



PEOPLE'S PARTICIPATIONS ROLE IN WATER RESOURCE MANAGEMENT OF EAST AZARBAIJAN AND ARDABIL PROVINCES

Farhad Paknia¹, Seyed Alireza Hosseinzadeh Tabrizi², Farhad Almaspour³

ABSTRACT:

During the past five decades, the trend of management based on the people participation has been weakened by considering new form of water resource management, and generally, the role of people participation in the drinking water supply of rural and urban areas according to technical & environmental requirements has thoroughly been changed. Thus, the people presence in this section of activities has been omitted and people participation was limited to the distribution of irrigation water and preserving of kanats and structures. Recently, new stage of People's participation system in the water resource management of the country has started with initiating financial public participation for construction of irrigation networks. Notwithstanding, this desirable process shows deep dependence of public interests to collective activities in the history of this country. Nevertheless, these changes in comparison with huge abilities of people as in the history of management based on collective cooperation in the water affairs has been displayed which to be very slight. Dependence to the potential capacities of people and stakeholders is a fact that global society and international conventions believe in that too, and regarding to this matter, vast activities are enforceable. Necessarily, research and knowledge of different dimensions of public participation specially recognizing its dimension in the history of public participation in the water section was one of inevitable principal activities for entrance to huge boundary of this subject. Through such a scientific recognition and with notice to planning and preparing of integrated system and construction of public participation, subject of public participation in water section could be completely sustained by dependence to deep believes of people. According to the policy of Ministry of Energy based of combination of vast public potential abilities with public income resources in the construction of irrigation and drainage networks with decline target of projects construction time and assurance to their correct operation and finally managing the main section of public income resources to the economical infrastructures, East Azarbaijan water Corporation, during the second and third development, economical, social, cultural development

1 - BS in management/ People participations and Investment Office, East Azarbaijan Regional Water Authority (E.A.R.W.A), Tabriz-IRAN. Tel: +981 411 3382232, farhadpaknia@yahoo.com

2 - MS in Hydraulic Structures,/ Subscriber Affairs and Surface Water Resources Users Office, E.A.R.W.A, Tabriz-Iran. Tel: +981 411 3382309 and +981 9144150241, alialireza@yahoo.com

3- MS in geographic information systems, / planning Office, E.A.R.W.A, Tabriz-IRAN.
Tel: +981 411 3382306, f_almaspour@yahoo.com

plans of Iran along with water resources development of two provinces succeeded to establish 133 water users cooperation's (and 46 projects to cover 72595.575 hectares of land) with 10900 water users. In addition, 21 projects of participation projects started operation in the half of this year. In this article, we briefly explain the most important activities which have been done, revealing the problems and difficulties about the public participation.

Key words: E.A.R.W.A- Public participation - irrigation – public networks – water

1-INRTRODUCTION

In the recent decades, the integrated development by multilateral participation of all people in development plans has been experienced in some countries and this problem has brought useful results to these countries. For our country, the experiences of these countries are more useful than experiences of development countries such as American and European countries.

If we study the history of mankind's life, we will notice that the man always has tried more for creating his special location in the environment; so that the first societies were created and in that society sense of participation for recreating society and living place were strengthened, and they had no the other resort in their thoughts except mutual cooperation and understanding with other societies. The direct and indirect participation of all people in the structure of society were completely apparent.

Participation in rural society is more important, because distance between government organizations in the cities and beneficiaries of these polices in rural areas is more.

To get an effective participation in development should be recognized and solved. Concept of participation is extensive and polyhedron and social and cultural concepts should necessarily be examined from expertise viewpoints. Specific solutions, acceptable and logical methods should be collected and selected by considering the cultural, social and economical specifications of each area.

The necessity and the importance of people's participation in development plans are:

1. Participation is precondition of development.
2. Participation is a key element of planning.
3. Participation is guarantor of successfulness of government plans.
4. Participation is a basic stone of current affairs of society.

Through participation, knowledge or belief of villagers about development plans and absorption of their helps may be obtained.

2-THE ROLE OF PARTICIPATION IN DEVELOPMENT:

Generally collective participation of people makes the following three type of change in individuals, such as:

1. Change in individual's knowledge level: his or her information level and habit,

2. Changing in her or his skills level: method of doing mental and physical pieces of work.
3. Change in his or her structures and views: behavior, intends and viewpoints of peoples about society problems. The scientists and researchers has summarized the role of villagers' participation in socio-economic programs as following:
 1. To make incentive and readiness in people for changing continuous socio-economic and cultural situations and to accept plans and projects.
 2. To make risking morale in villagers for encountering with problems and finding their solutions.
 3. To raise decision- making power in people to designing plans and development projects for strengthening innovation sense.
 4. To make changes for guarantying development plans by people's participation in all planning phases.
 5. To help to the regulation of power structure in society and to make changes in power distribution by giving ability to the people or to receive power with them.
 6. To accelerate the trend of accomplishment of projects, save the time of accomplishment, and increase the quality of rural programs.
 7. To help for logical exploitation of projects and projects.
 8. To get more information about programs and problems of society and find solutions for them.

3- BARRIERS to VILLAGER'S PARTICIPATION:

Villager's participation needs the specific conditions and situations, if these conditions not be provided; in this case villager's participation will encountered with serious barriers. For better understanding, here we present the following necessary bases:

3-1 The historical bases: one of the effective factors to attract villager's participation in different development programs is the culture of participation and social morale of participants. This morale when will be appear that a historical root be exist and it has a long history in their life environment and villagers have experienced a sweet taste of cooperation sense. In these conditions, participation has logical and good results. In our country, there are a few cultural and religious bases for participating in social affairs such as building mosques, kanats, Caravanserai and the other public places. Furthermore, different production methods and social life have made the different types of participation with special formations. The formations like Boneh, Sahra, Haraseh etc are feasible samples of people's participation formations. Social and economical changes and the other changes have altered the traditional forms of participation. As the result of that, social and economical relationships have also been changed. Nowadays, planning methods and organizing participation with proportion to the enhanced technology level is the main issue.

3-2 The Political barriers: Planning system has a direct relationship with the governmental and official system of each country in the national, regional and local scales. If a society has a central government system or autocracy system, in this country participation system will not be profitable. The wide interfere of a minority group or a person in the political decision-making and managing affairs weakens democratic participation bases. So, condition of participation existence in the local and rural level is the existence of democratic and political system and also decentralized planning system. Furthermore, in order to establish a logical participation system at the villages, this system must be created in the socio-economic structure of the villages so that it could design a suitable participation status and then be accomplished. This work is a duty of experts and government individuals. Because sometimes pressures of political tribal groups and inter-group dependences could be an obstacle to attract participation of the majority of people and sometimes the existence of local powers and their enjoyment of a good socio-economic base at the village can be a serious obstacle to the participation and decision-making activities. There are a few specific ways to guide the people to have socio-economic cooperation that these are the duties of the governments. The governments must consider a priority to the cooperation sector in the economy of our country. One of the reasons of failure of economic and government system to attract people's participation is political interference and ignoring the traditional methods.

3-3 Economic obstacles: Beside the internal conditions, participation needs external conditions that here the main conditions are socio-economic conditions. Participation mechanism must be achieved free from political unsafe economic competitions. Attracting people's participation at the development and economic plans depends on the economic abilities of the peoples. Because of low incomes, the majority of the villagers of IRAN have no the ability of participation. In different countries such as India and Korea, the factor of economic poverty is one of the main barriers to the people's participation. Furthermore, poverty of rural groups weakens effect of their efforts and also weakens their interference and participation in decision-making and their participation in the establishment of development plans. Participation trend may strengthen the economic base of the villagers. The role of the government is very important to reach this goal. The feasible sample of this participation policy can be found at the Samoel Andog's Revolution in Kora republic that was designed to the participation of the villagers in order to increase revenues of villagers. The effect of this movement and preparation made deep changes at the villages of Korea republic so that in 1974 income amounts of majority of villager's households became more than households of cities.

3-4 Cultural and Social Obstacles: Cultural and social factors are the other effective factors on people's participation as a relational canal for socio-economic development.

Generally, there are a few local pressure groups in the villages, these groups are agent of profits of powerful individuals that weakens local formations and seldom strengthens them. The choice of local leaders as local people agents is a suitable social factor to reach the participation. Production groups of volunteer societies, farmers groups and women associations are samples of the participation local organizations.

4-THE SOCIAL, CULTURAL AND ECONOMIC BASES TO REACH THE PARTICIPATION:

Development process is a trend that the economic, social and cultural situations of rural and urban societies are improved by popular and government efforts. This implicated process of development includes two principal elements, one of which is people's participation and their effort to improve their life level. By self-helping and local innovations; and the one is instruments provision and necessary techniques are provided by government. This bilateral cooperation of people and government makes development plans becomes effective.

4-1 The Cultural and Social Bases: Generally, participation is a type of interaction between values, goals, factors, activities etc. In fact the interaction between these elements is an interaction between the experience and the interpretation of participation. We must also examine the existence of social base. This base is a result of two following experiences and examinations.

Generally principals of the participation to the people are following cases:

- Participation is a part of the cultural and social system and it originates from the society.
- This participation is the result of popular power not individual power and people by using that can access to the social and economic security.
- Participation is as a goal for the villagers not as an instrument.

4-2 The Result of Interaction between Two Experiences about the Participation: On the base of the participation between two experiences "to the government" and "to the people" conditions are provided that confronts people's participation with problems. These conditions contain these specifications:

- Participation is a risk to the people.
- Because the original plan is provided by the upper levels of the government, and people has no interference in the phase of the decision-making and planning, so people see themselves without power in the establishment of development programs.

5- PROCESS OF THE PEOPLE'S PARTICIPATION:

5-1 Process of the Participation: Generally process of the participation starts with a phase of need sense and problem knowing and then a base and an incentive is provided to the popular activity. At first, this activity continues as an informal form and then as a formal form and finally the result of this popular activity is participation. The process of participation is composed of these following phases:

1. Need.
2. Problem knowing.
3. Incentive.

4. Group formation.
5. Group organization.
6. Formal activity.
7. To reach the goals.
8. To examine the goals.
9. Satisfaction.

5-2 Conditions and Necessities of the Participation: Conditions and necessities of the participation that has a direct relationship to the participation process fulfilled in this following framework:

1. To know the goals of a problem, to know the problem and to have enough incentive to popular activity.
2. Interactive informing and interaction after establishing initial groups.
3. Membership, consultation, independence after forming organized groups.

5-3 Process of People's Participation: Phases of the participation in different fields are following cases:

5-3-1 Phases Concern to the Participation Process: Planning is a dynamic, flexible work and the result of planning to design the targets, policies and methods of work.

- Organization: to part a work to the different parts, to leave the works and to make changes in a system that the results are controlled.
- Promotion: it includes effective guidance, to make relationship and to provide incentives to participate.
- Control: to control concerned activities in different phases of participation process.

5-3-2 Methods Concern to the Promotion to Participate:

- The interference and the examination: to be in an area and to help or consult with local people.
- Mobilization and discussion: to make interests and information about framework and targets of plan.
- Advertisement and effort: to advertise the information about plan.
- People employment: to attract people supporting and helping and to base the local organizations as a protection tool.
- Adjacency: continued interference, education and establishment of plans in order to develop areas.
- Explain: to experiences.

6- STRATEGIES AND ORGANIZING PROBLEMS PARTICIPATION:

6-1 Participation Strategies: there are a few important strategies of people's participation such as:

1-Participation strategy as an investment: there is a specific difference between participation as an investment and as a target. Participation as an investment is people's participation in order to help to each other, to provide financial resources to establish development plans and to arrive to the forecasted goals. In the participation strategy as a goal, people have the main role in decision-making about establishment of plans.

2- Participation strategy in development plans: development strategies are fulfilled by promotion, active employing and organizing the people to design policies and plans.

6-2 organizing the participation: certainly grouped organizations have a powerful tool to ease accessibility to the development and specially establishment of water resources development plans. To know the social and economic distinctive groups as a basic unit of development is very important. Organization is a precondition of any activities, so the relationship between the organization and the participation is a specific part and are presented these following cases:

6-2-1 The process of making group: this process means to arrange and it includes "research in the village", "choice", "distribution of responsibilities", "to define duties", "the examination of providing financial resources to establish plans" and planning. These groups, as an organization is a means to participation of people in the process of development and to establish plans.

6-2-2 the problems about organizing groups to participate:

1. Forming: to form the groups to participate in plans.
2. Membership: this is based on the common economic benefits.
3. Meetings of groups: these are the main spaces to transfer different opinions, to say the goals of plans, timing work plan and coordination and leadership.
4. Structure: group must have an internal structure so that by it to access to an organized base and by using that can get to the participation.

6-2-3 Agent and the main duties of participation: in order to have an effective people's participation and an organized group to establishment of development plans needs an agent so that it can ease the process of participation. Certainly, a participation agent is an important factor in the process of participation. The main duties of participation agent are:

- To help examining of socio-economic of a region and the villages around that region with cooperating groups.
- Leadership and to help to the people in economic activities, to improve production situation and socio-economic infrastructures and to plan and to help to the small groups to do economic activities.
- To provide continuous promotion in order to do self-confident activities and to promote problem solving and decision- making inside groups.

- To provide a relationship between financial protective groups and to help educating of members of groups about participation easing.
- To help the groups in order to move towards good efficiency.

7- SOLUTIONS OF PARTICIPATION:

7-1 General solutions of participation: some solutions of the villager's participation are:

- To change planning system and moving towards decentralized planning system.
- To promote public culture at the society and people by using tools and cultural values and general relationships.
- To make interactive confidence between official organization chiefs and people.
- Planners must notice to the injustice balancing policies, renewing of education system, justly distribution of possibilities and chances, popularizing social services in order to promote people's participation.
- By using possibilities of research and consulting organizations in order to know cultural, mental and social specifications and to examine the needs of rural and urban needs, the integrated and precise studies muse be done.
- To arrange and organize personals in order to guiding participation by official organizations.
- To do the cultural activities in order to omitting the existence organizational culture of governmental organizations on the base of dependences to the general benefits of government and to promote the culture of people's participation.

7-2 Practical activities to achieve people's participation: recognizing need and practical activities to fulfill participation affair depends it's all the phases are specified with noticing to it's needs and conditions and establishment activities must be collect with notice to the cultural and social structures and specifications of each areas. These activities are as following:

1. To know precisely cultures and economic activities.
2. To change thoughts of rural and urban people to life, work, production and future and specially the necessities of areas development.
3. To make people interest in projects and goals of development plans by short stories, texts, local poets.
4. To make story films for fulfilling activities and to broadcast them in different areas.
5. To know the special stakeholders.
6. To make competition between different groups of people is one of the social potentials to financial participation.

7. To make primary and basic groups those basis elements to inform formal organizations and formations are provided. By these agencies, to get bank facilities and repay these facilities become formal.
8. The existence of a promotional organization is a basic element of fulfilling people's participation by educating the beneficiaries and to have good relationship to them.
9. Finally, if all the villagers don't participate in the process of plans design and establishment, their real needs and benefits aren't provided.

During recent decades, the activities that are said upper lines were experienced in the villages of functional boundary of Regional Water Authority of East Azarbaijan. This activity during a time more than a decade has brought new experiences to this authority specially created a good and continuous relationship between people and this authority and became a base to have a new movement. The effect of these activities is continuance of people's participation in the national and large plans.

8- THE HISTORY OF PEOPLE'S PARTICIPATION AND FORMATION OF WATER USER'S COOPERATIVE IN THE REGIONAL WATER AUTHORITY OF EAST AZARBAIJAN

8-1 functional framework:

The activities that has been done in the beginning of formation and during activity years as a executive way to form people's participation in the Regional Water Authority of East Azarbaijan has been in the following framework:

1. From the beginning of forming of discusses about people's participation, in this organization using of services of experienced managers and experts that further to have believes to the discusses and affairs about people's participation at the financial problems, they have had enough knowledge about people's participation in the operating and planning of development plans and familiar managers as one of an effective parameters to inform people's participation have been used in this organization. This subject has been examined in the establishment phases with more sensitivity.
2. After a decade, this reality is completely obvious in the functionality and report card of activities about people's participation affairs of this organization that in a set of practical and theoretical activities, using of services of university professors, researchers around this area has been one of the most important activities and besides establishment activities and before starting these activities, to receive different opinions and viewpoints of researchers and thinkers has been as an important factor to determine activities about people's participation. Because the sensitivity of social problems makes before doing any establishment activity, by using theoretical bases and to combine these bases with experiences, the best routes are determined and then selected.
3. To pass different explanation seminars, to have different meetings to political persons such as governors, deputy-governors, Islamic bureaus, agriculture managers, parliament agents, cooperation organization, planning and management

organization, agent of banks in order to define different problems about people's participation such as to define the cases of act and prescriptions to gain practical activities have been the most important activities of people's participation to make coordination to charges. This important activity has been noticed as a necessary and precondition activity of people's participation affairs before starting any establishment activity. Because of sensitivity of this subject and problem, the straight belief in this organization is that coordination to other offices and organizations has a basic role to continue people's participation and this problem in different times has been experienced during establishment activities and its positive effects in the process of establishment activities has been proved and its beneficial results has been sensed.

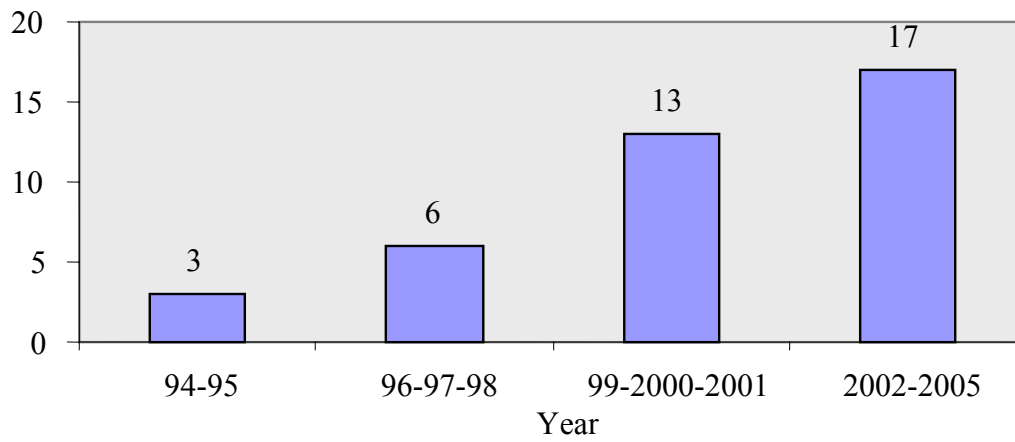
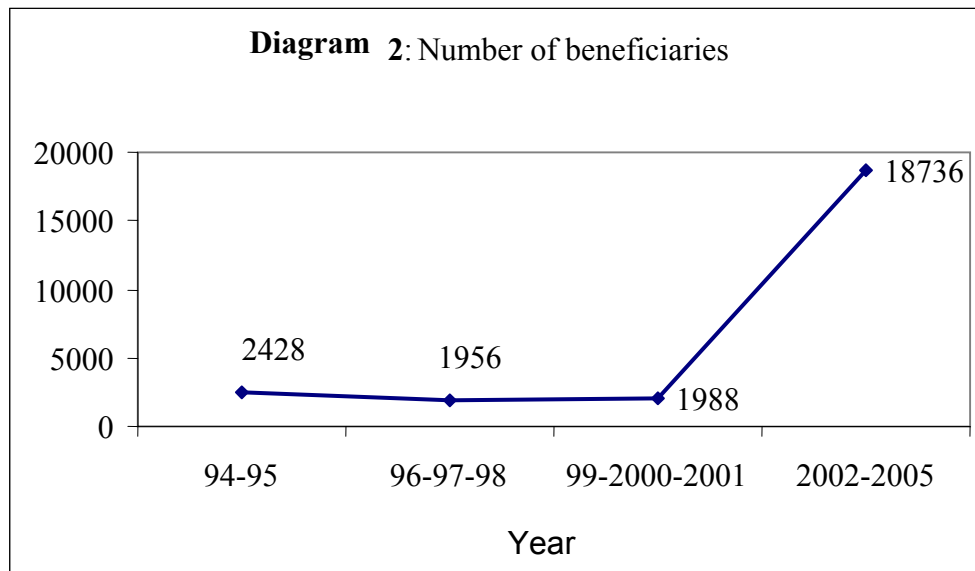
8-2 Practical activities:

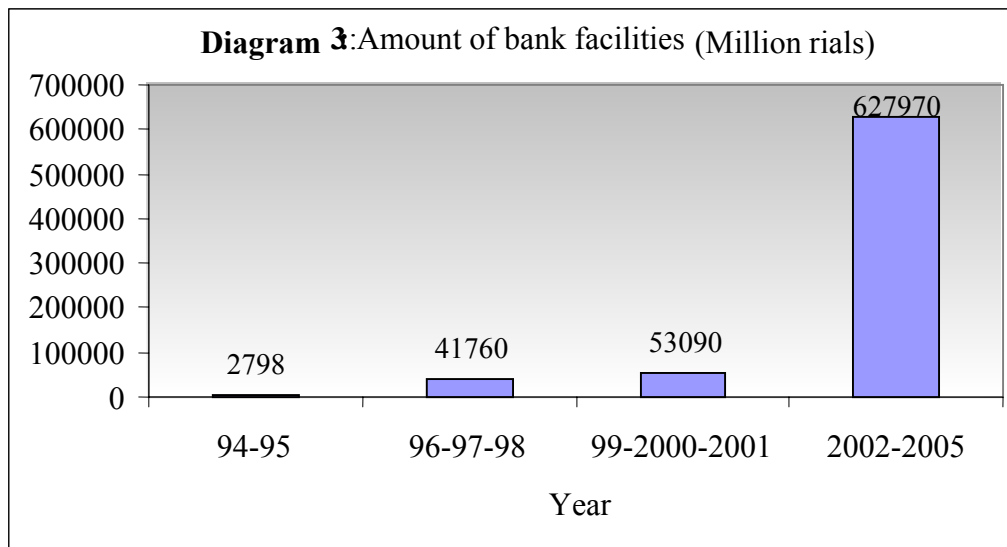
1. *The first phase is before starting theoretical discussions (up to 1994):*
2. In this phase, the attraction of people's participation limited to the small plans of water supply to the agriculture and especially to the farmer's participation to transfer lands of water structures establishment place without paying prices of lands that are located in the routes of plans establishment.
3. *The second phase in the framework of people's participation committee (since 1994 to 2002):*
4. To provide the bases and to attempt to provide knowledge and belief to the managers and experts and the other agents about people's participation by passing conferences with parliament agents, planning and management organization and the other political and official persons, to inform water user's Cooperatives by water authorities and general office of cooperation in the villages that covered by water resources development plans.
5. *the third phase, practical activities to the field of common cooperation between water organization and Jihad-keshavarzi organization(from2002 to now)*

Functionality of People's participation office in the part of water user's Cooperative in 12 yearly time distribution(94-2005) has been shown at the following table and changing some cooperation parameters have been shown at the diagrams 1 to3:

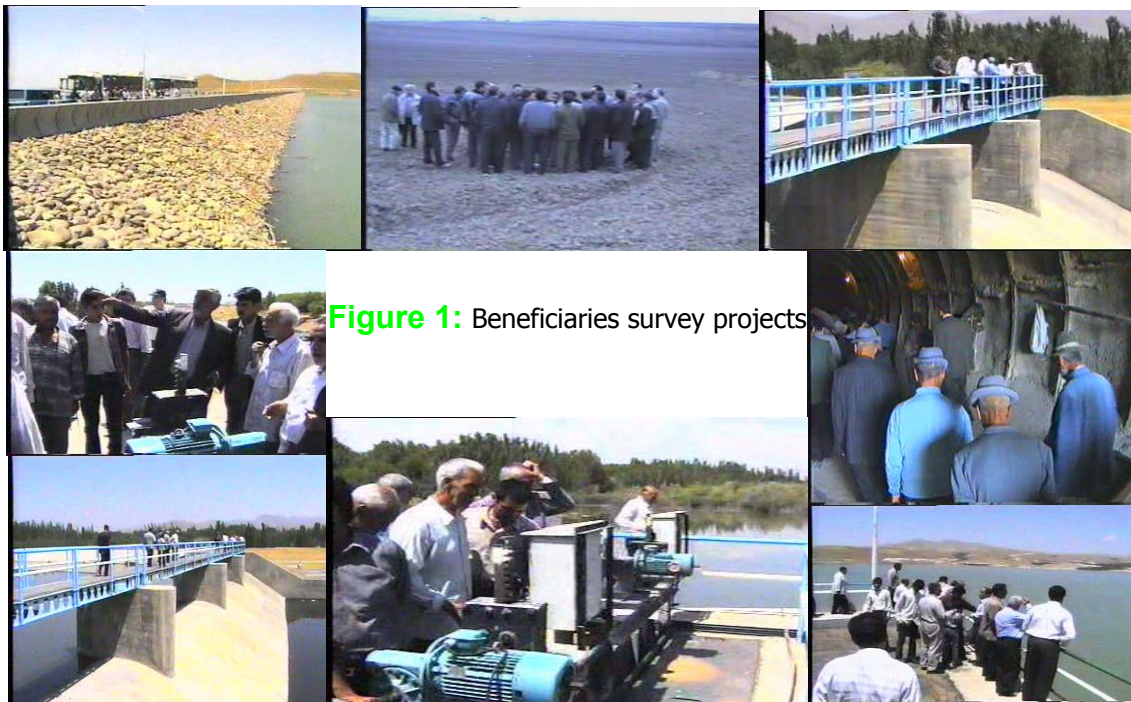
Table-1: Functionality of People's participation office in the part of water user's cooperative in 12 yearly time distribution (94-2005)

Type of activities/Year	94-95	96-97-98	99-2000-2001	2002-2005	1994-2005
Number of plans	3	6	13	17	39
Number of cooperatives	15	24	13	81	133
Number of beneficiaries	2428	1956	1988	18736	25108
The are of lands covered (hectare)	5042	12219	4232	111912	72596
Amount of bank facilities(million rials)	2798	41760	53090	627970	688620

Diagram 1: Number of participation plans**Diagram 2:** Number of beneficiaries



It must be said that on the basis of forecasted necessities in the legal points of water and agriculture of the third plan has provided a good opportunity to make relationship between the effective factors in the common affairs of irrigation and drainage network lands. Specially, a very relief role to people's participation and to do social studies and to write and operation system in water resources development is considered by legal points 106, 107 and the report of consume optimization of agriculture part. About this problem, a common cooperation document in order to fulfill the forecasted legal duties in the cultural and socio-economic plans of the country was collected.



9- CONCLUSIONS

The analysis that has been done in this paper shows that participation is a precondition to develop and without villager's participation development will not be enquired.

The investment of government about this problem is necessary and development of villages is not completely depend on the government investment and the subject of participation depends on the cultural and socio-economic conditions of villages is examined and then about that problem is decided (amount of government investment and villager's participation). On the other hand, powerful backgrounds of participation existence between people has been experienced during the history with depending on the conditions of the time and different places of IRAN and its conditions has been changed by government system changes, but in spite of the existence of long-period history a systematic form of people's participation has not been organized in different activities specially to its economic forms. The experience of people's participation in the operation of water resources like the other forms of people's participation has been affected by different reasons and testimonies and during the history by the effects and interferences of modern managements, as the form of water resources management and a set of activities have been completely changed. Water resources management that has been changed to the today's form according to the principals of water industry, there wasn't in 50 years ago because during last half of century systems of beneficiaries of water resources have been depended on the activities that were organized by people and there weren't today's direct interfere in the water resources management. Although to make today's form of water resources management was inevitable because of population growth, industrialization of cities and development of civilization, but the absence of people in decision-making and nonuse of people's abilities in today's water resources management cycle is the main weak point in the process of water resources management cycle.

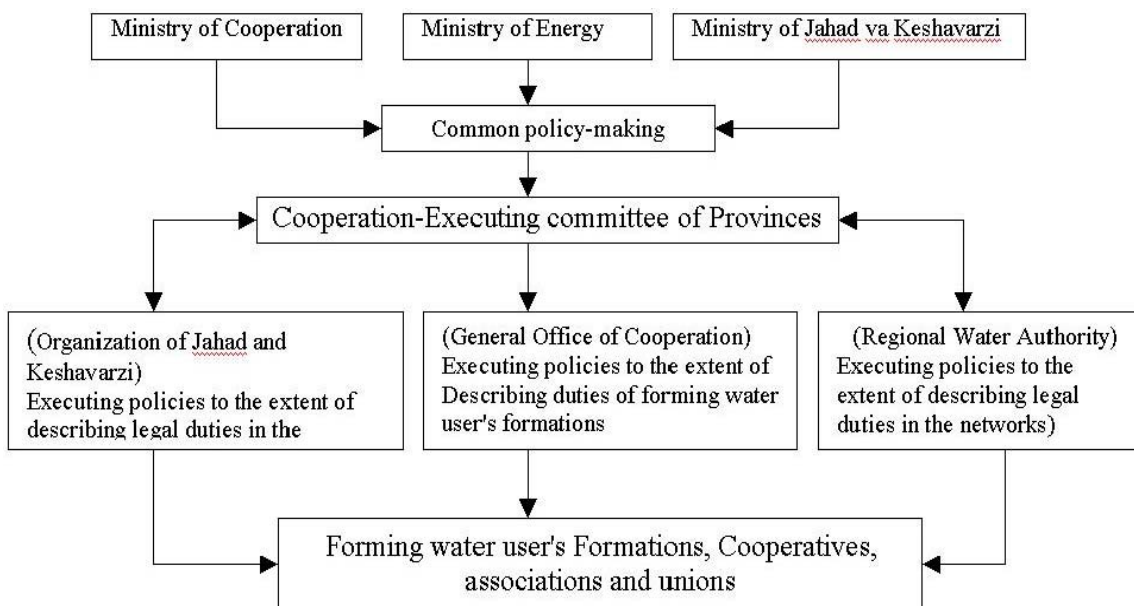
Many experiences of people's participation in the last decades about the operation affairs of water resources and the effective and successful experiences from establishing the first and second plans of the cultural and socio-economic development and specially the experiences of note 6 and 76 of the second act of development plan to establish water resources development plans shows this fact that to notice and to design the main place of people's participation has been the necessity of fundamental growth at the water resources management of the country and about this problem, it is necessary that by collecting and combining of past experiences and new finds, the new and accepted form of people's participation organization in the third plan of cultural and socio-economic development has been considered in the band A and article 106 and then be executed and this matter must be noticed in the fourth development plan as a title of band Te of the article 17 so that substance of development really be based.

10- SUGGESTIONS:

1. Forming a controlling and appraising core of the acts and the routine methods of people's participation plans includes the Ministry of Energy experts, the Ministry of Jahad va Keshavarzi, the Ministry of Cooperation and consultant engineers in the development office of the Energy Ministry and to recognize the weak and power points and to provide performing outline of the fourth plan and to define

the relationship between the Ministry of Energy, Ministry of Jihad va Keshavarzi and Ministry of Cooperation as following flowchart:

2. Applying the social studies in the Regional Water Authorities by using experienced humans and experts and finally to guide consultant engineers (to write master plans by the organization of management and planning).
3. Examining and appraising really performance of the active water user's Cooperatives and to recognize the problems in order to improve the exist conditions and to make necessary coordination in the Ministry of Energy – Cooperation and the Ministry of Agriculture in order to exert the common encouragement policies and to provide guaranty to the prices of agricultural products.
4. Planning of systematic educations by related organizations for cooperatives.
5. To use the experiences of successful countries especially Asian countries must be noticed and to transfer the knowledge and experiences by sending experts to these countries.
6. To say and explain the role of people's participation as a fundamental part of development and its role to govern the social justice to the people by popular Medias.



Flowchart-1: Organizational relationship to inform water user's Formations.

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