

Danube River Basin Strategy for Public Participation in River Basin Management Planning 2003-2009

Elaborated Synthesis Report of the
Public Participation Workshop
April 4-5, 2003 - Bratislava

October 2003

The preparation of this document was led by WWF and GWP, with the support of the Public Participation Preparatory Group, as directed by the ICPDR River Basin Management Expert Group (RBM EG) and based on the results of the Public Participation Workshop held in Bratislava, Slovakia (April 2003). The overall process is being supported by the UNDP/GEF Danube Regional Project.

1 Introduction

Public participation is a core principle in sustainable water management as required by the EU Water Framework Directive (2000/60/EC). Recognising this, the ICPDR Expert Group on River Basin Management (RBM EG), decided to start a process towards defining a Danube River Basin Strategy for Public Participation.

The Strategy's objectives are:

- To ensure public participation (PP) in WFD implementation in the Danube River Basin (DRB), especially in the first instance concerning the development of the Danube River Basin Management Plan (RBMP).
- To facilitate the establishment of effective structures and mechanisms for PP in the DRB that will continue operating beyond the first cycle of RBM planning.
- To provide guidance to national governments on how to comply with their obligations under the WFD by providing them with practical support and guidance in addressing PP in RBM planning.
- To inform other key stakeholders about appropriate PP activities and structures at the different levels.

This document should provide background and guidance for the public participation activities in the Danube River Basin in River Basin Management Planning.

The Strategy is based on the implementation timetable of the WFD and the activities are based on the requirements of this Directive. It is intended to compliment and assist national actions by providing a coherent framework with links to the international levels on one hand, and by offering a strategic approach to organising actions – with possible implications for securing funding – on the other hand.

Based on the Strategy, an Operational Plan for all activities at the Danube basin (roof) level has been developed under the guidance of the RBM EG. The Operational Plan provides details on the activities at the roof level, including a timetable and a workplan (covering a 12-18 months period). The Operational Plan has to be seen as a planning document, which is regularly updated to the needs of the ICPDR (for further details see separate document).

Despite universal agreement that public participation is of key importance for implementing the WFD, not one international river basin of any significant size has yet produced such a Strategy. The Danube is one of the first major river basins to embark on this process. Therefore, it is a unique opportunity for the Danube countries to take the lead, but it is also a major challenge.

2 Background

This process began with the adoption of an ICPDR Issues Paper on Public Participation at the RBM EG meeting in Ljubljana, April 2002. The Issues Paper was a first scoping of the policy background and key issues needing attention in order to ensure that the contributions of stakeholders and the public can be inputted into the WFD implementation in all of the Danube countries. The RBM EG meeting in

Zagreb, October 2002, added further emphasis to develop a Strategy for Public Participation, as did the ICPDR Ordinary Meeting in Vienna in November 2002.

Then, with support from UNDP/GEF Danube Regional Project, began the work of defining this Strategy. A preparatory group was formed to prepare and organise a wider workshop on public participation in Bratislava in April 2003, to discuss the key questions raised by the preparatory group and to develop the Strategy. More than 40 participants from the Danube countries (representing governments and NGOs), the EC, the WFD CIS Drafting Group on Public Participation, the ICPDR including members of RBM EG, and other international organisations took part, working in small groups focussed on the four key levels as described below.

A detailed record of the results of the workshop is available from UNDP/GEF as a separate report. This document is the elaborated synthesis report of this workshop. It was presented at the Standing Working Group Meeting of the ICPDR (Prien, June 2003), where the basic principles were approved and where the RBM EG was asked to further elaborate the basic approach for the roof level.

3 Public Participation in theory and in practice

Public Participation is required according to Article 14 of the WFD:

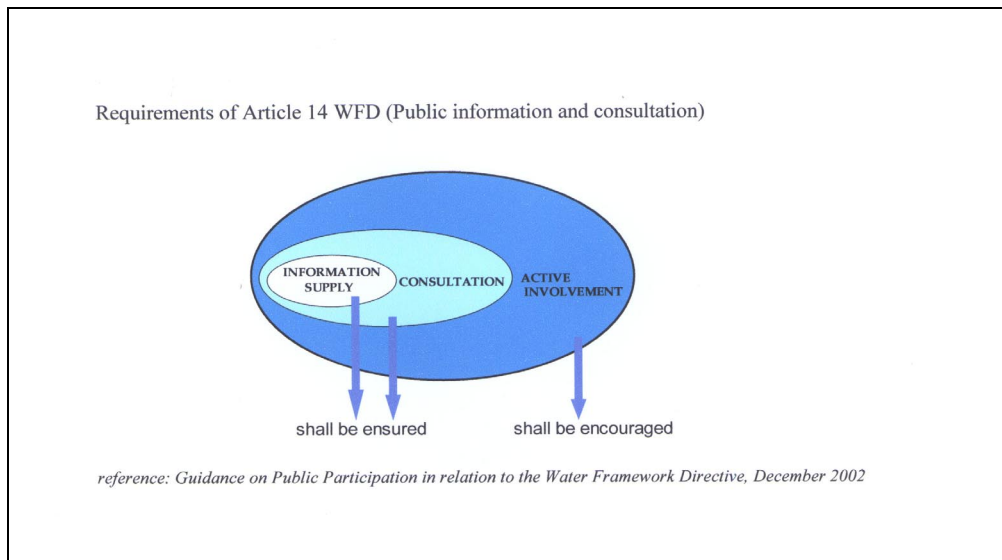
Article 14: Public information and consultation

- 1. Member States shall encourage the 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. Member States shall ensure that, for each river basin district, they publish and make available for comments to the public, including users:*
 - (a) a timetable and work programme for the production of the plan, including a statement of the consultation measures to be taken, at least three years before the beginning of the period to which the plan refers;*
 - (b) an interim overview of the significant water management issues identified in the river basin, at least two years before the beginning of the period to which the plan refers;*
 - (c) draft copies of the river basin management plan, at least one year before the beginning of the period to which the plan refers.*

On request, access shall be given to background documents and information used for the development of the draft river basin management plan.

- 2. Member States shall allow at least six months to comment in writing on those documents in order to allow active involvement and consultation.*
- 3. Paragraphs 1 and 2 shall apply equally to updated river basin management plans.*

In this article three “depths” of participation are highlighted, ranging from information to consultation to active involvement. The Strategy attempts to distinguish between these three for each proposed action in order to guide governments when implementing the Strategy.



The EU Water Framework Directive Common Implementation Strategy process (WFD CIS) delivered an official, pan-European “Horizontal Guidance Document on Public Participation” (EU Horizontal Guidance Document), with an agreed final version made available to the public in January 2003. All relevant and appropriate information, lessons, and recommendations from this important document are incorporated into the Danube Strategy.

GLOSSARY (taken from the EU Horizontal Guidance Document)

Public participation

Allowing the public to influence the outcome of plans and working processes. Used in this guidance as a container concept covering all forms of participation in decision-making. Term not used in the WFD.

Public (or "general public")

“One or more natural or legal persons, and, in accordance with national legislation or practice, their associations, organisations or groups” (SEIA Directive (2001/42/EC), Aarhus Convention art. 2(4))

Interested party (or "stakeholder")

Any person, group or organisation with an interest or "stake" in an issue, either because they will be directly affected or because they may have some influence on its outcome.

"Interested party" also includes members of the public who are not yet aware that they will be affected (in practice most individual citizens and many small NGOs and companies).

Broad public

Members of the public with only a limited interest in the issue concerned and limited influence on its outcome. Collectively, their interest and influence may be significant.

Consultation

Lowest level of public participation if we consider information supply as being the foundation. The government makes documents available for written comments, organises a public hearing or actively seeks the comments and opinions of the public through for instance surveys and interviews. "Consultation" in art. 14 of the Directive refer to written consultations only. Preamble 14 and 46 and Annex VII refer to consultation in general.

Active involvement

A higher level of participation than consultation. Active involvement implies that stakeholders are invited to contribute actively to the planning process by discussing issues and contributing to their solution.

Crucially, according to both the ICPDR Issues Paper and the EC Horizontal Guidance Document, public participation is required at several geographical levels in order to secure meaningful inputs into river basin management planning. In the case of the Danube, these levels can be translated as the following –

- International: Danube River Basin (or “roof”) Level
- National Level (the key “implementing” and management level)
- Sub-Basin Level (transboundary or/and national)
- Local Level (where the WFD actually gets “implemented”)

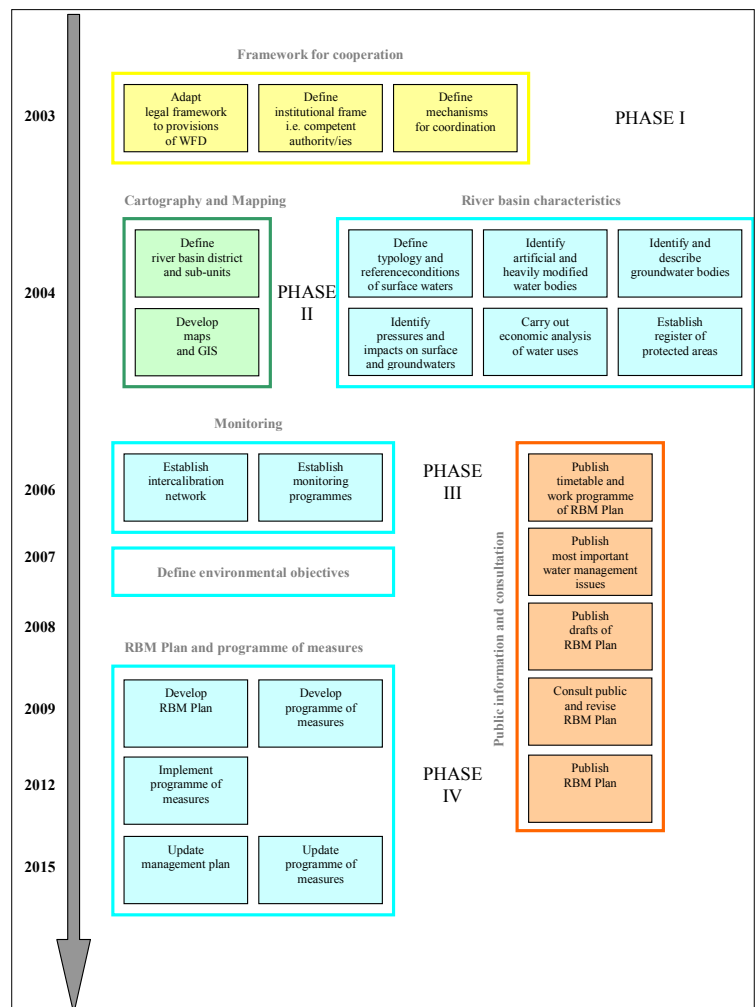
All four levels are needed in order to make activities at any single level successful. The “roof” level is important because it provides the framework and possibilities for co-ordination and unity throughout the river basin. There are differences between the levels, regarding who the appropriate stakeholders are, which types of activity are required, when should these activities take place, and what forms of management and co-ordination are required. Co-ordination between the levels is therefore necessary, and the linkages between the levels need careful planning.

It is foreseen that different governments, organizations, and other key stakeholders will be responsible for implementation. Given limited human resource and financial capacities, external assistance may be needed for some specific activities.

4 Timing

The timeline or planning horizon for the Strategy is from now (mid 2003) until 2009, according to the WFD implementation timetable. However, attention is given to activities required now and in phase I (until end of 2003), phase II (until end of 2004), phase III (until end of 2009), and phase IV (until end of 2015) of WFD implementation (see graph, ICPDR Strategic Paper for the Development of the Danube River Basin Management Plan).

It is expected that as the required structures are established, definition of longer-term activities will be both more appropriate and also increasingly more feasible. In this context, the proposed activities and structures in the Annex are organized according to the timeframe given by these Phases.



Both the ICPDR Issues Paper and the EC Horizontal Guidance Document emphasise very strongly that public participation needs to start immediately. In order that the published River Basin Management Plan in 2006 be a commonly supported, viable plan, public involvement needs to be planned and begun now. Fortunately, actions are well underway in several countries of the Danube basin at local and national levels, and a limited structure for participation already exists at the DRB roof level. A major challenge is to strengthen and build upon these ongoing activities, and learn from them for wider and deeper implementation of public participation activities.

This requirement for immediate action means that the development of the Strategy is very much a work-in-progress type of process. However, it is already necessary to define a set of agreed activities at the different levels – including the establishment of new, and upgrading of existing, structures where required - by mid-2003, in order to satisfy the RBM EG workplan and UNDP/GEF Danube Regional Project planning cycles. For this reason, a "preparation phase" has been detailed as a precondition for activities being conducted in Phases I-IV (see section 5).

5 Capacity

As identified by both the ICPDR Issues Paper and the EC Horizontal Guidance Document, investment in capacity is required at many levels in order to ‘make’ public participation happen.

Capacities for implementation exist, but require strengthening. The activities which will form the Strategy will all require additional capacity to be built, sometimes in central governments responsible for WFD implementation, often in local or regional government, often in NGOs and other stakeholders, and also within ICPDR as well. Importantly, almost always a combination of these actors will be involved, for that is – in effect – the essence of public participation: working in partnership in order to ensure that those who are influenced by decision-making are involved in reaching those decisions.

Some suggestions are made for capacity-building activities required to enable public participation to ‘happen’. These will need to vary from level to level and from phase to phase. In addition to governmental capacities, a range of international organisations and networks exist which can assist in many of the tasks of the Strategy, including UNDP/GEF, Danube Environment Forum (DEF), Global Water Partnership (GWP), Regional Environment Center (REC), and WWF.

Special focus should be given to the cooperation with the DEF network on all four levels of activities. The DEF network of environmental NGOs is active on the basin-wide level, as well as on regional and local levels. The development of a stable working relation between the ICPDR/ national governments and the DEF could assist the sustainable public participation process in the Danube River Basin.

Overall, however, it is strongly recommended that step one of the strategy at each of the levels should be a professional needs analysis or capacity-building assessment, as

part of a comprehensive stakeholder analysis process. In this way, national governments, ICPDR, NGOs and the donor community will be able to plan the required investments in confidence. The over-arching theme of assessing and then building the required capacities for public participation is so crucial to WFD implementation that it requires the fullest possible attention.

7 Summary

This Strategy does not prescribe activities to the Danube river basin countries at the national level, it:

- promotes public participation in the process of developing the Danube River Basin Management Plan,
- provides guidance to the national governments about activities on all four levels of public participation,
- facilitates the establishment of effective structures and mechanisms for public participation.

Public participation has to be seen as a process and is not a one-time event. A strategic approach and careful planning are therefore prerequisites for successful public participation. It is strongly recommended that the process should be started immediately.

Public participation is only successful if carried out on and coordinated amongst all four levels:

- Danube River basin level (international level)
- sub-basin level (transboundary or/and national)
- national level (the key “implementing” and managing level)
- local level (where the WFD actually gets implemented)

The public participation process is not cheap –it requires money and time at all levels. The ICPDR Permanent Secretariat provides assistance if requested by the Danube countries. Additionally, a new project component (3.4) has been developed in the frame of the UNDP/GEF Danube Regional Project, where technical as well as financial assistance for public participation are provided to Croatia, Bulgaria, Romania, Serbia–Montenegro and Bosnia-Herzegovina (for further information please see: www.icpdr.org/undp-gef).

6 References

- 1) European Commission and Member States Joint Common Implementation Strategy (CIS) for the Water Framework Directive: Horizontal Guidance Document on Public Participation (final version made available to the public in January 2003).
- 2) ICPDR: Public Participation for Implementing the Water Framework Directive in the Danube River Basin – Issues paper (final version April 2002) available from www.icpdr.org

- 3) ICPDR: Strategic Paper for the Development of the Danube River Basin Management Plan (final version May 2002) available from www.icpdr.org
- 4) UNDP/GEF Danube Regional Project: Workshop Report on Public Participation in the Danube River Basin, Bratislava, April 2003 available from www.icpdr.org/undp-drp
- 5) Inception Report of the HarmoniCOP Project and the presentation by Krisztina Botond of Budapest University of Technology and Economics and other information on the EC-funded Harmonicop project: details available from www.usf.uni-osnabrueck.de/~pahl/projekte/harmonicop

ANNEX

International Level – Danube River Basin or “roof”						
General Narrative Despite its huge size and enormous variation, the Danube River Basin is nonetheless an appropriate level at which to promote and develop PP throughout the DRB countries. ICPDR is a suitable vehicle for providing stimulus, coordination and guidance to PP throughout the DRB to build on and compliment activities at the other levels (several of which – at national level – are already underway) and to serve as a “driver” for seeking the financial resources required. Additionally, successful PP at roof level – with inclusion of all interested parties and sectors – will assist PP activities and structures at other levels, especially national. There is a clear need for widening of the current opportunities for PP at this level to include more - and more representative – stakeholders, including industry and the private sector. A PP capacity and formal PP structure within ICPDR should be considered. The preparation phase below aims to set in place new structures in order to enable the later PP activities to be managed and implemented.						
Activity	Aim/Output	Capacities and Structures required	Who Manages?	Who Else Participates?	Timing	Comments
Preparation Phase: 2003-2004						
Stakeholder Analysis	Identification of key stakeholders, motivations, and roles and contributions	Consultancy Reports to national governments and RBM-EG	ICPDR	PP Preparatory Group	3Q/2003 – 4Q/2003	Should be comprehensive, and take account of the Preliminary analysis available after Bratislava workshop
Organisational Analysis of ICPDR with regard to PP	Recommendation on future structure / scenarios with regard to PP	Consultancy Reports to national governments and RBM-EG	ICPDR	PP Preparatory Group	3Q/2003 – 4Q/2003	Amended structure needed to incorporate fuller PP. Scenarios and suggestions available after Bratislava workshop.

High-level (ministerial and/or HoD) Conference/Training on PP	Generate high-level political support for PP	ICPDR (PP Preparatory Group) and/or UNDP/GEF Reports to national governments and RBM-EG	ICPDR	HoDs and Ministers of national governments, EC, CIS Drafting Group, international organisations	1Q 2004	Focuses on usefulness of PP for national administrations and importance for WFD implementation
Establish PP capacity within ICPDR, and encourage national governments to designate a National Focal Point for PP to create a coordinated river basin network of these units/persons	Creates human and organisational basis for ICPDR PP activities Exchanges experiences, shares techniques and tools, etc.	ICPDR staff and designation of some form of network of designated national PP experts or National Focal Points (connected to RBM-EG)	ICPDR	National PP Focal Points (see national level below) and other roof level stakeholders with expertise	1Q/2004	Based on results of Preparation Phase Stakeholder and Organisational Analysis Links to national level activities Network should be activity/output specific, informal, dynamic and functional
Phase I (until end of 2003)						
(linked to the forthcoming Danube Basin Communication strategy) produce and disseminate a basic leaflet about WFD in DRB in national languages	Broader awareness of RBM and opportunities to participate Raise profile of DRB, engage public	Communication network linking press offices of governments and provision of regular information ICPDR PP capacity required	ICPDR PP capacity	National governments, PP Preparatory Group	2004 - onwards	Type of PP: mostly "information"
Systematic upgrading and co-ordination of webpages,	Broader awareness of RBM and opportunities to participate Raise profile of DRB internationally, engage public	ICPDR PP capacity together with network	ICPDR PP capacity	National governments, PP Preparatory Group	2004 - onwards	Type of PP: mostly "information"
Declaration of 29 June as Danube Day (to organise PP events etc.)	Broader awareness of RBM and opportunities to participate Raise profile of DRB, engage public	ICPDR PP capacity together with network	ICPDR PP capacity	National governments, PP Preparatory Group	2004 - onwards	Type of PP: mostly "information"

Develop structure and mechanism to facilitate PP within ICPDR (review observer status, consider future establishment of a River Basin Council or “parliament”) including PP criteria for the different levels of involvement	Manage PP at DRB level	ICPDR PP capacity required (phase zero activity) New organisational structure required	ICPDR PP capacity	Roof stakeholders level	2004 onwards	Based on results of Phase Zero Stakeholder and Organisational Analysis
Organise 1st Hearing open house event for all interested parties	Provide information and first contact, clarification of WFD and RBM, criteria for stakeholder selection, etc.	ICPDR PP capacity required	ICPDR PP capacity	All interested organisations at international level	2004	Event can be organised with external support Should include also the EC and ICPDR President Type of PP: mostly “information” and “consultation”
Phase II (until end of 2004)						
Based on 1 st Hearing, develop formal consultation mechanism, including call for applications and selection of stakeholders	Provides for PP at roof level	ICPDR PP capacity required	ICPDR	Roof stakeholders level	2004 onwards	Selects stakeholders for different Expert Groups (RBM, ECO, MLIM etc) and other panels including future “Water Council” Type of PP: “consultation”
Organise 2nd Hearing : presentation of Roof Report to start the dialogue, info on impacts and pressures, gathering of data, info and suggestions	Consultation, dialogue and info gathering for RBM planning	ICPDR PP capacity required	ICPDR	Roof stakeholders level	2004 onwards	Starts planning for 3 rd Hearing: “Water Council” Can be organised with external support Type of PP: “information” and “consultation”
Phase III/IV (until end of 2009/2015)						
Organise 3rd Hearing: 1st Meeting of Water Council Discusses all documents, discusses and agrees environmental	“Validates” all ICPDR plans and processes	ICPDR PP capacity required New structure required (“Water council or	ICPDR	Selected roof level stakeholders with a contribution to RBM	2005	Type of PP: “consultation” and as far as possible “active involvement” Can be organised with

objectives, programmes of measures etc at roof level		parliament”) including Secretariat				external support First of regular hearings at 1 year (?) intervals
Develop the regional framework for water councils at sub-basin and national levels	Guarantees information dissemination, national and sub-basin consultation, and active involvement	ICPDR PP capacity required to develop a mechanism to support, harmonise and fund the activities on a national and sub-basin level	ICPDR and national governments	National governments and national and sub-basin level stakeholders	4Q/2005	Based on successful “pilot” sub-basin processes established previously (see sub-basin section) Links to national and sub-basin levels Prepares long-term for next phase of RBM planning
Revise the Strategy, based on inputs requested in the form of a Summary DRB Report on PP activities (as part of regular RBM-EG reporting requirements)	Plans future PP Reviews experience in PP to date and learns from it	ICPDR PP and RBM-EG	ICPDR	National governments	4Q/2005	Feeds into obligatory RBM-EG Report for ICPDR submission to EC in 2006. Synthesises lessons from roof, national, sub-basin and local levels to date in PP.
Phase IV (until end of 2015)						
Production and distribution of further information materials (including national languages Leaflet on DRB RBM plans	Informs wider public on outcomes and plans	Could be carried out by e.g. DEF	ICPDR	Water Council	2009	Type of PP: “information”
Evaluation of PP and feedback into Revised Strategy	Plans PP into next phases of WFD implementation	ICPDR and national, local, and sub-basin structures	ICPDR	Water Council	2009	Type of PP: “consultation” and “active involvement”

National Level

General Narrative

The following are recommended activities to support the roof and other level PP actions. For guidance, examples of appropriate tools and case studies on PP exist in the EC Horizontal Guidance Document and in the UNDP/GEF Bratislava workshop report.

The national level – through the identified “competent authorities” - is responsible for ensuring PP is stimulated, implemented and managed at national, sub-basin, and local levels, to manage the linkages between these levels, and also to feed “upwards” into ICPDR-coordinated roof level. Coherence between PP planning at these levels is also ensured at national level.

Many PP activities are already under way and these need to be continued, extended, built on and the lessons learnt transferred elsewhere.

Whilst existing structures can and should be utilised wherever possible, strengthening of capacities at this level is required, and some new structures will need to be established, especially to organise and coordinate activities at other levels.

Essentially, the national level sets the basic precondition to create the legal and institutional framework for coordinating and managing PP. ICPDR plays a supporting role in this sense.

Activity	Aim/Output	Capacities and Structures required	Who Manages?	Who Else Participates?	Timing	Comments
Preparatory Phase: 2003-2004						
Establishment of PP coordination/management structure within government	Ensures the framework for later PP activities	Designation of either a unit or focal point with mandate for PP	National governments	Cross-ministerial representation or at least coordination required	3Q/2003	PP can be partly outsourced but coordinated by this structure Links to ICPDR “network of PP Focal Points” for support network on PP, cross-border PP activities, sub-basin level etc.
National level Stakeholder Analysis	Identification of key actors, experts/competencies, stakeholders, motivations,	Utilises existing governmental structure at central and district levels, or other government-	National governments	Consultants? NGOs?	3Q/2003 – 4Q/2003	Based on but expanding the preliminary analysis available after Bratislava workshop, builds on

	and roles and contributions	established structures				national experiences and studies and projects, and linked to other Stakeholder Analyses of the other levels.
Phase I (until end of 2003)						
Development of national PP strategy and action plan, (to include inter alia the actions proposed below) with a built-in monitoring and evaluation function Draft strategy is discussed by consultation bodies.	Defines further activities on information provision, communications needs, etc. Coordinates implementation and provides information on PP	Focal point	National governments	Cross-ministerial representation or at least coordination required. NGOs' and others' input, experience and ideas for strategy through participation in the drafting group or other forms of consultation (their inclusion now will assist in the strategy's implementation later on).	1Q/2004	National PP strategy should identify capacity building requirements (using as base Stakeholder Analysis) and propose ways of meeting them Strategy then used as means of securing financial resources required
Adapt / translate EU CIS Public Participation Horizontal Guidance document and other useful PP documents and tools for national language/situation	Disseminates PP best practices	Existing ministry structure	Focal point	European Commission and others	1Q-/2004	
Adapted materials from above used as a basis for training and/or information dissemination for PP staff and stakeholders	Disseminates PP best practices and enhances capacities	Existing ministry structure	Focal point	European Commission and others	1Q-2Q/2004	Can make use of EC "Twinning Programmes" and other forms of co-operation and funding
Establish consultation bodies at national level	Provides platform(s) for discussion, consultation, information dissemination	Water Councils or existing appropriate structures (e.g. river basin councils), multi-	Focal point	All nationally significant stakeholders	2Q – 3Q/2004	Type of PP: mostly "information", and "consultation"

		stakeholder platforms, etc. (henceforth described as “water councils”)				
Information Dissemination Programme: Phase I Communication (to include both Phase I specific information and general PP information on WFD, RBM planning, etc)	Raises awareness of WFD and RDM early and in proper form	Ministries and Water Councils and other bodies or organisations such as NGOs	Focal point	Relevant stakeholders including professional consultants, NGOs, etc who can offer services to government	2004 onwards	Includes brochures, publications for general use, could include the ICPDR brochures (see above), educational packages for schools, website on water/WFD/RBM, regular information meetings with key stakeholders, press releases etc. If needed, establish additional information points (one-stop shop on water, WFD, RBM etc) The information dissemination prepares and leads into the later dialogue processes.
Phase II (until end of 2004)						
Information dissemination continues: – Early information on Phase II and opportunities for consultation and involvement (co-ordinated with roof, sub-basin and local levels)	Prepares for meaningful dialogue and leads to management expectations	National focal points, ministries and water councils	Focal point	Stakeholders as identified including especially competent NGOs	2Q/2004 onwards	Focuses now more on informing of the different stages in the RBMP process, outlining opportunities for engagement, who is responsible for decision-making, where and how to submit comments, etc. Type of PP: mostly “information” as preparation for “active involvement”

Develop consultation mechanism, including call for applications and selection of stakeholders	Management of PP at national level	National focal points, ministries and water councils	Focal point	Stakeholders as identified	3Q/2004 onwards	Selects stakeholders for different national WFD and RBM working groups (e.g. pressures and impacts, HMWB, protected areas, economic analysis) and other appropriate panels Type of PP: “consultation”
Arrange systematic consultations and discussions on specific issues and with specific (especially “problematic”) stakeholders	Consultation, dialogue and info gathering for RBM planning	National focal points, ministries and water councils	Focal point	Stakeholders as identified	3Q/2004 onwards	Requires parallel process of capacity-building (perhaps “learning by doing”) on organising information provision, communication strategies, PP planning, management of comments Type of PP: “information” and “consultation”
Phase III/IV (until end of 2009/2015)						
Information dissemination continues:– Early information on Phase III-IV and opportunities for consultation and involvement (co-ordinated with roof, sub-basin and local levels)	Prepares for meaningful dialogue and leads to management of expectations	National focal points, ministries and water councils	Focal point	Stakeholders as identified including especially competent NGOs	2005	Focuses now more on informing of different stages in RBMP process, outlining opportunities for engagement in programmes of measures development, etc. Type of PP: mostly “information” as preparation for “consultation” and “active involvement”
Develop and implement systematic evaluation and feedback mechanisms	Ensures lessons learnt are taken into account Makes recommendations for later stages	National focal point	Focal point	All as respondents	1Q/2005	

Integration of key stakeholders into discussions concerning definition of Environmental Objectives	Provides greater pool of expertise and ideas and information Ensures goals of RBM process are socially acceptable	Uses previously built structures i.e. National focal points, ministries and water councils	Focal point	Stakeholders as identified	2005 onwards	Type of PP: “active involvement” Capacity building also required
Integration of key stakeholders into development of Programmes of Measures	Provides greater pool of expertise and ideas and information Ensures goals of RBM process are socially acceptable	Uses previously built structures i.e. National focal points, ministries and water councils	Focal point	Stakeholders as identified	2005 onwards	Type of PP: “active involvement” Capacity building also required
Prepare for mandatory (WFD requirement) consultations on RBMP at national level	Complies with obligation regarding RBMP, ensures greater success during implementation	Uses previously built structures i.e. National focal points, ministries and water councils	Focal point	Stakeholders as identified	2006	Links to national and sub-basin levels Prepares long-term for next phase of RBM planning Type of PP: “information”, “consultation”

Sub-Basin Level						
General Narrative Currently, structures and frameworks at this level do not exist everywhere in the DRB and therefore a “pilot” approach is recommended in order to test, demonstrate, and then disseminate the benefits of PP in sub-basins where bi- or multi-lateral commissions, programmes, legal frameworks etc. are already in place. However, this level is often the most “natural” level for the public to understand – whether a sub-basin is within one country or is shared - and therefore contribute to important RBM processes. PP at this level can stimulate the development of a sub-basin and Danube river basin wide consciousness. Long-term, this level might become a very significant level of RBM planning and for that reason PP activities should start now – parallel and connected to the main activities and structures at national, local (and also DRB roof) levels – albeit on a “voluntary” or pilot basis. Strong links exist between this level and the national level, which remains the driving force for PP at this level also. Strengthening of capacities at this level is required, existing structures (in the pilot sub-basins) will need to be added to or enhanced, and new structures will need to be established.						
Activity	Aim/Output	Capacities and Structures required	Who Manages?	Who Else Participates?	Timing	Comments
Preparatory Phase: 2003-2004						
Nomination of sub-basins for PP activities and kick-off	Demonstrates benefits of PP at sub-regional level for WFD RBM process	Makes use of and reviews and up-grades existing sub-basin platforms, bi-lateral agreement frameworks, etc. Reports to national governments and RBM-EG	National governments together with ICPDR RBM-EG	ICPDR, regional and international stakeholders, including EU WFD CIS working group on Pilot RBs	4Q/2003	Could be Tisza, Drava, Morava, Lower Danube Green Corridor, etc.
Sub-basin Stakeholder and Institutional Analysis	Identification of key sub-basin stakeholders, motivations, and roles and contributions, and definition of appropriate institutional arrangements	Existing or newly-established sub-basin platforms, bi-lateral agreement frameworks, etc. Reports to national governments and RBM-EG	National governments	ICPDR, regional and international stakeholders	4Q/2003	Analysis must include capacity building requirements, training needs of stakeholders and governments, etc. Links strongly to both

	for PP at sub-basin level					national and local level activities
Phase I (until end of 2003)						
Establishment of PP coordination/management structure within and between governments at sub-basin level as a vehicle for PP consultation	Ensures the legal and institutional framework for later PP activities	Sub-basin (pilot) structure for PP	National governments	ICPDR, regional and international stakeholders	1Q-2Q/2004	Links to ICPDR “network of PP Focal Points” for support network on PP, national and international PP activities, local level etc. Requires definition of functions/jurisdictions of sub-basin PP structures
Training, education and awareness raising programme for all stakeholders	Enhanced capacity for participation in RBM Development of “Danube feeling” and “sub-basin feeling”	Sub-basin (pilot) structure for PP	National governments	ICPDR, regional and international stakeholders	2004 onwards	Based on stakeholder analysis recommendations Could include: events, communications materials, exchange programmes, school curricula on water/RBM, training of media, training toolkit, etc.
Information and consultation programme with sub-basin stakeholders	Increased awareness and platform for later active involvement Seeks stakeholder suggestions for representatives in key processes and structures	Sub-basin (pilot) structure for PP Reports to national governments and RBM-EG	National governments	ICPDR, regional and cross-border / international stakeholders	1Q/2004 onwards	Seeks out identified key actors from Stakeholder Analysis but leaves open opportunities for others at any stage. Type of PP: “information” and “consultation”
Phase II (until end of 2004)						
Organise Sub-Basin Hearings (or other appropriate events or processes) for informing stakeholders of key WFD activities (e.g. pressures and impacts,	Consultation, dialogue and enhanced info gathering for RBM planning Verifies data and ensures	National governments through PP focal points to sub-basin councils	National governments with Sub-Basin “Councils”	All interested identified sub-basin stakeholders, plus ICPDR, regional and international	3Q/2004 onwards	Type of PP: “information”, consultation”

cartography, RB characterisation, etc.) and for seeking their inputs	goals of RBM process are socially acceptable			stakeholders as relevant		
Continued information dissemination	Increased awareness and platform for later active involvement	National governments through PP focal points to Sub-Basin "Councils" Reports to national governments and RBM-EG	National governments with Sub-Basin "Councils"	ICPDR, regional and cross-border / international stakeholders	3Q/2004 onwards	Seeks out identified key actors from Stakeholder Analysis but leaves open opportunities for others at any stage. Type of PP: "information" and "consultation"
Phase III/IV (until end of 2009/2015)						
Integration of key stakeholders into discussion on definition of Environmental Objectives, establishment of monitoring systems etc using targeted stakeholder consultations and Sub-Basin Hearings as appropriate	Provides greater pool of expertise and ideas and information Ensures goals of RBM process are socially acceptable	Sub-Basin "Councils", National focal points, ministries etc	Sub-Basin PP "Council"	Stakeholders as identified	2005 onwards	Type of PP: "active involvement" Capacity building also required Feeds back into national processes
Integration of key stakeholders into development of Programmes of Measures	Provides greater pool of expertise and ideas and information Ensures goals of RBM process are socially acceptable	Sub-Basin "Councils", National focal points, ministries etc	Sub-Basin PP "Council"	Stakeholders as identified	2005 onwards	Type of PP: "active involvement" Capacity building also required Feeds back into national processes
Evaluation, and then transfer, of lessons learned in pilot studies to other sub-basins in DRB by reporting to ICPDR on PP progress	Ensures best practices approach to PP throughout DRB	ICPDR RBM and PP capacity and network with national governments through PP Focal Points	National governments and sub-basin councils	Sub-Basin "Councils"	By end 2005	Prepares for future stages of WFD planning and implementation Training of trainers for dissemination of skills and experiences

Local Level						
General Narrative The local level – together with and managed by the identified “competent authorities” at national level – is where the public will be ultimately required to contribute and participate the most to RBM planning (and especially – in the long-term – implementation). Given the fact that national structures, activities and staff “underpin” the local activities, local PP planning will often “lag” behind national planning in many cases. Few PP activities are already underway and the organisational, legal and human resource infrastructure for PP is largely absent. Widespread strengthening of capacities at this level is urgently required and new structures need quickly to be established.						
Activity	Aim/Output	Capacities and Structures required	Who Manages?	Who Else Participates?	Timing	Comments
Preparatory Phase: 2003-2004						
Clarify local responsibility for PP	Clarity regarding contact person/institution on PP in each district/county administration (hereafter called “Local Focal Point Staff”)	Might need new position or might utilise existing structure in ministry, municipality, etc.	Local government coordinated with ministries and regional government	Depending on “host” institution, necessary to have all other institutional players e.g. mayor’s office etc involved	4Q/2003	Will link to national PP focal points
Situation Analysis	Identification of needs and problems regarding PP at local level Assessment of resources and capacity needs for PP Local Focal Points	Consultancy? Could be achieved via a series of consultation events or/and local workshops	PP Local Focal Point Staff (local)	National PP focal point can advise with methodology etc. Should involve as many local stakeholders as possible	2Q/2004	Preliminary analysis available after Bratislava workshop Needs to also address training capacity needs (including for administration staff)
Training programme for (local) PP contact persons	Heightened capacity and motivation for PP Local Focal Point Staff	National government	National government ministries	PP Local Focal Point Staff	2Q-3Q/2004	Fills gaps identified by Situation Analysis

	Common "Vision" of PP at local level					
Stakeholder Analysis	Identification of key stakeholders, motivations, roles and contributions	Consultancy? Could be achieved via a series of local workshops or other consultation events	PP Local Focal Point Staff (local)	National PP focal point can advise with methodology etc. Should involve as many local stakeholders as possible	3Q/2004	Preliminary analysis available after Bratislava workshop Needs to also address training capacity needs (including for administration staff)
Phase I (until end of 2003)						
Preparation of communication activities: "Break-down, translate, and adapt" existing materials then disseminate to local audiences	Broader awareness of RBM and opportunities to participate	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	National governments, local municipalities, mayor's offices, regional environmental agencies, selected competent NGOs, schools and colleges, etc.	2004 - onwards	Type of PP: mostly "information"
Information Dissemination Programme: Phase I Strategy Development, Communication Toolbox	Raises awareness of WFD and RBM early and in proper form Begins to manage expectations by demonstrating type, timing, and extent of PP possibilities	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	National governments, local municipalities, mayor's offices, regional environmental agencies, selected competent NGOs, schools and colleges, etc. Must include media: local radio, local newspapers	2004 - onwards	Strategy and Toolbox includes the "broken-down and adapted" materials (see above) plus a range of locally-determined methods, messages, and materials. Could include - Local Media Strategy - Schools programmes - Danube Box: Leaflets and folders for broad public - Danube Page for local media - Press releases

						- PP laboratories The information dissemination prepares and leads into the later dialogue processes.
General Call for Interest through Questionnaire to Target Groups	Provides information and first contact, clarification of WFD and RBM, criteria for stakeholder selection, (Rules of the Game) and invites participation from key groups etc.	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	All interested organisations at local level	2004 onwards	Adds to Key Stakeholders from Stakeholder Analysis but does not exclude others Type of PP: mostly "information"
Assessment and Selection Stakeholders (analysis of questionnaires, dissemination of results)	Creates the local Pool of Stakeholders Provides transparency about process and feeds back Rules of the Game Further informs about training and capacity needs	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	All interested organisations at local level	2004 onwards	This Pool will form the participants of the local PP committee or platforms formed next. Builds on Stakeholder Analysis Seeks 'representativity' and legitimacy of stakeholders who can and will contribute
Phase II (until end of 2004)						
Stakeholder training programmes / workshops on identified gaps of high relevance for WFD/RBM	Heightened capacity and motivation for PP Common "Vision" of PP at local level	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	Selected Key Stakeholders at local level	2005 onwards	Prepares stakeholders for active involvement
Develop consultation and active involvement mechanisms: "Local Committee/Platform"	Framework for consultation, dialogue and info gathering for RBM planning Management of PP at local level	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	All relevant government players plus selected Key Stakeholders at local level	2005 onwards	Must once again clarify the Rules of the Game Needs to quickly install mechanism for further calls for PP involvement Type of PP: "consultation"

Organise local hearings on key issues: such as presentation of RBM Impacts and Pressures Report to start the dialogue, monitoring, and preparations for environmental objectives and programmes of measures	Consultation, dialogue and info gathering for RBM planning at local level	PP Local Focal Point Staff with support from national governments, ministries	PP Local Focal Point Staff	All relevant government players plus selected Key Stakeholders at local level	2005 onwards	Links to national and sub-basin levels Prepares long-term for next phase of RBM planning Type of PP: “information”, “consultation”
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