

# **Building Collaborative Planning Capacities to Resolve Intervillage Water Disputes in Lebanon**

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**March 1999**

**Prepared for the United States Agency for International Development**



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## **EXECUTIVE SUMMARY**

During the fall of 1998, USAID/Beirut invited the Fostering the Resolution of Water Resources Disputes Project (FORWARD) to visit Lebanon and assess what appeared to be three intervillage water disputes in the Bekaa Valley which might slow project implementation and determine if it could resolve them. FORWARD, based in USAID's Asia and the Near East Bureau, works with national and local government officials, private sector representatives, donor staff, water users, and other stakeholders to:

- Design and carry out an open decision-making process for forming water policies in complex and sensitive areas;
- Address specific water disputes between stakeholders that present obstacles to the implementation of sustainable programs; and
- Strengthen the capacity for collaborative problem-solving and consensus-building through training and coaching during ongoing mediations and other interventions

### **Program Purpose and Objectives**

The purpose of the program is to assist in the sustainable, amicable resolution of water issues in the Bekaa Valley that are hindering the implementation of USAID's rural development initiatives.

The objectives of the program are to:

- Enhance the collaborative problem-solving skills of villagers, municipal leaders, government officials, and other stakeholders to enable them to resolve critical water issues in the Bekaa Valley;
- Design culturally appropriate collaborative problem-solving approaches that can be used to assess the feasibility of projects, reach agreements between key stakeholders, and implement settlements;
- Assist stakeholders to reach agreements that will be acceptable to government and donor agencies, and lead to investment in projects; and
- Strengthen third-party mediation capacity in Lebanon to assist in the resolution of water issues and other types of conflicts.

### **Program Approaches**

The following approaches are proposed for implementing FORWARD's program in Lebanon:

- **Develop disputes resolution approaches at the local level.** FORWARD team members will design and implement a series of meetings and other interventions at the national and local levels to expose stakeholders to collaborative planning and problem-solving approaches and to initiate development of dispute resolutions mechanisms to address water issues.
- **Facilitate resolution of village and village cluster water issues.** FORWARD plans to convene sessions with key stakeholders to discuss and agree on the resolution of specific disputes that are hindering the implementation of at least one water project in the Bekaa Valley.
- **Train Mediators.** FORWARD will provide coaching and mentoring as well as co-mediating and co-facilitating opportunities for Lebanese who are interested in learning more about these techniques.

Due to time and funding limitations, the following approaches cannot be carried out under the program but could be offered if the mission is interested:

- **Explore technical solutions.** FORWARD could assist the stakeholders involved in village disputes to define the information needed and assist them in the identification of mutually acceptable researchers to collect data.
- **Do troubleshooting.** FORWARD's team could be available to work with any communities that are involved in USAID rural development program activities to coach them on how to overcome impasses.

### **Selection of Disputes for the Program**

The design team assessed three cases in the Bekaa Valley, which were identified by the mission, in the course of deciding where to focus program interventions.

- **Water Supply and Water Quality in the Yammoune System.** The compensation schemes are not in place, particularly with regard to the piped water project or the wastewater treatment plant, both of which are on hold because funds have not been authorized. There is not a consensus, either within Yammoune or between the village and government agencies, concerning a long-term management body and no mechanism for settling disputes over water allocation once water from Yammoune reaches end-users. The intention to use an army contingent to prevent water cut-off at Dar el Ouassa is not a viable long-term solution even if it were so in the short term. There is need to promote mutual understanding and collaboration between Christian and Muslim villages. One plausible way is to engage both in area-wide development projects. The team recommends that program interventions be focus on this system.
- **Tourism and Water Supply in Ayoun Urghosh.** The USAID mission would prefer that FORWARD focus on the Yammoune system initially, rather than including Ayoun

Urghosh in the program. The issues in Yammoune are more immediate, and the plans for development of the lake in Ayoun Urghosh are still not complete.

- **Water Conveyance from El Lebweh to El Qaa.** The sources of problems connected with this project do not currently appear to be primarily social in nature. Community leaders in El Qaa, the aggrieved party, believe that if funding can be secured and the canal completed the dispute or problem will cease to exist. However, in the future if water does not flow as anticipated or if there are disputes arising between villagers over its allocation in El Qaa, the services of FORWARD may be requested. It probably will take another four to six months to determine the final results of the water project, and the extent of issues that need to be addressed. However, core funding is not available for this intervention.

### **Anticipated Results**

The FORWARD program expects to achieve the following results:

- Progress on developing and using dispute resolution approaches at the local level to address an important water issue for USAID project implementation;
- Stakeholders exposed to collaborative problem-solving approaches;
- Resolution of one water dispute, allowing multiple stakeholders to reach agreement to implement a water delivery project;
- Individuals from the region trained in facilitation/mediation of water disputes and able to assist parties to manage and resolve differences in the future.

### **Proposed Next Steps**

The FORWARD Project Team will take the following steps to implement the project:

- Reach agreement with USAID/Beirut and ANE Bureau on carrying out the FORWARD program in Lebanon.
- Secure the participation of the government in FORWARD's work in Lebanon.
- Develop an operational understanding between FORWARD and Creative Associates International (CAII) and the Cooperative Housing Foundation (CHF) regarding future collaborative working relationships and mutual responsibilities.
- Contact members of the World Bank team working on water development projects in the Bekaa Valley to determine the status of current projects and the potential for future ones in the area.

- Develop a schedule of activities to be completed by FORWARD during the next quarter.
- Recruit two Lebanese co-mediators and a logistics coordinator.
- Initiate start-up meetings with parties.
- Prepare problem-solving meeting materials.

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## **CHAPTER 1 INTRODUCTION**

For nearly 20 years, Lebanon was wracked by a destructive and bloody civil war. Although many services in the cities miraculously continued, rural areas received little or no attention from a weak and distracted government. In 1990, the warring parties finally agreed to a brokered peace treaty, and Lebanese moved to rebuild their ravaged country. Lebanon's cities are returning to normal because investors have decided that reconstruction must begin there, and Beirut may become the "Paris of the Middle East" once again. Sadly, in the midst of this recovery, the gulf between the urban and rural areas is growing. The recent change in government offers some hope for rural Lebanon. Most notably, the Minister of Hydraulic and Electric Resources, has called for a broad based rural development approach, moving away from offering isolated projects to the villages. His approach is to tie irrigation, marketing, water supply, roads, and other interventions together in a single package.

### **USAID's Role in Rural Development in Lebanon**

Among donors, the U.S. Agency for International Development (USAID) is one of the few providing significant assistance to improve basic village services in Lebanon. The mission has obligated \$40 million to fund five contractors working in roughly 230 villages throughout the country. USAID's five-year program (1998-2003) has several objectives: to encourage sustainable economic development, raise rural incomes, and empower villagers in the decision-making process which identifies needs and allocates resources. The contracts are held by Apostolic Missions; Cooperative Housing Foundation (CHF); Creative Associates International, Inc. (CAII); Mercy Corps; and the YMCA. The targeted villagers are the poorest in the country and were identified during the proposal process by bidders.

Historically, when services were provided, the Government of Lebanon determined unilaterally what benefits went to what village, without any decision-making role for the residents. Designated projects did not necessarily match village priorities. The approach of the USAID program is to work first through voluntarily formed village committees, representing the range of political interests in a village. Members prepare a list of priority projects which are reviewed with the contract team, develop designs and approximate costs for the most likely candidate. Currently, these village committees play a wide range of role including monitoring of implementation efforts. Villages are grouped in clusters for decision-making about projects. In the future, it is USAID's plan that village cluster committees play the lead role and that the village committees serve to identify the needs in a community. Projects include infrastructure development and rehabilitation, environmental activities, agriculture, and microenterprise income generation.

### **What FORWARD Offers**

During the fall of 1998, USAID/Beirut invited the Fostering the Resolution of Water Resources Disputes Project (FORWARD) to visit Lebanon and assess what appeared to be three intervillage water disputes in the Bekaa Valley which might slow project

implementation and determine if it could resolve them. FORWARD brings expertise in collaborative planning and problem-solving to resolve longstanding water issues in the Middle East and Asia. FORWARD, based in USAID's Asia and the Near East Bureau, works with national and local government officials, private sector representatives, donor staff, water users, and other stakeholders to:

- Design and carry out an open decision-making process for forming policy in complex and sensitive areas;
- Address specific disputes between stakeholders that present obstacles to the implementation of sustainable programs; and
- Strengthen the capacity for collaborative problem-solving and consensus-building through training and coaching during ongoing mediations and other interventions.

FORWARD's collaborative problem-solving approach has the following key elements:

- A comprehensive assessment of the needs, interests, and expectations of the parties;
- A reframing of the issues so that parties agree on the terms of engagement from the start;
- Joint design of the process for reaching agreement;
- Mutual fact-finding to create a reliable and credible database for negotiating;
- Effective participation by key stakeholders to achieve a buy-in for implementation of agreements;
- Continual review of expectations and objectives; and
- Training in collaborative skills to support a constructive process; and
- Facilitation of the process by experienced impartial mediators.

## **Overview of the Program Design**

This program workplan assesses three water disputes in the Bekaa Valley based on field visits and interviews in Beirut from 9-23 February 1999. The assessment of the cases or situational analyses explores the history of the dispute, identifies the issues and interests of the parties, determines their willingness to negotiate, and concludes whether or not there are opportunities for FORWARD intervention. The workplan continues with a discussion of

program objectives and overall approaches to be employed and the identification of program components and activities to be carried out, staffing requirements, results and deliverables, optional activities, and next steps.

## **CHAPTER 2 SITUATIONAL ANALYSIS**

This chapter examines three multiparty, intervillage disputes in the Bekaa Valley which have been identified by USAID/Beirut as candidates for program interventions. In all, they reflect the range of important and unresolved water issues in rural Lebanon, including water quality, environmental protection and degradation, water supply and conveyance, downstream use and upstream misuse, irrigation and treated wastewater, and tourism development and income generation. The situational analysis explores the history of the three disputes, the major parties and their interests, the parties' willingness to negotiate, and concludes with a recommendation of whether it is an appropriate case for the FORWARD program.

### **Water Supply and Water Quality in the Yammoune System**

#### **History of the Dispute**

Yammoune is a small mountain village located on the edge of the Bekaa Valley, with a population slightly less than 4,000 people in the summer and 2,000 during the remainder of the year. Yammoune is the source of several springs that provide both potable and irrigation water to the village and surrounding fields, and irrigation water to a number of downstream villages. A tunnel built during the French mandate around 1936, transports water via Dar el Ouassa, a small village of approximately 60 families, via a 2.5 km open canal and a chute, to the downstream villages.

Recently, the World Bank funded the construction of a new chute that carries water from the open canal at Dar el Ouassa to the valley below. At the bottom of the chute, water is divided into three primary canals and a number of secondary ones, also built by the Bank, that service approximately fifteen villages. One takes water to Boudai and a number of Shia villages on its service line. The second goes to Chlifa, a Christian village, and the third services two other Christian villages, Btedy and Dier el Ahmer. Chlifa and Deir el Ahmer have respective populations of 2,000 and 15,000 during the summer months

In Yammoune, potable water and irrigation needs are met primarily by the springs, but not all of the water is used efficiently. Large quantities of water, particularly from Ain al-Arbaeen (Forty Spring), floods plots of land that it reaches, and it is not channeled into canals or reservoirs that could increase its utility for Yammoune or other downstream users.

In addition to using springs, farmers in Yammoune have dug artesian wells to irrigate their fields. They also have built cesspools near both the springs and wells. As a result, both potable and irrigation water downstream from Yammoune have been polluted. This fact has been confirmed by studies conducted by the Ministry of Hydraulic and Electric Resources (MHER).

Currently, most residents of downstream villages do not drink water that flows through the canal from Yammoune. Instead, they go directly either to the springs of Yammoune or Ainata to fill their jugs or tanks carried on trucks.

During the French mandate, 1920-1943, Boudai was allocated fifty-five percent of the water that flowed from the chute. Chlifa, Btedy and Deir el Ahmer were promised the remaining forty-five percent. In 1958, the Lebanese government modified this allocation by increasing Boudai's share of water, and that of other villages downstream on its line, to sixty percent. Chlifa, Btedy and Deir el Ahmer were allocated the remaining forty percent, with the former receiving eight percent and the latter two sixteen percent each of the total allocation. The Lebanese government in 1974 reaffirmed this apportionment, one year before the onset of the civil war.

From 1975 to 1990, Lebanon experienced a protracted civil conflict, during which time the state lost most of its control over the country's territory. This was especially true for remote areas such as Yammoune.

During the war years, stream flow from Yammoune to downstream villages was intermittent, and the quantity was significantly reduced. This situation was caused by four main factors. First, the main canal that passes through Dar el Ouassa was damaged by routine wear and tear, inadequate maintenance, and numerous outlets that were cut through the channel by farmers to irrigate their agricultural plots. These openings allowed water to flow to the steppes that characterize the plots there, flooding some and turning others into swamps.

Second, the Jaafar clan at Dar el Ouassa periodically cut off flow of water, especially in summer months when the weather was dry and hot and crops desperately needed moisture. The Jaafars are a large and powerful clan whose roughly 30,000 members live in various parts of the Bekaa Valley, and who occasionally challenge local authorities. A number of individuals in the Jaafar also clan work for the Baalbek Water Department whose jurisdiction includes the Yammoune irrigation system.

To irrigate their plots during the summer months, downstream farmers from both Moslem and Christian villages reported that they were compelled to pay the Jaafar clan a fee to unblock the canal and release water. People in Chlifa said that they paid approximately \$10,000 each year to the Jaafars to obtain needed water. The amount of water released appeared to be based upon the amount of money paid by downstream users.

Given the tense relationships between people of various confessions in the valley, and the relative weakness of Christian farmers, the latter were reluctant to escalate a conflict over the extortion issue that could end in violence. They did however attempt to change the situation by going through government channels. Valley farmers have raised their concerns and protested having to pay bribes to the Jaafar clan at Dar el Ouassa to their elected representatives and the Ministry of Hydraulic and Electric Resources. To date, they have not received a positive response or relief.

The third factor was the relatively rapid population increase in the region, a rural agricultural area that was barely scathed by the war. As the number of residents multiplied, the need for potable and irrigation water increased.

A fourth and final factor for the decline in stream flow and water for many downstream farmers was an increase of the number of hectares of land under cultivation. During the civil war, many farmers turned to cultivating illegal crops, marijuana (hashish) and opium, for their livelihood. These crops did not require great quantities of either land or water to grow. With the end of the war, the Lebanese and Syrian police and armies acted jointly to outlaw the cultivation of illegal crops and destroyed farmers' stocks and fields of these products. Once local farmers were compelled to return to the production of traditional crops, which generally require more land and water to reap a similar income, they began to demand improvements in irrigation and potable water as compensation for their loss of income from drug money.

In response to the demand for improved irrigation water in the Yammoune area, the government in cooperation with the World Bank has initiated a number of projects. These include: refurbishing the entrance to the tunnel, making improvements on the canal near Dar el Ouassa, constructing a chute to the valley floor, building a water and recreational water park to enhance tourism, and constructing primary and secondary canals to major villages on the Yammoune irrigation network

The chute project was later expanded to include the construction of a new system to irrigate the stepped plots at Dar el Ouassa. The government and the World Bank have plans to build a new two and a half kilometer covered canal in that area between the tunnel and the chute. On this new canal, the number of outlets will be reduced from 33 to 8, and only one outlet will be opened every day so that the quantity of water flowing downstream through the chute to other users will be increased. To regulate this scheme, government water authorities are considering using the Lebanese army to prevent armed members of the Jaafar clan from opening more outlets, cutting off water, or inflicting damage to any section of the rehabilitated system. To date, the army has not responded. This is probably because the area is currently under the control of the Syrian Army.

Regarding current and future management of the Yammoune irrigation system, the Ministry with the financial support of the World Bank has established a system-wide committee. The Ministry expects that this committee will ultimately become a fully operational Water Users Association, to assist them in the implementation and management of the project.

The committee, which was initially selected by Ministry staff in consultation with local village leaders, is composed of twenty to twenty-five individuals from each of the major villages served by the system. Committee members and Ministry staff have been involved in a number of implementation problems including identifying issues and problems for the project to address, setting project priorities, siting canals, and settling disputes over water allocation.

While the committee has been helpful, in an advisory capacity, to the government, it is not clear how well it is actually functioning. It appears that more work will be needed to

develop an ongoing management structure and routine decision making and dispute resolution processes, before it will become fully functional as a Water Users Association. Ministry staff are looking for consultation and training to assist them in these areas.

Several other projects are also in various stages of development by the government for the village of Yammoune and its environs, and a number of preliminary studies have been commissioned. These include installation of a potable water system, a sewage collection system, and a wastewater treatment plant for Yammoune. There is also a proposal to explore the reconstruction of a lake that used to exist on the outskirts of the village, which could be used to store water, provide recreational facilities, and promote tourism.

Completion of one or more of the above initiatives could improve either or both water quantity and quality in Yammoune and for downstream users. However, many of the issues that must be resolved before implementing any of these projects are complex from a social standpoint, and will require the coordination and agreement of multiple parties. Currently, the villagers in Yammoune are not of one mind concerning what development projects are best for the community as a whole.

Many of the above projects and problems associated with them are also inter-linked, and will be difficult to settle one at a time. Solutions will need to be found that address and satisfy a wide constellation of interests, and will probably need to take the form of packages in which trade-offs compensate parties for losses in one area with gains in another.

Another major problem is that the government has not secured funding to complete, and has not given final authorization for, any of the above projects. At this time, it appears that the new Minister of Hydraulic and Electric Resources (MHER) has put a number of proposed projects on hold until new policies and priorities for development have been clarified. There is a growing trend in the Ministry to promote integrated rural development rather than approving one project at a time. If proposed projects in the Yammoune area are to move forward, policy will need to be clarified, and funding from donors secured. Additionally, significant communication, public participation, and coordination initiatives will have to be carried out in Yammoune and downstream villages to gain their support for plans, and resolve disputes among different factions in and between villages.

### **The Major Parties and their Interests**

Mukhtar, elected municipal council, community committee members, and residents of Yammoune

Increase their revenue by protecting the existing tourist attractions (springs) and developing new ones by recreating the famous old Yammoune lake. Maintain direct and open access to spring waters and oppose a government project that would install pipes at the source to provide potable water to Yammoune and villages downstream. Residents

	claim that this project would kill fish and a unique plant species that grows on the surrounding land. Have ponds and lakes in their community that are not polluted. Secure financing for water projects and other community development projects such as renovating the school and recreating the lake.
Downstream villagers, including the mukhtar, community committee, and powerful members of the Jaafar clan in Dar el Ouassa; the mukhtar, community committee and residents of Chlifa and Boudai; and the mukhtar, municipal council members, heads of the agricultural cooperative and union of agricultural societies, and residents of Deir el-Ahmer.	Have access to adequate, clean, potable water and an efficient irrigation system. End pollution of irrigation water coming from Yammoune. Preserve their rights to the amount of water allocated to them. Have the irrigation system completed to secondary and tertiary level.
The Government of Lebanon, including CDR, MHER, and the North Bekaa Water Authority	Settle disputes that have contributed to tension and conflicts between parties from diverse confessions in the system; to have funds to build the projects. Complete the projects within a timeframe that is acceptable to the parties served by the irrigation system.
Syrian military and intelligence authorities and Lebanese military authorities	Settle disputes that have contributed to tension and conflicts between parties from diverse confessions along the irrigation system and to maintain the peace.
Creative Associates International, Inc.	Successfully complete the project in a timely manner and allocate funds
USAID and other donors	Allocate funds for development and to create a system-wide approach to managing water more efficiently (O&M, fee assessment, water police).
Appendix C provides an example of how these issues and interests in Yammoune village are identified and displayed.	

## **Parties Willingness to Negotiate**

All parties are ready to negotiate, yet each has its own interests that should be addressed. Although the Jaafar militant clan at Dar el Ouassa controls the flow of water downstream, the present economic conditions and the power of the Lebanese and Syrian authorities in the Bekaa make them willing to negotiate. Furthermore, while the Yammoune villagers are not interested in a network that provides irrigation or potable water to other villages, their future welfare depends on their cooperation with donors who will bring development projects in the area. Their desire to develop tourism will require development aid to build modern facilities and infrastructure.

## **Options for Joint Gain**

There are several options for joint gain in Yammoune, including compensation for perceived losses in return for the acceptance of certain water projects. Compensation need not be in cash. Instead, development projects that are not directly related to water projects could be implemented. In Yammoune village, a study on the interests and needs of the landowners of the site of the wastewater treatment plant should be done before exploring ways to compensate them. A broader form of compensation for the whole village might be to expand the present school and recreate the old lake, which would attract tourists.

As for Yammoune's resistance to piping water from the springs, studies are needed to identify the tourism potential of the area and on how to protect the environment. If this project were implemented by force, the Yammoune residents, along with allies from other villages could find ways to disrupt the implementation. More importantly, attitudes toward other development projects could be adversely affected.

At Dar el Ouassa, there are also options for gain. The Jaafars are not using the water that flows through their village efficiently. They are also in need of better roads, and revenues from tourists. Changes in power relations in the valley also do not allow the clan to challenge authority as they have in the past. The Syrian and Lebanese armies are now in a better position to enforce law and order.

## **Inclusion in the Program - Go or No Go**

The program has several opportunities for intervention:

Yammoune, the compensation schemes are not in place, particularly with regard to the piped water project or the wastewater treatment plant, both of which are on hold because funds have not been authorized.

There is not a consensus, either within Yammoune or between the village and government agencies, concerning a long-term management body and no mechanism for settling disputes over water allocation once water from Yammoune reaches end-users.

The intention to use an army contingent to prevent water cut-off at Dar el Ouassa is not a viable long-term solution even if it were so in the short term.

There is need to promote mutual understanding and collaboration between Christian and Muslim villages. One plausible way is to engage both in area-wide development projects.

The team recommends that program interventions be focused on the Yammoune system.

## **Tourism and Water Supply in Ayoun Urghosh**

### **History of the Dispute**

Ayoun Urghosh is a tourist area located on a small spring fed lake north of Yammoune above the Bekaa Valley. The area around the lake has approximately 20 restaurants that are open seasonally. The restaurants were built by Christian families who had been forced out of Nabhah village approximately thirty years ago.

The Ministry of Hydraulic and Electric Resources is currently considering a plan to cap the sink holes in the lake which would allow the level of water to increase, creating a significantly larger body of water. The additional water would be used to supply irrigation and potable water to Deir el Ahmer and other villages in the valley, as well as help expand tourism for Ayoun Urghosh. A larger lake would, however, require the existing restaurant owners to move their facilities to higher ground. Creative Associates is working with members of the community.

The Lebanese government appears to own the land that will be the shore of the new lake. Restaurant owners claim that they own the property where their restaurants are currently located. The government has offered to provide them with double the land as compensation for giving up their current land and buildings. The restaurant owners would have to pay for new construction and other costs. It is unclear if the restaurant owners have agreed to this offer.

In addition, the municipal council of Nabhah, now controlled by the Hezbollah, claims jurisdiction over the site and is now demanding to play a role. This reassertion of responsibility by Nabhah may also impede carrying out lake development plans.

### **The Major Parties and their Interests**

Restaurant owners in Ayoun Urghosh	Obtain fair compensation for their property and adequate facilities to continue to earn a living.
Nabhah mukhtar and municipal council	Receive compensation from the government for the property they claim to own.
Deir el Ahmer and other villages	Have access to adequate potable and irrigation water that will improve their standard of living and increase their income

generating capacity.

Government of Lebanon

Settle a dispute that is hindering implementation of the project; to acquire funds to build the distribution system, thereby providing water to a number of villages. Gain voter favor by implementing a project that provides water and improves the economic situation of several villages.

Creative Associates International, Inc.

Accomplish their objectives to design and implement a sustainable water project in Ayoun Urghosh.

### **Parties' Willingness to Negotiate**

It is not clear if all of the parties are willing to negotiate. The design team did not visit the site or interview any of the local parties. More assessments are required to make this determination.

### **Inclusion in the Program — Go or No Go**

The USAID mission would prefer that FORWARD focus on the Yammoune system initially, rather than including Ayoun Urghosh in the program. The issues in Yammoune are more immediate, and the plans for development of the lake in Ayoun Urghosh are still not complete.

## **Water Conveyance from El Lebweh to El Qaa**

### **History of the Dispute**

The Bekaa Valley in Lebanon has a long history of water diversions and transport systems. From the time of Roman rule, water in the valley has been diverted from its source to various locales to meet water demands. On occasion, diversions carried water to as far away as Palmyra, Syria. The roots of the El Qaa problem have their basis in the diversion and transport of water from the spring at El Labweh to the village and fields of El Qaa.

People with diverse religious confessions and political allegiances populate the Bekaa Valley. The majority of inhabitants of the village of El Labweh and several other villages along the El Labweh/El Qaa canal are Shias. El Qua is a Maronite enclave.

During the Ottoman period, water rights were concurrent with land ownership. Possession of a parcel of land could include rights of use to a certain amount of water to meet irrigation and other needs. When lands were sold, territory and water rights were transferred as parts of the title to the new owner.

At the turn of the century Mustafa Haider, a large landowner in the Bekaa Valley, granted ninety-eight percent of the flow of one of the springs in the vicinity of El Labweh to the community of El Qaa, twenty-five kilometers to the northeast. The remaining two percent he kept for himself to provide water for a decorative waterfall. As he sold off additional parcels of land in this region, he allocated the flow from other springs to area villages.

Because of the distance between El Labweh and El Qaa, a small canal was built between the two villages to transport water from the spring to the town and farmers' fields. For a number of years, the transport system seemed to work, well with farmers in El Qaa receiving their full apportionment of the spring's flow. However, in 1969 the situation began to change.

In 1969, the concerned parties below the El Labweh spring agreed to re-allocate the flood flows from the spring to villages upstream from El Qaa. This agreement formalized a situation that had been going on for at least sixty years. The settlement reduced the latter's allocation 98% to 73% of the spring's flow.

In the 1970s, as the civil war escalated, the canal between the two villages was cut and damaged. El Qaa villagers repeatedly repaired the conveyance and had water intermittently until 1975. In that year, water finally ceased to flow to El Qaa. In response to the destruction of the water conveyance system, villagers of El Qaa began to drill wells to tap groundwater to meet their needs. At the same time that El Qaa's water supply was disrupted, Nabi Othman and El Ain, two villages between El Labweh and El Qaa, began to tap into the upper portion of the channel that was still functioning, and use the water from the spring.

With the end of the civil war in 1995, village leaders of El Qaa approached local officials in El Labweh and the two villages along the canal, requested that El Qaa's water rights be restored and that others cease using their water, and that the canal be repaired. They met significant resistance. Some of the upstream water users went to court to try and maintain their usage. They argued that El Qaa's water rights had lapsed and been forfeited because they had failed to use them for an extended period of time. They also claimed that the upstream villages had both a right to and a need for flood flows that passed through the channel. The judge hearing the case concurred with the plaintiffs that they had a right to some of the water in the canal, especially the flood flows, and lowered the amount of water allocated to El Qaa.

The village leaders of El Qaa were angered and disgruntled by the decision of the court, and appealed to the Government of Lebanon (the Ministry of Hydraulic and Electric Resources) and the Syrian occupying forces in the area to help resolve the dispute in their favor. In 1975, Syrian authorities convened the involved parties, heard their arguments and acted as an arbitrator to settle the case. The Syrians determined that other villages needed the water and had established a claim based on historic use. They adjusted El Qaa's allocation from El Labweh's spring to fifty-eight percent of the flow. The Syrians also obtained an agreement from the Lebanese government that the latter would pay for and complete the reconstruction of the canal. While El Qaa villagers were not totally satisfied with the settlement, they believed that getting some water was better than receiving no water.

To implement the agreement, the MHER agreed to reconstruct the canal. The government was to pay and complete the majority of repairs on fifteen kilometers of the project. USAID, through a nongovernmental contractor (the Cooperative Housing Foundation (CHF), was to construct the remaining ten kilometers. The government built the first part of the project — a building to cover the spring in El Labweh, a device to divide and allocate the water between villages, one kilometer of covered channel near villages that had previously drawn water from the El Qaa channel, and six kilometers of open canal. CHF built its agreed upon section, ten kilometers, of the project. However, the government has not completed nine kilometers of the channel, the section between the last village and El Qaa. The project appears to be stalled because the new Minister has put all irrigation projects on hold because of his desire to allocate funds for integrated rural development projects rather than sector specific activities.

El Qaa's village leadership, as well as CHF workers, believes that the current problems are primarily technical and financial. The technical solution of covering the canal where it passes the two villages that had previously extracted water from El Qaa's allocation is believed to be an effective solution to prevent water theft. If funds can be allocated by the Government or secured from another funder, and the canal finished, they think the village will receive the water that has been allocated to it.

In El Qaa, the villagers have formed a new water committee that has been approved by MHER, and formally agreed that the apportionment of future water will be according to historic ratios. The committee has the authority to assess and collect fees, do maintenance, and hire water guards. The latter can issue tickets for violations that are enforceable in court.

### **The Major Parties and their Interests**

The following is a brief discussion of the interests of the major parties involved in the El Lebweh to Qaa water conveyance system.

El Qaa mukhtar and water committee	Obtain the largest amount of allocated water for use in irrigation, in as timely a manner as possible.
Villages adjacent to the canal	Obtain the continued use and legal right of water allocated to them in the El Labweh-El Qaa canal.
Syrian Military Authority	Settle a dispute that has contributed to tension and conflicts between parties from diverse confessions in the valley.
Government of Lebanon	Settle a dispute that has contributed to tension and conflicts between parties from diverse confessions in the valley. Have funds to build an agreed upon project. Complete the project within a timeframe that is acceptable to the parties in the valley.

Ministry of Hydraulic and Electric Resources

Provide allocated water to El Qaa in a timely and effective manner.

Community Housing Foundation and USAID

Complete the project in a timely manner, fulfill commitments made to the village of El Qaa. Preserve their reputations as efficient implementers of water projects.

### **Parties' Willingness to Negotiate**

At this stage of the dispute, there are not issues to negotiate other than the financing and timing of the construction of the Lebanese Government's portion of the project. The Syrian arbitration award has settled the claims of the water users from the concerned villages and El Qaa. This decision appears to have been accepted by all parties.

USAID has indicated that it may fund the remaining portion of the project and have CHF manage its construction, if the Ministry does not allocate funds to complete the initiative.

### **Options for Joint Gain**

The solution developed to date is a distributive one in that all parties have gained by arbitration a legal share of a limited resource. Obviously, if the total water system is completed, all parties would gain by having water, and one source of tension between confessional groups might be eliminated

### **Inclusion the Program — Go or No Go**

The sources of problems connected with this project do not currently appear to be primarily social in nature. Community leaders in El Qaa, the aggrieved party, believe that if funding can be secured and the canal completed the dispute or problem will cease to exist. However, in the future if water does not flow as anticipated or if there are disputes arising between villagers over its allocation in El Qaa, the services of FORWARD may be requested. It probably will take another four to six months to determine the final results of the water project, and the extent of issues that need to be addressed. However, core funding is not available for this intervention.

## **CHAPTER 3 PROGRAM OBJECTIVES, APPROACHES, AND RESULTS**

### **Purpose and Objectives**

The **purpose** of the program is to assist in the sustainable, amicable resolution of water issues in the Bekaa Valley that are hindering the implementation of USAID's rural development initiatives.

The **objectives** of the program are to:

- Enhance the collaborative problem-solving skills of villagers, municipal leaders, government officials, and other stakeholders to enable them to resolve critical water issues in the Bekaa Valley;
- Design culturally appropriate collaborative problem-solving approaches that can be used to assess the feasibility of projects, reach agreements between key stakeholders, and implement settlements;
- Assist stakeholders to reach agreements that will be acceptable to government and donor agencies, and lead to investment in projects; and
- Strengthen third-party mediation capacity in Lebanon to assist in the resolution of water issues and other types of conflicts.

### **Proposed and Optional Program Approaches**

FORWARD's team of Lebanese and U.S. mediators plans to work closely with two USAID contractors, Creative Associates International, Inc. (CAII) and Cooperative Housing Foundation (CHF) to enhance the collaborative problem-solving skills of stakeholders in the following proposed ways:

- Employing dispute resolution approaches at the local level;
- Facilitating the resolution of a local water issue; and
- Training mediators.

Due to time and funding limitations, the following approaches cannot be carried out under the program but could be offered if the mission is interested:

- Exploring technical solutions; and
- Troubleshooting.

## **Employing Dispute Resolution Approaches at the Local Level**

FORWARD team members will design and implement meetings and other interventions at the local level to expose stakeholders to collaborative planning and problem-solving approaches to address water issues. The introduction of these approaches will be tied to one water issue in villages where USAID contractors are currently operating.

### **Facilitating Resolution of a Local Water Issue**

FORWARD plans to convene sessions with key stakeholders (village and village cluster members, municipal authorities, government officials, USAID contractors, donors, and others, as appropriate) to discuss and agree on the resolution of specific disputes that are hindering the implementation of one water project in the Bekaa Valley. These sessions should provide an opportunity for key stakeholders to analyze and define village water problems and disputes, identify and evaluate options, reach mutually acceptable agreements, and develop action plans to implement and monitor the agreements reached by the group.

### **Training Mediators**

FORWARD will provide coaching and mentoring as well as co-mediating and co-facilitating opportunities for a small core group of Lebanese who are interested in learning more about these techniques.

### **Exploring Technical Solutions**

FORWARD, where appropriate and within the present time and core funding constraints, will assist the stakeholders involved in village disputes to obtain relevant data that will promote informed and wise decision making in two ways: helping define the information needed and assisting in the identification of mutually acceptable researchers to collect data.

### **Troubleshooting**

Often parties trying to negotiate agreements may reach an impasse that they are unable to overcome. FORWARD could provide the assistance of an impartial professional conflict manager on other issues to help break deadlocks and move toward agreement.

## **Anticipated Results**

The FORWARD program expects to achieve the following results:

- Progress on developing and using dispute resolution approaches at the local level to address an important water issue for USAID project implementation;
- Stakeholders exposed to collaborative problem-solving approaches;

- Resolution of one water dispute, allowing multiple stakeholders to reach agreement to implement a water delivery project;
- Individuals from the region trained in facilitation/mediation of water disputes and able to assist parties to manage and resolve differences in the future.

## **CHAPTER 4 PROGRAM WORKPLAN AND DELIVERABLES**

This chapter presents the program's six components and associated activities. The program will work at the local level as it seeks to enhance problem-solving skills, resolve an ongoing water dispute, and develop and foster sustainable mechanisms to address local water conflicts now and in the future. FORWARD will do this by working largely with village and village cluster committees. Activities and anticipated deliverables are described here at a degree of detail which is appropriate at this time in program development. Further elaboration will be provided once FORWARD works closely with the parties and is able to elicit from them their interests, concerns, and constraints.

### **1. Carry Out Program Start-up and Management**

FORWARD will begin implementation of the program in Lebanon by initiating the following activities:

#### **1.1 Recruit Team Members**

FORWARD will recruit up to two part-time Lebanese dispute resolution specialists/facilitators to work on the program. The in-country mediators/facilitators will provide on-going management and technical support to the program.

#### **1.2 Clarify Partner Relations**

FORWARD will continue to discuss with CAII and CHF project staff to clarify roles and responsibilities related to logistic and administrative issues, and to coordinate with their on-going activities. One of the objectives of these meetings will be to establish a mechanism for periodic assessment of the program and the partnering relationships.

#### **1.3 Establish Client Relations**

FORWARD will meet with senior representatives from the CDR and MHER to review the objectives and workplan of the program, identify contact points, and discuss next steps in the implementation of the program.

#### **1.4 Design and Conduct a Program Start-up Meeting**

One of the primary objectives of the next FORWARD intervention will be to facilitate a start-up meeting with representatives from the Government of Lebanon (CDR, MHER, North Bekaa Water Authority), CAII and CHF staff, USAID, and, if possible, the World Bank, to initiate the FORWARD program in Lebanon. The objectives of the start-up session are to clarify the purpose, objectives, and approaches of the FORWARD program; discuss and agree on how to resolve implementation issues; identify and agree on the priority focus of the program; and agree on a plan of action for implementing the program.

### **2. Develop Dispute Resolution Approaches at the Local Level**

Developing mechanisms for dispute resolution can help resolve contentious water-related issues at the local level. These mechanisms include collaborative problem-solving and conflict management approaches, procedures, and skills.

FORWARD proposes to support the development of these mechanisms at the local level through work with cluster committee and local village committee leaders and CAII and CHF staff members who are working on water problems. The specific topics to be addressed will be those identified by village cluster committees, village committees and government authorities, and may include identifying and prioritizing issues, conducting productive meetings, decision-making and consensus building, breaking deadlocks, and implementing agreements, as well as other conflict management methods. FORWARD's input will help parties deal more effectively with real village level issues and problems that are hindering the implementation of successful water projects, and will assist involved parties to avoid or break impasses.

Target audiences for FORWARD's input include leaders from cluster committees and village committees. CAII and CHF staff who are working on water projects in Lebanon will be invited to FORWARD meetings and interventions to promote coordination and ensure continuity of program goals. The overall objectives of this input will be to promote ongoing coordination between and among committees and agencies, to enhance skills in collaborative problem-solving and conflict management, and to assure the ongoing presence of skilled external intermediaries to work in the villages.

FORWARD will support the development of dispute resolution mechanisms at the local level in the following ways:

### **2.1 Expose Senior Government Managers to Dispute Resolution Approaches.**

FORWARD will offer a one-day executive seminar for approximately ten senior policy makers on collaborative problem-solving and dispute resolution techniques with specific emphasis on water issues. Potential participants include the vice president and other senior managers from CDR, the directors of Irrigation and Exploitation from MHER, the director of the Water Authority of the North Bekaa Valley, USAID, members of the World Bank team, and project directors from CHF and CAII.

### **2.2 Negotiate and Implement Effective Agreements at the Cluster Committee and Village Committee Level.**

FORWARD will conduct one or more sessions that focus on how to promote productive working relationships and problem-solving procedures among members of cluster committees and village committees, how to negotiate mutually acceptable agreements on pressing water issues, and how to avoid deadlocks and move ahead toward successful implementation of water projects. One topic

that could be dealt with during these sessions revolves around situations where a water project results in either less or more water and new consensus-based distribution agreements are needed to ensure equitable sharing of the water. Potential participants in these sessions include cluster committee and village committee leaders, local staff from various water authorities in the country, representatives from CDR and MHER, and CAII and CHF staff working on water issues in Lebanon.

**2.3 Introduce Collaborative Problem-Solving and Dispute Resolution Approaches at the Local Level.** If time and program funding permit, FORWARD could also design and present a seminar on the effective resolution of water disputes. Participants would be drawn from mid-level staff of CDR, MHER, and the North Bekaa Water Authority who are either concerned about or working on water issues in the valley. The seminar would explore practical procedures and skills that participants can use to manage differences and conflicts and enhance their work on water development projects. This activity is optional and will be given only if the government staff request the session and it is considered to directly support the efforts of the following component.

### **3. Facilitate Resolution of Village and Village Cluster Water Issues**

Assisting in the resolution of an important local level water dispute is at the core of FORWARD's mission in Lebanon. Developing effective ways to resolve this dispute can help stakeholders accomplish their long-range water quantity and quality goals. If they prove to be successful, the approach could eventually be transferred and applied to other locales and other types of disputes.

In assessing a range of potential local water disputes in Lebanon that could be addressed by the program, FORWARD identified a number of problems associated with the development and operation of the Yammoune system in the Bekaa Valley. These included, but were not limited to, intersecting issues in Yammoune that significantly impact the availability and quality of water in villages below them. Examples include problems over canal improvements, maintenance, operations and water distribution systems in Dar el Ouassa; and the functioning of the channel to Deir el Ahmer. Finding solutions to problems in any of these three locales will be critical for improving the functioning of the Yammoune system, and assuring adequate and high quality water for downstream users.

FORWARD will explore one water issue or problem that must be resolved for the Yammoune system to become fully functional. The problem should involve multiple stakeholders and impact users, preferably securing the active participation of a village cluster committee over as wide an area as is reasonable. If conditions are appropriate and favorable for direct intervention, FORWARD will initiate facilitation or mediation proceedings.

FORWARD will provide facilitation or mediation assistance, as appropriate, and will either work directly as an intermediary with the parties, provide conflict resolution process design

and coaching for CAI and CHF on water issues or will identify and support local village third parties to provide needed services. The FORWARD team will assist concerned parties by helping to implement the problem solving process described below.

**3.1 Complete the Situational Analysis.** At the beginning of the next visit to Lebanon, the team will return to the targeted villages and appropriate governmental agencies to ascertain interests, identify their constraints, and discuss and design the proposed process to address the local water problems. During this February visit, the team repeatedly received contradictory or inconsistent information in critical areas from people interviewed, including the progress in creating village clusters committees by USAID and the World Bank's attempt to organize a water committee in the Yammoune system, which includes many villages. Additional visits and interviews in the Bekaa Valley are required to complete and ensure the accuracy of the Yammoune assessment in Chapter 2 of this workplan.

**3.2 Convene the Parties.** Over a proposed three additional visits by the dispute resolution expert, FORWARD, in coordination with CAI, will convene a series of meetings with village committee and village cluster committee members to analyze and address the key water problems that have been identified.

**3.3 Assist Parties to Assess and Define Village Water Problems/Disputes.** A clear and accurate understanding of water issues, from the perspective of all parties, will be critical for the development of realistic solutions. The project team will assist concerned parties to clarify all issues to be addressed, surface hidden interests, articulate concerns, and develop objective and fair criteria for the generation of settlement options.

**3.4 Identify and Assess Options.** A full range of possible options needs to be developed by the parties for a valid comparison of costs and benefits, and the best solution selected. The project team will assist concerned parties to develop and assess a wide range of possible solutions to their problems, by introducing and facilitating a number of innovative option generation procedures. The project team will then assist concerned parties to assess the viability and acceptability of options they have developed by introducing and facilitating a number of evaluation tools. Assessment procedures will assist parties to compare how well various options satisfy their interests, conduct a cost benefit analysis of different solutions, and determine how well options meet objective criteria that were established in earlier steps of the process. Ultimately, the assessment process will assist parties to develop a consensus on a preferred solution.

**3.5 Reach Mutually Acceptable Agreements.** Concerned parties will be assisted to identify or build a package of agreements that will address as many of their individual and collective interests as possible. Ultimately, the agreed upon terms will be codified in a formal agreement between the village and appropriate governmental agencies.

**3.6 Support Agreement Implementation.** If time and program funding permit, the FORWARD team will assist the parties to develop mutually acceptable implementation timelines and procedures. FORWARD will also support the development of ongoing public involvement, monitoring and dispute resolution procedures that will help promote smooth

implementation of agreements. These processes can also be incorporated into future water management plans. This activity is optional.

#### **4. Train Mediators**

One of the long-term goals of FORWARD is to build indigenous mediation capacities in the region. To further this end, the project team will involve Lebanese team members, community leaders, USAID contractors, and Ministry of Hydraulic and Electric Resources in its efforts to resolve village level disputes. In addition, the following approaches will be used to prepare effective third party intermediaries.

**4.1 Identify Opportunities for Co-Facilitation and Mediation.** FORWARD provide opportunities for Lebanese to work with experienced facilitators and mediators to conduct problem solving meetings and other kinds of third party interventions. Co-facilitating or mediating with conflict management professionals will build local capacities to assist in the resolution of future water and development disputes.

**4.2 Provide Coaching and Mentoring.** The project team will meet regularly with parties being trained as intermediaries to debrief project activities, develop effective strategies for interventions, analyze effectiveness of approaches used, and identify lessons learned.

#### **5. Explore Technical Issues**

Many water disputes are exacerbated by disagreements among involved parties over what information is needed, how it is collected, and criteria for assessment. Data disputes may include, but are not limited to, estimates of total water available, quantities that are needed for specific purposes, quality issues, and projected impacts, benefits and costs of various solutions. The effective resolution of water issues is often facilitated by the availability of credible high quality technical data that is acceptable to all parties. FORWARD, where appropriate and if time and core funding permit, might assist parties involved in village disputes to obtain relevant data that will promote informed and wise decision-making. Funding is not available for FORWARD to carry out the technical studies or analyses itself.

**5.1 Facilitate Gathering Existing Data.** If requested, the program team could help parties scope and identify information needs; approach researchers, agencies, or entities who have needed information; and facilitate its presentation to the group.

**5.2 Assist Researchers through Facilitation to Conduct Appropriate Studies.** If requested, the program team could also assist parties to identify mutually acceptable researchers and serve as a facilitator between parties and these experts to define what information is needed and how it will be collected.

## **6. Do Troubleshooting**

Often parties trying to negotiate agreements may reach an impasse that they are unable to overcome. The assistance of an impartial professional conflict manager can often help them break deadlocks and move toward agreement.

The FORWARD team could be available to work with any of the communities that are the targets of the work of CAII and CHF to assist them in overcoming impasses. The team would provide the following services at the request of involved parties or USAID consultants:

**6.1 Design Coaching and Strategies to Break Deadlocks.** The project team will be available for one-on one consultations or small group strategy sessions on ways to avoid or break deadlocks.

**6.2 Carry out Impasse Breaking Meetings.** The program team will be available to convene and facilitate/mediate multi-party negotiations to break deadlocks.

## PROGRAM DELIVERABLES

Workplan Task	Deliverable
<b>Program Start-up and Management</b>	
1.4 Design and Conduct a Program Start-up Meeting	Meeting proceedings with agreements and next steps defined
<b>Develop Dispute Resolution Approaches at the Local Level</b>	
2.1 Expose Senior Government Managers to Dispute Resolution Approaches	Meeting report and materials
2.2 Negotiate and Implement Effective Agreements at the Cluster Committee and Village Committee Level	Meeting report and materials
2.3 Introduce Collaborative Problem-Solving and Dispute Resolution Approaches at the Local Level	Meeting report and materials
<b>Facilitate Resolution of Village and Village Cluster Water Issues</b>	
3.1 Conduct a Situational Analysis	Situational analysis report
3.3 Assist Parties to Assess and Define Village Water Problems/Disputes	Assessment report of problems and disputes by stakeholders
3.4 Promote Option Generation	List of options to evaluate possible solutions
3.5 Assess Options	Report on the assessment process and its conclusions
3.6 Reach Mutually Acceptable Agreements	Formal agreement or agreements among the parties
<b>Train Mediators</b>	
4.1 Identify Opportunities for Co-Facilitation and Mediation	Trained and experienced small core cadre of Lebanese mediators
4.2 Provide Coaching and Mentoring	
<b>Explore Technical Solutions</b>	
5.1 Facilitate Gathering Existing Data	Report on the process and results of the technical explorations, if carried out
5.2 Assist Researchers through Facilitation to Conduct Appropriate Studies	
<b>Do Troubleshooting</b>	
6.1 Design Coaching and Strategies to Break Deadlocks	Meeting reports and training/coaching materials, if carried out
6.2 Carry out Impasse Breaking Meetings	

## **CHAPTER 5 STAFFING REQUIREMENTS**

A brief description of the main responsibilities and expertise of the short-term positions follows.

### **Senior Dispute Resolution Specialist (expatriate)**

#### *Responsibilities:*

- Provide technical management to the team
- Coordinate work requirements of team members and ensure deliverables are submitted and deadlines are met
- Assign tasks to team members according to the workplan
- Follow up with team members the progress on each task
- Take lead responsibility for the design of the problem-solving meetings, facilitations/mediations, and the government agency meetings
- Co-facilitate/mediate, where appropriate, problem-solving meetings facilitations/mediations and the government meetings
- Take the lead in workshop materials preparation
- Compare workplan schedule with actual progress to estimate any variance, and to communicate it to the program coordinator
- Ensure that all FORWARD findings are communicated to USAID and the Ministry of Hydraulic and Electric Resources
- Act as FORWARD's liaison with CAII and CHF
- Oversee documentation of the effort
- Work closely with FORWARD project management

#### *Expertise:*

- Practical experience working on a wide range of water disputes involving diverse parties from communities, municipal government, national government, private contractors, and project funders
- Experience in designing multi-party problem solving and facilitated/mediated dispute resolution processes
- Expertise in convening multi-party stakeholder meetings
- Demonstrated success in facilitating and mediating water disputes
- Practical experience in conducting problem solving meetings and training programs for government officials from all levels

### **Dispute Resolution Specialists I and 2 (Lebanese)**

#### *Responsibilities:*

- Provide day-to day supervision of in-country team members

- Coordinate day-to-day work of team members and ensure deliverables are submitted and deadlines are met
- Coordinate tasks with other team members according to the workplan
- Follow up with the Senior Dispute Resolution Specialist on the progress on each task
- Work with the Senior Dispute Resolution Specialist on the design of the problem-solving meetings, facilitations/mediations, and the government agency meetings
- Co-facilitate/mediate, where appropriate, problem-solving meetings, facilitations/mediations and the government workshop
- Work with the Senior Dispute Resolution Specialist on meeting materials preparation, and oversee their translation and duplication
- Act as FORWARD's on-the-ground liaison with CAII and CHF
- Assist in the documentation of the effort
- Work closely with FORWARD project management

*Expertise:*

- Practical experience in dispute resolution, especially with conflicts involving diverse parties from communities, municipal government, national government, private contractors, and project funders
- Experience in designing facilitated/mediated dispute resolution processes
- Expertise in convening stakeholder meetings
- Practical experience in conducting problem solving workshops

**FORWARD Program Manager**

*Responsibilities:*

- Take overall contract responsibility for oversight of the program
- Ensure that the program fulfills GOL and USAID requirements and that all deliverables are completed according to agree-upon schedules
- Provide USAID and GOL with periodic technical progress memos
- Inform USAID of any requests by the government for program modifications which might require mission approval
- Meet periodically with USAID and GOL to discuss program progress
- With the Dispute Resolution Specialist, review and approve all deliverables prior to submission to USAID and GOL

## **CHAPTER 6 PROPOSED NEXT STEPS**

The FORWARD Project Team will take the following steps to implement the project:

- **Reach agreement with USAID/Beirut and ANE Bureau on carrying out the FORWARD program in Lebanon.**

The next step in the project is obtaining formal approval of USAID Lebanon and ANE. After submission of the, discussions with USAID/Beirut and the ANE Bureau, and receiving approval to proceed, the FORWARD team will initiate the steps described below.

- **Secure the participation of the government in FORWARD's work in Lebanon.**

FORWARD will meet with appropriate officials to secure the participation of the Government of Lebanon in the activities described above. This involvement will include but not be limited to: sending personnel with authority to represent the government's views to appropriate problem-solving meetings and village facilitation/mediation sessions, sponsoring and sending appropriate personnel to a government agency-focused meeting on conflict management procedures, and providing facilities for the above meeting.

- **Develop an operational understanding between FORWARD and Creative Associates International (CAII) and the Cooperative Housing Foundation (CHF) regarding future collaborative working relationships and mutual responsibilities.**

The FORWARD team will meet with CAII and CHF as soon as possible after USAID approves the program to formalize working relationships and responsibilities. Components will include but not be limited to: establishing a cooperative working relationship between the projects within the villages, setting up a regular schedule for coordination meetings, clarifying expected support and logistics to be provided by each organization, defining levels of CAII/CHF participation in FORWARD's problem-solving meetings and facilitations/mediations, and apportioning of financial responsibilities between the initiatives.

- **Contact members of the World Bank team.**

FORWARD will contact members of the World Bank team working on water development projects in the Bekaa Valley to determine the status of current projects and the potential for future ones in the area. If appropriate, the FORWARD team will try and coordinate a future visit to Lebanon with the Bank's team.

- **Develop a schedule of activities to be completed by FORWARD during the next quarter.**

Thirty days after the approval by USAID of FORWARD's program in Lebanon, the team will provide the mission with a detailed schedule of proposed activities to be conducted during

the next quarter. The schedule will include activities, staffing information, and scheduled trips.

- **Recruit up to two Lebanese co-mediators.**

Upon approval by USAID of FORWARD's program, the team will recruit up to two mediators from the region and secure the services of an individual to handle logistical arrangements for program-related activities and meetings.

- **Initiate start-up meetings with parties.**

Upon approval by USAID of the program, contact will be made in-person and electronically with CDR, MHER, CAII, and CHF. FORWARD will schedule individual meetings with each of these groups and arrange a joint start up meeting with all parties attending. Meetings will be scheduled during the first week of the next visit to Lebanon of the U.S. team members. In addition to the above meetings, FORWARD will meet with villagers to schedule project-planning meetings and the first problem-solving meeting.

- **Prepare problem-solving meeting materials.**

Team members will begin to assemble written materials that will be used in the problem-solving meetings and translate them into Arabic. These materials will include information on the problem-solving process to be used, sample meeting guidelines/groundrules, and other hands-on exercises.

## **APPENDICES**

## **APPENDIX A ACRONYMS**

CAII	Creative Associates International, Inc.
CDR	Council for Development and Reconstruction
CHF	Cooperative Housing Foundation
FORWARD	Fostering Resolution of Water Resources Disputes Project
GOL	Government of Lebanon
LOE	Level of effort
MHER	Ministry of Hydraulic and Electric Resources
REDI	Rural Economic Development Initiative
USAID	U.S. Agency for International Development

## **APPENDIX B PEOPLE INTERVIEWED**

### **Government of Lebanon**

Butros Labaki	Vice President, Council for Reconstruction and Development
Said Bitar	Chief, Department of Irrigation, Ministry of Hydraulic and Electric Resources
Muriel Boulos Abdu Tayar	CDR sociologist seconded to MHER Engineer, MHER

### **USAID/Beirut**

James Stephenson Sana Saliba	Representative Development officer
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### **USAID Rural Development Program**

Fadi Riachi	Director, Peace Project, Creative Associates International, Inc.
Lina Ramadan	Bekaa Coordinator, Peace Project, CAII
Dalia Aswad	Environmental Coordinator, Peace Project, CAII
Hanna Khouri	North Bekaa Field Coordinator, Peace Project, CAII
Ayman Abdullah	Project Director, REDI, Cooperative Housing Foundation
Talal Hajj-dib	Senior Engineer, REDI, CHF

### **Bekaa Valley**

#### **EI Qaa**

Saadeh Tawm	President of the municipal council Mukhtar
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#### **Yammoune**

Muhammad Shreif	Mukhtar
Hussein Shreif	School principal
Anwar Shreif	Municipal council member
Nasser Shreif	Water committee member and environment activist/researcher at Lebanese University
Ali Shreif	Municipal council and committee member

### **Dar El Ouassa**

Talal Jaafar Abdul-Munim Jaafar	Brother of mukhtar Person assigned by the water committee to supervise the water project
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### **Chlifa**

Yusuf Darrar Jirjis Siqlawi	Mukhtar Villager
Walid Matar	President, Agricultural Cooperative

### **Deir al Ahmar**

Ibrahim al-Khoury Joseph Omeir Anwar Quza	Mukhtar Vice President, municipal council Municipal council member and agricultural engineer President, Agricultural Cooperative President, Union of Agricultural Cooperative Societies
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### **Beirut Consultant Community**

Neddy Jouzy Jamil Taleb Samir Taleb	Partner, Jouzy and Partners Director, Dar al-Handasah -Taleb Project Manager for Yammoune, Dar al-Handasah-Taleb
George Theodory	Management Planning and Research Consultants

**APPENDIX C**  
**ISSUES AND INTERESTS OF YAMMOUNE STAKEHOLDERS**

<b>ISSUES</b>	<b>INTERESTS</b>
1. How to protect existing tourism and create new tourism	1. Revenue for community
2. How to protect the environment (fish, plants that may die off if pipes are directly connected to spring)	2. Protection of the environment
3. How to protect open water (ponds) from pollution	3. Assure open spaces for water Prevent pollution of open water (ponds)
4. How village can use resources available for project they want, rather than project that is imposed from outside	1. Ownership Using funds for something that benefits community
1. How to assure potable water for Yammoune (network)	5. Adequate potable water
2. How to address sewage problem	6. Not have sewage pollute downstream flow
3. How to preserve their rights to the amount of water they need	7. Maintain status quo in terms of <ul style="list-style-type: none"> <li>• quantity</li> <li>• decision making authority</li> </ul>
7. What needs to be done about storage of water for downstream use	1. Capture spring run-off to provide releases during times of need use

1. How to assure downstream irrigation water	7. Adequate irrigation water
10. How to finance infrastructure development	8. "fair" apportionment of costs "fair" cost sharing
11. What is timing of infrastructure development	9. Maintaining the status quo for some, Immediate action for others
12. Where will the pipes be located to take water from the spring	10. Not at source, but close enough to protect open water from pollution
13. Where would wastewater treatment plant be sited, if it is built	11. People don't want to donate land Aesthetics
7. How should private landowners or the village be compensated for either the treatment plant or reservoir	14. Fair process Timely process Fair price

**LONG RANGE SYSTEM WIDE ISSUE**

14. How to create a system-wide committee to manage water (O&M,  
fee assessment, water police)

15. Participation  
Effective coordination