



WFD Twinning Project

ORLICE ADVISORY

FORUM EXPERIMENT

4TH MARCH - 19TH
SEPTEMBER 2003

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1 Introduction

The Water Framework Directive represents a milestone for social participation in water management policies.

Implementing information, consultation and participation represents a challenge since this approach is quite new in most of the Member States and Accession countries.

This challenge must be considered as important as regard to the increasing role for stakeholder and public for a sustainable development in general. This is particularly a key principle for a sustainable water future. Indeed, we have to keep in mind that water is indispensable for human health, all human activities and for sustaining the ecosystems on which we all depend. Thus, people are parts of ecosystems and therefore are all concerned. Therefore we can notice the increasing sensitivity of public opinion concerning water issues.

To make choices and set priorities, it is necessary to involve the water users and the local communities which could be affected by the potential decisions, for example measures aiming at solving conflicts between water uses or aiming at allocating scarce water resources.

Besides, with information and involvement, it can be possible to increase public awareness on water issues, to increase transparency and ownership on the decisions, to get commitment and acceptance in the implementation. It is also a mean to obtain local information, knowledge and experience, which can improve the final outcome.

This report summarise the experiment on active involvement which was realised within the Orlice river basin in which specific work was also developed to apply the article 5 requirements of the WFD.

It contents a brief explanation of the article 14 of the WFD requirements and the key messages of the CIS European guidance on public participation, a brief presentation of how the active involvement is implemented in France, a presentation of how the active involvement of interested parties was set up within the Orlice river basin with a specific chapter on the assessment of this experiment. In conclusion some recommendations are given to encourage the implementation of this type of involvement in the rest of the Czech Republic.

A number of annexes were also added to the main text in particular examples of questionnaire which will be prepared to set up the composition of the advisory forum and to assess the previous public consultation experiment in 2000.

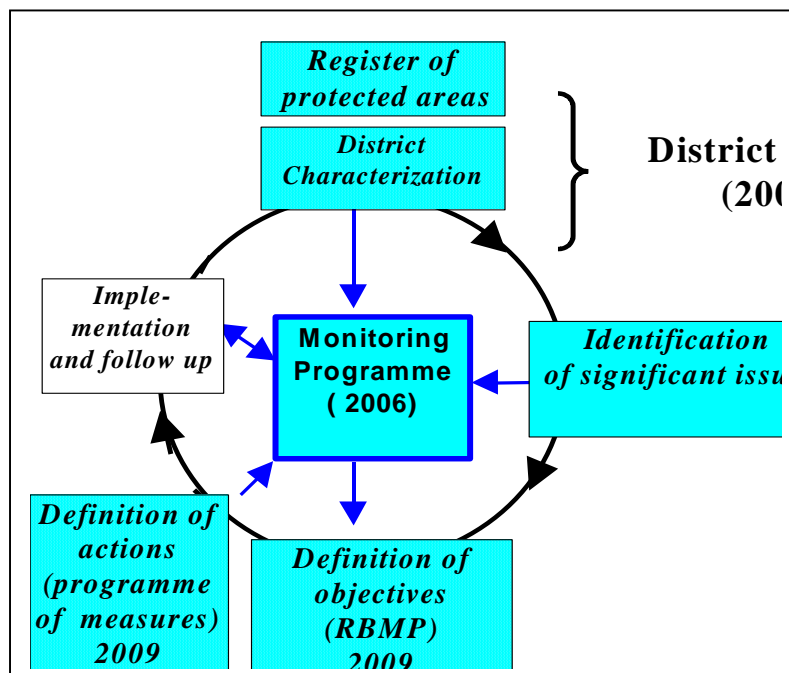
2 The role for the stakeholders and the public within the WFD

2.1 The WFD : a milestone for social participation in water management policies

To see how social participation is linked to the implementation of the Water Framework Directive, it is useful to have firstly a short overview on the overall process of the WFD.

2.1.1 A short overview on the overall process of the WFD

This process is cyclical as schematized in the following scheme :



Activities in the field of information, consultation and participation can be relevant for all the steps of this process. But also, the WFD follows an integrated approach, in which participation of stakeholders and civil society plays an important role.

2.1.2 The requirements of the WFD in terms of participation

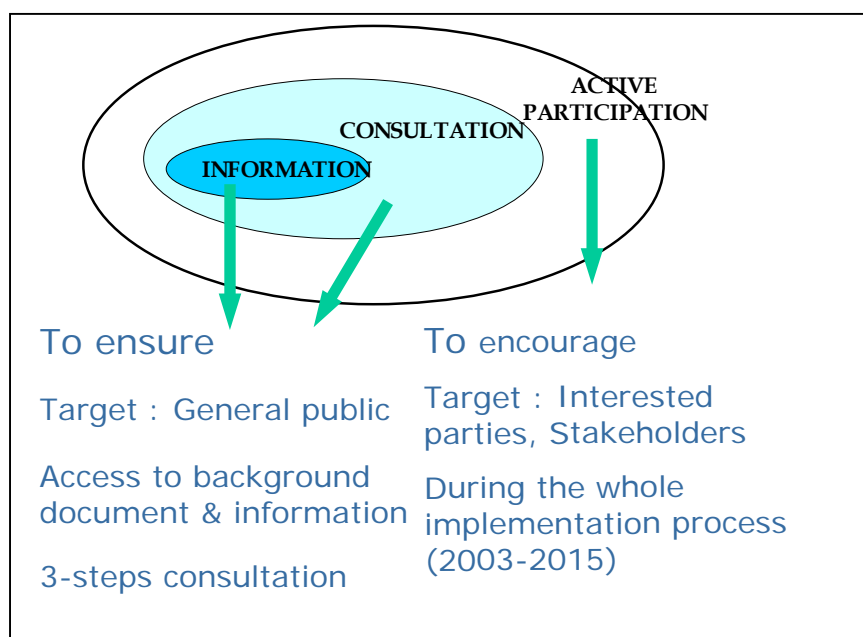
From the first lines of the Directive, we can understand that information, consultation and involvement are considered as a success factor for the implementation of the Directive:

“The success of this Directive relies (...) on information, consultation and involvement of the public, including users” (preamble, recital 14).

The article 14 related to public information and consultation contains most of the provisions of the WFD on that topic:

- The WFD requires an **active involvement of all interested parties** in the implementation of this Directive, in particular in the production, review and updating of the river basin management plans. This active involvement must be encouraged. It concerns not only the production, review or updating of the RBMP but also the whole implementation process (the whole cycle of the WFD).
- A **public consultation** is also required. This public consultation must be ensured. Member States shall implement a 3 steps procedure with 6 months consultation at least for each step. They shall publish and make available for comments to the public, including water users :
 - a) the timetable and work programme, including consultation measures to be taken, by the end of 2006 at the latest;
 - b) the interim overview of significant water management issues in the basin, by the end of 2007 at the latest;
 - c) the draft management plan, by the end of 2008 at the latest.
- This 3-steps procedure must be organized for each national and international district. Upon request **access shall be given to background documents and information used** for the development of the draft River Basin Management Plan.

These provisions can be summarized as follows :



Beyond stakeholder involvement and public information and consultation, **transparency** is a very strong stake all along the implementation process of the Directive:

- Access to background information and documents
- Consultation of the general public
- Justification on derogations, designation of HMWB, monitoring results, etc, in the RBMP
- Summary of the public information and consultation measures taken, their results and the changes to the RBMP made as a consequence (2009)
- Report on progress of implementation of measures (2012)
- Assessment of results & justifications (2015)

2.2 The Guidance Document on Public Participation and its key messages

The Guidance Document was developed by a Working Group under the Common Implementation Strategy, composed of Member States, European Commission, NGO and independent experts). It was endorsed by the Water Directors in November 2002 during their meeting in Copenhagen.

It contains the main following chapters :

- Principles of public participation (why, who, when, how)
- Active involvement of interested parties
- Public consultation
- Access to information
- Evaluation and reporting
- Success factors
- Annexes : tools and inspiring examples

Some key messages can be extracted from this Guidance Document:

- Definitions

Interested parties or stakeholders are defined as persons, groups or organizations having a stake, an interest in the issue, because they can be affected by the decision or because they can influence the final outcome.

The public or general public is defined as having no direct stake or interest in the issue.

In the Guidance document, public participation is used as a generic term covering the three degrees of participation : information, consultation and participation.

- Participation is not an objective in itself but a mean to improve the process.

- A tailor-made process

Public participation is not about everybody joining, everybody deciding, always public participation, losing control, achieving consensus at all expenses. On the contrary, public participation must be designed on a tailor-made basis. The answers to the key questions “who, when and how to involve” are different according to the circumstances. The WFD does not give any methods or receipts to organize public information and consultation and stakeholder involvement but it gives the responsibility to the Member State to take the necessary measures to reach these objectives: Member State is the manager of the process.

- Importance of communication and coordination

The backbone of public participation is a two-way communication between the competent authorities, the participants and all other interested parties.

Transfer of information between different planning steps is essential, but also communication and coordination across scales and between units at the same scale.

- Early and continuous involvement

Stakeholders should be involved preferably from the beginning and during all stages in the process. The general public should be informed on the process before the first obligatory deadline concerning consultation (2006). The guidance document recommends for example to inform the public on the results of the district characterization.

- Public Information

The guidance document recommends to organize a centralised access to information and to provide synthetic and simple information.

- Public consultation

It is essential to manage the expectations of the public and for that purpose it is necessary to explain clearly the « rules of the game » : why people are consulted, how they can express their comments, how these comments will be taken into account, what is their place and role within the decision-making process, etc.

It is also essential to organize a clear management of comments and give feedback to the consulted people with a justification of the decisions and explanation on the reasons why their comments were not integrated in the final version.

The guidance document insists also on the importance to be as close as possible to the everyday life of the people and to organize the consultation at a more local scale than the river basin district.

- Active involvement of stakeholders

Stakeholders can be involved through stakeholders committees, workshops, working groups, etc. Stakeholder involvement is particularly relevant for a number of activities: delimitation of water bodies, review of pressures and impacts, economic analysis of water use, designation of heavily modified water bodies, baseline scenario, gap analysis (assessment of the risk to fail to the objectives), potential derogations to objectives, planned measures, implementation.

- Evaluation and learning process

The guidance document recommends also to undertake an evaluation of the participation process, in order to have a continuous improvement of the procedures and methods used.

- Success factors

A chapter of the guidance document is dedicated to the identification of success factors:

- Political commitment and resources allocation
- Organisational aspects, coordination between scales, between authorities
- Capacity building and training
- Reaching individual citizens beyond NGOs and organized citizens
- Setting up of the necessary formal and legal procedures
- Raising awareness ; demonstration projects
- Transparency

- Methods

The guidance document gives useful information on available methods:

- Annex 1 of the guidance: Tools and techniques
- Annex 2: Inspiring examples (35 examples of public participation in water management projects in some Member States and Eastern Europe)

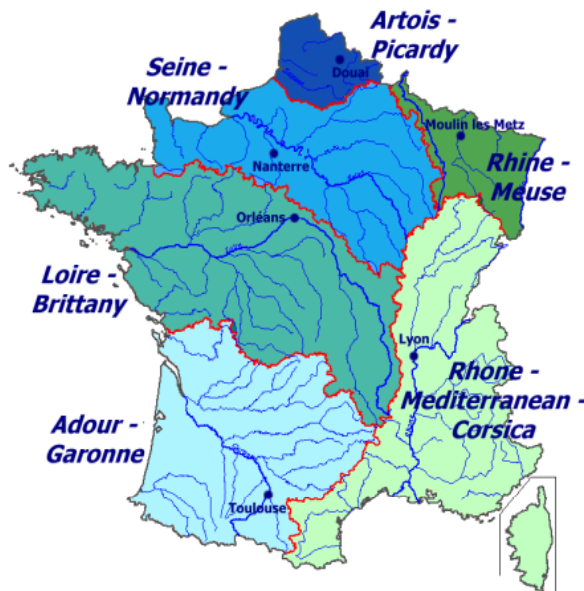
These annexes give a range of possible approaches with regard to public participation on different scales and with regard to various issues.

3 River basin management and active involvement approach : feedback from the French experience

France has got 40 years-history in the field of river basin management, since the 1964 first French Water Act defined 6 large river basins:

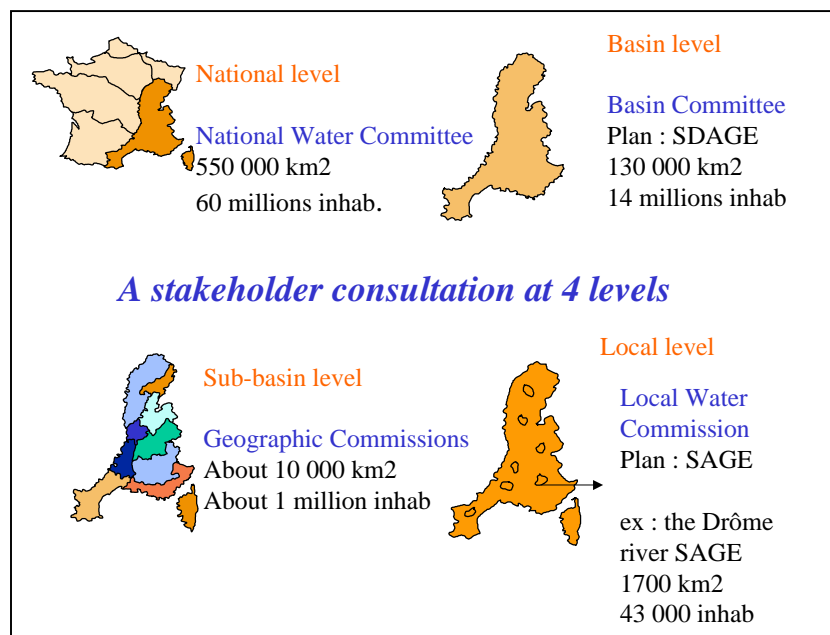
- Adour-Garonne,
- Artois-Picardie,
- Loire-Bretagne,
- Rhin-Meuse,
- Rhône-Méditerranée-Corse,
- Seine-Normandie.

The map and the main characteristics of the 6 large river basins are shown below:



| River Basin | Surface area (km ²) | Population |
|--------------------------|---------------------------------|------------|
| Artois Picardie | 15 000 | 4 000 000 |
| Rhin Meuse | 35 000 | 4 000 000 |
| Seine Normandie | 100 000 | 17 000 000 |
| Adour Garonne | 115 000 | 6 000 000 |
| Rhône Méditerranée Corse | 130 000 | 14 000 000 |
| Loire Bretagne | 155 000 | 12 000 000 |

The stakeholder consultation takes place at 4 levels: national, basin, sub-basin and local levels as shown in the figure below:



- **National level:** The **National Water Committee** is an advisory body concerning the coordination between the 6 river basins, all large development projects and water distribution schemes, any problem shared by two or several basins, any issue related to water laws & preliminary definition of water policy. It is composed of 77 members, among them are: 22 elected officials, 23 Water users and NGOs, the 6 chairmen of the basin committees, 8 competent people and 18 State representatives. This advisory body was created by the 1964 Water Act and its composition was detailed by a Decree in 1965. Placed under the Prime Minister's responsibility, its members are nominated by the Minister of Ecology.

- **Basin level:** The **River Basin Committee** is composed of 3 main categories of stakeholders: water users + NGOs, elected officials and State representatives, each one having the third of the members. The total numbers of the members and the number of members in each category vary between the basins, according to the size and the local stakes.

For each large river basin, the Basin Committee is responsible for the elaboration of the river basin water management master plans, decides of fees level which should be paid by the users, defines fund programmes for action (subsidies) implemented by the Water Agency.

The River Basin Committee were created by the 1964 Water Act. The rules for the composition of the River Basin Committees are defined by a Decree which is regularly updated. The Prefect of the region in which the Basin Committee has its headquarters is named "Basin Coordinating Prefect". This Prefect is a representative of the State and has the role of coordinating the actions of Prefect of each Department in the Region in the field of water policy.

The second important French Water Act (3rd January 1992) defined 2 fundamental principles:

- Water is a common national heritage and patrimony,
- Water must be managed in an integrated way.

This important water act defined concrete tools for decentralised river basin water management planning at 2 operational scales:

- at the level of large river basins : the river basin water management master plans (SDAGE = “schémas directeurs d’aménagement et de gestion des eaux”)
- at the level of sub-basins (500-2000 km²) : the local river basin water management plans (SAGE = “schémas d’aménagement et de gestion des eaux”)

Master plans are elaborated by the River Basin Committee and endorsed by the Basin Coordinating Prefect. The master plans have got a legal efficiency, since administrative decisions must comply with their provisions and their objectives.

• Sub-basin level: To be closer from concrete questions and closer from the local stakeholders, it was decided in most of the largest basins, to decentralize the Basin Committee through the so-called **Geographic Commissions**. These commissions represent an opportunity to discuss and prepare at a more local scale the main orientations to be discussed by the River Basin Committee.

• Local level: local river basin water management plans are not obligatory. On the contrary, they can only be elaborated in case of important or particular problems: conflicts between uses, water shortage, pollution, etc.

This kind of project starts from a local will (elected people request) and is developed on a voluntary basis. Local plans are elaborated by a **Local Water Commission**, composed of 1/2 local elected officials (mayors), 1/3 water users and NGOs, 1/3 local representatives of the State.

The Commission is set up by the Prefect of the Department, who appoints the members of the Commission. The Commission elaborates and presents the draft local plan to the River Basin Committee which checks for coherence between the different SAGE projects and between the draft SAGE and the SDAGE. The Prefect endorses the final SAGE document. The local plans implement more precisely and concretely the general guidelines defined by the SDAGE and have also a legal efficiency towards administrative decisions.

The first SAGE to be finalized (in 1997) concerned the valley of the Drôme river and, today 10 SAGE are under implementation and about 50 under elaboration.

The main lessons learnt from this experience are:

- Importance of local political will,
- Necessity to have a global vision,
- Importance of a long term thinking,
- Major role of facilitators and training,
- Importance of follow up (with stakeholders),
- More involvement at local level,
- Necessity to be closer as possible of people’s environment.

4 Setting up of active involvement of interested parties within the Orlice river basin

4.1 A first experiment in 2000

In 2000, a River Basin Water Management Plan for the Orlice river basin was elaborated and some measures were taken to consult the main stakeholders of the basin. Two public hearings were organized with 40 participants from state bodies, environmentalists and representatives of local governments and, documents were sent out for comments, 16 answers were received. A questionnaire was prepared and sent out to people who participated in this first experiment in order to collect their feelings and points of view on this experiment. The questionnaire and its results are presented in Annex I.

4.2 Objectives of Orlice experiment

As part of the Twinning covenant on the implementation of the Water Framework Directive in the Czech Republic, the development of a strategy for the implementation of the Article 14 of the WFD is required. So to do it, the Orlice river basin was proposed as practical exercise to test active involvement of all interested parties in parallel to the work undertaken in the River basin Management Planning component. The aim was to use results of this test to write a draft strategy on the implementation of Article 14 in the Czech republic.

4.3 Establishment of Stakeholder group and definition of its responsibilities and roles

In January 2003 it was endorsed by members of the RBMP-SC working group (established for the purpose of the river basin management planning component of the Twinning covenant and enlarged to the stakeholder consultation component) that the Twinning team would set up with the help of Ministries (Ministry of Environment and Ministry of Agriculture) and local authorities (Elbe river basin board and Regional Authorities) a stakeholder group at the Orlice river basin.

In order to set up this group of interested parties a questionnaire was sent out to all the members of the Twinning RBMP-SC working group (See Annex I). After the analysis of the questionnaire's answers, objectives, roles, composition and organization were suggested as summarized in the table 1 below. The group of interested people was called "Advisory Forum" as institutions agreed that this group should mainly have a role for comments and advices but none role of decision making.

| | |
|---|--|
| Main Objectives of the Active Involvement | <ul style="list-style-type: none">- Increase awareness of interested parties on Water Management,- Obtain their view on Water Management, |
|---|--|

| | |
|-------------------------------|---|
| | <ul style="list-style-type: none"> - Know the current water conflicts, - Ownership of problems and better acceptance of the Programme of Measures |
| Roles | <ul style="list-style-type: none"> - Participation in the Planning Process by open discussions (meetings), - Comments on the draft documents, - Relay towards the public |
| Composition (30 people maxi.) | <ul style="list-style-type: none"> - 1/3 of administration representatives (9), - 1/3 of elected people representatives (12), - 1/3 of water users representatives (8) |
| Organisation | <ul style="list-style-type: none"> - Steering Committee: River Basin Boards + Regional Authorities, - Chairman: Someone from the Regional Authorities (not officially designed for the Orlice experiment), - Facilitator: Twinning Team |

4.4 Orlice Advisory Forum Meetings

The Orlice advisory Forum met 5 times from the 4th March to the 19th September, 2003.

The first meeting held the 4th March, 2003 in Hradec Kralove at the Labe Povodi building. People who were attended this meeting were people who could participate in a future Advisory Forum later on and representatives of both Ministry of Environment and Ministry of Agriculture. The aim of this first meeting was to present (see agenda in Annex II):

- the Water Framework Directive Principles and the river basin management planning process,
- the Article 14 principles and the proposal for setting up a group of interested parties,
- the responsibilities, roles and tasks of this group.

During the course of this meeting a first discussion of the main water management issues within Orlice river basin raised and a map was drawn (see Annex III).

The second meeting held the 28th March, 2003 in Hradec Kralove at the Labe Povodi building.

The aim of this meeting (see agenda in Annex II) was to endorse the proposal presented in the previous meeting and to present the first results of the pressures analysis undertaken by the Twinning team.

The Orlice advisory forum principles were endorsed by the local authorities and by the participants themselves.

The Third meeting held the 16th May, 2003 in Usti nad Orlici at the townhall building (see agenda in Annex II).

By this time, the Twinning team produced the first draft of the Orlice river basin plan-Part one and presented the document to the Advisory Forum. This document described the natural characteristics of the basin, the socio economic characteristics of the basin, the existing pressures as required by the WFD: point source pollution, diffuse source pollution, water

abstraction, morphological alterations and other pressures (fish farming, waste management, transport...) and the water status. One draft document was handed out to each participant for comment.

In the afternoon a trip in the field was organised by the mayor of Usti nad Orlici. The aim was to see the physical status of river bed and river bank of Trebovka river and to discuss one water conflict between flood protection and fish ponds. This issue was explained by the mayor of Ceska Trebova who was concerned by protection and safety of his citizens against floods. The mayor would like fishermen to lower the level of water in fishponds in order to use them in case of heavy rains as water retention basin. We also visited other flood protection structures built and managed by the Labe Povodi. These structures are artificial basin of water retention and they are located in the upper part of Trebovka sub basin. These new structures were built after the 1997 flood which was very destructive.

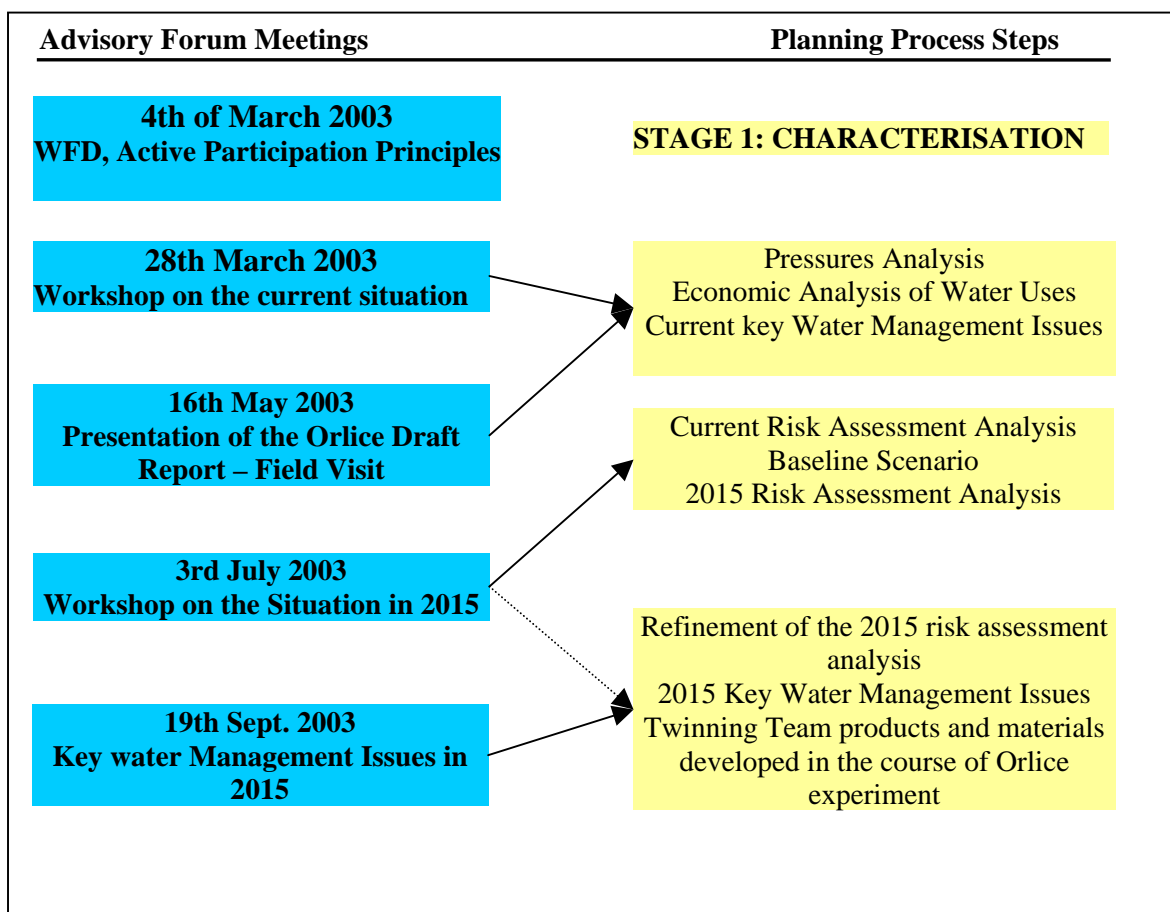
The fourth meeting held the 3rd July, 2003 in Hradec Kralove at the Labe povodi building (see Agenda in Annex II)

During this meeting, presentations explained the risk assessment analysis process. The methodology of today risk assessment analysis was presented and results discussed. Then, trends which were discussed and analysed at the National level were assessing with the Advisory forum. People thought that National trends could be rightly applied to their river basin. The methodology of the risk assessment analysis for the year 2015 was also presented. At this stage one representative of agrarian chamber did not agree with the idea that agriculture would be always responsible for morphological alterations and that for nutrient surplus one should undertake further assessment on relationships between pollution and pressures related. A short presentation of further steps which have to be undertaken after the characterisation process was also made. We agreed that during summer time the Twinning team will develop methodologies to carry out in a quantitative way the 2015 risk assessment analysis.

The fifth meeting held the 19th September, 2003 in Hradec Kralove at the Regional Authority building (see agenda in Annex II).

Unfortunately, as the second PAA Sylvie Jégo finished her stage in the Czech Republic by the middle of October 2003, this meeting was the last one of the experiment. The main objective was to present the further development on risk assessment methodologies which were undertaken during summertime. The other topic was the presentation of products linked to the Orlice experiment which were delivered by the Twinning team: RBMP Manual-part one, Orlice Plan-part one completed by the risk assessment analysis, a draft strategy for public participation within the RBMP process.

The Orlice plan full version-part one was sent out to participants for comments the 10th October, 2003.



Orlice Advisory Forum Meetings

4.5 Assessment of the Orlice advisory forum experiment

The different meetings in Hradec Kralove and in Usti nad Orlici were always attended by 15 to 20 people. But it is worth to note that Representatives of industry sector and NGOs did not attend to any of these meetings in spite of several reminders and explanations.

One questionnaire was prepared and given out or sent out in order to assess the usefulness of this type of involvement within the river basin water management planning.

The questionnaire was composed of four sections:

- Questions about the Advisory Forum itself: Objective, role, composition and management,
- Questions about the organisation of the meetings and the consultation of the draft document,
- Questions about positive and negative point sof this experiment,
- Further questions specifically for water authorities

4.5.1 Advisory Forum: Objective, role, composition and role

People's expectations were to be able to help in gather and bring further information which was available at their level in water management. They also wanted to know more about the different steps of the planning process and the Water Framework directive. Some of them think that it was also a good opportunity to explain and to defend agriculture activities and that these discussions were a mean to be more transparent with water issues. Some other saw the advisory forum as a place where water issues can be debate and solve.

For most of the people the main objectives, the roles and the composition of the Advisory Forum are valuable and convenient. They think that the number of attendees could be lower in order to facilitate discussions. More generally they think that it was an opportunity to discuss and to share their view with other institutions, other municipalities and other users. They increase their own knowledge and they even can change their first approach to take account of other water uses.

The advisory forum was a place where people had the opportunity:

- ***to learn more about integrated river basin water management planning and about the WFD,***
- ***to share and to discuss their own view with other users,***
- ***to help in the process in bringing information or available data.***

4.5.2 Advisory Forum Meetings and document consultation

Participants found that the organisation of one meeting every 5-7 weeks lasting all day is reasonable and manageable. They think that visits in the field could be also useful to understand some water issues and to solve them.

The information that they received before attending to the meeting was sent sufficiently early (one week before the meeting) and the objectives of each meeting were clear enough.

The content of these meetings was adapted to their competencies and sufficiently explained. The presentations were most of the time also clear and understandable.

The meeting presenting the content of the draft Orlice document before sending out the document for comment was appreciated and useful. The content of the document was seen as adapted to the level of people competencies and expectations even if some of them would have preferred a shorter and more synthetic document.

The Advisory Forum participants were satisfied with the meetings both organization and content.

People appreciated the presentation of the draft document and were not reluctant to comment it.

4.5.3 The positive and negative points in this experiment

The objective of this experiment was clear and people's role was also very well understood. People think that they were comfortable enough to express their own view during the meetings and they also think that they understood in a better way the planning process and the WFD requirements.

They see how they can interfere in the planning process and which added value they can bring in this process.

They also have got some ideas on how to forward their knowledge on these topics to other people. One example was to use the opportunity of training related to the Nitrate directive to mention there the WFD and its requirements.

People are convinced that this type of involvement would facilitate the consultation process and they are ready to participate in further similar meetings.

According to the participants this experiment was mainly positive and brought them a lot of knowledge and "savoir-faire". Moreover, some of them are ready to forward their knowledge towards other level of citizens, which is a part of public information.

4.5.4 Water Authorities view

According to the water authorities, this experiment is judged as valuable and they are ready to support and to encourage this type of involvement.

The river basin boards and the regional authorities should be responsible for it but they are not sure that one can implement it during the characterization process.

Water Authorities would rather wait for organizing an Advisory Forum as it was set up for Orlice river basin after the end of 2004.

Water authorities found in this experiment good opportunity:

- to learn concrete methods which can be developed in water management,
- to meet and to discuss water issues with their colleagues and with water users,
- to discuss their approaches and to share their views.

As the rest of the participants, the local water authorities think that this type of involvement was useful and they are ready to support and to participate in similar group of discussion in the future. They do not think that it would be possible to organize this type of involvement during the characterization process but they would prefer to set up it after the end of 2004.

5 Conclusion

Looking back to the 35 years of French experience in the field of active involvement, one could say that it is a long process to involve daily interested parties in water management issues. This requests effort, organization and political will.

The WFD imposes public information and public consultation and deeply encourages active involvement of interested parties.

The Orlice advisory forum was very useful to experiment stakeholder consultation and it showed:

- That people invited to participate in were very pleased and interested in,
- That the composition of the group was adapted to people competencies even if much effort must be done to involve NGOs and industrial sector representatives. These people received at least as a member of the Advisory Forum all information regarding the meeting agenda and the meeting minutes.
- To the water authorities how this type of meeting could be organized: frequencies, number of people to be involved to facilitate debate and discussion, at which moment during the process meetings should be held....
- The importance of “the facilitator role” who is someone neutral, who presents results in the most objective way and who is responsible for the logistic organization of meetings. The facilitator would remain under the control of the authorities responsible for active involvement.
- That active involvement requires specific work, time and consequently money.
- That water authorities responsible for active involvement should think of how to develop their capacity building in order to make it feasible and practicable.
- That involving interested parties in the process gives opportunity to water authorities to forward information and explanation on the planning process itself. Then people understand it in a better way and begin to appropriate the process. Later on it would facilitate dissemination of information and acceptance of measures.

According to the assessment of this experiment, it seems very valuable to transform it into practice. To do so, it will be necessary to set up advisory forum accordingly to the organization which is proposed to implement the planning process. For the moment, according to the water act each povodi oblasti should produce one river basin district plan; one committee for which the composition is left to the river basin board authorities will be also set up. It is recommended to begin to involve interested parties during the characterization process in enlarging some of the Committee meeting to water users e.g. private water companies, agrarian chambers, fishermen association... and where working groups will be established it could be also valuable to invite water users and to use their knowledge as an expertise judgment.

Then, in the year 2005, advisory forum can be established at each oblasti povodi level as an individual body beside the committee which will use it for consultation. The first consultation can deal with a presentation of results obtained during the characterization process. Comments can be asked for refining provisional water management issues and pointing out main disagreements between advisory forum and committee views. Moreover, further meetings with the advisory forum can be used to prepare the timetable and the work programme and then to discuss the key water management issues provided that these documents should be consulted by the Public respectively by the end of 2006 and 2007.

6 Annexes

6.1 Annex I

QUESTIONNAIRE ON THE PUBLIC HEARINGS ORGANIZED IN 2000 FOR THE WATER MANAGEMENT PLAN OF THE ORLICE BASIN

AUTHORITIES

Which institution or administration decided and organized this public hearings?

What was the objective of this consultation?

On what documents were the people invited to comment?

How were chosen the participants?

Who was invited?

Who participated?

For which reason invited people did not participate?

Did you give information, documents to the people before the public hearings?

What were the tools or techniques applied to inform the people, to raise their awareness, to make them participate (meetings, mails, phone calls, others)?

How was organized the public hearings?

Did you change any method between the first and the second public hearing?

To your mind what was the qualitative degree of participation?

What were the tangible results of this consultation?

To what extent were the comments taken into account?

Was the plan changed?

Did you give a feedback to the involved persons after the process?

Were you personally satisfied by the results obtained?

Do you think that the participants were satisfied?

If not, do you know why?

Do you think it could have been improved and how?

Finally what are the lessons from this experiment?

**QUESTIONNAIRE ON THE PUBLIC HEARINGS ORGANIZED IN 2000 FOR THE
WATER MANAGEMENT PLAN OF THE ORLICE BASIN AND ON HOW SHOULD
THE ORLICE ACTIVE INVOLVEMENT SET UP**

1- What do you think about the 2000 experiment concerning the public hearings organized on the Water Management Plan of Orlice?

- Positive points

- Negative points

2- What is for you the main objective of the Orlice pilot testing ?

3- Concerning the organization of the testing, how do you see the coordination between the river basin administration and the regional authority?

4- By whom would be managed the testing?

- Creation of a steering group – chaired jointly by the regional authorities and the Povodi administration, animated by the Twinning Team?
☐ YES ☐ NO
- Secretariat led only by the Twinning Team, but supported by the Povodi and the regional authorities?
☐ YES ☐ NO

5- It appears as necessary to involve the institutes specialised in water issues because of their expertise and their data availability. How do you think they could be involved in the process?

- Members of the Stakeholder Committee?
☐ YES ☐ NO
- Members of the steering group?
☐ YES ☐ NO
- Members of the RBMP-SC Working Group ?
☐ YES ☐ NO

- Attendance to the Committee meetings?
☐ YES ☐ NO
- Associated during the data collection only, without being associated to the Stakeholder Committee?
☐ YES ☐ NO
- Consulted on the draft documents?
☐ YES ☐ NO

What is for you the main objective of the Orlice Stakeholder Committee?

- Increase awareness of stakeholders on water management?
☐ YES ☐ NO
- obtain their view on water management?
☐ YES ☐ NO
- know the current water use conflicts?
☐ YES ☐ NO
- ownership of problems, commitment?
☐ YES ☐ NO
- innovative solutions?
☐ YES ☐ NO
- acceptance of measures to be taken?
☐ YES ☐ NO
- Other objectives?

Which role for the Orlice Stakeholder Committee?

- Give an advice on the draft documents?
☐ YES ☐ NO
- Endorse the final version of the documents?
☐ YES ☐ NO
- Define the procedure of public consultation together with Authorities?
☐ YES ☐ NO
- Responsibility in the public consultation?
☐ YES ☐ NO
- Act as a relay towards the public?

☐ YES ☐ NO

- Responsibility in the implementation?
☐ YES ☐ NO

- Other roles?

Do you agree with the proposed composition ?

- About 25-30 people (maximum)
☐ YES ☐ NO
- Representatives of the 3 main categories :
 - administration and institutions
 - elected people
 - water users and NGOs☐ YES ☐ NO
- A balanced repartition between these 3 categories (1/3 each)>
☐ YES ☐ NO

Who would be the chairman of the Stakeholder Committee?

- Elected among and by the members of the Committee?
☐ YES ☐ NO
- Nominated by the authorities (Povodi and regional authorities)?
☐ YES ☐ NO
- A representative of the povodi administration or a representative of the regional authorities?
☐ Povodi ☐ regional authority
- A elected official (mayor of a municipality)?
☐ YES ☐ NO
- Headman of regional authority?
☐ YES ☐ NO
- Other proposal?

Who to involve?

1. Administration and institutions

- Povodí
 - Regional Authorities (administrative staff from Environment Department and Spatial Planning Department)
 - Agricultural Water Management Authorities
 - Forest of the Czech Republic, State Company
 - Regional public Health Authorities
 - Regional Inspectorates
 - Agency for Nature protection and Landscape
 - Research Institute for Water and Soil Conservation
 - Any other relevant administration representatives
 - Other proposal?
-
-
-

2. Elected people

- Regional Authorities (Deputy Governor and elected people responsible for the Water or Environment sectors and for the Spatial Planning sector),
 - Municipalities (representatives of the Authorised Municipalities and representatives of other municipalities (does it exist associations or unions of mayors))
 - Unions (elected people responsible for Unions involved in water sector, waste sector and tourism sector)
 - Other proposal?
-
-
-

3. Water users and NGOs

- Water Private Company responsible for the drinking water and the waste water treatment,
 - Representatives of Farmers (Agricultural Chambers, other association or union (Irrigation, Breeder...)),
 - Representatives of Manufacturers (important industries and minor manufactures),
 - Private Forest Companies,
 - Fish Farming representatives, Fishing Representatives,
 - Hydropower companies,
 - Aquatic Leisure Activities Representatives (Bathing sites, Canoe, kayak...)
 - Consumers Representatives,
 - Nature Conservation Representatives (NGOs)
 - Other proposal?
-
-
-

Do you agree with the idea to organize, before the consultation process, a training for the members of the Committee : water management issues, WFD objectives, principles of the stakeholder consultation, field visits?

☐ YES

☐ NO

Do you agree with the subdivision of this training into 2 parts?

- End of February, a first meeting on general aspects of water management, WFD objectives and principles for stakeholder consultation

- Mid of March, a second meeting on key issues of the Orlice basin + visits on the field

☐ YES

☐ NO

What do you think about involving the members of the Committee in the design of the consultation process?

From the meeting of the 9th January, it appears that the Stakeholder Committee would be consulted without having a role in the endorsement of the documents, these ones being endorsed by the authorities. Do you agree with this conclusion?

☐ YES

☐ NO

Do you agree with the proposed repartition of tasks into 3 steps?

- 1st step District characterization, pressures and impacts analysis, identification of significant water issues, economic analysis of water use, baseline scenario, register of protected areas
- 2nd step Timetable and work programme, definition of objectives, identification of potential measures
- 3rd step Draft programme of measures and draft RBMP

☐ YES

☐ NO

1st step –

Public consultation is not required by the WFD on the district review - characterization, pressures and impacts, economic analysis of water use, baseline scenario, register of protected areas.

However, we propose to organize for the first step a public information and consultation as a best practice or at least just an information to the public.

What option do you prefer?

- Only information ☐
- Information and consultation ☐

2nd step –

Due to the tight timetable for the testing, the public would be consulted simultaneously on the overview of significant water issues in the basin and on the timetable / work programme.

Do you think that there is a good idea?

☐ YES

☐ NO

If not, may you develop your mind?

3rd step –

- **Public consultation is not explicitly required by the WFD concerning programmes of measures. However this consultation would be useful, but how to ?**
 - Public **information** on the whole programme of measures?
☐ YES ☐ NO
 - Public **consultation** on the whole programme of measures?
☐ YES ☐ NO
 - Neither information nor consultation on the programme of measures, the summary of the programme of measures being included in the draft RBMP as required by Annex VII?
☐ YES ☐ NO

Do you have any other proposals, suggestions or comments?

ANALYSIS OF THE QUESTIONNAIRE RESULTS

We sent 27 questionnaires and we received 11 answers, that means 40%.

A- Answers to the first three questions:

The 200 experiment

Positive points:

Involvement of general public into the consultation process, which was not very common in the past. Gaining experience with public response. Lessons of democracy. Participation of stakeholders and amendment and completing of the proposed programs of measures

Negative points: Time delay within the planning process. Need to provide information in an appropriate form taking into account unqualified public.

Low participation of NGOs. The character of the plan which was a pilot with no real impact and consequences.

The main objective of the Orlice New Experiment:

- To master a procedure of plan preparation in terms of requirement of the WFD, in particular the economic analysis,
- Propose a reasonable structure of plan understandable, applicable and enforceable,
- Identify sources of data, ways of data acquisition and methods of analysis.

The coordination between the River Basin Administration and the Povodi:

It seems clear that a co-ordination between both Povodí and the Regional Authorities is necessary.

From the answers, we can distinguish 3 manners of seeing this coordination:

- Way of coordination must be clearly determined by MoA,
- Official desk officer should be appointed and working group established at the Regional Authority, in charge of RBMP preparation. The same should apply for the Povodi.
- Twinning project is supposed to coordinate activities of Regional Authorities and Povodi. Proposal for optimal involvement of both regional Authorities and Povodi should be an outcome of the Twinning.

It was also said that the coordination between the Povodí and the Regional Authorities must exist at the very first start of the process and continue all along the process.

Twinning Team comment: Our proposition is to use the steering group, where both Regional Authorities and Povodi will participate, as a coordination group. Each protagonist will know and will follow the different steps of the planning process and will be in charge with the Twinning assistance of the preparation of the Orlice River Basin Committee Meetings.

B- According to the answers we received, we can propose:

1- The Orlice River Basin Committee would be supported by a steering group.

The Povodi and the Regional Authorities did not agree with the idea to chair jointly this Steering group.

Twinning Team proposal: the Steering Group will be chaired jointly by the Regional Authorities and the Povodi Administration (these institutions must nominate the people who will participate to the meetings) and the Twinning team will be responsible for the secretariat that means: arrangement of the meetings and writing the minute meetings but with the support of both the Povodi and the Regional Authorities. These institutions will be responsible for the meeting room booking, the dispatch of mail and information and will be the local support for the Twinning Team.

2- The main objectives of the Orlice River basin Committee will be:

- Increase awareness of stakeholders on water management
- Obtain their view on water management
- Know the current water use conflicts
- Ownership of problems, commitment
- Innovative solutions

Acceptance of measures to be taken

3- The roles for the Orlice River basin Committee:

Advice on the draft documents

Relay towards the public

4- Composition of the Orlice River Basin Committee

The committee will be composed with 30 people, 1/3 from administrations and institutions, 1/3 from elected people and the last 1/3 from water users and NGOs as following:

1. Administration and institutions: 9 people

- 2 people Povodí
- 2 people Regional Authorities (administrative staff from Environment Department and Spatial Planning Department)
- 1 person Agricultural Water Management Authorities
- 1 person Forest of the Czech Republic, State Company
- 1 person Regional public Health Authorities
- 1 person Regional Inspectorates
- 1 person Agency for Nature protection and Landscape
- ~~Research Institute for Water and Soil Conservation~~

2. Elected people: 9 people

- 2 people Regional Authorities (elected people responsible for the Water or Environment sectors and for the Spatial Planning sector),
- ? people Authorised Municipalities
- 1 person Associations or unions of mayors
- ? people Unions (elected people responsible for Unions involved in water sector)

Twinning Team comment:

Concerning elected people, we have contacted those whom were involved in the 2000 experiment. It seems that they are very interested in participating to the Orlice River Basin Committee. But we have to inform them that only some of them will participate (due to the limited number of people) and that we will have to design those whom will participate. We can discuss how we will design them.

3. Water users and NGOs: 8 people (we could add one more person from water private company)

- 1 person Water Private Company responsible for the drinking water and the waste water treatment,
- 1 person Representatives of Farmers (Agricultural Chambers, other association or union (Irrigation, Breeder...)),
- 1 person Representatives of Manufacturers (important industries and minor manufactures),
- 1 person Private Forest Companies,
- 1 person Fish Farming representatives, Fishing Representatives,
- ??? Hydropower companies,
- 1 person Aquatic Leisure Activities Representatives (Bathing sites, Canoe, kayak...)
- 1 person Consumers Representatives,
- 1 person Nature Conservation Representatives (NGOs)

5- Involvement of Research Institutes

The representatives of research institutes will be involved in the data collection, in the consultation of draft documents and will be invited to some Orlice River Basin Committee Meetings whether it occurs to be necessary and usefull for the process.

6- Organization of two days of training for the members of the Orlice River Basin Committee.

The first day will take place by the end of February (27 or 28) and will focus on the presentation of the WFD and the public participation process; the second day will take place by the middle of March (20 or 21) and will focus on the main water issues of Orlice River Basin.

C- Other proposals

The Orlice River Basin Committee Meetings will be organized as following:

1st meeting in April to **inform** the Orlice River Basin Committee about district characterization, pressures and impacts analysis, identification of significant water issues, economic analysis of water use, baseline scenario and register of protected areas.

2nd meeting in June to **consult** them on the overview of significant water issues and on the timetable and the programme work.

3rd meeting in August to **inform** them about the whole programme of measures.

4th meeting in November to **consult** them on the Draft River Basin Plan.

| January | February | March | April | May | June | July | August | Sept. | Oct. | Nov. |
|--|----------|-------|--|-----|------|---|------------------------|-------|------|---|
| Pressures and Impacts Analysis Economic Analysis Register of Protected Areas | | | | | | | | | | |
| | | | ORB Information | | | | | | | |
| | | | Main Water Issues Timetable Work Programme | | | | | | | |
| | | | | | | ORB Consultation + Public Consultation | | | | |
| | | | Programme of measures | | | | | | | |
| | | | | | | | ORB Information | | | |
| | | | | | | | Draft River Basin Plan | | | |
| | | | | | | | | | | ORB Consultation + Public Consultation |

6.2 Annex II

First Orlice Advisory Forum Meeting the 4th March, 2003

Objectives

- To present twinning project
- To agree on the role of the group
- To identify possible “way forward”

Revised agenda

- Welcome and introduction
 - Presentation by Director Povodi
- The twinning project, the pilot Orlice project and the objectives of the workshop
 - Introduction of the twinning by Ministry of Environment
 - The pilot project and the workshop – Sylvie Jego
- Assessing the main water management issues within the river basin (session animated by ...)
 - Interactive session for developing a “map” of key issues
 - Starting with 3-4 short statements from stakeholders
 - Complemented by summary of reactions collected through questionnaires
 - Developing further the “map” with all the participants
 - Try to identify potential conflicts between economics and environment, between different users...
- How can the WFD planning process helps (session animated by ...)
 - Using the map as starting point,
 - To present the different steps of the WFD planning process
 - And discuss possible usefulness of this approach for the Orlice basin and problems identified above
 - At each step, to ask participants whether they see other ideas/usefulness or things they would like to see integrated
- Which role for the group in the pilot project (session animated by ...)
 - Feedback from the previous planning process: statements from 2-3 persons who have participated in the previous exercise, identifying strengths and weaknesses
 - Summary of the reactions from the questionnaire
 - Proposed options for the role of the group (to fill flip-chart): for different tasks/steps of the proposed planning process, to identify whether interest in information sharing, providing information, providing expertise, assessing and discussing results, disseminating results, others
- Conclusion
 - Agreement on the role of the group
 - Identifying follow-up activities
 - Proposing follow-up meetings and points to be discussed in this meeting

Second Orlice Advisory Forum Meeting the 28th March, 2003

Objectives

- Agreeing on the role of the advisory forum
- Agreeing on the involvement of the group during the planning process (when, how)
- Discussing the main results obtained during the first phase of the planning process (identification of driving forces and pressures within the Orlice basin)

Agenda

- Welcome and introduction
 - Presentation by Mr Jirasek
- The objectives of the workshop
 - Presentation by Sylvie Jego
- Agreement on the advisory forum role by Sylvie JEGO
 - Reminding the advisory forum objectives
 - Advisory forum composition: 1/3 administration, 1/3 elected people and 1/3 water users → YES/NO
 - Chairman: necessary to get someone responsible for the good running of the group but as a part of the Orlice experiment, this question is less important.
 - Steering Group: It is absolutely necessary to organize the meetings, the members should be the Povodi and the Regional authorities → YES/NO
 - Animator: the Twinning project → YES/NO
 - Advisory Forum will be people met last time and this time → YES/NO
- Agreement on the level of involvement of the advisory forum by Petra RONEN
 - Presenting the results of the table which was sent to the participants. The table identifies the main steps of the process and where will the advisory forum be involved.
 - Agreement on the type of involvement step by step: consultation, discussion, smaller group involved...
- Discussion on the main results obtained within Orlice basin/Comparison between Advisory Forum map, Orlice report results and Twinning results
 - The group will be divided into 3 other groups for the following thematic: Surface and Groundwater quality, Surface and Groundwater quantity, floods and aquatic ecosystems
 - Ask people whether three of them would like to animate the smaller group with the help of Petra, Zita and someone from the Povodi
 - Each group will look at the maps prepared by the twinning and will discuss the results: are they right? Are there other problems not identified, if yes, which ones, in which part of the basin, where can we find data or information...
 - Draft summary of each group's remarks and presentation to the rest of the group
- Conclusion
 - Agreement on the pressures identified by thematic
 - Identifying follow-up activities: organization of a day or half a day in the field (see concrete problems along the river)? Other ideas...
 - Proposing follow-up meetings and points to be discussed in this meeting: I have planned next meetings by the middle of may (current risk assessment) and by the end of June (2015 risk assessment and main water issues)

Third Orlice Advisory Forum Meeting the 16th May, 2003

Objectives

- Presenting the Orlice river basin main characteristics: natural, socio-economic and water uses
- Visit in the field

Agenda

- 9:15 – Welcome and introduction
 - Mayor of Usti nad Orlici
- 9:30 – The objectives of the workshop
 - Presentation by Sylvie Jego
- 9:40 – Presentation of the draft framework by Sylvie Jego and discussion with Advisory Forum
- 10:00 – Presentation of the Natural Characteristics by Zita Dubova
- 10:15 – Presentation of the Socio-Economic Characteristics by Petra Ronen

- 10:30 – Break
- 10:45 – Presentation of the water status by Petra Ronen
- 11:00 – Presentation of the main water uses by Petra Ronen
- 11:30 – Discussion
- 12:00 – Lunch
- 13:00 – Departure for the visit in the field (Trebovka sub basin): Flood damages, river bed and bank status, direct discharges, fishpond
- 15:00 – Way back to Usti nad Orlici

Fourth Orlice Advisory Forum Meeting the 4th July, 2003

Objectives

- Discussing the trends expected in the next 15 years
- Carrying out a map showing the key water management issues in 2015
- Open discussion on which programmes of measures could be proposed

Agenda

- 9:30 – Welcome and introduction
 - Jaroslav Merta
- 9:40 – The objectives of the workshop
 - Presentation by Sylvie Jégo
- 10:00 – Quick presentation of the main comments made on the Orlice Advisory Forum Report by Zita Dubova
- 10:10 – Presentation of the baseline scenario principles by Petra Ronen
- 10:20 – Discussion and propositions for trends in water sector, agriculture, industry and water tourism by Petra Ronen
- 10:45 – Break
- 11:00 – Carrying on of the discussion
- 11:30 – Lunch
- 12:30 – Application of the trends to each sub basin and carrying out of the 2015 water management issues map
- 13:30 – Open discussion on which action could be launched to solve the 2015 key water management issues
- 14:30 – Next step and next meeting by Sylvie Jégo

Fifth Orlice Advisory Forum Meeting the 19th September, 2003

Objectives

- Refining the risk assessment analysis for 2015 and Key water Management issues
- Presentation of the main principles of the Stakeholder consultation Strategy proposed by the TT
- Presentation of the institutional organisation which will implement the characterisation of district river basin
- Assessment of the Advisory Forum experiment (questionnaire)

Agenda

- 9:30 – Welcome and introduction by Mr Štorek
- 9:40 – The objectives of the workshop by Sylvie Jégo
- 9:50 – Presentation of further work made by the twinning team to refine the risk assessment analysis for 2015 by Petra Ronen

- 10:50 – Presentation of the main results obtained within the Orlice experiment: Twinning proposal for a strategy of the public participation within the Czech Republic, the production of a manual for implementing the characterisation process in the CR by Sylvie Jégo
- 11:30 – French Apéritif
- 12: 00 – Lunch
- 13:00 – Presentation of the future institutional organisation to implement the characterisation process within the Labe river basin by Mr Jírasek
- 13:45 – Assessment of the Advisory Forum experiment
- 15:00 – End of the meeting

6.3 Annex III: Key water management issues identified by the Advisory Forum the 4th March 2003

Qualitative Water issue [HK_quality.jpg](#)

Quantitative Water issue [HK_quantity.jpg](#)

Flood protection issue [HK_flood_protection.jpg](#)

Other issues [HK_other.jpg](#)