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PUBLIC PARTICIPATION IN DECISION-MAKING

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List of Abbreviations and Acronyms

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

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Appendix C	Pilot Application
Appendix D	Mechanisms and Procedures

Executive Summary

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

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

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

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

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

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

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

Strategy for Accomplishing the Benchmark:

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

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

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

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

Ministerial Decree No. 432
17th of October 2001

Minister of Water Resources and Irrigation:

In reference to:

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

Decided

Article No. 1

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

Article No. 2

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

Article No. 3

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

Article No. 4

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

Minister of Water Resources and Irrigation

Dr. Mahmoud Abu-Zeid

1 Introduction

1.1 Overview

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

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

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

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

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

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

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

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

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

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

1.2 Purpose of the Report

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

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

1.3 Organization of the Report

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

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

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

2 Background

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

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

2.1 Public Participation Experiences in Other Countries

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

2.1.1 Commitment to Public Participation in the Western Hemisphere

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

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

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

The ISP recognized that public participation improves decisions by:

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

2.1.2 Commitment to Public Participation in Europe

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

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

development, facilities, plans, programs and policies, executive regulations, and other legally binding regulatory instruments.

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

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

3 Benchmark Program

3.1 Benchmark Statement

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

3.2 Verification Indicators

The two Verification Indicators for the benchmark are:

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

3.3 Policy Objective

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

The policy reform objective is to adopt a policy *requiring* open channels within MWRI that provides for interactive two-way stakeholder participation in water development and management decision-making and to describe mechanisms and procedures for implementing that policy.

3.4 Long-term Expected Policy Reform Effects

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

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

3.5 Benchmark Organizational Structure

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

3.5.1 Steering Committee

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

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

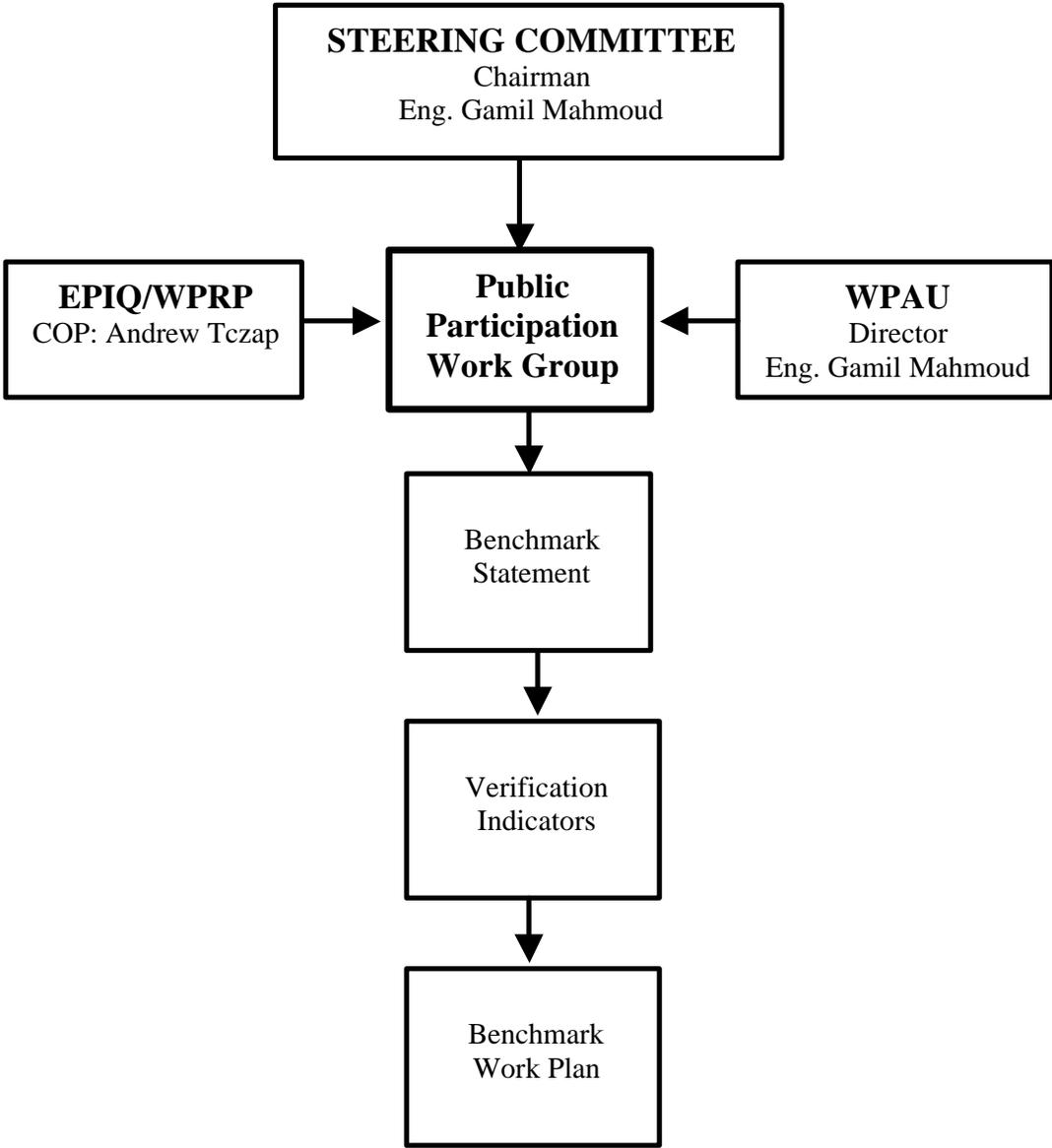
3.5.2 Public Participation Work Group

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

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

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

Figure 1: Benchmark Organizational Structure



3.6 Strategy for Accomplishing Benchmark

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

3.6.1 Present Capabilities

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

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

MWRI Organizational Structure

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

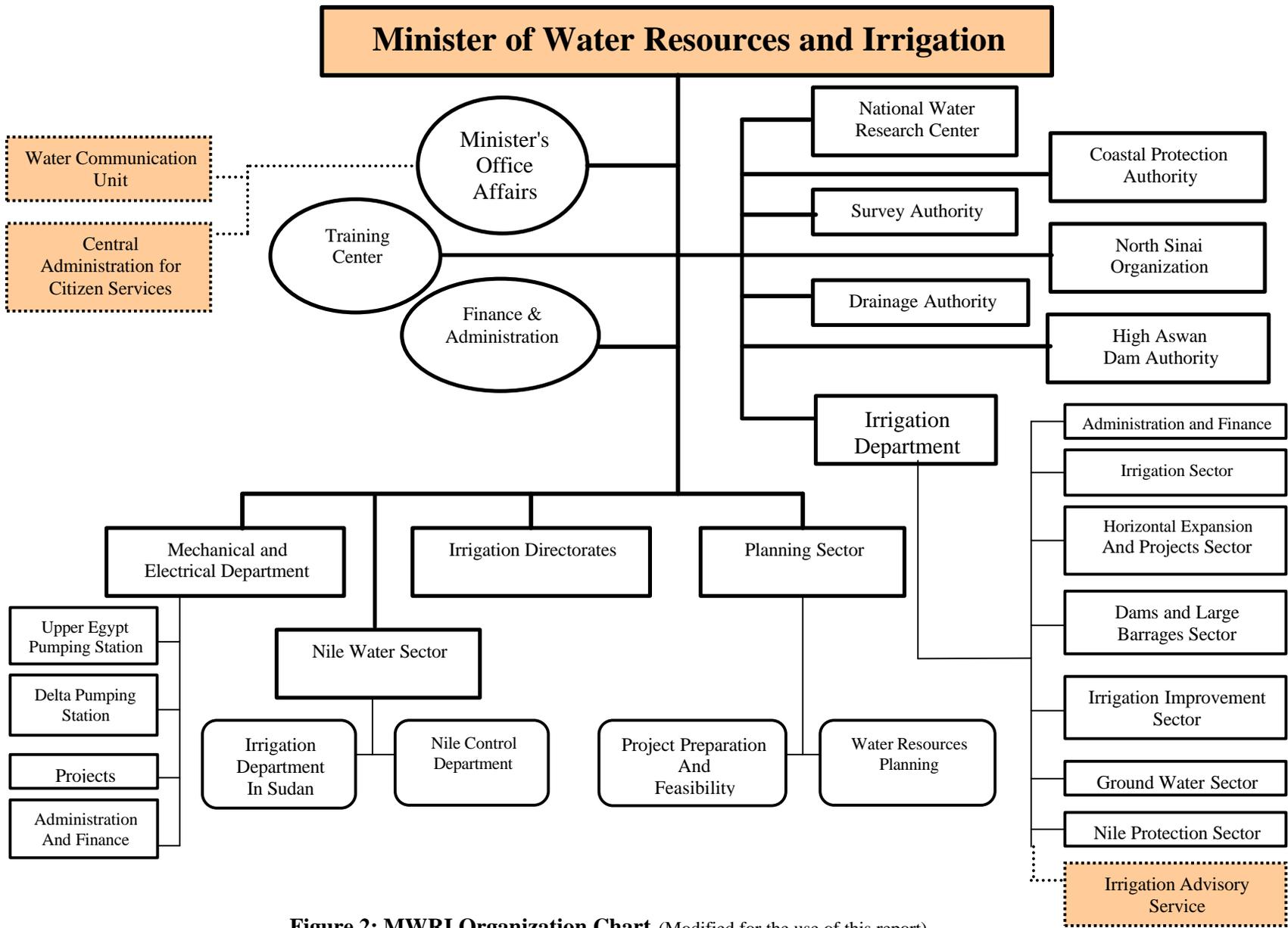


Figure 2: MWRI Organization Chart (Modified for the use of this report)

IAS Capabilities

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

WCU Capabilities

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

CACS Capabilities

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

3.6.2 Characteristics of an Effective Public Participation Program

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

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

3.6.3 Needed Organizational Restructuring

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

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

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

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

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

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

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

Short-term needs :

The *main* features are:

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

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

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

Long–Term Needs:

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

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

will include detailed descriptions of all activities associated with a time table and resource requirements (designated staff, budgets, ..etc.). More details are presented in Appendix A.

3.7 Work Plan and Chronology of PPWG Activities

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

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

3.7.1 Work Plan

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

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

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

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

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

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

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

The Work Plan specified the following deliverables:

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

The work plan is presented in Appendix B.

3.7.2 Chronology of PPWG Activities

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

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

4 Benchmark Accomplishments

4.1 Pilot Application of Public Participation Mechanisms and Procedures

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

4.1.1 Purpose

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

4.1.2 Selection of the Pilot Area and Issues

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

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

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

4.1.3 Strategy for Conducting the Pilot Application

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

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

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

4.1.4 Pilot Application General Work Plan

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

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

They were:

Government agencies:

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

Workshops:

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

Informal Contacts/Focus Groups:

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

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

Figure 3: Task and Timeline Chart for PPDM Pilot Application

Tasks	Time line																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
A. Identify stakeholders																	
1. Prepare list of potential stakeholders (PPWG)	█																
2. Select temporary field staff to interview potential stakeholders (PPWG)		█															
3. Training workshop for field staff (PPWG)				█													
4. Interview potential stakeholders and identify active participants (informal contacts & focus groups)				█	█	█	█										
B. Identify issues and evaluation criteria (informal contacts & focus groups)						█	█	█	█	█							
C. Finalize issues and criteria (1 st Stakeholder workshop)									█								
D. Field assessment of issues (MWRI field staff)											█	█					
E. Identify Alternatives (MWRI field staff)													█	█			
F. Analyze alternatives (Focus group meetings)														█	█		
G. Review and evaluate alternatives (2 nd Stakeholder workshop)															█	█	
H. Develop Action Program (Decision)															█	█	
I. Inform stakeholders of decision (one day seminar)																█	
	April	May				June				July				August			

Assignment of responsibilities:

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

4.1.5 Selection and Training of Field Team

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

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

4.1.6 Field Surveys

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

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

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

4.1.7 Identification of Issues and Evaluation Criteria

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

4.1.8 Development of Alternative Solutions

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

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

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

4.1.9 Informative Seminar

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

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

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

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

4.2 Planned Study Tour

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

4.3 Recommended Policy

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

4.3.1 Policy Rationale and Purpose

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

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

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

4.3.2 Policy Objectives

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

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

4.3.3 Responsibility for Program and Resources

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

4.3.4 Mechanisms and Procedures for Implementation of Policy

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

4.4 The Signed Policy

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

Ministerial Decree No. 432
17th of October 2001

Minister of Water Resources and Irrigation:

In reference to:

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

Decided

Article No. 1

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

Article No. 2

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

Article No. 3

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

Article No. 4

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

Minister of Water Resources and Irrigation

Dr. Mahmoud Abu-Zeid

**APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807**



4.4.1.1.1.1.3

4.4.1.1.1.1.4

4.4.1.1.1.1.5

PUBLIC PARTICIPATION IN DECISION-MAKING

Report No. 50

Appendices

December 2001

Water Policy Program

International Resources Group

Winrock International

Nile Consultants

**APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807**



4.4.1.1.1.1.8

4.4.1.1.1.1.9

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PUBLIC PARTICIPATION IN DECISION-MAKING

Report No. 50

Appendix A

December 2001

Water Policy Program

International Resources Group

Winrock International

Nile Consultants

Ministry of Water Resources and Irrigation

US Agency for International Development

Agricultural Policy Reform Program

Environmental Policy and Institutional Strengthening Indefinite Quantity Contract

APRP—Water Policy Activity

Contract PCE-1-00-96-00002-00

Task Order 807

4.4.1.1.1.1.11

4.4.1.1.1.1.12

4.4.1.1.1.1.13

4.4.1.1.1.1.14 PUBLIC PARTICIPATION IN DECISION- MAKING

4.4.1.1.1.1.14.1 Draft FINAL REPORT

Report No. 50

APPENDIX A

Present Capabilities and Needed Organizational Restructuring

January 2002

-

Water Policy Program

International Resources Group

Winrock International

Nile Consultant

**APPENDIX A: Present MWRI Public Participation Capabilities and Needed
Organizational Restructuring**

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**PUBLIC PARTICIPATION
IN
DECISION-MAKING**

ORGANIZATIONAL STRUCTURE and RESPONSIBILITIES

of the

MINISTRY OF WATER RESOURCES AND IRRIGATION

by

Eng. HUSSEIN EL ATFY, *Undersecretary, Minister's Office*

Eng. SARWAT FAHMY, WPAU

Eng. MOAMEN EL SHARKAWY, WPAU

January 2002

4.4.1.2 Organizational Structure of the Ministry of Water Resources and Irrigation

1. Introduction

Egypt, with practically no rainfall, has been since time immemorial dependent on the Nile water for irrigating crops, drinking, domestic purposes, navigation and tourism and for all other different uses.

The Egyptian Government, established as early as the pharaonic era, made every possible effort to control the River Nile and to distribute its waters efficiently for different purposes.

The Ministry of Public Works, presently the Ministry of Water Resources and Irrigation (MWRI) was first established under this name in 1864 comprising many departments; the largest was the Irrigation Department.

MWRI has mandatory responsibility by charter to dominate all water resources, and to protect, develop, control and allocate them to different uses. To undertake this huge responsibility in an efficient and professional manner, the Ministry decided to structure its organization as to comprise different authorities, departments and sectors dealing with Egypt's water resources.

The Nile Water Sector is mainly responsible for cooperation with Upper Nile countries for the benefit of all riparian countries. It technically represents the Egyptian Government for realization of this objective.

The Planning Sector is responsible for formulating and evaluating long and short term plans that match supply with demand through the available planning tools and mathematical models established for this reason.

The Groundwater Sector together with the Groundwater Research Institute of the National Water Research Center (NWRC) has responsibility to develop and utilize the groundwater in Egypt both in the Desert areas, and in the Nile Valley and Delta.

The Irrigation Department with its four sectors namely the Irrigation Sector, the Barrages Sector, the Agricultural Expansion Projects Sector and the Irrigation Improvement Sector, is responsible for controlling, distributing and allocating waters for agriculture and modernizing the irrigation system to satisfy the demand management programs.

The Aswan High Dam (HAD) Authority operates and maintains the High Dam and old Aswan Reservoir.

The Mechanical Department establishes the irrigation and drainage pump stations, operating and maintaining them.

The Drainage Authority, together with the Drainage Research Institute of the NWRC, is providing subsurface drainage to the agricultural land to control salinity and water logging. It also undertakes studies and research in the field of drainage water reuse for irrigation purposes.

The National Water Research Center (NWRC) with its twelve specialized research institutes is conducting applied research aimed at studying and solving the practical field problems facing MWRI.

In brief, the MWRI does not spare any effort to conduct intensive programs in the field of water resources in order to cope with the rapidly increasing demand.

2. Background

Irrigation engineering and water distribution was one of the earliest sciences known to human beings. The Ministry of Water Resources and Irrigation (MWRI) was one of the earliest ministries established in Egypt. In 1844, the Public Engineering Works was established and followed by the establishment of the Ministry Of Public Works in 1864, which was renamed to the Ministry Of Water Resources and Irrigation.

The MWRI is comprised of nine technical departments with a Central Administration and a legal department serving all other departments. Of these, the largest and most important is the Irrigation Service, where the total number of posts exceeds half the number of posts in the whole Ministry.

The Minister of Water Resources and Irrigation presides over all departments. The Under-secretary is the main spring of the mechanism of the Ministry and the chief executive officer under the Minister. He coordinates the work of various departments, settling questions connected with every aspect of administration and engineering. He is aided by an Assistant Undersecretary of State.

The offices of the Minister and the Under-secretary are known as the Central Administration or Secretariat. The Secretariat is directed by the Secretary General. The Secretary General controls the archives, personnel, translation and other necessary sub-offices, and is generally responsible for the submission of all correspondence in proper form.

A branch of the State Legal Department, under the direction of a Counsellor, works with the Minister and Under-secretary for consultation on legal matters, and a Financial Secretary, an official of the Ministry of Finance, to exercise general control of accounts, audits and stores.

The activities of the irrigation service are two main objectives:

- i) To distribute water and provide an efficient system of drainage, and to protect the country against being flooded by the Nile, with the administration of laws in connection with these duties, as embodied in the General Act, and of any regulation made under that Act.
- ii) To design and construct works to ensure better distribution of water, or to provide more abundant supply, or to ensure better drainage, greater quality, or the improvement of the agricultural condition of the land.

MWRI has mandatory responsibility by charter to dominate, develop, and control all water resources and to allocate them to different uses. To undertake this huge responsibility, the Ministry has different authorities, departments and sectors dealing with Egypt water resources. The following are the departments of MWRI

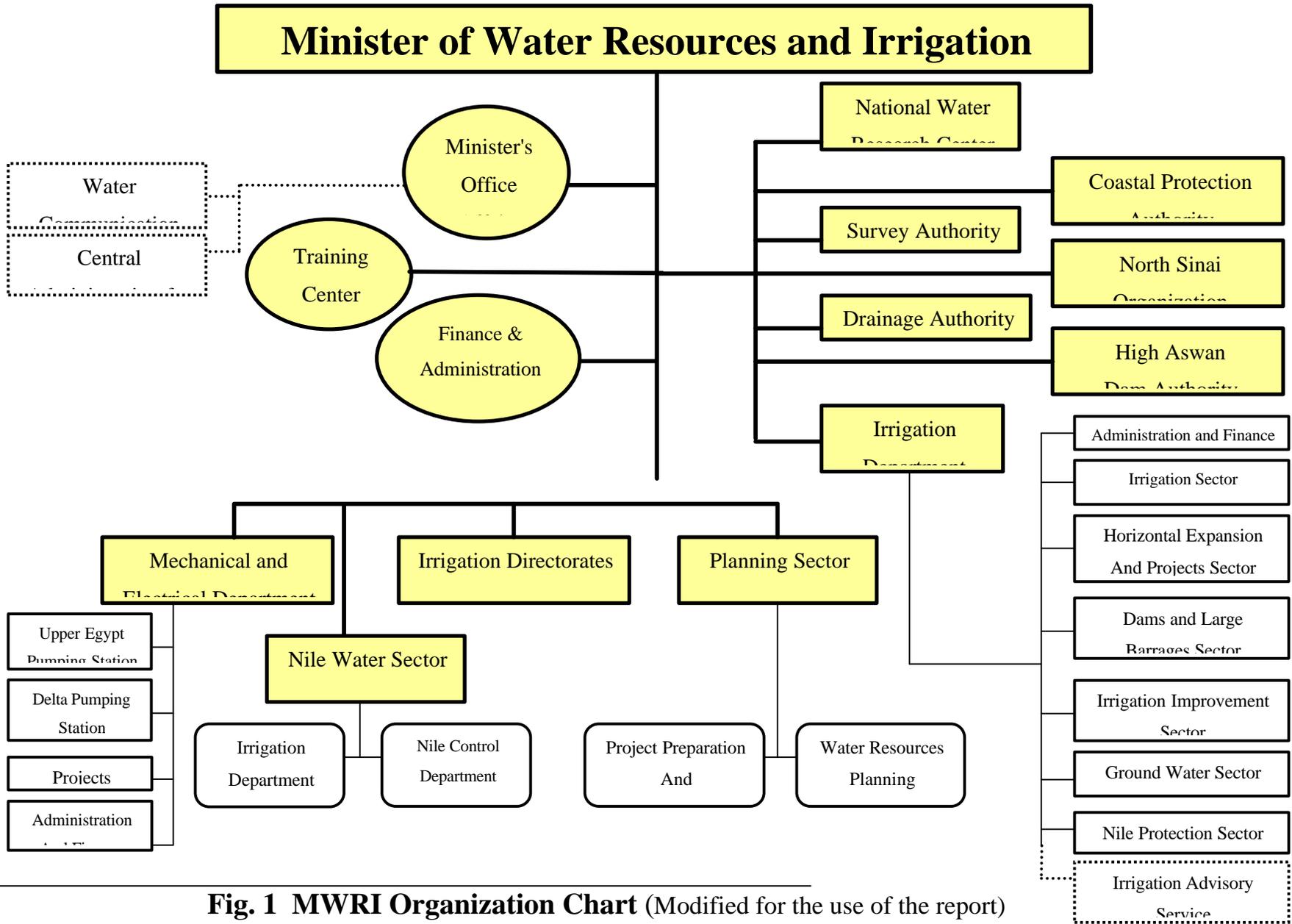


Fig. 1 MWRI Organization Chart (Modified for the use of the report)

3. Organization and Responsibilities

The general organization structure of the Ministry of Water Resources and Irrigation is presented by figure 1. The overall objectives of the Ministry of Water Resources and Irrigation are:

- **Comprehensive inventory of available surface and groundwater resources,**
- **Development of conventional and non-conventional water resources,**
- **Protection of the River Nile and irrigation and drainage channels against all sources of pollution,**
- **Formulation of long and short terms national water policies to satisfy all types of uses,**
- **Construction, management, and maintenance of hydraulic structures required for the development, and control of the water either in the upper Nile Basin or within Egyptian territory,**
- **Improvement of irrigation systems and introduction of new technologies in water resources development and management,**
- **Human resources development in the different fields of water resources to guarantee the sustainability of all the activities carried out by the Ministry.**

These objectives are accomplished through the tasks of different sectors and authorities as follows:

3.1. The Headquarters

3.1.1. Overview

The tasks of the General Headquarters include planning and monitoring the works, projects, and general policies, as well as executing the Nile water agreements and the general plans and policies of the sectors of water resources and irrigation and drainage. It consists of three main sectors:

1. Planning Sector

The Planning Sector is responsible for the water balance studies, to match supply with demand through the available planning tools and mathematical models established for this reason. The planning sector is also responsible for the investment planning, allocation of investment budgets and follow up.

2. Nile Water Sector

The Nile Water Sector is mainly responsible for coordination and cooperating with the Upper Nile Countries in monitoring, development and implementing agreements aiming at integrated management of the River Nile for the benefit of all riparian countries.

3. The Central Directorates of Water Resources and Irrigation in the Governorates.

Those are the MWRI main offices in all Governorates that monitor all ministry activities in their Governorates and represent the ministry in the local councils.

3.1.2. Responsibilities

The main activities of the General Headquarters of the Ministry of Water Resources and Irrigation are:

- General supervision of all the projects carried within the framework of the national plan.
- Planning and scheduling of the major projects in the different sectors of the Ministry.
- Performing the present and future national water balance Preparation of long and short term water resources development plans.
- Follow up all the investment projects.
- Operation of water resources central data bank.
- Implementation of the international agreement for Nile water utilization in cooperation with Sudan government.
- Representation of the Egyptian government in any technical cooperation with the Nile Basin countries.
- Conducting hydrometeorological studies in the Nile Basin.

- Coordination among the different Departments, Sectors, and Authorities of the Ministry.
- Coordination with all national and international water-related organizations.

3.2. Irrigation Department

The Irrigation Department with its four Sectors, namely the Irrigation Sector, the Barrages Sector, the Horizontal Expansion Projects Sector and the Irrigation Improvement Sector, is responsible for controlling, distributing and allocating water for agriculture and all other uses and modernizing the irrigation system to satisfy the demand management programs.

3.2.1. Overview

The tasks of this department include construction, operation, and maintenance of the Canal Networks. It also manages irrigation improvement and horizontal expansion projects. The authority consists mainly of four sectors:

1. Irrigation sector,
2. Horizontal expansion and projects sector,
3. Dams and barrages sector

This sector is responsible for design, implementation and maintenance of all barrages in Egypt.

4. Irrigation improvement sector

This sector is entrusted with the irrigation improvement program in the old lands. This includes surveying water lost in the mesqa system, increasing the amount of cultivable land, developing a new cadre of engineers and technicians, and providing farmers with technical information.

5. Nile Protection Sector.

The Nile protection sector is responsible for weed control along the River Nile and its two branches as well as preventing encroachment in the Nile banks. This is also the authority licensing the navigation units on the River Nile.

6. Groundwater Sector

3.2.2. Responsibilities

The main activities of the Irrigation Department and its divisions are:

- Setting up the overall policy of water uses,
- Developing, maintaining and raising the efficiency of the channels.
- Implementing the rehabilitation and updating the irrigation structures.
- Managing and maintaining the irrigation structures, and monitoring the water levels.
- Implementing the irrigation canals projects in the old agricultural lands and executing the irrigation improvement projects on the National level.
- Designing and executing the infrastructure works of the irrigation projects in the new reclaimed and drainage.
- Developing and utilizing the groundwater in Egypt in the desert areas, the Nile Valley and the Delta.
- Preventing the encroachments of the Nile banks and licensing all navigation units on the Nile.

3.3. The Egyptian Public Authority for Drainage Projects (EPADP)

3.3.1. Overview

The Drainage Authority together, with the Drainage Research Institute, has the dual task of providing subsurface drainage to agricultural land to control salinity and water logging, and undertaking research in the field of drainage water reuse for irrigation purposes. The tasks of this authority include the design, execution, operation, and maintenance of all the surface and subsurface drainage systems in Egypt.

3.3.2. Responsibilities

The main activities of the Egyptian Public Authority for Drainage Projects are:

- Implementing the remodelling projects of the open drains.
- Implementing the sub-surface drainage projects.
- Implementing the rehabilitation and renovation of the old sub-surfaces drainage networks.
- Carrying out the maintenance works of open drains including their structures and weeds control.
- Carrying out the maintenance works of the sub-surface drainage networks including flushing of the subsurface pipes and cleaning the manholes.
- Manufacturing the P.V.C & P.E and cement pipes for the sub-surface drainage network.
- Arranging the training courses for the EPADP and contractors staff.

3.4. The National Water Research Center (NWRC)

3.4.1. Overview

The NWRC with its specialized institutes is undertaking applied research aimed at satisfying the demand management and supply management works. NWRC conducts research and studies in different fields that serve water resources, irrigation and the environment. In brief, MWRI has intensive programs in the field of water research to satisfy the ministry research requirements as well as other concerned ministries, public and private sector.

The NWRC consists of twelve institutes:

- Water Management Research Institute
- Canal Maintenance and Weed Control Research Institute
- Drainage Research Institute
- Groundwater Research Institute
- Water Resources Development Research Institute
- Nile Research Institute
- Survey Research Institute
- Hydraulics and Sediment Research Institute
- Construction and Soil Mechanics Research Institute
- Mechanical and Electrical Research Institute
- Coast Protection Research Institute
- Environment Research Institute

3.4.2. Responsibilities

- Planning and implementing the long-term policies to maximize the development of the water resources.
- Solving the problems related to implementing the long-term policies,
- Solving the technical and practical problems related to the policies and systems of irrigation and drainage.
- Performing the necessary studies to increase the agricultural area.

- Evaluating the surface and ground water resources.
- Searching for the best methods of using the water resources in Egypt.
- Studying the technical and environmental impacts of the water structures and drainage projects.
- Studying and monitoring the weed growth in the River Nile, and the irrigation and drainage channels, and seeking the optimum methods for control.
- Studying and monitoring the hydrology of the river Nile, and setting the recommendations of the works and requirements needed to maintain and raise the stream efficiency.
- Studying the erosion of the coasts and the methods of protection against degradation.
- Performing applied research related to sub-surface drainage.

3.5. The Egyptian General Survey Authority

3.5.1. Overview

The task of this authority includes both land and aerial surveys and the use of satellites to draw different scale survey maps. It also includes the estimation of the country's agricultural area and the determination of city and village borders.

3.5.2. Responsibilities

- Establishing the network triangles and main datum of leveling for the State.
- Drawing the basic topographic maps for the Egypt's lands.
- Drawing and printing the detailed maps of the agricultural lands, cities villages.
- Performing the special maps required for implementing stages of the various Projects of the State.
- Counting the cultivated areas with regular main crops every year on the regional and national levels.
- Counting the required. Lands to be deprived, investigating the possessions and estimating the compensations, and participation in implementing the technical, financial and legal proceedings of the dispossession law.
- Executing all stages of the cadastral surveys required in the proceedings of recordation and declaration of the agricultural lands and agrarians before implementing the deceleration proceedings.
- Designing, drawing and printing different valuable publications which are the Passports, documents, governmental bills and shares, stamps of the different syndicate and certificates of graduation for some universities.
- Perform the Moslem and After Christ calendars.

3.6. The Mechanical and Electrical Department

3.6.1. Overview

The tasks of this department include the design; construction, operation, and maintenance of all the irrigation and drainage pump stations and their mechanical and electrical parts.

3.6.2. Responsibilities

- Operating and maintaining all irrigation and drainage pumping stations on the country level which are about 1200 station.
- Rehabilitating and renewing the current old stations to ensure the continued effective operation.
- Establishing the irrigation and drainage pumping station project on the basis of the Ministry's policy.
- Implementing the irrigation and drainage pumping station projects, which are laying within the horizontal expansion and land reclamation projects.
- Presenting the technical aid in the field of pumps and electrical and mechanical works for various parties both within the Ministry and outside parties.

3.7. The General Authority of the High Aswan Dam (HAD)

3.7.1. Overview

The tasks of this authority include the operation and maintenance of HAD and its structures as well as storing Nile Water and releasing it from Lake Nasser on a daily basis to satisfy the downstream requirements for all different uses. It also includes conducting the lake measurements and studies.

2.7.2. Responsibilities

- *Protecting and maintaining the High Dam body and updating the equipment to be compatible with Authority projects.*
- Evaluating the effect of the earthquakes on the High Dam body and Aswan Dam, and taking the necessary actions for monitoring and analysis.
- Studying the sediment transport in the Lake.

- Developing the methods of estimating the lake losses by evaporation and seepage, and improving the techniques of calculating the water balance.
- Executing the spillway and weir of the Tushka Valley to discharge the excess water safely in case of series of high floods.
- Executing the improvement works of the east slop of the back canal.

3.8. The Egyptian Shore Protection Authority

3.8.1. Overview

The tasks of this Authority include the northern coast protection works to protect the coast from erosion.

2.8.2. Responsibilities

- Studying the best methods and techniques for coastal protection.
- Protecting several locations of the coastal line from high erosion resulting from the sea inundation during surges.
- Protecting the tourist structures in the Northern coast area.
- Strengthening the cornice fence in some parts of the Alexandria and Port Said coasts for the protection of coasts against waves impacts.
- Rehabilitating the damaged parts of some waves barriers protecting the ports in some locations.
- Supporting and constructing some of the protecting basalt dams to protect the construction and lands from getting drowned especially in the surges seasons.

4. Future Vision

The natural and geographical conditions of Egypt are not auspicious in terms of fresh water resources availability. Aridity is the general characteristic of the country, with an exception of a narrow strip on the northern coast and sparse flash floods in the Sinai Peninsula and Upper Egypt. The watershed of the Nile Basin is totally located outside the Egyptian border. On the other hand, most of the available groundwater in the desert is non-renewable and requires high

development cost. Historically, socio-economic development of the country has been exclusively devoted to the Valley and Delta making those two regions highly populous. Agriculture has always been the core for economic development and is considered as the main activity for a large sector of the population. It contributes to one fifth of the gross domestic income and consumes over 80% of the total water supply.

Although the international community has acknowledged Egypt's efforts in birth control, the population still gained great momentum and continued to grow. Population growth and escalated living standards continue to act as stressful criteria on both water and land resources. Degradation of these resources due to heavy socio-economic exploitation adds up to the water scarcity problem. Ministry of Water Resources and Irrigation (MWRI) is formulating the national water policy for the 21st century to face the anticipated challenge of water scarcity. The policy's overall objective is to utilize the available conventional and non-conventional water resources to meet the socio-economic and environmental needs of the country. The formulated policy focuses on three major aspects: demand management; resources development; and environmental protection.

Formulation of Egypt's water resources policy for the future requires a major shift from the classical paradigm used in water resources planning and management to a new innovative one. As Egypt verges upon the 21st century, some of the old MWRI strategies will be discarded, others will continue with more or less emphasis, and new strategies will be adopted.

The new formulated strategies will follow those ensuing actions:

- **Demand management through several measures such as better allocation and distribution management, irrigation improvement program, and less water consuming cropping pattern has to be adopted so that water resources development is no longer demand led.**
- Development of desert groundwater to support the government strategy in redistributing the population and increasing the land use of the Egyptian territories.
- Development of the non-conventional resources such as desalination of sea and brackish water.

- Replacement of traditional water quantity management by integrated quantity and quality management.
- Introduction of decentralized water resources planning and management as well as empowerment of other stakeholders related to water.
- Stakeholder participation through the establishment of Water Users Associations and strengthening their role in operating, maintaining and management of irrigation systems to allow for future privatisation of the delivery system.
- Raising public awareness through a very well formulated communication strategy to increase water use efficiency and stop water resource quality deterioration.
- Institutional and legislative reform to cope with the current challenges and accommodate new strategies.
- Supporting and subsidizing the research and development towards the different MWRI activities on a scientifically sound and up-to-date technology base.
- *Cooperation with the riparian states of the River Nile to utilize the great potential resources of the River, through equitable utilization, a no harm rule and win-win solution, is crucial. The future vision for Egypt and the Nile riparian states to face the challenges of water scarcity should be based on cooperation and the welfare of the peoples of the Nile basin.*

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

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

**PUBLIC PARTICIPATION
IN
DECISION-MAKING**

**ASSESSMENT OF THE EXISTING CAPABILITY
OF THE
IRRIGATION ADVISORY SERVICE**

BY

**Eng. ESSAM BARAKAT
Undersecretary, IAS
Ministry of Water Resources and Irrigation**

January 2002

5 THE IRRIGATION ADVISORY SERVICE

6

7 1. BACKGROUND

1.1 Overview of the Irrigation Advisory Service in Egypt

In 1989, the Ministry of Water Resources and Irrigation (MWRI) established, by Ministerial decree, the Irrigation Advisory Service (IAS) as the water management and technical assistance and extension delivery arm of the Irrigation Improvement Project (IIP) component of the USAID- funded Irrigation Management Systems Project. The primary IAS mandate is to advise and assist private water users to establish, maintain, and manage their own sustainable water user associations (WUAs) for irrigation management. The IAS is also required to provide continuing water management technical assistance to WUAs and farmers in improved areas.

The MWRI recently adopted the policy / strategy of developing and promoting WUAs outside of the IIP. It has also started developing Water Boards (WBs) and WUAs at the branch canal level (BCWUA), and is actively pursuing increased stakeholder participation in irrigation operation, maintenance and management. Accordingly, the APRP started in 1998 the Benchmark C-4 for Trench III. The Benchmark stated (GOE /MPWWR) will institutionalize an Irrigation Advisory and Support Service in the MPWWR.

In May 1999, H.E. the Minister signed the ministerial decree no 143 establishing the Central Directorate of IAS under the Irrigation Department. The IAS Central Directorate headquarter is located in Cairo with two General Directorates one for Delta located at Tanta and the second is for Upper Egypt located in Minia. . The IAS central directorate started its activation in the beginning of year 2000 as a permanent unit in the ministry under the Irrigation Department to serve all the ministry sectors, departments, authorities and projects.

The IAS plays a focal role in stakeholder participation in irrigation operation, maintenance and management. And assist these organizations participate more effectively in branch canal management, operation and maintenance, through development of cost sharing plans.

In Egypt at present, only the IAS possesses the knowledge and skills required for forming and providing services and technology to WUA⁶. Farmers need training and technology transfer in the areas of modern on-farm irrigation methods, on- farm water management, and soil-water- plant relationships. However, these techniques and services are currently not provided through any extension delivery means. IAS provides the necessary technological support to farmers in a regular and effective manner.

8

9 2. Description of IAS Functions and Responsibilities

The roles and functions of the MPWWR Irrigation Advisory Service are as follow:

⁶ Agricultural Extension (housed within the Ministry of Agriculture and Land Reclamation) provides extension education support to farmers regarding their crop production practices.

- Implement and supervise the establishment of: 1) Water User Associations on improved and unimproved mesqas and in the tile drainage system of the old lands, 2) Water User Unions (WUUs) in new lands and development of their mesqas and 3) supervise the turnover of improved mesqas; and supervise the turnover of the tile drainage network to Water User Associations. The IAS should maintain liaisons with the associations and unions.
- Implement and supervise the establishment of the Water User Associations, Water User Unions and Water Boards (WBs) at the branch canal level (in both improved and unimproved areas) in the old and new lands. The IAS is to take the lead in resolving procedural and logistical problems at the branch canal and mesqa – levels, so as to achieve the best levels of farmer participation in mesqa and branch canal management operation and maintenance.
- Conduct continuous and on – the-job training for all levels of IAS engineers and technicians, in line with work programs and objectives. Organize and conduct training for members of WUAs, WUU, WBs and BCWUAs, in order for them to effectively carry out their responsibilities related to mesqa and branch canal management, operation and maintenance, as well as initial physical improvements
- Maintain regular liaisons with the MPWWR Irrigation Sector to effectively execute the programs of the National Irrigation Improvement Project. IAS will act as intermediary between the Irrigation Improvement Sector and the Water User Associations in the improved areas.
- Supervise the Monitoring and Evaluation Unit with regard to Water User Associations development activities, improvement program for mesqas and branch canals, users of tile drainage infrastructure, and Branch Canal Water User Associations. Also, evaluate the impact of improved mesqas in each command area, recording data from farmers regarding branch canals, tile drainage and mesqas under improvement. Publish periodic evaluation and monitoring reports for IAS programs and activities.
- Strengthen the IAS Communication Unit to perform the following.
- Prepare awareness campaign brochures for the improved and unimproved areas, and areas with a tile drainage system.

- Assist in multi- media water management education programs using audio-visuals and other methods.
- Maintain communication with all important projects and programs with the Egyptian farmer and village economy, particularly those related to rural socio-economic development.
- Maintain Communications with the various technical and policy units of the MPWWR, e.g. Irrigation Department, Irrigation Directorates, Irrigation Improvement Sector projects, Drainage Authority, and extension service of the MALR.
- Participate in local and international meetings, particularly those related to INPIM/ Egypt objective.
- Supervise the execution and monitoring of the IIP cost recovery program and other related works, in coordination with the Revolving Fund Committee. Etc.
- Assist in establishment of special command area committees for environmental issues including environmental problem identification and pollution control. Develop and disseminate awareness material regarding solutions to create a cleaner environment for the Egyptian farmer. Communicate with specialized authorities and coordinate with them to apply recommendations with farmer participation through mesqa WUAs and BCWUAs.
- Coordinate provision of technical assistance to mesqa- level and branch canal water user associations in the old lands, and to the water user unions in the new lands, with regard to mesqa irrigation scheduling in improved as well as unimproved areas, along the branch canals. In addition, work with farmers to design program in operation and maintenance of branch canals as well as modifications to any control structures necessary for improving water delivery from head to tail reaches.
- Coordinate the registration process of all mesqa- level or branch canal user associations operating in the IAS directorates>
- Assume a lead role in linking WUAs, WUUs, and BCWUAs with public and private agencies, including NGOs, focused on rural infrastructure and socio-economic change initiatives.

3.1 IAS Training Department

- Design and administer training programs for engineers and technicians in the IAS Directorates.
- Supervise the water user associations training. Including:
- General training for areas to be improver:
 - Special training on organizing procedures for areas to be improved>
 - Special training on operation and maintenance for improved mesqas.
 - Field visits to demonstration and improved areas.
 - Improved irrigation and drainage practices.
 - Special training on water user association formation at the canals and unions in new lands.
 - Special training on tile drainage maintenance.

3.2 IAS Technical Department

- Examine all technical subjects related to IAS activities, and prepare evaluative and substantive technical reports as and when required.
- Follow-up on all technical issues.
- Follow- up project implementation and prepare technical reports

11 3.3 IAS financial and administration Department

- Financial accounting and budgeting>
- Management of contracts>
- Procurement and store inventory>
- Control of staff appointments, retirements terminations, leaves,

- Control of salary payments, increments, per diems, settlements, extra salaries bonuses, insurance, and compensations.
- Management of all official bookkeeping indexing for files, report production and tracking of memoranda and ministerial decrees regarding WUAs, BCWUAs and IAS general administration.
- Maintaining copies of WUA and BCWUA records.

3.4 General Directorates for Irrigation Advisory Service (Upper & Lower Egypt)

- Supervise execution and planning of directorate work plans>
- Coordinate programs with Irrigation Improvement Sector, Irrigation Department Drainage Authority, Agriculture Department, and local and executive councils in command areas.
- Monitor all work in the IAS directorate.
- Maintain coordination between IAS technical units: Technical Assistance, WUA Development, Monitoring & Evaluation, Communications, Environment, and Drainage.
- Supervise training courses for IAS staff, field agents, supervisors and farmers.
- Coordinate provision of administrative assistance, resolving problems concerning the execution of activities in IAS directorates.
- Conduct and evaluate educational and awareness-building programs, and prepare advisory materials and audio-visual programs.
- Supervise implementation of the mesqa cost recovery program.

12 3.5 IAS General Directorate Operations Section

- Supervise preparation and annual and monthly plans for IAS Directorates.
- Supervise all work in IAS directorates.
- Monitor WUA performance in improved and unimproved mesqa. This includes WUUs in new lands. And seeing to it that they carry out their assigned functions responsibilities efficiently.

13 3.6 IAS General Directorate IAS training Section

- Coordinate training for engineers and technicians of the IAS according to set work phases and activities.
- Train WUAs to carry out their responsibilities in improved and unimproved areas.
- The training program for WUAs includes:
 - general training for areas to be improved .
 - organizing procedures for areas to be improved ,
 - operation and maintenance for improved mesqa ,
 - field visits to demonstration and improved areas,
 - improved irrigation and drainage practices,
 - water user association formation at the canals and unions in new lands,
 - tile drainage maintenance, and
- WUA business management skills, including record keeping, accounting and fiscal management.

14 3.7 IAS General Directorate financial and Administration Section

- Perform accounting
- Maintain inventory of branch stores
- Manage employment affairs (staffing)
- Monitor employee leaves, retirements, resignations and insurance
- Supervise WUA and WUU registration maintaining all financial records.

3.8 IAS Directorates (commend areas)

- Coordinate the activities of the different sections: technical assistance, monitoring and evaluation. Studies, communication environment and drainage.

- Communicate and coordinate with the general directorate to attend meetings, discuss work proceedings and solve any problems.
- Conduct and monitor IAS training programs for engineers, technicians and water user associations.
- Supervise the implementation of the cost recovery programs.
- Supervise the maintenance centers that deal with the WUAS to cover improved mesqa and tile drainage network needs.
- Coordinate and cooperate with the Irrigation Improvement and Irrigation and Drainage departments to implement and monitor IAS activities in their respective areas.
- Monitor IAS and WUA activities in the implementation areas.

15 3.9 IAS Directorate Technical Assistance Section

- Conduct water measurements for better water control and mesqa water scheduling along the branch canals, and in newly improved mesqa .
- Through field agents and supervisors, assist the WUAs in O&M of mesqa intake, Field drains, tile drainage operation and maintenance plans.
- Provide field agents and supervisors with technical backup and support.
- Provide technical assistance in mesqa map preparation, detailed drawings and data collection.
- Participate in field agent and supervisor training.
- Work with mesqa improvement construction engineers to ensure that WUAs participate in planning. Design, construction and operation of the suggested improvement .
- Work with tile drainage construction engineers to assure that the users participate in the execution of these networks, in order to guarantee their full participation in operation and maintenance.
- Continuously inform WUAs of relevant policies , rules, and decrees.

16 3.10 IAS Directorate WUA Section

- Disseminate information on the seven phases for organizing WUAs on improved mesqas and make sure that each group has fulfilled the conditions for establishing a water user association. Also disseminate information for the tile drainage beneficiaries.
- Strengthen the bonds between the WUAs and the Irrigation Improvement Project, Tile Drainage. The Irrigation Departments and appropriate sectors of the MALR (e.g. agriculture advisory, cooperatives, and Banks).
- Attend meetings of the WUA general committee.
- Communicate continuously with the IAS Director regarding IAS activities and WUAs.
- Help prepare WUA advisory brochures.
- Collect agricultural, mesqa, environmental drainage and farmer data. Keep these data in each mesqa file.
- Assist the WUAs in preparing and maintaining financial records and in holding periodic meetings.
- Assist WUAs in IAS areas to formally register associations.

17 3.11 IAS Directorate Monitoring and Evaluation Section

- Execute the monitoring and evaluation programs for IAS activities .
- Create and manage the database for the IAS areas, covering all activities.
- Prepare periodic and regular monitoring and reports for IAS projects.
- Prepare and participate in and conduct the training programs for field agents, supervisors and water users related to M & E techniques.
- Coordinate with the various research institutes of MPWWR and MALR to execute the monitoring and evaluation programs related to water distribution and on-farm technology transfers. Represent the IAS as required in local and international conferences.

- Coordinate with Irrigation and Drainage authorities and the MALR at the IAS program locations to ensure efficient implementation of all activities.

18 3.12 IAS Directorate Communication Section

- Publish advisory brochures for the improved and unimproved areas in addition to tile drainage areas.
- Maintain regular contact with other project and programs concerned with rural economic development.
- Maintain regular contact with Irrigation, Irrigation Improvement, Drainage and Agriculture Departments to disseminate essential information to WUAs.
- Assist in preparation of multi-media programs focusing on performance and impact of IAS activities.
- Organize conferences and seminars serving the needs of the IAS program.

19 3.13 IAS Directorate Environment and Drainage Section

- Prepare a preliminary environmental assessment of polluted areas (situational analysis .
- Conduct studies and develop strategies for creating a clean environment for the Egyptian farmer.
- Work with environmental authorities (Ministry of Environment, and specialized Institutes) to execute recommendations and make certain that users participate through their WUAS.

20 4. Relation to Other Ministry Units and Projects

The IAS central department is in direct contact, relation, or communication with all Ministry

units and projects that work mainly or affected by farmers participation in water management such as, but not limited to:

- The Irrigation Sector
- The Ground Water Sector
- The Horizontal Expansion Sector
- The Irrigation Improvement Sector
- The Water Communication Unit
- The MWRI Training Center (6 October)
- The Agriculture Policy Reform Project
- The Water Board Project
- The Fayoum Water Management Project
- The National Water Resources Planning Project
- The East Delta Agriculture Services Project (MALR)

21 5. Vision for PPDM Program

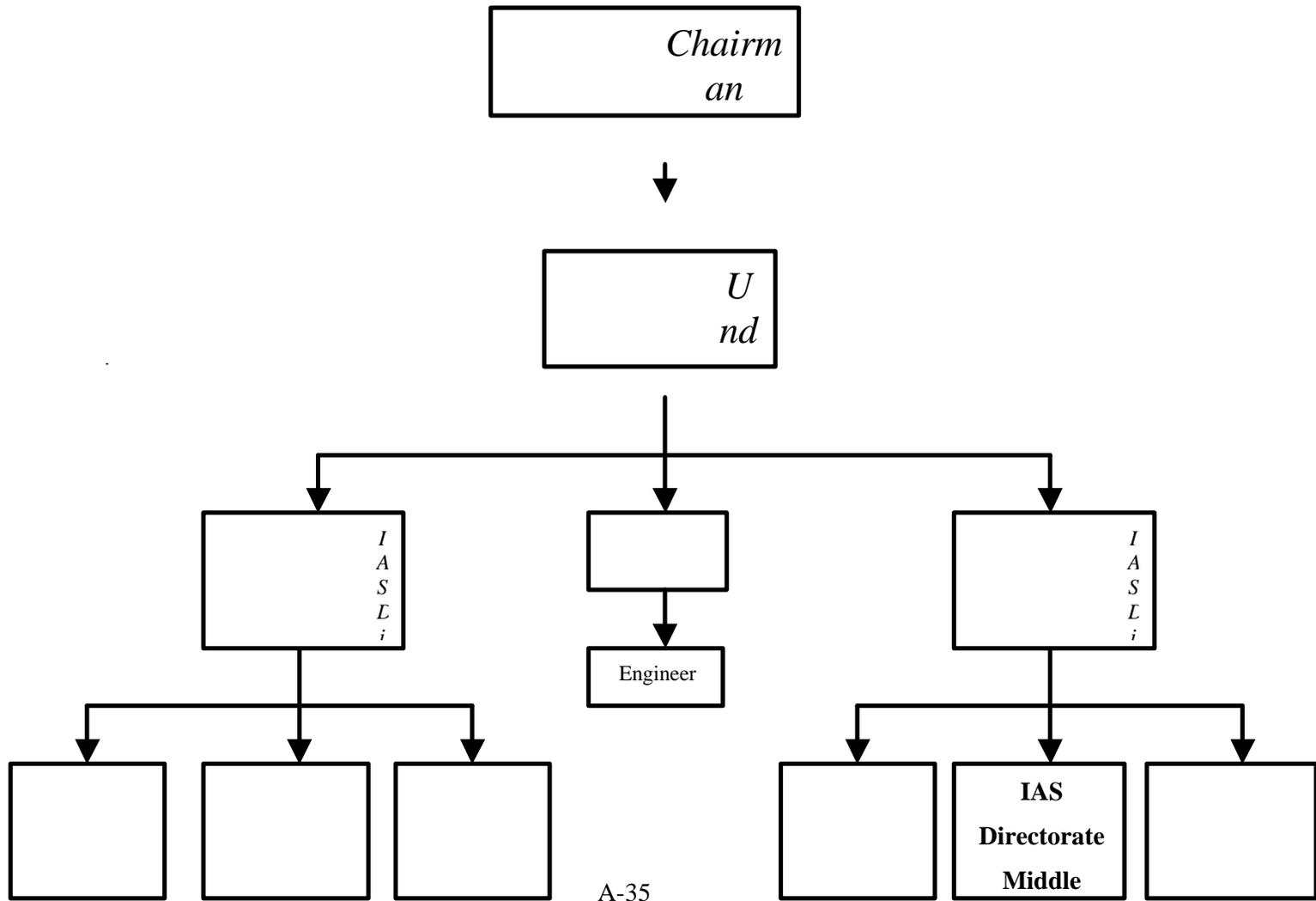
The IAS has the potential to play a major role in the Public Participation in Decision-Making program. As shown above, the IAS is the Ministry arm to deal and communicate with water users in the field of water management. The IAS can help the program in the following areas:

- Design and implement custom-fit training programs for farmers and Ministry staff in PPDM.
- Identifying the local leaders and the influential farmers in the project area.
- Coordinate and cooperate with the WCU in developing communication campaign, communication materials, and information dissemination.
- Identifying the interested parties in the selected command area (i.e. government agencies, NGOs, cooperatives, local councils, politicians.... etc)

and working with the irrigation department staff and the district engineer to open communication channels with them to serve the program objectives.

- Facilitate and participate in the PPDM meetings, seminars and workshops in the command areas.
- Establishment of Branch Canal Water User Associations (BCWUA) in the selected project areas.
- Strengthening the existing WUAs and BCWUAs (if there are any) in the project areas.

Structure of the Central Directorate of the Irrigation Advisory Services (IAS)



PUBLIC PARTICIPATION

IN

DECISION MAKING

ASSESSMENT OF THE EXISTING CAPABILITY

OF

THE WATER COMMUNICATION UNIT

BY

HESHAM MOUSTAFA ALI

DIRECTOR, WCU, MWRI

January 2002

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ASSESSMENT OF THE EXISTING CAPABILITY

OF

THE WATER COMMUNICATION UNIT

1- INTRODUCTION

During the past six years, the Ministry of Water Resources and Irrigation (MWRI) took a bold step in introducing a new approach to its programs. The Water Communication Unit (WCU) which was established in July 1995, is responsible for designing and implementing a participatory communication program to support the Ministry's goals of increasing the understanding of the general public that Egypt has a limited water supply and water will become more scarce in the future; and there is a need to change water users behaviors to conserve water and prevent its pollution. The WCU enables the MWRI to more effectively communicate with the people and at the same time to better listen to the people. The WCU has been supported by three USAID projects named Greencom 1,2,and 3. The Ministry communication strategy mainly consists of three phases:

- (1) Building and developing the general awareness of the Egyptian public that there is a limited water supply and water will become more scarce in the future;

- (2) Strengthening MWRI field staff to work with local groups to support the introduction of water conservation and pollution prevention programs and practices (the vital interpersonal channels);
- (3) The implementation of national campaigns using mass media and interpersonal channels of communication, which focus on changing water users behaviors in terms of water conservation and pollution prevention. The communication campaigns are expected to continue for many years addressing continued awareness and behavioral change subjects.

2- MANDATES OF WCU

The WCU has been established according to the Ministerial decree NO. 219 for the year 1995. The mandates of the WCU according to the Ministerial decree are:

- Prepare a long term communication strategy for the Ministry and execute it through an executive programs and plans.
- Establish an information baseline to serve the Ministry communication objectives.
- Conduct the communication researches related to the water problems.
- Issue a monthly newsletter distributed to the Ministry staff and includes the news of the different directorates.
- Issue a quarterly magazine distributed on the Ministry and other Ministries level to describe the Ministry most important projects and policies.
- Prepare a plan for training the field engineers to improve their communication skills in order to improve their relationship with the farmers to be able to describe to them the water policy and reach a joint cooperation between the farmers and the Ministry.
- Increase the public awareness and the positive attitudes towards the water problems.

3- LONG TERM COMMUNICATION STRATEGY

The WCU began a program of implementing the MWRI communication strategy which is aimed at the long term behavioral change of the Egyptian population

to conserve water and prevent its pollution. The unit works as the eyes and ears for the Ministry on the knowledge, attitudes, and practices of water users and to motivate people to participate in new policies using various communications techniques and programs. The approach adopted for implementing the MWRI communication strategy involves three inter-related phases:

A. Awareness:

The WCU has designed and implemented the initial part of an awareness campaign introducing to farmers, as the target audience, the concept that Egypt has a limited amount of water and because of population increase the amount of water will become more scarce in the future. This campaign was directed at three intermediary groups who can disseminate information to farmers, namely the MWRI staff, mass media representatives, and rural schools. This initial campaign was launched on 21 November 1996.

The WCU has designed and implemented another awareness communication campaign directed to farmers to increase their awareness of the shortage of the water resources and inform them how to conserve water and prevent it from pollution. The campaign has been designed after conducting a national research on the farmers to measure their level of knowledge, attitudes, and practices towards Egypt water resources. A lot of communication materials have been produced for this campaign. The campaign was launched on 28 October 1999.

B. Integration:

Beginning in 1997 a major effort was made to involve and prepare the MWRI staff, especially those in the field, to be effective communicators and organizers of clientele groups they serve. The field staff has been given training courses on how to be effective communicators by improving their communication skills. They are also given communication support materials such as posters, calendars, handouts, fact sheets, etc. to assist them in their communication tasks. More than 300 field engineers attended these training courses after conducting a research to recognize their needs. These engineers are now considered the front line workers in the present and future campaigns aimed at changing the behaviors of water users. The WCU depends mainly on this staff in distributing its outputs of the communication materials and in contacting the water users. Without the support and effective performance of

the MWRI field staff, it will be very difficult for the Ministry to successfully launch communication campaigns directed at changing the behaviors of water users. Changing behaviors can not be done solely through mass media; it needs effective face to face communications. Therefore, the field staff became the real agents of change for the Ministry and they will always require the needed skills and tools to do their change agent tasks.

C. Behavioral change:

Beginning by late 2001, when the awareness campaigns are phasing down and the integration phase with the MWRI staff is well underway, the third phase will be initiated. It is the design and implementation of specific campaigns directed at changing behaviors of water users in practices related to conservation and pollution prevention. These campaigns will build upon the water scarcity awareness campaigns and will make use of the face-to-face communication capabilities of the MWRI staff and the mass media and other appropriate intermediary groups. During this phase, different meetings will be held attended by the field engineers and the farmers and organized by WCU.

21.1.1.1.2

4- STEPS OF COMMUNICATION CAMPAIGN DESIGN AND IMPLEMENTATION

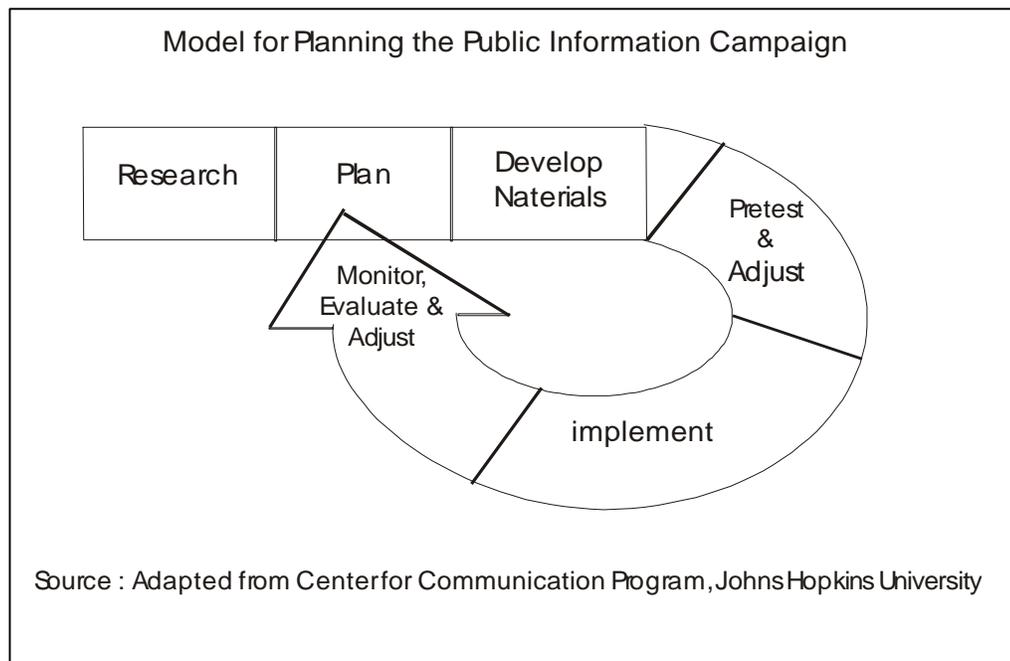
The Water Communication Unit follows the following steps to design and implement a communication campaigns. The first step in the process of change is information and awareness. MWRI officials recognize that communication can help create an enabling environment to allow any new system to go forward smoothly.

A major public information program is needed in order to reach target groups whose lives may be affected by the new system. These may include farmers, farmer's leaders, politicians, schools, local councils, .etc. In some cases perceptions may be difficult to change until there is evidence of benefits from projects on the ground. All communication materials, and messages developed by WCU are pre tested to ensure that they are well understood by the target audience.

The strategy which Water Communication Unit uses in designing and implementing communication campaigns is a cyclical, iterative planning model

(Figure 1) that allows for frequent adjustment and fine-tuning. The first stage in the planning process, one that is critical to the success of any communication campaign is the research. Research is necessary in order to determine the current state of knowledge, attitudes, behaviors and practices and to establish baseline information to aid in measuring the campaign's performance. The WCU staff has considerable experience in conducting such research. After conducting the research, communication materials are developed and pre tested. For each communication material, the following are identified:

- Primary target audiences.
- Secondary target audiences, namely key individuals, media, and others who influence the opinions of the target audiences.



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- Appropriate language(s) for communicating with each target audience.
- Common attitudes that need to be changed.
- The appropriate channels for each target audience.
- The appropriate media for each target audience.

- Communicators and information sources most trusted by each target audience.
- Key messages required for each target audience.
- The anticipated results and performance indicators.
- The budget required to develop the material.

Once the communication plan is in place, the WCU start designing materials to support the campaign. These could include communication materials such as posters, leaflets, TV and Radio spots, ...etc. After the materials are designed, they are pre tested and adjusted before production. The technical specifications for the design requirements are prepared in advance by the WCU staff to be ready for bids. A local production firm or firms are contracted for production of each category of the communication materials. The production firm is supervised and guided by the WCU to get high quality production. Sometimes, when it is required to produce a small amount of communication materials, or when it is needed to produce a video film to be distributed in the Ministry, the WCU designs and produces these materials.

After the production is completed, WCU put a plan for the distribution of the communication materials. This plan usually depends on the Ministry staff. Another plan is put for broadcasting the TV and Radio materials. The campaign is monitored and evaluated during implementation for adjustment.

5- WCU ACHIEVEMENTS

The WCU has achieved a lot since its establishment in 1995. These achievements are different and can be divided into different categories:

A- Conducting Communication Research

WCU has conducted and supervised three main communication researches:

- i- In 1996, WCU designed and implemented a research to measure the level of farmer's awareness towards Egypt's water resources. The research has been done in three Governorates: Aswan, Fayom, and Damietta to represent different areas of water problems. The results of the research have been used in designing and implementing a limited communication campaign.

- ii- In 1997, WCU designed and implemented a research to measure the level of the district irrigation awareness of Egypt's water resources. The research has been also conducted to measure the level of the district irrigation engineers communication skills. The results of the research have been used in designing and implementing a training courses for the district engineers to improve their communication skills and their relationships with the water users specially the farmers.
- iii- In 1998, WCU designed and supervised a national research implemented by a contracted firm. The objective of this research was to measure the knowledge, attitudes, and practices of the farmers towards Egypt's water resources. The research has been conducted on the national level and covered all the Governorates. A samples of farmers, farmer's wives, and women farmers have been included in this research. The results of this research have been used in designing and implementing the communication materials of the national campaign which was launched in October 1999.

B- Production of Communication Print Materials

WCU has produced a lot of communication print materials to serve the communication campaigns (Annex A). These materials include posters, leaflets, booklets, ...etc. These materials are:

- i- 17 posters including different messages such as: Egypt has a limited water resources, Egypt has a fixed share of the River Nile water, the harms of polluting water, the importance of conserving water, the methods of distributing water, the importance of irrigating at night, the benefits of water users associations, the benefits of the irrigation improvement project, the River Nile is shared by ten countries, the relationship between increased population and water per capita, the importance of cleaning the mesqa, the importance of protecting the subsurface drainage system, and many other different messages.
- ii- Five leaflets including different messages about water conservation, water pollution, subsurface drainage, and great irrigation projects.
- iii- Four children booklets has stories about the water resources suitable for children to be understood easily.

- iv- A monthly newsletter and a quarterly magazine distributed to the Ministry staff, other Ministries, and mass media.
- v- Communication print materials which could be distributed as gifts such as caps, T shirts, pens, watches, medals, bags, ...etc. The campaign logo and slogan are printed on these materials.

In addition to this, WCU provides the different newspapers with the communication materials required to be published in these newspapers.

C- Production of TV and Radio Communication Materials

WCU has produced different TV and Radio communication materials such as:

- i- 18 TV spots including different messages, three of them are directed to children. These spots has been aired on the 8 Egyptian TV channels at different times.
- ii- 12 Radio spots including different messages.
- iii- 7 educational video films (7 minutes), each has different subject such as: leveling the farms land, Irrigation improvement project, water users associations, water conservation, water pollution, cultivating new kinds of rice, and cultivating sugarcane using gated pipes. These films have been broadcasted in the national TV and also copied in one video tape and distributed to the irrigation district engineers.
- iv- One documentary film about the great irrigation projects (20 minutes) and another one about MWRI and its different departments (30 minutes).
- v- 3 documentary films (15 minutes) recording the achievements of the two great projects; North Sinai Development Project and South Valley Development Project. These films have been broadcasted in the TV channels.
- vi- 30 religions programs (5 minutes) explaining the parts of the holly Koran where water is mentioned. These programs have been broadcasted in the TV channels.
- vii- A drama series (18 episodes each 45 minutes) broadcasted in TV channel 2 and included many subjects related to water problems and invites water users to conserve water and prevent water pollution. It also invited farmers to cooperate through water users associations.

In addition to this, WCU assists in the coordination between the MWRI and both the TV and Radio authority. It facilitates the interviews of the Ministry officials in both the TV and Radio programs.

D- Training

With the assistance of USAID and Green-com project, WCU conducted a training courses for the irrigation district engineers to improve their communication skills and the relationship between them and the water users specially the farmers. The duration of each course was two separated weeks to allow for field application. Similar shorter courses have been conducted to the senior Ministry field staff.

E- Meetings and Workshops

WCU has organized several meetings and workshops. These included mass media workshops to increase the awareness of the mass media staff of Egypt water situation. It also included meetings with the farmers to increase their awareness of the water problems and how to manage these problems. WCU has also organized meetings attended by Ministry staff to increase their knowledge and information of the work of other departments.

6 – WCU HUMAN RESOURCES

The Water Communication Unit has a staff of 15 members, most of them are communication specialists and the rest are engineers. The staff had several training courses in both Egypt and USA. They had computer, language, and communication training courses. They also had on job training courses. Because the staff has worked in the previous years with highly qualified experts of Green-Com projects, they gained a lot of experience from them. The staff are now very well trained and has undertaken and supervised different social researches and communication campaigns.

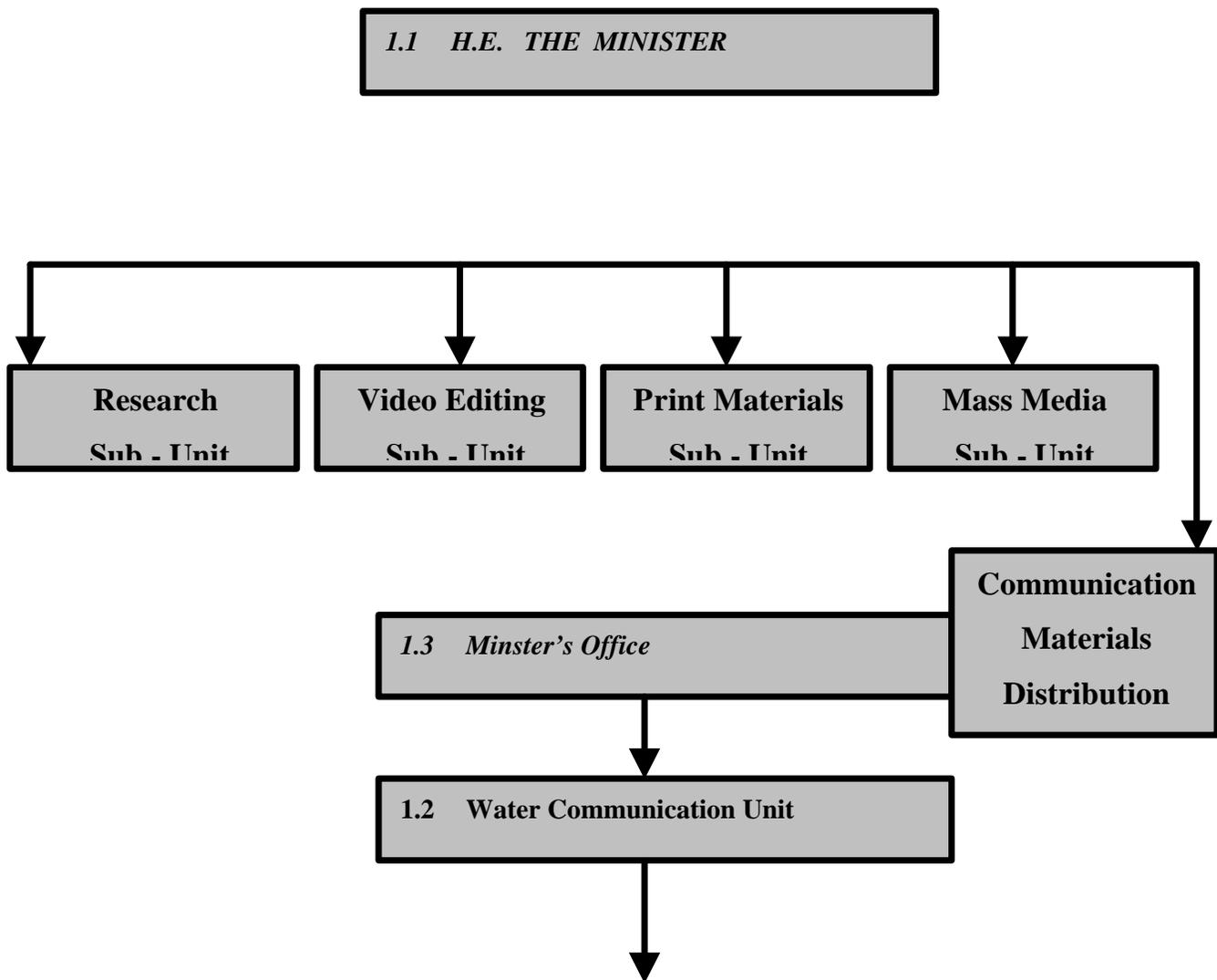
According to the Ministerial decree, WCU is a part of the Minister's Office. The unit is supervised by the undersecretary of the Minister's Office. The Water Communication Unit is divided into five sub-units (Figure 2). Each sub-unit has a special mandate. These sub-units are:

a- Research sub-unit: responsible for conducting communication field researches. It designs the questionnaires and determines the locations of research. It also pre-test and post-test the developed communication materials to monitor and evaluate the communication campaigns.

b- Print materials sub-unit: responsible for designing and producing communication print materials.

c- Mass media sub-unit: responsible for the coordination with the mass media. It supervises the production of the mass media communication materials and ensure broadcasting them in the TV and Radio programs.

FIGURE 2 : ORGANIZATIONAL STRUCTURE OF THE WATER COMMUNICATION UNIT



d- Video editing sub-unit: responsible for video shooting in the field and editing the shots for the production of a video film.

e- Communication materials distribution sub-unit: responsible for distributing the produced communication materials among the different target audience.

7- WATER COMMUNICATION CENTER

The Ministry of Water Resources and Irrigation has established the Water Communication Center (WCC) which has been opened officially by H. E. Dr. Mahmoud Abu Zeid, Minister of Water Resources and Irrigation in May, 2000. This Center is a part of the Minister's Office. It is located in the first floor of the main building of MWRI. The staff working in this Center are the members of WCU.

The Water Communication Center is equipped with more than 12 modern computers, scanners, black and white and colored printers, and media equipments. It is also equipped with VHS camera video which is used to take shots from the field. The staff takes these shots and edit them using the editing machines to produce a video film.

The Water Communication Center is used to receive the MWRI guests. It has a big conference room which can take more than 40 persons. This room is used in conducting the press conferences and also in presenting the different video film productions of WCU.

The WCC has also an editing room equipped with the editing machines which the staff use to edit the video films. The Center has also a library supplied with different communication, computer, and water resources books.

The WCC computers are connected together through a network which is connected with MWRI network through the main Information Center.

8- LINKS BETWEEN WCU AND OTHER MINISTRY DEPARTMENTS

Although the Water Communication Unit is a part of the Minister's office, it serves all the MWRI departments. The WCU publishes in its newsletter and magazine the achievements of the different departments and projects. It also publishes these achievements, when required, in the national newspapers and magazines. WCU produces different communication materials to the different MWRI departments. It obtains the data and information required through a direct contact with the staff working in these departments and projects.

The WCU usually get the help and support of the Ministry departments when designing the communication materials (posters, leaflets, video films, ...etc.) related to these departments. The staff working in these departments review the contents of the material before final production. The WCU also helps in the arrangements of producing the TV and Radio programs attended by the Ministry senior officials.

9- The expected role of Wcu in the public participation program

Public participation depends on awareness and feedback from the stakeholders. WCU can help in producing and distributing the communication materials which would help in increasing the awareness of the stakeholders of the issue which needs public participation. The unit can also help in organizing and conducting the different meetings with the stakeholders where their awareness can be increased and their feedback can be recorded.

PUBLIC PARTICIPATION

IN

DECISION-MAKING

ASSESSMENT OF THE CURRENT SYSTEM

OF

CITIZENS COMPLAINTS HANDLING

IN THE

***MINISTRY OF WATER RESOURCES AND
IRRIGATION***

BY

ENG. SALAH EL SHAZLEY, UNDERSECRETARY

JANUARY 2002

ASSESSMENT OF THE CURRENT SYSTEM

OF

CITIZENS COMPLAINTS HANDLING

BY

ENG. SALAH EL-SHAZLEY

THIS PART DESCRIBES THE CURRENT SITUATION OF RECEIVING AND HANDLING USERS COMPLAINTS WITHIN THE CENTRAL ADMINISTRATION FOR PEOPLES ASSEMBLY AND SHORA COUNSEL AFFAIRS AND CITIZENS SERVICE (MINISTER OFFICE) AS WELL AS OTHER LEVELS WITHIN THE ORGANIZATIONAL CHART OF THE MINISTRY OF WATER RESOURCES AND IRRIGATION (MWRI).

1 -DISTRICT LEVEL:

- *IRRIGATION DISTRICT IS THE FIRST DIRECT LINK WITH FARMERS AND OTHER STAKEHOLDERS REQUEST FOR WATER AND REQUESTS FOR CONSTRUCTING BRIDGES ETC.*
- *COMPLAINTS CONCERNING WATER SHORTAGE BECAUSE OF INSUFFICIENT WATER RELEASES AND / OR WEEDS AND OTHER CONSTRAINTS IN THE WATERCOURSE COULD BE SUBMITTED DIRECTLY BY FARMERS OR INDIRECTLY THROUGH THEIR ELECTED REPRESENTATIVES TO THE DISTRICT ENGINEER.*
- *THE DISTRICT ENGINEER STUDY THESE COMPLAINTS AND TRY TO SOLVE IT ACCORDING THE LIMITS OF HIS AUTHORITY AND RESOURCES CAPABILITIES. THE DISTRICT ENGINEER TRANSFERS COMPLAINT OUTSIDE HIS AUTHORITIES AND CAPABILITIES TO THE NEXT HIGHER LEVEL (INSPECTOR).*

2 -INSPECTORATE LEVEL:

- *EACH INSPECTORATE CONSISTS OF A NUMBER OF DISTRICTS. THE INSPECTOR DIRECTS AND FOLLOWS UP WORKS OF EACH DISTRICT BELONGS TO HIS INSPECTORATE. PROJECTS AND PROGRAMS OF EACH DISTRICT IS MAINLY APPROVED IN ADVANCE BY THE GENERAL ADMINISTRATION.*

- *THE INSPECTOR FOLLOWS UP THE TRANSFERRED COMPLAINTS FROM THE DISTRICT ENGINEER WHICH NEED HIGHER LEVEL INTERVENTION OR FUNDS.*

3 -GENERAL ADMINISTRATION AT LEVEL:

THE GENERAL ADMINISTRATION CONSISTS OF A NUMBER OF INSPECTORATE. THE GENERAL DIRECTOR OF IRRIGATION AND THE GENERAL DIRECTOR OF DRAINAGE ARE THE MAIN ENGINE OF THE WORK AND RESPONSIBLE FOR:

- *ALL IRRIGATION AND DRAINAGE WORKS AT THE GOVERNORATE LEVEL.*
- *SOLVING ALL PROBLEMS RAISED BY CITIZENS DIRECTLY OR TRANSFERRED FROM LOWER LEVEL WITHIN THE COMMAND AREA OF THE ADMINISTRATION.*

- *RECEIVE MEMBERS OF PEOPLES AND SHORA COUNSELS AND LOCAL ADMINISTRATIONS AND SOLVE CITIZENS COMPLAINTS SUBMITTED DIRECTLY THROUGH THIS CHANNEL.*

- *EACH GENERAL ADMINISTRATION HAS AN OFFICE FOR CITIZENS SERVICE AND SOLVING THEIR PROBLEMS.*

4 -CENTRAL ADMINISTRATION FOR IRRIGATION AND DRAINAGE AT GOVERNORATE LEVEL:

- *THE CHAIRMAN OF THE CENTRAL ADMINISTRATION FOR IRRIGATION AND DRAINAGE AT GOVERNORATE IS CONSIDERED AS A PERSONAL REPRESENTATIVE OF H.E THE MINISTER OF WATER RESOURCES AND IRRIGATION AT HIS GOVERNORATE. HE IS INSTRUCTED BY H.E TO:*
 - *ATTEND ALL PUBLIC AND EXECUTIVE MEETINGS ORGANIZED BY THE GOVERNOR AND RESPOND TO ANY QUESTIONS OR COMPLAINTS RELATED TO IRRIGATION AND DRAINAGE WITHIN THE GOVERNORATE.*

 - *TAKE ANY IMMEDIATE DECISION IN RESPONSE TO URGENT AND EMERGENCY CASES SUCH AS FLASH FLOODS AND COLLAPSE OF WATERCOURSES BANKS.*

- *EACH CENTRAL ADMINISTRATION FOR IRRIGATION AND DRAINAGE AT GOVERNORATE LEVEL HAS AN OFFICE FOR CITIZENS SERVICE AND SOLVING THEIR PROBLEMS.*

**5-CENTRAL ADMINISTRATION FOR PEOPLES ASSEMBLY& SHORA
COUNSELS AFFAIRS AND CITIZENS SERVICE (MINISTER OFFICE):**

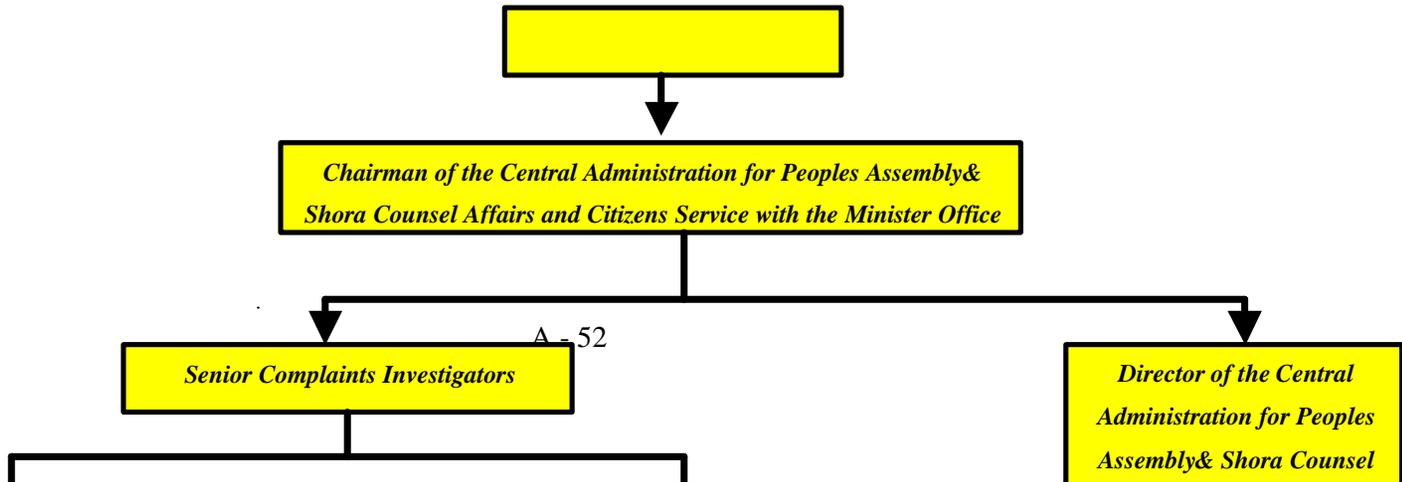
- *AS MENTIONED BEFORE, UNSOLVED COMPLAINTS AT THE DISTRICT LEVEL WILL BE TRANSFERRED THROUGH A CHANNEL OF HIGHER LEVELS AT THE GOVERNORATE LEVEL INCLUDING THE INSPECTOR, THE GENERAL DIRECTOR AND THE CHAIRMAN OF THE CENTRAL ADMINISTRATION FOR IRRIGATION AND DRAINAGE AT THE GOVERNORATE RESPECTIVELY. SOMETIMES, FARMERS OR THEIR ELECTED REPRESENTATIVES DO NOT FOLLOW THIS SEQUENCE AND SUBMIT COMPLAINTS TO HIGHER LEVELS WITHIN THE GOVERNORATE LEVEL.*

- *SOMETIMES CITIZENS DO NOT FIND A SATISFACTORY SOLUTION AT THE GOVERNORATE LEVEL OR IGNORE IT. IN SUCH CASES THEY SUBMIT THEIR COMPLAINTS TO THE BOARD OF MINISTERS, PARTIES, NEWS PAPERS, RADIO AND T.V PROGRAMS AND / OR DIRECTLY BY THEMSELVES OR THROUGH THEIR REPRESENTATIVES TO THE OFFICE OF H.E THE MINISTER OF WATER RESOURCES AND IRRIGATION.*

- *COMPLAINTS FROM ALL SOURCES ARE SUBJECT TO CLASSIFICATION BY NAME, RESPONSIBLE AGENCY AND SUBJECT, THEN SEND IT TO RESPONSIBLE AGENCIES. UPON RECEIVING RESPONSES THE CENTRAL ADMINISTRATION SEND IT TO THE DIFFERENT SOURCES OF SUBMITTING. SEE THE ORGANIZATIONAL CHART OF THE.*

- *AS A REPRESENTATIVE OF EL-SANTA DISTRICT IN THE PARLIAMENT, H.E RECEIVES A LOT OF COMPLAINTS. SOME OF THESE COMPLAINTS BELONG TO MWRI ACTIVITIES AND THE REST OF IT RELATED TO OTHER MINISTRIES SUCH AS PUBLIC PROJECTS AND SERVICES. IN ALL CASES , THE MINISTER OFFICE KEEPS CITIZENS INFORMED ABOUT RESULTS.*

- *IN ADDITION TO THE CHAIRMAN, A DIRECTOR AND A SENIOR INVESTIGATOR OF COMPLAINTS, THE CENTRAL ADMINISTRATION FOR PEOPLES ASSEMBLY& SHORA COUNSEL AFFAIRS AND CITIZENS SERVICE WITH THE MINISTER OFFICE IS EQUIPPED BY 15 PERSON PLUS 3 TYPIST AND 2 TEA STAFF. SEE THE CHART FOR THE ALLOCATION OF HUMAN RESOURCES ACCORDING TO RESPONSIBILITY.*



6 -YEAR 2000 COMPLAINTS AT NATIONAL LEVEL:

- In general, the office received in year 2000 about 14635 complaints, out of which 8567 related to administrative issues (official employee) and 6068 are technical and received from civil society (users).
- **Table (1) indicates the classification of year 2000 technical complaints at quarter level:**

22 Category	23 Quarter				24 Total
	Q1	Q2	25 Q3	Q4	
1-Irrigation	635	935	950	1072	3592
2-Drainage	148	205	199	154	706
3-Encroachments	115	107	135	143	500
4-Construction & maintenance of bridges	135	205	208	68	616
5- Ask for new projects	52	75	65	66	258
6- Complaints against negative impacts of new projects	15	19	14	33	81
7- Compensation for	38	55	45	23	161

destroyed crops					
8- Compensation for land acquisition	35	48	35	36	154
26 Total	1173	1649	1651	1595	6068

- As indicated in table (1), the total number of technical complaints concerning irrigation water in year 2000 was about 3592 and could be classified as follows :

I. Pollution of Watercourses and Need for Coverage:

- Because of accumulation of dumped liquid and solid wastes to watercourses, there is a need for covering canals crossing the housing areas. Estimated cost for achieving this task is about L.E 1300 million.
- Experience showed that covering such segments will not prevent or stop dump of wastes and results in more serious impacts on water flow and quality.
- Discuss of this issue with civil society will save the required investments for utilization in other national projects in addition to avoiding impacts of dumped wastes on water flow and quality.
- The problem is highly observed in areas with high population density in Delta regions and some of Upper Egypt governorates. Examples include Garbeya, Menofia, Qalyobeya, and Kafr- Elshiekh governorates.

II. Water Shortage Complaints:

- About 90% of these complaints belong to Mesqa level. O&M of this part of the system is completely the responsibility of farmers (beneficiaries) and their agricultural co operatives according to the law of irrigation and drainage (Articles 19 and 20).
- This type of problems is highly observed in Delta regions specially in Kafr-Elshiekh, Garbeyya ,Menofeyya, and Qalyobeyya governorates.

III. Other Issues:

- Request for replacing old bridges or constructing new ones.
- Request for implementing new projects such as tile drainage.
- The problem of river erosion in villages along the Nile watercourse from Aswan up to Delta Barrages and the need for embankments and pitching.

7 -Year 2000 Complaints at The Pilot District Level:

Table (2) shows a survey of complaints and requests submitted to El-Santa irrigation district during year 2000 and how it was solved.

Table (2): Complaints and requests submitted to El-Santa Irrigation District during the year 2000

Serial	Complaints/Requests
1	Obstruction of Water Flow to Next User on the Watercourse.
2	26.1.1.1.1.1 Ref Waterc
3	Transgressions on irrigation Utilities.
4	Unauthorized Irrigation Pumps and Outlets.
5	Pollution.
6	Cutting Trees on C. Banks.
7	Dredging Requests.

8	Stones and Pitching Requests
9	Bridges Constructions.
10	Covering Works.
11	Dredging & Operate a Well.
12	Aqueduct Repair.
13	Exist of Small Dams and other Obstacles in the Watercourse of the Canal .

14	Disposal of Wastes.
15	New Pipes Installation for the Rehabilitation of Irrigation Outlets.

PUBLIC PARTICIPATION

IN

DECISION-MAKING

NEEDED ORGANIZATIONAL RESTRUCTURING

BY

THE PPDM WORK GROUP

January 2002

NEEDED ORGANIZATIONAL RESTRUCTURING

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

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

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

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

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

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

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

Short - term needs :The *main* features are:

- Water Communication Unit (WCU), Central Administration for Irrigation Advisory Services (IAS), and Central Administration for Citizens Service (CACS) will be equally involved and responsible according to its current capabilities.
- Establishment of a Coordinating Committee for public participation to coordinate between and among WCU, IAS and CACS, identify issues and supervise public participation activities. Members of this committee continue to be the working group members of public participation benchmark including :
 - Representative(s) from the Minister’s Office.
 - Heads of WCU, IAS and CACS.
 - Engineers of the Water Policy Advisory Unit (WPAU).
 - Representative(s) from the Irrigation Sector and Drainage Authority.
 - A small number of highly qualified public participation oriented staff.

Long – Term Needs:

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

- Identifying potential issues that need public participation, and this will be in coordination with the Water Communication Unit (WCU), Irrigation Advisory Services (IAS) and Central Administration for Peoples Assembly and Shora Counsel Affairs and Citizens Service (Minister Office).
- Designing public participation programs.
- Identifying co-lateral needed ministry staff for conducting public participation programs. The presence of WCU, CACS and IAS is essential for their experience in dealing with water users and their communication skills.
- Implementing public participation programs.
- Monitoring public participation programs during implementation.
- Evaluating the implemented public participation programs and their impacts on the decision making process.

- The monitoring and evaluation (M&E) results should be used to update the document “Mechanisms and Procedures for Implementing Ministry of Water Resources and Irrigation policy on Public Participation in Decision Making”, i.e., the User’s Manual.
- Preparing an annual work plan for public participation to be submitted to the Coordinating Committee and then to H.E. the Minister for his approval, and this plan will include detailed descriptions of all activities associated with a time table and resource requirements (designated staff, budgets, ..etc.).

**APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807**



26.1.1.1.1.1.3

26.1.1.1.1.1.4

26.1.1.1.1.1.5

PUBLIC PARTICIPATION IN DECISION-MAKING

Report No. 50

Appendix B

December 2001

Water Policy Program

International Resources Group

Winrock International

Nile Consultants

Ministry of Water Resources and Irrigation
US Agency for International Development
Agricultural Policy Reform Program
Environmental Policy and Institutional Strengthening Indefinite Quantity Contract

APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807

26.1.1.1.1.1.6

26.1.1.1.1.1.7

26.1.1.1.1.1.8

**26.1.1.1.1.1.9 PUBLIC PARTICIPATION IN DECISION-
MAKING**

26.1.1.1.1.1.9.1 Draft FINAL REPORT

Report No. 50

26.1.2 APPENDIX B

26.1.3 Approved Work Plan and Chronology of PPDM Activities

January 2002

Water Policy Program

International Resources Group

Winrock International

Nile Consultant

Appendix B: Approved Work Plan and Chronology of PPDM Activities

Benchmark C.2: Public Participation in Decision-Making

Benchmark Statement:

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

Verification Indicator(s):

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

Background:

“Public participation”, as used herein, refers to the process by which MWRI and stakeholders in water development and management decisions initiate dialogue, establish partnerships, share information, and otherwise interact to design, evaluate, and implement programs for development and/or management of Egypt's water resources.⁷

The MWRI recognizes that public stakeholder participation strengthens the fulfillment of public policies and contributes to the transparency of public and private action by providing opportunities for cooperation and coordination between government and stakeholders which builds trust among the participants and leads to the creation of long-term collaborative relationships. This is particularly true in dealing with issues related to the environment and

⁷ The term “public” is an all-inclusive term referring to the general public at large. The term “stakeholder” refers to the sub-set of the public that is made up of persons and/or organizations that will be impacted, either negatively or positively, by the pending decision. A necessary initial task in any public participation issue is identifying the stakeholders.

sustainable development and management of basic resources such as water, which affect people from all segments of society. An effective public participation program can bring all impacted Egyptian stakeholders together to work toward common goals for the mutual and sustainable benefit of all. As an indication of the recognition of the importance of public participation in the decision-making process within the MWRI, the Minister personally initiated and fully supports this policy benchmark.

MWRI recognizes that any basic-resource development and/or management effort requires the active involvement of informed stakeholders to be truly sustainable. Therefore, an effective public participation program must include public awareness as a component in order to ensure that the participating public is informed sufficiently about the issues to participate responsibly. MWRI currently has an effective public awareness program implemented through the Water Communications Unit (WCU), which informs stakeholders of pending water development and management decisions. This is essentially, however, a one-way flow of information. It is recognized, at the highest levels of the Ministry, that there is a need to complement that program with open channels for interactive communication with stakeholders so that their preferences are known and adequately considered in the formulation of those decisions. It should be understood that MWRI can provide open channels for interactive communication and can encourage stakeholders to participate, but MWRI cannot require such participation – it must be voluntary.

Policy Issue and Reform Objective:

- The primary policy issue is that, even though there are various management practices within MWRI that have within them the inherent opportunity for channels for interactive participation by stakeholders in water development and management decision-making, there is no requirement that such interactive participation take place nor is there a clear designation of responsibility for integrating such participation into a cohesive program. Consequently, such participation takes place only in isolated activities such as the formation of water users associations carried out by the IAS in IIP service areas.
- The policy reform objective is to adopt a policy requiring open channels within MWRI that provides for interactive stakeholder participation in water development and management decision-making and to describe a mechanism for implementing that policy.

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

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

Tasks and Timeline:

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

15. Establish the public participation work group (PPWG): **Jan 11.**
16. PPWG review documents of public participation experiences in other countries:
Jan 25.
17. Prepare draft work plan: **Jan 1 - Feb 19.**
18. Prepare for and conduct Implementation Workshop: **Feb 5 - Feb 24**

19. Identify potential areas, and/or issues, for pilot application and establish criteria for selection of the specific pilot area:⁸ **Jan 25 – Mar 8.**

20. Select area and issue for pilot application: **Mar 15**

21. Arrange for and conduct an initial visioning workshop for PPWG members conducted by a public participation expert emphasizing the critical components of an effective public participation program: **Jan 2 – Mar 31.**

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

- a. The need for public participation. (Why have public participation? When is it needed? When is it not needed?)
- b. The need for a clear statement of the pending MWRI issue.
- c. Development of a participation plan.
- d. Identification of stakeholders.
- e. Methods of ensuring stakeholder awareness of pending issue.
- f. Mechanisms for stakeholder participation.
- g. Stakeholder involvement in identifying alternative ways of addressing the pending issue.
- h. Stakeholder involvement in selection of preferred alternative.
- i. Documentation of stakeholder involvement.
- j. Identification of MWRI mechanisms (organizational structure, resources, and procedures) that would be needed to carry out the public participation program.

22. Identify present MWRI resources and assess capabilities for conducting an effective public participation program. **Feb 1 – Jun 30.**

⁸ For clarification, the pilot application will have both “area” and “issue” dimensions. The term “pilot area” refers to the geographic location of the impact of a decision, such as being confined to a specific Directorate. The term “pilot issue” refers to the subject matter, which is without geographic dimension within the water delivery system, such as the decision to adopt continuous flow as a system-wide policy. The intent is to limit the pilot application to a single issue, within a localized geographic area, in order to ensure that it can be addressed, within the timeframe and resource limitations of the benchmark, sufficiently to confirm identification of the basic mechanisms and procedures needed to define a cohesive public participation program.

Those resources are expected to be:

- d. The public awareness component of the Water Communication Unit (WCU);
 - e. The complaint resolution network (CRN) of the Central Administration for Complaints; and
 - f. The MWRI-farmer network of the Irrigation Advisory Service (IAS).
23. Based on the results of the visioning workshop and the identification of present MWRI resources to date, establish, on an *ad hoc* basis, the needed complementary capabilities sufficient to carry out a limited pilot application: **Mar 15 – Apr 15.**
 24. Conduct PPDM on selected pilot issue: **Apr 15 – Aug 15.**
 25. Prepare draft appendices: **Mar 1 – Sep 10**
 26. Preparation for international study tour to assess alternative methodologies of on-going PP activities (tour to be conducted in September): **Apr 1 – Sep 30.**
 27. Prepare a report, with appendices as needed, that describes the restructuring of existing MWRI public participation resources consisting of the public awareness capabilities of the WCU, the issue sensing capabilities of the CRN, the stakeholder experience of the IAS, and the capabilities of any needed complementary resources identified in the visioning workshop and pilot application into a cohesive public participation program: **Sep 30 – Dec 1.**
 28. Prepare a policy statement addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision-making: **Sep 30 – Dec 15.**

26.2 Deliverables

- Draft appendices covering the following:
 - i. Proceedings of the visioning workshop.
 - j. Identification of present MWRI resources that are used and/or could be used to conduct a public participation program (WCU, etc.) and identifies the operating capabilities of those resources with respect to performing an effective PPDM program.
 - k. Specification of the complementary capabilities needed to perform an effective PPDM program.
 - l. Pilot public participation issue.

- A report that describes the restructuring of existing MWRI public participation mechanisms and complementary additional mechanisms into a cohesive public participation program.
- A policy statement addressing mechanisms and procedures for interactive participation by stakeholders in water resource development and management decision making.⁹

Cooperators:

A. Partners in MWRI

- Project Steering Committee
- Minister's Office
- Water Communication Unit
- Irrigation Advisory Service

B. Partners in APRP

- EPIQ
- WPAU
- MVE

C. Other Partners: GOE agencies, levels of government, and non-governmental entities: To be determined through stakeholder identification for each public participation issue.

Resource Needs:

A. LONG-TERM TECHNICAL ASSISTANCE (Level of effort in person-months):

1 January 2001 through 31 December 2001.

- EPIQ

⁹ For clarification, producing the policy statement as a deliverable and adopting the policy as satisfaction of a verification indicator are two distinctly different actions performed by two distinctly different entities. The PPWG will produce a policy statement as a deliverable – that deliverable will have neither force nor effect. His Excellency the Minister, will adopt the policy, giving it both force and effect as a verification indicator.

- Senior Resource Economist (Co-Task Manager) 7 pm
 - EPIQ Team support:
 - Water Resource Economist 9 pm
 - WPAU Team support:
 - Senior Water Resources Engineer (Co-Task Managers) 5.5 pm
 - Water Resource Engineers 6 pm
 - MWRI Team support:
 - Minister's Office (Undersecretary level (2 persons)) 3.0 pm
 - WCU representative 2.5 pm
 - IAS representative 1.5 pm
 - Technology and Information Office 3.5 pm
- B. SHORT-TERM TECHNICAL ASSISTANCE (Level of effort in person-months):
- Local: Public participation consultant 2 pm
 - Expatriate: Public participation consultant 4 pm

C. Other PPWG Activities

27 Activity	28 Level of Occurrence
Visioning workshop	1 workshop for 20 participants
Program review workshop	1 workshop (12 participants)
Coordination meetings	20 PPWG meetings
Seminars	1 seminar on PP methods
Field trips	<ul style="list-style-type: none"> • 6 PPWG field trips for stakeholder involvement • Consultant's involvement (TBD)
International study tour	1 tour for 2 weeks, 12 participants

Chronological Summary of PPDM Benchmark Activities

Date	Activity
6 Jan 01	Formulation of the Public Participation Work Group (PPWG) and membership were approved.
11 Jan	<p>1st PPWG meeting was held. Primary agenda items were:</p> <ul style="list-style-type: none"> ? Background, importance of the benchmark, and review of benchmark statement and verification indicators. ? Nine reference documents on public participation were distributed to each member. ? A draft workplan with activities and timeline was distributed. ? Criteria for selecting a pilot study area for applying public participation principles were discussed. The issue should be simple enough to be manageable within the resources and timeframe of the benchmark. ? Follow up action by each member: <ul style="list-style-type: none"> • Review public participation reference documents • Review workplan and present recommended revisions at next meeting. • Begin identifying candidate pilot areas and issues.
25 Jan	<p>PPWG meeting: Primary agenda items were:</p> <ul style="list-style-type: none"> ? Review of draft workplan – the following issues arose: <ul style="list-style-type: none"> • Level of effort (LOE in work-days per week) available for each member to participate in benchmark activities. • Need for and agenda of a “visioning workshop” in order to prepare the PPWG to conduct the pilot study. • Criteria for selecting a pilot area: Issue must be simple enough in terms of technical complexity, scope of stakeholder involvement, and convenience of location that resolution of the issue must be attainable not later than mid-August. ? Follow up action: Come to the next meeting with candidate pilot areas including the issue that MWRI will be addressing and the location.

5 Feb	Tranche V Retreat in Heliopolis: Review Tranche V benchmark statements and workplans. A “visioning workshop” to be conducted by a recognized public participation professional was added to the workplan. The purpose of the workshop is to give the PPWG members a good foundation in public participation principles and procedures so they can conduct an effective pilot application of PPDM.
12 Feb	<p>PPWG meeting: Primary agenda items were:</p> <p>? Tranche V Retreat comments: Five comments(a – e) were received. Since “c” and “d” were complimentary, no response was required. Responses to the other comments were:</p> <ul style="list-style-type: none"> • “a”: Clarify the difference between a “pilot area” and a “pilot issue”. Revise workplan to make it even more clear that “pilot area” refers to geographic location, “pilot issue” refers to the issue or decision MWRI is considering. • “b”: Harmonize the wording between verification indicator and deliverables. The verification indicator states that the MWRI will “adopt a policy” whereas the deliverables refers to a “draft” policy. Revise workplan to make it even more clear that producing a deliverable, such as the policy statement, and adopting a policy are two distinctly different actions performed by two distinctly different entities. PPWG will produce a policy statement as a deliverable – that is the limit of its authority. The Minister, will approve the policy as a benchmark indicator. • “e”: The workplan may be overly ambitious. The objectives should be accompanied by descriptions of how they will be achieved. The benchmark objectives (expected results) should distinguish between those direct benchmark objectives and longer term results that are beyond the scope of the benchmark. Revise the workplan to make it even more clear that the “objectives” section refers to results or impacts that are expected to be realized after implementation of the adopted policy – which is beyond the

	timeframe and scope of the benchmark.
13 Feb	Tranche V benchmark statement was revised to reflect the Tranche V Retreat comments.
22 Feb	A detailed proposal for conducting the “visioning workshop” was developed with two phases. Phase I: 2-day session presenting basic concepts to a broad range of participants. Phase II: 3-day session to provide PPWG with “hands-on” experience in designing a public participation plan and gaining a functional understanding of the procedures, mechanisms, and resources needed to carry out the plan.
23-24 Feb	Tranche V Implementation Workshop in Ain Sokhna: Tranche V benchmarks and work plans were reviewed and approved by the Steering Committee, subject to incorporation of recommended revisions.
12 Mar	<p>PPWG meeting: Primary agenda items were:</p> <ul style="list-style-type: none"> ? A pilot area would be selected from the candidate areas within Gharbeya Governorate. ? Phase I of Visioning Workshop: Because of the introductory nature of this phase and the broad range of participants, it was decided to present it in a seminar format at a hotel in Cairo. ? Additional public participation source documents, including instructional manuals, were reviewed and selections for duplication for distribution to PPWG members were made. ? Follow-up action: <ul style="list-style-type: none"> • Pilot issue within the Gharbeya Directorate to be identified. • List of invitees to Phase I seminar to be prepared. • Schedule for Phase I and Phase II to be determined.
20-21 Mar	Seminar: Public Participation in Water Resources Management: Held at Marriott Hotel in Cairo. The seminar was conducted through consultancy service provided by James L. Creighton. Representatives from the following organizations attended: MWRI, MALR, Ministry of Health, Ministry of Environment, Ministry of Housing, Peoples Assembly, Shoura Council, Gharbeya Governor’s Office, NGOs, Private sector, USAID, and APRP/EPIQ project consultants.

28-30 Mar	<p>Visioning Workshop held at Helnan Palace Hotel in Alexandria. Purpose: Develop, and get agreement on, a public participation plan for a pilot project that will be implemented over the next four months. The plan will include specific activities, schedule and implementation responsibilities. The workshop was conducted by Dr. James L. Creighton, Public Participation Consultant.</p> <p>Selection of a pilot issue:</p> <ul style="list-style-type: none"> ? Criteria for selection <ul style="list-style-type: none"> • The issue must be within the control of MWRI to resolve. • The issue must be resolvable within the timeframe of the pilot application. • The impacts must be confined to a local area. ? Candidate issues: <ul style="list-style-type: none"> • Maintenance of open drainage channels. • Covering open channels through villages. • Maintenance of subsurface drainage systems. • Maintenance of canals. • Building and/or repair of bridges. ? Selected issue: Cleaning and maintenance was selected as the pilot issue. The pilot area chosen consists of two secondary canals in the El Santa District of the Gharbeya Directorate which are: <ul style="list-style-type: none"> • El Ragabeya Canal, and • 2nd Right El Gannabeya Canal <p>The consultant pointed out that we are likely to face two types of problems: (1) Cleaning and maintenance, which can be resolved with engineering solutions; and (2) Sustainability (how to keep garbage out of the canals) which will require socio-economic considerations that likely extend beyond the control of MWRI.</p> <p>Development of the public participation plan for the pilot application:</p> <ul style="list-style-type: none"> ? Stakeholder identification: The consultant pointed out that there are two types of stakeholders, internal and external, and that these stakeholders four different categories. <ul style="list-style-type: none"> • Categories of stakeholders:
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	<ul style="list-style-type: none"> ○ Co-decision makers: Have the authority to stop the action, that is, they have veto power over the decision to be taken. ○ Technical reviewers: Their technical review provides legitimacy to the process and methods used. ○ Active participants: Take part in defining alternative courses of action. ○ Commentors: Will comment on, but not participate in, the process. ● Internal stakeholders: Those persons and/or organizational units within the decision-making agency – in this case, MWRI. Potential internal stakeholders suggested by the work group include: <ul style="list-style-type: none"> ○ Irrigation inspector ○ District Engineer ○ IAS ○ Central Administration for Complaints ○ Maintenance Department ○ General Director of Irrigation ○ Mechanical and Electrical departments ○ Emergency centers ○ Beharys ● External stakeholders: Those persons and/or organizations outside of MWRI. Potential external stakeholders suggested by the work group include: <ul style="list-style-type: none"> ○ Ministry of Health ○ EEAA ○ Local Councils ○ Ministry of Housing and Population ○ Farmers ○ Landowners ○ Tenants ○ Female farmers ○ Local politicians
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- Ministry of Transportation
- Environmental NGOs
- Ministry of Industry
- Agricultural Cooperatives
- GOE Social Development Fund
- Foreign donors

? Potential stakeholder concerns: The work group identified the following nine potential concerns that the stakeholders are likely to have:

1. Timing for cleaning.
2. Where to install dredging equipment (which side of the canal the dredging equipment works from).
3. Method of cleaning.
4. How to dispose of dredged material.
5. Locating areas in need of pitching.
6. Where to dispose of the garbage removed from the canals.
7. Timing for maintenance work on structures.
8. Adjustment of mesqa out-takes due to changes in canal water level.
9. Policing of violations such as illegal out-takes and right-of-way violations.

? Criteria for evaluating alternative actions to resolve the concerns: The work group identified the following criteria that the alternative action must satisfy:

- It must fit within the annual budget.
- It must be completed before planting rice or cotton.
- It must be carried out when contractors are available.
- It must avoid dredging during corn planting period.
- Preferred, but not absolutely required, that it be done in May.
- Waste material must be removed before

	<p>hot weather comes to avoid bad odors and lower the potential for spreading disease by flies.</p> <p>The participants broke up into teams to prepare public participation plans using worksheets provided by the consultant. A summary of the elements of the plans includes:</p> <ul style="list-style-type: none"> ? Define the objectives of the public participation effort (what is the pending decision) ? Establish a field team to make contact with local stakeholders. ? Prepare a fact sheet that explains the purpose of the pilot application. ? Identify the stakeholders. ? Set up meetings (individual interviews, focus groups, seminars). ? Prepare letters of invitation as needed. ? Design a public awareness package. ? Prepare a budget estimate showing how costs of public awareness campaign, meetings, and travel will be shared between EPIQ and MWRI. <p>Follow-up action:</p> <ul style="list-style-type: none"> ? Set up a field team to conduct interviews with stakeholders in the pilot area. The team will consist of Directorate field staff, IAS, WCU, and PPWG including female members to interview female stakeholders. ? Ragabeya and 2nd Right Gannabeya canals in the El Santa District of Gharbeya Directorate were identified as the prime candidate for the pilot study area.
3 Apr	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? A draft flow-chart of activities including the pilot study and responsibilities for identifying present MWRI capabilities in conducting a public participation program. The Water Communication Unit (WCU), Irrigation Advisory Service (IAS), and Central Administration for Complaints (CAC), are the prime units having current capabilities. It

	<p>was decided to include the overall MWRI structure to show how these units fit in and relate to other units.</p> <p>? Ragabeya and Gannabeya secondary canals were confirmed as the pilot area. The pilot issue to be addressed is: When and how should the pending cleaning and maintenance activities be performed?</p> <p>? A draft fact-sheet prepared by WCU to be used to introduce stakeholders to the benchmark decision was presented for review. Revisions were suggested.</p> <p>? A field trip was scheduled for 7 April for the PPWG to visit the pilot canals area.</p>
7 Apr	<p>Field trip to pilot area. Purpose: Survey conditions of the two pilot canals and meet with local officials.</p> <p>? Meeting with officials in Tanta: A draft fact-sheet in Arabic and an organizational chart of the Gharbeya Directorate were reviewed.</p> <p>? Field trip observations:</p> <ul style="list-style-type: none"> • The two pilot canals serve five villages: El Ragabeya; El Mansheya El Kopra; Mashalah; El Mansheya El Gedidah; and Tag El Agam. • El Ragabeya Canal takes out of the left side of Shershaba Canal at km 4.600. The canal length is 2.90 km and serves an area of 550 feddans. Two-thirds of the canal passes through residential areas of which about 360 meters are covered, reinforced concrete, 1.5 meter diameter pipe. • 2nd Right Gannabeya Canal takes out of the left side of Shershaba Canal at km 7.100. The canal length is 4.560 km and serves an area of about 950 feddans. The canal passes through an aquaduct structure at km 0.500 that crosses the Tag El-Agam Drain. <p>? Follow-up action:</p> <ul style="list-style-type: none"> • A draft budget of materials to be prepared by WCU (fact-sheets, flyers, photographic documentation of pilot activities). • Estimate of cost of analyzing sediment samples from material to be dredged from the canals.

10 Apr	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? 12 sets of reference documents were provided for distribution to the 11 PPWG members and one to the EPIQ/WPAU library. ? The draft fact-sheet in Arabic was approved. ? A draft workplan based on the process followed in establishing water user associations was presented for review. It served as a focal point for discussion of the Tasks and Timeline Chart needed. ? A draft budget for materials to be developed by WCU was reviewed. ? The cost estimate for 12 sediment samples to be collected and analyzed from the pilot canals was reviewed and accepted as reasonable (LE 425/sample). It was decided to proceed with the contract with the Central Laboratory. ? Follow-up action: On 17 April, meet briefly to review a list of candidate field staff to interview stakeholders in the pilot area.
17 Apr	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? Reviewed and approved candidate field staff to participate in a training workshop to prepare them to interview stakeholders in the pilot area.
4-6 May	<p>Training Workshop in El Fayed. Purpose: Prepare field team to provide to, extract from, and document appropriate information from stakeholders in the pilot area. Training objectives were that as a result of the training, the staff will:</p> <ul style="list-style-type: none"> ? Understand the concept of public participation in decision-making with respect to water resources management. ? Understand the need for the pilot study. ? Understand the importance of their role in the pilot study. ? Be able to arrange for interviews and small focus group meetings ? Have the communication skills to: <ul style="list-style-type: none"> • Identify and interview stakeholders. • Extract appropriate information from different stakeholder groups. • Ensure involvement of different stakeholders, including women. • Document results. ? Detailed work plans and schedules over the period of 12 – 28 May were prepared for each canal area.
9 May	<p>Material was provided to the field team for conducting interviews, consisting of:</p>

	25 writing tablets, 200 fact sheets, and 200 copies of a 2-page questionnaire.
14-15 May	<p>Field trip to pilot area with Central Lab Team. Purpose: Introduce Central Lab Team to local MWRI officials and show them the canal areas to be sampled.</p> <p>Results: Samples were taken from Ragabeya Canal on 14 April and the Central Lab Team returned on 15 April to take samples from Gannabeya Canal. A total of 12 samples were taken from sediment at the bottom of the canals, consisting of two samples from the head, middle, and tail of each canal.</p>

15 May	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? An updated flow-chart with activities, responsibilities, and schedule was distributed with the emphasis that it was necessary that the activities be performed on schedule. ? Minutes of the Training Workshop were reviewed. ? It was reported that the individual stakeholder survey had been done and small focus-group meetings were being scheduled for 22-29 May. Cost of local team transport within the pilot area and small group meetings were discussed. Scheduled meetings consisted of: <ul style="list-style-type: none"> • 10 meetings with farmers @ 10 attendees each. • 2 meetings with women @ 7 attendees each. • 1 meeting with local officials (MALR, local government,) ? Stakeholders' workshop was set for 6 June at the Arafa Hotel in Tanta.
21–22 May	<p>Field Trip to Tanta and pilot area: Purpose: Review results of field survey and attend two women's focus group meetings in pilot area.</p> <ul style="list-style-type: none"> ? Review of field survey: <ul style="list-style-type: none"> • 75 individual meetings were held with male landowner farmers on Ragabeya Canal. 14 farmers at the head end of the canal; 27 in the middle; and 34 farmers at the tail end. • 71 individual meetings were held with male landowner farmers on El Gannabeya Canal. 27 farmers at the head end of the canal; 12 in the middle; 26 farmers at the tail end; and 6 tenant farmers. • 11 individual meetings were held with women on Ragabeya Canal. None are landowners. • 45 individual meetings were held with women on El Gannabeya Canal. 25 are landowners with holdings of from 3 karats to 19 feddans. • 4 focus group meetings were held with farmers on the two canals resulting in the following farmer comments: <ul style="list-style-type: none"> ○ Annual cleaning is not enough. It should be more

frequent, effective, and during the low water requirement periods.

- Dredged material should be hauled away from the canal banks quickly to prevent it returning to the canal.
- Manual cleaning is preferred in areas near bridges.
- Canals should be covered or fenced and lined in the reaches that pass through residential areas.
- Canal side slopes need pitching in collapsed reaches.
- Mesqa intakes need to be restructured and adjusted especially for El Ragabeya Canal.
- The aqueduct that passes water from a private mesqa feeding El Gannabeya canal needs to be adjusted for effective operation.
- There is an urgent need to have solid waste and wastewater disposed of far from the canal areas.

? Focus group meeting in El Santa Youth Center with women from Gannabeya Canal area revealed the following:

- Children drowning in the canal.
- Pollution, insects, and dead animals in the canal.
- Surface cleaning and weed removal is not done on the whole canal and not frequent enough where done.
- The canal should be covered to keep out waste material and garbage boxes should be provided for depositing waste material for transport to fallow lands.
- Dredged material should be deposited on the agricultural side of the canals, not on the residential side nor on the roadway.
- If the canal is not covered, there should be pitching in front of the residential areas.
- Four women representatives were chosen to participate in the stakeholder workshop.

? Focus group meeting in El Manshia

	<p>Youth Center with women from Ragabeya Canal area revealed the following:</p> <ul style="list-style-type: none"> • Problems with children drowning, waste material, insects, and diseases caused by the polluted unprotected areas of the canal passing through the residential areas. • Garbage boxes should be provided for the deposit of waste material and then should be collected and transported with local Council help. • Cleaning along the path of the canal is not enough. The screen in front of the beginning of the covered portion should also be cleaned frequently. • Mesqa intakes need to be restructured. • The canal should either be covered or fenced. • Need for a continuous public awareness program regarding all district activities and how to coordinate these activities. • Four women representatives were chosen to participate in the stakeholder workshop. <p>? It was decided that a focus group meeting was needed with local government entities, People’s Assembly representatives, and other influential local people prior to the stakeholders’ workshop in June.</p>
24 May	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? Results of field surveys and focus group meetings were reviewed. ? A flow-chart of PPWG activities was distributed. The importance of meeting the time table, especially producing the reports on the present capabilities assessments, was stressed. ? The focus group meeting with government officials, local representatives, and leaders was scheduled for 31 May. ? A draft scope-of-work to be performed by WCU for the public awareness

	<p>component of the benchmark was submitted for review by the EPIQ COP.</p> <p>? The stakeholders' workshop was scheduled for 6 June at the Arafah Hotel in Tanta.</p>
28 May	<p>The focus group meeting with local officials was rescheduled to 5 June in the Directorate Office in Tanta instead of 29 May. The stakeholders workshop was rescheduled to 17 June in the Arafah Hotel in Tanta instead of 6 June.</p>

5 Jun	<p>Focus group meeting with local officials in Directorate Office in Tanta (42 people were in attendance): Local officials were briefed on the benchmark, pilot study, and surveys that have been conducted in the pilot area. Issues of concern to the stakeholders were reviewed.</p> <p>It was decided that a meeting was needed with the field staff to get direct confirmation of their individual findings. That meeting was scheduled for 14 June in the IAS office in Shubra.</p>
12 Jun	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? Copies of a draft public participation users’ manual was distributed for review. Special attention was to be addressed to whether the examples in the draft relate well to the Egyptian setting. ? The format for the 14 June meeting with the individual field staff members was established. ? A draft agenda for the 17 June stakeholders workshop was prepared. ? Comments on the WCU assessment report included: <ul style="list-style-type: none"> • Connections between WCU and other MWRI units need to be included. • Staffing requirements and scope of work should be included. • Vision of the future for WCU with public participation should be included. ? Comments on the Central Administration for Complaints assessment report included: <ul style="list-style-type: none"> • Staffing requirements should be included. • Links with other MWRI units should be included. • Vision of the future with public participation should be included.
14 Jun	<p>Meeting with pilot study enumerators (field team): Each enumerator described the interview process they followed and explained the results. All data was reported in Arabic. The data was collected for translation into English for input into the final report.</p>
17 Jun	<p>Stakeholders Workshop at Arafa Hotel in Tanta (82 people attended):</p> <ul style="list-style-type: none"> ? Purpose of workshop: Finalize, from the stakeholders’ point of view, the

following steps of the public participation plan:

- Stakeholders identification process.
- Confirmation of major issues.
- Development of evaluation criteria.

? A strategy meeting was held the evening of the 16th to prepare for the workshop.

? The workshop began with an orientation of the benchmark, selection of pilot study area and issue, and survey results, and purpose of the workshop.

? Identification of stakeholders: The stakeholders added one more stakeholder to the list -- The General Authority for Illiteracy Reduction and Old People Education.

? Issues: The field surveys revealed nine issues. The stakeholders at the workshop added two more. The resulting 11 issues are:

- Timing for cleaning.
- Where to install dredging equipment.
- Method of cleaning.
- How to dispose of dredged material.
- Locating areas in need of pitching.
- Where and how to dispose of the garbage, both agricultural and domestic, that has been removed from the canals.
- Timing for maintenance work on structures.
- Adjustment of mesqa out-takes due to changes in canal water level.
- Policing of violations such as illegal out-takes and right-of-way violations.
- Approach for cleaning and maintenance management.
- Cleaning the private mesqas.

? Criteria for evaluating alternative corrective actions: The stakeholders were divided into 3 groups for developing evaluation criteria for each of the 11 issues. The collective results for each issue are:

1. Timing of cleaning:

	<ul style="list-style-type: none"> ○ Before the summer season (before cotton and rice planting) ○ During the lowest water requirement periods. ○ Apply dredging twice a year will eliminate the need for weeding. ○ During the off-days of the water rotation. ○ During the winter closure. ○ Apply dredging one time a year and removal of weeds four times. ○ Remove weeds over the year whenever it is needed. <p>2. Where to place dredging equipment:</p> <ul style="list-style-type: none"> ○ The width of both banks. ○ On which bank the housing is located. ○ Depending on the type of road. Existence of paved road on one side forces the use of the other bank of the canal. ○ Work on both sides because the length of the dredging equipment is short and work on one side only may destroy the canal cross-section. <p>3. Method of cleaning:</p> <ul style="list-style-type: none"> ○ Depends on the availability of labor force. ○ Time based on the urgency of need. ○ Use mechanical cleaning methods in reaches with housing areas. No need for manual cleaning in those areas. ○ The condition of the canal compared to the design specifications. ○ Whatever method protects workers' public health.
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	<ul style="list-style-type: none"> ○ Depends on the existence of physical obstacles in the canal which are beyond manual method capabilities. ○ Use mechanical methods in general associated with manual method for specific sites such as the reach in front to the housing area and tree sites. ○ Manual removal of weeds during July and August. <p>4. How to dispose of dredged material:</p> <ul style="list-style-type: none"> ○ Dredged material should be removed within two weeks to a public site. This requirement should be included in the contract as a compulsory item for the contractor. ○ Consider the possibility of making use of the dredged material for filling ponds and for other uses like rehabilitation of the canal banks and foundations for public buildings. ○ On canal banks taking into considerations the suitability of roads. ○ Consider the possibility of selling the dredged material. ○ Separate dredged material from domestic residuals and wastes. <p>5. Locating areas in need of pitching:</p> <ul style="list-style-type: none"> ○ Curves, destructed sites, and mesqa out-takes within housing areas should be pitched. ○ Head and tail ends of the canal should be pitched. <p>6. Where and how to dispose of garbage, both agricultural and domestic, removed from the canals:</p> <ul style="list-style-type: none"> ○ Remove it just after being dried to an identified site by localities and City Council. ○ Need more emphasis on awareness symposiums and meetings that could be held in youth centers, mosques, and other public places. ○ Co-ordination in order to avoid dumping it into watercourses.
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	<ul style="list-style-type: none"> ○ Making garbage boxes available simultaneously with a site for collecting it. The role of localities and youth. ○ The role of practicing the self-finance approach. <p>7. Timing for maintenance work on structures:</p> <ul style="list-style-type: none"> ○ During winter closure (no water). ○ During off-days of the water rotation for light maintenance, except during June and July. ○ In between agricultural seasons, especially before summer planting. ○ Urgent maintenance work should be done any time it is needed. <p>8. Adjustment of mesqa out-takes due to changes in canal water level:</p> <ul style="list-style-type: none"> ○ Adjustments should be implemented according to area served. ○ Determination of dredging depth according to technical criteria. ○ Out-take of Abour-mazbalah mesqa needs adjustment in order to satisfactorily serve its command area – El Gannabeya Canal. ○ Two out-takes on El Ragabeya canal need adjustment in order to satisfactory serve its command area – E Shiakha, Elsofy, Elbogazy, and Dayer Elnahia basins or hoods. <p>9. Policing violations such as illegal out-takes and right-of-way violations:</p> <ul style="list-style-type: none"> ○ Get rid of violations and investigate reasons behind it and how to overcome it. ○ Assess effective fines. ○ Awareness through youth centers and mosques. ○ Make use of two temporary jobs per reach of the canal for the purpose of observing violations and following up the
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	<p>implementation of getting rid of it.</p> <p>10. Approach for cleaning and maintenance management:</p> <ul style="list-style-type: none"> ○ Availability of technicians to observe and follow up all dredging steps. ○ The possibility of establishing a joint committee form users and officials to supervise works on the canal and observe water levels with participation in creating solutions and assessing needs. <p>11. Cleaning the private mesqas:</p> <ul style="list-style-type: none"> ○ Co-ordination between MWRI (District Engineer) and MALR (cooperatives). ○ In case of conflicts among users, MWRI should supervise and farmers pay for this service.
25 Jun	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? PPDM draft Users’ Manual comments were reviewed and will be incorporated into a final English version to be submitted for translation into Arabic. ? Review of minutes of the 17 June Stakeholders’ Workshop and field surveys. It was decided that a field trip is needed to document, photographically and narratively, each of the identified issue areas to complete the technical information needed for developing alternative solutions. The field trip was tentatively scheduled for 28 and 29 of June. It was further concluded that farmers be encouraged to participate more actively in canal cleaning and maintenance plans, to monitor implementation more closely, and to comment on progress and performance. ? Focus group meetings will be held with stakeholders to discuss the alternatives beginning in the week of 10 July.
28 Jun	<p>PPWG meeting. Purpose: Revise plan for conducting the field assessment of the cleaning and maintenance needs of the two pilot canals and set an agenda for July and “August pilot study activities.</p> <p>Primary agenda items were:</p>

	<p>? Field Assessment field trip:</p> <ul style="list-style-type: none"> • Saturday 30 June: Ragabeya Canal conditions to be assessed and documented, noting special conditions and concerns, according to issues and specific locations. Canal cross-sections will be taken every 200 meters. • Sunday 1 July: Gannabeya Canal conditions to be assessed and documented following the same procedures as used on Ragabeya Canal. <p>? Development of alternative solutions: Alternative solutions will be developed for resolving the issues identified in the field assessments.</p> <p>? Scheduling of focus group meetings:</p> <ul style="list-style-type: none"> • Ragabeya Canal stakeholders: 14 July in El Santa District office. • Gannabeya Canal stakeholders: 15 July in El Santa District office. • Meeting with local officials: 18 July in Directorate Office in Tanta. <p>? A one-day stakeholders' workshop to review the alternatives will be held in the latter part of July or early August.</p> <p>? A final plan-of-action will be developed by the Directorate and District staff by 15 August.</p> <p>? A PPWG meeting will be held on 16 August to review the final plan.</p> <p>? Two seminars will be held in the El Santa District office to inform the stakeholders of the decided course of action for each issue and rationale for taking that decision. The seminar with the Ragabeya Canal stakeholders will be on 30 July and the seminar with the Gannabeya Canal stakeholders will be on 1 August. Those informative seminars will end the pilot study field activities.</p>
<p>30 Jun – 1 Jul</p>	<p>Field trip (field assessment) of pilot canals. Purpose: Assess and document each problem site on both canals. Findings: ? Ragabeya Canal:</p>

- General information:
 - Ragabeya Canal takes out of the left side of Shershaba Canal at km. 4.600. Canal length is 2.90 km. and serves about 550 feddans. About two-thirds of the canal passes through residential areas, of which 360 meters are covered reinforced concrete pipe with a 1.5 meter diameter. Canal cleaning has been done during May and June for the last 5 years.
 - Issues of cleaning:
 - From the intake to km 0.450, dredging equipment must pass on the left bank, even though the right bank is wider, because the right bank has many trees growing along the canal.
 - Canal cross-section in the area of km 0.310 needs cleaning.
 - Residential areas begin at km 0.450 on both sides of the canal. The canal in that area has garbage, domestic waste, agricultural waste, and dead animals in it. The screen at the intake of the covered pipe reach gets plugged daily. The extensive accumulation of garbage, which is piled in front of a residence, is unsightly, and produces an unbearable stench.
 - It was reported by several farmers that people living in front of the covered section of the canal (km 0.840 – 1.200) drain their sewage into the canal through covered pipes that were installed at the same time that the canal was covered in collusion with the construction contractor that installed the reinforced concrete pipe.

- A dense area of trees exists at km 1.400 which presents an obstacle to dredging equipment.
- Km 1.700 to km 1.900 needs light cleaning which could be done manually.
- Km 1.900 to km 2.900 (the end of the canal) is filled with weeds, garbage, and probably sewage. The entire reach needs cleaning.
 - Issues of maintenance:
 - From the intake to 40 meters down stream needs pitching.
 - There are individual pump out-takes approximately every 20 meters on both sides of the canal for the entire canal length. All except one are illegal in the sense that they are installed on the canal slope, which degrades the canal cross-section. These out-takes should be moved back away from the canal slopes and should be served by buried pipe.
 - The bridge at km 0.600 needs to be widened and fenced.
 - The canal cross-section needs pitching for 25 meters above and below the bridge

at km 0.600.

- Pitching in the reach from km 0.750 to km 0.840 has deteriorated to the point that it needs to be replaced.
- Pitching is needed on both sides of the canal at km 1.350 and on the left side at km 1.700.
- The canal cross-section needs to be re-established in the reach from km 1.700 to km 1.900.
- The tail-escape structure in is good condition.

? Gannabeya Canal:

- General information:
The 2nd Right Gannabeya canal intake structure is on the left side of Shershaba Canal at km 7.100. The canal length is 4.560 km and serves an area of about 950 feddans.
The canal

passes through an aqueduct structure at km 0.500 from the intake to cross Tag El-Agam Drain. Cleaning has been done during May for the last 5 years.

- Issues of cleaning:

- Even though the right bank is wider, dredging equipment passes on the left bank from the intake to km 1.500 because of the many trees on the right bank from the intake to km 0.250. From km 1.500 to the end of the canal, dredging equipment passes on the right bank.
- The section from km 1.400 to the end of the canal needs cleaning. It is so filled with weeds and likely sewage wastes that it was an obstacle for the field team to take cross-section measurements. It needs a thorough cleaning.
- The residential area begins at km 1.260 on the right side of the canal and ends at km 4.00. It begins at km 1.850 on the left side of the canal and ends at km 3.00. This entire reach from km 1.260 to km 4.00 is contaminated with garbage and sewage waste. The sewage waste is drained into the canal by pipes hidden under the ground (a clear point of pollution is the sewage pipe located at km 1.300).
- Beginning at km 3.00, cultivated land extends onto the left bank

preventing even foot traffic on that bank. Dredging equipment has to work on the right side of the canal.

- Issues of maintenance:
 - Pitching is needed for 10 meters upstream and downstream of the aqueduct structure at km 0.500.
 - Pump out-take structures exist approximately every 20-50 meters for the full length of the canal on both sides. These out-take structures are located directly on the canal bank slopes, which make them illegal since they cause the canal cross-section to erode. These out-takes should be modified to protect the canal cross-section.
 - Pitching is needed at km 0.600 on the left side for a length of about 30.0 meters.
 - Pitching is needed at km 0.800 on both sides for a length of about 50.0 meters.
 - Pitching is needed at km 1.100 on both sides for a length of about 25.0 meters.
 - The bridge at km 1.260 should be replaced. The bed level of the canal upstream of the bridge is lower than the base level of the foundation, which affects the water-flow and canal cross-section.
 - The canal passes through a culvert at km 1.350. That culvert needs to be replaced and pitching is needed upstream and downstream on both sides of the canal for about 100.0 meters.
 - The Gannabeya Canal is supplemented by a feeding point from Bahr Shebeen Canal at km 1.500 that causes water in Gannabeya Canal to flow in the opposite direction, indicating adjustment of the canal-bed longitudinal slope is needed.
 - The mesqa intake at km 1.900 has been damaged by vehicle traffic. A new pipe should be installed.
 - The bridge at km 1.910 needs full replacement and pitching is needed both upstream and downstream for a length of about 80.0 meters on both sides.
 - The canal cross-section at km 2.100 needs re-sectioning

	<p>and pitching for a length of about 25.0 meters on both sides.</p> <ul style="list-style-type: none"> ○ At km 2.500, the canal needs pitching for a length of about 20.0 meters on the right side and it has a dense area of trees on the top of the side slopes. ○ At km 2.600, the canal needs pitching for a length of about 15.0 meters on the right side. ○ The bridge at km 2.700 is in good condition. ○ The bridge at km 3.00 needs full replacement. The narrow opening causes an accumulation of garbage and weeds, which restrict the flow of the canal. Pitching is needed upstream for about 50.0 meters on the left side. ○ The mesqa intake at km 4.300 on the right side of the canal needs adjustment.
11 Jul	<p>PPWG meeting. Purpose: Review alternatives for resolution of issues on the pilot canals and finalize plans for focus group meetings.</p> <p>Primary agenda items were:</p> <ul style="list-style-type: none"> ? A single alternative for resolution of each of the 11 issues were presented along with maps of the cross-sections of the two canals taken every 200 meters. The rationale given for having only one alternative for each issue was that there is no disagreement among the stakeholders on the course of action to take. As an example, it was pointed out that there is absolutely 100% agreement on the timing of cleaning and maintenance activities. (Not everyone agreed with that contention.) This set of actions likely will become the final plan, with the exception of those that do not fall within MWRI constraints. ? Focus group meetings: It was decided to include the local officials in the 14 and 15 July stakeholder meetings, thus allowing cancellation of the meeting with local officials scheduled for 18 July. ? Status of revisions of capabilities assessment reports based on the comments, which were: <ul style="list-style-type: none"> • Show linkages between these units and other units within MWRI (completed). • Describe what the mandate of the unit is.

	<ul style="list-style-type: none"> • Include a vision of the future for each unit to address public participation. Include staffing requirements. <p>? Status of users' manual: After close review of the draft manual, it was decided that much of the background material was not needed for a field manual and more modification was needed to put the manual into the Egyptian setting. It was concluded that translation by a recognized firm specializing in such translations begin as soon as the revision is complete and contractual arrangements can be made. An example based on the pilot application will be included as an appendix after the documentation of the pilot application has been completed.</p> <p>? Status of the study tour: Some key participants have withdrawn from the study tour because of conflicts in schedules. The study tour was postponed from early August until October, which eliminated a conflict with completion of the pilot study and possibly could remove the conflicts in schedules of key participants. That is yet to be determined.</p>
14 Jul	<p>Focus group meeting with Ragabeya Canal stakeholders:</p> <p>Purpose: Discuss the alternative solutions for the identified issues concerning cleaning and maintenance of the canal. The alternatives presented for the 11 issues were:</p> <ol style="list-style-type: none"> 1. Timing of cleaning: <ul style="list-style-type: none"> • From February till March every year (before the summer season – low requirement period) • From March till April every year (during corn cultivation period). 2. Where to install the dredging equipment: <ul style="list-style-type: none"> • From the head till km 0.840 (beginning of covered area to 1.200) on both sides then, from 1.200 till the end on the left side due to existence of the residential areas on the right side. • On the left side for all of the canal length. 3. Method of cleaning: <ul style="list-style-type: none"> • If the cleaning process will be once a year, the mechanical cleaning is the preferred method. • If the cleaning process will be twice a year, one of them must be

	<p>mechanical and the other could be manual removal of weeds.</p> <ul style="list-style-type: none">• Mechanical control is needed twice every year, one for garbage and one for weeds. <p>4. How to dispose of dredged material:</p> <ul style="list-style-type: none">• Dredged material will be removed, within two weeks, by the contractor. This statement will be included in the contract as a compulsory item for the contractor.• The farmers will remove dredged material and make use of it. <p>5. Location of needed pitching:</p> <ul style="list-style-type: none">• Head reaches of the canal, and all mesqa out-takes.• Determined by the District Engineer based on priority and technical criteria. <p>6. Where and how to dispose of the garbage, both agricultural and domestic, removed from the canals:</p> <ul style="list-style-type: none">• Provide garbage boxes available simultaneously with a site for collecting it.• Remove garbage with the dredged material. <p>7. Timing for maintenance work on structures:</p> <ul style="list-style-type: none">• Based on maintenance plans proposed by the District Engineer.• The maintenance will be based on preventive maintenance procedures on an annual basis (initiated by stakeholders). <p>8. Adjustment of mesqa out-takes due to changes in canal water levels:</p> <ul style="list-style-type: none">• All illegal mesqa intakes will be demolished and restructured to serve an area of about 7-10 feddans. <p>9. Policing of violations:</p> <ul style="list-style-type: none">• Rapid implementation and law enforcement to handle these violations.• The violators will have a period of two weeks to comply with the law. After this period, if the violation continues, the MWRI will stop these violations and return the area to its original condition on the violator's expense. <p>10. Approach for cleaning and maintenance management:</p> <ul style="list-style-type: none">• Two selected farmers will accompany the District Engineer for
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	<p>monitoring the cleaning process.</p> <ul style="list-style-type: none"> • The monitoring of the cleaning process is the responsibility of the Ministry represented by the district Engineer. <p>11. Cleaning of private mesqas:</p> <ul style="list-style-type: none"> • By the law, mesqa cleaning and maintenance is the responsibility of users. However, the MWRI has the authority to clean and maintain private mesqas on the users expense if the needed cleaning and maintenance were not implemented at the appropriate level.
15 Jul	<p>Focus group meeting with Gannabeya Canal stakeholders:</p> <p>Purpose: Discuss the alternative solutions for the identified issues concerning cleaning and maintenance of the canal. The alternatives presented for the 11 issues were:</p> <ol style="list-style-type: none"> 1. Timing of cleaning: <ul style="list-style-type: none"> • From February till March every year (before the summer season – low requirement period) • In April every year (after the high growth season of weeds, and hence it can leave the canal clean most of the year) • During off-days of the water rotations. 2. Where to install the dredging equipment: <ul style="list-style-type: none"> • On the left side for all canal length except in the reaches passing through the residential areas it should be on the right side.. • On both sides for all canal length. 3. Method of cleaning: <ul style="list-style-type: none"> • Mechanical cleaning is the preferred method. 4. How to dispose of dredged material: <ul style="list-style-type: none"> • Dredged material will be removed, within two weeks, by the contractor. This statement will be included in the contract as a compulsory item for the contractor. • The farmers will remove dredged material and make use of it in all reaches except those in front of the residential areas. 5. Location of needed pitching: <ul style="list-style-type: none"> • Head reaches of the canal from km 0.00 to km0.450.

- All mesqa out-takes, especially at km 1.900 and km 4.200.
- In front of the residential area with a length of about 130 meters.
- In front of all the schools, educational Institutes and the Health Unit with a length of about 100 meters.

6. Where and how to dispose of the garbage, both agricultural and domestic, removed from the canals:

- Provide garbage boxes available simultaneously with a site for collecting it.
- Remove garbage with the dredged material.

7. Timing for maintenance work on structures:

- Based on maintenance plans proposed by the District Engineer.
- The maintenance will be based on preventive maintenance procedures on an annual basis (initiated by stakeholders).

8. Adjustment of mesqa out-takes due to changes in canal water levels:

- There are four mesqas which are located at km 1.00 (Tag El Agam), km 1.80 (El Manshia), km 1.90 (right bank), km 4.00 (Ghafara) along the canal, need renovation and replacement.
- The aqueduct at km 1.500 on Tag El Agam drain needs development and replacement.
- All illegal mesqa intakes will be demolished and restructured to serve an area of about 7-10 feddans.

9. Policing of violations:

- Rapid implementation and law enforcement to handle these violations.
- Some violations need quick solutions and strong action. For example, the coal production process on the left bank at km 2.600 in front of the residential area. Corrective action will require the participation of several Ministries (MWRI, MOH, MOI, MOE).
- The violators will have a period of two weeks to comply with the law. After this period, if the violation continues, the MWRI will stop these violations and return the area to its original condition on the violator's expense.

10. Approach for cleaning and maintenance management:.

	<ul style="list-style-type: none"> • The monitoring of the cleaning process is the responsibility of the Ministry represented by the district Engineer. <p>11. Cleaning of private mesqas:</p> <ul style="list-style-type: none"> • By the law, mesqa cleaning and maintenance is the responsibility of users. However, the MWRI has the authority to clean and maintain private mesqas on the users expense if the needed cleaning and maintenance were not implemented at the appropriate level.
22 Jul	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? A briefing of the 14 and 15 July focus group meetings was presented. Alternatives for all 11 issues were presented to the stakeholders for discussion at those meetings. Those meetings essentially met the need expected to be met in the stakeholders' workshop scheduled for the end of July; therefore, the Work Group decided to cancel that workshop. ? Revisions of capabilities assessment reports have been completed with the exception of a "vision for the future" for each unit when public participation has been adopted within MWRI. It was requested that the "vision" components be done soon since they will provide input into the organizational restructuring effort to accommodate public participation. ? Status of study tour: Key participants have been withdrawn because of scheduling conflicts. The postponement of the tour until October has opened the possibility of a window-of-opportunity for the participation of those key people to be reconsidered. That possibility is being investigated.
28-29 Jul	<p>Field trip to photograph specific identified problem areas on the two pilot canals to support selected solutions, obtain video for the documentary being prepared under contract with WCU, and to confirm findings with male and female stakeholders.</p>
9 Aug	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> ? Reviewed photographs of problem areas on pilot canals. ? Status report on the final cleaning and maintenance plan. The plan is complete, but not yet in a format for presentation at the Informative Seminar.

	<p>? Preparation for informative seminar(s) to present final plan resulted in the following decisions:</p> <ul style="list-style-type: none">• The plans for both canals will be presented in a single seminar to be held at the Arafa Hotel in Tanta on 6 September.• The field staff will format the presentation material and present it for review and assistance to a subcommittee of the PPWG on 14 August in Cairo. <p>? Capabilities assessment reports: It was concluded that the reports should include, or expand if already included, the section on “what is needed in order to implement a cohesive public participation program.” The reports will be reviewed for consistency in format.</p> <p>? Draft public participation policy statement: Policy statements for three U.S. agencies were briefly reviewed. A subcommittee was named to develop a draft statement for the Ministry and present it to the Work Group by 30 September.</p> <p>? Status of the study tour: Continuing with the study tour is in doubt for the following reasons:</p> <ul style="list-style-type: none">• Five key participants have been withdrawn from participation, leaving only three candidates representing field offices. There is not a candidate from the Cairo central office, not even from the PP Work Group.• Finding a “window-of-opportunity” that fits all key participants, both in Egypt and Stateside, continues to be elusive. Originally identified key providers in the States have withdrawn from participation.• The withdrawal of key providers has lessened the expected quality of the presentation, while the withdrawal of key participants has weakened the expected quality of exposure. <p>A suggested alternative was to cancel the study tour and expand the planned Pilot Study Critique to be conducted by Jim Creighton, the consultant who presented the public participation seminar in Cairo and the public participation “Visioning Workshop” in Alexandria, to include an advisory session on public</p>
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	<p>participation policy and organizational structure.</p> <p>A counter suggestion was to try to do both since both would be beneficial to the benchmark. It was stated that an attempt will be made to reinstate at least some of the candidates who have withdrawn.</p>
15 Aug	<p>PPWG meeting. Primary agenda items were:</p> <p>? Preparation for the Informative Seminar:</p> <ul style="list-style-type: none"> • A matrix of final decisions on each of the 11 pilot canal cleaning and maintenance issues was reviewed. The final decisions will be put into a Power Point presentation for review at the next PPWG meeting on Thursday, 23 August. • A tentative Informative Seminar format was identified. <p>? Capabilities Assessment Reports: A revised IAS Capabilities Report containing a section on “Vision for PPDM Program” was submitted.</p>
23 Aug	<p>PPWG meeting. Primary agenda items were:</p> <p>? Review Data Show presentation for Informative Seminar</p> <ul style="list-style-type: none"> • The presentation was reviewed and several modifications were suggested. (Note: The projector malfunctioned and another projector had to be borrowed to complete the review. It will be important to have backup equipment at the Seminar.) A follow-up meeting was scheduled for 28 August to review incorporation of the modifications. <p>? Prepare Informative Seminar agenda.</p> <ul style="list-style-type: none"> • Suggestions for an agenda were proposed. A draft will be prepared and circulated for review.
28 Aug	<p>PPWG meeting. Primary agenda items were:</p> <p>? Review the modified material to be presented at the Informative Seminar.</p> <ul style="list-style-type: none"> • Each of the 57 slides of the Power-Point presentation were reviewed by the work group and the Gharbeya field staff. Comments were recorded on photocopies. • Final modifications are to be made. • On Sunday, 2 Sep the final presentation will be taken to Tanta

	<p>(Gharbeya Directorate office) for a rehearsal presentation to Directorate staff who have not been directly involved in the pilot application. This has two purposes; (1) give Eng. Fawzy experience presenting the Power-Point material, and (2) broaden the exposure of the field staff to public participation procedures.</p>
1-2 Sep	<p>Field to Gharbeya Directorate office in Tanta to conduct a rehearsal of the Power-Point presentation.</p> <ul style="list-style-type: none"> ? The rehearsal was presented to Directorate staff (primarily District Engineers) who had not been directly involved in the pilot application in order to broaden the exposure of field staff to PP procedures. ? The contents of the rehearsal were discussed with the participants. ? Note: during the rehearsal, the Power-Point projector failed again. This emphasizes the need for a backup option.
4 Sep	<p>Backup for Informative Seminar: Transparencies of all Power-Point slides were made for presentation by overhead projector as a backup.</p>

<p>6 Sep</p>	<p>Informative Seminar: (This completed the Pilot Application field activities)</p> <ul style="list-style-type: none"> ? Purpose: Inform stakeholders of the final decisions for each cleaning and maintenance issue identified for Ragabeya and El Gannabeya canals and explain how stakeholders' input and Ministry constraints were considered in reaching those decisions. ? Location: Arafa Hotel in Tanta <p>The seminar started at nearly 10 Am. The introduction and the seminar format were presented by Eng. Essam Barakat, the facilitator of the seminar, followed by welcoming words and remarks given by Eng. Hussein El Atfy representing H.E. the Minister of Water Resources and Irrigation. Eng. Hussein explained that Public Participation approach has crucial importance for the Ministry of Water Resources and Irrigation as well as for all stakeholders dealing with water issues.</p> <p>On behalf of Eng. Sarwat Fahmy (Co-Task manager of the Benchmark), Dr. Hisham Kandil gave some spots on the APRP project activities and its Tranches and benchmarks focusing on Public Participation as one of these important benchmarks, and the reasons behind the pilot study.</p> <p>Eng. Fawzi El-Sobary, Undersecretary of Irrigation - ElGharbiya Governorate, took the lead and started to present all issues related to cleaning and maintenance for the two pilot canals. He presented issue by issue with its agreed alternatives, corresponding decisions, and explanations as to why each decision was taken.</p> <p>An open discussion took place after the presentation of all issues and decisions had finished. The discussion between the stakeholders and the MWRI staff resulted in the following:</p> <ul style="list-style-type: none"> • Accepting most of the MWRI decisions as presented to stakeholders,
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	<ul style="list-style-type: none"> • Changing the decision that relates to the issue of pass way of the dredging equipment to be based on the rule that the dredging equipment will pass alternately on both sides for both pilot canals except in residential areas the dredger will work on the opposite side of houses. • Changing the decision that relates to the issue of location of pitching for El-Ganabiya Canal from pitching the canal at Km. 0.900 to pitching it at Km. 1.300 instead, but this only in the case that the MWRI will provide or get funds to cover the canal at the reach of Km. 0.900. If no available funds for coverage the pitching will remain issued for Km. 0.900. <p>After the discussion the stakeholders expressed their deepest thanks to H.E. the Minister of Water Resources and Irrigation for initiating such important activity that puts the foundation for real democracy and transparency and set the framework for improved management and sustainable development of water resources in Egypt.</p> <p>The seminar ended at 13:20, which concluded the field activities for the Pilot Application.</p>
11 October	<p>PPWG meeting. Primary agenda items were:</p> <ul style="list-style-type: none"> • To review the policy statement. • To review the status of needed organizational restructuring. • To review and comment on contents of the draft main report. • To watch and comment on PPDM documentary film for the pilot.
22 November	<p>PPWG meeting to discuss and agree upon the needed coordination and organizational restructuring for the purpose of institutionalizing public participation in decision making as a policy reform. This is a part of Appendix A and the main document of the BM report (project report No. 50)</p>

**APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807**



28.1.1.1.1.1

28.1.1.1.1.2

28.1.1.1.1.3

28.1.1.1.1.4

28.1.1.1.1.5

PUBLIC PARTICIPATION IN DECISION-MAKING

Report No. 50

Appendix C

December 2001

Water Policy Program

International Resources Group

Winrock International

Nile Consultants

Ministry of Water Resources and Irrigation
US Agency for International Development
Agricultural Policy Reform Program
Environmental Policy and Institutional Strengthening Indefinite Quantity Contract

APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807

28.1.1.1.1.1.6

28.1.1.1.1.1.7

28.1.1.1.1.1.8

**28.1.1.1.1.1.9 PUBLIC PARTICIPATION IN
DECISION-MAKING**

28.1.1.1.1.1.9.1 Draft FINAL REPORT

Report No. 50

28.1.1.1.1.1.9.1.1 APPENDIX C

Pilot Application

January 2002

Water Policy Program

International Resources Group

Winrock International

Nile Consultant

28.1.1.1.2

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28.1.1.1.12 ***Appendix C: Pilot Application***

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ADDENDUM 1: Public Participation Work Group Members

ADDENDUM 2: Training Workshop Participants

ADDENDUM 3: Field Questionnaires

28.1.1.2 ADDENDUM 4: Issues and Decisions Matrices for Each Pilot Canal

28.1.1.3 PUBLIC PARTICIPATION PILOT STUDY

29 1. INTRODUCTION

Tranche V, Benchmark C.2 requires that the MWRI adopt a policy to facilitate public participation in decision-making regarding planning, development and management of Egypt's water resources. The specific verification indicators that this has occurred include:

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

A pilot application of public participation procedures was selected as the public participation activity required by the second verification indicator.

A Public Participation Workgroup (PPWG) was established to carry out this work on 6 January 2001. The workgroup included key officials from MWRI, as well as consultants from the EPIQ Water Policy Reform Program.¹⁰ The PPWG reviewed many resource documents on public participation to learn from the experiences of other agencies around the world that have active public participation programs. It was decided that a "Visioning Workshop on Public Participation" was needed to prepare the PPWG to carry out the pilot application.

On March 21-22, 2001, Dr. James L. Creighton, a recognized authority on public participation, presented a two-day seminar in Cairo on basic principles of designing and conducting public participation programs. Approximately 60 people, including the members of the work group, attended this seminar.

¹⁰ See Addendum 1 to this Appendix for a list of the Work Group members.

30 2. VISIONING WORKSHOP

During March 28-30, 2001, Dr. Creighton conducted a “Visioning Workshop” in Alexandria during which members of the PPWG developed the public participation plan for the pilot application.

31

31.1 2.1 Selection of the Pilot Application

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

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

However, it was recognized that the development of the cleanup plan for these sub-canals would be controversial within the immediate area of the sub-canals. Some of the issues that were likely to arise included:

- Timing for cleaning (poorly timed cleanup can have a significant effect on crop productivity).
- Method of cleaning, manual or mechanical.
- Where to install dredging equipment.
- How to dispose of dredged materials.
- How and when to do canal maintenance.
- Where to dispose of garbage (for example: tires, broken equipment, dead animals)
- Adjustment of mesqa water out-takes.
- Policing for violations (for example: illegal out-takes, illegal encroachment, etc.)
- How can the improvement in water quality caused by the cleaning be sustained?

A local official suggested that the pilot program also consider surface drains serving the same area. The workgroup was receptive to this possibility, but only if the drains served an area identical to that served by the sub-canal. If the drains served additional areas, it would introduce stakeholders who might be envious they are not receiving cleanup of their sub-canal, and the workgroup felt this could threaten their ability to complete the project in the 4-5 month time frame. The drainage network and the canal network do not serve the identical areas; therefore, it was decided to limit the pilot application to the two sub-canal.

The work group also discussed the problem of sustaining water quality in the sub-canal after the work is completed. However, the work group recognized that unless farmers have a cheap and easy alternative for waste disposal, they are likely to continue to use the sub-canal as repositories for garbage. Unfortunately, the solution to this problem lies outside the authority of the MWRI, involving other ministries, government entities, local authorities, villagers, and farmers. Therefore, it was not included as an objective of the pilot application.

31.2 2.2 Identifying the Decision Maker

The Undersecretary for Irrigation, Gharbeya Irrigation Directorate, is the decision maker for this level of project. Since the Undersecretary was not a member of the workgroup, the workgroup invited him to participate in workgroup meetings.

31.3 2.3 Goal of the Pilot Application

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

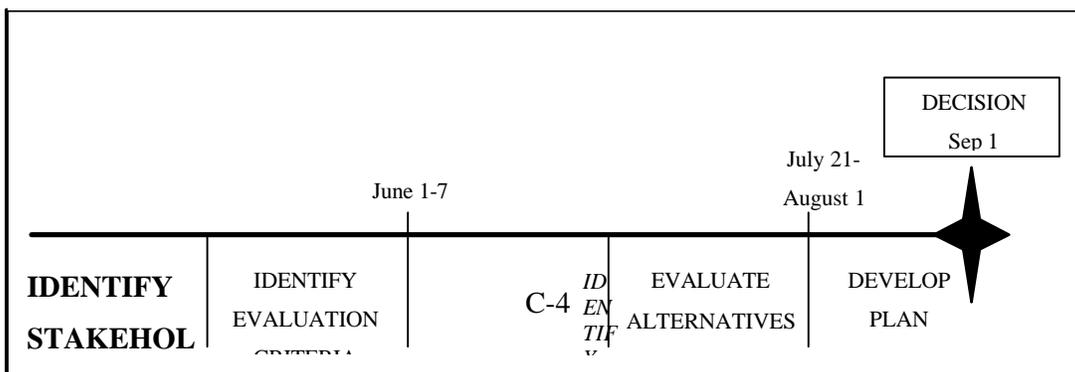
31.4 2.4 Decision Making Process

31.5 The steps to be taken to arrive at the decision consist of:

7. Identify stakeholder issues related to cleanup and maintenance of the sub canals.
8. Identify criteria for resolution of the identified issues.
9. Identify alternatives for the identified issues.
10. Evaluate alternatives for the identified issues.
11. Develop a final plan for cleanup and maintenance.
12. Make the final decision.

Figure 1 shows these steps on a timeline that was developed in the visioning workshop. Steps 1-5 reflect pilot project activities, scheduled to be completed by approximately September 1.

Figure 1. TIMELINE FOR COMPLETION of PILOT APPLICATION



31.6 2.5 Probable Stakeholders

Based on the probable issues described above, the workgroup listed persons and groups they thought could possibly become stakeholders (shown in Figure 2). Potential stakeholders were identified as being in several categories. “Co-Decision Makers” are people who have full veto power or funding authority. The workgroup did not identify any external stakeholders who fit this description, but identified two internal stakeholders who fit in this category. “Technical Reviewers” are individuals, primarily from other agencies, who will comment upon the methodology and adequacy of the study methodology, but are unlikely to comment on the substantive outcome. “Active Participants” are those stakeholder who will certainly have an interest in the issue, and must clearly be included in the process. “Commenters” are stakeholders who may have an interest in the issue and should be contacted or briefed about the process. They may choose to become active participants, may choose only to provide comments on the process, or may indicate no further interest. Some “commenters,” such as donors, are included because of the need avoid any unwarranted overlap with other projects sponsored by the development community.

After preparing the list of potential stakeholders according to category, the Work Group was assigned the additional task of reviewing that list to identify each entry as being an “internal stakeholder” or an “external stakeholder”. An internal stakeholder is a person or group within the MWRI, identified in Figure 2 by an “i” following their name. An

external stakeholder is any stakeholder not within MWRI, identified in Figure 2 by an “e” following their name.

Figure 2
PROBABLE STAKEHOLDERS FOR PILOT PROJECT

Where:

- (i) = internal stakeholder
- (e) = external stakeholder

CO-DECISION MAKER	<ul style="list-style-type: none"> ◆ General-Director of Irrigationⁱ ◆ District Engineerⁱ
TECHNICAL REVIEWERS	<ul style="list-style-type: none"> ◆ Ministry of Transportation – Road Engineers^e ◆ Ministry of Housing <ul style="list-style-type: none"> ○ Gharabia Governate – Authority of Sewage & Water Projects^e ◆ Economic Develop Authority for Operations and Maintenance^e ◆ Under-Secretary for Irrigationⁱ ◆ Irrigation Inspector^e
ACTIVE PARTICIPANTS	<ul style="list-style-type: none"> ◆ Environment Ministry – Member of local council^e ◆ EEAA^e ◆ Local Contractor^e ◆ Local Councils^e ◆ Mayor^e ◆ Irrigation Engineer^e ◆ Local Clerics^e ◆ Head-end farmer^e ◆ Tail-end farmer^e ◆ Irrigation Advisory Service^e ◆ Educated/uneducated farmers^e ◆ Male/female farmers^e ◆ Tenant farmer^e

	<ul style="list-style-type: none"> ◆ Behary^e ◆ Minister of Interior <ul style="list-style-type: none"> ○ Special police for water courses^e ○ Local police^e ◆ Water Communication Unitⁱ ◆ Complaints Administrationⁱ
<p>COMMENTERS - External</p>	<ul style="list-style-type: none"> ◆ Member of Shoura Council^e ◆ Social Fund (government agency)^e ◆ Environmental NGOs^e ◆ Sherook Local Community Development^e ◆ Minister of Health – local health^e inspector^e ◆ Director of Agriculture – Local District Official^e ◆ Department of Agriculture Extension Department^e ◆ Landowners in Cairo^e ◆ Local politicians – People’s Assembly^e ◆ Landless laborers^e ◆ Donors:^e <ul style="list-style-type: none"> ○ USAID ○ World Bank ○ JICK ○ German Government ○ Netherlands Government ◆ EPIQ Consultants^e
<p>COMMENTERS - Internal</p>	<ul style="list-style-type: none"> ◆ Mechanical & Electrical Departmentⁱ ◆ Maintenance Departmentⁱ ◆ Emergency Centersⁱ ◆ Under-Secretary for Drainageⁱ
<p>SUSTAINABILITY – People or organizations who may help communicate about</p>	<ul style="list-style-type: none"> ◆ Minister of Education <ul style="list-style-type: none"> ○ Local school teachers^e ○ Local school administrators^e ◆ Farmer’s wives^e ◆ Press/media^e

waste cleanup/or have an interest in sustainability, not the cleanup plan itself.	<ul style="list-style-type: none">◆ Agricultural cooperatives ^e◆ Youth Centers ^e◆ Ministry of Industry ^e
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32 3. PUBLIC PARTICIPATION PLAN for the PILOT APPLICATION

It was clear that there would be a need for a field team consisting of local people, who new the area and the local people, to conduct a field survey to identify stakeholders and issues of concern regarding cleaning and maintenance of the canals. It was also clear that the field team would require training and a work plan to identifying what they were to do.

32.1 3.1 Selection and Training of Field Team

The field team was selected on the basis of their knowledge of the two canal areas. Female members were selected to conduct interviews of women stakeholders. A training workshop was held in El Fayed during 4-6 May to familiarize the field team with the pilot application and prepare the field team to extract and document appropriate information from stakeholders in the pilot area.¹¹ It was expected that, after the training, the participants would be able to:

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

¹¹ A list of persons attending the training workshop is presented in Addendum II.

32.2 3.2 Development of a Work Plan

Two work plans were developed. The first was an overall work plan for the entire Pilot Application. The second work plan was developed for conducting the field survey for the two pilot canal areas.

32.2.1 3.2.1 General Work Plan for the Pilot Application

The workgroup identified several categories of tasks for consideration in developing the work plan. They were:

Government agencies:

- Prepare an official letter, endorsed by the decision-maker, to be sent to government agencies.
- Develop a list of government officials who need to be contacted informally
- Assign responsibility for informal contacts

Staffing the field team:

- Selection of team
- Team briefing
- Team training

Communication products likely to be needed

- Special flyer for women
- Photos of problem areas
- Photos of what cleanup activities look like
- Media announcement (towards end)
- “Backgrounder”
- One-page fact sheet

- Video – Introduction to problem
- Video – document public participation process
- Flyers – meeting announcements
- Sustainability – public awareness documents

Workshops

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

Informal Contacts/Focus Groups

- Identify individuals & groups who should be contacted
- Assign responsibility
- Write instructions for focus groups

The general work plan for the entire pilot application is summarized in Figure 2 in the form of a task and timeline chart. The program began with a series of informal contacts with key individuals or groups. This included other governmental entities and key stakeholders, particularly those who could provide credibility and access to the stakeholders they represent. The purpose of these contacts was to inform these people of the pilot application and their opportunities to participate, and begin to identify their level of interest and the issues likely to be of greatest concern. In addition, focus-group meetings were planned with small groups of stakeholders to discuss the issues that they were concerned about and their level of interest in participating in the decision-making process.

Figure 2: Task and Timeline Chart for PPDM Pilot Application

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

Assignment of responsibilities:

- A.1. Eng. Fawzy El Sobary, Eng. Essam Barakat, and Eng. Abdel Baset El Sayed, District Engineer, El Santa Irrigation District, will prepare a list and submit it to PPWG for approval (refer to Figure 2 of the draft PP plan attached to the 3 April PPWG meeting notice for guidance).
- A.2. Eng. Fawzy El Sobary, Eng. Abdel Baset, and Eng. Essam Barakat will prepare a list of temporary field staff and submit it to PPWG for approval.

A.3. Eng. Sarwat, Dr. Hesham Kandil, Eng. Moamen El-Sharkawy, Eng. Amira El Diasty, Eng. Essam Barakat, Dr. Elsayed Mahdy, and Adrian Hutchens, with support from Eng. Fawzy El Sobary and Eng. Abdel Baset.

A.4. Dr. Hesham Kandil, Eng. Essam Barakat, Eng. Moamen El-Sharkawy, Eng. Amira El Diasty, Dr. Elsayed Mahdy and the temporary field staff will participate in interviews. Report results on a weekly basis to Eng. Sarwat Fahmy.

B. Same as A.4. Report results on a weekly basis to Eng. Sarwat Fahmy.

C. PPWG, MWRI field staff and active stakeholders.

D. MWRI field staff and PPWG. E. Same as D. F. Same as D. G. Organized by PPWG. H. Decision by MWRI. I. PPWG and MWRI field staff.

A work plan was developed for conducting the field survey for each canal that identified tasks for both the PPWG and the field team, and resource requirements were identified. A separate team was organized for each of the two canal areas. Those teams were further divided into two groups to cover stakeholders on both sides of each canal. The work plan for Gannabeya Canal is summarized in Table 1. The work plan for the Ragabeya Canal area is summarized in Table 2.

These work plans covered field activities up to the Stakeholders' Workshop scheduled for early in June. Questionnaires to be used to collect field data are presented in Addendum III.

Table 1. Work Plan for Field Survey of Gannabeya Canal Area

Activity	Date	Responsibility	How
1- Understanding the subject:	5 May	Field team	Workshop material
2- Official pilot area data	9 May	District Engineer	District records
3- <u>Field Data:</u>		Right bank:	
<ul style="list-style-type: none"> Farmers data & Identify. 	12 May	Abdel Wahab Rashi Rabab Shibl	Field interviews
		Left bank:	
		Abdel Wahid Yehya Safaa Shawky	Communications with omda, co-ops, etc.
<ul style="list-style-type: none"> Identification of key farmers 	15 May	Field team & District Eng.	
<ul style="list-style-type: none"> Identification of gov. and non gov. leaders. 	15 May	Undersecretary, Gen. Director, Inspector, District Eng., IAS	Official letters & office visits.
4. <u>Individual Meetings:</u>			
<ul style="list-style-type: none"> Farmers 	21 May	Field team and IAS	Visits – questionnaire

<ul style="list-style-type: none"> Gov. and non gov. leaders. 	21 May	Undersecretary, Gen. Director, Inspector, District Eng., IAS	Official letters & office visits.
<p>5. <u>Small Group Meetings:</u></p> <ul style="list-style-type: none"> Key farmers at the first reach(2). Key farmers at the second and third reach(3). Women. 	22-28 May	Field team, IAS, District Eng. and Inspector. Rabab Shibl and Safaa Shawky	Arrangements for location & invitations
6. Stakeholders Workshop	17 June	PPWG, field team, stakeholders	Arafa Hotel in Tanta

Table 2. Work Plan for Field Survey of Ragabeya Canal Area

Activity	Date	Responsibility	How
1- Understanding the subject:	5 May	Field team	Available T. material
2- Official data	9 May	District Engineer	Records
<u>3-Field Data:</u> <ul style="list-style-type: none"> • Farmers data & Identify. • key farmers identification • Identification of gov. and non gov. leaders. 	12May 15 May 15 May	Right bank: Monirah Badr Left bank: Yousef Elsayed Zainab abdel Moneim Field team & District Eng. Undersecretary, Gen. Director, Inspector, District Eng., IAS	Field work Communications with omda, co-ops, etc Official letters & office visits.
<u>4.Individual Meetings:</u> <ul style="list-style-type: none"> • Farmers • Gov. and non gov. leaders. 	21 May 21 May	Field team and IAS Undersecretary, G.director, Inspector, District Eng., IAS	Visits – questionnaire Official letters & office visits.
<u>5.Small Group Meetings:</u> <ul style="list-style-type: none"> • Key farmers at the first reach(2). • Key farmers at the second and third reach(3). • Gov. and non gov. leaders. • Women. 	22-28 May	Field team, IAS, District Eng. and Inspector. Monirah Badr & Zainab Abdel Moneim	Arrangements for loca-tion and invitations
6. Stakeholders Workshop	1-7 June	PPWG, field team, stakeholders	Date is tentative

The resources required to conduct the field survey for each canal were:

- Questionnaire(150 copy).
- Fact sheets (150 sheet).
- Stationery (for 25 person).
- Transportation for the local team within the pilot area and offices.
- Finance for small group meetings.

32.3 3.3 Stakeholders Workshop

The Stakeholders' Workshop was held on 17 June at the Arafa Hotel in Tanta. The purpose of the workshop was to bring together all the participating stakeholders to finalize the list of issues to be addressed and identify the evaluation criteria that will be used to evaluate alternatives. The meeting began with a brief description of the project and problem. Then there was a summary of the issues identified during the individual contacts and focus group meetings, with opportunities for the participants to comment on these issues, adding issues or changing the description of the issues.

The participants were then divided into three working groups to identify and agree upon the criteria that would be used to evaluate alternatives for each issue. The working group reports were presented and discussed at a plenary session of the workshop. The following eleven issues were identified by the stakeholders:

1. Timing for cleaning.
2. Where to install dredging equipment.
3. Method of cleaning.
4. How to dispose of dredging material.
5. Locating areas in need of pitching.
6. Where and how to dispose the garbage(Agri. and Domestic) removed from the canals.
7. Timing for maintenance work on structures.

8. Adjustment of mesqa out-takes due to changes in canal water level.
9. Policing of violations such as illegal out-takes and right-of-way violations.
10. Approach for cleaning and maintenance management.
11. Cleaning the private Mesqas.

Criteria for evaluating each issue that were identified by the stakeholders are:

1- Timing of cleaning:

The stakeholders identified seven criteria.

1. Before summer season (cotton and rice plantation).
2. During the lowest requirements period.
3. Apply dredging two times a year, then no need for weeds removal.
4. During off- days of water rotation.
5. During winter closure.
6. Apply dredging one time a year and removal of weeds four times.
7. Remove weeds over the year whenever it is needed.

2- Where to install dredging equipment:

The stakeholders identified five criteria.

1. The width of both canal banks.
2. On which bank the housing area is located.
3. Type of the road, existence of paved road on one side enforce the use of the other bank of the canal.
4. Existence of any kind of obstacles at any of the canal banks enforce the use of the other bank of the canal.
5. Work on both sides because the length of the dredging equipment is short and work on one side may destruct the canal section.

3- Method of cleaning:

The stakeholders identified eight criteria.

1. Availability of labor force.
2. Time (urgent need for execution).
3. For the reach of the canal in front of the housing area, mechanical cleaning is the visible method ,i.e, no need for manual cleaning.

4. The status of the actual section of the canal as compared to the designed one.
5. To extent we are interested in protection of worker's public health.
6. Existence of physical obstacles in the canal watercourse which are out of manual method capabilities.
7. Mechanical in general associated with manual method for specific sites such as the reach in front to the housing area and tree sites.
8. Manual removal of weeds during July and August.

4- How to dispose of dredging material:

The stakeholders identified five criteria:

1. Dredging material should be removed within two weeks to a public site. This statement should be included in the contract as a compulsory item for the contractor
2. Studying the possibility of making use of the dredging material in filling ponds and for other uses like rehabilitation of the canal banks and basement of public buildings
3. On canal banks taking into considerations the suitability of roads
4. The possibility of selling the dredging materials
5. Separation of dredging material from domestic residuals and wastes.

5- Locating areas in need of pitching:

The stakeholders groups identified two criteria:

1. Curves, destructed sites, and Mesqas out-takes within the housing area.
2. Head and end of the canal.

6- Where and how to dispose of the garbage(Agri. And Domestic) removed from the canals:

The stakeholders groups identified five criteria:

1. Removing it just after being dried to an identified site by localities and city counsel.
2. More attention to awareness symposiums and meetings which could be held in youth centers, mosques, and other public places.
3. Co-ordination in order to avoid dumping it into watercourses.

4. Making garbage boxes available simultaneously with a site for collecting it.
The role of localities and youth.
5. The role of practicing self- finance approach.

7- Timing for maintenance work on structures:

The stakeholders groups identified four criteria:

1. During winter closure (no water).
2. During off-days of the water rotation for light maintenance, except during June and July.
3. In between agricultural seasons, especially before summer plantations.
4. Urgent maintenance works could be done any time as required.

8- Adjustment of mesqa out-takes due to changes in canal water level:

The stakeholders groups identified four criteria:

1. Adjustments should be implemented according to area served.
2. Determination of dredging depth according to technical criteria.
3. Out-take of Abou-mazbala Mesqa needs adjustment in order to satisfactory serve its command area – Elgannabeyya canal.
4. Two Out-take on Elragabeyya canal need adjustment in order to satisfactory serve its command area- Elshiakha, Elsofy, Elbogazy and Dayer Elnahia basins or Hoods.

9- Policing of violations such as illegal out-takes and right-of-way violations:

The stakeholders groups identified four criteria:

1. Get red of violations and investigate reasons behind it and how to overcome it.
2. Effective fine.
3. Awareness through youth centers and mosques.
4. Make use of two temporary jobs per reach of the canal for the purpose of observing violations and following up the implementation of getting red of it.

10- Approach for cleaning and maintenance management:

The stakeholders groups identified two criteria:

1. Availability of technicians to observe and follow up all dredging steps.
2. The possibility of establishing a joint committee from users and officials to supervise works on the canal and observe water levels with participation in creating solutions and assessing needs.

11- Cleaning the private Mesqas:

The stakeholders groups identified two criteria:

1. Co-ordination between MWRI (district engineer) and MALR (co-operatives).
2. In case of conflicts among users, MWRI should supervise and farmers pay for this service.

32.4 3.4 Field Assessments and Development of Alternative Solutions

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

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

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

32.5 3.5 Informative Seminar

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

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

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

The Informative Seminar was the concluding field activity of the Pilot Application. (*See ADDENDUM 4: Issues and Decisions Matrices for Each Pilot Canal*).

33.1.1.1 ADDENDUM 1: Public Participation Work Group Members

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

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

33.1.1.2 ADDENDUM 2: Training Workshop Participants

33.1.1.3 Persons Invited to Participate in the PPDM Training Workshop

Helnan Morgan Hotel, Fayed

4 - 6 May 2001

PUBLIC PARTICIPATION WORK GROUP

Dr. Hesham Kandil	Minister's Office, Director, Information and Technology
Eng. Sarwat Fahmy	WPAU Co-Task Manager
Eng. Essam Barakat	Undersecretary IAS
Eng. Moamen El-Sharkawy	WPAU
Eng. Amira El Diasty	WPAU
Adrian Hutchens	EPIQ Co-Task Manager
Dr. Elsayed Mahdy	EPIQ Water Resources Economist

33.1.1.3.1.1

M

**WRI CENTRAL ADMINISTRATION,
GHARBIYA GOVERNORATE**

<i>Eng. Fawzy El Sobary</i>	<i>Undersecretary,</i>	<i>Gharbia</i>
	<i>Irrigation Directorate</i>	
<i>Eng. Abdel Meguid Adlany</i>	<i>Undersecretary,</i>	<i>Gharbia</i>
<i>Drainage Directorate</i>		
<i>Eng. Mohamed Shible</i>	<i>General</i>	<i>Director,</i>
<i>Irrigation, Gharbia</i>		
<i>Eng. Mohamed Shaker</i>	<i>General</i>	<i>Director,</i>
<i>Drainage, Gharbia</i>		
<i>Eng. Badawi Saleh Mousa</i>	<i>Irrigation Inspector,</i>	<i>Tanta</i>
<i>Eng. Azza Abdel Rahman El Mohandis</i>	<i>El</i>	<i>Mehalla</i>
<i>Irrigation Inspector</i>		
<i>Eng. Abdel Baset Kasem*</i>	<i>El Santa District Engineer</i>	
<i>Eng. Aazza Abdel Maguid*</i>	<i>South Zifta</i>	<i>Irrigation</i>
<i>District</i>		
<i>Eng. Nabil El Gandour</i>	<i>Director,</i>	<i>Technical</i>
<i>Office for Undersecretary</i>		

33.1.1.3.1.2

A

DDITIONAL LOCAL PARTICIPANTS

- | | |
|-----------------------------------|-------------------------------|
| 1. Eng. Mohammed Ezzat El Shafei* | Director of IAS, Middle Delta |
| 2. Eng. Salem Shoman* | Central Adm. For IAS |
| 3. Eng. Osama El Sawwaq* | IAS Middle Delta |
| 4. Tech. Mostafa Elsayed Mamdooh* | IAS Middle Delta |

33.2 Technicians: El-Ragabeya Canal

- | | |
|-----------------------------|-----------------------------|
| 1. Abdel Wahab R. Seroor* | Mashalah village |
| 2. Badr Abdel Rahman Mosa* | El ragabeya village |
| 3. Zainab A.Abou Zeid* | Mashalah village village |
| 4. Monirah H. Abdel Gaffar* | El Monshaa El Kopra village |

34 Technicians: El Gannabeya Canal

- | | |
|-----------------------------|-------------------------------|
| 1. Yousef Mohamed El Sayed* | El Monshaa El Kopra village |
| 2. Bakr Saad Abdel Rahim* | El Monshaa El Gadidah village |
| 3. Ali Kamil Akrab* | Ezbet El Menshawi village |
| 4. Abdel Wahid M. Yehya* | El Ragabeya village |
| 5. Safaa Shawki El Okl* | El Monshaa El Gadidah village |
| 6. Rabab Shebl Anwar* | Ezbet El Menshawi village |

* Members of temporary local field team.

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34.1.1.10
34.1.1.11
34.1.1.12
34.1.1.13
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34.1.1.18
34.1.1.19
34.1.1.20
34.1.1.21

ADDENDUM 3: Field Questionnaires

EPIQ/WPRP and WPAU

PPDM Benchmark

35 Guideline Questions for Meeting with Farmers

Canal name..... **District name**.....
Enumerator name..... **Date of interview**.....

*****Note:** Enumerator should introduce him(her) self and explain the purpose of the meeting and the policy of public participation in decision making related to “ cleaning and maintenance of El-Ragabeyya and El-Gannabeyya canals. Then ask the following questions.

Farmer name..... **Village name**.....
District name.....
Area on the canal.....*feddan*, **Location on the canal:** H(), M(), T()

Q1- Do you agree the idea of public participation as I explained to you?

Yes () No ()

Q2. Do you agree to represent your neighborhoods in a meeting about public participation?

Yes () No ()

Q3. Are there any problems related to cleaning the canal serving your land?

Yes () No ()

If yes, ask the next questions

Q4- What are these problems?

1-Timing of cleaning ().

2-Path of the dredger ().

3-Dredging materials ().

4-Method of cleaning ().

5-Others to be mentioned :.....

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.....

Q5- How do you see the solution for each problem from your point of view?

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.....

Q6- Does the reach of the canal in front to your farm need any of the following works?:

1- Pitching(), for a distance of about.....

2- Adjusting openings (), number of openings is

3- Others to be mentioned:

.....
.....
.....
.....

Q7- Are there any domestic and / or agricultural wastes dumped into the canal?

Yes ()

No ()

If yes, ask the next question.

Q8- From your point of view, what is the solution to this pollution problem?

.....
.....
.....
.....

.....
.....

Q9- From your point of view, what is the role of women toward keeping the canal clean ?

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.....
.....
.....
.....

Q10- From your point of view, could you please tell me names of the most affecting and leading persons on your reach (canal):

- 1-
- 2-
- 3-
- 4-

35.1 **When you finish your questions, record your impression about the meeting**

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.....

MINISTRY OF WATER RESOURCES AND IRRIGATION

EPIQ/WPRP and WPAU

PPDM Benchmark

36 Guideline Questions for Meeting with Officials

Canal name..... **District name**.....

Enumerator name..... **Date of interview**.....

*****Note**: Enumerator should introduce him(her) self and explain the purpose of the meeting and the policy of public participation in decision making related to “ cleaning and maintenance of El-Ragabeyya and El-Gannabeyya canals. Then ask the following questions.

Name..... **Occupation**

Place of Work

Q1- Do you agree the idea of public participation as explained to you?

Yes ()

No ()

Q2. Do you agree to participate in a meeting about public participation in Decision Making?

Yes ()

No ()

Q3. Are there any problems related to cleaning in the targeted two canals in your area?

Yes ()

No ()

If yes, ask the next questions

Q4- What are these problems?

1-Timing of cleaning ().

2-Path of the dredger ().

3-Dredging materials ().

4-Method of cleaning ().

5-Others to be mentioned :.....

.....
.....
.....
.....

Q5- What is needed to come over the above problems for the two canals from your point of view?

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.....

Q6- Do these two canals need any of the following works regarding maintenance?:

1- Pitching(), **for a distance of about**.....

2- Adjusting openings (), **number of openings is**

3- Others to be mentioned:

.....
.....
.....
.....

Q7- Are there any domestic and / or agricultural wastes dumped into the canals?

Yes ()

No ()

If yes, ask the next question.

Q8- From your point of view, what is the solution to this pollution problem?

.....
.....
.....
.....
.....
.....

Q9- From your point of view, what is the role of all concerned agencies and stakeholders toward keeping the canal clean?

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Q10- What is your impression about public participation in decision making policy in general?

- 36.1.1.1
- 36.1.1.2
- 36.1.1.3
- 36.1.1.4
- 36.1.1.5
- 36.1.1.6
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- 36.1.1.10
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- 36.1.1.14
- 36.1.1.15
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- 36.1.1.18
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- 36.1.1.21

ADDENDUM 4: Issues and Decisions Matrices for Each Pilot Canal

**Annual Plan for Cleaning and Maintenance Activities for El-Ragabiya Canal
After Applying Public Participation in Decision Making Program**

ISSUES	PROPOSED ALTERNATIVES	DECISION	COMPLETION DATE
1. Timing of cleaning	<ul style="list-style-type: none"> - From February till March every year (before summer season - low requirement period). - From March till April every year (during corn cultivation period). 	<p>Cleaning will start on April and May every year. For the current year, cleaning will start on September during the off-days period.</p>	<p>The work will be completed this year before 15/10/2001</p>
2. Dredging equipment path way	<ul style="list-style-type: none"> - From the head till Km .840 (beginning of covered area to 1.200) on both sides then, from 1.200 till the end on the left side due to existence of the residential areas on the right side. - On the left side for all canal length. 	<p>The Dredger will pass alternately on both sides of the canal on an annual bases, except in residential areas, it will work on the opposite side of houses.</p>	

3. Method of cleaning	<ul style="list-style-type: none">- If the cleaning process will be once a year, the mechanical cleaning is the preferred method.- If the cleaning process will be twice a year, one of them must be mechanical and the other can be manual removal of weeds.- Mechanical control is needed twice every year, one for garbage and one for weeds.	Mechanical cleaning will be done once a year.	
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4. Disposal of dredged material	<ul style="list-style-type: none"> - Dredged material will be removed by the contractor within two weeks after cleaning. This statement will be included in the contract as a compulsory item for the contractor. - The farmers will remove dredging material and make use of it. 	<p>As a compulsory item in the contract, the assigned contractor for the cleaning activity will remove all dredged material to be used in one of the following:</p> <ul style="list-style-type: none"> a) Embankment of the canal itself, b) Embankment of the feeding canal (right side bank of Bahr Shebeen) c) Filling of swamps, selling to others or re processed, and all of these options will be coordinated with the local authority. 	<p>The work will be completed this year before 30/10/2001 (2 weeks after the cleaning process)</p>
5. Location of needed pitching	<ul style="list-style-type: none"> - Head reaches of the canal, and all mesqa out-takes. - Determined by the District Engineer based on priority and technical criteria. 	<p>Pitching will be done at km. 1.250 with a length of 125 meters and with an estimated cost of L.E. 55,000. Other areas that need pitching will be completed in the following fiscal years based on its priority and budget availability.</p>	<p>The work will be completed before 30/6/2002</p>

6. Where and how to dispose of the garbage	<ul style="list-style-type: none"> - Providing garbage boxes available simultaneously with a site for collecting it. - Remove garbage with the dredging material. 	<ul style="list-style-type: none"> - Assigning of 2 workers from the Irrigation District Office to remove and transport weeds and garbage in front of the covered section's screen. - Two garbage boxes were provided by the city council that is responsible also for transporting of garbage to remote areas. 	Done
7. Timing for maintenance work on structures	<ul style="list-style-type: none"> - Based on maintenance plans proposed by the District Engineer - The maintenance will be based on preventive maintenance procedures on an annual basis (initiated by stakeholders). 	<ul style="list-style-type: none"> a) Maintenance of canal structures will be based on an annual program. b) All bridges will be maintained. 	The work in item (b) will be completed before the end of March, 2002

<p>8. Adjustment of mesqa out-takes due to changes in canal water levels</p>	<p>- All illegal mesqa intakes will be demolished and restructured to serve an area of about 7-10 feddans.</p>	<ol style="list-style-type: none"> 1. Survey all areas the are fed by mesqas (from agricultural cooperatives), 2. Perform needed hydraulic studies to get mesqa intakes conveyance efficiency, 3. Re-design all intakes in order to decrease the number of canal out-takes, 4. Cover the area from km. 0.540 to km. 0.840 with a length of 300 meters, 5. Re-design the two mesqas that lie in the planned covered section (Awad & El-Tahtani). 	<p>The work in all items will be completed before 31/12/2002</p>
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9. Policing of violations	<ul style="list-style-type: none"> - Rapid implementation and law enforcement to handle these violations. - The violators will have a period of two weeks to comply with the law. After this period, if the violation continued, the MWRI will stop these violations and return the area to its original condition on the violator expenses. 	<ol style="list-style-type: none"> 1. Send warning notifications to violators due to the current law, 2. Take the appropriate legal action against violators, 3. Conduct an awareness campaign with the objective of keeping the canal clean. (this will be done by the field team with cooperation with the WCU in the MWRI) 	The work in item (3) will be completed before February, 2002
10. Management of cleaning and maintenance.	<ul style="list-style-type: none"> - Two volunteering farmers will accompany the District Engineer for monitoring the cleaning process. - The monitoring of the cleaning process is the responsibility of the Ministry represented by the District Engineer. 	The management and monitoring of all cleaning or maintenance activities will be done by the district engineer and his official team. The assigned team will be responsive to any complaint that might be issued by farmers.	

<p>11. Cleaning of private mesqas</p>	<p>by the law the mesqa cleaning and maintenance is the responsibility of users. However, the MWRI have the authority to clean and maintain private mesqas on the users expenses if the needed cleaning and maintenance were not implemented at the appropriate level.</p>	<p>The Egyptian law no. 12 of 1984 for irrigation and drainage stated that cleaning of mesqas is the responsibility of farmers. MWRI intervention will be only possible in the presence of water delivery problems in mesqas, then the MWRI cleans the mesqa on its owners expenses.</p>	
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**Annual Plan for Cleaning and Maintenance Activities for El-Ganabiya Canal
After Applying Public Participation in Decision Making Program**

ISSUES	PROPOSED ALTERNATIVES	DECISION	COMPLETION DATE
1. Timing of cleaning	<ul style="list-style-type: none"> - From February till March every year (before summer season - low requirement period). - In April every year (before the high season of weeds growth so that the canal will be clean most of the year) 	Cleaning will start on April and May every year. For the current year, cleaning will start on September during the off-days period.	The work will be completed this year before 15/10/2001
2. Dredging equipment path way	<ul style="list-style-type: none"> - On the left side for all canal length, except in residential areas it will work on the right side. - On both sides of the canal.. 	The Dredger will pass alternately on both sides of the canal on annual bases, except in residential areas, it will work on the opposite side of houses.	

3. Method of cleaning	- Mechanical cleaning is needed and it is the best method.	Mechanical cleaning will be done once a year.	
4. Disposal of dredged material	<p>- Dredged material will be removed by the contractor within two weeks after cleaning. This statement will be included in the contract as a compulsory item for the contractor.</p> <p>- The farmers will remove dredging material and make use of it except in front of residential areas.</p>	<p>As a compulsory item in the contract, the assigned contractor for the cleaning activity will remove all dredged material to be used in one of the following:</p> <ul style="list-style-type: none"> d) Embankment of the canal itself, e) Embankment of the feeding canal (right side bank of Bahr Shebeen) f) Filling of swamps, selling to others or re processed, and all of these options will be coordinated with the local authority. 	<p>The work will be completed this year before 30/10/2001 (2 weeks after the cleaning process)</p>

5. Location of needed pitching	<ul style="list-style-type: none"> - Head reaches of the canal, from the intake and till km. 0.450. - All mesqa intakes especially at km. 0.450 and km.1.900 - In front of residential areas with a length of 130 meters. - In front of schools and health unit area with a length of 100 meter (km. 0.900). 	<p>Pitching will be done at km. 0.900 with a length of 100 meters and with an estimated cost of L.E. 40,000. Other areas that need pitching will be completed in the following fiscal years based on its priority and budget availability.</p> <p>If the MWRI will provide or get budgets to cover the canal reach at km. 0.900 this year, then the pitching work will be issued for km. 1.300. if no budgets are available this year the pitching will remain issued for km. 0.900 and nothing will be done at km. 1.300.</p>	<p>The work will be completed before 30/6/2002</p>
6. Where and how to dispose of the garbage	<ul style="list-style-type: none"> - Providing garbage boxes available simultaneously with a site for collecting it. - Remove garbage with the dredging material. 	<ul style="list-style-type: none"> - Two garbage boxes were provided by the city council that is responsible also for transporting of garbage to remote areas. 	<p>Done</p>

7. Timing for maintenance work on structures	<ul style="list-style-type: none"> - Based on maintenance plans proposed by the District Engineer - The maintenance will be based on preventive maintenance procedures on an annual basis (initiated by stakeholders). - The aqueduct at km. 0.500 that crosses Tag El-Agam drain needs replacement. 	<ul style="list-style-type: none"> c) Maintenance of canal structures will be based on an annual program, which is being prepared. d) The aqueduct that crosses Tag El-Agam drain will be fixed immediately. 	The work in item (b) will be completed immediately
8. Adjustment of mesqa out-takes due to changes in canal water levels	<ul style="list-style-type: none"> - All illegal mesqa intakes will be demolished and restructured to serve an area of about 7-10 feddans. - Mesqas at km. 1.00, 1.800, 1.900 and 4.00 need replacement. 	<ul style="list-style-type: none"> 6. Survey all areas the are fed by mesqas (from agricultural cooperatives), 7. Perform needed hydraulic studies to get mesqa intakes conveyance efficiency, 8. Re-design all intakes in order to decrease the number of canal out-takes, 	The work in all items will be completed before 31/12/2002

<p>9. Policing of violations</p>	<ul style="list-style-type: none"> - Rapid implementation and law enforcement to handle these violations. - The violators will have a period of two weeks to comply with the law. After this period, if the violation continued, the MWRI will stop these violations and return the area to its original condition on the violator expenses. 	<ol style="list-style-type: none"> 4. Send warning notifications to violators due to the current law, 5. Take the appropriate legal action against violators, 6. Conduct an awareness campaign with the objective of keeping the canal clean. (this will be done by the field team with cooperation with the WCU in the MWRI) 	<p>The work in item (3) will be completed before February, 2002</p>
<p>10. Management of cleaning and maintenance.</p>	<p>- The monitoring of the cleaning process is the responsibility of the Ministry represented by the District Engineer.</p>	<p>The management and monitoring of all cleaning or maintenance activities will be done by the district engineer and his official team. The assigned team will be responsive to any complain might be issued by farmers.</p>	

11. Cleaning of private mesqas	by the law the mesqa cleaning and maintenance is the responsibility of users. However, the MWRI have the authority to clean and maintain private mesqas on the users expenses if the needed cleaning and maintenance were not implemented at the appropriate level.	The Egyptian law no. 12 of 1984 for irrigation and drainage stated that cleaning of mesqas is the responsibility of farmers. MWRI intervention will be only possible in the presence of water delivery problems in mesqas, then the MWRI cleans the mesqa on its owners expenses.	
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**APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807**



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36.1.1.21.1.1.4

36.1.1.21.1.1.5

PUBLIC PARTICIPATION IN DECISION-MAKING

Report No. 50

Appendix D

December 2001

Water Policy Program

International Resources Group

Winrock International

Nile Consultants

Ministry of Water Resources and Irrigation
US Agency for International Development
Agricultural Policy Reform Program
Environmental Policy and Institutional Strengthening Indefinite Quantity Contract

APRP—Water Policy Activity
Contract PCE-1-00-96-00002-00
Task Order 807

36.1.1.21.1.1.6

36.1.1.21.1.1.7

36.1.1.21.1.1.8

**36.1.1.21.1.1.9 PUBLIC PARTICIPATION IN
DECISION-MAKING**

36.1.1.21.1.1.9.1 Draft FINAL REPORT

Report No. 50
APPENDIX D
Mechanisms and Procedures

January 2002

Water Policy Program

International Resources Group

Winrock International

Nile Consultant

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36.1.1.30 Appendix D: Mechanisms and Procedures

36.1.1.30.1.1.1.1.1.1.1 MECHANISMS and
PROCEDURES

for

**IMPLEMENTING MWRI POLICY ON PUBLIC
PARTICIPATION in DECISION-MAKING**

PREFACE

These mechanisms and procedures for implementing the Ministry's Policy on Public Participation in Decision-Making (hereafter referred to as Procedures) are founded primarily on material presented at the Public Participation Workshop conducted by the consultant, Dr. James L. Creighton, for the Ministry Public Participation Work Group and the experiences of the Work Group in conducting a pilot application of these Procedures.

In addition, material has been taken from a document entitled "How to Design a Public Participation Program" which Dr. Creighton developed for the US Department of Energy. The material has been modified where needed to conform to the Egyptian setting.

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37 INTRODUCTION

37.1 Purpose of This Report

The purpose of this report on public participation mechanisms and procedures (hereafter, referred to as Procedures) is to assist MWRI field office personnel who plan public participation programs to design programs that will fit their unique circumstances and fulfill Ministry policy. Further assistance in interpretation and/or application of the Procedures can be obtained directly form the Public Participation Unit in the Central Office of the Ministry of Water Resources and Irrigation (Ministry) in Cairo.

37.2 What Is Public Participation?

Public participation is the process by which the Ministry consults with interested and/or affected individuals, organizations, and other government entities before making a decision regarding planning, development, or management of Egypt's water resources.

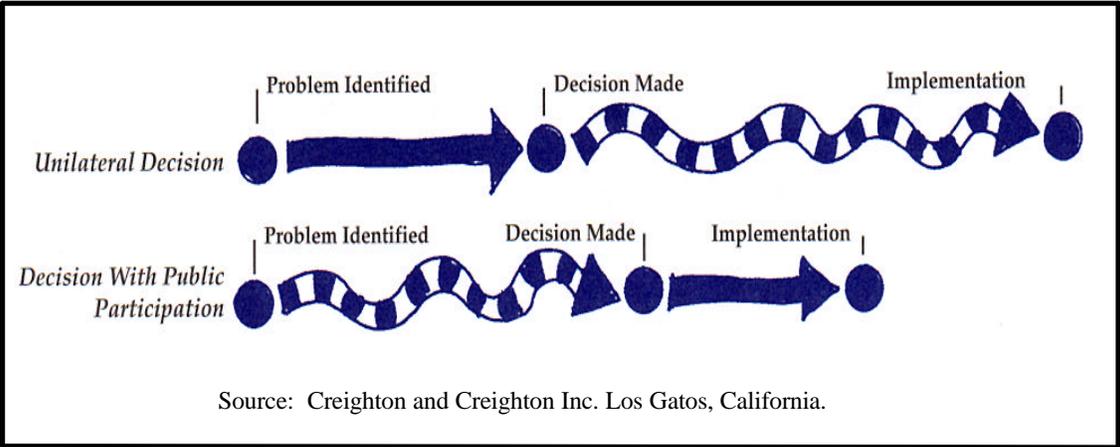
Public participation strengthens the fulfillment of public policies and contributes to the transparency of public and private action by providing opportunities for cooperation and coordination between government and civil society which builds trust among the participants

and leads to the creation of long-term collaborative relationships. This is particularly true in dealing with issues related to the environment and sustainable development of basic resources such as water, which affect people from all segments of society. An effective public participation program can bring all impacted publics together to work toward common goals for the mutual benefit of all.

Productive relationships between civil society and government require that both be accountable and transparent in their dealings with matters of mutual interest. It is important that there is no exclusion of impacted segments of society from the decision-making process. Such exclusion can result in counter-productive actions resulting in delays in decision-making and even final results that are not responsive to the needs of society. Reaching consensus or, at least, increasing understanding among all stakeholders at various stages of the decision process reduces the potential for serious conflict and increases the likelihood of improved and lasting resolution of water resource development and management issues.

Public participation does usually take more time. However, within the whole time frame of decision to implementation, the time lost in making the decision is often more than made up in the implementation phase. That situation is illustrated in the simple diagram of Figure 1.

Figure 1: Usual Effects of Public Participation on Implementation



37.3 When Is Public Participation Needed?

There is no absolute rule on when public participation is needed. However, if it is prematurely decided that public participation is not needed, the Ministry is running the risk of conflict and delays in implementation of actions, and the possibility of providing less efficient and effective use of water resources than could have been provided with public participation. Generally speaking, an assessment of the need for public participation should be conducted for any water planning, development, or management decision where there is the potential for conflict.

Some guidelines for determining when public participation is needed include when:

- The Ministry needs positive public support for a proposed action or decision, for example, a program that involves voluntary conservation of water or one that involves keeping garbage out of canals and drains.
- The public could perceive a significant health or safety risk associated with implementing the decision.
- The results of the decision will significantly affect the economic, social, or political interests of some people or groups of people.
- The decision affects issues that are already controversial, such as the cost of delivering water.

37.4 When is Public Participation Not Needed?

There are decisions that do not require public participation. Public participation requires time and effort by all participating parties. Therefore, it should be utilized only in situations that result in significant impacts. Routine operational decisions that are normal, understood, and expected by all impacted parties usually will not require public participation. There are two other situations where public participation is not needed:

- First, public participation is not needed when there is no public interest in the potential impacts of the decision. However, the decision to not engage in public participation should only be made after there has been an assessment of public interest.
- Second, when the Ministry has already made up its mind on the decision. In this situation, engaging in public participation would be a sham and would only

undermine the credibility of the Ministry and reduce its ability to deal effectively with the public in the future. In such a case, a public information program would be sufficient to inform the public of the decision and the reasons for it.

37.5 Ministry of Water Resources and Irrigation Policy

With approval of the Policy and issuance of the Procedures, the ground work will have been laid for establishing public participation as a fundamental component in program operations, planning activities, and decision-making within the Ministry.

The Ministry public participation program is committed to fulfilling the Ministry's policy to conduct its programs in an open, responsive, and accountable manner. The public will have the opportunity to participate in the decision-making process for program planning, design and implementation. It is Ministry policy to support an aggressive, substantive, Ministry-wide public participation program in which the public is provided with accurate, complete, and timely information and early, meaningful opportunities to participate.

37.6 Responsibility for Developing Public Participation Plans¹²

Ministry program managers are responsible for the development and implementation of public participation plans for the technical programs/projects that they manage. They have the lead responsibility for clearly defining the decision-making process for those programs/projects as the initial input to the public participation planning process. However, an experienced public participation staff is available to assist program managers and technical staff with the development of public participation plans. In addition, plan development and implementation should be coordinated with the designated Directorate or Central Headquarters Public Participation Unit.”

In other words, the person responsible for the decision (typically a Directorate Undersecretary or a District Engineer) is also responsible for developing the public

¹² This section should be rewritten after the Public Participation Policy Statement has been approved and the organizational restructuring to accommodate public participation has been devised and approved.

participation plan. This person should contact public participation specialists within the Ministry to help develop the plan. These individuals, jointly, are responsible for deciding who else needs to be involved in developing the plan.

A summary of principles to follow in conducting an effective public participation program is presented in Table 1. Procedures for conducting a more detailed application of these principles are present in the following chapters.

Table 1: Principles of Effective Decision-

STEP IN THE DECISION-MAKING PROCESS	PROBLEM	PRINCIPLE
Define the problem	People won't agree to a solution until they accept there is a problem.	Get agreement on the definition of the problem before talking about solutions.
	People tend to define the problem in terms of non-negotiable demands or fixed positions.	Get people to talk about interests, not positions.
Establish evaluation criteria	The public might accuse the Ministry of favoring a particular alternative in advance.	Get agreement on appropriate evaluation criteria before beginning to identify and evaluate alternatives.
Identify alternatives	The public might accuse the Ministry of failing to consider important alternatives.	Initially consider a range of alternatives as broad as the values of all major parties.
Evaluate alternatives	The Ministry might be accused of making a biased evaluation.	Evaluate all alternatives at the same level of detail and with the same objectivity and identify trade-offs between alternatives. Provide visibility and independent review.

Select a course of action.	The Ministry might appear to be on the defensive, justifying its position.	Don't advocate an outcome until the end of the process. Then develop a rationale for the selected course of action based on the trade-offs between alternatives.
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38 Chapter 1: GETTING STARTED

It should be recognized from the beginning that there is no “one-size-fits-all” approach to public participation. There are, however, certain issues that arise in designing any public participation program. This guide provides a systematic way of addressing those issues.

Effective public participation programs typically have the following characteristics:

- A clearly defined expectation for what they hope to accomplish with the public.
- They are well integrated into the decision-making process.
- They are targeted at those segments of the public (stakeholders) most likely to see themselves as impacted by the decision.
- They take into account the participation of internal stakeholders as well as external stakeholders.
- They involve interested stakeholders in every step of decision-making, not just the final stage.
- They provide alternative levels of participation based upon the public’s level of interest and reflecting the diversity of those participating.
- They provide genuine opportunities to influence the decision

It takes a very good job of planning to accomplish all this. That is why there is value to a systematic step-wise approach to planning a public participation program. The first step is identifying the team that has the responsibility for designing the public participation effort.

Chapter 1: GETTING STARTED

38.1 Setting Up a Public Participation Planning Team

Developing a public participation plan is normally a team effort. Rarely does any one person have all the information that is needed. The information that is needed includes:

- How the decision will be made (decision making steps and schedule) and who the decision maker is.
- Organizational constraints on the decision or public participation program.
- How this decision could impact on other decisions and existing programs.
- Identification of what issues are likely to arise.
- The history of these issues.
- Identification of stakeholders from within the public that will likely be interested in this decision.
- A determination of what participation mechanisms and procedures will be effective in this particular situation.
- How to design and use a variety of public participation mechanisms in a cohesive plan.

It is important to include all concerned internal stakeholders in planning because developing a plan is an opportunity to:

1. Get commitment from all the parts of the organization who will need to contribute to making the public participation process work; and
2. Work out differences between internal stakeholders before going to the public.

38.2 Three Stages of Planning

There are three stages of planning that constitute an effective public participation program:

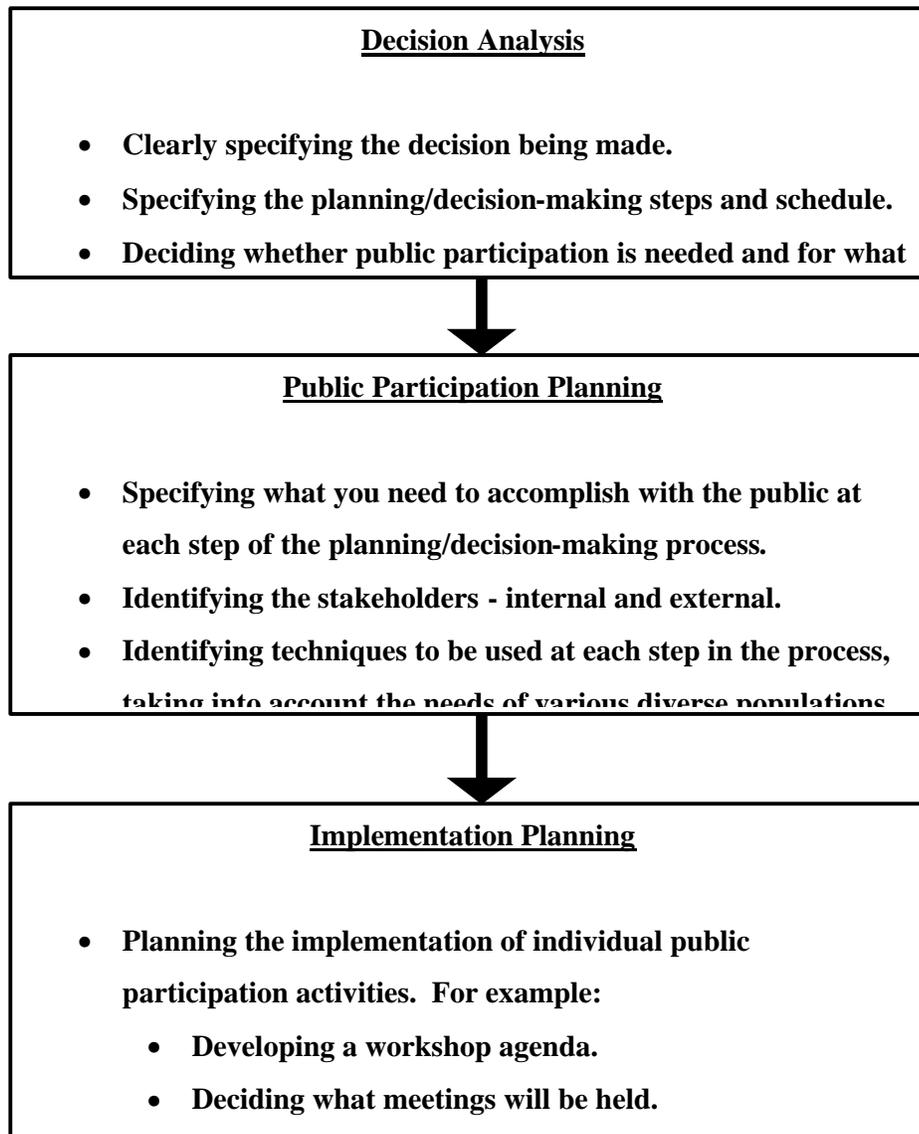
1. Decision Analysis,
2. Public Participation Planning,
3. Implementation Planning.

Chapter 1: GETTING STARTED

The purpose of the first stage of planning, Decision Analysis, is to develop a clear understanding of the decision making process that will be followed. The purpose of the second step, Public Participation Planning, is to develop a plan for including stakeholders in the decision-making process defined in the decision analysis stage. The purpose of the third step, Implementation Planning, is to develop a specific course of action to implement the public participation plan, such as, identify agendas, activities, resource requirements, and assign responsibilities for implementing the public participation plan.

Figure 2 presents an abbreviated version of the three stages of planning in a cohesive sequence. More detailed procedures for conducting the three stages of planning are presented in the three following chapters.

Figure 2: An Abbreviated Illustration of
The Three Stages of Planning



39 Chapter 2: CONDUCTING A DECISION ANALYSIS

The purpose of the first level of planning — Decision Analysis — is to develop a clear understanding of the decision-making process that will be followed. The steps in conducting a decision analysis are:

1. Clarify the decision being made
2. Specify the planning/decision-making steps and schedule
3. Decide whether public involvement is needed, and for what purpose

The decision-making process must be clear for the public participation process to be understood. Here are some problems that can occur if the decision process is not thought through carefully:

- The decision that is of interest to the public can be so scattered between separate decision-making processes that the public can not find the appropriate forum in which to participate or must participate in numerous forums to influence one decision
- There may be disagreements among parts of the Ministry about the definition of the problem or issue that is being resolved.
- The process may consider only one option, giving the public only a YES or NO choice.
- The public may be offered the chance to participate after the real decisions have already been made.
- Schedule pressures may preclude meaningful participation.

The decision analysis stage of planning is designed to reduce the risk that these problems will occur.

That risk can be reduced by making sure the following questions are answered:

1. What is the decision being made?
2. Who will make the decision?
3. Who needs to be involved in the decision analysis?
4. Are there institutional constraints and special circumstances that could influence the decision whether to conduct a public participation program?
5. How will the decision be made and what is the schedule or time frame in which the decision must be made?
6. Is public participation needed?
7. What is the goal or purpose of the public participation?

39.1 Step One: Develop a clear statement of the issue

Often different parts of the organization have different interpretations of what the decision is that is being made. These differences need to be openly discussed and resolved before going to the public. Even when there is agreement on the problem definition, the decision may still not be stated — or “framed” — in a way the public can understand or relate to. Here are examples of problems with “framing” the decision:

- Decisions are defined so broadly that they ask a question that is not of interest to the public instead of a more specific question of great interest, e.g. asking “How many bridges do we need in this Directorate?” instead of the much more interesting question “Do we need a bridge at this location?”
- Decisions might be framed in such a way that the public is asked to react to technical options rather than values choices, e.g. stakeholders might be asked to comment on the type of pitching that should be used on a canal , rather than where pitching is needed.

The public thinks in terms of values and priorities -- the larger questions of political philosophy -- not technical options. If it looks like the public is being asked to choose between options that differ only in technical details, they may choose not to participate or question why technical staff are not making the decision. If these trade-offs are not apparent

to the public, then the Ministry needs to educate the public about the values that underlie the technical options, or reconsider whether this is a decision that requires a public participation program.

Remember that both Ministry staff and the public have other demands on their time and resources. The goal is to take those questions to the public that are of greatest interest to the public and which, at the same time, provide the Ministry with the needed information for developing rational decisions.

39.2 Step Two: Identify the Decision Maker

Public participation programs are often implemented in the field even though the decision maker may be located at MWRI headquarters or somewhere else in the organization. It is essential that the team implementing the program be able to consult with the decision-maker during the planning of the public participation program.

If the decision-maker is not actively involved in public participation planning, he/she may be more inclined to ignore the results of the public participation process and simply substitute his/her own judgment. This can leave those people who participated in the process feeling betrayed and used. The best strategy is to involve the decision-maker in developing the public participation program. This will reduce the risk that he or she will disavow the process later on.

It may not be possible to have this individual actually participate in public participation planning sessions. If not, the following questions should be discussed with the decision-maker:

- What are the issues that the decision-maker believes will be most controversial?
- Which stakeholder groups are most likely to exert influence and at what level in the Ministry?
- Whose participation in the process is essential for credibility?
- At what points does the decision-maker want to be briefed on the interim results of the public participation process?
- What “constraints” does the decision-maker believe need to be placed on the process?

Chapter 2: CONDUCTING A DECISION ANALYSIS

Decision-makers often get their information about what the public feels on a second-hand basis, that is, they depend on staff to provide briefings or summaries. One of the problems with this is that decision-makers do not always get the “intensity” — how strongly people feel — of the message. Have the decision-maker participate in the process as much as possible, even if only as a listener, so that he/she experiences the intensity of public concerns first-hand.

39.3 Step Three: Decide who needs to be on the Planning Team

Use the checklist below to identify those who should be included in the planning team during Decision Analysis. People who may need to be included are:

- Individuals with program responsibility for the issue/decision, (e.g. program manager)
- People who understand how this decision links to other decisions (e.g. a senior manager or someone who oversees site-wide planning)
- People/organizational units that will be impacted by the decision or will be expected to implement the decision (e.g. other programs or operational units)
- People/organizational units who will be called on to assist with the public participation effort (e.g. public affairs, people who prepare environmental reports, legal counsel)
- People whose participation is needed for credibility (e.g. other agencies, key stakeholders)
- People with special expertise that will be needed to implement the public participation program (e.g. facilitators, writers, graphic artists, media relations).

39.4 Step Four: Identify Constraints on Public Participation

The next step is to assess whether institutional constraints or other special circumstances may affect the decision on the type of public participation program to use or whether or not to conduct a public participation program. Examples of institutional constraints or special circumstances include:

- The agency is already committed to a particular decision or outcome.
- There is opposition from within the organization to conducting public participation on this issue.
- There are schedule or resource constraints.
- There are constraints on release of information.

Chapter 2: CONDUCTING A DECISION ANALYSIS

If the Ministry has already made a decision, then public participation may be a sham. Save public participation for times when the agency really wants it, needs it, and is willing to respond to the public's concerns.

There are times when there is enough internal resistance to conducting a public participation program that the public participation planning team may need to make a judgment about the risks of committing to a major program. If the internal opposition is too strong, the team could find itself undercut midway through the process and the Ministry could be embarrassed by revealing a lack of cohesiveness within the organization.

Schedule or resource constraints may require the use of certain kinds of techniques, or may make it impossible to conduct effective public participation.

There could be a situation where the public needs certain information in order to participate intelligently, but the Ministry is not yet ready to release that information.

39.5 Step Five: Specify How the Decision will be made and When

Within the Ministry, “making a decision” is not always a single large decision, but is an accumulation of many smaller decisions. There are decisions being made at every step in the decision process:

- How the problem is defined
- The range of alternatives to be considered
- How the alternatives will be evaluated
- What mitigation options are considered
- The relative weight given to different values during selection

The most frequent complaints about public participation programs are:

- The public is involved too late in the process; and
- There is no clear connection between the public participation process and the decision being taken.

Chapter 2: CONDUCTING A DECISION ANALYSIS

One way to answer these complaints is to ensure that the steps of the decision-making process are defined clearly enough so it is easy to identify what role the public can or should play in each step. In some cases, the decision-making process has already been well defined when you begin public participation planning. In other cases it has not. If it is not well defined, this is the time to do it.

An example of what is meant by a decision-making process is presented in Table 2. It is simply a statement of the steps that will be gone through to make a decision, and a schedule for completion of these steps.

1. Develop a problem statement and criteria for evaluating alternatives	May xxxx
2. Identify the values to be portrayed in the alternatives	July xxxx
3. Formulate preliminary alternatives.	Sept. xxxx
4. Evaluate preliminary alternatives.	Dec. xxxx
5. Present a comparison of conceptual alternatives.	Jan. xxxx
6. Select alternatives that should be considered in greater detail. [This step may include combining alternatives or modifying alternatives to reduce unacceptable impacts].	April xxxx
7. Refine the criteria to be used in evaluating the detailed alternatives.	May xxxx
8. Formulate detailed alternatives.	Aug. xxxx
9. Evaluate the detailed alternatives.	Dec. xxxx
10. Present a comparison of the detailed alternatives.	Jan. xxxx
11. Select a preferred alternative.	April xxxx

Some decision-making processes are simpler than this example. Others are much more complex. That depends entirely on the decision being made, and the approach being used to

Chapter 2: CONDUCTING A DECISION ANALYSIS

make that decision. If it is hard to define the decision-making process, remember that most decision-making processes are an elaboration on these basic steps:

- Define the problem
- Define evaluation criteria
- Identify alternatives
- Evaluate alternatives
- Decide on a course of action

Whether it takes only five steps or fifty to accomplish these tasks, the basic progression usually remains the same. An example recording of objectives that need to be accomplished with the public during the public participation process is presented in Table 3. Similar blank forms are presented in Appendix A that can be photocopied for actual use.

Table 3: Identification of Public Participation Objectives

<i>Steps in the Decision-Making Process</i>	<i>Objectives to be Attained at Each Step</i>
1. <i>Define the problem.</i>	A complete identification and understanding of how the problem or decision is viewed by all significant stakeholders.
2. <i>Develop evaluation criteria.</i>	Agreement of the criteria to be used in evaluating alternatives.
3. <i>Identify alternatives.</i>	A list of all reasonable alternative solutions to the problem or bases for making the decision.

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<i>4. Evaluate alternatives.</i>	<i>Documentation of how the various stakeholders view the impacts of each of the alternatives</i>
<i>5. Select a course of action.</i>	<i>A specific plan of action for solving the problem or making the decision.</i>

39.5.1 Defining the Schedule

Once the steps in the decision making process have been defined, the next task is to define the schedule. One strategy that planners recommend is to start at the “end point,” the conclusion of the process, then work backwards step by step. Often it will take several tries before the schedule fits within the time frame for making the decision.

One reason for starting at the end point is because it helps identify the “drivers” for the schedule. “Drivers” of a schedule are those forces that are placing constraints and conditions on the schedule. Examples of schedule drivers include:

- A political authority may require a report or action by a specified date.
- The Minister has set a certain date.
- If a decision is not made by a certain date, the budget cycle will be missed and the program will be halted.
- There is a legal or regulatory requirement to complete an action in a certain time.

Some of these “drivers” may be within the power of the Ministry to change, but some may not.

39.5.2 Why is the schedule important in public participation programs?

One of the characteristics of effective public participation is that the public participation is an integrated part of the decision-making process. This means that public participation activities must be carefully scheduled to ensure that the information from the public is available in a timely manner for each decision point. To do this, you will need to coordinate the public participation program with the other technical studies. For example, there may be technical

studies that need to be concluded so that the public can be given the information it needs to participate effectively. If stakeholders' ideas are going to influence the decision, they must be given the technical information in a timely manner, then their views must be obtained in a timely manner to ensure that their ideas and concerns are considered within the decision-making schedule.

The schedule can have impacts beyond just the challenge of integrating the decision-making process and the public participation process. For example, if the time frame is too short, the public may get the message that the Ministry is not serious about allowing enough time for genuine participation. This can undermine the credibility of the public participation process.

The schedule may also impact which public participation techniques can be used. There may be techniques the Ministry would like to use that simply cannot be completed in the time available. This can force a switch to techniques that may not be as effective but can be completed in the time available.

39.6 Step Six: Deciding whether Public Participation is needed.

Having completed the analysis above, you should now be in a position to make a decision about whether or not a public participation program is needed. How can you decide which decisions justify public participation? Here are a few considerations:

- Does the decision fall within the jurisdiction of rules or regulations that require public/stakeholder participation?
- Will the decision be controversial?

It is always hard to predict the level of controversy. However, there are some predictive indicators that can help determine the level of controversy. Issues are more likely to be controversial when:

- The decision may have significant impacts;
- The decision affects some people much more than others (i.e., there could be claims of inequity);
- The decision impacts an existing vested interest or use (i.e., people will have to give up something they think of as a “right”); or

- The decision is related to something else that is already controversial.
- Does the decision involve trade-offs or weighing of one value in comparison with another (e.g., cost versus security or employment versus environmental quality)?

The public is usually happy to let agencies make purely technical decisions. But often decisions that are called technical are actually decisions about the relative weight or importance that should be given to one consideration or value over another. It is precisely these decisions about the relative weight or importance of various values that are the prime candidates for public participation.

- Does the decision need active support to be implemented?

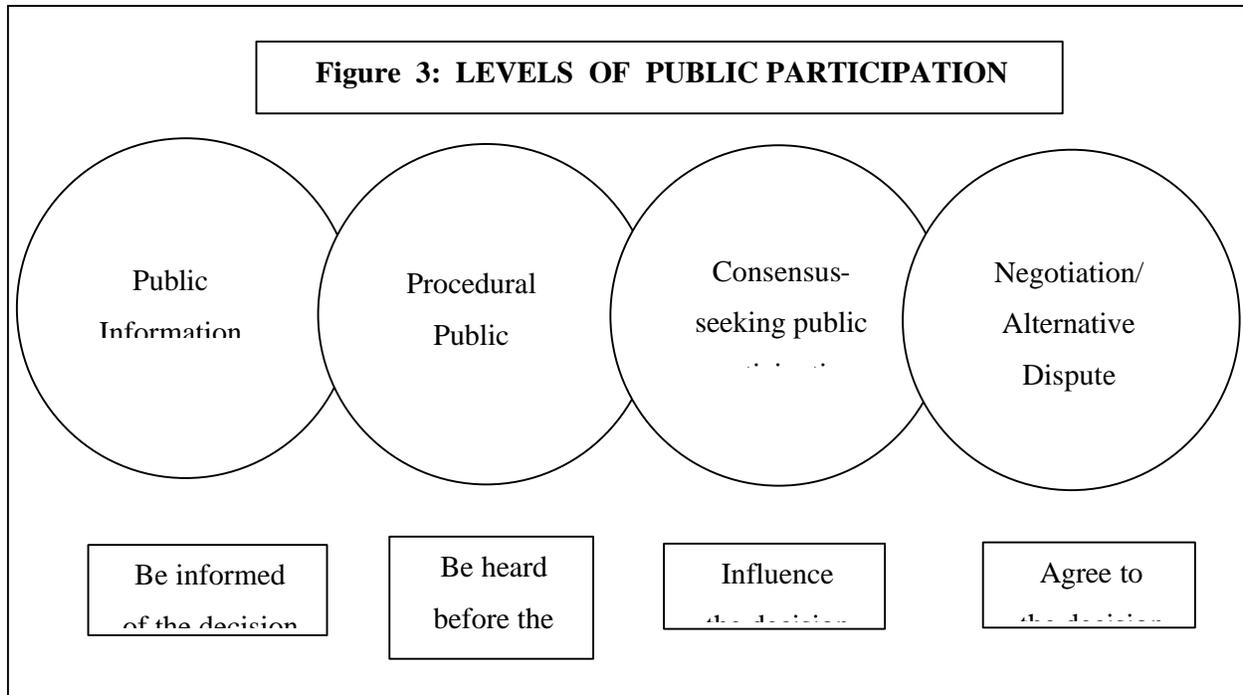
There are times when the reason for involving the public in a decision is to get commitment or help in implementing the decision. This logic applies to any decision that requires the active support of the public to be implemented. For example, keeping canals and drains free of garbage on a sustainable basis requires the cooperation of the public to refrain from putting garbage in them. Therefore, one way to get the public to actively participate in keeping garbage out of the canals and drains would be to involve the public as partners with the Ministry in deciding what alternative ways there are for disposing of the garbage. Such an effort may require the participation of other Ministries and local government agencies.

39.7

39.8 Step Seven: Determine the goal of any public participation process.

Once a decision has been made that some form of public participation is needed, the next question is: “What is the goal of the public participation program?”

The term “public participation” is used to describe very different levels or degrees of involvement, as shown in Figure 3:



The level of public involvement depends on the goal of the public participation program. The following list relates the public participation program to the goals of that program:

- If the goal is to have a better informed public (but public comment is really not likely to influence the decision) it may be more appropriate to conduct a public information program instead of a public participation program.

- If the goal is to give the public the opportunity to be heard before a final decision is made, then it may be appropriate to conduct the kind of public participation program that simply satisfies procedural requirements.

- If you need “support” or “consent” for a decision, then it is appropriate to use a consensus-seeking public participation program.

- If the situation is one where no decision can be made until the parties reach full agreement to the substance of the decision, then the situation requires negotiation or alternative dispute resolution. This goes somewhat beyond public participation. Full agreement usually requires:
 - A negotiation process.
 - A manageable number of parties.
 - Well-defined parties.
 - Parties able to make binding commitments or some external mechanism for binding the parties.

The appropriate level of public participation is the level that best matches the situation. Establish clear expectations within the Ministry and with the public about what the Ministry is trying to accomplish through the public participation program. Most problems arise when the public expects a higher level of involvement than the

agency is willing to consider. The most important remedy for avoiding this kind of problem is for the Ministry to be clear with the public about what level of involvement the Ministry is actually seeking.

40 Chapter 3: PUBLIC PARTICIPATION PLANNING

The purpose of the second level of planning – Public Participation Planning – is to develop a plan to carry out the decision-making process identified in the Decision Analysis. This stage of planning should result with preparation of a public participation plan that specifies the public participation mechanisms and procedures that will be used, as well as their sequence and timing.

The following questions can provide guidance for carrying out each step in developing the public participation plan:

1. Who needs to be on the planning team?
2. What are the issues and who are the stakeholders for the decision?
3. What is the probable level of controversy and how do we prepare for it?
4. For each step in the decision-making process: What do we want to accomplish with the public?
5. What does the public need to know to participate effectively, and what do we need to learn from the public?
6. What special circumstances affect the selection of public participation techniques?
7. Which public participation mechanisms and procedures are appropriate?

These questions can be answered by completing the following steps:

40.1 Step One: Identify the planning team

Since this level of planning is more detailed, the composition of the public participation planning team may need to be changed. Some of the senior managers who were needed for Decision Analysis may not be needed at this stage. But the team may need additional people with expertise in implementing public participation programs, such as facilitators to lead the meetings, writers, or media relations specialists.

40.2 Step Two: Identify issues and stakeholders

During this step, the public participation planning team will identify the issues that are likely to emerge during the course of the public participation program, as well as the “stakeholders” who are most likely to be concerned with those issues. The lists are developed simultaneously because it is easier to think about them that way. As the team thinks about issues, it will find itself thinking of individuals and groups who are concerned about those issues. When the team thinks about stakeholder,s it will think of issues those stakeholders are bound to raise.

40.2.1 Stakeholders in General

Who is a “stakeholder?” Simply put, stakeholders are people who perceive themselves as having a stake in the decision. For example,the “stake” could be:

- Economics (e.g., people could receive some economic benefit or loss as a result of the decision being made);
- Use (e.g., the decision could threaten an existing use of a valuable resource, or could make that resource available);
- Mandate (e.g., agencies who have responsibility for land use, water quality, health, or transportation to name a few);
- Proximity (e.g., people who could be impacted by air, soil or water pollution, or people who could be impacted by air, noise or traffic during construction); or
- Values/philosophy (e.g., people with strong beliefs about the way the resources should be managed.)

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What is the value of identifying issues and stakeholders? This step is preparation for the next step during which the team will estimate the probable level of controversy and plan for it. As the team looks at how many issues are likely to arise during the public participation program, what kind they are, and who cares about them, it will be able to assess how controversial this decision is likely to be. This will help the team determine how much public participation is required. Also, identifying the issues makes it easier to anticipate what information or studies need to be done to address these issues.

Another reason for identifying stakeholders is to begin to think about who has to be reached during the public participation program. Public participation programs are more effective if they are targeted at those individuals and groups that have an interest in the issues likely to arise during the course of making a particular decision. Some decisions may be of interest to only a few people, others to a cast of thousands. “The public” could be different for each issue. The real challenge in designing a public participation program is to design a program appropriate to the particular groups interested in a particular issue and/or decision.

Once stakeholders have been identified, go one step further and think about what level of participation each significant stakeholder will have. Not all stakeholders will participate the same way. One stakeholder group may see the outcome of an issue as being very important. Another group may see the issue as just one of many upon which it has an opinion. This difference in intensity of interest is often reflected in how the stakeholders will participate. One group might commit a tremendous amount of time to participate, while the other might just make perfunctory comments. Some stakeholders may insist on being at the table when the decision is made, while others want just to be heard before the decision is made.

One way to categorize the different levels of participation is: co-decision maker, active participant, technical reviewer, commenter, and observer:

40.2.2 Co-Decision Makers

An agency, such as the Egyptian Environmental Assessment Agency (EEAA), may be an actual co-decision maker, e.g. someone who sits at the table as a full participant in decisions

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both about the process and the substantive decisions. A “co-decision maker” must actually “agree” for decisions to count. In other words, a co-decision maker has veto power.

40.2.3 Active Participants

Other groups, such as an environmental group, may be “active participants.” They may make recommendations that will be seriously considered, but the decision maker reserves the right to make the final decision, and the environmental group (or any other active participant) reserves the right to criticize the final decision.

40.2.4 Technical Reviewers

Technical reviewers look at the manner in which the technical studies are conducted and appraise the adequacy of the studies. They may have considerable impact on how the studies are done, but they normally do not have a say in the decision itself. In effect, technical reviewers are limited active participants confined to reviewing study approaches and methodologies.

40.2.5 Commenters

These are individuals or groups who may “comment” by speaking at a meeting or by sending a letter, but will not participate in all the activities and are unwilling to take the time to participate more actively.

40.2.6 Observers

These individuals or groups read the newspaper articles about the process, or read any public information document, but unless they become very concerned they may not express themselves. They are, however, an important part of public opinion.

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While it is important to know something about observers or commenters and provide them with the information they need to choose whether to participate, it is particularly important to be clear on who the co-decision maker(s), active participants, and technical reviewers are for any issue.

An example of the kind of analysis a team might make to classify stakeholders according to levels of participation for an individual project is presented in Table 4.

40.2.7

40.2.8 Identifying Internal and External Stakeholders

Internal stakeholders (people or organizational units inside MWRI) often have as much or more impact upon decisions as external stakeholders. Internal stakeholders might include Ministry Central Headquarters staff, other program offices, procurement, people responsible for preparing environmental reports, legal counsel, public affairs, etc. – anybody whose responsibilities (policy, staffing, budget, compliance) could be affected by the decision. The

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40.2.8.1.1.1.1 PUBLIC PARTICIPATION PLANNING GUIDE

40.2.8.1.1.2 Table 4. Stakeholder Levels of Participation

Types of stakeholders	Levels of Participation		
	Technical Reviewers (Influence the process)	Active Participant (Influence the decision)	Co-Decision Maker (Agree to the decision)
External Stakeholders			
EEAA			X
MOHP		X	
MALR		X	
NGOs	X		
Farmers		X	
Etc.			
Internal Stakeholders			
H.E.M.			X
Irrig. Dept.		X	
EPADP	X		
Etc.			

public participation program needs to provide participation opportunities for stakeholders within the organization as well as those outside the organization.

External stakeholders are those entities outside of the Ministry who have an interest of stake in the impacts of the decision to be made by the Ministry. Example forms for recording identification of internal and external stakeholders is presented in Appendix A.

40.3 Step Three: Identify Potentially Controversial Issues

The next step is to assess the level of controversy. Something that seems like it should be highly controversial may not generate much interest, while something that seems quite bland may become an issue of heated conflict.

There is no precise way to predict controversy, but there are indicators of probable controversy. The most basic indicator of controversy, of course, is the significance of the impacts. For example, if people are going to be relocated, if there will be hazardous emissions or discharges to the environment, or if there will be major impacts on employment, you can count on considerable controversy.

There are other indicators. Issues that might by themselves seem relatively uncontroversial can become highly controversial if:

- There has been a prior controversy on the same issue, (e.g. controversy over prior actions)
- If the issue ties-in to another major issue over which there is continuing controversy or a power struggle, (e.g., nuclear power or environmental protection).
- If the issue touches on local political topics such as land use or economic development that are the basis for political debate within the community
- If this issue is the total reason for existence of stakeholder groups

Sometimes people within the public participation planning team will know the stakeholders well enough to make an informed judgment as to how intense their interest will be. On occasion, though, the only way to assess the potential for controversy is to meet with stakeholders and discuss their interest in the issue and their suggestions for what kind of participation is appropriate. These interviews or small group meetings can play an important role in developing a successful public participation plan.

40.4 Developing an Issue Management plan

When groups raise issues and the Ministry is not prepared for those issues, the agency is put in a reactive mode. Stakeholder groups can make claims or predictions about the issue that

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the agency cannot address or refute because the agency has not done the studies or developed the policy needed to respond in an informed manner. Sometimes these claims can become fixed in the public’s mind and may not even change once the technical or scientific studies are completed.

One way to minimize these problems is to develop an Issue Management Plan. The idea behind developing an Issue Management plan is to become proactive. The Plan outlines the steps the Ministry needs to take to ensure the agency is prepared to address the issue on an informed basis.

To develop an Issue Management Plan, ask the following questions for each issue:

- Are there studies or research that need to be conducted to answer questions about this issue?
- Are there policy decisions that must be made to be able to answer questions about this issue?
- What publications or other information products are needed to answer questions about this issue?

It takes time to conduct studies, develop policies, or prepare information documents. An Issue Management Plan should list the tasks, completion schedule, and responsibilities to ensure that this information will be available when it is needed during the decision-making process. An example of an Issue Management Plan is presented in Table 5.

Table 5: Example Issue Management Plan		
Issue: Is technology “A” sufficiently proven to go into production?	Responsibility (Who will take the action.)	Completion (Date results must be available)
Studies that must be completed before this issue can be resolved: <ul style="list-style-type: none"> • Peer review of test results • Transportation studies 	Name of responsible person Name of responsible person	10 May XX 5 Jul XX
Policy decisions that must be made before this issue can be resolved:		

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<ul style="list-style-type: none"> Regulatory permit process Waste disposal criteria. 	<p>Name of responsible person</p> <p>Name of responsible person</p>	<p>1 Aug XX</p> <p>1 Aug XX</p>
<p>Informational materials that need to be developed to address this issue</p> <ul style="list-style-type: none"> INFORMATION BULLETIN DESCRIBING THE TECHNOLOGY IN LANGUAGE SUITABLE FOR GENERAL PUBLIC. Summary of test results in language suitable for general public. 	<p>Name of responsible person</p> <p>Name of responsible person</p>	<p>1 Sep XX</p> <p>1 Sep XX</p>
<p>Other actions needed:</p> <ul style="list-style-type: none"> Complete the contracting arrangements for communications support. 	<p>Name of responsible person</p>	<p>15 Jul XX</p>

40.5 Step Four: Identify the Public Participation Objectives

During this step, identify exactly what it is that needs to be accomplished with the public during each step in the decision-making process.

The steps in the decision-making process were identified during the Decision Analysis step. Review those steps now to be certain they are still appropriate, but otherwise just bring those steps forward and develop one or more public participation objectives for each step.

TO DEVELOP PUBLIC PARTICIPATION OBJECTIVES, SIMPLY ASK: “WHAT DO WE HAVE TO DO WITH THE PUBLIC BY THE END OF THIS STEP?” THEN WRITE AN OBJECTIVE THAT DESCRIBES THE COMPLETION OF THAT TASK. FOR EXAMPLE, IF THE DECISION MAKING PROCESS FOLLOWED THE FIVE GENERIC DECISION MAKING STEPS DISCUSSED EARLIER, THEN THE PUBLIC PARTICIPATION OBJECTIVES MIGHT LOOK LIKE THE EXAMPLE PRESENTED IN TABLE 6.

Table 6: Identification of Public Participation Objectives	
Step in Decision Making	Generic Public Participation Objective(s)
Define the problem	<i>Obtain a complete identification and understanding of how the problem(s) is viewed by all significant interests.</i> Identify the level of public interest in the issue.
Establish evaluation criteria	Identify a complete list of possible criteria for evaluating alternatives. Agree on evaluation criteria.
Identify alternatives	Develop a complete shopping list of all possible alternative actions
Evaluate alternatives	Develop a complete understanding of the impacts of the various alternatives, as viewed by the public. Assess the relative merit assigned to alternatives by various interests.

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Select a course of action	Determine which alternative would be the most acceptable

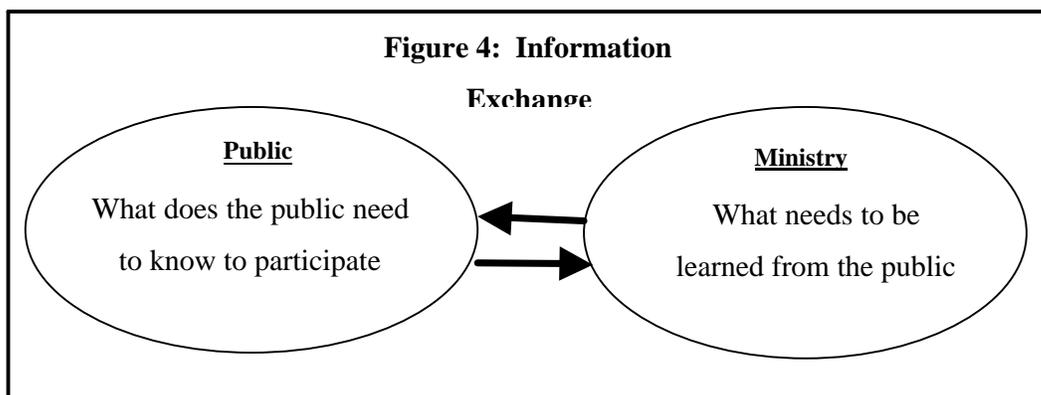
40.6 Step Five: Determine the Needed Exchange of Information

For each of the public participation objectives, there is an exchange of information with the public that must take place. Objectives often specify what level of participation is required.

For example:

- Inform the public about possible options, what actions will be considered and what actions will not be considered.
- Obtain public comment on the list of options
- Have a dialogue on the range of alternatives to be considered
- Get agreement on the range of alternatives to be considered

For each step in the decision-making process, there is a need for information exchange between the Ministry and the public. That exchange is illustrated in Figure 4.



It might not be necessary for the whole planning team to participate in this step. Experience shows that this step gets tedious when done by a large team. It could be more effective to have a small group do this step and then have the team review it. An example of what this analysis might look like for one objective is presented in Table 7.

Table 7: Example Information Exchange Analysis

40.6.1.1.1.1

Information
Exchange

From Ministry to Stakeholders

- The nature of the study and decision-making process.
- What the Ministry knows about the problem or issue.
- Opportunities for public participation.

From the Stakeholders to the Ministry

- Which parts of the public (specific stakeholders) see themselves as being affected?
- How different stakeholders see the problem.
- How the problem affects different stakeholders.
- The intensity of the likely impacts on different stakeholders.

Complete this same kind of analysis for each public participation objective.

40.7 Step Six: Identify Special Circumstances

During this step, consider whether there are special circumstances that may affect which public participation mechanisms and procedures are used. Examples of special circumstances to consider are:

- Cultural/ethnic sensitivities (e.g. if most impacted people are from a single cultural/ethnic minority).
- Interest of national stakeholders (e.g., if most interested stakeholders are in Cairo, not near the site).
- Distance (e.g., if interested stakeholders are scattered over a large area geographically).
- Issue is connected politically to other issues (i.e., if it may be difficult to keep this issue distinct from other controversial issues).
- Level of interest (i.e., if people are outraged or apathetic).
- Political sensitivities (e.g., if key political figures have positions or reputations to defend related to this issue).

40.8 Step Seven: Select Specific Public Participation Mechanisms.

The goal of all the preceding analyses has been to provide the information needed to decide what public participation mechanisms and procedures to use. Answers to the following questions should now be available:

- Exactly what needs to be accomplished with the public at each step in the decision-making process and by what point in the decision-making process (time and sequence) this must be accomplished?
- How will the Ministry use the information it receives, e.g. will it help determine the range of alternatives being considered, or help choose between alternatives?
- Who are the key stakeholders likely to be, and what level of participation they will likely require?
- What information needs to be provided TO the public, and what information needs to be obtained FROM the public to achieve your public participation objectives?

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- Are there any special circumstances that influence the choice of mechanisms?

The mechanisms that will achieve the public participation objectives need to be selected. Below is a list of frequently used public participation mechanisms, followed by procedures on how to select the mechanism that will most likely meet the needs of a specific situation.

This list of mechanisms is divided into mechanisms for getting information TO the public (one-way), getting it FROM the public (one-way) and EXCHANGING information with the public (interaction between the Ministry and the public).

40.8.1 Information-providing mechanisms

Information-providing mechanisms are those mechanisms particularly useful in providing information to the public. The public needs information about the pending decision so they can decide if they want to participate in the decision-making process and how they can participate. The following mechanisms are useful in providing that information:¹³

- Briefings (informative seminars)
- Exhibits/Displays
- Feature stories
- Information repositories
- Mailings containing technical reports/environmental reports
- News conferences
- Newsletters
- Newspaper inserts
- News releases
- Press kits
- Public service announcements
- Speaker's bureau
- Web sites (DOE and site-specific)

¹³ A table of mechanisms, and advantages and disadvantages of each, is presented in Appendix B.

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40.8.2 Information-gathering mechanisms

The Ministry needs information about who the stakeholders are, what the issues of concern are, in order to make management decisions that will be more responsive to the needs of the stakeholders and are within the constraints of the Ministry. Mechanisms particularly useful in gathering needed information from stakeholders include the following:

- Focus group meetings
- Mail-in response forms (including in advertisements, inserts, or newsletters)
- Polls, surveys, questionnaires

40.8.3 Information exchange mechanisms

There are times when time constraints require a rapid and efficient exchange of information between the Ministry and the stakeholders. Mechanisms particularly useful

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in exchanging information between the Ministry and stakeholders include the following:

- Focus groups
- Advisory groups
- Hotlines
- Interviews
- Open houses
- Participatory television
- Public hearings
- Paid advertisements
- Public meetings
- Retreats
- Workshops

40.8.4 Procedures for Selecting Public Participation Mechanisms

1. A public participation program often uses a number of different mechanisms all at the same time to ensure that stakeholders can participate at their own level of interest.

AN EXAMPLE OF POSSIBLE MECHANISMS THAT MIGHT BE USED TO WORK WITH STAKEHOLDERS WITH DIFFERENT LEVELS OF INTEREST IS PRESENTED IN TABLE 8.

Table 8: Example of Possible Mechanisms	
Type of Stakeholder	Possible Mechanism
Co-decision Maker	Negotiation session
Active participant	Workshop, focus group, or advisory committee

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Technical reviewer	Peer review panel
Commenter	Public meeting or workshop
Observer	Newsletter or information bulletin
General public	News media release

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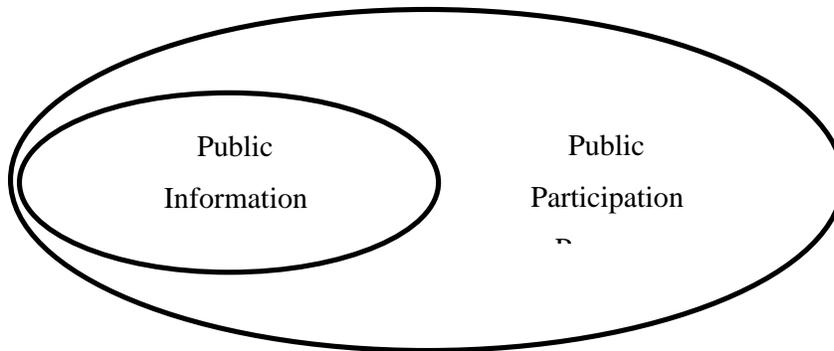
2. An apparently simple straightforward procedure, like running a series of public workshops, may require the integration of a number of mechanisms.

Example: To conduct a workshop may require:

- Conducting prior briefings of elected officials.
- Sending a newsletter to potential participants.
- Placing paid meeting announcements in the media.
- Preparing a workshop summary.

3. Inside every good public participation program is a good public information program
good public information is a necessary precondition if the public is to participate effectively.

Figure 5: Public Information in Public Participation



4. Use interactive mechanisms in preference to formal meetings.

Examples of interactive mechanisms include:

- workshops
- coffee klatches
- large group/small group format meetings
- interviews
- one-on-one or small group meetings

However, if you must use a formal meeting:

- Be sure it comes at the conclusion of the public participation process, and is not the first and only opportunity to participate.
- Consider providing other mechanisms for participation parallel to the meeting; e.g., open houses, mail-in or phone-in comments, etc.
- Use interactive meeting formats so the attendees do not feel like they are being dictated to.

5. During any period during which the Ministry is doing internal studies and there are few visible public participation activities, use mechanisms – such as newsletters or briefings – to keep stakeholders aware that the process is continuing.

6. Show people the connections between their participation and the outcomes: “What we asked was this; you said this; this is what we did with what you said.”

40.9 Preparing a Sequential Plan of Action

To develop a complete public participation program, the mechanisms that have been selected need to be put together in a coordinated sequence. Each activity should be accompanied by an assignment of responsibility (the person whose job it is to make that step occur) and a completion date.

An example of a sequential plan of action for just one step in the decision making process is presented in Table 9.

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Table 9:	
Step in the 40.10 Decision Making Process:	4
40.10.1.1.1.2	Problem
Definition	Pr <hr/> Ot <hr/> Cc <hr/> Cc <hr/> Pr <hr/> Ot <hr/> Id <hr/> Pu <hr/> In

40.11 Step Eight: Writing the public participation plan

The final step is to actually write out a public participation plan.

40.11.1 Why prepare a written plan?

- Writing the plan forces clarity of thought.
- Writing the plan serves as a basis for getting the commitment of internal stakeholders.
- People will relinquish authority to a plan that they will not relinquish to another part of the organization (e.g., people more likely to carry out tasks in an approved written plan than they are to a verbal request).
- A written plan can be shared with external stakeholders to further understanding and acceptance of the process.

40.11.2 What should the written plan contain?

- Plan purpose and contents – introductory overview.
- Vision, goals, and objectives.
- Assumptions made in planning process – explicitly stated.
- List of identified stakeholders.
- Description of key identified stakeholder concerns.
- Public participation program description: framework and design, forums and processes, workshops, comment periods, how feedback will be provided, identify internal and external communication flows, and self-evaluation mechanisms.
- Organization and resources: specific roles and responsibilities, planning and coordination framework; resources and training needed to ensure effective implementation.
- *Appendices: Whether or not appendices are needed will depend on the complexity of the impacts of the*

decision being made and the complexity of the public participation process. Possible appendix titles include:

- Schedule of planned public participation activities.
- Site & facilities description (e.g. maps, demographics, geography).
- List of participants.
- Locations of scheduled public meetings.
- Chronology of community involvement.

40.11.3 Review the written plan

Finally, after the public participation plan has been written, review it to make sure the following questions have been answered:

- Does the plan specify what needs to be accomplished with the public at each step of the planning/decision-making process?
- Does the plan identify the stakeholders – both internal and external?
- Does the plan identify mechanisms to be used at each step in the process taking into account the needs of various diverse populations?
- Does the plan link the mechanisms in a logical sequence of events?

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Implementation planning is the identification of specific tasks and responsibilities to carry out the public participation plan. It entails determining what kind of meetings will be required, where they will be held, when they will be held, what resources will be required, who will provide the resources, what will be presented, who will make presentations, who will lead the meetings, and who will record the proceedings.

41.1 General Procedures on Preparing for Meetings

Since public participation deals with interaction between stakeholders, both internal and external, implementation of participation plans must utilize a format that will accommodate such interaction. Meetings of some form or another are the best mechanisms for meeting that need.¹⁴ Any form of meeting with a specific purpose requires preparation. For example, tasks to be accomplished in setting up a meeting of any type include the following:

1. Determine the purpose of the meeting. The purpose of the meeting is usually to obtain the objective of that step of the participation plan. The objective at any given step in the plan is usually to do one or more of the following:
 - Provide information to the public.
 - Obtain information from the public.
 - Enhance understanding of different positions on issues.
 - Obtain agreements on issues.
2. Determine the type of meeting that will best serve the purpose. For example, will a seminar, focus group, workshop, or informal discussion best serve the purpose?
3. Prepare an agenda and meeting format and review it with key stakeholders to determine levels of interest and opinions on the meeting format.
4. Publicize the meeting (invitations, public notices, etc.) as to time and place. Include a brief background statement on the purpose of the meeting.

¹⁴ Appendix B contains descriptions of different meeting mechanisms, suggestions for use, advantages, and limitations.

5. Make sure proper arrangements have been made for the meeting such as access to the site, seating capacity and arrangements, audio system, video equipment, displays, flip charts, handouts, etc. In other words, everything that will be needed to present information, obtain information, accommodate interaction, and record proceedings.

41.2 Conducting a Meeting

Regardless of the meeting format, there are two primary factors that strongly influence the success of any kind of meeting, how a meeting is led, and how well the leader listens to the stakeholders.

41.2.1 Procedures for Leading a Meeting

The manner in which a meeting is led can determine the success of a meeting. An ineffective leader can cause the participants to feel the meeting was a waste of time. An effective leader can leave the participants with the feeling that the meeting was beneficial and responsive to their needs. People accept meeting leadership because it is in their interest to do so. A successful meeting will have a noticeable structure. Procedures should be established for recognizing speakers, limits should be placed on the range of topics to be presented, and time limits, as needed, should be placed on speakers to provide opportunities for all views to be presented. Some general guidelines for conducting a meeting include:

- Briefly go over the agenda with participants before starting the meeting. Remain open to modifying the agenda as long as it does not adversely impact the effectiveness of the meeting.
- Limit speakers when necessary to give fair time to others.
- Never ridicule or argue with a speaker who has annoyed or challenged you. Courtesy is always the best approach, especially when limiting a speaker or ruling a topic out of order.
- When soliciting further comments, pause and look around the room to make it clear that floor is open to any additional comments from any quarter.
- Treat all points of view as valid. Do not pass judgment on any viewpoint presented.

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- If the participants seem uncomfortable with the way the meeting is going, deal with them directly by asking for their opinion. For example, you may ask, “How many people feel we need to set some time limits?”

It often seems traditional that the highest-ranking Ministry official at the meeting serves as the leader. There are advantages and disadvantages to that. The most obvious advantage is that it lets the public know that they are speaking directly to someone of authority in the Ministry. The disadvantage is that any position that he or she takes can be interpreted as a commitment by the Ministry. It also can leave the impression that the Ministry has already made up its mind and the high level official is there to dictate how it will be. Often times, a more effective approach is to have that official open the meeting with introductory and welcoming comments and then turn the meeting over to a designated facilitator. This makes it clear that that official is there to listen to all views, not dictate a Ministry position. A successful meeting depends heavily on how well the Ministry participants listen to the stakeholders, especially the meeting leader.

41.2.2 Procedures on Listening to the Public

Regardless of the public participation mechanism used, it will have limited success unless participants feel that what they have had to say was taken seriously. An important procedure in interacting with the public is to acknowledge their consensus so that they know that they have been listened to. However, one should be aware of the distinction between acknowledgement and agreement. Acknowledgement means you demonstrate that you understand the other person’s position. Agreement means that you commit yourself, and the Ministry, to support that person’s position. Especially in a public meeting, if you agree with one person’s view you may well antagonize another person. However, you can acknowledge that you understand both views without agreeing to either. Here are some procedures for being an effective listener:

- Summarize what the speaker has said. Do not judge what they have said. The main message you want to convey is that their views are being accepted – but not necessarily agreed to.
- Consider both views and feelings. In addition to acknowledging the speaker’s views, also acknowledge their feelings. If they are worried about an issue or impact, acknowledge that fact. If they are angry about some aspect, acknowledge

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their anger. When a person's feelings are accepted, they usually begin to open up and talk more objectively about the real problems.

- Do not rush to respond. Allow the speaker to finish their comment before responding. Some people feel that having an immediate answer on the tip of their tongue impresses the other party with your understanding. It probably does not. It is more likely to impress them that you are not interested in the full content of their comment. In fact, instead of rushing to respond, a pause for a moment before responding can convey the impression that you are giving serious thought to their comments.

In addition to listening, there are other procedures for demonstrating acceptance of speakers' views and stakeholders' acceptance of the Ministry's final decision. Those include:

- Keep a running summary of comments on a flipchart during the meeting. Display the flip charts on the wall during the meeting and invite participants to check the flipchart sheets to confirm that their comments were accurately recorded. If they want the comment changed, change it. After all, they are the experts on what they intended to say.
- Prepare minutes of the meeting, including a summary of the comments, and distribute copies to the participants. This lets the stakeholders know that you heard what they said and are considering all views.
- When the Ministry has reached a final decision on the issue and is presenting their selected course of action, **always** describe how stakeholder concerns were considered in reaching the decision. Stakeholders do not need to agree with the decision, but they do need to accept it, and understanding why the decision was taken will provide a foundation for acceptance.

42 CONCLUSION

When people talk about highly successful public participation programs they are talking about programs where the mechanisms and procedures matched the purpose of the program, reached the interested stakeholders, and resulted in a clear linkage between the public participation process and the decision-making process.

There is no uniform public participation plan that will fit every decision or issue. There is no public participation procedure that will work in all circumstances. The public participation team naturally will be apprehensive the first time they conduct a public participation program. All one can do is do the best they can, and learn from their mistakes. However, those mistakes can be minimized if the Procedures are followed. **Do not be reluctant to seek assistance from the Public Participation Unit in the Ministry's Central Office in Cairo. Their purpose is to assist you in carrying out the Ministry's Public Participation Policy.** They can provide assistance in any of the three stages of public participation, which are:

1. **Decision Analysis;**
2. **Public Participation Planning; and**
3. **Implementation Planning.**

In addition, the Central Public Participation Unit can provide assistance in conducting meetings, reviewing plans, and providing facilitators.

CONCLUSION

Appendix A: Example Worksheets

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47 Addendum A: Example worksheets

Addendum A contains example worksheets that can be photocopied and used directly in documenting actions taken at various steps in the planning process. Or, they can be modified to meet specific needs of a particular situation.

Appendix A: Example Worksheets

Worksheet for Identifying Internal Stakeholders by Issue	
Issue	Internal Stakeholders

Appendix A: Example Worksheets

Appendix A: Example Worksheets

Worksheet for Identifying External Stakeholders	
By Issue	
Issue	External Stakeholders

Appendix A: Example Worksheets

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Appendix A: Example Worksheets

Worksheet for Identification of Public Participation Objectives at Each Step in the Decision-Making Process

Appendix A: Example Worksheets

<i>Steps in the Decision- Making Process</i>	<i>Objectives to be Attained at Each Step</i>

Appendix A: Example Worksheets

Worksheet for Determining if Public Participation is Needed.

Do We Need Public Participation?		
Indicator	Yes	47.1.1.1.1.1
Does the decision involve trade-offs between values? Is there disagreement over values?		
Will the decision have significant impacts?		
Will the decision affect some people more than others?		
Will the decision impact a vested interest or use?		
Does the decision		

Appendix A: Example Worksheets

involve a topic that is already controversial?		
Is there significant disagreement about the technical basis for the decision?		
Does the decision need active support of stakeholders to be implemented?		
Do public parties have the information they need to make an informed decision?		
Are there regulatory or legal requirements for public		

Appendix A: Example Worksheets

participation?		
Do we need public participation?		

Appendix A: Example Worksheets

47.1.1.1.1.1.1 Worksheet for Determining the Type of Public Participation Needed

(Place an X in the appropriate box for each type of participants.)

TYPE OF PARTICIPATION	CO-DECISION MAKERS	TECHNICAL REVIEWERS	ACTIVE PARTICIPANTS	COMMENTERS
Public Awareness				
Public Comment/ Hearings				
Joint problem-solving/ Consensus-seeking				
Agreement				

Appendix A: Example Worksheets

47.1.1.1.1.1.2 Worksheet for Matching Issues and Stakeholders

Issues	Internal Stakeholders	External Stakeholders

Appendix A: Example Worksheets

Appendix A: Example Worksheets

47.1.1.1.1.1.3 Worksheet for Determining Stakeholder's Level of Involvement

Level of Involvement	Internal Stakeholders	External Stakeholders
Co-Decision Makers (agree to the decision)		
Technical Reviewers (influence the methodology)		
Active Participant (influence the decision)		
Commenter (be heard before the decision)		

Appendix A: Example Worksheets

Appendix A: Example Worksheets

47.1.1.1.1.1.4 Worksheet for Developing an Issue Management Plan
(Complete a separate worksheet for each issue)

ISSUE:	Responsible Person or Unit	Completion Date
Studies that must be completed before this issue can be resolved:		
Policy decisions that must be made before this issue can be resolved		
Informational materials that need to be developed to address this issue		
Other actions needed		

Appendix A: Example Worksheets

Appendix A: Example Worksheets

47.1.1.1.1.1.5 Worksheet for Assessing the Level Controversy

ISSUE:	Is There Prior Controversy on Same Issue?		Does it relate to Another Major Issue?		Level of Significance to Major Stakeholders			Probable Level of Controversy		
	Yes	No	Yes	No	Low	Med.	High	Low	Med.	High

Appendix A: Example Worksheets

Probable Level of Controversy:										

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50 Addendum B: Public Participation Mechanisms

This appendix identifies mechanisms that can be used in particular situations to provide for information exchange between the Ministry and stakeholders. Brief suggestions on use of each are included, as well as advantages and disadvantages of each mechanism.

Mechanisms	Suggestions for Use	Advantages	Limitations
Printed public information materials: Fact sheets Newsletters Brochures Issue papers	<ul style="list-style-type: none"> • Keep it short and simple. • Make it visually interesting but avoid a slick sales look. • Include a postage-paid comment form to encourage two-way communication and to expand mailing list. • Explain public role and how public comments have affected decisions. 	<ul style="list-style-type: none"> • Can reach large target audiences. • Allows for technical and legal reviews. • Encourages written responses. • Facilitates documentation of public involvement process. 	<ul style="list-style-type: none"> • Only as good as the mailing list/distribution network. • Limited capability to communicate complicated concepts. • No guarantee materials will be read.
Information repositories: Libraries, city halls, distribution centers, schools, and other public facilities make good locations for housing project-related information.	<ul style="list-style-type: none"> • Make sure personnel at location know where materials are kept. • Keep list of repository items. • Track usage through a sign-in sheet. 	<ul style="list-style-type: none"> • Relevant information is accessible to the public without incurring the costs or complications of tracking multiple copies sent to different people. • Can set up visible distribution centers for project information. 	<ul style="list-style-type: none"> • Information repositories are often not well used by the public.
Technical reports: Technical documents reporting research or policy findings.	<ul style="list-style-type: none"> • Reports are often more credible if prepared by independent groups. 	<ul style="list-style-type: none"> • Provides for thorough explanation of project decisions. 	<ul style="list-style-type: none"> • Can be more detailed than desired by many participants.
Advertisements: Paid advertisements in newspapers and magazines	<ul style="list-style-type: none"> • Figure out the best days and best sections of the paper to reach intended audience. • Avoid rarely read notice sections. 	<ul style="list-style-type: none"> • Potentially reaches broad public. • May satisfy legal notification requirements. 	<ul style="list-style-type: none"> • Expensive, especially in urban areas. • Allows for relatively limited amount of information.
Newspaper inserts:	<ul style="list-style-type: none"> • Design needs to 	<ul style="list-style-type: none"> • Provides 	<ul style="list-style-type: none"> • Expensive,

Mechanisms	Suggestions for Use	Advantages	Limitations
A “fact sheet” within the local newspaper	<p>get noticed in the pile of inserts.</p> <ul style="list-style-type: none"> • Try on a day that has few other inserts. 	<p>community-wide distribution of information.</p> <ul style="list-style-type: none"> • Presented in the context of local paper, insert is more likely to be read and taken seriously. • Provides opportunity to include public comment form. 	<p>especially in urban areas.</p>
Feature stories: Focused stories on general project related issues.	<ul style="list-style-type: none"> • Anticipate visuals or schedule interesting events to help sell the story. • Recognize that reporters are always looking for an angle. 	<ul style="list-style-type: none"> • Can heighten the perceived importance of the project. 	<ul style="list-style-type: none"> • No control over what information is presented or how.
Bill stuffer: Information flyer included with monthly utility bill	<ul style="list-style-type: none"> • Design to be eye-catching to encourage readership. 	<ul style="list-style-type: none"> • Widespread distribution within service area. • Economical use of existing mailings. 	<ul style="list-style-type: none"> • Limited information can be conveyed • Message may get confused as from the mailing entity.
Press releases:	<ul style="list-style-type: none"> • Try to hand deliver press releases or kits to get a chance to discuss project. • Foster a relationship with editorial boards and reporters. 	<ul style="list-style-type: none"> • Informs the media of project milestones. • Press release language is often used directly in articles . • Opportunity for technical and legal reviews. 	<ul style="list-style-type: none"> • Generally low media response rate. • Frequent poor placement of press release within newspapers.
News conferences:	<ul style="list-style-type: none"> • Make sure all speakers are trained in media relations. 	<ul style="list-style-type: none"> • Opportunity to reach all media in one setting. 	<ul style="list-style-type: none"> • Limited to news-worthy events.
Television: Television programming to present information and elicit audience	<ul style="list-style-type: none"> • Cable options are expanding and can be inexpensive. • Check out expanding video 	<ul style="list-style-type: none"> • Can be used in multiple geographic areas. • Many people will take the time to watch rather than read. 	<ul style="list-style-type: none"> • High expense. • Difficult to gauge impact on audience.

Mechanisms	Suggestions for Use	Advantages	Limitations
response	options on the internet.		
Web Sites: World wide web sites which contain project information, announcements, and documents	<ul style="list-style-type: none"> Keep it simple and easy to navigate. Use a logical site organization. Always keep site up to date. 	<ul style="list-style-type: none"> Capable of reaching very large audiences with enormous amounts of information. Can be a very low cost way of distributing larger documents. 	<ul style="list-style-type: none"> Many people cannot access the web. Information overload and poor design can prevent people from finding what they need.
Briefings: Use regular meetings of social and civic clubs and organizations to provide an opportunity to inform and educate. Normally these groups need speakers. Examples of target audiences: Rotary Club, Lions Clubs, Elks Clubs, Kiwanis, League of Women Voters, etc. Also a good technique for elected officials.	<ul style="list-style-type: none"> Keep it short and simple. Use “show and tell” techniques. Bring visuals. 	<ul style="list-style-type: none"> Control of information/presentation. Opportunity to reach a wide variety of individuals who may not have been attracted to another format. Opportunity to expand mailing list. Similar presentations can be used for different groups. Can build community good will. 	<ul style="list-style-type: none"> Project stakeholders may not be in target audiences. Topic may be too technical to capture interest of audience.
Central information contacts: Designated contacts are identified as official liaisons for the public and media	<ul style="list-style-type: none"> If possible, list a person rather than a position. Best if contact person is local. Anticipate how phones will be answered. Make sure all recorded messages are kept up to date. 	<ul style="list-style-type: none"> People get prompt and accurate responses when they call. Controls information flow and promotes information consistency. Conveys image of “accessibility”. 	<ul style="list-style-type: none"> Designated contact must be committed to and prepared for prompt and accurate responses. May filter public message from technical staff and decision makers. May not serve to answer many of the toughest questions.

<p>Information hot line: Identify a separate line for public access to prerecorded project information or to reach project team members who can answer questions, obtain input, also use e-mail and web sites</p>	<ul style="list-style-type: none"> • Make sure contact has sufficient knowledge to answer most project related questions. • If possible, list a person not a position. • Best if contact person is local. • Use toll free number if not local. 	<ul style="list-style-type: none"> • People get immediate response when they call. • Controls information flow and promotes information consistency. • Conveys image of “accessibility”. • Easy to provide updates on project activities. 	<ul style="list-style-type: none"> • Designated contact must be committed to and prepared for prompt and accurate responses.
<p>Technical assistance: Providing access to technical expertise to individuals and organizations</p>	<ul style="list-style-type: none"> • The technical resource must be perceived as credible by the audience. • Work with your technical people to make sure they understand public issues. 	<ul style="list-style-type: none"> • Builds credibility and helps address public concerns about equity. • Can be effective conflict resolution technique where facts are debated. 	<ul style="list-style-type: none"> • Availability of technical resources may be limited. • Technical experts may not be prepared for working with the public.
<p>Simulation games: Exercises that simulate project decisions</p>	<ul style="list-style-type: none"> • Test the “game” before using it. • Be clear about how results will be used. 	<ul style="list-style-type: none"> • Can be designed to be an effective educational/training technique, especially for local officials. 	<ul style="list-style-type: none"> • Requires substantial preparation and time for implementation. • Can be expensive.
<p>Information centers and field offices: Offices established with prescribed hours to distribute information and respond to inquiries</p>	<ul style="list-style-type: none"> • Provide adequate staff to accommodate group tours. • Use brochures and videotapes to advertise and reach broader audience. • Consider providing internet access station. • Select an accessible and 	<ul style="list-style-type: none"> • Provides opportunity for positive media coverage at groundbreaking and other significant events. • Excellent opportunity to educate school children. • Places information dissemination in a positive educational setting . • Information is 	<ul style="list-style-type: none"> • Relatively expensive, especially for project-specific use. • Access is limited to those in vicinity of the center unless facility is mobile.

	frequented location.	easily accessible to the public. <ul style="list-style-type: none"> Provides an opportunity for more responsive on-going communications focused on specific public involvement activities. 	
Expert panels: Public meeting designed in “Meet the Press” format. Media panel interviews experts from different perspectives	<ul style="list-style-type: none"> Provide opportunity for participation by general public following panel. Have a neutral moderator. Agree on ground rules in advance. Possibly encourage local organizations to sponsor rather than challenge. 	<ul style="list-style-type: none"> Encourages education of the media. Presents opportunity for balanced discussion of key issues. Provides opportunity to dispel scientific misinformation. 	<ul style="list-style-type: none"> Requires substantial preparation and organization. May enhance public concerns by increasing visibility of issues.

<p>Field trips: Provide tours for key stakeholders, elected officials, advisory group members and the media</p>	<ul style="list-style-type: none"> • Know how many participants can be accommodated and make plans for overflow. • Plan question/answer session (consider providing refreshments). • Demonstrations work better than presentations. • Make sure everything is safe. 	<ul style="list-style-type: none"> • Opportunity to develop rapport with key stakeholders. • Creates greater public knowledge of issues and processes. 	<ul style="list-style-type: none"> • Number of participants is limited by logistics. • Potentially attractive to protestors.
<p>Open houses: An open house to allow the public to tour at their own pace. The facility should be set up with several stations, each addressing a separate issue. Resource people guide participants through the exhibits.</p>	<ul style="list-style-type: none"> • Someone should explain format at the door. • Ask participants to fill out a comment sheet. • Be prepared for a crowd all at once. • Develop a meeting contingency plan. • Set up stations so that several people (6-10) can view at once. 	<ul style="list-style-type: none"> • Fosters small group or one-on-one communications. • Ability to draw on other team members to answer difficult questions. • Meets information and interaction needs of many members of the public who are not served by typical public meetings. • Builds credibility. 	<ul style="list-style-type: none"> • Difficult to document public input. • Protestors may use the opportunity to disrupt event. • Usually more staff intensive than a meeting. • May not provide the opportunity to be heard that some public will expect.
<p>Community fairs: Central event with multiple activities to provide project information and raise awareness</p>	<ul style="list-style-type: none"> • All issues, large and small must be considered. • Make sure adequate resources and staff are available. 	<ul style="list-style-type: none"> • Focuses public attention on one element. • Conducive to media coverage. • Allows for different levels of information sharing. 	<ul style="list-style-type: none"> • Public must be motivated to attend. • Usually expensive to do it well. • Can damage reputation of not done well.
<p>Interviews:</p>	<ul style="list-style-type: none"> • Interview should be 	<ul style="list-style-type: none"> • Provides 	<ul style="list-style-type: none"> • Scheduling

<p>One-to-one meetings with stakeholders to gain information on public concerns and perspectives for developing or refining public involvement and consensus building programs</p>	<p>conducted in person, particularly when considering candidates for citizens committees.</p> <ul style="list-style-type: none"> • Take advantage of opportunity for public to input in how they participate. 	<p>opportunity to get understanding of public concerns and issues.</p> <ul style="list-style-type: none"> • Provides opportunity to learn how to best communicate with public. • Can be used to evaluate potential citizen committee members. 	<p>multiple interviews can be time consuming.</p> <ul style="list-style-type: none"> • Interviewers must engender trust or risk negative response to format.
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<p>In-person surveys: One-on-one “focus groups” with standardized questionnaire or methodology such as “stated preference”</p>	<ul style="list-style-type: none"> • Make sure intended use of result is clear before technique is designed. 	<ul style="list-style-type: none"> • Provides traceable data. • Reaches broad, representative public. 	<ul style="list-style-type: none"> • Expensive. • Focus groups may have a marketing/public relations image.
<p>Coffee klatches: Small meetings within neighborhood usually at a person’s home</p>	<ul style="list-style-type: none"> • Make sure staff is very polite and appreciative. 	<ul style="list-style-type: none"> • Relaxed setting is conducive to effective dialogue. • Maximizes two-way communication. 	<ul style="list-style-type: none"> • Requires a lot of labor to reach many people.
<p>Small format meetings: Small meetings at existing groups or in conjunction with another event</p>	<ul style="list-style-type: none"> • Understand who the likely audience is to be. • Make opportunities for one-on-one meetings. 	<ul style="list-style-type: none"> • Opportunities to get on the agenda. • Provides opportunity for in-depth information exchange in non-threatening forum. 	<ul style="list-style-type: none"> • May be too selective and can leave out important groups.
<p>Response sheets: Mail-in-forms often included in fact sheets and other project mailings to gain information on public concerns and preferences</p>	<ul style="list-style-type: none"> • Use prepaid postage. • Include a section to add name to the mailing list. • Document results as part of public involvement record. 	<ul style="list-style-type: none"> • Provides input from those who would be unlikely to attend meetings. • Provides a mechanism for expanding mailing list. 	<ul style="list-style-type: none"> • Does not generate statistically valid results. • Only as good as the mailing list. • Results can be easily skewed.
<p>Mailed surveys & questionnaires: Inquires mailed randomly to sample population to gain specific information for statistical validation</p>	<ul style="list-style-type: none"> • Make sure you need statistically valid results before making investment. • Survey/questionnaire should be professionally developed and administered to avoid bias. <p>Most suitable for general attitudinal surveys.</p>	<ul style="list-style-type: none"> • Provides input from individuals who would be unlikely to attend meetings. • Provides input from cross-section of public not just activists. • Statistically tested results are more persuasive with political bodies and the 	<ul style="list-style-type: none"> • Response rate is generally low. • For statistically valid results, can be labor intensive and expensive. • Level of detail may be limited. • May be perceived as a public

		general public.	relations tool.
<p>Telephone surveys/polls: Random sampling of population by telephone to gain specific information for statistical validation</p>	<ul style="list-style-type: none"> • Make sure you need statistically valid results before making investment. • Survey/questionnaire should be professionally developed and administered to avoid bias. • Most suitable for general attitudinal surveys. 	<ul style="list-style-type: none"> • Provides input from individuals who would be unlikely to attend meetings. • Provides input from cross-section of public, not just those on mailing list. • Higher response rate than with mail-in surveys. 	<ul style="list-style-type: none"> • More expensive and labor intensive than mailed surveys. • Bias is easily charged if questions not carefully constructed. • Bias is likely if telephone distribution is not homogeneous across the public.

<p>Internet surveys/polls: Web-based response polls</p>	<ul style="list-style-type: none"> • Be precise in how you set up site, chat rooms or discussion places can generate more input than you can look at. 	<ul style="list-style-type: none"> • Provides input from individuals who would be unlikely to attend meetings. • Provides input from cross-section of public, not just those on mailing list. • Higher response rate than other communication forms. 	<ul style="list-style-type: none"> • Generally not statistically valid results. • Can be very labor intensive to look at all of the responses. • Cannot control geographic reach of poll • Results can be easily skewed.
<p>Computer-based participation: Surveys conducted via computer networks</p>	<ul style="list-style-type: none"> • Appropriate for attitudinal research. 	<ul style="list-style-type: none"> • Provides instant analyses of results. • Can be used in multiple areas. • Novelty of technique improves rate of response. 	<ul style="list-style-type: none"> • High expense. • Detail of inquiry is limited.
<p>Public hearings: Formal meetings with scheduled presentations offered</p>	<ul style="list-style-type: none"> • Avoid if possible, otherwise try to use informal meetings immediately before. 	<ul style="list-style-type: none"> • Provides opportunity for public to speak without rebuttal. • Meets legal requirements. • Puts comments on record. 	<ul style="list-style-type: none"> • Does not foster dialogue. • Creates us vs. them feeling. • Many dislike public speaking.
<p>Design charrettes: Intensive session where participants re-design project features</p>	<ul style="list-style-type: none"> • Best used to foster creative ideas. • Be clear about how results will be used. 	<ul style="list-style-type: none"> • Promotes joint problem solving and creative thinking. • Effective for creating partnerships and positive working relationships with public. 	<ul style="list-style-type: none"> • Participants may not be seen as representative by larger public. • May not have lasting effect if used as a one-shot technique.
<p>Community facilitators: Use qualified individuals in local community</p>	<ul style="list-style-type: none"> • Define roles, responsibilities and limitations up front. 	<ul style="list-style-type: none"> • Promotes community-based involvement. 	<ul style="list-style-type: none"> • Can be difficult to control information flow.

organizations to conduct project outreach	<ul style="list-style-type: none"> • Select and train facilitators carefully. 	<ul style="list-style-type: none"> • Capitalizes on existing networks. • Enhances project credibility. 	<ul style="list-style-type: none"> • Can build false expectations.
<p>Mediation/negotiation: The process of resolving disputes through compromise</p>	<ul style="list-style-type: none"> • Should be used typically as a last resort to solve specific problems with well-defined stakeholders groups. 	<ul style="list-style-type: none"> • Promotes accountability on both sides. • Focuses on specific issues. 	<ul style="list-style-type: none"> • Difficulty of defining who the parties are and whom they represent. • Time and labor intensive.

<p>Consensus building techniques: Techniques for building consensus on project decisions such as criteria and alternative selection. Often used with advisory committees. Techniques include Delphi, nominal group process and public value assessment and many others</p>	<ul style="list-style-type: none"> • Use simplified methodology. • Allow adequate time to reach consensus. • Consider one of the computerized systems that are available. • Define levels of consensus, i.e. a group does not have to agree entirely upon a decision but rather agree enough so the discussion can move forward. 	<ul style="list-style-type: none"> • Encourages compromise among different interests. • Provides structured and trackable decision-making. • Focuses on solving problems with mutually satisfactory solutions. • Can help avoid later conflicts. 	<ul style="list-style-type: none"> • Not appropriate for groups with no interest in compromise. • Consensus may not be reached.
<p>Focus groups: Message testing forum with randomly selected members of target audience. Can also be used to obtain input on planning decisions</p>	<ul style="list-style-type: none"> • Conduct at least two sessions for a given target. • Use a skilled focus group facilitator to conduct the session. 	<ul style="list-style-type: none"> • Provides opportunity to test key messages prior to implementing program. • Works best for select target audience. 	<ul style="list-style-type: none"> • Relatively expensive if conducted in focus group testing facility.
<p>Advisory committees: A group of representative stakeholders assembled to provide public input to the planning process</p>	<ul style="list-style-type: none"> • Define roles and responsibilities up front. • Be forthcoming with information. • Use a consistently credible process. • Interview potential committee members in person before selection. • Use third party facilitation. • Make sure members communicate with their constituencies. 	<ul style="list-style-type: none"> • Provides for detailed analyses for project issues. • Participants gain understanding of other perspectives, leading toward compromise. 	<ul style="list-style-type: none"> • General public may not embrace committee's recommendations. • Members may not achieve consensus. • Sponsor must accept need for give-and-take. • Time and labor intensive.
<p>Task forces: A group of experts or representative</p>	<ul style="list-style-type: none"> • Obtain strong leadership in advance. 	<ul style="list-style-type: none"> • Findings of a task force of independent or 	<ul style="list-style-type: none"> • Task force may not come to consensus or

stakeholders formed to develop a specific product or policy recommendation	<ul style="list-style-type: none"> • Make sure membership has credibility with the public. • Make sure members represent diverse perspectives and will be independent. 	<p>diverse interests will have greater credibility.</p> <ul style="list-style-type: none"> • Provides constructive opportunity for compromise. 	<p>results may be too general to be meaningful.</p> <ul style="list-style-type: none"> • Time and labor intensive.
<p>Panels: A group assembled to debate or provide input on specific issues</p>	<ul style="list-style-type: none"> • Most appropriate to show different views to public. • Panelists must be credible with public. 	<ul style="list-style-type: none"> • Provides opportunity to dispel misinformation. • Can build credibility if all sides are represented. • May create wanted media attention. 	<ul style="list-style-type: none"> • May create unwanted media attention. • Can polarize issues of not conceived and moderated well.
<p>Citizen juries: Small group of ordinary citizens empanelled to learn about an issue, cross examine witnesses, make recommendations. Always non-binding with no legal standing</p>	<ul style="list-style-type: none"> • Requires skilled moderator. • Commissioning body must follow recommendation or explain why not. • Be clear about how results will be used. 	<ul style="list-style-type: none"> • Great opportunity to develop deep understanding of an issue. • Public can identify with the “ordinary” citizens. • Pinpoint fatal flaws or gauge public reaction. 	<ul style="list-style-type: none"> • Resource intensive.
<p>Role playing: Participants act out characters in pre-defined situation followed by evaluation of the interaction</p>	<ul style="list-style-type: none"> • Choose roles carefully. Ensure that all interests are represented. • People may need encouragement to play a role fully. 	<ul style="list-style-type: none"> • Allows people to take risk-free positions and view situation from other perspectives. • Participants gain clearer understanding of issues. 	<ul style="list-style-type: none"> • People may not be able to actually achieve goal of seeing another’s perspective.
<p>Electronic democracy:</p>	<ul style="list-style-type: none"> • Carefully plan how information will be 	<ul style="list-style-type: none"> • Facilitates interactive 	<ul style="list-style-type: none"> • Not accessible to everyone.

Internet, websites, televoting, on-line dialogue, on-line delivery of government services	presented and how feedback will be used.	communication. • Convenient.	• Opportunity for manipulation, misinformation, and/or incivility.
Samoan circle: Leaderless meeting that stimulates active participation	<ul style="list-style-type: none"> • Set room up with center table surrounded by concentric circles. • Need microphones. • Requires several people to record discussion. 	<ul style="list-style-type: none"> • Can be used with 10 to 500 people. • Works best with controversial issues. 	• Dialogue can stall or become monopolized.
Open space technology: Participants offer topics and others participate according to interest	<ul style="list-style-type: none"> • Important to have a powerful theme or vision statement to generate topics. • Need flexible facilities to accommodate numerous groups of different sizes. • Ground rules and procedures must be carefully explained for success. 	<ul style="list-style-type: none"> • Provides structure for giving people opportunity and responsibility to create valuable product or experience. • Includes immediate summary of discussion. 	<ul style="list-style-type: none"> • Most important issues could get lost in the shuffle. • Can be difficult to get accurate reporting of results.

<p>Workshops: An informal public meeting that may include presentations and exhibits, but ends with interactive working groups</p>	<ul style="list-style-type: none"> • Know how you plan to use public input before the workshop. • Conduct training in advance with small group facilitators. Each should receive a list of instructions, especially where procedures involve weighting/ranking of factors or criteria. 	<ul style="list-style-type: none"> • Excellent for discussions on criteria or analysis of alternatives. • Fosters small group or one-to-one communication. • Ability to draw on other team members to answer difficult questions. • Builds credibility. • Maximizes feedback obtained from participants Fosters public ownership in solving the problem. 	<ul style="list-style-type: none"> • Hostile participants may resist what they perceive to be the “divide and conquer” strategy of breaking into small groups. • Several small-group facilitators are necessary.
<p>Future search conference: Focuses on the future of an organization, a network of people, or community</p>	<ul style="list-style-type: none"> • Hire a facilitator experienced in this technique. 	<ul style="list-style-type: none"> • Can involve hundreds of people simultaneously in major organizational change decisions. • Individuals are experts. • Can lead to substantial changes across entire organization. 	<ul style="list-style-type: none"> • Logistically challenging. • May be difficult to gain complete commitment from all stakeholders. • 2 – 3 day meeting.
<p>Deliberative polling: Measures informed opinion on an issue</p>	<ul style="list-style-type: none"> • Do not expect or encourage participants to develop a shared view. • Hire a facilitator experienced in this technique. 	<ul style="list-style-type: none"> • Can indicate what the public would think if they had more time and information. • Exposure to different backgrounds, arguments, and views. 	<ul style="list-style-type: none"> • Resource intensive. • Often held in conjunction with television companies. • 2 – 3 day meeting.

