



Final Report

Water Scarcity Awareness Campaign

GreenCOM

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human
nature project

**FINAL REPORT
WATER SCARCITY AWARENESS CAMPAIGN**

**Contract No. PCE-5839-Q-00-3069-00
Delivery Order No. 17**

**Submitted to:
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**Submitted by:
GreenCOM**

**Prepared by:
Dr. John L. Woods
GreenCOM/Egypt Team Leader**

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For more information, please contact:

GreenCOM Project
Academy for Educational Development
1255 23rd Street, N.W.
Washington, D.C. 20037, USA

Tel: (202) 884-8992
Fax: (202) 884-8997
E-mail: greencom@aed.org

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H.E. Dr. Mohamed Abdel Hady Rady, Minister of Public Works and Water Resources (MPWWR), took a bold step toward changing the way his Ministry does business. Under his direction, the Ministry began to actively encourage people's participation in the formulation and implementation of policies concerning the conservation of Egypt's scarce water resources. The campaign produced through this project reflected Dr. Rady's vision and goals for the Ministry and Egypt. One week after the campaign was launched, Dr. Rady passed away. His passing was a loss for the Ministry and his many friends, as well as for Egypt as a whole. This campaign and the work of the Water Communication Unit (WCU) will carry on as one of the many contributions he made to his country.

The real stars in this project are the WCU staff who worked extremely hard to make the water scarcity campaign a reality. The WCU Director, Dr. Hesham Ali, guided the process and made many hard decisions along the way. Eng. Ahmed Fahmy, Minister's Technical Office, served as the Ministry's senior technical person to guide the campaign. Many senior staff in MPWWR generously gave their time and advice in the design and implementation of the campaign. Their work will be of great assistance to the Ministry as it implements policies to improve water conservation in Egypt.

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John L. Woods
Field Project Manager
Chemonics International

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WATER SCARCITY AWARENESS CAMPAIGN FINAL REPORT

FINAL REPORT
WATER SCARCITY AWARENESS CAMPAIGN

A. Introduction

During 1995 the Ministry of Public Works and Water Resources (MPWWR) in Egypt took a bold step in initiating a program that will change how the Ministry does business. With assistance from USAID through GreenCOM, the Ministry produced a communication strategy that states: "MPWWR will focus on helping Egyptians recognize the scarcity of water and take steps to modify their behaviors to conserve a limited water supply and protect it from pollution." On 15 July 1995, the late H.E. Dr. Mohamed Abdel Hady Rady, MPWWR Minister, signed a decree creating the Water Communication Unit (WCU), which is charged with developing a participatory communication program to implement the Ministry's communication strategy.

During the last half of 1995, an institutional development plan was prepared for the new WCU, and MPWWR and USAID discussed continued support for this new unit and the Ministry's participatory communication program. Because of funding issues, a long-term assistance project was not possible. Instead, an interim project was launched to assist the MPWWR in initiating a campaign to raise awareness among Egyptians of the worsening water scarcity problem.

On Thursday, 23 November 1996, the Water Scarcity Campaign was launched with the appearance of senior Ministry of Public Works and Water Resources officials on the TV show, "Good Morning Egypt." The show was followed by a press conference/media workshop attended by 55 press representatives and Ministry officials. During the workshop, approximately 30 radio and TV interviews were recorded for broadcast that evening and in the following days. The TV public service spots began airing 24 November. A considerable amount of work led up to this new and unusual communications campaign for Egypt. Its launch also marked a new era for the MPWWR and introduced the Egyptian public to the idea that their lives would be different in the future; they would not have the abundance of water they had for centuries.

B. Overview

Delivery Order 17 was issued to GreenCOM in mid-May 1996. Work began on 28 May when the GreenCOM team leader arrived in Cairo. The objective of this delivery order was to provide short-term assistance to the WCU for a general awareness campaign directed to farmers and associated groups, including local leaders, MPWWR staff, schools, and others. The rationale for this campaign was that such groups would accept government water policy reforms and participate in water conservation if they realized that a water scarcity problem existed. The delivery order had five components: (1) design and implement a limited research and pre-testing program; (2) design an awareness program; (3) produce materials and use the mass media; (4) carry out media orientation/advocacy seminars; and (5) monitor the awareness program.

Annex A provides an overview of this campaign and how it fits into the Ministry's longer-term approach. The following table summarizes the project and lists the deliverables specified in the scope of work. All deliverables were produced.

Project Summary

Component and Description	Deliverables	Remarks
A. Research—A limited research study will be conducted to provide some baseline information and formative research for designing the campaign.	<ol style="list-style-type: none"> 1. A research report 2. Briefing of MPWWR, USAID, and other officials of findings 3. Inputs into the design of the campaign plan 	
B. Campaign Design—Incorporating information from the research as well as analyses of the technical setting and political sensitivities performed by the Ministry, a campaign will be designed, messages will be selected, and target audiences, channels of communication, and timing/frequency of messages will be specified.	An awareness campaign design on Egypt's limited water supply using mass media (TV, radio, newspapers, etc.) and special groups (MPWWR field staff, schools, policy makers, etc.) as channels of communication.	The exact mix of the media and groups is defined in the campaign design.
C. Production of Campaign Programs/Materials—The production of the programs and materials will be contracted out to production agencies.	<ol style="list-style-type: none"> 1. A production plan 2. One or more contracts with production agencies 3. Campaign programs/materials 	
D. Orientations/Workshops—Briefings and workshops will be conducted for MPWWR officials and media representatives.	<ol style="list-style-type: none"> 1. One briefing for MPWWR staff on research findings 2. One briefing for MPWWR senior staff on campaign design 3. Two briefings of governorate MPWWR staff and others 4. One press conference to launch the campaign 5. Three briefings of media representatives 6. One briefing of senior MPWWR staff and donor agency representatives 	These were modified somewhat to fit the situation. One regional media briefing was canceled due to the death of the Minister. A briefing of Ministry of Education officials was added.
E. Equipment Procurement—A small amount of equipment and supplies will be procured for the WCU.	<ol style="list-style-type: none"> 1. \$10,000 of computer and other communications equipment 2. \$15,000 of supplies for the WCU 	
F. Reports—Besides the Work Plan, two project reports will be required.	<ol style="list-style-type: none"> 1. Mid-Term Report 2. Final Report 	

The work plan was submitted to MPWWR and USAID/Egypt on 5 June 1996. Research was to begin on 9 June, production was to begin on 23 July, and the campaign was to be launched on 25 August 1996. Unfortunately, problems arose in issuing a research contract to local firms, setting back the research to 8 August 1996. An interim work plan was submitted on 11 July, but was withdrawn to work out further details of how to proceed in light of research delays. A revised work plan was issued on 1 September. A further revised work plan was presented to MPWWR and USAID/E on 15 October 1996. The schedules for the campaign and workshops were again adjusted as work progressed. The GreenCOM advisors, MPWWR officials, and USAID officials were in constant contact and complete agreement on scheduling and deliverables.

C. Progress Report

Achievements in the five components of the delivery order are described below. Annex B contains a write-up used in briefings about the campaign.

C1. Design and Implement a Limited Research and Pre-Testing Program

Two attempts were made to issue local contracts for conducting the research. After the first attempt, Dr. Nancy Diamond, GreenCOM research advisor, came to Egypt in June and helped review local research firms and revise the terms of reference for the research. Ms. Mona Grieser, GreenCOM senior program officer, also visited Egypt in June to help with the review and identify a local gender specialist who would assist with the research. After the second attempt, it was decided that the WCU would conduct the research, and Dr. Laurie Krieger, communications research specialist, spent a month in August and early September working with WCU staff to conduct it. Dr. Laila El-Shennawy, local gender specialist, also helped with the research.

Dr. Krieger trained the staff in research design, interviews, and data analysis. Field research was conducted in Aswan, Fayoum, and Damietta. These sites were selected by the Ministry as representative of regions where there would be abundant water supply, average water supply, and water shortages. Eight WCU staff were involved in the data collection and analysis. When the field research ended, Dr. Diamond returned to Egypt to help prepare the report and organize a briefing seminar for MPWWR staff. The seminar, one of the project deliverables, took place on 8 September. USAID staff were also briefed the same day. The report was completed and presented to MPWWR and USAID.

The research showed that few people recognize that Egypt is facing or could face a water shortage. Farmers were already using many water conservation techniques and were making logical—from their perspective—management decisions on using water resources. A number of different terms were used for *mesqa* and other common water management topics and were taken into account for the campaign. Concern about water pollution was greater than expected at all three locations. Television and face-to-face communication were the most important channels for reaching the target audience.

Even though a professional research firm probably could have done a better job in the short time available, the research activity gave WCU staff an excellent opportunity to learn about research methodology and interact with the Ministry's clientele. The WCU is one of few units within MPWWR with the ability to listen to farmers and other clientele groups. As a result of its participation in this activity, staff gained much experience and understanding, which will have major pay offs for the Ministry in the future. In the next campaign, the WCU staff will be much better prepared to participate with a research firm or work with additional advisory assistance in research methodology.

During the design and production stages of the campaign, Cheryl Groff, broadcast media specialist, and John Woods, team leader, worked with the WCU staff to pre-test a variety of messages and materials. The earlier experience in research helped the staff organize their approach to pre-testing. Pre-testing guided the formulation of a slogan and the logo design. A number of field testing sessions took place for both. The WCU staff also participated with Ro'ya Advertising Agency to pre-test radio and TV spots using focus groups. The spots were tested

through focus groups twice during the production. The WCU staff did an outstanding job of pre-testing materials, contributing significantly to the quality and relevance of the materials produced.

C2. Design an Awareness Program

This campaign presented a unique challenge because it addressed a new issue for Egypt. Only within the last ten years has Egypt gone from being a water surplus country to having a water deficit. A major proportion of the population sees the Nile River regularly, giving them the impression of water abundance. Because of the ability to reuse water—at least for now, until pollution prevents reuse—the situation is not yet critical, but people must begin to recognize the problem and take action. Therefore, with this campaign the MPWWR had to introduce a new concept to the Egyptian public. Because Egypt's water sector is unique, campaigns from other countries could not be used as models. Because of limited time and resources, the decision was made early in the project to direct this initial campaign toward farmers. Since they use approximately 86 percent of the water, farmers would have the greatest potential for saving water.

Soon after the team leader arrived, brainstorming sessions began with WCU staff to identify possible messages to explain to farmers that water supply is limited and will become more limited. Numerous ideas were reviewed with MPWWR senior staff, representatives from the mass media, and field staff. Eventually, four campaign themes emerged: (1) Egypt's water comes from other countries, and a treaty limits the amount Egypt can use; (2) as the population increases, the amount of water available per person will decline; (3) farmers use the most water and therefore can conserve the most; and (4) because of their constant contacts with farmers, MPWWR field staff are also important actors in conserving water. Information was collected on sayings in the Holy Koran that relate to water and its wise use, to be blended into the campaign. The work on formulating themes took place in parallel with the field research. As the research teams returned from the field, the two teams shared ideas and information. This exchange contributed both to the research, giving it more focus, and to the campaign design process, which feedback from the researchers helped guide.

Professor Dan Hilleman arrived in mid-August to help with the campaign design and begin production of the print media materials (see next section). Prof. Hilleman was able to work with a team of WCU staff to synthesize the brainstorming and information-gathering efforts and develop a long-term multi-year approach to implement the Ministry's communication strategy, which this campaign would initiate. Annex A describes this approach. This campaign is the first of a three-phased approach, creating awareness of water scarcity to serve as a basis for future activities. The second phase, to begin in 1997, will integrate the campaign into the work of the MPWWR field staff by helping them develop partnerships with local groups to implement water conservation and pollution prevention programs. The research has indicated that the Ministry field staff need training and assistance to improve their capabilities to communicate with local groups. The third phase, to start in 1998, will focus on producing participatory communication campaigns involving specific water conservation and pollution prevention programs. The Ministry will be required to produce communications campaigns for many years. The approach of implementing an awareness program and then integrating its communications activities into the work of the field staff will provide a solid base for future campaigns to change behaviors of water users.

Specific messages were identified for each theme, and news releases were prepared summarizing the information. A special news release was prepared explaining that because of the treaty, this year's flood does not change the amount of water available to Egypt.

Even though the ultimate target audience was farmers, this campaign was also designed to target three intermediate groups: (1) MPWWR field staff, (2) mass media, and (3) schools. Key communications materials were identified for these groups. An insert for the MPWWR monthly newsletter is being sent to 8,000 field engineers explaining the campaign and enlisting their help. The MPWWR field staff are receiving posters and other materials to help them communicate more effectively with their client groups. Special handouts were produced containing the logo and slogan. These included hats, stickers, and pocket calendars. Workshops/briefings took place for Ministry staff, mass media representatives, and school officials using illustrated folders containing news releases and other information. Printed on the folders was a message from the Minister, a campaign summary, and information on the four themes. The mass media work included the production of public service radio and TV spots and appearances by Ministry staff on existing programs. Meetings were held with the Ministry of Education to promote cooperation with MPWWR through the distribution of school wall charts, materials for students to take home, and teacher guides.

Professor Hilleman and the design team worked with Dr. Elhamy Naguib, local print media specialist, to design materials to be used with the three campaign groups. Dr. Elhamy designed the materials, including the briefing packet covers, the newsletter insert, school wall charts, posters, calendars, and other materials. He also produced masthead stationery containing the slogan and logo so that WCU could print news releases, fact sheets, and other materials on it.

Ms. Cheryl Groff worked with the WCU team responsible for the radio and TV public service spots. A contract was issued to Ro'ya Advertising Agency, which did the creative design for the slogan and spots. WCU staff, GreenCOM advisors, and Elhamy Naguib provided a briefing for Ro'ya staff on the overall campaign design, what was known about the target audiences, and the themes that had been developed. The spots were then tailored to fit these themes.

As mentioned above, throughout the design the WCU staff pre-tested the materials and programs. The staff prepared questionnaires and showed the materials to various target groups in the field, asking questions and recording their answers. They checked whether the target groups understood the messages and whether they found the materials interesting. The pre-testing was certainly key to the campaign's success.

C3. Produce Materials and Use the Mass Media

Four teams of WCU staff were involved in producing the following groups of materials:

- 1. General media exposure.** Since the beginning of this DO, the WCU has been active in establishing contacts with representatives of the mass media. The media relations coordinator, Ahmed Naged Awise, served as the WCU manager for this component, with assistance from the GreenCOM communication planning advisor, Prof. Ali Agwa, and the GreenCOM team leader. A list of media contact persons was prepared and the key media representatives were invited to the Ministry to discuss the awareness campaign and interview senior staff. Between June and the end of October (before the campaign was launched) at least 19 radio/TV programs were aired, for a total of 320 minutes of air time. Most programs were on the national networks, many in

prime time. This type of programming will increase as working relationships with the media improve and expand. Compared with spots, this exposure enables much more controlled targeting of audiences, broadcast times are generally better, and air times are longer, allowing the Ministry to explain complex issues better. A list of published print media (newspaper and magazine) articles is being prepared. While the print media exposure is not as extensive as for the broadcast media, it is an important channel of communication to senior policy makers and opinion leaders. The broadcast media, especially TV, are the best media for reaching the general Egyptian population.

For the first time, WCU media staff (specialists in TV, radio, and print media) began working with representatives of the mass media to identify people within the MPWWR to be interviewed, prepare interview questions, and prepare the MPWWR staff for interviews. This has greatly raised the quality of the communications products. The reporters/announcers have expressed appreciation for this service and now expect assistance from the WCU staff.

During the launch of the campaign three workshops took place for media representatives. They were held in Cairo, Port Said, and Alexandria. These workshops generated numerous interviews by newspaper, magazine, radio, and TV personnel. They also enabled media representatives to meet MPWWR headquarters and field staff in preparation for future interviews. During the workshops, the media representatives were given copies of the briefing folder, which summarized the campaign themes, and press releases and other information. MPWWR headquarters and field staff were also available for interviews.

2. Communication support materials. With the assistance of Prof. Dan Hilleman, Dr. John Woods, and local print media specialist Dr. Elhamy Naguib, a series of print media materials were produced for key intermediary groups—namely MPWWR field staff, media representatives, and schools. Eng. Dina Mamdouh Mohamed, WCU communication planner, managed this campaign component. These materials became the real “work horses” of the campaign. Everybody was impressed with their quality and relevance to the campaign.

The first target group was the 8,000 MPWWR field engineers. Hoda Hassan Alawa produced a special issue of the WCU monthly newsletter, which included six pages describing how the campaign was produced, with pictures of the major steps and people involved. This issue is being distributed with a special four-color newsletter supplement containing the basic campaign messages and a questionnaire asking for the field staff’s recommendations on communicating these messages effectively to farmers. The questionnaire is being treated as a contest with the names of field staff and their recommendations published in future issues of the MPWWR monthly newsletter. The field staff will also receive posters, hats, and stickers for their cars and doors, pocket calendars, and other communication support materials for use in this campaign.

A beautiful four-color briefing folder was prepared to enclose materials for MPWWR senior and governorate staff, media representatives, Ministry of Education officials, and other officials. The folder cover includes the slogan and logo, a special message from the Minister, a summary of the four themes with visuals, and information on where to get additional information. A special masthead stationery was produced with the slogan and logo, on which the news releases were printed. The masthead stationery is also being used for letters, fact sheets, workshop agenda, briefing reports, and other special materials related to the campaign. During the workshops the news releases and other materials were distributed to the participants in the briefing folders.

Two posters were produced. One depicted the logo and slogan. The second illustrated the projected decline in per capita water availability. These posters are being distributed to MPWWR field staff and other groups.

3. Public service spots/advertisements. A contract was issued to the Ro'ya Advertising Agency to produce six TV and five radio public service announcements, two newspaper advertisements, and some special handouts. Eng. Mohamed Ahmed Aly, communication planner, and later Eng. Hisham Saber Shehab, communication planner, served as the WCU managers of this component. Ms. Cheryl Groff, GreenCOM broadcast media specialist, served as the advisor working with the WCU staff and the advertising agency. Two local consultants were hired to assist with the production and placement of the mass media materials. They were Mrs. Sohair El Atriby, president of Egypt Television, and Dr. Omeima Kamel, director of cultural and scientific broadcasting.

The time available to produce the radio and TV spots was very short, so the advertising agency had to work many nights and weekends. The WCU staff participated in the work when possible. The process started with a special briefing on the campaign to the advertising agency staff. The agency then produced the creative approach (normally called treatment) and rough scripts. These were checked for technical soundness and appeal. Story boards were prepared and checked by MPWWR officials and then simple videotapes of the story boards with narration were made for the focus group testing. This resulted in revised scripts that were again reviewed by MPWWR officials. Once the final scripts were approved, shooting and editing took place. The edited programs were tested with focus groups and refinements made. The Ministry staff and USAID officials also viewed the edited programs and made final suggestions. The final programs were then duplicated and distributed to the TV and radio stations for broadcast.

The advertising agency also prepared two special newspaper advertisements and placed them in the newspapers. They produced hats, car stickers, door stickers, and pocket calendars for distribution to MPWWR field staff and other groups.

4. School materials. Meetings were held with Ministry of Education officials during the campaign design. The Ministry of Education expressed interest in cooperating with MPWWR on this and future campaigns. Eman Mohamed Adou, WCU liaison with other ministries, served as the manager for this component. She received help from Heba Farouk Ahmed, who prepared the teacher guide, and Eng. Dina, who oversaw the production of printed materials. The Ministry of Education selected 100 schools in five rural governorates for this campaign. These schools represented an estimated 50,000 students ages 12-15. A special four-color wall chart showing a map of the Nile and how water is properly and improperly used was produced as a lecture aid for school teachers. A special coloring calendar was produced for the students to take home. The pictures in the calendars were similar to those in the other materials used in the campaign. The calendars had two inserts—the first was a smaller version of the wall chart that they could hang at home and the second was a monthly irrigation calendar that their fathers could use. The irrigation calendar was produced in cooperation with the Ministry of Agriculture.

Many people felt that the school materials were the most impressive of all the materials produced for the campaign. During the special briefing workshop for senior Ministry of Education officials, the two ministries made a commitment to work closely to expand coverage for the current materials and develop many additional ones.

The following table summarizes information about the materials produced.

Item	Usage	Number Copies	Remarks
Briefing Folder	For briefing meetings of media representatives, MPWWR officials, and other opinion leaders	2,000	Included a summary of the campaign
Newsletter	For MPWWR field staff explaining how the campaign was produced	10,000	Showed pictures of the key people involved in producing the campaign
Newsletter Insert	For MPWWR field staff and other opinion leader groups	10,000	Four color cover and center fold with the summary of the campaign.
Newsletter Questionnaire	For MPWWR field staff to provide recommendations on how to communicate the messages to farmers	10,000	Was part of a contest.
Poster of Logo and Slogan	For distribution to MPWWR field staff and to other groups	23,000	
Poster of Per Capita Water Availability	For distribution to schools, MPWWR field staff, and other groups	15,000	
Hats with Logo and Slogan	For distribution to MPWWR field staff, farmer leaders and other groups	3,000	
Door stickers with Logo and Slogan	For distribution to MPWWR field staff and other groups	4,000	
Car stickers with Logo and Slogan	For distribution to MPWWR field staff and other groups	6,000	
Pocket Calendars with Logo and Slogan	For distribution through MPWWR field staff and other groups	30,000	
TV Public Service Spots (1 minute each)	Distribution to all TV stations	6 spots	
Radio Public Service Spots (2 minutes each)	Distribution to all radio stations	5 spots	
Teacher Guide	Distribution to teachers in 100 rural schools	5,000	
Wall Chart with Nile Map	Distribution to 100 rural schools for teachers to use as lecture aid	25,000	
School Coloring Calendars	Distribution to 100 rural schools for students 12-15 years old	18,000	

C4. Carry Out Media Orientation/Advocacy Seminars

Nine briefing workshops were scheduled for this project. In the end, seven took place. The two briefings of MPWWR governorate staff were combined with the regional briefings for media representatives to encourage better working relationships between MPWWR staff and the media.

The Regional MPWWR and Media Briefing Workshop in Aswan was canceled because of the Minister's death. However, a special briefing not listed in the SOW was organized for Ministry of Education officials. The first workshop, to report the research findings to MPWWR staff, took place at the end of the research work. The remaining workshops took place as part of the campaign launching. The WCU managers for this component were Eng. Hisham Saber Shehab, responsible for the MPWWR staff, and Ahmed Naged Awise, responsible for the media representatives.

The following table summarizes the workshops that were conducted:

Summary of Workshops

Title	# Attend	Date	Purpose
Research Briefing—for MPWWR Staff	30	8 Sept 96	Brief MPWWR staff on the research findings and discuss how to integrate into campaign design
Working Luncheon for Heads of TV Stations	35	17 Nov 96	Brief TV officials on overall campaign objectives, why important to Egypt, and ask their support in getting programs and spots on their stations
Cairo Press Conference & Media Briefing Workshop	80	21 Nov 96	Provide media representatives information on campaign themes, provide briefing packet, and have MPWWR officials available for interviews
Port Said MPWWR & Media Briefing Workshop	40	23 Nov 96	Brief governorate MPWWR staff on campaign and its messages; provide media representatives with information on campaign and why it is important, and have MPWWR officials available for interviews
Alexandria MPWWR & Media Briefing Workshop	48	25 Nov 96	Brief governorate MPWWR staff on campaign and its messages; provide media representatives with information on campaign and why it is important, and have MPWWR officials available for interviews
Project Final Briefing for USAID Representatives	30	27 Nov 96	Present report on the campaign and show the materials produced
Ministry of Education Briefing	27	16 Dec 96	Brief officials on the campaign and why it is important to Egypt, explain materials produced for schools, and ask for their support of the campaign

The research briefing was presented by the WCU research team and GreenCOM advisors. It focused on how the research results could be integrated into the campaign.

The MPWWR and Media Briefing workshops were probably the most important. Attendance was excellent. It was decided that the two groups should be combined so they would get to know each other and could work together in the future. During the workshops a number of newspaper, radio, and TV interviews took place and were used by the media. They were key to a highly successful campaign launch. Both the media representatives and Ministry staff felt that they would continue to work together closely. Six MPWWR headquarters staff went to all the media briefing workshops and presented information on the campaign themes and described resources available to the media.

A briefing of the senior MPWWR staff was scheduled, but canceled due to the Minister's illness. WCU staff worked with all MPWWR staff involved in the media briefing workshops to help them fully understand the campaign objectives and major themes, and their presentations were professionally prepared by the WCU staff.

Due to the tight schedule at the end of the project period, the general meeting for MPWWR senior staff, USAID, and other donor representatives was modified. Cheryl Groff, Eng. Dina, and John Woods presented a briefing to approximately 30 USAID officials. Prior to the formal briefing, Dr. Wadie and John Woods gave the USAID Mission Director a short briefing and showed him the printed materials. Due to the death of the Minister, the Ministry of Education briefing was delayed to 16 December. Roughly 15 Ministry of Education officials attended, including some from the governorates who are using the materials. It presented an excellent opportunity to discuss how the two ministries can cooperate in the coming years to expand the campaign's coverage in schools and conduct future campaigns.

C5. Monitor the Awareness Program

During a meeting of GreenCOM and USAID/Egypt staff on 23 June, it was decided that, because of delays in the original contracting and with the research contracts, the campaign could not take place in time to evaluate its impact. Therefore, this component was removed from the Scope of Work in the delivery order's next amendment. In the event of a follow-up project, one of the project's first-year activities would be to measure the impact of this campaign.

D. Project Management and Staffing

As soon as the team leader arrived, Eng. Mohamad Ashmawi began working two days a week as administrative officer. A couple of delays occurred in filling the executive secretary/administrative assistant position, but eventually Mrs. Nahed Iskandar assumed the position. Dr. Nancy Diamond, GreenCOM project backstop, made two trips to Egypt to help with project issues. Mr. Brian Day, GreenCOM director, visited twice during this period to help sort out contracting issues and support project implementation. Dr. Anthony Meyer, USAID/Washington GreenCOM project officer, also visited Egypt and participated in some meetings related to the DO. In September, Dr. James French took over from Dr. Diamond as the GreenCOM project backstop officer in Washington, D.C.

At the beginning of the project, Mr. Donnie Harrington served as the USAID project manager, with Dr. Wadie Fahim serving as backstop and primary contact person. During the modification of the delivery order, Dr. Wadie Fahim was named USAID project manager. Mr. James Athanas served as the USAID contracting officer for the project. Dr. Hesham Ali, WCU Director, and Eng. Ahmed Fahmy, Minister's Technical Office, were the two key MPWWR staff responsible for overseeing the project. The working relationship between MPWWR, USAID/Egypt, and the GreenCOM team was close and productive. During the first two months, project management meetings were held every two weeks to sort out a number of issues. These meetings also contributed to good working relationships among the major actors.

Through its contracts officer, Ms. Marjorie Kitzes, AED provided leadership for the research and mass media production contracts and handled other contracting issues. The print media contract was transferred to Chemonics International, who delegated its execution to its local affiliate, Chemonics Egypt. The local consultants and administrative staff were contracted by Chemonics Egypt.

Annex C contains a list of the equipment procured during this project. Annex D summarizes project staffing during this period.

E. Conclusions

Despite delays in delivery order contracting and with the research contract, a complex campaign was produced and launched in a short time. An important aspect of the project was the "guided practice" advisory methodology used by GreenCOM advisors in working with the staff. WCU staff have been involved in every activity and encouraged to provide leadership. A campaign of this nature is highly complicated and is normally developed by people with advanced academic degrees and years of experience. The WCU staff worked hard and learned much in the process.

The reactions of the media, MPWWR staff, and others to the campaign were highly positive. The final products are professional and highly relevant to helping Egyptians better understand that their supply of water is limited and becoming more limited. The first MPWWR communication campaign was successfully launched, demonstrating that the WCU is a viable unit to lead the Ministry in implementing its long-term Communication Strategy.

ANNEX A

OVERVIEW OF CAMPAIGN

ISSUE: Egypt Has A Limited Water Supply

Incremental Campaigns

#1

**Farmers Have
Most Potential
Impact**

Knowledge



#2

**Farmer &
MPWWR Field
Staff Partnership
Development**

Attitude



#3

**Full
Implementation
of Water Saving
Practices**

Action



OUTCOMES: Water Conservation



**Farmers Have
Most Potential
Impact**

Campaign #1

Themes:

- ◆ **Water Resource Limited Now and Further Limited in the Future**
- ◆ **The Farmer is the MAJOR User, Thus An Important Actor.**
- ◆ **MPWWR Field Staff Important Participants In Support of Best Use of Limited Supply.**

Levels of Objectives:

- ✓ **Create Awareness**
- ✓ **Begin attitude shift**
- ✓ **Suggest action**



CAMPAIGN #1: MESSAGES / Sample Headlines

THEME #1: Water Resource Limited Now and Further Limited in the Future

"EGYPT'S WATER SUPPLY COMES FROM OTHER COUNTRIES.

"NILE RIVER BASIN TREATY FIXES EGYPT'S WATER ALLOCATION"

"POPULATION GROWTH WILL DECREASE PER CAPITA WATER SHARE."

"WATER NEEDED TO SUSTAIN DEVELOPMENT WHICH BENEFITS INDIVIDUALS, FAMILIES AND NATION"

THEME #2: The Farmer is the MAJOR User, Thus An Important Actor.

"AGRICULTURE IS THE BIGGEST USER OF LIMITED WATER RESOURCE."

"FARMERS USE OVER 85% OF NATIONAL WATER RESOURCE"

"FARMER ALSO IS BIGGEST POTENTIAL SAVER OF WATER RESOURCE."

"PUTTING A FACE ON EGYPTIAN FARMERS: Who are They?" Feature Stories on Rural Life Styles which "humanize" farmers (male and female).

THEME #3: MPWWR Field Staff Important Participants In Best Use of Limited Supply.

"FIELD ENGINEERS DEVELOP PARTNERSHIPS WITH FARMERS TO CONSERVE WATER."

Feature "Success" Stories (perhaps from field experiences, etc.)

"PUTTING FACES ON MPWWR FIELD STAFF WORKERS: A Day in the Life of a Field Engineer."

COMPONENTS OF COMMUNICATION CAMPAIGN #1

The following communications materials and programs will be produced for the following groups, who will serve as intermediary channels of communication to farmers, the primary target audience for this campaign:

A. MPWWR Staff

1. Newsletter Insert
2. Briefing on Communication Research Findings
3. Briefing Senior Staff on Campaign Design
4. Two Governorate Briefings
5. MPWWR Briefing Kit (for senior staff & governorate briefings)
6. Fieldworker Handouts/Posters/Communication Support Materials
7. Briefing for Senior MPWWR Staff & Donors on Campaign Implementation and Follow up Plans

B. Mass Media

1. Media Public Service Spots/Advertisements
 - a. 3-5 TV Spots (45- to 60- seconds each)
 - b. 3-5 Radio Spots (45- to 60-seconds each)
 - c. Newspaper Advertisements
 - d. Magazine Advertisements
2. General Media Coverage
 - a. Press Conference to Launch Campaign
 - b. Three Media Seminars
 - c. Media Briefing Kits (fact sheets, news releases, visuals, names of MPWWR staff they can interview, etc.)
 - d. Ministry Staff Interviewed for Special Program/Articles

C. Schools

1. One-three Classroom Wall Charts
2. Handouts for Students (leaflet, calendar, etc.)
3. Teacher Guide

ANNEX B

EXPLANATION OF CAMPAIGN

ANNEX B
EXPLANATION OF CAMPAIGN

GreenCOM/Egypt

November 26, 1996

INTRODUCING WATER SCARCITY CONCEPT INTO EGYPT

by John L. Woods, GreenCOM Team Leader

Unlike its Near Eastern neighbors, Egypt for centuries had an abundance of water, thanks to the Nile River. With the construction of the High Dam, the Nile River Commission fostered the creation of an agreement among member countries fixing the amount of water Egypt could release from the High Dam. The amount is 55.5 BCM (Billion Cubic Meters) per year. Within the past 10 years Egypt has gone from being a water surplus country to being water deficient. This year Egypt will use more than 63 BCM of water. The difference is made up by reusing water, which is dependent on water pollution levels. In 1960 the amount of water available per Egyptian per year was 1,893 cubic meters. In 1992 the amount of available water per capita had dropped to 981, below the international recommended level of 1,000 cubic meters per person per year. Using the projected population growth in Egypt, the level is expected to drop to 637 cubic meters per year by the year 2025.

Three years ago the then new Minister, Dr. Rady, asked the U.S. Ambassador and USAID Director for help to begin to educate the Egyptian public that they are going to have to conserve water and prevent its pollution. This led to GreenCOM being asked in 1995 to help the Ministry of Public Works and Water Resources (MPWWR) to formulate a Communication Strategy and to create a Water Communication Unit (WCU) to implement the strategy. The WCU was created during 1995 and the MPWWR asked USAID for assistance to help the unit begin its program. It was decided that GreenCOM would help MPWWR with the initial step in implementing the Ministry's Communication Strategy: to create an awareness campaign to introduce the concept that Egypt's water supply is fixed and becoming much more limited. This campaign is to serve as a base for future campaigns directed at changing behaviors of water users to conserve water and prevent its pollution. Work on the water scarcity awareness campaign began at the beginning of June 1996.

Because of the subject's newness to Egyptian culture—and the short time available for the campaign—work began immediately on the overall campaign design. Priorities were established and potential approaches identified. Shortly after this work began the communication research activity was initiated, with one month of field studies in three locations: where there was an

abundance of water (near the High Dam), where there was average availability (central part of Egypt), and where there were already water scarcity and pollution problems (in the upper Delta).

The design team of MPWWR senior officials, WCU staff, USAID/Egypt officials, and GreenCOM advisors decided that this initial awareness campaign should focus on farmers. Since farmers use 86 percent of Egypt's water, they are the most important group for conserving it. To reach farmers three primary intermediary groups were targeted for this campaign: (1) MPWWR field staff, the 8,000 field engineers; (2) mass media representatives, especially broadcasters, as farmers are heavy users of television and radio; and (3) rural schools, as a beginning to a long-term awareness program. It was agreed that future phases of this awareness campaign would target urban and industrial users of water and other intermediary groups, including policy makers and senior officials in other sectors, NGOs, religious groups, agricultural cooperatives, etc. The communication research was therefore directed at gathering information from farmers and the intermediary groups identified for this campaign. The research verified that broadcasting, especially TV, and interpersonal channels of communications were the most effective ways to reach farmers.

The overall message of the campaign is, "Egypt has a limited supply of water and this supply is going to become more limited in the future." Under this overall message, the campaign has four themes: (1) Because the water in the Nile River comes from other countries, a treaty fixes the amount of water Egypt can use; (2) as Egypt's population grows, the per capita supply of water will decrease; (3) water use by sector shows that agriculture uses 86 percent of the water (industry 8.5 percent, potable water 4 percent, and other uses 1.5 percent); and (4) therefore, farmers are the most important actors for saving water. These themes were tested on farmers and various rural groups. From this testing, the campaign slogan and logo were developed and pre-tested extensively on farmers and other groups. The slogan and logo were designed so they could also be used with non-farm target audiences.

The initial campaign was divided into four components:

1. MPWWR Field Staff—Two months before the campaign was launched the monthly newsletter began including information about the campaign and why it is important to Egypt. As part of the launch a special newsletter issue was published with pictures showing how the campaign was produced: research teams interviewing farmers, planning meetings, the graphic artist at work, TV video teams in the field, radio recording sessions, and other activities. With this issue of the newsletter a special eight-page color supplement was produced giving information about the objectives of the campaign and the four themes. MPWWR field staff also received a special sheet encouraging them to participate in the campaign and asking for suggestions on how to communicate the information effectively to farmers. Their responses to the questions will be put into future issues of the monthly newsletter as part of a contest. The field staff will also receive posters and other materials such as hats, calendars, and stickers that they can use in their communications efforts with farmers and local groups. Senior staff in the headquarters and governorate offices of MPWWR are also participating in special briefing workshops for the mass media representatives.

2. General Mass Media Coverage—Special work began in June to identify key media representatives, especially in radio and television, who should be contacted and encouraged to develop programs and other materials related to the campaign. Before the launch of the campaign, 19 radio/TV programs were produced and aired featuring MPWWR staff discussing subjects related to water scarcity. This amounted to a total of 320 minutes of air time, much of it

on the national radio and TV networks in prime time. Just prior to the launch of the campaign a special luncheon was held for the 15 top officials in charge of Egypt's television stations and radio networks. They were briefed on the campaign, given briefing kits, and asked to encourage their staffs to attend the media briefing workshops and to produce programs related to the campaign. On 21 November, the day the campaign was launched, a special press conference was held in combination with a media workshop, with 55 people attending. This resulted in roughly 50 additional radio and TV programs being recorded that day and unknown number of newspaper and magazine interviews. Three regional media briefing workshops are being conducted in Port Said, Alexandria, and Aswan during this week.

3. Radio and TV Public Service Spots—Six TV spots and five radio spots were produced and given to the radio and TV stations as part of the campaign launching. Thanks to the efforts of the heads of radio and TV, the spots began to appear the day after the official launch in good time slots. Additional video footage is being prepared for future use.

4. Introducing the Campaign into Schools—Working with the Ministry of Education, a special wall chart showing the Nile River and water scarcity issues, a student irrigation calendar, and teacher guide are being distributed to 100 middle schools in rural areas in five governorates. A special briefing lunch is being held for senior Ministry of Education staff to show them the materials and discuss how the two ministries can work together to expand this campaign.

This is the first campaign produced by the young WCU staff, and it is complex. The role of the GreenCOM advisory team was to work with the WCU staff using a "guided practice" approach so they would gain experience while the campaign was being produced. The campaign was designed, produced, and launched in less than six months, a very short time period for such a complex campaign, especially on a new subject for Egypt. It is expected that this water scarcity awareness campaign will be expanded next year and the following year will move to a new phase of increasing MPWWR field staff capabilities to work with communities and producing behavioral change campaigns on specific water conservation and pollution prevention subjects.

This water scarcity campaign marks a new way of doing business by the Ministry of Public Works and Water Resources; including the addition of a human dimension into their traditional engineering program. The Water Communication Unit is the eyes and ears of the Ministry. The participatory communication approach will be integrated into the Ministry's program of policy reform. It is essential for water users to participate in formulating and implementing new policies aimed at improving water use efficiency in Egypt. The Ministry is off to a good start with its new approach to effective water resources management.

ANNEX C

EQUIPMENT PROCURED BY THE PROJECT

ANNEX C
EQUIPMENT PROCURED BY THE PROJECT

- 1 Television Receiver, Multi-system
- 1 Video Tape Recorder, VHS
- 1 Portable Audio Cassette Recorder—standard size
- 2 Portable Audio Cassette Recorders—micro cassette size
- 1 Audio Cassette Tape Recorder, dual tapes
- 1 External Fax Modem, 28.8 baud
- 2 DOS PC Computers, Multi-Media, 133 MHz pentium processor
- 1 Zip Drive with 220v power supply

ANNEX D

PROJECT STAFFING

ANNEX D
PROJECT STAFFING

The following is a summary of the staffing for the project:

1. Dr. John Woods, Team Leader—Arrived Egypt 5/28 (off of the project 7/28/96 to 8/3/96) through 12/18/96
2. Brian Day*, GreenCOM/Washington DC—8/1/96-8/8/96 and 10/13/96-10/17/96
3. Dr. Nancy Diamond, Research Advisor—6/12/96-6/20/96 and 9/3/96-9/12/96
4. Ms. Mona Grieser*, Gender Specialist—6/15/96-6/25/96
5. Dr. Laurie Krieger, Research Specialist—8/8/96-9/9/96
6. Prof. Dan Hilleman, Print Media Specialist—8/15/96-9/11/96
7. Ms. Cheryl Groff, Broadcast Media Specialist—(intermittent) 8/31/96-12/15/96
8. Prof. Ali Agwa, Local Communications Planner—(intermittent) 6/4/96-11/30/96
9. Mr. Elhamy Naguib, Local Print Media Specialist—(intermittent) 8/15/96-11/30/96
10. Eng. Mohamad Ashmawi, Administrative Officer—(intermittent) 5/28/96-12/18/96
11. Mrs. Amani Khaled/Mrs. Nahed Iskandar, Executive Secretary/Administrative Assistant—6/9/96-12/18/96
12. Mrs. Sohair El Atriby, Local Television Media Specialist—(intermittent) 1/10/96-11/30/96
13. Dr. Omeima Kamel, Local Broadcast Media Specialist—(intermittent) 1/10/96-11/30/96
14. Dr. Laila El-Shennawy, Gender Research Specialist—(intermittent) 8/10/96-9/9/96

* The GreenCOM DO did not pay salary, which was provided through GreenCOM core budget.

