-6
3.6.1 Present Capabilities	3-6
3.6.2 Characteristics of an Effective Public Participation Program	3-8
3.6.3 Needed Organizational Restructuring	3-9
3.7 Work Plan and Chronology of PPWG Activities	3-12
3.7.1 Work Plan	3-12
3.7.2 Chronology of PPWG Activities	3-15
4 Benchmark Accomplishments	4-1
4.1 Pilot Application of Public Participation Mechanisms and Procedures	4-1
4.1.1 Purpose	4-1
4.1.2 Selection of the Pilot Area and Issues	4-1
4.1.3 Strategy for Conducting the Pilot Application	4-2
4.1.4 Pilot Application General Work Plan	4-2
4.1.5 Selection and Training of Field Team	4-6
4.1.6 Field Surveys	4-6
4.1.7 Identification of Issues and Evaluation Criteria	4-7
4.1.8 Development of Alternative Solutions	4-7

4.1.9	Informative Seminar	4-8
4.2	Planned Study Tour.....	4-8
4.3	Recommended Policy	4-9
4.3.1	Policy Rationale and Purpose:	4-9
4.3.2	Policy Objectives:	4-10
4.3.3	Responsibility for Program and Resources:.....	4-10
4.3.4	Mechanisms and Procedures for Implementation of Policy:	4-11
4.4	The Signed Policy:	4-11

Appendix A	Present MWRI Public Participation Capabilities And Needed Organizational Restructuring
Appendix B	Work Plan and Chronology of PPWG Activities
Appendix C	Pilot Application
Appendix D	Mechanisms and Procedures

Executive Summary

The purpose of this report is to present the results of the work carried out in completion of Benchmark C.2 of Tranche V of the agreement between the Government of the Arab Republic of Egypt (GOE) and USAID/Egypt for (FY 2001).

The benchmark states: “*The GOE (MWRI) will adopt a policy to facilitate public participation in decision-making regarding planning, development, and management of Egypt’s water resources*” This benchmark has two verification indicators:

1. MWRI will approve a policy addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision-making.
2. MWRI will conduct at least one public participation activity on a selected issue to identify implementation mechanisms and procedures.

A public participation work group (PPWG) was established to carry out the tasks of the benchmark. The PPWG membership included engineers and consultants from WPAU, the Undersecretary for IAS, The head of WCU, and three staff members from the Minister’s Office, which reflects the high priority placed on this benchmark by HEM.

This benchmark was implemented during a one-year period. The major components of the benchmark consist of the following (items in bold print are benchmark requirements):

1. Visioning Workshop designed to prepare the PPWG to perform a pilot application of public participation principles and procedures.
2. **Pilot Application.** Conducting a pilot application is a benchmark requirement.
3. **Recommended policy on integrating a cohesive public policy program into MWRI decision processes.** Approval of a public participation policy is a benchmark requirement.
4. **A report describing mechanisms and procedures on how to implement the policy.** This is a benchmark requirement.

5. Translation of the Mechanisms and Procedures into an Arabic-language users' manual. This item exceeds the benchmark requirements.
6. Study Tour (now under consideration for postponement). The study tour is not a benchmark requirement, although it could prove beneficial in subsequent implementation efforts.

Strategy for Accomplishing the Benchmark:

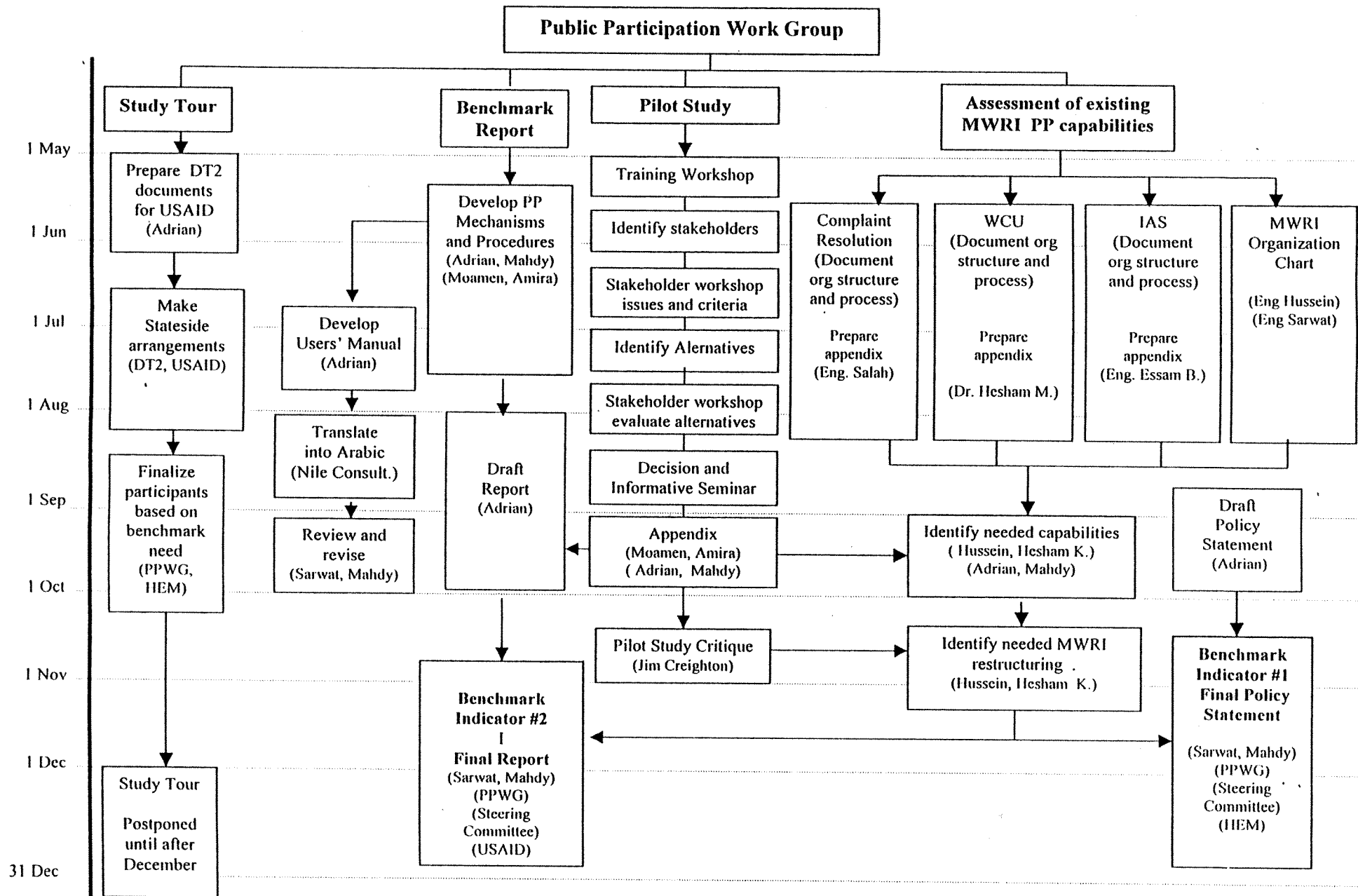
The strategy for accomplishing the benchmark is quite simple: (1) Identify what a cohesive public participation program requires; (2) identify the present capabilities that the Ministry currently has to conduct a cohesive, sustainable public participation program; (3) identify those capabilities that are lacking; and (4) define the organizational restructuring and resources needed to establish an effective public participation program.

The Visioning Seminar and Workshop accomplished the first strategy component. The second component was accomplished by the capabilities reports presented in Appendix A. The third component was accomplished by contrasting the results of the first component with the lessons learned in the pilot application. The fourth component was satisfied by specifying the resources and organizational restructuring necessary to obtain the public participation capabilities that were identified as being lacking by the third component, and integrating that with the findings of the second component into a cohesive public participation program strategically positioned within MWRI.

The activities and sequence of occurrence for the benchmark are illustrated in the following diagram.

The recommended policy was approved by Ministerial Decree on 17th of October 2001 (No. 432 for the year 2001). An English translation of the signed Arabic version of the decree is included following the diagram (Figure E-1). Both the signed Arabic version and its English translation are presented in section 4.4 of the text.

Figure (E1):Flow Chart for PPDM Benchmark Activities after PPWG Alexandria Workshop



Ministerial Decree No. 432
17th of October 2001

Minister of Water Resources and Irrigation:

In reference to:

- Irrigation and Drainage Law No. 12 for the year 1984 and Law No. 213 for the year 1994 and their executive regulations.
- With regard to Agricultural Policy Reform Program (APRP) and Water Policy Reform Project (WPRP) and its benchmarks related to the improvement of the irrigation and drainage systems and increasing the efficiency of water management.
- And based upon the WPRP benchmark on public participation in decision-making and its pilot application, expected benefits for the public include:
 1. Ensuring that stakeholders' views and concerns will receive more attention and due consideration, in order to reach the best decision.
 2. Ensuring that the ministry's programs at all levels are responsive to the needs and concerns of the stakeholders.
 3. Creating and strengthening a spirit of mutual trust and understanding between the ministry agencies and stakeholders.
 4. Encouraging more response and involvement from stakeholders in applying laws and regulations related to planning, development and management of Egypt's water resources.

5. Strengthening a forum for consultation with the public in the general policy of the ministry to solve problems and have the best decisions.
- And based on our approval.

Decided

Article No. 1

Inclusion of public participation in decision-making , whenever it is needed, in the general policy of managing the ministry's activities related to planning, development and management of Egypt's water resources. However, the ministry, according to law, is the final decision-maker considering the available human and financial resources.

Article No. 2

Heads of the ministry departments, authorities, sectors, central administrations and chairmen of central administrations, as well as directors general at the governorate level, take measures to facilitate the implementation of this policy. Necessary financial and human resources and training would be allocated. General performance assessment of the Ministry Units will include the success of applying this policy. The ability to create good relationships and joint co-operation with stakeholders is an indicator of success.

Article No. 3

Units and agencies of the ministry will take responsibility for applying the policy of public participation in decision-making. Implementation shall follow mechanisms and procedures as applied in the pilot area conducted in El-Santa Irrigation District, Gharbeya governorate, regarding "*public participation in cleaning and maintenance of El-Ragabeya and Right Gannabeya canals,*" and as documented in the Water Policy Reform Project user's manual entitled, "*Design and Implementation of Public Participation in Decision-Making Programs*".

Article No. 4

This decree is effective as of this date and all concerned units should implement it.

Minister of Water Resources and Irrigation

Dr. Mahmoud Abu-Zeid

1 Introduction

1.1 Overview

The Ministry of Water Resources and Irrigation (MWRI) is the primary government agency charged with the management of water resources in Egypt. Escalating population growth, a desire for agricultural expansion, and increasing demands on surface water supply, play significant roles in water delivery capability. Both MWRI and USAID are aware of the need to develop policy reforms that will effectively address these and other issues that determine efficiency of use, productivity, and protection of water resources.

During FY 96/97, MWRI and USAID developed a “water resources results policy package” that focused on producing four major results:

1. Improved irrigation policy assessment and planning process;
2. Improved irrigation system management;
3. Improved private sector participation in policy change, and;
4. Improved capacity to manage the policy process.

MWRI and USAID designed the water resources results package aimed at policy analysis and reforms leading to improved water use efficiency, productivity, and sustainability. Specific objectives included:

- To increase MWRI knowledge and capabilities to analyze and formulate strategies, policies and plans related to integrated water supply augmentation, conservation and utilization, and the protection of Nile water quality;
- To improve water allocation and distribution management policies for conservation of water while maintaining farm income;
- To introduce a decentralized planning and decision-making process at the irrigation district level;
- To increase users' involvement in system operation and management.

Technical assistance for the water policy analyses is provided through a task order (Contract PCE-I-00-96-00002-00, Task Order 807) under the umbrella of the Environmental Policy and Institutional Strengthening Indefinite Quantity Contract (EPIQ) between USAID and a consortium headed by the International Resources Group (IRG) and Winrock International. Local technical assistance and administrative support is provided through a subcontract with Nile Consultants.

In early 1997, the water resources results package was amalgamated into the USAID Mission's Agricultural Policy Reform Program (APRP). USAID supports the MWRI in five program activities under APRP. These five activities are:

1. Water policy analyses;
2. Water policy advisory unit;
3. Water education and communication;
4. Main systems management, and;
5. Nile River monitoring, forecasting and simulation.

USAID supports the Ministry's efforts through technical assistance and cash transfers (annual *tranches*) based on performance in achieving identified and agreed-upon policy reform benchmarks. The MWRI recognizes that public participation in the decision-making process strengthens the fulfillment of public policies and contributes to the transparency of public and private action by providing opportunities for cooperation and coordination between government and stakeholders, which builds trust among the participants and leads to the creation of long-term collaborative relationships.¹ This is particularly true in dealing with issues related to the environment and sustainable development and management of basic resources such as water, which affect people from all segments of society. An effective public participation program can bring all impacted Egyptian stakeholders together to work toward common goals for the mutual and sustainable benefit of all.

¹ The term "public" is an all-inclusive term referring to the general public at large. The term "stakeholder" refers to the sub-set of the public that is made up of persons and/or organizations that will be impacted, either negatively or positively, by the pending decision. A necessary initial task in any public participation issue is identifying the stakeholders.

1.2 Purpose of the Report

A memorandum of understanding between the Arab Republic of Egypt (GOE) and USAID listing mutually agreed policy reform benchmarks for the APRP Tranche V period (1 January 2001 to 31 December , 2001) was signed on 15 July 2001. Benchmark 2 of Section C, entitled, “Public Participation in Decision-Making,” is a component of the APRP medium/long term policy goals, “Agricultural Land and Water Resource Investments, Utilization and Sustainability.”

The purpose of this report is to formally document the activities involved in the accomplishment of the Tranche V, Public Participation in Decision-Making benchmark and the satisfaction of the verification indicators.

1.3 Organization of the Report

Following the Introduction (Chapter 1 of this report), there is a general overview of participatory irrigation management in Chapter 2, including background information and identification of the need for a public participation capability. Chapter 3 presents the benchmark program, including approved benchmark statement, verification indicators, policy objectives, long-term expected policy reform effects, benchmark organizational structure, the strategy for accomplishing benchmark and work-plan and chronology of PPWG activities. Chapter 4 is devoted to benchmark accomplishments, including pilot application of public participation mechanisms and procedures, planned study tour, recommended policy statement by PPWG and the signed policy by H.E. the Minister of Water Resources and Irrigation.

Detailed documentation of benchmark activities are provided in the appendices as follows:

Appendix A	Present MWRI Public Participation Capabilities and Needed Organizational Restructuring
Appendix B	Work Plan and Chronology of PPWG Activities
Appendix C	Pilot Application
Appendix D	Mechanisms and Procedures

2 Background

This benchmark was conceived by H.E. the Minister as an off-shoot of his extensive experience in the management of Egypt's water resources and his extensive participation in water resources management issues on a world-wide basis. It stems from his conviction that properly conducted public participation in decision-making will lead to sustainable management decisions for the mutual benefit of all Egyptians.

Public participation in decision-making has been practiced for a long time in water resources management in a piecemeal fashion. However, it has been only recently recognized that comprehensive public participation programs, integrated into the decision-making agency's organizational structure, are essential components of sound, sustainable water management programs. This universal recognition is reflected in the commitments that many nations have made to adoption of public participation practices and procedures in their resource management activities.

2.1 Public Participation Experiences in Other Countries

Experiences in other countries have led to the conviction that public participation in decision-making leads to improved decisions and sustainable conditions with respect to natural resource development and management. Examples of these convictions can be seen in the endorsement of public participation principles in the Western Hemisphere and Europe.

2.1.1 Commitment to Public Participation in the Western Hemisphere

In December 1996, at the Summit of the Americas for Sustainable Development, Santa Cruz, Bolivia, the heads of state and government adopted a Declaration and Plan of Action supporting the full integration of civil society into the design and implementation of sustainable development policies and programs at the hemispheric and national level. Over a two-year period, the Inter-American Strategy for the Promotion of Public Decision-Making for Sustainable Development (ISP) was developed. The ISP received cooperation from the Global Environment Facility/United Nations Environment Programme, the U.S. Agency for

International Development, the United Nations Educational, Scientific and Cultural Organization, and the Organization of American States.

The goal is to promote transparent, effective, and responsible public participation in decision-making and to foster the formulation and execution of sustainable development policies.

The ISP recognized that public participation improves decisions by:

- Increasing the likelihood of popular support for decisions related to development policies, projects, and programs;
- Reducing the potential for serious conflict by encouraging consensus among diverse stakeholder groups;
- Allowing citizens to become more aware of decisions that may affect their future;
- Saving time by reducing delays caused by challenges to efforts already under way;
- Reducing costs by limiting the need to redesign projects to meet public objectives, and;
- Adding to the pool of human resources and knowledge available to traditional decision-makers by opening development issues to the scrutiny of non-traditional partners.

2.1.2 Commitment to Public Participation in Europe

In June 1998, delegates from more than 36 European countries signed the Convention on Access to information, public participation in decision-making, and access to justice in environmental matters. The convention binds the signatory countries to follow and respect a set of principles and practices.² Among other things, the convention lays out procedures for

² Signatory countries include: Albania, Armenia, Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Greece, Iceland, Ireland, Italy, Kazakhstan, Latvia, Liechtenstein, Lithuania, Luxembourg, Monaco, Netherlands, Norway, Poland, Portugal, Republic of Moldova, Romania, Slovenia, Spain, Sweden, Switzerland, Republic of Macedonia, Ukraine, United Kingdom, and the European Community.

public participation in decisions related to specific activities - such as various installations, development, facilities, plans, programs and policies, executive regulations, and other legally binding regulatory instruments.

The convention is significant because it established a uniform set of standards for involving citizens in environmental decision-making and the importance of fully integrated environmental considerations in governmental decision-making.

The Convention is based on three principles: 1) individuals and corporations should be able to demand information, 2) the public should be involved early in making decisions which could have an impact on the environment, 3) persons who have been denied environmental information should be given the right of appeal.

3 Benchmark Program

3.1 Benchmark Statement

“The GOE (MWRI) will adopt a policy to facilitate public participation in decision-making regarding planning, development, and management of Egypt’s water resources.”

3.2 Verification Indicators

The two Verification Indicators for the benchmark are:

1. The MWRI will approve a policy addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision-making.
2. MWRI will conduct at least one public participation activity on a selected issue to identify implementation mechanisms and procedures.

3.3 Policy Objective

Even though there are various management practices within MWRI that have within them the inherent opportunity for channels for interactive participation by stakeholders in water development and management decision-making, there is no requirement that such interactive participation take place nor is there a clear designation of responsibility for integrating such participation into a cohesive program. Consequently, such participation takes place only in isolated activities such as the formation of water users associations carried out by the IAS in IIP service areas, and one-way public awareness activities by the WCU.

The policy reform objective is to adopt a policy *requiring* open channels within MWRI that provides for interactive two-way stakeholder participation in water development and

management decision-making and to describe mechanisms and procedures for implementing that policy.

3.4 Long-term Expected Policy Reform Effects

Implementation of the policy is beyond the timeframe of the benchmark; however, the following long-term effects are expected to result when the policy is implemented:

- Create mechanisms and opportunities for consultation and agreement between the stakeholders and officials of MWRI at all management levels that support stakeholder partnerships and citizen awareness activities;
- Increase public involvement in managing the water resource base by providing for stakeholder participation in the development and implementation of policies and resource management decisions;
- Provide an opportunity for MWRI and stakeholders to share equitably in the commitments, burdens, and benefits of sustainable development and management of Egypt's water resources. This is a key factor in developing a logical foundation for promoting the adoption of effective and acceptable cost-sharing principles;
- Improve the capacity of stakeholder organizations to participate in development and management of the water resource base by increasing stakeholder collaboration, and;
- Contribute to the establishment of a standardized Ministry-wide public participation program through centralized policies, procedures, and monitoring of public participation activities within MWRI.

3.5 Benchmark Organizational Structure

The Public Participation Work Group (PPWG) functions as the executive unit of the benchmark under the overall supervision of the Steering Committee and with support from the EPIQ Chief of Party and assigned staff from the Water Policy Advisory Unit (WPAU). The organizational structure is illustrated in Figure 1.

3.5.1 Steering Committee

The Water Policy Reform Program project is a joint MWRI/USAID effort sponsored by USAID under the Environmental Quality Indefinite Quantity Contract (EPIQ) umbrella. Within MWRI, the Steering Committee has overall supervision and coordination of the EPIQ/WPRP project. Steering Committee members are:

- Eng. Gamil Mahmoud, Chairman of the Steering Committee;
- Eng. Ali Morsi Batt, Chairman of Irrigation Department, Member;
- Professor Dr. Mona El Kady, Chairman of the NWRC, Member;
- Dr. Bayoumi Attia, Head of the Planning Sector, Member;
- Eng. Ramsis Bakhoun, Chairman of Irrigation Improvement Sector, Member;
- Professor Dr. Fatma Abdel El Rahman, Head of the Ground Water Sector, Member;
- Eng. Hussein El Atfy, Undersecretary, Head of Central Administration, Minister's Office, Member;
- Dr. Wadie Fahim, USAID, Project CTO, Member, and;
- Andrew Tczap, EPIQ Chief of Party, Member.

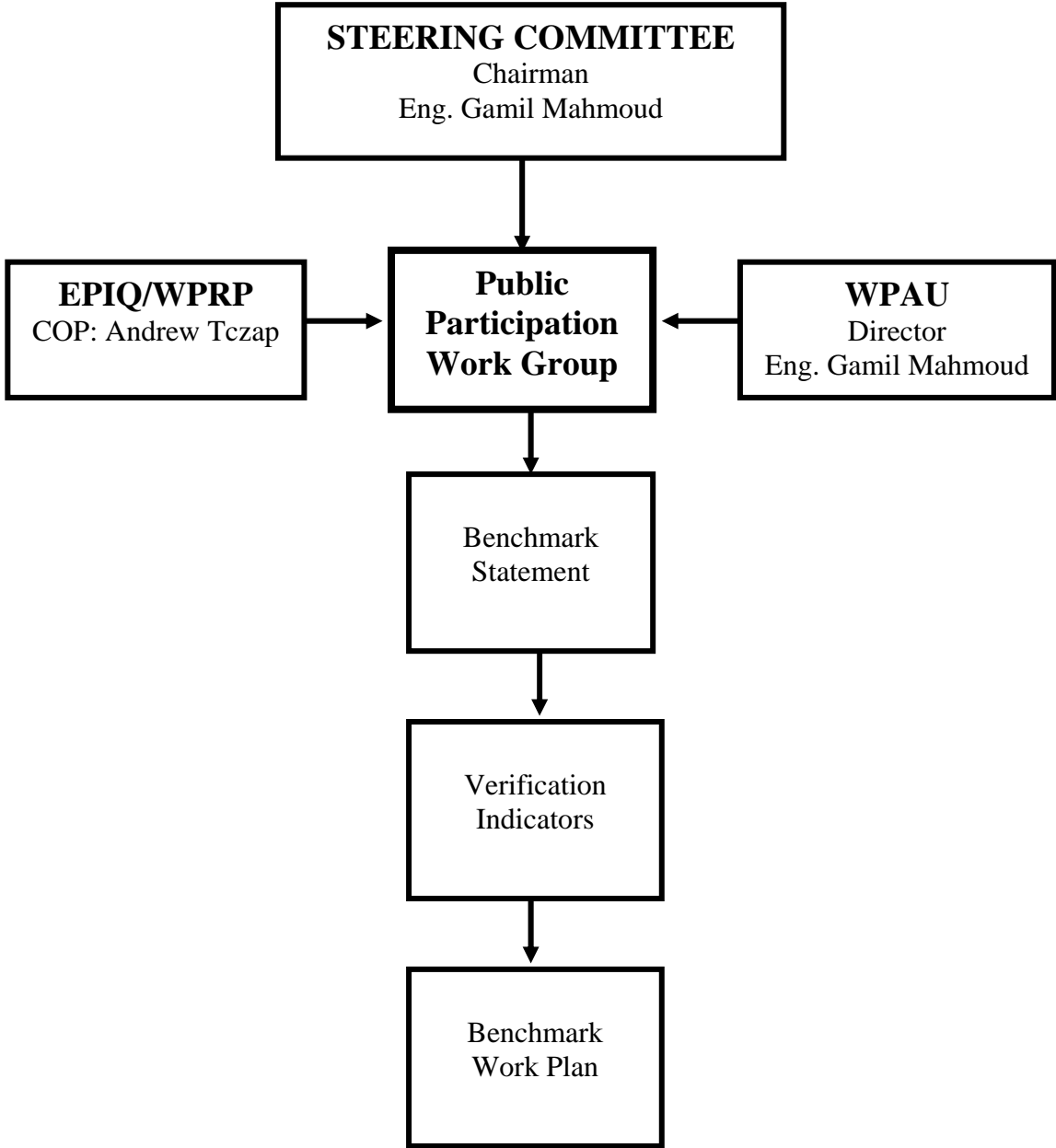
3.5.2 Public Participation Work Group

In support of this policy benchmark activity, a Public Participation Work Group (PPWG) was established by the Steering Committee. PPWG is co-managed by the EPIQ senior water resources economist and Eng. Sarwat Fahmy, an expert water resources consultant from WPAU. Members representing the Minister's Office, Water Communications Unit, Irrigation Advisory Service, and Water Policy Advisory Unit. A work plan was developed to cover activities between February 2001 and December 2001. This work plan was incorporated into the overall EPIQ work plan, which was submitted to and approved by the Steering Committee on 24 February 2001.

The PPWG, under the overall supervision of the Steering Committee, conducted the benchmark. PPWG members are:

- Eng. Sarwat Fahmy, WPAU, Co-Task Manager;
- Adrian Hutchens, EPIQ, Co-Task Manager;
- Eng. Nasser Ezzat, WPAU, Alternate Co-Task Manager;
- Dr. Elsayed Mahdy, EPIQ, Water Resources Economist;
- Engr. Hussein El Atfy, Undersecretary, Minister's Office;
- Engr. Salah El Shazley, Undersecretary, Central Administration for Citizen Services;
- Eng. Essam Barakat, Undersecretary, Irrigation Advisory Service;
- Dr. Hesham Kandil, Director, Technology and Information;
- Dr. Hesham Mostafa, Head, Water Communication Unit;
- Eng. Moamen El-Sharkawy, WPAU, and;
- Eng. Amira El Diasty, WPAU.

Figure 1: Benchmark Organizational Structure



3.6 Strategy for Accomplishing Benchmark

The strategy for accomplishing the benchmark is quite simple: (1) Recognize the present capabilities that the Ministry currently has; (2) identify what a cohesive public participation program requires; (3) identify those capabilities that are lacking; and (4) define the organizational restructuring and resources needed to establish an effective public participation program.

3.6.1 Present Capabilities

Even though there are various management practices within MWRI that have within them the inherent opportunity for channels for interactive participation by stakeholders in water development and management decision-making, there is no requirement that such interactive participation take place nor is there a clear designation of responsibility for integrating such participation into a cohesive program. Consequently, such participation takes place only in isolated activities such as the formation of water users associations carried out by the Irrigation Advisory Service (IAS) in Irrigation Improvement Project (IIP) service areas.

Proactive stakeholder participation does not take place in decision-making in other departments or levels within the Ministry. However, in addition to stakeholder participation in IAS, partial public participation does occur in the Water Communication Unit (WCU), and in Central Administration for Citizens Services (CACS) activities. It is important to recognize these capabilities and take advantage of them, rather than duplicate them with another layer of bureaucracy.

MWRI Organizational Structure

In order to effectively utilize the present public participation capabilities of IAS, WCU, and CACS, it is necessary to understand where they are positioned and how they relate to other units within the Ministry. This section provides a brief summary of that organizational structure. A more detailed assessment is presented in Appendix A. Figure 2 presents the organizational structure of the Ministry and shows where IAS, WCU, and CACS are positioned.

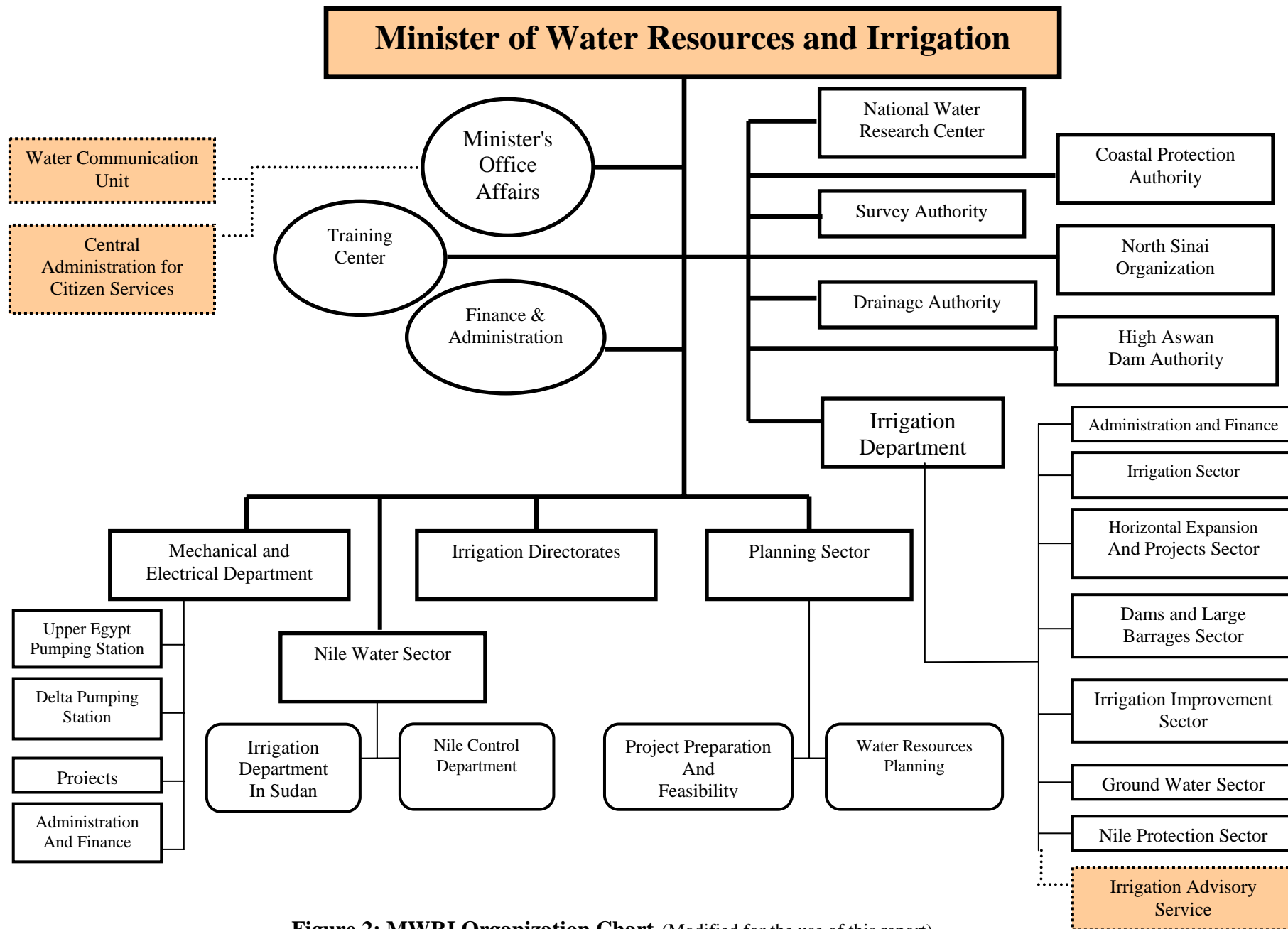


Figure 2: MWRI Organization Chart (Modified for the use of this report)

IAS Capabilities

The Irrigation Advisory Service is the only MWRI unit that has proactive, two-way stakeholder involvement in its program. IAS was established as the result of the Irrigation Improvement Project (IIP), which was initiated through USAID support. However, that program was limited to establishing and maintaining Water Users' Associations (WUAs) at the mesqa level. It was never intended to have the authority or the resources necessary to carry out a comprehensive Ministry-wide public participation program. However, integrating its present capabilities into a comprehensive program would be an effective way of expeditiously acquiring the needed capability. A detailed description of IAS capabilities is presented in Appendix A.

WCU Capabilities

The Water Communication Unit (WCU) was established by a previous USAID-supported program for the purpose of conducting public awareness activities. It has extensive human and physical resources for providing that service. However, even though public awareness is a necessary component of any comprehensive public participation program, it does not provide the two-way proactive stakeholder involvement required by public participation in decision-making. A detailed description of WCU's public awareness capabilities is presented in Appendix A.

CACS Capabilities

The Central Administration for Citizen Services (CACS) receives and responds to water users' complaints within the Central Administration for People's Assembly and Shura Counsel Affairs and Citizens Service (Minister Office) as well as other levels within the organizational chart of the Ministry of Water Resources and Irrigation (MWRI). A more detailed description of the responsibilities of the CACS is presented in Appendix A.

3.6.2 Characteristics of an Effective Public Participation Program

An effective public participation program is one where the decision-making agency's conduct of the public participation program stresses the following:

- Seeks to identify stakeholders prior to making the decision;
- Managers define clear access points for public input from the earliest stages of a decision process and will provide adequate time and opportunities for stakeholders to participate;
- Considers stakeholder input;
- Incorporates or otherwise responds to the views of its stakeholders in making its decisions;
- Such processes will be open, understandable, and consistently followed;
- Credible, effective public participation processes, including active community awareness, will be consistently incorporated into the agency's program operations, planning activities, and decision-making processes, and;
- The agency will conduct periodic reviews of its public participation program for the purpose of improving performance.

3.6.3 Needed Organizational Restructuring

Water policy-makers encounter a very intricate situation that needs a strenuous effort to overcome the problem of a quantitatively (and possibly qualitatively) limited water resource base. With a growing demand, as indicated, by the various sectors (agriculture, industry, river navigation and municipalities), the problem gets more aggravated by the deterioration of water quality, resulting from draining various types of wastes into the irrigation and drainage networks. The problem, as such, requires greater awareness and collaboration between MWRI officials, water users and any other related organization.

One of the major ways and means of encountering these future challenges and problems is through the adoption of public participation concepts and programs. As previously experienced, the MWRI considered both stakeholders participation in the physical activities and public awareness as goals in its future policies, but it also has to adopt public participation as a continuous, permanent, and effective program that will serve all ministry activities. Hence, the MWRI has to provide an institutional structure to be in charge of the MWRI's Public Participation Function.

The proposed organizational restructuring should be carefully and simply described with a good and strong foundation that will allow building an operational and sustainable structure for Public Participation policy initiation and processing within the MWRI in the future. With a detailed and complex structure for Public Participation we might lose time and initiatives to proceed in such important activity and also we might not be able to provide the structure requirements whether it will be administrative, financial, etc.

The proposal of having an identified structure for public participation within the ministry, whether it is an initiation of a new body or reorganization of the current capabilities, worth great consideration and strong justification because of the following:

1. Initiation of a new policy needs high level of support;
2. Public participation will be an activity to serve the Ministry in all its major and minor issues dealing with policies, strategies, and plans at all levels. This covers all Ministry activities., and;
3. Presence and closeness to high-level scope of the MWRI activities and decisions is needed as a base objective of public participation to fulfill its requirement in a comprehensive manner.

As noted above, the careful and simple formation of a public participation structure will naturally facilitate its reality and functionality.

Therefore, The main features of the needed co-ordination and organizational restructuring could be seen as follows:

Short-term needs :

The *main* features are:

- Water Communication Unit (WCU), Central Administration for Irrigation Advisory Services (IAS), and Central Administration for Citizens Service (CACS) will be equally involved and responsible according to its current capabilities, and;
- Establishment of a Coordinating Committee for public participation to coordinate between and among WCU, IAS and CACS, identify issues and

supervise public participation activities. Members of this committee continue to be the working group members of the public participation benchmark, including:

- Representative(s) from the Minister’s Office;
- Heads of WCU, IAS and CACS;
- Engineers of the Water Policy Advisory Unit (WPAU);
- Representative(s) from the Irrigation Sector and Drainage Authority, and;
- A small number of highly qualified public participation-oriented staff.

Long-Term Needs:

In the long run and based on achieved success and the expanded activity expected, a specialized unit for Public Participation in Decision-Making could be initiated under any of the specialized MWRI Central Administrations to undertake on a permanent basis the following responsibilities:

- Identifying potential issues that need public participation, and this will be in coordination with the Water Communication Unit (WCU), Irrigation Advisory Services (IAS) and Central Administration for People’s Assembly and Shura Counsel Affairs and Citizens Service (Minister Office);
- Designing public participation programs;
- Identifying co-lateral needed ministry staff for conducting public participation programs. The presence of WCU, CACS and IAS is essential for their experience in dealing with water users and their communication skills;
- Implementing public participation programs;
- Monitoring public participation programs during implementation;
- Evaluating the implemented public participation programs and their impacts on the decision making process;
- The monitoring and evaluation (M&E) results should be used to update the document “Mechanisms and Procedures for Implementing Ministry of Water Resources and Irrigation policy on Public Participation in Decision Making”, i.e., the User’s Manual, and;

- Preparing an annual work plan for public participation to be submitted to the Coordinating Committee and then to H.E. the Minister for his approval, and this plan will include detailed descriptions of all activities associated with a time table and resource requirements (designated staff, budgets, ..etc.).. More details are presented in Appendix A.

3.7 Work Plan and Chronology of PPWG Activities

This section describes the work plan that was approved by the Steering Committee for the PPWG to follow in executing the benchmark. That is followed by a chronology of the activities that were actually performed. There is some variation between the two. For example, the approved work plan called for a stakeholders' workshop to review alternative solutions. A review of alternatives was completed during the focus group meetings that were held prior to the workshop; therefore, the workshop for doing that activity was canceled.

Also, the schedule for the Study Tour conflicted with other MWRI commitments and rescheduling within the timeframe of the benchmark was not possible. At the time of this writing, the Study Tour was postponed until after December, with the possibility that it would be canceled completely.

3.7.1 Work Plan

The tasks for this benchmark will be carried out by the members of the public participation working group (PPWG) under the approval of the Steering Committee. As needed, PPWG will be assisted by local and expatriate consultants. The mechanism to be defined for public participation will be designed to complement the public awareness capabilities of the existing Water Communication Unit to avoid duplication. The tasks will focus on the following:

1. Establish the public participation work group (PPWG);
2. PPWG review documents of public participation experiences in other countries;
3. Prepare draft work plan;
4. Prepare for and conduct Implementation Workshop;

5. Identify potential areas, and/or issues, for pilot application and establish criteria for selection of the specific pilot area;³
6. Select area and issue for pilot application;
7. Arrange for and conduct an initial visioning workshop for PPWG members conducted by a public participation expert emphasizing the critical components of an effective public participation program.

The visioning workshop will provide a broad range of participants with an overview of the purpose and benefits of an effective public participation program and will provide the PPWG with the hands-on capability to expeditiously conduct a pilot application by addressing the following subjects:

- a. The need for public participation. (Why have public participation? When is it needed? When is it not needed?)
- b. The need for a clear statement of the pending MWRI issue.
- c. Development of a participation plan.
- d. Identification of stakeholders.
- e. Methods of ensuring stakeholder awareness of pending issue.
- f. Mechanisms for stakeholder participation.
- g. Stakeholder involvement in identifying alternative ways of addressing the pending issue.
- h. Stakeholder involvement in selection of preferred alternative.
- i. Documentation of stakeholder involvement.

³ For clarification, the pilot application had both “area” and “issue” dimensions. The term “pilot area” refers to the geographic location of the impact of a decision, such as being confined to a specific Directorate. The term “pilot issue” refers to the subject matter, which is without geographic dimension within the water delivery system, such as the decision to adopt continuous flow as a system-wide policy. The intent was to limit the pilot application to a single issue within a localized geographic area in order to ensure that it could be addressed within the timeframe and resource limitations of the benchmark sufficiently to confirm identification of the basic mechanisms and procedures needed to define a cohesive public participation program.

- j. Identification of MWRI mechanisms (organizational structure, resources, and procedures) that would be needed to carry out the public participation program.
8. Identify present MWRI resources and assess capabilities for conducting an effective public participation program.
- Those resources are expected to be:
- a. The public awareness component of the Water Communication Unit (WCU);
 - b. The complaint resolution network (CRN) of the Central Administration for Complaints; and
 - c. The MWRI-farmer network of the Irrigation Advisory Service (IAS).
9. Based on the results of the visioning workshop and the identification of present MWRI resources to date, establish, on an *ad hoc* basis, the needed complementary capabilities sufficient to carry out a limited pilot application;
10. Conduct PPDM on selected pilot issue;
11. Prepare draft appendices;
12. Preparation for international study tour to assess alternative methodologies of on-going PP activities;
13. Prepare a report, with appendices as needed, that describes the restructuring of existing MWRI public participation resources consisting of the public awareness capabilities of the WCU, the issue sensing capabilities of the CRN, the stakeholder experience of the IAS, and the capabilities of any needed complementary resources identified in the visioning workshop and pilot application into a cohesive public participation program, and;
14. Prepare a policy statement addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision-making.

The Work Plan specified the following deliverables:

- Draft appendices covering the following:
 - e. Proceedings of the visioning workshop.
 - f. Identification of present MWRI resources that are used and/or could be used to conduct a public participation program (WCU, etc.) and identifies the operating capabilities of those resources with respect to performing an effective PPDM program.
 - g. Specification of the complementary capabilities needed to perform an effective PPDM program.
 - h. Pilot public participation issue.
- A report that describes the restructuring of existing MWRI public participation mechanisms and complementary additional mechanisms into a cohesive public participation program.
- A policy statement addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision-making.⁴

The work plan is presented in Appendix B.

3.7.2 Chronology of PPWG Activities

A record of all PPWG activities associated with benchmark performance, such as meetings and field trips, was kept. The activities of the PPWG are summarized in the chronological record presented in Appendix B.

⁴ For clarification, producing the policy statement as a deliverable and adopting the policy as satisfaction of a verification indicator are two distinctly different actions performed by two distinctly different entities. The PPWG will produce a policy statement as a deliverable – that deliverable will have neither force nor effect. His Excellency the Minister, will adopt the policy, giving it both force and effect as a verification indicator.

4 Benchmark Accomplishments

4.1 Pilot Application of Public Participation Mechanisms and Procedures

Application of public participation mechanisms and procedures to a pilot area and issue is a required benchmark indicator. This chapter summarizes those activities.

4.1.1 Purpose

The purpose of the pilot application was two-fold: First, to give the PPWG members experience in conducting public participation on a real issue, and second, determine if application of public participation mechanisms and procedures could lead to better management decisions.

4.1.2 Selection of the Pilot Area and Issues

The workgroup intentionally chose a problem that was focused on a somewhat confined geographical area, with a fairly well defined group of stakeholders. The pilot project had to be completed in a period of approximately 4-5 months in order to meet the schedule of the benchmark, so it was necessary to take on an issue that did not involve shared decision-making with other ministries, or a large geographical area. For this reason, the workgroup decided it was better to focus on a smaller issue that could be resolved within the timeframe, rather than a too-challenging issue with an uncertain outcome.

The decision selected as the focus of the public participation pilot application was when and how to perform cleaning and maintenance on two sub-canals, El Ragabeya and the 2nd Right El Gannabeya in the El-Santa District (referred to hereafter as Ragabeya and Gannabeya Canals), in the Gharbeya Directorate. This involved dredging the canals to remove sediment and waste materials and physical improvements such as pitching of canal banks, changes in out-takes, removing encroachments, and repairing bridges.

The workgroup expected to achieve a high level of agreement on the plan. However, it was understood that it might not be able to achieve full agreement on all issues. Therefore, it was important to make it understood by all stakeholders that the responsibility for the final decision rests with MWRI, taking into account the information it has received from stakeholders. Therefore, the goal of the pilot application was to reach a consensus among the stakeholders regarding each of the issues associated with cleaning and maintenance programs for the two canals. That means that full agreement with the decision was not required, but it did require that the stakeholders understand the decision-making process and why the decisions were made.

4.1.3 Strategy for Conducting the Pilot Application

The strategy for conducting the pilot application consisted of the following steps:

1. Identify stakeholders and issues related to cleanup and maintenance of the two canals;
2. Identify criteria for resolution of the identified issues;
3. Identify alternatives for resolving the identified issues;
4. Evaluate alternatives;
5. Incorporate the best alternatives for each issue into a final plan for cleanup and maintenance, subject to Ministry constraints, and;
6. Present the final decisions on the issues to the stakeholders and explain why each decision was taken.

Even before the first step was taken, it was obvious to the PPWG that a work plan for conducting the pilot application was needed and a field team would be required to conduct the field surveys.

4.1.4 Pilot Application General Work Plan

Two work plans were developed: a general plan for the entire pilot application and a detailed plan for the field team to conduct the surveys. The general plan is presented below. The detailed plan for conducting the field surveys is presented in Appendix C. The workgroup

identified several categories of tasks for consideration in developing the general work plan.

They were:

Government agencies:

- Prepare an official letter, endorsed by the decision-maker, to be sent to government agencies;
- Develop a list of government officials who need to be contacted informally;
- Assign responsibility for informal contacts;
- Staffing the field team;
- Selection of team;
- Team briefing;
- Team training;
- Communication products likely to be needed;
- Special flyer for women;
- Photos of problem areas;
- Photos of what cleanup activities look like;
- Media announcement (towards end);
- “Backgrounder;”
- One-page fact sheet;
- Video – Introduction to problem;
- Video – document public participation process;
- Flyers – meeting announcements, and;
- Sustainability – public awareness documents.

Workshops:

- Finalize dates & location;
- Obtain meeting places;
- Identify facilitator;
- Develop workshop format, and;
- Develop handouts/materials.

Informal Contacts/Focus Groups:

- Identify individuals & groups who should be contacted;
- Assign responsibility, and;
- Write instructions for focus groups.

The general work plan for the entire pilot application is summarized in Figure 3 in the form of a task and timeline chart. The program began with a series of informal contacts with key individuals or groups. This included other governmental entities and key stakeholders, particularly those who could provide credibility and access to the stakeholders they represent. The purpose of these contacts was to inform these people of the pilot application and their opportunities to participate, and begin to identify their level of interest and the issues likely to be of greatest concern. In addition, focus-group meetings were planned with small groups of stakeholders to discuss the issues that they were concerned about and their level of interest in participating in the decision-making process.

Figure 3: Task and Timeline Chart for PPDM Pilot Application

Tasks	Time line																	
	April	April	April	April	April	April	April	April	April	April	April	April	April	April	April	April		
A. Identify stakeholders																		
1. Prepare list of potential stakeholders (PPWG)	■																	
2. Select temporary field staff to interview potential stakeholders (PPWG)	■																	
3. Training workshop for field staff (PPWG)			■															
4. Interview potential stakeholders and identify active participants (informal contacts & focus groups)			■	■	■	■												
B. Identify issues and evaluation criteria (informal contacts & focus groups)				■	■	■	■	■										
C. Finalize issues and criteria (1 st Stakeholder workshop)							■											
D. Field assessment of issues (MWRI field staff)									■									
E. Identify Alternatives (MWRI field staff)											■							
F. Analyze alternatives (Focus group meetings)													■					
G. Review and evaluate alternatives (2 nd Stakeholder workshop)															■			
H. Develop Action Program (Decision)															■			
I. Inform stakeholders of decision (one day seminar)															■			
	April		May				June				July				August			

Assignment of responsibilities:

- A.1. Eng. Fawzy El Sobary, Eng. Essam Barakat, and Eng. Abdel Baset El Sayed, District Engineer, El-Santa Irrigation District, will prepare a list and submit it to PPWG for approval (refer to Figure 2 of the draft PP plan attached to the 3 April PPWG meeting notice for guidance).
- A.2. Eng. Fawzy El Sobary, Eng. Abdel Baset, and Eng. Essam Barakat will prepare a list of temporary field staff and submit it to PPWG for approval.
- A.3. Eng. Sarwat, Dr. Hesham Kandil, Eng. Moamen El-Sharkawy, Eng. Amira El Diasty, Eng. Essam Barakat, Dr. Elsayed Mahdy, and Adrian Hutchens, with support from Eng. Fawzy El Sobary and Eng. Abdel Baset.
- A.4. Dr. Hesham Kandil, Eng. Essam Barakat, Eng. Moamen El-Sharkawy, Eng. Amira El Diasty, Dr. Elsayed Mahdy and the temporary field staff will participate in interviews. Report results on a weekly basis to Eng. Sarwat Fahmy.
- B. Same as A.4. Report results on a weekly basis to Eng. Sarwat Fahmy.
- C. PPWG, MWRI field staff and active stakeholders.
- D. MWRI field staff and PPWG. E. Same as D. F. Same as D. G. Organized by PPWG. H. Decision by MWRI. I. PPWG and MWRI field staff.

4.1.5 Selection and Training of Field Team

The field team was selected on the basis of their knowledge of the two canal areas. Female members were selected to conduct interviews of women stakeholders. A training workshop was held in El Fayed during 4-6 May to familiarize the field team with the pilot application and prepare the field team to extract and document appropriate information from stakeholders in the pilot area.⁵ It was expected that, after the training, the participants would be able to:

- Understand the concept of public participation in decision-making with respect to water resources management;
- Understand the need for the pilot study;
- Understand the importance of their role in the pilot study;
- Arrange for interviews and focus group meetings; and;
- Acquire communication skills to:
 - Identify and interview stakeholders;
 - Extract appropriate information from different stakeholder groups;
 - Ensure involvement of different stakeholders, including women, and;
 - Document results.

4.1.6 Field Surveys

Field surveys were necessary to identify stakeholders and issues of concern to those stakeholders regarding cleaning and maintenance of the pilot canals. The field team was divided into two groups, one for each canal. Each group included female members to interview women. A one-page fact sheet was prepared that briefly explained the purpose of the pilot application. The groups distributed the fact sheets and interviewed farmers and interested villagers along each canal, using prepared questionnaires to record responses.

⁵ A list of persons attending the training workshop is presented in Addendum II.

The field survey was followed by several focus group meetings with identified stakeholders to discuss the results of the survey and confirm that the issues identified were, in fact, the ones of concern to the stakeholders.

4.1.7 Identification of Issues and Evaluation Criteria

A workshop was held in Tanta, the nearest city with facilities for holding the workshop, where stakeholders reviewed the issues and broke up into work groups to develop criteria to evaluate the desirability of alternative methods of resolving the issues.

4.1.8 Development of Alternative Solutions

Following the first stakeholders' workshop, there were several field trips to make individual contacts and hold focus group meetings to clarify and document site-specific problems on each canal. The data gathered and stakeholder concerns expressed about each issue were then used as a basis for the District and Directorate staffs to develop alternative solutions for each issue, taking into consideration the authority and budgetary constraints faced by the Ministry. A matrix showing alternative solutions for each issue and the final decisions taken is presented in Addendum IV of Appendix C.

Focus group meetings were held on 14 and 15 for Ragabeya and Gannabeya Canal stakeholders, respectively, to discuss the alternative solutions that had been developed. A consensus was reached at each meeting regarding the alternatives, which satisfied the requirements of the second stakeholders' workshop; therefore, it was canceled.

Based on this information, the Directorate and District staffs developed a final decision on the cleaning and maintenance program for the two canals for presentation to the stakeholders at an informative seminar.

4.1.9 Informative Seminar

An informative seminar was held at the Arafa Hotel in Tanta on 6 September to inform the stakeholders of the final decision. Each issue on each canal was identified with photographs and explanations along with documentation of the concerns that had been expressed by stakeholders. The decision for each issue was described and why that particular decision was taken was explained. Addendum IV of Appendix C presents tables showing issues, alternative solutions, and the decisions on cleaning and maintenance activities.

Keeping garbage out of the canals went beyond the authority of the Ministry; however, the plan did include providing two Ministry employees to periodically remove trash from the screen protecting the covered section of the Ragabeya Canal and dispose of the trash. Some pitching had to be postponed because of budgetary constraints.

Although some stakeholders were not fully satisfied with all aspects of the decisions, they did understand why the Ministry took those decisions. Several individuals spoke favorably of including the stakeholders in the decision-making process. By acclamation, the entire group endorsed the pilot application of public participation as a significant improvement in relations between the Ministry and local water users and recommended that it be continued.

The Informative Seminar was the concluding field activity of the Pilot Application.

4.2 Planned Study Tour

The benchmark work plan included a study tour to the United States. The general objective of that tour was to expose MWRI staff to public participation programs being conducted by government agencies in the United States. Specifically, the tour would have provided the opportunity to discuss methods, pitfalls, lessons learned and resources required with practitioners in the U.S. Scheduling of the tour became problematic due to conflicting commitments of key, senior level staff who were considered essential to participate. The September 11 terrorist attack in the U.S. and resulting disruption to air travel further complicated the tour planning process. The study tour schedule had not been finalized at the time of writing this report and postponement until the first quarter of 2002 appeared likely.

4.3 Recommended Policy

A recommended policy in the form of a Ministerial Decree was drafted by the work group. In preparing the draft policy, the work group considered the rationale, purpose and objectives discussed below.

4.3.1 Policy Rationale and Purpose

In general, strong public participation policy and consistent procedures will make it easier for the public to become involved and affect the outcome of the ministry's decisions. This, in turn, will assist the Ministry of Water Resources and Irrigation (MWRI) in carrying out its mission, by giving a better understanding of the public's viewpoints, concerns, and preferences. It should also make the Ministry's decisions more acceptable to those who are most concerned and affected by them. Additionally, by consistently being open, fair, and honest, a public involvement process fosters both legitimacy and trustworthiness. The public may not completely agree with the final decision, but they are more likely to understand the rationale for the decision as a result of being involved in the decision-making process.

Typical emphasis of public information programs is to provide information to the public. On the other hand, public involvement programs require opportunities for participation in decisions, so there is a complete exchange of information both to and from the public. Hence, The purpose of this Policy is to strengthen MWRI's commitment to public participation and establish uniform procedures for participation by the public in MWRI decision-making process. Through this policy, the public is entitled to participate in MWRI decision-making processes, and the Ministry encourages such participation.

However, it must be clearly understood that the Ministry cannot relinquish its legislated decision-making responsibilities. Also, this Policy is not intended to affect legal requirements imposed by law, regulation, or contractual agreements; neither does it modify any legal rights available to the public under current law.

4.3.2 Policy Objectives

In establishing a policy on public participation, MWRI has the following objectives:

- To ensure that MWRI programs at all levels are responsive to the needs and concerns of the public;
- To make sure that MWRI understands public goals and concerns, and is responsive to them;
- To promote the public's involvement in implementing laws;
- To anticipate conflicts and encourage early discussions of differences among affected parties;
- To foster a spirit of mutual trust, confidence, and openness between public agencies and the public;
- To provide information about proposed Ministry activities to the public; when needed, make the public's desires, needs, and concerns known to decision-makers;
- To provide forum for consultation with the public to participate in the definition of the problem, objectives, and solicit assistance in identifying alternatives to be studied, and in selecting among alternatives considered solutions; and have their views documented before decisions are reached, and;
- To give due consideration to the public's views in reaching decisions.

4.3.3 Responsibility for Program and Resources

Senior Departmental and field managers are responsible for ensuring that public participation activities meet the purposes of this Policy. Public participation shall be a performance element for these managers; they will be given incentives for good stakeholder and community relations and be held to measurable performance standards. Adequate resources – including staff, training, and funding – to facilitate public involvement processes are to be maintained and available at appropriate levels throughout the Ministry.

4.3.4 Mechanisms and Procedures for Implementation of Policy

The Public Participation Work Group (PPWG) recommends that the policy be implemented through application of the mechanisms and procedures specified in the Ministry report entitled, “*Mechanisms and Procedures for Implementing Ministry of Water Resources and Irrigation Policy on Public Participation in Decision–Making*”. That report contains general guidelines to be followed in conducting MWRI public participation activities. However, since each public participation setting has unique characteristics, additional assistance in interpretation and application of the guidelines is available from the Public Participation Steering Committee in the Cairo Central Office. The report on mechanisms and procedures is presented in Appendix D. It should be stated that both appendix C (pilot application) and appendix D are translated into Arabic and documented in the project report No.43 entitled “*User’s Manual for Design and Implementation of Public Participation in Decision Making Programs*”, to be used by the Ministry staff.

4.4 The Signed Policy

The recommended policy was accepted by H.E. the Minister and issued as a Ministerial Decree on 17th of October 2001 (No. 432 for the year 2001). The signed Arabic language version and its English language translation are presented, starting on the following page.

Ministerial Decree No. 432
17th of October 2001

Minister of Water Resources and Irrigation:

In reference to:

- Irrigation and Drainage Law No. 12 for the year 1984 and Law No. 213 for the year 1994 and their executive regulations.
- With regard to Agricultural Policy Reform Program (APRP) and Water Policy Reform Project (WPRP) and its benchmarks related to the improvement of the irrigation and drainage systems and increasing the efficiency of water management.
- And based upon the WPRP benchmark on public participation in decision-making and its pilot application, expected benefits for the public include:
 1. Ensuring that stakeholders' views and concerns will receive more attention and due consideration, in order to reach the best decision.
 2. Ensuring that the ministry's programs at all levels are responsive to the needs and concerns of the stakeholders.
 3. Creating and strengthening a spirit of mutual trust and understanding between the ministry agencies and stakeholders.
 4. Encouraging more response and involvement from stakeholders in applying laws and regulations related to planning, development and management of Egypt's water resources.

5. Strengthening a forum for consultation with the public in the general policy of the ministry to solve problems and have the best decisions.
- And based on our approval.

Decided

Article No. 1

Inclusion of public participation in decision-making , whenever it is needed, in the general policy of managing the ministry's activities related to planning, development and management of Egypt's water resources. However, the ministry, according to law, is the final decision-maker considering the available human and financial resources.

Article No. 2

Heads of the ministry departments, authorities, sectors, central administrations and chairmen of central administrations, as well as directors general at the governorate level, take measures to facilitate the implementation of this policy. Necessary financial and human resources and training would be allocated. General performance assessment of the Ministry Units will include the success of applying this policy. The ability to create good relationships and joint co-operation with stakeholders is an indicator of success.

Article No. 3

Units and agencies of the ministry will take responsibility for applying the policy of public participation in decision-making. Implementation shall follow mechanisms and procedures as applied in the pilot area conducted in El-Santa Irrigation District, Gharbeya governorate, regarding "*public participation in cleaning and maintenance of El-Ragabeya and Right Gannabeya canals,*" and as documented in the Water Policy Reform Project user's manual entitled, "*Design and Implementation of Public Participation in Decision-Making Programs*".

Article No. 4

This decree is effective as of this date and all concerned units should implement it.

Minister of Water Resources and Irrigation

Dr. Mahmoud Abu-Zeid