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Government of the People's Republic of Bangladesh

Ministry of Irrigation, Water Development and Flood Control
Flood Plan Coordination Organization

BANGLADESH ACTION PLAN FOR FLOOD CONTROL

(21)



COMPARTMENTALIZATION PILOT PROJECT (FAP 20)

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TANGAIL CPP INTERIM REPORT

ANNEX 5 : INSTITUTIONAL ASPECTS



September 1992



Euroconsult/Lahmeyer International/Bangladesh Engineering & Technological
Services/House of Consultants

under assignment to

DIRECTORAAT GENERAAL INTERNATIONALE SAMENWERKING
Government of the Netherlands

and

KREDITANSTALT FÜR WIEDERAUFBAU
Federal Republic of Germany

Government of the People's Republic of Bangladesh

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i Executive Summary

The institutional specialist of the Consultants Team has investigated two kinds of institutional issues of the Compartmentalization Pilot Project: external and internal ones. The external issues relate to organisational arrangements for the involvement of beneficiaries and others in water management at the level of the sub-compartment and compartment. The internal dimension regards the organisation and supervision of the pilot project itself.

An active step-by-step approach is recommended for defining and establishing water management arrangements. Water Committees will be established at the level of the sub-compartments. These committees include representatives of the various functional groups (farmers, fishermen, landless, etc.), Union Parishad Members and field staff of BRDB, DAE and BWDB. These committees will become responsible for local level water management, operation and maintenance of facilities and the mobilization of resources. Besides, water users groups will be formed at the primary level consisting of the immediately concerned people.

The project (CPP) will, in the immediate future, develop a joint approach with BRDB and DAE on the one hand and with a selected NGO on the other, for establishing, training and supporting these committees. The Project will also develop an extensive training package for different levels and different groups: the members of these committees, for concerned field staff and for district level staff of the relevant departments. CPP requires additional manpower for developing this package and for structuring the relationships with the various agencies.

At the level of the Compartment ultimately a Compartmental Water Management Board will be established, for which an outline is presented. As a first step however, CPP Executive Committee will be installed which will advise the project and facilitate coordination among the various government agencies. The district and Thana level of the 5 or 6 most relevant departments (DAE, BRDB, BWDB, LGED, DOF, DOL), the project and the local administration will be represented in this Committee. They will be joined by representatives from the Sub-Compartmental Water Committees as soon as these are established. The tasks and initial responsibilities for this Committee and its possible transition towards a Compartmental Water Management Board are outlined in this report.

The collaboration between the project and the various government agencies needs to be taken up in a more forceful and practical manner and this report presents a possible approach to this issue. Specific activities for genuine collaboration at district and Thana levels are listed and financial and practical implications are discussed. It is proposed that financial requirements will soon be elaborated between the project and the concerned agencies and be sanctioned in a revised Project Proforma and will be channelled through and administered at Tangail level. Financial support for possible NGO activities can be arranged separately from special NGO funds with the concerned embassies. Several suggestions are given to make it possible for government agencies and, where appropriate, NGOs to work closely with this project.

The internal arrangements in the project should reflect and support the way this project works with the other institutions. This implies that the project will start sharing responsi-

bilities with the proposed CPP Executive Committee and that collaboration with line departments will be sought more vigorously and practically. The expansion of the Project Team towards inclusion of staff from other departments for specifically agreed activities has already taken place. FPCO needs to provide guidance and high level support for establishing the proposed CPP Executive Committee and for flexible adaptation of the PP where required.



ii ABBREVIATIONS

ATDB	Annual Thana Development Budget
AAEO	Assistant Agricultural Extension Officer
BADC	Bangladesh Agricultural Development Corporation
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
BWDB	Bangladesh Water Development Board
CPP	Compartmentalization Pilot Project (FAP 20)
CT	Consultants Team
CWMB	Compartment Water Management Board
DAE	Department of Agricultural Extension
DC	Deputy Commissioner
DOF	Department of Fisheries
DOL	Department of Livestock
DTC	District Technical Committee (DAE)
DTW	Deep Tube Well
DDAE	Deputy Director Agriculture Extension
FAP	Flood Action Plan
FCD/I	Flood Control, Drainage and Irrigation
FFW	Food for Work
FPCO	Flood Plan Co-ordination Organization
GOB	Government of Bangladesh
JAEO	Junior Agricultural Extension Officer
LGEB	Local Government Engineering Bureau
NGO	Non-Governmental Organization
O&M	Operation and Maintenance
PA	Participants Activities (matrix)
PP	Project Proforma
PWD	Public Works Department
PT	Project Team
R&H	Roads and Highways
SDE	Sub-Divisional Engineer
SMO	Subject Matter Officer
SMS	Subject Matter Specialist
SRP	Systems Rehabilitation Project
TOR	Terms of Reference
TAO	Thana Agricultural Officer
UC	Union Council
TNO	Thana Nirbahi Officer
UP	Union Parishad

iii GLOSSARY

Beel	-	Small lake, low-lying depression, a permanent body of water in a floodplain or a body of water created by rains or floods.
Compartment	-	An area in which effective water management, particularly through controlled flooding and controlled drainage, is made possible through structural and institutional arrangements. A compartment can be subdivided into sub-compartments.
Compartmentalization	-	The spreading of the flood water over the flood plains by establishing interlinked compartments, with the objective to provide a more secure environment for agriculture, fisheries and integrated rural and urban development through water management (controlled flooding and drainage) .
PA-Matrix	-	A relational matrix, depicting links between participants and activities in a certain process.
Parishad	-	Elected Council
Sub-Compartment	-	A sub-unit of a compartment, in which to a certain extent the water management can be controlled by the people living in the area represented in a Water Committee. The sub-compartment is mostly separated from the adjoining ones by embankments or roads provided with (semi)controlled structures.
Union	-	Smallest electoral unit of areas outside municipalities comprising several mauzas (or villages), and generally divided into three wards. It has an Union Parishad (council).
Thana	-	Local government administrative unit, comprising about 10 Unions, and mainly staffed by delegated central government officials.
Thana Nirbahi Officer	-	The local administrator, who during the absence of the Chairman is coordinating the government officers, posted at Thana level.

1 INTRODUCTION

1.1 The Compartmentalization Pilot Project (hereafter CPP) or FAP 20, aims at developing and testing the physical and non-physical aspects of "compartmentalization"¹. This includes the construction and/or rehabilitation of structures that help to control flooding and drainage within an area. It also includes the establishment or improvement of institutional arrangements that allow water management within the (sub) compartments in such a way that beneficiaries are involved and their requirements are optimally met. Finally the project has to come up with institutional arrangements that make it possible to replicate and sustain compartmentalization in Bangladesh, building on the strengths of existing organisations or, where needed, introducing new forms of organisation.

1.2 The project has been in place now for some 8 months and has made a vigorous start with various kinds of data-collection, the initial development of models and the generation of the inception report. According to plan, the project has, so far, not systematically looked into the institutional aspects of the compartmentalization concept. Neither has the actual or possible involvement of governmental agencies, other than BWDB, been a subject of major attention.

1.3 The institutional expert of Euroconsult, Mr. Martin de Graaf and Mr. Anwaruz-zamam Khan of BETS paid a visit to CPP Tangail between 16 March and 3 April to look specifically at these and related institutional aspects. This report reflects the major findings and recommendations of this Team. Annex A contains a summary of the results of a survey among local institutions conducted during the visit. Annex contains details on the inter-agency meeting in Tangail where the proposed CPP Executive Committee was discussed.

1.4 Even more than usual, the term "institutional aspects" covers quite a broad range of issues. The fundamental question is how CPP can approach the search for institutional arrangements for water management within and between compartment or sub compartments. What kind of administrative, organisational, political and procedural arrangements and processes could be appropriate and effective for cohesive and purposeful water management?

1.5 This strategic question clearly goes beyond a location-specific pilot project like CPP and another study, FAP 26, will focus on such issues. However any initiatives to be undertaken by CPP will inevitably touch upon this question. This is why in chapter 3 this issue will be explored and a pragmatic way of dealing with it is suggested.

1.6 While it is not within the mandate of this pilot project to deal with the widest institutional aspects of water management in Bangladesh, CPP certainly has to deal with the practical situation in the project areas. In these areas a large number of actors are active. These include the various governmental agencies, local government, elected representatives, non-governmental organisations and the various categories of people.

¹ A Compartment, as defined in the Inception report of CPP is: "an area in which effective water management, particularly through controlled flooding and controlled drainage, is made possible through structural and institutional arrangements. A compartment can be sub-divided into sub-compartments."

1.7 The challenge of CPP is to understand the interplay of those various actors and to come up with provisions for constructive involvement of the relevant actors at the local, sub-compartmental, compartmental, regional and national levels. This question is taken up in chapter 4. Based upon a preliminary survey of (potentially) involved agencies a factual picture is presented of current roles vis-a-vis aspects of water management.

1.8 It will be argued that at present no effective instruments exist to meet the two basic requirements for effective water management within (sub) compartments: the involvement of users and the coordination of agencies in regard to integrated water management within such units. The two are obviously closely related but will be discussed consecutively.

1.9 The first issue, which has so far been presented by CPP with much emphasis, is the question of people's participation. What kind of **practical** arrangements can be explored and used in Tangail (and later in Sirajganj) to ensure that those who are crucially involved, will indeed be able to raise their voice and influence decisions regarding any aspect of compartmentalization? In chapter 5 this question will be discussed and a pragmatic approach will be presented as to how CPP could possibly proceed on this issue.

1.10 The next question, equally important to CPP, is the issue of involvement of and cooperation with government agencies. It is clear that the various government departments should have their place in an integrated approach to water management. Each one of these has expertise and resources to contribute and each has a particular mandate that extends into the areas in which CPP will be active. This is well understood and the TOR for CPP explicitly stipulate coordination and involvement of these various departments. However, as experience so far has demonstrated, such coordination and involvement does not happen spontaneously or easily.

1.11 The future success of this project depends much on constructive involvement of existing agencies. This is needed not merely for short term operational purposes, but also with a view to the long term credibility and viability of future arrangements for compartmental water management. Such arrangements have to take roots in the various departments or else CPP will become another isolated effort for which only donors and possibly the BWDB feel responsible.

1.12 With this in mind the questions of coordination and collaboration were taken up during the visit and the first steps were made towards the establishment of a Project Implementation and Coordination Committee for the Tangail CPP. In Appendix B the relevant details concerning this initiative are found. In Chapter 6 the issues at stake are discussed in detail and outlines for a possible approach towards effective involvement are presented.

1.13 All the above "institutional aspects" are closely interrelated - and this often makes their discussion and planning confusing and unpractical. For example: the way beneficiaries' participation is conceived and facilitated has implications for the way government agencies could or should play their role. The practical demarcation of (sub) compartments imposes constraints on the involvement of local government structures. And the way the project itself is organized, funded and controlled has implications for the

(im)possibilities for collaboration with and involvement of certain organisations. This is an unpleasant but inevitable reality.

1.14 In order to better understand and deal with the interrelatedness of those various institutional aspects this report opens and closes with a more comprehensive discussion. In chapter 2 a **conceptual** overview is given of "institutionalisation in CPP": how do the internal and external organisation of this pilot project relate? What is the link between coordination and participation? And in the final chapter these questions are again taken up at a **practical** level: what are the implications for project management and planning? If projects are, indeed, policy experiments, the way they are organized and conducted will reflect on the policies they will bring about. The high ambitions underlying the CPP require internal and external institutional arrangements that need careful discussion and deliberate decisions.

1.15 Although the institutional specialist looked into a number of general project strategies and issues, especially related to organisation, it should be clearly stated that this time only the Tangail area was visited. It is hoped that the conceptual framework and general information presented in this report will have relevance beyond the Tangail situation. However where the report refers to specific institutions and recommends location specific approaches it only relates to Tangail. It is conceivable that once CPP takes up the institutional aspects of the situation in Sirajganj (scheduled to happen after mid 1993) other approaches will evolve.

Note: On 29 September, after the finalization of this report, we received the first sets of comments from members of the Panel of Experts and from other colleagues. These comments have not been incorporated in the present version of this report.

2 INSTITUTIONALISATION IN CPP

The ambitions of CPP

2.1 The Compartmentalisation Pilot Project combines ambitions that are extremely difficult to realize and merge. First of all, like in all foreign funded projects, a special, one-time initiative is supposed to affect huge, permanent organisations that derive their momentum from forces unrelated to the project. Whatever the formal agreements might be, daily realities of such organisations are not easily changed by such projects. Especially so when administrative procedures need to be modified and incentives are minimal in proportion to the effort required.

2.2 But CPP wants to go one step further: working from a basis within one governmental agency, the BWDB, other public agencies are supposed to be drawn in and to surrender a portion of their autonomy towards as yet only vaguely defined collaborative structures. This goes against the grain of bureaucracy as we know it in Bangladesh and elsewhere.

2.3 The end product of CPP will be systems of water management at different levels in which various governmental agencies and as yet undefined representatives of people will shoulder new responsibilities. Whereas there might be a rational justification for defining and allocating responsibilities for, among others, managing floods and drainage, this does not spontaneously inspire agencies or people to accept accountability for these new tasks. Such tasks add to their burden, without offering any other compensation than possibly enhanced collective wellbeing.

2.4 But CPP is even more ambitious: it does not only go against the grain of centralized decision making within one ministry, it intends to put in place local and regional institutions that facilitate and stimulate people's participation. And while this is a popular slogan among international donors and national governments, it demands fundamental changes of attitude and procedures, among donors and the concerned governmental agencies that are less readily embraced and even less readily realized.

2.5 In the end CPP will develop and put in place systems of more or less decentralized water management in which the population of an area, assisted by a variety of public agencies will be able to select and realize priorities related to land and water. The material instruments for this will be the physical structures that control flooding and drainage and these instruments will, one way or another, be created by governmental agencies. However, the selection, design and operation of such structures will to a much larger extent than is the case at present, be a matter of popular participation through functional bodies and will reflect a more refined and public attempt at balancing interests and priorities within society than is presently the case.

2.6 At the same time the population will to a larger extent than is the case now assume responsibility for the upkeep and use of these structures. There will be a more direct link between received benefits and required contributions. In the present situation most if not all construction and O&M costs of (major) flood control and drainage structures are borne by central Government (and of course ultimately by the people of Bangladesh), with or without external assistance. This might change in the institutional

arrangements that CPP might help to develop. And this, obviously, requires choices of a sensitive, political nature and complex organisational arrangements.

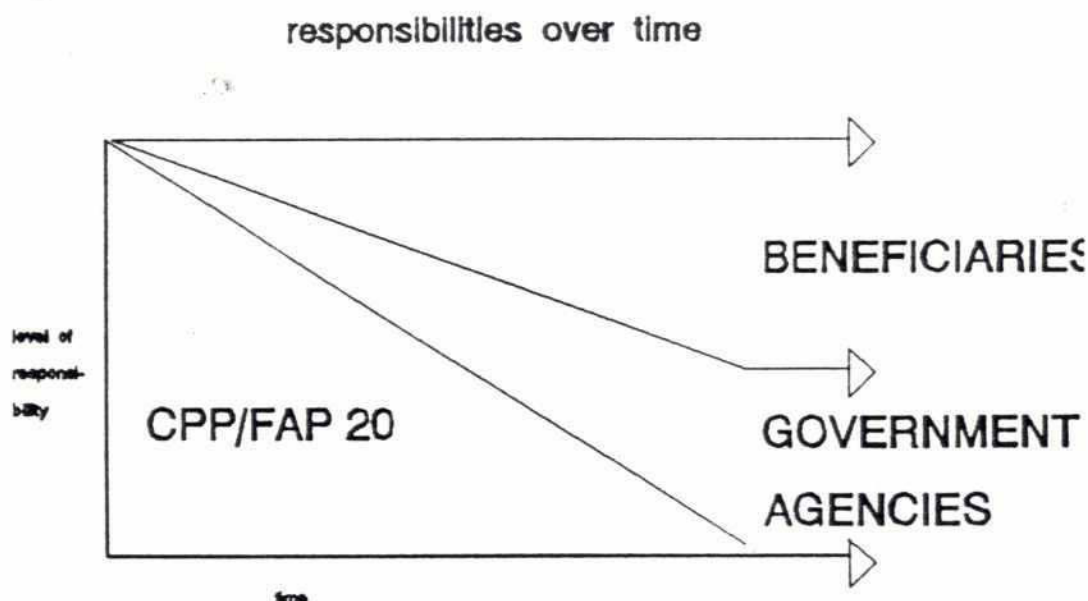
The phases of institutionalisation

2.7 If we try to list the institutional steps that CPP needs to go through we can distinguish:

- a. the creation of a stable project: the evolution from conceptual abstraction to more or less routinized and efficient practical activities. This is the first stage in which the project finds it self at present;
- b. the establishment of regular patterns of cooperation and coordination with a variety of government agencies, in support of the project. A start has already been made;
- c. governmental (and possibly non-governmental!) agencies assuming project-initiated activities as their own. This has so far, been initiated for the planning stage of the project;
- d. organization of beneficiaries which in enable them to take up responsibilities for aspects of water management;
- e. sustained functioning of local and regional institutions, materially and politically supported by a combination of public and private initiative and contributions. This is one of the final products of CPP, hopefully realized in a few years but even then requiring continuous fine-tuning.
- f. consolidation of the CPP experience in Tangail and Sirajganj in the shape of manuals, training packages, procedures and reports. This will be one of the other final products of the project.
- g. reglementation, consolidation and replication of institutional arrangements for comprehensive water management at local, regional and national levels throughout the country, directed by national legislation and reflected in the mandate, budget and procedures of one or more relevant public agencies. This goes beyond CPP, but might build upon its experiences.

2.8 If we want to visualize this intricate process of institutionalisation over time we can observe the following process:

Figure 1



The Pilot Project (through the Project Team and Consultants Team) initiates most activities and is, at the early stage, the most active and responsible institution. If the project is effective as intended, existing government agencies will soon assume responsibilities and their role will expand over time. At the same time, although certainly not in the same way, beneficiaries and their representatives will take up responsibilities for planning, decision making, implementation and monitoring. At the envisaged end of CPP the involvement of FAP 20 will come to an end. A balance will by then be in place between continuing activities of agencies, supported by legal instruments and administrative routines and people's involvement and contributions. This will in time change further as the physical, socio-economic and political environment of Bangladesh will continue to change.

2.9 For those who expect CPP to produce quick results it might be appropriate to underline the complications of each of these five phases. These phases present their own demands and require different approaches and resources from the project. If the project can not adapt itself to those varying requirements its final results will be disappointing. Those who supervise and support CPP need to keep this in mind and might concentrate on making available resources and high level support as and when required. This includes the removal of constraints that might exist in any of these phases. Such constraints and possible solutions will be discussed in the final chapter.

The requirements for each phase

2.10 More specifically: the initial phase of the project getting established and defining a more clear-cut approach and working procedures is coming to an end with the finalisation of the Inception Report. Final decisions regarding budget, staffing and responsibilities need to wind up this phase.

The Technical Committee and the concerned donor agencies is expected to take these decisions soon.

2.11 The second phase of establishing coordination with other agencies requires national level support to overcome possible reluctance among such agencies and to allow

a flexible set-up in Tangail for such coordination. It is essential that, pending the execution of FAP 26, the various departments at district and Thana level are actively encouraged to enter in a pragmatic form of coordination. As will be discussed in Chapter 6, the practical formula of a CPP Executive Committee is proposed at project level.

2.12 The Project Team should make an active effort to effectively draw in the other relevant line departments and the two levels of local government. But they can only do so with the active support and endorsement from the BWDB. If this project is perceived as an exclusive BWDB project, undertaken in a centralized and isolated fashion, the other departments will soon opt out and the intended long-term multi-disciplinary approach will never evolve. A constructive approach from the side of the BWDB, including a genuine willingness to share responsibilities with the proposed CPP Executive Committee is essential.

2.13 The noted risk is even larger when it comes to the third phase: departments and local government assuming specific, practical responsibilities for activities initiated by the project. This will only happen when formalities and budgetary constraints will not stand in the way and when the concerned departments will have some incentives to get involved. In chapter 6 it will be argued that, at least for this year, reimbursement of project related expenses incurred by agencies (other than BWDB) should be kept simple and fast.

2.14 For government agencies the simplest procedure will be to include a general budget provision in the PP for expenses incurred by other departments, to be reimbursed through the local CPP office. The low level of the likely amounts and the unpredictability of these expenses do not make it worthwhile to go through the complications of arranging Project Proformas with each of the concerned line departments.

2.15 For the intended involvement of Non Government Organisations such a procedure might not be suitable and it is proposed that, where such involvement requires payment to NGOs, this will be done from the NGO Funds kept at either of the concerned Embassies. The NGO activities are likely to be in the fields of training, education and mobilisation and these fit within the scope of those special funds. The project can directly negotiate with NGOs and can mediate in getting the required budget to and from the embassy for approval and handling.

2.16 What has been presented as phase four, but in reality partly coinciding with earlier phases, is the establishment of procedures and systems for participation by the various categories of affected people. Partly this might happen through rather informal mechanisms such as ad hoc meetings at village or sub-compartment level. But in the long term this will require the establishment of a more regular mechanism, possibly in the form of Water Committees as discussed in Chapter 5.

2.17 These Water Committees can be seen as the more continuous mechanism for people's participation at the level of structure, village, union and/or sub-compartment. They will serve to express needs and views, articulate priorities, mobilize local resources, operate and maintain simple structures, etc. They will also serve as the vehicle for the representation of people towards the more formal Water Management Boards at the level of Compartments.

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2.18 Details will be discussed in the relevant chapter. The point now is that the establishment of these committees will require an appropriate approach and special resources of CPP and the willing collaboration of the various technical departments (incl. BWDB) and local government. It is proposed to experiment with NGOs, DAE and BRDB facilitating the establishment and functioning of these committees.

2.19 The ultimate definition of composition, tasks and responsibilities of these Water Committees will evolve over time and might differ among locations. But this should not be a reason for delay. Again, CPP should be given the flexibility and mandate to establish such committees, with guidance and involvement of the CPP Executive Committee.

2.20 Phase five will see the continued functioning of institutions for water management at sub-compartmental and compartmental level, increasingly independent from CPP, a temporary project. This will only happen if the various involved parties will find value in these institutions and if the material resources for their survival will come from local contributions as well as the budgets of the participating agencies. If this is put in place, in combination with a tested structural system for water management, CPP will have realized one of its major objectives.

2.21 This phase will prepare for the actual establishment of the Compartment Water Management Board which will, in the vision of this report, in the long run assume formal responsibilities for priority setting, handling of conflicts, O&M and aspects of cost recovery related to water management at the compartment level. The concept will be discussed in the next chapter, but at this place it should be explained how the ultimate formation of such Water Management Boards relates to the phased approach of CPP.

2.22 It is clear that at present no legal instruments, budgetary arrangements and detailed procedures are available for the installation and operation of such Boards. At the same time we cannot simply wait and see. As a practical approach it is proposed to treat the CPP Executive Committee as a precursor to the Compartmental Water Management Committee. The CPP Executive Committee can be quite readily established without legal modifications, with only an advisory status and will, initially, only draw from already existing government departments.

2.23 As a next step the CPP Executive Committee will incorporate regularized representation from the sub-compartmental Committees. As soon as those Committees will have been established, they will select or elect a fixed number (to be determined) representatives to the CPP Executive Committee. This will dilute the involvement of government agencies with the essential representation of people who are affected. The character of the Committee will obviously change through this and so will its mandate. This should be reflected in changing arrangements for chairmanship, secretariat and other formal and practical aspects of the functioning of the Committee.

2.24 These and other details will be discussed later, but the main point is the suggested phased approach to the generation of institutional arrangements at compartment, sub-compartmental and water users level. Without waiting for detailed legal and administrative arrangements to be prepared by FAP 26 or others, CPP can make a start with exploring, testing and installing organisational provisions for participatory and multi-disciplinary water management.

2.25 The ultimate installation of the Compartmental Water Management Board and especially the decision to equip this Board with the powers of regulation, taxation, employing staff, instruction to technical departments, etc. can obviously not be realized within the scope and mandate of CPP. But this should not be taken as a reason not to take the steps that can prepare for that final phase. It would greatly help if the relevant authorities of Government of Bangladesh would allow and encourage the various involved actors in Tangail (and later Sirajganj) to go along with a carefully executed and monitored experimental approach.

2.26 The development of legal, fiscal and administrative machineries for water management boards at national, regional and local levels appears to be one of the elements of FAP 26 and we eagerly await progress in regard to this project. This will help CPP to understand the direction in which the GOB will move in regard to the larger institutional context within which CPP is only a pilot project.

2.27 While the larger context is beyond the mandate of CPP, the consolidation of the experiences in Tangail and Sirajganj clearly falls within it. Exactly because this is a pilot project with more room for controlled experimentation and with heavy emphasis on systematic measurement and monitoring, it should be in a position to present tested guidelines, directly useful training packages and replicable formulas. The production of such instruments will conclude CPP as per its present planning.

2.28 In conclusion we can see that the Compartmentalisation Pilot Project, as any pilot project, has to go through three stages:

- a. learning to be **effective**: which (qualitative) approach works under certain conditions and how could it work even better?
- b. learning to be **efficient**: how can the selected approach be made less costly or more standardized?
- c. learning to **expand**: how can the standardized approach be replicated over a much larger area without having to explore, experiment and test again?

2.29 Each of these 3 stages has its particular problems and challenges and the organisation of the project should accordingly allow for different ways of working within and collaborating outside of the project. CPP shall only be able to realize its aspirations if this can be kept in mind and if the project can indeed carefully run its three-stage course.

3 THE COMPARTMENTAL WATER MANAGEMENT BOARD

3.1 CPP will, over time develop and test systems that allow integrated management of flooding, drainage and related activities. While it is too early to define these systems at this stage, it might be helpful to outline a guiding concept. This will give some clarity on the direction the project could move in and it might help to identify areas for discussion, study and research, decision making and testing. It is obvious that even a pilot project will not start from scratch.

3.2 The concept of Water Management Boards, as briefly indicated in the preceding chapter and elaborated in this one, takes the discussion in the TOR for the CPP and in the related documents one step further. It borrows from lessons learned in experimental projects in Bangladesh and from the experiences in countries where intensive multi-disciplinary water management on a regional basis has been practised for a long time.

3.3 Although it is evident that Compartmental Water Management Boards can only be conceived and realized in the context of a nation-wide frame-work of legislation and administration, such a framework is not discussed here. The reason is that FAP 26 will study these issues in depth and CPP's mandate is limited to a regional level. We realize that even for an area like the Tangail Compartment a full-fledged Water Management Board can only be installed on instructions by the Government of Bangladesh and after proper legal, fiscal and administrative parameters have been decided.


3.4 However, we understand the responsibility of CPP, as defined by the TOR for FAP 20 to include proposing "policies and guidelines for strengthening existing institutions and/or establishing new ones for the management of compartment or sub-compartment development with the emphasis on local government and beneficiary participation." And this is to include "prepare and try out alternative proposals for establishing local Boards of Management....." and the preparation and facilitation of the handing over of "operation of all works and maintenance of embankments and minor channels ...by the BWDB to the Local Board of Management of the Project...".

Constituting elements for a Compartmental Water Management Board

3.5 Without in any way attempting to be final, we can list a number of elements that need to be kept in mind in conceiving institutional arrangements for the management of compartments. Hereby we remain with the definition and size of compartments as used so far within the Flood Action Plan discussions and the TOR for CPP.

3.6 The present understanding suggests that the following elements are relevant in setting the role, composition and scope of a Compartmental Water Management Board:

- a. **Area focus:** determined firstly by hydrological, secondly by administrative and thirdly by socio-economic factors: large enough to make comprehensive management meaningful, small enough to remain "governable" and to allow involvement of concerned people.

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- b. **The primary responsibility of the Compartmental Water Management Board is to ensure that management of surface and ground water within the concerned region through physical and non-physical measures optimally serves the long-term interests of the concerned population.**
 - c. **The Board will incorporate and integrate inputs from the concerned departments:** the Board should not be part of or subject to any specific department and will be the primary mechanism for bringing together and weighing the inputs provided by the various disciplines.
 - d. **The Board will make it possible to channel and articulate the specific interests of the various categories of concerned people.** This means: functionally and socio-economically differentiated interests will speak through and to the Water Management Board. The Board will be a public forum for those interests and these interests will not be represented by influenced party but by direct representatives of concerned groups.
 - e. **The third kind of input, next to the representation of specific technical advice, functional and socio-economic interests is the input from local government,** which is concerned with consistent administration, the handling of conflict and the most effective use of public resources.
 - f. **The Board will act within boundary conditions** that have been set at higher levels. Those conditions relate to wider interests of national safety, national and administrative systems set by the Government of Bangladesh, etc..
 - g. **In turn the Compartmental Water Management Board will set boundary conditions for lower level sub-compartments** to the extent that these are required interventions concerning more than one sub-compartment and/or sub-compartmental interests conflict.
 - h. **The Compartmental Water Management Board will oversee operation and maintenance of all FCD facilities within the Compartment.** Actual O&M will be carried out either by organized beneficiaries, local government or specialized service of the BWDB and/or LGEB or by staff directly under the Compartmental Water Management Board.
 - i. **The Water Management Board will have its own clerical staff and limited technical staff** for those tasks that are crucial to its mandate and that can not be delegated to an existing department. For this the Board will have its own budget.
 - j. **The expenses of the Board will be, to the largest extent possible, be met from local/regional taxation or systems of direct contributions** from the concerned population and functional interests. Subsidies will complement such local revenue.
 - k. **The contributions to be made by categories of beneficiaries will be in proportion to the benefits** they are supposed to obtain from the measures and structures under the control of the Water Management Board.

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The present situation

3.7 In respect to the existing situation one can observe that no single body is responsible for comprehensive management of water on a regional area basis. The BWDB's responsibility is limited to particular projects, usually of a larger size. And even then mainly to design and construction and rehabilitation only, with O&M being a relatively minor responsibility and conceived from a narrow focus. No regular channels exist for involving technical departments in long-term planning and monitoring of water quality and quantity, flood protection, drainage and related issues.

3.8 Neither do the existing representative bodies effectively serve to articulate sectoral or socio-economic interests in regard to water management. Firstly because their composition and functioning are determined primarily by political forces instead of by water-related issues and viewpoints, secondly because the existing bodies do in fact have no control or responsibilities for the structural or non structural aspects of water management. Their roles will be discussed in the next chapter.

3.9 The deficiencies in regard to O&M of flood control and drainage works have been the subject of exhaustive studies, most recently by FAP 13, and there is no need to recapitulate these. What is important to keep in mind is that in fact O&M of minor works is not clearly designated to agencies that have the mandate as well as the resources. But even if O&M is looked after, this still does not assign a more pro-active role vis-a-vis controlling and improving quantity and quality of water to an institution that can integrate various aspects and viewpoints.

3.10 However the most conspicuous and costly omissions in present arrangements are the lack of involvement and responsibility by the various categories of concerned people on the one hand and the lack of accountability of relevant agencies to those people. Such a situation cannot simply be remedied by a limited initiative as compartmentalization. But perhaps more than in most other sectors it has become widely understood and accepted that the non-involvement of the various categories of people results in the waste of public and private resources.

3.11 On the next page the main features of the institutional arrangements concerning water management as they are now and as they could be around the concept of the Compartmental Water Management Board are summarized.

Figure 2

MAIN CHARACTERISTICS EXISTING AND SUGGESTED INSTITUTIONAL ARRANGEMENTS		
	Present situation:	Suggested approach towards Compartment Water Management Board (CWMB)
Unit defined by:	administrative boundaries hydrological boundaries	a.hydrological b.administrative c.socio-economic properties
Institution responsible for:	specific sectoral interest	integral water management
Institution controlled by:	specific technical and other departments	mix of 3: technical expertise, functional and socio-economic interests and local government
Role of interest groups:	implicit and indirect but pervasive	explicit and legitimate
Place of local government:	weak coordination with centralized agencies	one of three parties in the Board
Boundary conditions from above:	under strict budgetary and political control; in principle: nation-wide rules	under physical and global political parameters; major variation through country
Relationship to lower bodies:	Increased specification of tasks	sets boundary conditions only if required for overall water management
Nature of relevant lower bodies:	other government agencies	water committees (mostly users)
The role of users:	no direct control over agencies	directly represented and empowered in CWMB
Responsibility of users:	nothing beyond using services	responsible for specific O&M costs
Operation and Maintenance:	for large projects with BWDB, otherwise unclear	Board responsible except for larger systems
Staffing:	Agencies have own staff	Board has its own staff
Expenses:	met out of (national) revenue	met from a combination of local taxation and/or users contributions and subsidies
Contributions by users:	No link between received benefit and contribution	link between received benefit/inflicted costs and contribution

What CPP can do

3.12 As argued in the previous chapter CPP can not simply proceed to install any kind of Compartmental Water Management Board. Apart from the fact that this project does not have the authority of task of doing so, there is as yet no ready concept that can be introduced and that would have the support from the concerned people and agencies. According the CPP team, steps towards establishing new institutions or improving existing ones should be inspired and guided by lower level initiatives. Merely adding another high level committee would hardly solve anything. However, at the same time initiatives have to be taken to involve the various concerned departments in what might become the nucleus or precursor for the Compartmental Water Management Board.

3.13 So what is proposed is a three-pronged approach towards a more natural and effective evolution of a possible Compartmental Water Management Board:

- a. bring about effective lower level (up to sub-compartmental) organisation of the various categories of involved people and assist in the expression of such lower level interests at an area (=compartment) level;
- b. establish a form for coordination and collaboration of government agencies (to be) involved in aspects of water management;
- c. further investigate the legal, administrative, organisational and practical aspects of the possible establishment of a formal body along the lines as sketched above.

3.14 In the next two chapters the aspect of lower level participation will be taken up. Thereafter the issue of coordination and collaboration with government agencies will be considered. In the concluding chapter some practical steps on the third aspect (further investigation) will be examined. It should be kept in mind that, while for practical reasons three separate fields of activities are discussed and proposed, the more comprehensive, phased approach towards "institutionalisation" and the specific concept of the Compartmental Water Management Board constitute the guiding principles.

4 PRESENT INVOLVEMENT OF VARIOUS ACTORS IN WATER MANAGEMENT IN TANGAIL

4.1 In this chapter a review is given of the involvement in (some aspect of) water management of the different agencies, groups or categories at the various levels within the boundaries of the Tangail Compartment. This review is a first step towards the envisaged development of a so-called Participants/Activities Matrix (P/A Matrix), which will define roles of the various actors to the extent relevant for CPP. This PA Matrix will be drawn up once the institutional survey will be complete, at the time of the planned next visit of the institutional specialist to the project. In the current mission a rather informal survey was carried out among the six relevant agencies at the level of Tangail district and the two most concerned Thana: Delduar and Tangail. Findings of this survey are given in more detail in Annex B.

4.2 It is important to understand from the start that there are different ways of distinguishing such levels and that the distinctions do not necessarily relate to each other. Part of the actual and likely confusion surrounding the compartmentalisation project derives from the different ways of making these distinctions. There are actually two systems of dividing the Tangail area that are relevant to CPP: the administrative distinction and the project distinction. They relate to different ways of deciding responsibilities and defining units of control and management. Each system will be discussed briefly.

The administrative units

4.3 The most obvious and for many most important system is the administrative one: the **District**, comprising a varying number of **Thanas** (11 in the case of Tangail District), which in turn comprise a number (8 to 10) of **Unions**, each in turn divided in three **Wards**, which each include a few villages. This system, with in particular a central role for the Upazila (now: Thana) was put in place after 1982 as a step towards decentralization, and has been controversial ever since. In fact, the new Government has removed the Upazila Chairmen (leaders elected in the 1985 and 1989 elections for this office) from their posts at the end of 1991. Plans for a new or revised system have to be developed and decided.

4.4 In the present situation most of the Ministries, Departments or Boards that can be relevant to CPP are present at the District level, usually headed by a senior officer with the title of Deputy Director or Executive Engineer. This applies to:

Departments of:	and the:
Agriculture	Bangladesh Rural Development Board
Roads & Highways	Local Government Engineering Department
Livestock	Bangladesh Water Development Board
Fisheries	
Forestry	

To these can be added: the Bangladesh Agricultural Development Corporation (BADC), although being in a phase of reconstruction and reduction.

The Department of Environment has been recently (1989) renamed and reformed, but has not much of a presence at Tangail District level so far.

At the district level, land matters are the responsibility of the District Collector/Deputy Commissioner and at the Thana level, the Assistant Commissioner, Land. Deeds for sale of land are registered by the District Registrar and Sub-Registrar at the district and Thana levels respectively where land survey is undertaken, Assistant Settlement Officers are posted for this.

4.5 Moving now to the Thana level: As the Chairmen of the Thanas have been removed, no coordination meeting is now held. A Thana officer seeks cooperation of others through personal contact. This is, however, a temporary measure. It is expected that the Government will soon set up a new working system for local government.

4.6 As noted a number of government officers are posted at the Thana level and their working area coincides with the Thana. This applies to the following agencies and officers (with their staff), mentioned hereunder with the Ministry or Division to which they belong at the same time:

<u>Designation:</u>	<u>Ministry/Division:</u>
1. Nirbahi Officer	Min. of Establishment
2. Health & Family Planning Officer	Min. of Health and Family Welfare
3. Education Officer	Ministry of Education
4. Agriculture Officer	Min. of Agriculture
5. Engineer	Division of Local Government
6. Cooperative Officer	Rural Development and Cooperative Division
7. Livestock Officer	Min. of Environment, Forest, Fishery and Livestock
8. Social Welfare Officer	Min. of Social Welfare
9. Rural Development Officer	Division of Rural Development and Cooperatives
10. Fishery Officer	Ministry of Fishery and Livestock
11. Officer-in-Charge, Police Station	Ministry of Home Affairs

Source: Cabinet Division, December 1984, resolution and memorandum on deputation of government official dealing with transferred subjects to Upazila Parishad; with the addition of the last three officers.

4.7 It should be noted that some of the above departments extend their regular presence to the next lower level: the Union. This applies especially to:

- * the Department of Agricultural Extension, which has Block Supervisors working in blocks between 800 and 1000 hectares. This means, on an average, 3 of such Supervisors per Union. (For Tangail Thana 40 in total, of whom 23 in the project area, and for Delduar 24 in all, 4 in the project area);
- * the BRDB has its system of Block Inspectors, assisting the (varying numbers of) village-based cooperatives.

All other Departments do not have regular staff beyond the Thana level, although they might have various staff who move around and work all over the Thana.

4.8 Finally the Unions, the lowest level of (elected) local government. In terms of budgets they are hardly significant: 7.5% of the AADB (Annual Thana Development Budget) funds, to be allocated through the Thanas. To this a very minimal amount of funds raised from local taxes can be added. The total revenue budget for the 4401 existing Union Parishads was Taka 28 crore for 1991-1992 (Tk 280 million). Or, per Union on average approx. Tk 64,000. However, these are the amounts on paper, not necessarily really being available. The actual subsidies from GOB were recorded to range between Tk 10,000 and 20,000 and local revenue of a few thousands in the investigated Unions in Tangail.

4.9 This does not mean that Unions are irrelevant; they represent structures of local influence and mobilisation that make much difference for people living in that area. Through Union Parishad Chairmen and ward members access to government facilities and resources is obtained. Law and order is looked after at this level, small structures are repaired, emergency action is taken when embankments breach. Liaison with government staff takes place through union members, influence towards the UZ level goes through them. Add to this the considerable informal power and networks controlled by Union Council members, especially Chairmen, and the importance of this level turns out to be substantial.

The BWDB system of organisation

4.10 In the above list of Thana level officers the BWDB has not been included, for the simple reason that the BWDB has its own demarcation of boundaries and responsibility levels. This does not follow the administrative lines but the location and scope of the projects undertaken by the Board. There are **Zones** under the control of a Zonal Chief Engineer (CE), with a Superintending Engineer (SE) in charge of a circle and an Executive Engineer (XEN) responsible for implementation and O & M of projects a division under a circle. The area under such a division can comprise various districts, entirely depending on the number and nature of projects.

4.11 Under the Executive Engineer there will be various Sub-divisional Engineers (SDE), responsible for the day to day running of a project (or part of a project if it concerns a very substantial or complex one). Projects can also be very small, as is the case currently within the Tangail area: merely a regulator, bridge, canal. In such a case a Sub-divisional Engineer can have as many as 30 projects under him, spread over a large area, unrelated to Thana or union organisation.

4.12 Again depending on the complexity and scale of works there are Sectional Officers (SO), responsible for daily running of a (part of a) project directly under the control of the SDE. And finally, in larger projects there are Work Assistants (WA) to supervise embankment or structure construction or maintenance and Khalashis who guard and operate sluices and, where appropriate, embankments.

4.13 In the case of Tangail, CPP, the area covered by the Compartmentalization Pilot Project has been taken out of the regular BWDB system and has been brought under the Project Director (Superintending Engineer) and an Executive Engineer. Any BWDB work conceived by and following from the CPP will be under these officers, while separate from them the regular work elsewhere in Tangail district and beyond will be looked after by the Executive Engineer based in Tangail.

4.14 It should be clear from the above that there are no direct parallel lines between the way local government is organized and the BWDB system. At the district level, BWDB, XENs are members of the District Coordination Committee and attend meetings of different committees such as DCC & DSC. However, they report to their SE and CE and do not come under the jurisdiction of the DC. In other words: they look up, rather than sideways.

Sub-compartmental organisation

4.15 The project has, acting on its TOR guidelines and initial surveys, developed a provisional division of the compartment into 16 sub-compartments and the flood plain of the river passing through the Compartment. The observed present hydrological characteristics and boundaries have determined this initial division. Where roads, rivers, embankments or major elevations impose differences in terms of flooding and/or drainage the lines of sub-compartments were drawn. For study purposes the area adjacent to the Tangail CPP area has been divided into 16 sub-compartments and 2 floodplains.

4.16 It should be no surprise that these boundaries of sub-compartments do as little match administrative lines of Thanas or Unions, as the Tangail Compartment itself follows District or Thana lines. To start with the latter: the compartment is completely situated within Tangail district, but it comprises only a minor part of this district. While the entire district covers 11 Thanas, the compartment relates to only three. And even that in a partial way: it covers 42% of Tangail, 18% of Delduar and 2% of Basail. Put the other way round: 83% of the project area is made up by Tangail, 14% by Delduar and 3 by Basail.

4.17 The situation is even more complicated at the level of the sub-compartments, the lowest level of integrated water management envisaged under this project. All currently suggested sub-compartments include territory under at least 2, usually three and occa-

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sionally 4 Unions! And the other way round: all Unions comprise (portions of) at least two, often three sub-compartments.

4.18 The proportion of Union territory falling within the Compartment varies from 14 to 100%. The conclusion is clear: Unions and Sub-compartments do, at present, not coincide at all. The size of sub-compartments is usually smaller, which explains that the entire compartment has 15 complete sub-compartments plus the Tangail Paurasava and 10 (incomplete) Unions. And if we disregard the three Unions having less than 25% of their territory within the CPP area, we end up with 7.

NGO operational areas

4.19 The institutional survey for the project area still has to be completed. This report is part of the intended survey. Information on the presence and spread of NGOs within the project area has nearly been completed. It was noted that at least the following NGOs have some presence in the area:

Society for Social Service(SSS)	ASA	BURO	BRAC
Proshika	Ubinig	CARE	FFA

Some of these NGOs have activities only in one or two places, others operate in many locations. Some operate essentially from a head office elsewhere (i.e. Dhaka), some have an office in Tangail: SSS, CARE, ASA. Beyond these larger NGOs, there are about 9 other NGOs according to the Directory of NGOs in Bangladesh. There is no coordination mechanism. And from the scanty information available it seems that the distribution of NGO activity follows again other boundaries than the administrative, BWDB or sub-compartmental boundaries.

Presence at different levels

4.20 We can summarize this information and assess the regular presence of the various institutions in the five different kinds of units that were distinguished so far: the district, Thana, Union, Sub-compartment and BWDB projects. In the table below the presence for each agency is assessed as being substantial (++ or +), fluctuating from location to location (+/-) or mostly absent (-). These judgements are somewhat subjective and need to be substantiated in the institutional survey, planned by CPP.

Institution:	Presence of the institution at:			
	District level	Thana level	Union level	Sub-compartment level
Dep.of Agric.	++	++	++	+/-
BRDB	++	++	++	+/-
Dep.of fisheries	++	+	-	-
LGEB	++	++	+/-	-
BADC	+	-	-	-
Roads & Highways	+	-	-	-
BWDB	+/-	-	-	+/-
Dep.of Forestry	+	-	-	-
Dep.of Environment	-	-	-	-
Civil Administration	++(DC)	++UNO	+	-
NGOs	+/-	+/-	+/-	+/-
Union Parishad	-	-	+/-	+
CPP	++	-	-	+/-

Implications for CPP

4.21 The above summary illustrates part of the problem facing CPP. The project has to deal with a large number of actors having rather different mandates and orientation. But what might be at least as troublesome is the different scope or unit of orientation among these agencies. Some can be found only at district level, others not at all. Some agencies have structures for field level operation (if we consider the union and sub-compartmental level to be the field). Most do not have such operations. Especially obvious is the almost total absence of agencies at one of the two levels most crucial to CPP: the sub-compartment...

4.22 The implications of the observed variation and loose connections among the various actors for CPP are serious. CPP can only bring about lasting and effective institutional arrangements for the management of water within a compartment, if it finds a way to deal with these implications. This means that CPP has introduced a way of **integrating** the inputs from various actors at a level that is acceptable to those involved and at the same time directly relevant for the tasks of CPP and those actors.

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4.23 The history of coordination of projects in Bangladesh (and elsewhere) shows us that institution building of the above nature usually fails because of some or all of the following reasons:

1. the coordination instrument is perceived as superfluous to some;
2. coordination does not have any practical implications for many of the participants;
3. the institution is abruptly put in place (e.g. by official act) in its final form;
4. no resources are available for the **process** of institution building;
5. the informal aspects of cooperation and collaboration are not given proper attention;
6. the institution is established under pre-determined notion;
7. directly concerned people may not play any role;
8. powerful people or institutions when excluded, bypass the new institutions and manage to take over these institutions, when included.

4.24 Of course, CPP will try to avoid these pitfalls. But this can only be the case if CPP has a clear concept and a strategy that deals with such risks and problems. The concept that is proposed here has the following major elements:

- a. institutions should build on active and immediate involvement of **three categories** of actors: local government, concerned departments and representatives of interest groups;
- b. institutions will be **gradually developed** with much attention to mobilization, training and informal dynamics;
- c. **two complementary institutions** will be established:
 - water committees at the level of sub-compartments;
 - a Water Management Board at the compartment level, evolving from the CPP Executive Committee;
- d. **official sanction** will be sought wherever needed.

4.25 In the following two chapters the practical approach towards the establishment of the two kinds of institutions will be elaborated. First the sub-compartmental water committee will be proposed as a vehicle for the management of water-related issues at that level and for representation of that level towards higher tiers. Then, in Chapter 6, a possible approach towards the gradual establishment of the Water Management Board will be presented. In that context the coordination with existing agencies will be the major issue. In the last chapter practical implications for CPP will be reviewed.

5 THE INVOLVEMENT OF PEOPLE

5.1 It has been observed in most evaluations of FCD/I projects that the direct involvement of so-called beneficiaries is a key variable to the lasting success of such projects. This first of all to ensure that the design and details of the project take their needs and views into account. But also to ensure commitment on their side towards assuming responsibility for part of the project and for its proper use. The future "clients" of a flood control or drainage scheme will only adjust their behaviour to the potential benefits of such a scheme if they see a relevant connection and if they play a role in the conception and operation of such a scheme.

5.2 The general point of users' involvement has been extensively investigated in other studies, some of them under the FAP. The Systems Rehabilitation Project also is developing initiatives on the subject, directly related to farmers participation in the O&M of schemes and cost-recovery. FAP 20 maintains close contact with these various activities and it is not necessary to reiterate the observations of those other studies.

5.3 What is required now is to come up with an approach towards the involvement of local people that takes into account the **specific** mandate of the CPP project and the peculiarities of the area. Based upon the strategic notions explained in chapters 2 and 3 and upon our more detailed investigations in the project area we suggest the following approach towards the formation and functioning of **Water Committees** at the level of sub-compartments.

5.4 The essential elements in this approach are:

- a. the definition of the unit;
- b. the composition of the water committee;
- c. the roles and responsibilities of the committee;
- d. the position of the committee vis-a-vis other institutions;
- e. the responsibility for establishing and supporting these committees;
- f. the support required for their establishment and functioning.

Each of these elements will be discussed below, while Figure 3 summarizes the essential characteristics of the suggested approach.

Figure 3

OUTLINE FOR EXPERIMENTAL SUB-COMPARTMENT WATER COMMITTEE		
	Membership:	Comments:
6 or 7 members from interest groups:	1 high land farmer 1 medium land farmer 1 low land farmer 1 fisherman 1 landless 1 woman (1 urban dweller)	* 2 out of 3 farmers should be small farmers (<2.5 acre). * special functional group can be invited * Urban dweller only where applicable.
up to 3 members from concerned government departments + BWDB, if involved.	Ex officio members: 1 Block supervisors DAE 1 Block inspectors BRDB 1 BWDB if involved in the area	* from concerned area * from concerned areas * BADC representative only if active there
3 members from local government:	3 ward members of Union Parishads	one ward member from each concerned ward
1 member from NGO active in area	1 NGO representative	most active in area
membership total:	11 to 14 members	slight fluctuation
chairman:	UC Ward member or Chairman	experimental
role A: planning and operation of structures	<ol style="list-style-type: none"> 1. supervise operation and maintenance of all structures 2. advice on all government inputs related to water management 3. monitor all government action related to water management 4. establish and supervise structure committees where required 	
role B: advice and supervision of water management	<ol style="list-style-type: none"> 1. advice on location and design of sub-compartment 2. advice on water management of the sub-compartment 3. settle conflicting interests 	
role C: mobilisation of resources	<ol style="list-style-type: none"> 1. assist in establishing users groups 2. negotiate with LGED/BWDB on contributions 3. mobilize labour input for construction & excavation 4. control local funds for minor structures 5. advice on water management tax to Union/Thana (if introduced) 6. advice to Union on water related budget 7. participate in training 	
role D: representation to other levels:	<ol style="list-style-type: none"> 1. interest group members represent users groups 2. ward members have dual role to supply info to sub-compartment committee & UP monthly meetings 3. DAE/BRDB block staff feed info to Thana level 4. SCWC Chairman is member to CWMB as formal representative 	
how to start:	<ol style="list-style-type: none"> 1. training/ guidance by CPP specialists to concerned BRDB/NGO/DAE staff and UP members and chairman 2. elaboration selection criteria by CPP and CPPEC 3. active support from civil administration & local parliament members 4. mass campaign to solicit interest 5. BWDB staff active in training and campaign 6. organizing campaign by BRDB/DAE in assigned areas 7. organizing campaign by NGOs in areas where BRDB/DAE not operating 	

how to monitor:	<ol style="list-style-type: none"> 1. design proforma for collection of info/data from project area 2. process data for M & E at all levels 3. regular monitoring review at sub-compartmental level 4. regular review at Thana level 5. regular review by CPP/CC and later CWMB 6. special studies by CPP specialists. 7. evaluation study in 2 years
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The choice of the unit

5.5 First of all: how to define and demarcate the unit? Our impression is that the presently suggested number of sub-compartments might be higher than justified from purely hydrological considerations. It seems that the essential characteristic of a sub-compartment is the ability and need to control flooding and/or drainage within that unit, as distinct from the surroundings. If the surrounding areas are (almost) identical in terms of elevation, socio-economic and hydraulic aspects, soil-characteristics, one can wonder about the need to break down that area into such relatively small units. And equally important: if there are no effective physical means to differentiate in influencing flooding and drainage between the unit and its surroundings, the concept of such a sub-compartment loses its meaning.

5.6 While the above considerations question the small size and high number of sub-compartments, there is, at the same time, an important "institutional" or social consideration **not** to make these too large. The units must make sense to people: they should be able to know and understand the area, to communicate with others within the unit and to handle conflicts within it. If sub-compartments become too large it will become even more difficult to work out solutions at a local level and to establish a system of effective and efficient representation. The members of the Sub Compartmental Water Committee should be known and approachable to all concerned. Ultimately it will be a socially cohesive group at sub-compartment level. They should also be effectively accountable by those concerned. Representatives in abstract and far-away bodies are usually not accountable and might be able to pursue their own interests.

5.7 It was observed that the Union is in fact the lowest level of interface between elected representatives and government. With all its limitations, the unions still represent the only nation-wide system that can make direct involvement, delegation of responsibilities and mobilisation of local resources possible. At the same time it is clear that the present Unions do not coincide with the suggested sub-compartments. And even if the number of sub-compartments will be reduced, the two systems will not correspond.

5.8 We suggest that, where possible according to the above physical and institutional criteria sub-compartments will be redrawn with the union parishad boundaries in mind. It is understood that this will not be possible in all cases. There will be situations where considerations of water management simply dictate boundaries that cross through unions. But the linkage to the Union is sufficiently important to keep in mind while finally fixing the boundaries of sub compartments.

5.9 The CPP Team will continue its surveying and modelling work and will soon be able to decide on the issues of number and location of sub-compartments. Whatever the exact outcome will be, it is suggested to clearly mark the **mouzas** that fall within the finally selected sub-compartments. This is because Union Parishad members for those mouzas are suggested as one group of members in the water Committees.

5.10 It is possible that, after some regrouping, there will be around 10 sub-compartments, with populations varying between 8 and 20 thousand and surface areas between 1000 and 1500 ha. For each a Water Committee is suggested. This does not preclude that other groups deal with water management within such a sub-compartment: below this committee there might be structure committees in case of sluices or regulators, but these will act within guidelines set by the Water Committee. And any kind of informal self-organisation of a group to deal with a specific issue of excavation, embankment or irrigation remains, of course, possible, if these groups.

The composition of Sub Compartmental Water Committees

5.11 The Committees will bring together three categories: interest groups, concerned Government and NGO staff and local government. The presence of representatives of the concerned people is obvious: water management decisions will affect their livelihood, infra-structure and social security. It appears that the specific interests of the various categories of people need to be represented and stated explicitly. So it is suggested to have representation along functional lines: fishermen, farmers from three hydrologically distinguished situations, landless, women and, where appropriate, urban dwellers. It should be clear that this is given only as a general formula; local circumstances can justify another way of applying the interest group formula. For example: people living around a beel area can constitute an interest group, people sharing an irrigation scheme can be one, people along a common drainage canal can be another. It is more important to establish representation along lines that are locally perceived to be valid and clear than to impose an abstract formula!

5.12 Regarding farmers: at present they are the major most directly affected interest group, as detailed by the extensive data collected by CPP so far. Their interests, as far as water management is concerned, differs even within compartments. This is clearly demonstrated in the multi-disciplinary sub-compartmental survey. To deal with these differences in a pragmatic way it is suggested to arrange for farmers representation in accordance with the major hydrologically distinctions in so far these are relevant from a water management point of view. In most cases this will be: land at high, medium and low elevation within the sub-compartment. It is possible that in special cases other distinctions will apply, for example because of regulators, khals or rivers within the area. This needs careful investigation before the final composition can be decided.

5.13 And there is one more aspect to be kept in mind: the size of land-holdings. The interests of small, medium and large farmers are not identical. In terms of water management their interests might not be too conflicting and it is conceivable that even large and small farmers have more interests in common. But this can not be taken for granted and one has to ensure that the needs and views of small farmers will be expressed and taken into account. In stead of opting for a cumbersome formula of selecting small, medium and large farmers for each of the three elevations, which would make the committee unwieldy, it is suggested that 2 of the three farmers representatives should be small farmers.

5.14 The representation of the other interest groups is more straightforward: professional fishermen will be represented by one of them, and so will be urban dwellers and

landless. The problem in these case is not so much the definition but a balanced system of selection. This will be discussed later. The outlined representation of functional and socio-economic interests will result in 6 or 7 (depending on the inclusion of urban areas in the sub-compartment) members.

5.15 One can argue about the inclusion of a special representative of women's interests and views. Of course landless women experience other problems than the spouse of a large landowner. However especially women as detailed in the flood response study, are the ones who have to deal with the lack of fuel, loss of shelter, health problems and lack of food that result from flooding. In such matters women have special responsibilities and needs. Their general exclusion from public discussion should not be repeated once more by CPP.

5.16 The next category to look at are the Ward members (elected into the Union Parishad), effectively the lowest level of government. Ward members in Bangladesh' villages often represent factional interests. They are, in fact, rarely representatives of the weaker groups of society and a number of them use their office for self-enrichment and influence peddling.

5.17 Nevertheless they should not be excluded, precisely because they control influence, have access to Union Parishad decisions and indirectly to the Thana Parishad. Furthermore, they bring in organisational talent and resources. They represent local government and control local budgets and limited staff. The Union Parishad has a general responsibility for dealing with floods, security and general infra-structure. In fact the Union Parishad might be the level where people have at least **some** control over and access to their politicians. In stead of discarding this system because of its perceived limitations, it seems better to build on its strengths and to improve it from within.

5.18 If CPP ever wants to succeed in introducing a self-sustaining model of participatory water management, it should explore all possibilities at this lowest level. This even more so now that the Thana Parishad system, after its perceived failure, has been abolished. So it is suggested to include three ward members in the Water Committee. The situation of the number of wards within one sub-compartment will differ from case to case, but the average will be three or four. Each ward having three Union Parishad members, it should not be too difficult to identify willing candidates among the 9 or 12 available members.

5.19 Next to representation of interest groups and local government, a number of concerned government staff operating in that area should be included. As noted only the DAE and BRDB have field staff at this low level. Occasionally BWDB might have field staff, in the person of a khalashi, but in the Tangail project area this does not seem to be the case. At the same time the BWDB should have a direct link to these Water Committees and we suggest that the sectional officer/work assistant makes himself available to the Water Committees. The presence of DAE's block supervisors and BRDB's block assistants should be used to the advantage of the Water Committees. These field staff have expertise that is immediately relevant to the tasks of the Water Committee: agricultural and organisational.

5.20 Finally, it will be useful to include a representative of an NGO active within the boundaries of the Sub-compartment. This can only be based upon pragmatic criteria and it is possible that in some cases no NGO can be identified with sufficient interest, credibility or capability. But it seems that in many cases NGOs operate viable and useful programmes and their special skills in defining needs and solutions as well as in organizing people should be brought into the work of the Water Committees.

5.21 More investigation and discussion are required to determine whether there will be any more or less formalized structure **below** the sub-compartmental water committee. One could think of water groups, comprising all inhabitants of a certain area. Such groups would have a small size, between 40 and 90 families (or approx. 300 to 600 people in all) and could each have a chairman and other positions according to local needs and views. Such groups could serve as the unit for representation to the sub-compartmental water committee, each group having one representative in this committee. These groups could handle all operational matters concerning water use, **O&M** of structures, money-collection, etcetera. At this point it is not possible or desirable to fix such structures. The consultation process envisaged for the next few months should shed light on these issues. Also: the proposed involvement of BRDB, DAE and NGOs will help to get a clearer understanding of exactly this issue.

Roles of the Sub Compartmental Water Committee

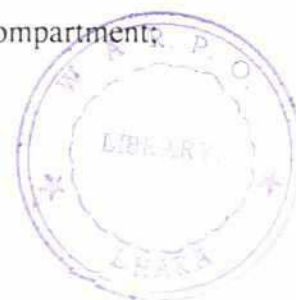
5.22 The particular roles and responsibilities need more careful investigation and discussion than was possible during this visit. This will be another task for the sociologist and institutional specialist in the CPP team. Tentatively the following roles are suggested:

- a. planning and operation of structures within the sub-compartment;
- b. advice and supervision of water management within the sub-compartment;
- c. mobilisation of resources within the sub-compartment;
- d. representation of interest towards higher levels.

A brief discussion on each of these follows.

a. Planning, maintenance and operation of structures in the sub-compartment

5.23 To the extent there are structures to be operated in the area within the sub-compartment, the SCWC will be overall in charge. The practical day to day operation of such structures can, of course, be charged to an individual, but the guidelines come from this Committee. If structures need to be planned or rehabilitated, this committee will speak on behalf of the sub-compartment and determine priorities vis-a-vis the BWDB or LGED. This also applies to prioritization of excavation works, probably more important in this Compartment. It also applies to the maintenance of structures. Embankments, khals, regulators all need regular maintenance. Some of this is presently the responsibility of the BWDB or Thana. The Sub Compartmental Water Committee will monitor the status of such structures and will advise accordingly.



5.24 The SCWC will be in charge of selection and supervision of any structure committee that might be established in the area. It is not clear yet whether there will be any structures in the Tangail Compartment that would be sufficiently sophisticated to justify such committees. But if so, the establishment and functioning of such committees would be a responsibility of the sub-compartmental water committee if the structure only affects their area.

5.25 If the structure would affect more than one sub-compartment, the concerned committees would exercise their responsibilities jointly. Or if the structure is very substantial (e.g. the inlet structure to control the Lohajang river), the relevant committee and its operating procedures will become a responsibility of the Compartmental Water Management Board but minor maintenance works would be looked after by the sub-compartmental water committee and it will advise the CWMB on O & M.

5.26 The sub-compartmental water committees will monitor and advise in regard to all governmental input concerning water in their area. They will be consulted by LGED, BWDB, Union Parishad in case any initiatives are considered. The Committee can observe and comment on the performance of such institutions as far as their area is concerned.

b. Advice and supervision of water management of the sub-compartment

5.27 All decisions regarding the flood control, drainage or, generally water management, will be taken by or with the SWCT. The committee will set general rules for water management for that unit, within the general boundaries determined for the compartment. In that initial determination the Water Committee will have its input, as well as in long-term monitoring and revision of such boundary conditions. But once such boundary conditions (e.g. the upper and lower limit of allowed flooding) are set, the Water Committee will make the more detailed decisions.

5.28 Not only will this be a matter of setting of rules and priorities, more important will be the translation towards operational practice. Through the seasons these priorities need to be applied. To some extent by individuals who can have responsibilities for maintaining water ways next to their fields. To a larger extent by groups of individuals, e.g. in a certain locality, for keeping water ways up to the set standards (of width, depth, cleanliness). And finally, for larger interventions, by LGEB or Union Councils or BWDB.

5.29 For such committees to act and advise on integrated water management at the level of the sub-compartment it will be necessary for them to have the knowledge and understanding of the involved issues. This will be part of their training, to be discussed later. If this training and the guidance by CPP and others will be effective, the Water Committees will be able to balance long-term and short-term interests related to the management of water and will act accordingly.

5.30 This applies in particular to the settlement of conflicting interests within the sub-compartment. Although CPP will design and organize the sub-compartments in such a way that such conflicts will be minimalized, they can never be completely avoided. A public forum is required to settle disputes between fishermen and some farmers, or

between different groups of land-users. The sub-compartmental water committee is that forum.

5.31 In the Committee the most obvious interests are represented. It can be that in some location a special interest group exists, which has a legitimate stake in water management. For example: a large irrigation cooperative society or a group of artisans or cottage industries who need certain quantities or quality of water to do their work. This might especially be the case in the area surrounding Tangail town. In the initial campaigns such interests have been identified and, where appropriate, included in the composition of the Water Committees. And so their voice is heard when it comes to water management rules and priorities set by the Committee. However this does not deal with the minor problems that might arise throughout the sub-compartment. These need to be brought to the Water Committee as and when they arise, and the Committee will be the arbiter if indeed the conflict relates directly to the availability, diversion, use or drainage of surface and ground water.

c. The mobilization of resources

5.32 The third major role of the proposed Sub-Compartment Water Committees relates to resources: finance, labour and materials required in connection with flood control and drainage. Firstly the Committee will discuss and negotiate when construction, repair or rehabilitation is considered by LGEB, Union or BWDB, about the contribution made by each party.

5.33 Probably most of the required funds for major works still needs to come from Central Government. It is possible that local revenue will increasingly become a source of funds. For example: Thanas increased their own resource base by 12% in 88/89 and by 28% in 89/90, compared with 87/88. It is too early to tell how the new Government will approach the issue of central and local revenue and what degree of delegation will be allowed in setting budget priorities at lower levels. But it is safe to predict that central government will devolve financial responsibilities to a considerable extent and, at the same time, will put much more emphasis on the recovery of costs from users.

5.34 These trends will give an important role to local committees that share responsibilities for public or semi-public infra-structure. The Water Committee will perhaps be the most central one. So one of its roles will be to establish and enforce agreements with government institutions on the proportion of external subsidy and local contributions for specific structures or measures. It is conceivable that there will be increasing emphasis on such local contributions, especially if they lead to identifiable economic benefits. There is sufficient evidence from the various parts of Bangladesh that if people are indeed taken seriously and if they see their advantage, then they are willing and able to contribute.

5.35 The Water Committees will be the vehicle for determining and channelling local contributions. However, not merely as a body to make available free labour, but as a serious partner in discussing the scope of work and the over-all budget. This has important implications for the attitudes of the involved government staff and for the way design and planning are approached. It implies that people have to be taken seriously and that explanations are required.

- 5.36 Apart from such negotiation and the subsequent arrangements for local contributions, the Water Committee will have the central role in managing these contributions and controlling budgets. These are delicate issues and the credibility of Water Committees will depend almost entirely on the honesty and efficiency of such financial control. Training on financial administration and the introduction of clear procedures are essential. Some co-operatives have failed all over the country because of the embezzlement of funds. But at the same time, especially NGOs have proven that it is possible to train people and establish committees that are accountable and effective in the management of collective funds.
- 5.37 Part of local contributions will be in the form of labour and the Water Committee can be the organizing body. Of course, if the work to be done only benefits a very specific group of people (for example users of a minor beel), they can organize themselves, as often happens. But when wider interests are involved, for example in the case of the excavation of khals, the massive mobilisation of local labour needs such a Sub-Compartmental Committee.
- 5.38 The Water Committee has, directly or indirectly, access to all users of water. Their collective and individual behaviour makes much difference. Not only through such highly visible initiatives as excavating a beel or khal but also through more careful irrigation practices (which can reduce threats towards the ground water table or the quality of the soil), wiser use of pesticides and fertilizers, better care for the biological environment (e.g. not eradicating useful animals like frogs, or preventing stagnant water). A well prepared water Committee can influence such behaviour and can, by doing so mobilize the energy and concern of people within the area.
- 5.39 It is not clear whether there is any scope for the introduction of a water management tax in the country. This is obviously a policy matter that falls outside of the scope of CPP. But if and when such a tax might be introduced, these Committees will again be a suitable vehicle for working such taxes.
- 5.40 Another point of the role of water committees in regard to resources relates to the Union: the Union Parishad have (very) limited amounts to their disposal for excavation, repair of embankments, emergency measures during floods. Decisions regarding the allocation of such funds are not always made in effective consultation with those who are really affected. They are very much part of village politics. The same applies to the exact allocation of wheat or funds for Food for Work schemes. The water committees can help to make such allocation decisions in a more rational and equitable way, by speaking out on priorities and by presenting the legitimate interests of categories within the sub-compartment or Union in a public and accountable manner.
- 5.41 The final point in this connection is that the SCWCs should be viewed as resources themselves. Not only because they offer an organized platform for management, priorities setting and monitoring, but also they will receive extensive training. The training efforts to be developed by CPP will concentrate on these committee members and this will hopefully result in a substantially higher level of knowledge and understanding of water management issues as well as of the skills required to handle such issues. Where needed the SCWC will also act as a conduit for training of users groups and special groups of local beneficiaries.

d. Representation to other levels

5.42 The fourth role envisaged for these Committees is to represent the sub-compartment at higher levels and to maintain contact with lower levels. In fact this Committee is the second tier in what is ultimately a three or four tier system: from the users groups via the sub-compartment to the compartment to the region and ultimately to the nation. And each of these tiers will be represented upwards. The users groups within a particular Sub Compartment will directly be represented in the SCWC through their representatives (who will be the 6 or 7 "interest group members"). The Sub-Compartmental Water Committees will in turn send a representative to the Compartmental Water Management Board. This will most likely be the chairman. (who initially might be a Union Council Member or the UC Chairman)

5.43 The function of this representation is to provide input in all decisions affecting the larger area, to contribute to the management of conflict between sub-compartments and to contribute to the generation and application of general policies. Only if higher level Water Management Boards are seen as legitimate, competent and fair, only then will they be able to command the cooperation of people and institutions. One element in such fairness certainly is a genuine possibility for lower levels "stakeholders" to present their views and interests.

5.44 As detailed elsewhere, the definition and establishment of the Compartmental Water Management Board will take time. This should not be a reason for delaying some form of upward representation. For this the following approach is suggested: The Chairmen of each Sub-Compartmental Water Committee will be ex-officio member of the proposed CPP Executive Committee which will ultimately be merged or transformed into Compartmental Water Management Board, as discussed in detail in the next chapter. The CPPEC will be established at short notice. Initially it will mostly consist of representatives of the various government departments. But as soon as the Sub-Compartmental Water Committees will be established, that Committee can have a more balanced composition by including representatives of those who are immediately involved.

5.45 Through representation to this higher level body the members of the Water Committees will contribute to wider discussions. But perhaps more important to them is that this will be a mechanism for settling disputes between sub-compartments. Minor issues can be taken up in direct, formal or informal contact between Sub-Compartmental Water Committees. But for major issues the suggested CPP Executive Committee will be the forum.

5.46 The SCWC by way of its composition, will also have an automatic link with two other relevant levels: the Union and the Thana. One of the very reasons for inclusion of ward members is that this will establish this linkage. Their immediate membership of the Water Committee will help to put water management issues on the Union Parishad's agenda and will provide them with the relevant information. The fact that these ward members are part of water committees in which the functional interest groups or "stakeholders" have the majority, might make them more accountable to public interests.

5.47 The other link is found in the fact that BRDB and DAE field staff are members of the Water Committees. They are part of the government hierarchy seconded to and (to

some extent) controlled by the Thana. They are working under the jurisdiction and direct supervision of the concerned Thana officer. Their immediate involvement in deliberation and decision-making on local level water management will be part of their job and will be regularly discussed at the UZ level. This will of course keep their superior officers informed and aware of the issues at stake.

5.48 Whereas the linkages mentioned above are upwards (to CPPEC, to Thana) or sideways (Union, government field staff), the SCWC is also linked "downwards". The 6 or 7 interest group representatives are likely to be the chairpersons of the users groups within a given area. This will help to ensure bothway feeding of information and, more importantly, direct accountability of the majority of the SCWC to the people in the concerned area.

5.49 Through these various linkages it is hoped to overcome the obvious disadvantages, discussed in chapter 4, of the fact that the delineation of sub-compartments and Thana do not at all coincide. It does not seem wise to make the Thana another level of water management, as this would only increase complexity and confusion. But this does not remove the need that issues of water management need to be considered at that level and that field staff is guided from that level to make a professional contribution.

How to organize Sub-Compartmental Water Committees?

5.50 At this stage it is not appropriate or possible to elaborate all details on the sub-compartmental water committees. Many details, beyond the scope of this visit, still need to be decided. This will require further investigation, extensive discussions with relevant institutions, study of similar efforts elsewhere in the country. And perhaps most of all required is consultation of the concerned people. The task of CPP at this stage is to develop models for the structural and non-structural aspects of water management and to make it possible that people themselves think and speak out about these models.

5.51 However, a few general suggestions can be given regarding a possible approach for the establishment of the outlined committees. The major elements in this approach are:

- a. conduct systematic consultation about the concept;
- b. review experiences elsewhere;
- c. develop a training strategy for the future committees;
- d. discuss the possible involvement of BRDB and DAE;
- e. explore the possible role of a selected NGO;
- f. develop a training strategy for field organisers;
- g. elaborate guidelines for selection and functioning;
- h. investigate legal and administrative aspects;
- i. consider all material aspects;
- j. introduce in a phased manner;
- k. develop by-laws for SCWC.

Each aspect is briefly discussed below and put in a proposed activities chart. Although it is impossible to give a correct estimate for the timing of these various activities, one

could assume that it will take approximately half a year to develop training packages and conduct the initial training for the field organizers and establish the first three committees (in subcompartments 9,10 and 11). So if indeed the various required inputs and proposed activities will be approved by the GOB and donors and if progress will be made in regard to training development and collaboration with the three proposed agencies (BRDB, DAE and NGOs), one could expect the first committees to be in place before the next monsoon. This will produce a lot of information and experience which can be reviewed before the next round of committee-building and training will start at the end of 1993. Procedural and legal matters can be reviewed early 1993 and consolidated in the course of 1993. But all is contingent on two conditions:

- * constructive collaboration of agencies at the Tangail, Dhaka and international levels and the provision of financial and other support from these,
- * adequate manpower within the CPP team to organize the above process

a. Consultation about the concept

5.52 CPP in its current planning, will organize a major consultation effort about the structural and non-structural aspects of compartmentalisation. This process was planned for the period June-September and would canvass comments from the various socio-economic groups about the possible options for internal water management. Obviously any future institutional arrangements are very much part of those options. It appears that this consultation has been reduced in scope and delayed in implementation. However, the first results are coming in and these should be incorporated in further elaboration of the SCWC concept.

5.53 If CPP and others involved do indeed consider the presented concept of the Sub-Compartmental Water Committee to be a suitable one, the next step would be to collect people's ideas and comments about this concept and its many undecided aspects. It is suggested that a systematic effort will be made to cover those aspects. The most important issues at this stage seem to be:

composition of membership, ways of (s)electing members, roles and responsibilities, relationship to other institutions, involvement of the committee in financial matters, training and guidance to such committees.

5.54 At the end of the consultation process three objectives need to be met: systematic feed-back on these and similar aspects, wide-spread knowledge about the possible or probable introduction of these committees and perhaps: the identification of some informal or formal leaders who can assist in the establishment of the first committees. By November 92 there should be sufficient clarity to unambiguously propose a more elaborate concept for the sub-compartmental level and to start selecting and training prospective members of the first three committees.

b. Review experiences elsewhere

5.55 Of course, this is not the first or only time such low-level bodies related to aspects of water are considered. Although, to our knowledge, there has never been an effort to establish such bodies for all aspects of water management with such far-reaching responsibilities, Bangladesh has a rich history of Sluice Committees, Irrigation Commit-

tees, Irrigation Cooperatives, drainage groups, etc.. And even at present, in such projects like SRP and DDP efforts are being made to establish groups of water users along somewhat similar lines.

5.56 It would be a waste to ignore these experiences. So it is suggested to conduct a short study (1 month?) to collect and review previous and current experiences. Part of this can be a desk-study to analyze the extensive documentation that exists, scattered over the country. Part of it can be interviews with key-informants and brief visits to relevant projects. All of this would concentrate on Bangladesh. But of course, there might be instructive experiences in other countries as well. It could be possible to identify a simple and to the project cheap way of getting access to some of those experiences. Unless such an international review has already been carried out, it is strongly recommended to do so. This can be done as one of CPP's special studies, partly in Bangladesh, partly as a desk study at the consultant's Head Office.

c. Develop a training strategy for the future committees

5.57 It is the strong conviction that one essential ingredient for a successful approach will be: a training package specifically developed and tested for this purpose. Not only is the concept of these sub-compartmental water committees entirely new, the skills and information required for running and supporting these institutions are lacking. They are lacking at least four levels:

- the affected people within each sub-compartment;
- the prospective members of these committees;
- the field-staff who will be involved in mobilizing and supporting the committees;
- the higher agencies staff who will give indirect guidance.

For each of these categories a training strategy and package needs to be generated and this is a crucial task for the CPP team.

5.58 At the level of the committees there is a need for training in at least three areas: how to understand and run the Water Committee, how to understand and deal with water management and how to conduct any physical intervention related to water. The first aspect relates to roles, responsibilities, upwards and downwards linkages of the committee, the conduct of meetings collection and management of funds, the mobilization of people, etcetera. Especially NGOs and BRDB might have important expertise and materials to offer on such aspects.

5.59 The second set of issues relates to the core of this project: what is water management and what are all the aspects that play a role in it? This could be the more technical, but equally difficult part of training. It comprises agriculture, fisheries, hydrology, simple civil engineering, etcetera. Of course these are precisely the issues that CPP has to explore in their interrelatedness. So it is suggested to pay serious attention to obtain and develop suitable "learning elements" for the members of these committees, in order to equip them for their tasks.

5.60 The last of the three aspects of training for sub-compartmental water committees relates to the immediate material tasks of these committees: operation and maintenance of structures, execution of works (e.g. excavation). Of course, these committees do not have to become civil engineers, but they need to grasp the implications and global financial aspects of such works. The fact that quite a number of informal groups have indeed designed and executed such work proves once more that people can do this successfully. The detailed observations given by people on the relationships between water levels and agriculture and their ingenuity in preventing or solving practical problems in these areas prove this once more. If the interest exists and if good guidance is given, people can take well informed decisions on drainage, flood control, irrigation and the use of structures. CPP needs to prepare a package and conduct such training, possibly with the assistance of BWDB, LGEB, DAE, BADC staff etc.

5.61 It is for the CPP team to find a practical way of dealing with this suggested training responsibility. Considering the limitations of the available staff, it is suggested to consider three options:

- attracting a local or foreign training expert who assumes most of the responsibilities for developing this strategy, conducting training needs assessments, developing and producing materials, identifying and contracting outside agencies (such as NGOs), generating monitoring instruments, etcetera;
- contracting an institution in Bangladesh to take up any or all of the above tasks;
- assigning the over-all, strategic responsibility for this task to one of the present team members and hiring in ad hoc specialists (or specialized institutions) for discrete components.

5.62 Each options has its own financial, managerial and programmatic advantages and disadvantages. The first option would require a minimum of 4 and more suitably 6 months of local and foreign consulting, but has the advantage of keeping the present team relatively free to pursue other tasks.

The second option is certainly the most costliest and it might be hard to find an institution that can meet all requirements. The advantage could be a high quality, the benefit of previous experience and the minimal burden on the team for any aspects of logistics, printing, transport, etcetera. The third option would keep the global responsibility more squarely with the team, where it would be directly linked to other strategic aspects of people's participation and institutional development. However, it is not clear to what extent the team with its present composition and workload can give sufficient time to this very demanding task. And managing a sequence of separate inputs by different outsiders can, in the end, be very time consuming.

5.63 In the view of this mission the most effective arrangement would actually be a combination of these three: a local training expert to be added to the team, supported and guided by regular short term backstopping, and working with a specialized training institution in Bangladesh which will develop the detailed training materials and do most of the training.

5.64 There might be other considerations to take into account, not least of all financial ones. But it must be emphasized that any attempt to establish meaningful water committees is doomed to fail without very substantial and tailor-made training. And that developing and managing such training is a tremendous task, for which the present team is not equipped.

d. Discuss the possible involvement of BRDB and DAE

5.65 It is proposed that BRDB and DAE will assist in mobilizing, supporting and monitoring the water committees in many locations and that NGO staff will assume a similar role in selected other locations. It is essential that CPP builds on the presence of existing agencies, also with an eye at future replication and expansion. The only practical options as far as governmental agencies are concerned are the Department of Agricultural Extension and the Bangladesh Rural Development Board. They have staff in the field, affinity with the subject matter and, as expressed by their staff in Tangail, an interest to take part in this part of CPP's initiatives. Of course, there is a huge distance between such an indication and establishing real collaboration and CPP staff needs to follow up on the initial discussions to find out what the real opportunities and constraints are.

5.66 To start with the two most central constraints: commitment and incentives. The issue of inter agency collaboration will be discussed in the next chapter, but at this point it is relevant to stress that in the observation during this visit these departments will only genuinely collaborate if an effective solution is found for the present lack of coordination between CPP and these agencies and if collaboration can be made attractive to them. Especially if they would indeed be invited to take up a major role in establishing and supporting Water Committees, one should make it worthwhile for the involved individuals to add such responsibilities to their workload. It is entirely self-deceiving to simply expect such agencies to collaborate because it is written somewhere in some TAPP or other official document.

5.67 Part of the problem is material, the other part is relational. As far as the material part is concerned we need to keep in mind that the concerned agencies hardly have resources to do their own work. Some of them have people but no transport, skills without tools and structures without communication. If CPP wants District, Thana or Union level staff to perform tasks in the context of the project, it needs to make transport, materials, training and means of communication available. There are various practical approaches to this, to be discussed in the next chapter. But whatever the solution, it will require funds and flexibility from the side of the project.

5.68 The relational part of the problem has to do with establishing a serious, continuous and constructive relationship with these agencies. The fact that this has not happened so far will be taken up in the next chapters. But in the context of outlining a strategy towards establishing water committees it is fitting to stress that a strategy of sharing responsibilities requires close and cordial contact from the level of the Project Director downwards, with occasional support at the Dhaka level. If this is neglected or delayed until much later, it will be impossible to draw in these agencies.

5.69 However, if indeed the material and relational bottlenecks of the conceived involvement of the two agencies can be solved, this project would offer a good opportu-

ity to try and test such interdepartmental collaboration, as envisaged in the TOR and as consistently stressed by the GOB. Compartmental water management is presently still a vague notion, not "anchored" in any particular department and the only way to bring clarity is by way of testing practical approaches. The compact project area, the financial resources of this project, the positive pressure from Dhaka and the apparent interest of the two agencies might create a positive situation for initiating, field-testing and documenting such cooperation. It is strongly recommended to pursue this and to tackle the obvious complications both at the Tangail level as well as the Dhaka level.

e. Explore the possible role of a selected NGO

5.70 The logical complement to the above discussion on involving BRDB and DAE is a discussion on the involvement of a selected NGO. It is obvious that collaboration with an NGO offers some unique advantages and limitations: dealing with NGOs is much simpler, without the cumbersome burdens of bureaucratic organisation. NGOs often operate closer to the poor, are much more open to experimentation, are results-oriented instead of procedure-oriented, can receive and apply funds at shorter notice, can have more dedicated staff, etcetera. Their limitations lie in their dependency on often unstable leadership, the limitations to the replicability of their work, the high initial costs, the risks of political, ideological or social biases, the varying quality of their staff and their lack of public accountability.

5.71 The suggestion is that a suitable NGO will do the field work in selected areas. The reason is that this will give us experience with this approach and a factual basis for comparing the strengths and weaknesses of the sets of institutions. It will also make it possible to start operating in areas where, for whatever reasons, the two governmental agencies are not willing or able to work with. Initial discussions have been held with the Society for Social Service based in Tangail and operating in many of the Thanas under CPP. These discussions need to be followed up with the idea of contracting the services of such an NGO for some of the sub-compartments. The choice should be pragmatic: where has the selected NGO a strong presence, devoid of controversy or antagonism? Another consideration might be that in some of the sub-compartments the official agencies might not be suitably equipped or interested to do the proposed field work. This will become visible in the intended institutional survey.

5.72 The parameters of involvement of the NGO obviously require extensive discussion at more than one level. One important point that should be clearly stated to and agreed by the NGO that will become involved, is that **CPP is not a targetgroup oriented programme!** Regardless of the choices that the NGO might make for its other activities, its contribution to CPP should involve all relevant socio-economic categories within a given sub-compartment. Other aspects might be less sensitive but still need explicit discussion and clear agreement before NGO involvement starts: financial accountability, arrangements for training and supervision of field staff, participation of NGO staff in the SCWC and CPOPEC, arrangements for monitoring, reporting, and so on. Our suggestion is that, once a basic agreement is reached between CPP and the NGO on the nature, duration and location of the NGO's involvement, a budget is developed. The most efficient and mutually most acceptable way of funding the expenses to be incurred by the NGO is to arrange for funding from the special NGO funds from one of the two embassies, with the project endorsing budgets and invoices.

5.73 Perhaps superfluous, but nevertheless stated: elaborating and actually making arrangements with an NGO to take up the envisaged role is a task that will consume much time and strategic management. The obvious and less obvious sensitivities of such (new!) arrangements will demand heavy input from the Project Team and excellent liaison between CPP, FPCO and the concerned donor agencies.

f. Develop a training strategy for field organisers

5.74 Assuming that material and relational problems can be solved vis-a-vis BRDB, DAE and the NGO, the selected field staff in the various unions will play the central role in establishing the sub-compartmental water committees. This will require the second substantial training effort from the side of CPP. Without in-depth preparation for this new task in a new field, the concerned field staff will not be able or willing to perform well. The issues in this training are rather different from those required for committee members, although the suggested technical part can serve both purposes.

5.75 Again: CPP will need to make a choice regarding the training strategy for these trainees. Once the concept of the sub-compartmental water committees will become clearer, it will also become more clear how field staff can proceed to select and establish such committees. This will require an in-depth knowledge and understanding of the objectives behind decentralised water management and sub-compartmentalisation. It will also require an unusual degree of social and political sensitivity and strong skills in mobilizing and motivating people. Obviously CPP can not instill all these skills and that is why BRDB, DAE and an NGO are chosen in the expectation that their field staff have already substantial expertise in some or all of these aspects.

5.76 But even if this assumption is correct, there will remain a need to train the many field staff of BRDB, DAE and possibly NGOs who might assume a role in organizing and, later, joining the water committees. This dual involvement, at least for the BRDB and DAE staff should not be forgotten: the proposed committees will have 2 or 3 Block Supervisors and 1 or 2 Block Inspectors and possibly an BWDB person among their members. So, regardless of the initial mobilization effort, these staff need to be prepared anyway for their roles. It is quite clear that this is another substantial responsibility, for which CPP should prepare itself. The earlier considerations on the various ways of dealing with this responsibility apply here as well.

g. Elaborate guidelines for selection and functioning

5.77 The concept of the sub-compartmental water committees as outlined here is vague and needs extensive elaboration. Especially vague and controversial is the way of selecting or electing the members from the various categories. These and other aspects can not be decided at this stage. The extensive consultation, mentioned earlier, should produce much useful insight. For example: this consultation will give a more profound understanding of how physical and socio-economic differentiation within a sub-compartment should - or should not- be reflected in the composition and tasks of these committees. Should membership indeed be on elevation of land as suggested? Should more specific categories be defined? Does female representation make sense? Should the interest of boatmen be specifically be represented?

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5.78 These and other points need full clarification before the first committee can be established. The issue of (s)election needs an early decision, because the various options have far-reaching implications for the project. Just to mention a view: if public election will be preferable, there might be legal and administrative complications and considerable costs. The issue of the chairmanship needs clarity, especially where more than one union is found within a sub-compartment. All these and many other aspects will require elaboration, study and finalisation in the next 6 months. Some of it might follow from the recommended review of previous experiences. Some needs original research or consultation by CPP.

5.79 At the same time we need to keep in mind that CPP has opted for a process approach and rightly so, considering the many unknown aspects and the apparent variety of conditions in the field. One implication is that the selection of SCWC members, the precise definition of users groups and the evolution of the Committee itself might differ from one Sub compartment to the other. This is in itself not a negative thing, provided such variation does not corrupt the integrity of the project and as long as the project monitors the factors that cause such variation.

h. Investigate legal and administrative aspects

5.80 A similar point can be made on legal and administrative aspects. The potential complications along these lines are tremendous, especially if these new committees will indeed assume real responsibilities for dealing with the physical environment, deciding on scarce resources and influencing public spending. The committees will infringe upon the legal powers of Union Parishads, Thanas, BWDB and probably others. Aspects of land rights, control over public land and water and issues of taxation come into the picture. Without wanting to discourage the CPP team it should be realized that underestimation of such legal and administrative matters can have disastrous consequences. If the first few committees would end up in litigation or if some government agencies will not commit themselves for fear of administrative inconsistency, the institutional aspect of sub-compartmentalization would die an early death. CPP's credibility is at stake and considering the delicate nature of land and water issues in Bangladesh, it is important to foresee and prevent those problems that can reasonably be anticipated. There will be enough left that can not be foreseen.

5.81 The practical approach to these issues is to charge a law expert with the scrutiny of laws and regulations that might apply. This should be someone who is intimately familiar both with local administration, as well as with land and water rights. Again: previous attempts to deal with similar issues will provide instructive materials, as would the scrutiny of court cases.

i. Consider all material aspects

5.82 The last point to be made here is the suggestion to investigate material aspects carefully. There will probably be a strong pressure to somehow link direct or fringe benefits to the membership of the water committees. The project has to take an unambiguous position on this issue and it is recommended to entirely steer away from remuneration. The incentives for members could be found in status, training and even in training allowance. Responsibilities towards such expenses for government staff should be

clearly defined. It is imperative that whatever such financial aspects will be, they will be decided before committees are established and universally applied.

5.83 The other material aspect that needs timely discussion and decision is the possibility that, through such committees, funds from CPP or from elsewhere could be made available for supporting local level construction, rehabilitation or maintenance. Without wanting to take a final position on this point, it is wanted to alert to the option of experimenting with a donor contributed support fund for such works. If indeed local committees can arrange for the collective selection and execution of works structures that improve flood control and/or drainage, it could be conceived that, say, 50% of their expenses would be met from such a fund. The other 50% would be locally met. There can be many other approaches and the point is again to select these in time and consistently.

j. Introduce in a phased manner

5.84 This brings us to the final point: CPP needs a phased approach for the establishment and monitoring of the first set of water committees. These committees are only one, though central, element in its approach towards institutionalisation. It is clear that physical and institutional measures have to relate to each other, but it is not always clear in what way. In its interim report the CPP team will detail how all steps towards preparation, training, mobilisation, establishment and support in regard to the new sub-compartmental water committees fit in the overall picture of studies, construction, coordination and monitoring.

5.85 Monitoring needs to take place from the first step onwards. So far CPP has done an excellent job of collecting and documenting data of all kinds. However this was limited to studying essentially "passive" realities, in which neither CPP nor others interfered. This will soon change. CPP needs to prepare a monitoring and study approach which will help to document how people and agencies respond to the suggested and (later) real introduction of the sub-compartmental water committees and other new initiatives. as much of the involved dynamics will be informal, CPP need to come up with ways of investigating that will capture public as well as private, collective as well as individual, political as well as institutional forces and processes.

Activities chart

5.86 We can put the various steps into a time chart for the period October 1992 to the end of 1995. It should be clear that this is based upon many assumptions: about nature of the suggested activities, the resources available, to be expected external support to CPP and the internal strength of the CPP team.

Activities 1992-1995 regarding Sub Compartmental Water Committees.

	1992			1993			1994			1995					
	10	12	*	1	2	3	4	5	6	7	8	9	10	11	12
1. develop guidelines			*												*
2. formulate issues for consultation			*												*
3. conduct consultation															*
4. select NGO			*												*
5. negotiate NGO input			*												*
6. assist in NGO contracting with donor			*												*
7. explore BRDB/DAE input															*
8. select areas & field staff for BRDB/DAE/NGO in T.			*												*
9. design training strategy															*
10. attract training specialist(s)			*												*
11. conduct training needs assessment			*												*
12. develop training materials			*												*
13. train field staff															*
14. establ. WUGs in SC 9,10,11															*
15. establ. SCWCs in SC 910,11															*
16. review approach on SCWC			*												*
17. establ. WUGs in SC 1-8,15			*												*
18. establ. SCWCs in SC 1-8,15			*												*
19. evaluate functioning SCWCs			*												*
20. establ. WUGs in SC 12,13,14			*												*
21. establ. SCWCs SC 12,13,14			*												*
22. identify fieldstaff in Sirajganj			*												*
23. arrange for NGO input in S.			*												*
23. train fieldstaff/NGOs in S.			*												*
24. establish WUGs in S.			*												*
25. establish SCWCs in S.			*												*
26. consolidate SCWC strategy			*												*
27. consolidate tr. package			*												*
28. finalize legal aspects			*												*

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6. COORDINATION AND COLLABORATION WITH OTHER AGENCIES

Introduction

6.1 In the preceding sections frequent reference has been made to other agencies: local government, technical departments, NGOs, national institutions. In the introductory chapter on "institutionalisation in CPP" it was observed that the success and sustainability of any form of compartmentalisation depends on finding a working formula for substantial involvement of other agencies. In the conceptual chapter on the long term development of "Compartmental Water Management Boards", it has been stated that such a Board would supersede present patterns of involvement of existing institutions with water management and that this can only happen to the extent those institutions are effectively drawn into this process. In the practical chapters on the involvement of actors and the options for users' participation the various agencies have been specifically discussed and practical suggestions have been made for their contribution and role in getting sub-compartmental water committees established and operating. In Annex B a summary is given of the activities of the various relevant Departments in the project area.

6.2 This chapter will now look at the structural and practical dimensions of the possible involvement of the various agencies. It is felt that such a special chapter is justified because of the central importance of the subject. As the first of the FAP projects to start implementation, CPP requires far reaching collaboration and cooperation in order to be effective. And more than in other cases such collaboration is part of the Terms of Reference of this project. Also taking into account the lack of progress in establishing involvement of other agencies, an in-depth discussion seems warranted.

6.3 The discussion will focus on four aspects, in order of increasing detail and practicality:

- a. a phased approach towards a Compartmental Water Management Board;
- b. the establishment of a platform for project coordination;
- c. modes of practical collaboration between CPP and agencies;
- d. operational implications for CPP in this context.

The Compartmental Water Management Board

6.4 In chapter 2 a vague and general outline for a possible formula for an as yet not existing institution, the Compartmental water Management Board, is given. This vagueness is deliberate: FAP 20's mandate is limited and our present understanding is limited. However, according to the TOR for this project, FAP 20 has to come up with observations, analysis and evaluation, proposed and tested methodologies towards institutional aspects. The TOR even mention that *"the operation of all works and the maintenance of embankments and minor channels will be handed over by the BWDB to the Local Board of Management of the Project...."* This clearly implies that such an institution has to be put in place in the next few years. But at the same time the larger institutional context of legal, administrative, financial and fiscal aspects of water management in the country does not fall within the scope of FAP 20. This is reserved for FAP 26.

6.5 It seems that there is a certain ambiguity or even inconsistency in the limitations of FAP 20's mandate. Responsibilities for public resources can only be handed over to legal bodies, fully endorsed by the Government of Bangladesh and backed up by financial and administrative arrangements. But such arrangements will only form part of the ultimate outcomes of the FAP 26 studies. CPP has to stay clear from redefining institutional alignments, but at the same time has to establish a new, formal body within the near future.

6.6 Such ambiguities are a fact of life and the project has to find a sensible and sensitive way of dealing with them. It is important to maintain a very good understanding with the FPCO on such matters and it is crucial to stay closely in touch with FAP 26. But meanwhile the project has to proceed. And we propose the following pragmatic solution to the above ambiguity: CPP will soon establish a **CPP Executive Committee (CPP/EC)**, based upon the present division of responsibilities among government agencies and initially serving as medium for coordination and advice to the project. It will not be easy to establish such an effective and efficient Executive Committee, but it can be done without changing laws, acts or national procedures.

6.7 While this CPP/EC will initially serve to advise and coordinate on interdepartmental coordination and collaboration, it will slowly change composition and function. Whereas at the start only selected representatives of the various departments and CPP will sit in this Committee, in the next stages representatives of NGOs and, more importantly, the sub-compartmental water committees will join this committee. With this the Committee will become more truly reflective of the various interests in water management within the Tangail Compartment.

6.8 The agenda and mandate of the Committee will change accordingly. After the initial emphasis on facilitating coordination, it will become more directly involved in guidance and support to field level project activities, in the representation of interest groups in the (sub)-compartments and in settling disputes and conflicts. And once the physical elements of (sub)-compartmentalisation are taking shape in 1993 and 1994, the issue of responsibilities for real water management decisions and for O&M will become pronounced. The Committee will become a forum where decisions regarding construction options (gated, ungated, more or less regulators, etc) will be taken.

6.9 Those responsibilities will need institutional embedding. And by then CPP, possibly facilitated by FAP 26, policies will be developed at the national level which will indicate where responsibilities for water management will be put in the long term. There will probably be some kind of interim phase where the Tangail experiment will have lessons to offer to the national level and where close contact with the Dhaka level will be required to keep the experiment within what is politically and legally feasible. More work will be required, especially on legal and fiscal issues in order to arrive at institutional arrangements for water management that can be consolidated and replicated elsewhere. But meanwhile what started as the CPP/EC will become a provisional Compartmental Water Management Board, once there will be full representation from the Sub Compartmental level (estimated by mid 94). The final step, towards a legally and administratively embedded Compartmental Water Management Board might take place in the course of 1995 - or whenever the national decision making will have produced tangible results. The crucial moment will be when CPP as a project will be phased out

and when the responsibilities for supporting, supervising and financing the Water Management Boards at Sub Compartmental and Compartmental level will be charged to a new or already existing non-project institution.

From CPP/EC to CWMB

6.10 The envisaged process of gradual development of institutional arrangements at the compartmental level can be shown in a very tentative sequence, as in figure 4. One should realize that this is based upon speculation and this should only be used for discussion purposes. In no way should this sequence be seen as a straightforward planning tool.

Fig 4: From CPP/EC to CWMB

	time	name	role	composition	comment
1	Nov 92	CPP Executive Committee (CPP/EC)	stimulate and coordinate inputs from various departments	representatives of 6 gov. agencies at dist. and UZ level, CPP	FPCO support from Dhaka
2	Jan 93	as above	above plus design & facilitate project activities	as above plus reps. of selected NGOs	formal support from Dhaka-level
3	mid 93	as above	as above plus establishing and supporting Sub-Compartmental Water Committees plus making choices regarding construction options	as above plus representatives of first 3 Sub-Compartmental Water Committees	possible need for fine-tuning membership based on experience
4	mid 94	Provisional Tangail Water Management Board	as above plus assuming responsibility for compartmental water management decisions	as above plus representatives of all other Sub-Compartmental Water Committees and possibly of special interest groups	*All SCWCs in place, all fieldstaff trained *Review chairmanship *Further fine-tuning membership *FAP 26 completed and national context clearer
5	95	Tangail Compartment Water Management Board	as above plus assuming responsibilities for O&M of minor structures	as above, defined by law	legislation ready and administrative procedures clear

6.11 At this point it is not useful to speculate further about the nature and role of the eventual Compartmental Water Management Board. The only things CPP can and should do are:

- staying closely in touch with any initiatives and decision-making processes at the national level and
- conducting a brief desk-study on the various models for such boards present in different countries. This study can be carried out by the institutional development specialist and should assist in further clarification of the concept. It can also help to identify more clearly which legal and administrative aspects of compartmentalisation should be investigated in Bangladesh. Good contact between the institution specialist and the law specialist will be required.

A mechanism for project coordination

6.12 In the course of this visit meetings were held with district and Thana level officers of the various departments. Based upon these and other discussions, a formula for a CPP Coordination Committee was developed.

6.13 This concept was presented and thoroughly discussed in a meeting convened by CPP and the Deputy Commissioner and attended by the various district level officers. Some follow-up discussions were also held with the Project Director, consultants team and FPCO leadership. Based upon the various discussions a number of issues can be identified that need further discussion and early decisions. Some can be directly handled by the CPP team, some need assistance or guidance from Dhaka and some need elaboration through a brief follow-up study by a local institutional specialist. It has become quite apparent that the proposed CPP CC will not be acceptable. Instead at compartment level, a CPP EC may be constituted, as shown in Figure 5.





Figure 5

Suggested approach towards Coordination in regard to the Tangail Compartmentalisation Pilot Project		
Initial name:	Tangail CPP Executive Committee	
Initial Members:	From District:	Fr. Tangail and Delduar Th
Dep. of Agriculture	Deputy Director	2 Agriculture Officers
BRDB	Deputy Director	2 Rural Dev. Officers
LGED	District Engineer	2 Engineers
Dep. of Fisheries	District Fisheries Officer	2 Fisheries Officers
BADC	Executive Engineer Irrigation (to be reviewed)	2 Assistant Engineers (t.b.r.)
Dep. of Livestock	District Livestock Officer (to be reviewed)	2 UZ Livestock Officers (t.
Dep. Roads & High-ways	Executive Engineer Dt.level(to be reviewed)	Incidental invitation
BWDB	Executive Engineer	Incidental invitation
Tangail Pourashava	Pourashava Chairman/Administrator	Incidental invitation
Establishment Division	to be reviewed	2 UZ Nirbahi Officers
NGOs	2 NGO Directors	Incidental invitation
C.P.P.	Project Director and/or Executive Engineer Institutional Specialist	
to be added in due course: (when SCWCs are established)	Representatives (=Chairmen) from each of the Sub-Compartments (approx. 12x1 possibly: special interest groups (industry, environment))	
number of members:	initially: 28	over time: approx.40
chairman:	to be decided and reviewed in due course	
Role: (CPP Executive Committee)	<ol style="list-style-type: none"> 1. To review progress of the CPP Tangail project 2. To advise the Project team on policy matters regarding Tangail 3. To facilitate coordination between CPP and Departments and NGOs 4. To review and advise upon scenarios developed by CPP 5. To guide practical collaboration with government departments 6. To facilitate linkage between CPP and concerned Thanas 7. To advice on the establishment of Sub-Compartmental Water Committees 8. To advice on establishment of the Compartmental Water Management Board 9. To serve as the nucleus for the CWMB. 10. Forum for training on integrated water management 11. To assume responsibility for selection and O&M compartmental level structu 	
How to establish:	<ol style="list-style-type: none"> 1. Invite contributions from concerned department 2. Establish global consensus in Tangail 3. Invite comments from FPCO, Donor agencies. 4. Finalize outline on composition, role, etc. 5. Arrange for formal support from Dhaka 6. Prepare action plan for CPP/EC 7. Organizing seminar with specialists' presentations 8. Establish working group to finalize practical aspects 9. Start meeting monthly by November 	

6.14 A proposal for the formation of the suggested CPP Executive Committee can be submitted by the Project Director to the FPCO and other competent authorities. As this committee will, in first instance, concentrate on practical execution of an officially approved project, and as this set-up reflects the arrangements proposed in the **TOR** accepted for FAP 20, it should not be too complicated to obtain the required support.

6.15 It should be clear that we propose a gradual and pragmatic approach: the Project Team serves as the nucleus for the Project Executive Committee. This Committee will, in due course, expand with representative of NGOs involved in the project, and, more importantly the sub-compartmental water committees. With that expansion it turns into the CPP Coordinating Committee. After more time and depending on national policy decisions regarding the arrangements for water management, the Coordinating Committee can be transformed into the eventual Tangail Water Management Council.

6.16 It is clear that establishing effective coordination will be a long and sensitive process. However, it is felt that if we wait with the first tentative steps until all details will have been finalized, we might have to wait for ever. Developing, testing and improving the various elements in practice seems to be a more appropriate and effective approach, entirely in line with the mandate of this pilot project. At the same time it should be stressed that support and guidance by the FPCO, especially on issues that concern the relationships among various government agencies, will be indispensable. The project and FPCO might discuss in-depth how such support can be provided. FPCO should reflect on its ability to play this role and on the best way of doing so.

The relationship between CPP and the various agencies

6.17 This brings us to the most central question: the relationship between project and agencies. It is of central importance that BWDB is not the only agency supporting this project. If that would remain the case, the concept of compartmentalisation will never be realized. The BWDB might be the lead agency and will certainly be the central agency in the design and construction of structures, but should not play an exclusive or excluding role. Design of a compartment and subsequent management of water within that compartment should meet two basic requirements: the participation of people and the involvement of the various departments and local government. The TOR and all underlying documents are very clear about this and many other studies confirm the importance of a multi-disciplinary approach. Such multi-disciplinarity can, in the long run, not really be accomplished by hiring a few local or foreign experts from the various disciplines.

6.18 The only way, at least as it can be seen by the investigators, is the tortuous way of involving and committing the various agencies. Not only at the field level, as discussed in the previous chapter, but also and perhaps more importantly, at the level of policy making. Many attempts have been made in Bangladesh and this project will be one more attempt. The reasons for non-involvement of government agencies in projects like this do not need to be reviewed again; these have been amply investigated elsewhere. It is more opportune now to come up with practical steps to interest and involve the most relevant agencies. And the first step has been mentioned above: giving the concerned agencies a forum for meaningful exchange of views and information, by way of the proposed CPP Coordination Committee. This will, on the one hand, require prodding from higher levels

and an official formula that meets the needs and sensitivities of those concerned. It will also require an open and respectful attitude from the side of the project that invites such collaboration. On the other hand the material aspects of such collaboration should also be kept in mind.

Incentives and materials means

6.19 The practical side concerns two related issues: incentives and means. Donors and others should keep in mind that any project requesting collaboration represents an additional burden for a usually overburdened and over-extended agency. Government agencies might occasionally have sufficient staff in Bangladesh, but they never have sufficient funds for transport, communication, training and... field work. A project coming from the outside and insisting on collaboration usually adds to their burden without giving them anything in return beyond empty slogans. The credit and fringe benefits of the project go elsewhere, the head-ache is with the agencies.

6.20 CPP should not fall into this trap. It should make a serious effort to provide incentives to staff of the agencies that are asked to support the project and it should take a very practical attitude towards providing the means for their involvement. As far as incentives are concerned it is clear that special payment is not an option. However there are more legitimate and effective ways of stimulating involvement. Training, excursions and exposure to other projects can be entirely valid activities for a project and attractive for the concerned individuals. Training allowances can be another incentive that reconciles personal motivation and project requirements. Providing a professional challenge by way of supplying the means for developing new materials, doing research or meeting inspiring experts can be another strategy. Such strategies can not be prescribed as this needs deliberation within CPP and discussion with the concerned agencies staff. But the important point should be made: CPP should only solicit active collaboration from the side of the staff of the 6 or 7 concerned agencies if CPP can make that collaboration attractive to the concerned individuals. To insist on spontaneous and disinterested collaboration is short sighted and self deceptive.

6.21 Apart from providing legitimate incentives, CPP should develop a way of providing the **material means** for the collaboration requested from those agencies. At present there is no budget for whatever expenses any other agency would incur. In the next section a long list of possible areas of practical collaboration will be presented. Some of the suggested activities require transport, books, materials, means of communication. CPP is recommended to investigate to what extent financial support should be made available for the other agencies to take up some of the project activities. This is essentially a budgeting operation that is, for some reason or the other, never undertaken in the design and planning stages of this project. Having to do so now complicates matters, because the PP has already been finalized, but then this has to be revised anyway.

6.22 In the next chapter the internal provisions for such financial arrangements will be briefly discussed. This is the place to state the principle: the direct involvement of the other agencies, notably DAE, BRDB, LGEB and Fisheries is vital to the success of the compartmentalisation project and such involvement requires appropriate institutional as well as material arrangements. The Project Team is seen as a combination of inputs from

various departments. So far this has not been realized. Part of the reason is that this has not been taken up vigorously, the other part relates to the material aspect.

Practical collaboration between CPP and the other agencies

6.23 The only way the issue of collaboration has been approached so far is a rather formalistic request, by letter, of deputing staff on a part-time basis to CPP. It should surprise no one that this has not led to any tangible results. It is proposed to turn the process around: instead of agencies' staff coming to CPP, CPP should come to or rather into the agencies! Requiring government staff to spend days at the CPP office does not only create many practical problems for them and CPP, in many cases it would be hardly useful. CPP activities should become a part of the work of government staff, but not in some artificial context. The input of selected staff at district and Thana level should be requested for very specific activities, instead of for some vague part-time deputation. The material implications should be considered before hand and it should not be assumed that the other department simply finds the resources within its own budget.

6.24 As little as one can expect other departments to meet the costs of their involvement in an external project out of their own pocket, as little can one expect them to surrender their staff without any serious discussion about the nature of the work they are expected to do. And of course, the intention behind involving staff from other departments in CPP is not simply having an extra pair of hands. For that purpose hiring consultants is a much simpler solution. No, the real reason should be: to get access to the expertise and networks of that other agency and to build on their strengths.

6.25 To do so an open approach is required, which gives due attention to the present activities of that agency and which tries to merge new project activities into existing routines. The essential limitation of projects is their short time horizon. They can create the temporary splendour of massive reports, interesting meetings and fascinating pilot activities. But all of that will fade away unless these initiatives have been merged into the existing structures, procedures and mentalities. Of course, such structures, procedures and mentalities will have been changed by the time the project has run its course. But so should the project change and adapt itself to the institutional setting in which it operates. Otherwise it will remain an alien body, short-lived and annoying.

Figure 6

SUGGESTIONS FOR COLLABORATION BETWEEN CPP AND OTHER AGENCIE		
objective	form/mode	comment/question
A. Coordination	<ol style="list-style-type: none"> 1. Departmental staff to participate in the CPP/EC 2. Sharing progress reports 3. Mutual information on new initiatives 4. Exchange of information on staffing 5. CPP to attend DDC meetings 	<ul style="list-style-type: none"> * Does this need approval from Dhaka? * No unnecessary paperwork!
B. Use of expertise of District Staff	Departmental staff to: <ol style="list-style-type: none"> 1. review CPP technical notes 2. complement and comment on Survey results 3. respond to requests for specific data 4. review scenarios developed by CPP 5. contrib. to seminar on water management 6. instruct Thana staff to assist (see below) 	<ol style="list-style-type: none"> 1. and 2. takes time and require intensive contact 3. needs clear agreement 4. Sensitive and demanding task
C. Use of expertise and contacts UZ staff	Thana level staff to: <ol style="list-style-type: none"> 1. Review sub-compartmental survey 2. Provide info on field-staff 3. Provide info on field activities 4. Invite CPP into planning meeting 5. Assist in monitoring 6. Assist in consultation process 7. Assist in formation water committees 8. Assist in training water committees 9. Help to identify NGO activities 10. Instruct field staff (see below) 	<ol style="list-style-type: none"> 1. requires good knowledge of area <p>most activities require incentives</p> <ol style="list-style-type: none"> 4. requires planning 7. is sensitive task 8. requires skills
D. Use of field staff	<ol style="list-style-type: none"> 1. Collaborate in institutional survey 2. Identify informal groups and leaders 3. Advice on boundaries sub-compartments 4. Take part in formation water committees 5. Assist in guidance water committees 6. Assist in monitoring water committees 7. Pass on problems on water mgmnt to CPP 8. Identify NGO activities 	<ul style="list-style-type: none"> * Activities require strong interest and incentives! * Training required for some activities * Risk of conflicting responsibilities * No resources available to field staff
E. Develop training package on compartmental water management	<ol style="list-style-type: none"> 1. Departmental experts attend brain-storming session 2. Experts draft contributions 3. Experts review texts 4. Experts conduct sessions 	<p>Incentives...</p> <p>Expenses....</p> <p>Who will guide this?</p>
F. Conduct joint research	<ol style="list-style-type: none"> 1. Share trials/demonstrations 2. Form task force for research per subject area 3. Make joint study tours 	<ul style="list-style-type: none"> * Joint funding possible? * CPP specialists to share expertise

6.26 It is not in the scope of this report to recommend particular activities outside of the institutional field. The above list is only meant to accelerate the discussion on collaboration and to break through the impasse on the Project Team's formula. However a few suggestions might need a little clarification:

- * **A2 and 3:** sharing of reports and informing on initiatives simply require mailing lists to be made or augmented.
- * **A4:** "exchange on staffing": CPP' work in Tangail and in the field would be easier if it would be known who is who.
- * **B1 and 2:** the extensive and often excellent information collected by CPP and put in Technical Notes and Survey Reports should be shared with colleagues in the concerned departments. Both to make such expensive information gathering more useful as well as to solicit responses that will help to correct and complement it.
- * **B4:** Commenting on and contributing to proposed interventions this can be one of the most important areas of collaboration, if carefully organized. The technical departments have relevant expertise, long experience in the district and will have to deal the implications of the scenario selected for Tangail. They should be given a prominent role in the review and screening process.
- * **B5:** "Contribute to water management seminar. Often the best way to get people interested is to invite their contribution to public events. A seminar where aspects of water management and compartmentalisation will be discussed, against the background of the decision making about the Tangail scenario would be an ideal way of arranging for public debate and close links with departments.
- * **C7 and 8:** "assist in formation and training of the sub-compartmental water committees" relates especially to the collaboration of BRDB and DAE and TNOs as discussed in the previous chapter.
- * **F1 and 2:** CPP is planning lots of studies. If direct and ongoing collaboration with existing departments is not yet included in the design of these studies, it should be done straightaway!
- * **F3:** "Make joint study tours": if CPP staff is organizing excursions to instructive projects, local colleagues should be invited to join. This will help to cement relationships and lead to joint learning and application of new ideas.

Implications for CPP

6.27 The suggested approach towards collaboration has many implications. The most obvious one has been mentioned already: **finance. CPP needs to budget for the material implications of the involvement of specific governmental staff.** In the next chapter the way of channelling of these funds will be discussed. The amounts involved might not be high, but the lack of minor amounts have brought many more projects to a stand still than

the lack of large sums. Flexibility on the donor side and especially on the side of the GOB is required. FPCO should support such flexibility if it wants CPP to succeed.

6.28 The above suggestions for specific areas of practical collaboration between CPP and the various agencies should be reviewed in detail, not only by CPP, but also by the colleagues in those departments. Based on such joint review agreements and work plans can be made. And these should guide the efforts of the expanded **Project Team**. The staff of those agencies should indeed be treated as members of that team, although they clearly have a position that is quite different from the BWDB employees and local consultants that are placed full-time in this Team. Those differences require another style of management, planning and collaboration. The Project Director should be given the means and should develop a suitable approach to this unusual managerial challenge. This should be accepted as one part of the pilot project. This project is not only a physical or institutional innovation "out there". It has directly to do with style of operation. Or, in other words: with **internal institutional arrangements**.

Activities 1992-1995 regarding Coordination and Collaboration in Tangail

	1992				1993				1994				1995			
	10	12	*	*	10	12	*	*	10	12	*	*	10	12	*	*
1.elaborate proposed CPP/EC			*	*			*	*			*	*			*	*
2.arrange for FPCO approval			*	*			*	*			*	*			*	*
3.investigate views Tangail			*	*			*	*			*	*			*	*
4.write-up rules etc.																
5.conduct official mtgs CPPEC			*	*			*	*			*	*			*	*
6.PA-matrix workshop			*	*			*	*			*	*			*	*
7.train CPP/EC members																
8.study tour CPP/EC members			*	*			*	*			*	*			*	*
9.detail activities for departmental staff in CPP			*	*			*	*			*	*			*	*
10.establ.budget for dept. roles																
11.arrange for Dhaka approvals																
12.close collab. with depts.																
13.conduct seminar water mgmt			*	*			*	*			*	*			*	*
14.dept.staff review technical notes etc.			*	*			*	*			*	*			*	*
15.tr. needs assessment dept.staff (dt & thana)			*	*			*	*			*	*			*	*
16.develop training package																
17.conduct training dept.staff																
18.include field staff in SCWCs																
19.study tours field SCWCs			*	*			*	*			*	*			*	*
20.develop joint research																
21.review performance SCWCs			*	*			*	*			*	*			*	*
22.revise membership CPP/EC			*	*			*	*			*	*			*	*
23.(s)elect representatives interest groups in CPP/EC			*	*			*	*			*	*			*	*
24.incl. reps.SWC in CPP/EC			*	*			*	*			*	*			*	*
25.expand functions CPP/EC to become provisional CWMB			*	*			*	*			*	*			*	*
26.study legal aspects CWMB			*	*			*	*			*	*			*	*
27.study fiscal aspects CWMB			*	*			*	*			*	*			*	*
28.finalize membership in provisional CWMB			*	*			*	*			*	*			*	*
29.start mtgs provisional CWMB			*	*			*	*			*	*			*	*
30.conduct evaluation			*	*			*	*			*	*			*	*
31.consolidate guidelines			*	*			*	*			*	*			*	*
32.consolidate training materials			*	*			*	*			*	*			*	*
33.establish CWMB			*	*			*	*			*	*			*	*
34.phase out CPP			*	*			*	*			*	*			*	*

y2

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7 THE INTERNAL INSTITUTIONAL ARRANGEMENTS OF FAP 20

7.1 A project can not deal with institutional realities "in the field" without taking into account how this will affect its own institutional arrangements. Certainly not this project. The objectives pursued by CPP are such that they can only be accomplished if the project and the directly involved agencies are able to maintain the required kind of internal and external relationships. Unlike many technical projects of which the outcome is not substantially affected by the organisational set up of the executing agency, an ambitious institutional development project has such a linkage. In this final chapter three organisational aspects are discussed that relate directly to the project's effectiveness. These are:

- a. the availability of funds for other departments and NGOs;
- b. the relationship between the Project Team and the Consultants Team;
- c. the organisational arrangements of the CPP.

Funds for other departments

7.2 It has been noted that effective involvement of other departments requires funds. The amounts involved will not be high, unless CPP would start providing vehicles to the other departments. This is certainly not proposed that, although it would propose to acquire an additional vehicle specifically for project related transport needs of departmental staff. However, purchasing bicycles could be considered, in limited cases motorcycles, training and communication materials. It is also suggested to provide funds for training and organisation work undertaken by selected staff of departments. There might be more items which need financial assistance, once the planning of real fieldwork start and discussions with the departments are held.

7.3 The problem is not so much to reach agreement with the concerned agencies on the nature and amount of such costs. These costs will be low, in proportion to the overall size of CPP's budget and in proportion to the additional resources provided through such interdepartmental work. However, the problem will be the procedural side: how to channel such funds without incurring major delays?

7.4 The proposal is simple. It is considered impractical to draw up new Project Proformas with each of the concerned agencies. The amounts involved are not in proportion to the effort this would take, and the project can not afford to lose much time. The more practical approach is to budget these costs and to include these, as separate items, in the revised TAPP. The TAPP needs anyway to be revised for other reasons, so this alteration does not cause extra delay. The amounts should not be specified too much, as most is not clear at this stage and flexibility should be maintained. But once the global figures are included, the project itself can finance the other agreed activities of the other departments.

7.5 Such financing should be on lump sum basis, not for each and every expense. Once agreement is reached over the input from other departments, including the budget for a set period, these department can submit their claims for reimbursement on a monthly or quarterly basis. They will receive such reimbursement at the Tangail level, through the Project Director's authorization of payment. Of course their claims need to be backed up by the usual receipts and these are subject to auditing as per the applicable procedures. But the point is that such funding takes place at the Tangail level and does not require a separate financial relationship between the donor agencies and the various departments.

7.6 It is possible that it will take too long for the suggested arrangements to become operational. That is: too long from a project point of view. In the current planning the other departments might start undertaking work at a modest scale after October. Procedures usually take longer than that. As an interim measure it is suggested that the agreed amounts will be advanced from TA funds, under the Consultants Team. This is a faster procedure. Of course it could be considered to channel these funds entirely through the TA channel, which gives more flexibility. But it is understood that the donors would not agree to this. They might reconsider this in view of the necessity to channel these funds efficiently. But if that is not possible, the donor agencies could at least agree to advance funding while FA arrangements are being revised.

7.7 The flow of funds to NGOs that become involved in the project might be less cumbersome. NGOs might undertake field work, as discussed, and might do part or all of the training of the various target groups in the programme. This can comprise the production of materials, the actual execution of courses, carrying out a Training Needs Assessment, etcetera. For such services funds will be required. The above channel of Financial Assistance from GON/FRG to GOB might not be the best one. NGOs have an understandable reluctance to be drawn into such bureaucratic procedures and would like to maintain financial independence from ministries and departments. So the solution can be twofold: considering to channel funds for NGO work through the TA channel, to be controlled by the Consultants Team on the guidance of the donors. Or to make funds available from the NGO funds available directly from the concerned embassies. Again: the first option seems preferable, but if this is not acceptable to the donors, the second option is suitable. The CT should soon have open discussions with the NGO(s) likely to be involved in the project and with one or both of the donors.

The relationship between Project Team and Consultants team

7.8 This project is carried out by a Project Team assisted and advised by a Consultants Team. The institutional specialist will not go into the wisdom of the selected arrangements but will share his observations about the present effect of these arrangements. As the Project Team (PT) is not yet complete, the Consultants Team (CT) has taken up most initiatives for studies, inception report, modelling, household survey, sub-compartmental survey, liaison with other departments and together with the Project Director, much of the liaison with FPCO and other FAP projects. The Project Team (PT) has so far been mainly concerned with preparation of physical works.

7.9 This situation should not be prolonged, as it very much reduces the overall efficiency and effectiveness of the project. It is strongly recommended that the PD will indeed assume overall responsibility for **all aspects** of the project and that the CT supports him in an advisory manner, executing specific activities only in the context of overall and mutually agreed plans.

7.10 It should be understood and accepted by all parties involved that this project has physical and institutional components, as spelled out clearly in the TOR and that, in the present set up the Project Director is responsible for both. So far the responsibility for most institutional aspects have been taken up by the CT, willingly or not, because of understaffing of the existing PT. All activities aimed at sub-compartmental committees, the coordination with and involvement of other departments, the involvement of NGOs, the development of training work, will require the direct and active involvement of the PT to ensure the proper integration of all aspects. This is important, especially when it

comes to establishing an understanding with the other departments and to channelling funds to them.

7.11 The same applies even more stronger to the establishment of the proposed CPP Executive Committee. This will only succeed with full support and involvement of the PT. The purpose of this project is not to replicate existing organisational barriers but to develop and test new approaches. New approaches regarding the involvement of people and the involvement of existing organisations.

7.12 The final responsibility for the project lies with the PD and this should not be obscured by consultants stepping into an apparent programmatic or managerial void. The PD needs an enabling environment of interdepartmental and multidisciplinary cooperation to pursue these responsibilities. He may request the input from consultants where and when needed, but there should be no reversal of roles. Obviously, these matters can only be dealt with by the people concerned and their superiors. And this brings us to the final subject of the organisational arrangements around the project.

The organisational arrangements around CPP

7.13 There is no need to reiterate the instructions of the TOR. But it might be useful to describe the lines of communication and command in and around this project. Especially with a view at the (hopefully) increased involvement of the other departments and the suggested CPP Executive Committee.

The situation is understood as follows:

- * the FAP Technical Committee is in charge of this project, as it is of all FAPs;
- * the responsibility to oversee all planning, budgeting, technical assistance and progress of all FAPs rests with the FPCO, on behalf of the Technical Committee;
- * the Project Director is accountable to the FPCO for all the above issues. All aspects of the planning and progress of CPP are his responsibility, under instruction of FPCO;
- * the Consultants Team advises the Project Director where appropriate and executes specific activities, such as studies, if agreed;
- * the now proposed CPP Executive Committee will also advise the Project Director, especially on the involvement of other agencies and overall implementation in the Tangail area;
- * the Project Director is heading the Project team, which consists of seconded BWDB staff, deputed staff from various government departments and local consultants who are directly placed in this team;
- * if NGOs take up a role in CPP, they will not be considered part of the Project Team, but as a contractor: performing an agreed service.

These elements are summarized in the organisational chart in Figure 7 on the next page.

Conclusion

7.14 The further strengthening of an integrated CPP Team, with an advisory role of the Consultants Team, should have highest priority. The subject of coordination and collaboration with the other agencies and its financial and procedural implications should, at short notice, be taken up with the concerned officials in Dhaka. If required, a brief memo

can be produced by the PD, assisted by the CT, to summarize proposed procedures and arrangements. The FPCO and donors can assist by responding quickly and pragmatically.

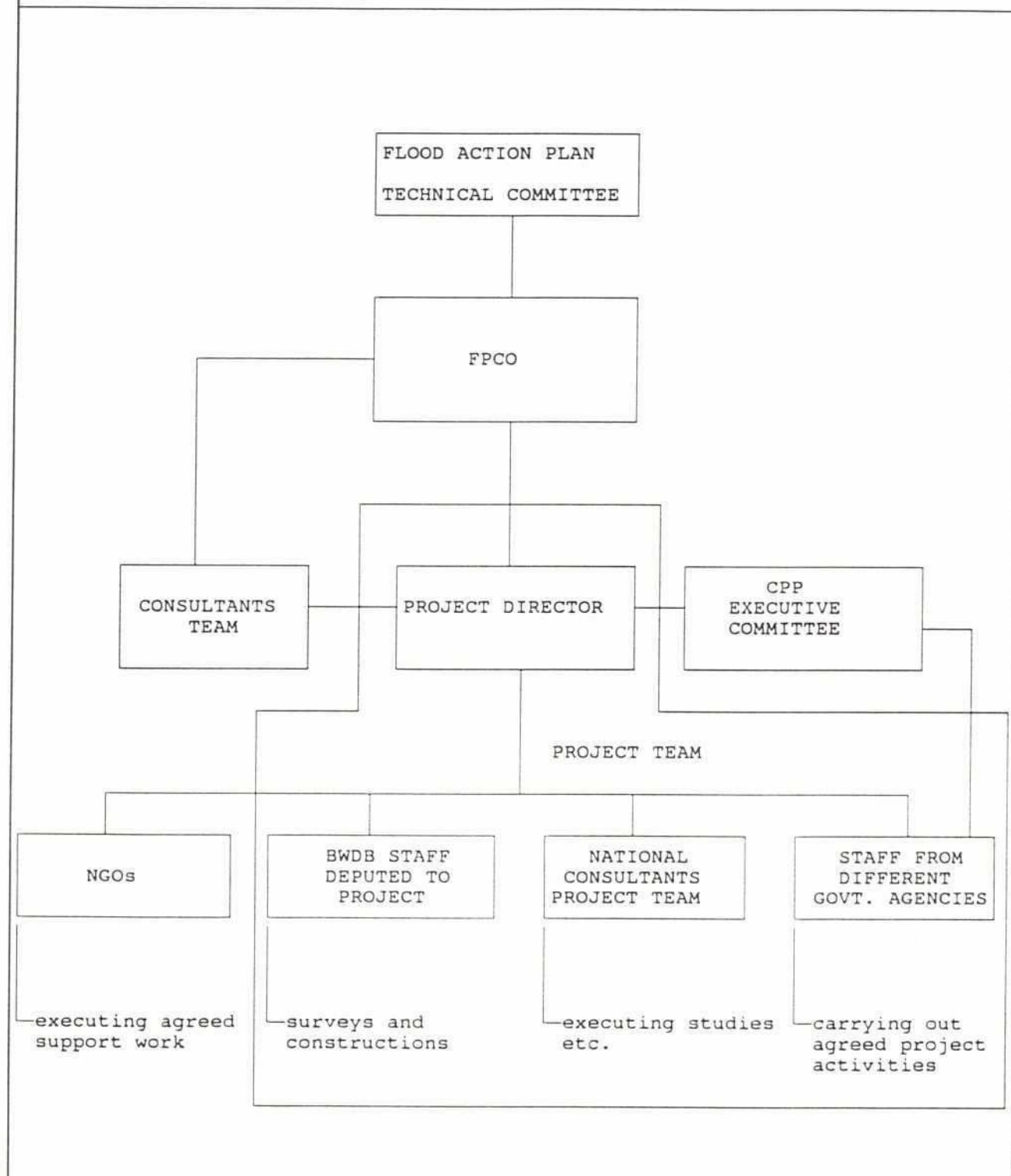
7.15 As it appears, all the discussed issues can be settled without too many complications, if only they are discussed openly and constructively. The Compartmentalisation Pilot Project is a fascinating project, with a tremendous potential of developing viable solutions to some of Bangladesh most pressing problems. The mandate to this project has been stated clearly and positively and sufficient financial resources seem to be available. The teams comprise many dedicated and competent staff. With a clear sense of direction, deliberate strategies, adequate "political support", good internal and external collaboration and sound management CPP can be a very valuable and effective project.

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Fig 7

Compartmentalization Pilot Project

organisational arrangements



APPENDICES

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B Details on inter-agency meeting. 93



APPENDIX A**Summary of the activities of some agencies in the Tangail Compartment.**

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1. Bangladesh Rural Development Board (BRDB)

A. The main responsibilities are:

1. to organise farmers into Villages Co-operative Societies, and arrange the requisition for the Societies;
2. registration of Societies;
3. to collect the weekly savings of the members in cash or kind;
4. to take care that a faithful manager is elected for each Society;
5. to control the accounts of the Societies;
6. to help the members of the societies to make a production/work plan jointly;
7. to watch on the utilisation of supervised credit;
8. to assist members to adopting improved methods of agriculture;
9. to instruct the members organising a Central Association;
10. training of the members and the office bearers of the Society;
11. to assist members and office bearers of the Society;
12. to assist members to procure different inputs;
13. to help members improving their socio-economic conditions.

B. Besides the introduction of irrigation equipment, BRDB-Tangail is not involved in water management activities.

C. Staff Position:

District:

Deputy Director - 1
Asstt. Director (Deputy Project Director - 1)
+ Secretariat Staff

Thana (Tangail side):

Thana Rural Dev. Officer -1
Asstt Rural Dev. Officer - 1
Chief Inspector - 1
Block Inspectors - 20
+ secretariat Staff

D. Available Equipment :

District:

- a. An old jeep
- b. A Duplicating machine
- c. A typewriter

Thana:

- a. Typewriter - 1
- b. Photocopier - 1
- c. Motor Cycle - 1
- d. Bicycle - 2

E. Office accommodation

District:

rented house

Thana:

own buildings.

F. Data about agricultural land and irrigation are available, as well as an Thana map.

G. After introducing controlled flooding, efforts would be made to change the socio-economic condition of the members.

- 90
- H. The role of the BRDB in a compartment will be to organise beneficiaries into rural institutions in order to channelise the required inputs, including training for improving the lot of the beneficiaries of the compartment.
- I. Contact with others:
- a. Deputy Commissioner for monthly coordination meeting and for situations needing his help;
 - b. LGEB for the design of irrigation channels of irrigated (DTW) areas;
 - c. DAE for agricultural extension;
 - d. BADC for supply of inputs and repair of irrigation equipment;
- J. The BRDB has no input in the selection of FFW projects.
- K. Present way of coordination through District Coordination Committee headed by DC is satisfactory.
- L. Coordination can be achieved better by establishing closer working relations with concerned agencies.
- M. BRDB has established contact with the villagers through village cooperatives and weekly meetings. At Thana level through training of the members, monthly staff conference and meetings with village coop managers and field visits. These are satisfactory arrangements but need to be geared up further. More budgetary allocation is needed to provide required logistic support.
- N. i. for design and location of structures, local people should be consulted.
ii. for re-excavation of khals, both beneficiaries and technical persons are to be consulted.
iii. for maintenance of embankments, local committees have to be formed and to be given responsibility.
- O. For the involvement of beneficiaries, Coop. Societies have to be formed with them so that they can participate in management directly.
- P. BRDB should take up responsibility for establishing Sub-compartment institution.
- Q. In the form of water rates, financial contribution can be realised from beneficiaries.

Union Parishads can be involved in an advisory capacity in establishing organisation. BRDB wants to participate in CPP.

2. Department of Fisheries

A. Responsibilities :

a. District level

1. Administration and control of the staff at District and Thanas.
2. Supervision of Thana Fish Projects.
3. Enforcement of Fish Act, Pond Act.
4. Treatment of Fish Diseases.
5. Advice private fish farmers for facilities development for fish culture.
6. Execution of new Jalmahal (water body) policy of Government.
7. Training of youths on fish culture.
8. Issue licence to spawn collectors.
9. Collection of data on fish from markets and fish landing centres.
10. Attendance in District Coordination Meeting.

b. Thana level

1. Extension of fishery schemes, approved by Thana Parishad.
2. ADB schemes (2nd), approved by Director of Fisheries.
3. Supervision of pond re-excavation under Thana Fishery Project and CARE.
4. Advise to private fish tank owners on modern pisciculture.
5. Execution of new Jalmahal Policy.
6. Imparting training to unemployed rural youths organised by Youth Ministry.
7. Attending Thana Coordination Meetings (now not in vogue).

B. They do not have activities related to water management.

C. Staff Position :

District:

District Fishery Officer - 1
Survey Officer - 1
Typist - 1
Peons - 2

Thana:

Thana Fishery Officer - 1
Asstt. Thana Fishery Officer-1
Field Assistant - 1
Typist - 1
Peons - 1



D. Available Equipment.

District:

Type writer - English - 1
 - Bangla - 1
Pick up - 1

Thana:

Type Writer Bangla - 1
Motor Cycle - 1
Bicycle - 1

E. Office : District : Very small Thana : OK.

F. Other equipment : at District one water pump : Thana - Nil

G. Available inter related to effects of water management.

Data available at Thana office on :

Two Jalmahals, Beels and Lakes - 7, rivers - 4, channels - 8, Tanks - 462, Fishermen Village - 14, Fishermen - 1653.

H. Future Prospect - Expects more budgetary allocation.

I. Possible role :

DFO, OFO, AUFO and Field Assistants will work on Fishery Extension in the compartment. More budgetary allocation and logistic support would not be needed. More staff will also be needed.

J. Contacts with others :

D.C. for District Coordination meeting and for Jalmahal Committee.

BRDB for training on fish culture. Private for giving advice on improved fish culture and tank management.

Ministry of Youth
impart training to selected youths, on modern pisciculture.

BADC for coordination on maintaining water level for fish in water bodies

K. FFW Programme: After excavation/re-excavation of water bodies, advice on fish culture is given.

L. No recommendation for improvement of coordination.

M. No clear opinion on beneficiary involvement in water management.

N. Opinion that Government of Bangladesh should take up responsibility for establishing institutions in CPP.

O. Union Parishad should be involved for maintenance of embankment and enforcement of fish act.

P. The beneficiaries may contribute at certain percentage of their income.

Q. Do not have idea about CPP

R. They want to be involved for introducing pisciculture if required budget allocation is made.

3. Department of Agriculture Extension (DAE).

DAE is mainly involved in irrigation. They motivate farmers, introduce irrigated agriculture by procuring irrigation equipment from BADC. The equipment is commissioned for training of farmers to use water for irrigation. Irrigation groups are organised with whom the Agricultural Extension Block Supervisors work. DAE also arranges with relevant organisations for drainage channels and re-excavation of khals, so that crop production is secured free from flood hazard. This is a section called Water Management Section under district officers of DAE but it has not been possible to make any headway in this regard, mainly due to a lack of suitable trained officers.

At Tangail, DAE has not shown any location where water management activities have been taken up.

Staff position:

There is a Deputy Director Agriculture Extension (DDAE), a Training Officer and four Subject Matter Specialists - two are for crops, plus one each for plant protection and water management. Their office, together with the Scientific Officers from the research institutes, constitute District Technical Committee (DTC). The organogram of DAE, Tangail is given below:

At Thana level, the Thana Agriculture Officer (UAO) is supported by the Subject Matter Officers (SMOS), an Assistant Agriculture Extension Officer (AAEO), a junior Agriculture Extension (JAEO) and a plant protection unit. The latter consists of a Plant Protection Inspector (PPI) a Spray Machine (SM) and two Plant Protection Mukaddams (PPM).

The agricultural extension system has tricked down to the block level - a block consisting of 8 sub-blocks comprising 600-800 farm households within a geographical area of about 800 ha. In each block there is a Block Supervisor. In Tangail Thana, there are 40 and in CPP 24 Block Supervisors. The extension services in the area operate through the nation under T & V system wherein advice is given to a pre-selected group of 10 contract farmers, with the message of for the fortnight determined by the District Technical Committee. The system also has a clearly defined chain of Command from the District Technical Committee to the Block level.

Facilities:

UAO is provided with residential accommodation. Supervisors have got residential and office facilities by renovating some of the Union seed stones constructed in the early sixties. Other officers and staff do not have official residential accommodation. There is provision for a four-wheel jeep for DAE and motor cycles for other officers. Bicycles and vehicles are inadequate.

Maps and informal data are available in the office of the Deputy Director but not in the offices of the Thanas.

Fund required for the management of official works of the Deputy Director, Agriculture Extension and the Thana Agriculture officers are insufficient.

The Department has contacts with the Local Govt Engineering Bureau, Bangladesh Rural Development Board, Bangladesh Agricultural Development Corporation, District Fishery Officer and Bangladesh Water Development Board.

It is not concerned with programmes related to FFW.

At district levels, the coordination takes place through the District Technical Committee headed by the Deputy Director of Agriculture Extension and through the District Coordination Committee presided over by the Deputy Commissioner. This arrangement seems to be adequate.

At Thana level, coordination meetings used to be held before the position of Thana chairman was abandoned. Now, this is not taking place anymore.

For CPP, the DDAE proposes that Coordination will be required at the Sub-compartment and compartment levels. BWDB and Department of Agriculture Extension are proposed to take initiatives in this regard.

Regarding kind of institutions for involvement of beneficiaries, DDAE proposes that primary associations of beneficiaries should be organised at Sub-compartment level & Secondary Association at District level. The initiative should be taken by DAE, BRDB and DOF, according to DDAE. The Union parishad chairman should be involved as ex-officio member.

About contribution of beneficiaries it has been mentioned that it might be possible to contribute by users according to their needs.

DDAE has knowledge about the CPP and wants to be involved in the Project to assist farmers to for maximising production.

The Thana Agriculture Officers have no knowledge about the project as such they have no ideas about their involvement in the Project.

4. BANGLADESH WATER DEVELOPMENT BOARD(BWDB), TANGAIL.

- A. Main Responsibilities:
1. Flood protection by constructing earthen embankments.
 2. Intake irrigation water and Flushing drainage congestion by constructing regulators and sluices to render irrigation facilities.
- B. They have responsibilities relating to water management as stated above.
- C. The water management activities are effective upto tertiary level in all projects of BWDB excepting Deep Tubewell (DTW) Projects.
- D. The water management activities are located at Ganges-Kobadak Project, Pabna Irrigation Project, Mohuri Irrigation Project, Chandpur Irrigation Project, Karnafully Irrigation Project and Teesta Project (ongoing).
- E. Problems encountered:
1. Beneficiaries mainly the big farmers are not cooperating fully with BWDB.
 2. Big farmers are creating problems for even distribution of irrigation water and collection of water rates.
- F. Present staff position at Tangail division:- Adequate.
- G. Fund situation: Not adequate for any activity.
- H. Equipment, office accommodation etc. are not sufficient.
- I. Available information relating to water management-latest up dated maps including aerial maps need to be prepared.
- J. Expect changes in regard to resources in near future Difficult to foresee but it may improve.
- K. Suggestions on the possible role of BWDB in relation to water management.
1. Rehabilitation and completion of the existing infrastructure for irrigation, drainage and flood control,
 2. Improvement of uniform water distribution, drainage system and water management techniques, and
 3. Strengthening farmers association mainly for supporting services.
- L. Actual contacts with others involved in water management- Deputy Commissioner, Tangail.
- M. Input for selection of FFW projects or similar works-FFW projects are



developed at division level and passed on to circle and then to Zone for approval.

- N. Need for coordination with other agencies - Yes.
- O. Present way of coordination is done in the monthly District coordination committee meetings chaired by the Deputy Commissioner which seems to be allright at the moment.
- P. How to improve coordination:
1. To involve beneficiaries from the planning to the completion stages of any project.
 2. Only O&M may be continued by BWDB, for which beneficiaries should bear the cost out of their output.
- Q. Present contact between BWDB and beneficiaries- virtually there is no contact at the moment but it is learnt that the gestures are being taken for the new projects. The present state of affairs is not satisfactory.
- R. How can this be improved- By involving beneficiaries from the planning stage keeping environment in tact in the project area.
- S. What responsibilities in regard to water management can be delegated to beneficiaries and how this should be organised.
- | | |
|---------------------------------------|------|
| On design and location of structures- | Yes. |
| On operation of structures- | Yes. |
| On (re)excavation of Khals- | Yes. |
| On maintenance of embankments | Yes. |
| On cost recovery. | Yes. |
- T. Institution for beneficiary involvement in water management- Beneficiary groups/cooperatives.
- U. Which agency should establish such institutions- BRDB/NGO.
- V. Should Union Parishad be involved and how: ? Yes.
1. To mobilise beneficiaries,
 2. To develop beneficiaries associations;
 3. To realise water rates; and
 4. To solve conflicts of beneficiaries;
- W. Could beneficiaries be expected to contribute to proper water management- If the project proves to be beneficial for them, they might maintain the project.
- X. What do you know about Compartmentalization Pilot Project- A method to improve the flooding and drainage situation inside the compartment.
- Y. Do you want to be involved in CPP in future- Yes.

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5. Local Government Engineering Department (LG ED), Tangail Sadar Thana.

A. Main Responsibilities :

1. Planning and implementation of rural development infrastructure
e.g. roads, bridges, culverts, growth centres.
2. FFW programmes (growth centre connecting road & structure).
3. National canal digging programme & structures.
4. Primary school construction and repair.
5. Town development infrastructures and water resources projects.
6. Construction of growth centre connecting road and structures
programme (WFP - FFW).
7. Post flood rehabilitation projects.
8. Small scale water resources projects.

B. They have activities related to water management as above.

C. Staff Position :

Thana : Thana Engineer -	01	
S A E-		02
Surveyor-		01
Draftsman-		01
Work Assistant-		04
Electrician-	01	
Accountant-		01
Acctt. Asstt.	02	
Typist-		01
Store Keeper-		01
Guard -		02
Office Asstt.	01	
MLSS.-		02

D. Available Equipment :

Thana :	
Motor cycle -	02
Office equipment-	tolerable.

E. Office accommodation - Good.

F. Needs more engineering equipment. Better to have a laboratory in each district.

G. Available information relating to water management :

Upazila Plan Book for 5 years consisting of Base map and Planning map showing roads, drainage channel, dams, irrigation facilities and land use pattern.

H. LGED may be given additional responsibility for construction and O&M of small scale water resource projects.

- I. LGED has engineering staff in each upazila and is therefore better equipped to construct and maintain water resource structures and can handle aspects of water management efficiently.
- J. FFW programme : For growth centre connecting Road programme.
- K. Present way of Coordination: At district level through District coordination committees. At Thana, no coordination committee exists after dissolution of Parishad.
- L. There is need for coordination committee.
- M. How to improve coordination:
By constituting coordination and other committees and activating them for useful purposes.
- N. Present contacts between agency and beneficiaries:
Most of the development schemes of LGED are initiated by representatives of local people.
- O. The present system of initiating schemes is satisfactory but it should be further improved as follows:
Opinion of local people should be taken for planning, designing, implementation and O&M of each scheme.
- P. Delegation of responsibilities in regard to water management to beneficiaries and organisations should be done as follows:
Firstly a Govt. staff (LGED/BADC) may be posted to the proposed project area. He with the help of Union Parishad office bearers, must convince the local people/beneficiaries. He will explain about the project/scheme and constitute a committee of all beneficiaries (i.e land owners of both high and low altitudes). After the agreement about the project between the beneficiaries committee and Government, Govt. will start the implementation of the project. In the Planning stage, detailed discussion with beneficiaries committee will be held on alignment of channel, embankment, numbers and capacity of pumps, sluice, regulator etc. Accordingly design will be completed by Govt. and Beneficiaries committee will be informed. Govt. will then start implementation phase. After completion of construction i.e in O&M phase, beneficiaries committee will take over all responsibilities of the project. In the transition period, Govt. representatives may stay there for training of beneficiary committee members on O&M of the project which should be managed by them from their own fund.

- Q. Type of institutions required for involvement of beneficiaries
As explained above.
- R. Which other agencies to be involved for formation of such institutions-
For Small scale water resource project -LGED & BADC
& for big projects - BWDB, BADC, RHD, BRDB, DAE and LGED.
- S. Should Union Parishad be involved and how :-
Union Parishad must be involved for local people's participation.
UP should be involved in all phases of the project.
- T. If beneficiaries are involved in all phases of a project, they are expected to contribute to proper water management.
- U. Do you want to be involved with this project - Yes.

6. Union Parishad

The main responsibilities of UPs are :

1. to maintain law and order;
2. to conduct trials and arbitration on local case;
3. to register births and deaths;
4. to take part in all the development works of the Government;
5. to reconstruct union roads, and to re-excavate canals, derelict banks and drainage channels.
6. to assist reconstruction of primary and Secondary Schools, Mosques, Temples etc.
7. to construct bamboo sankos (bridges) during raining season;
8. to conduct relief and rehabilitation works during distress periods
9. to enhance Health and Sanitation programmes, including family planning and Expanded Immunization Programme and installation of hand tubewells for drinking water;
10. to supervise and control markets;
11. to assist educational institution;
12. to arrange relief to poor and destitutes who approach the chairman for food, marriages for sons and daughters;
13. to arrange educational expenses for poor students;
14. to issue nationality Certificates;
15. to help the villagers to obtain shallow tube wells Deep tubewells and electrical connections;
16. to introduce annual health programmes through vaccinations;
17. to assist Government for conducting censuses;
18. to assist Union inhabitants to overcome calamities such as cyclones, storms;
19. to levy taxes for meeting UP expenses.

UP could take up any development activity if the required fund is placed. They mentioned that paucity of funds stood in the way of undertaking more welfare activities. The UP Chairman and the Members are elected representatives, People approach them with requests for help, for undertaking suitable development activities. The Chairman & members live closer to people and people have access to them easily compared with any Government agency or organisation.

GALA UNION PARISHAD :

- A. Main Responsibiliteis:
1. To undertake relief operation, when needed.
 2. To maintain law and order.
 3. To undertake development works such as construction and maintainance of rural roads,khals, drainage channels, bamboo sanko (bamboo bridge) embankment,excavations etc.
 4. To try cases.
 5. To buy and realise taxes, rates etc.
 6. To organise meetings
 7. To assist in Rural Maintanance Programmes.
- B. Problems encountered:
1. Lack of fund.
 2. Collection of taxes not satisfactory.
- C. Staff Position:
- | | |
|---------------|---|
| Chairman- | 1 |
| Ward Members- | 9 |
| Secretary- | 1 |
| Dafader- | 3 |
| Chowkider- | 6 |
- D. Present fund situation:
From Government : Works programme fund Tk. 10,000-20,000/- Tax collection about Tk. 8,000/- in 1990.
- E. Available Equipment - Bicycle- 1, TV-1,Sewing machine-2.
- F. Do you expect any change in future - It depends on Government's attitude. However, if the Government desires to develop local Govern-ment, this can be done with proper Government support.
- G. Contacts with Departments / agencies.
The Union Parishad has established contact with concerned Government departments and agencies including NGO's mainly CARE for Rural Maintenance Programmes (RMP).
- H. Union's input the selection of FFW activities-
The Union parishad identifies projects on priority basis and schemes are prepared by Programme Implementation Officer and LGED, after the approval of which by the competent authority, necessary quantity of wheat is allotted for undertaking the work.
- I. Any need for coordination with GOB agencies - Yes.
- J. Present way of coordination - No coordination meeting is held at present but the Chairman thinks that it is very essential.

- K. Present system of contact between UP and groups of people -
there is no fixed arrangement for this.
- L. What responsibilities in regard to water management can be delegated
to UP and how this should be organised - Excavation and
construction works can be handled by UP, maintenance works can be
under-taken by people's organisation instituted by UP.
- M. How should issues of water management that concern more than one Union
be settled-
By holding meetings between concerned Union Parishads.
- N. What responsibilities in regard to water management can be delegated
to beneficiaries and how this should be organised-

UP can organise beneficiaries to do the required types of works
for water management.
- O. What kind of institutions might be developed for involvement of
beneficiaries in water management -

Village based organisation of beneficiaries should be developed.
- P. Could beneficiaries be expected to contribute to proper water manage-
ment and if so, how -

Yes, through motivation first by asking them to contribute labour
and then gradually realising taxes, water rates etc. this can of
course, be done, if the project is beneficial to affected people.

KARATIA Union Parishad.

- A. Main responsibilities :
1. To arrange relief to poor and destitutes who come to U.P. for food, monetary assistance for marriages of grown up daughters/girls.
 2. To defray educational expenses of poor students.
 3. To issue nationality certificates.
 4. To undertake development activities.
 5. To help villagers obtain shallow tubewell, deeptube well, electric connection etc.
 6. To arrange care for health of humans and animals.
 7. To assist control of epidemic diseases
 8. To assist introduction of birth control measures and Expanded Immunization Programme.
 9. To help attaining targets for Universal Education programme.
 10. To hold monthly coordination meetings attended by Bank Managers, family planning Assistants, Expanded Immunization Programme Health Inspectors, Rural dispensary Medical Assistants, UP Member (nine), Primary school Representatives; some times senior Government officials such as the Deputy Commissioner, Thana Nirbahi officer, Thana Health and Family Planning Officer also attend.
- B. The Chairman stated that the Union Parishad is a welfare activity institution. The whole effort is to help people develop and mitigate the sufferings, when needed.

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PORABARI: UNION PARISGAD

- A. Main responsibilities
1. To hold weekly conciliation court.
 2. To levy and realise UP tax.
 3. To maintain roads, canals, drainage channels etc. through WFP and FFW funds etc.
- B. Present actual activities related to water management -
No actual activity except some discussion in UP meetings.
- C. Implementation of activities -
Embankment cum road : Karatia Silimpur embankment built by BWDB and maintenance also by BWDB, From RMP, works are done in the embankments.
- D. Any Problems :
1. Emergency situation during flood season, when breaking of embankment happens, local fund is not adequate.
 2. Neither thana Officers nor BWDB Officers could come forward when flood emergency occurs but UP rushes with whatever it has to help the affected people.
- E. Staff Position : Secretary - 1, Dafader- 2, Chowkider-5,
Salary: Secretary= Tk. 700/-, Dafader-200/-, Chowkider- 150/- per month.
- F. Available equipment:- No transport, No type writer.
- G. Accommodation:- A tinroofed construction is available, UP is new, came into being in 1988.
- H. Do you expect any change in regard to resources in the future -
Development Fund obtained in 1989-90 for Tk. 9000/- Governemnt subsidy in 1990-91 about tk. 14000/-.
- I. Contacts with government agencies involved in water management- It has established contacts with concerned Government department, agencies and NGOS.
- J. Union input in selection of FFW -activities :
Project identification is done by union Pariahed then the project is

prepared by Programme Implementation Officer of the thana and sometimes directly prepared by donors such as CARE, WFP with the assistance of UP.

- K. Present way of coordination - Good people from villages assists in achieving cooperation and coordination for executing programmes such as road and embankment construction and also for obtaining land, earth for these purposes.
- L. Present coordination is satisfactory but there is need for better coordination.
- M. Present system of contact between Union and groups of people- It is existing Grameen Bank has created organisation for landless. It takes help of UP when needed, specially for realisation of arear loan fund. The Chairman proposes that all organizations trying to form institutions should be brought under the fold of UP for effective coordination.
- N. What responsibilities in regard to water management can be delegated to Union and how this should be organised -
1. Advice on planning of embankment, drainage and structure for location.
 2. Supply of labour.
 3. Solution for disputes and conflicts.
 4. Maintenance of structures.
 5. Levy and collection of water rates, taxes for maintenance of structures.
 6. Coordination of various types of Groups formed by BRDB, NGO, Grameen Bank etc.
 7. Assist in preparation of local annual plan.
- O. How should issues of water management that concern more than one Union be settled -
1. The Chairmen who have maximum area in the project will chair the meeting and ward members of other affected unions will attend as members.
 2. For annual planning, all Chairmen of affected Unions and ward members will sit to contribute for development plan.
 3. At times, Chairmen of all affected unions and ward members will sit in a meeting to review progress of work.
- P. Could beneficiaries be expected to contribute -
- Beneficiaries are expected to contribute, if the project proves to be beneficial.
- Q. Do you want to be involved in CPP - Yes.

Pathrail Union Parishad

Pathrail UP has no office building of its own. They hold office in a rented building. Govt contribution of fund is very small compared to the local necessity. Last year about Tk 10,000/- was available for development activities. Tax was levied for Tk 50,000, but realised was Tk 20,000/-. Cost also contributes 50% salary of Staff.

Staff position:

Secretary - 1 (known as Principal officer),

Dafadar - 3 and

chowkidars - 6,

I harudas (Sweeper) - 1

The UP does not have any office equipment or machine, but some furniture as chairs, tables and benches.

There is an UP area map and no other maps. UP has contact with LGEB, R & H, UNO, DC, and at times with Govt agencies or organisation when need arises.

Union's inputs in Selection of FFW activities have generally been in Road Construction (CARE) The schemes are selected by UP. The indications are given to UNO who gets the Schemes prepared by Project Implementation Officer for onward transmission to DC's office for further processing.

Monthly Coordination Meeting is held, which is attended by concerned Bank Manager(s), Family Planning Assistant, Health Inspector of Expanded Immunization Programme, Rural dispensary Medical Assistant one of two Primary School Teachers representatives and UP Members. Sometimes Deputy Commissioner UNO'S and UZ Health & Family Planning officer attended.

In the Coordination meeting, matters related to outgoing development activities of the Union are discussed. Also new activities are prepared. Proceedings of these meetings are sent to DC with copy to UNO.

For involvement in CPP, the chairman wanted to assist the project through mobilising rural people and to disseminate the knowledge about the project.

6. Inventory of NGO's and Semi-Autonomous Bodies Working in Tangail District

NAME OF THE NGO	ADDRESS	TYPE OF NGO	NATIO- NAL H.Q.
Agcaran Mohila Kallayan Samity	Vill. Agcaran, P.O. Ballah Bazar, U.Z. Kalihati, Tangail	Incorporated with Dept. of Women Affairs	Kalihati
Al-Madina Manab Kallayan Songstha	Vill & P.O. Elasin, U.Z. Delduar, Tangail	Local	Elasin
Bangladesh Distressed Dev. Organization (BDDO)	Sabalia, Tangail	Local	Tangail
Bangladesh Employment Re-habilitation Organization (BURO)	Kulsum Villa, Beparipara, Bajitpur Road, Tangail	Local	Tangail
Bangladesh Family Development Organization (BFDO)	Mymensingh Road, Sabalia, Tangail	Local	Kalihati
Bangladesh Mohila Samity	Club Road, Tangail	incorporated with Dept. of Women Affairs	Tangail
Bangladesh Mujliem Mission	Battola, U.Z. & Dist. Tangail	Local	Tangail
Bangladesh Rural Development Board (BRDB)	B.B. School Road Tangail	National, Semi Autonomus	Dhaka
CARE	Ashekpur, Tangail	International	Dhaka
Concerned Women for Family Planning (CWFP)	Thanapara Road, Tangail	National	Dhaka
Delduar Islami Samaj Kallayan Samity	Vill. Barapakhia, P.O. & U.Z. Delduar, Tangail	Local	Delduar
Diabetic Association	Mymensingh Road, Near Sadar Hospital, Tangail	Local	Tangail
Disharee (Mohila)	U.Z. Bashail, Tangail	Local	Bashail
Food For All (Branch of UST)	Shibpur, Tangail Sadar, Tangail	National	Dhaka
Gona Seba	U.Z. Bashail, Tangail	Local	Bashail
Grameen Bank (GB)	Choto Kalibari Road, Tangail	National	Dhaka

Nari Kallayan Protisthan (Mohila)	East Adalatpara, Tangail	"	Tangail
Polly Progoti Songstha	Vill & P.O. Goshaijoir, Tangail Sadar, Tangail	Local	Goshaijoir
Polly Progoti Samaj Unnayan Songstha	Purba Registry Para, Tangail	Local	Tangail
Polly Unnayan Kosh	U.Z.Delduar, Tangail	Local	Delduar
Samajik Satu Bandhan Progotishel Gosti	Deola, U.Z. Tangail Sadar, Tangail	Local	Tangail
Society for Social Service(-SSS)	Mymensingh Road, Tangail	Local	Tangail
Social Development Songshad (SDS)	Deola, Tangail	National	Tangail
Socio-Economic Development Organization (SEDO)	Aiechara Bazar, Bashail, Tangail	Local	Aiechara Bazar, Bashail
Social Development Programme (SDP)	Vill. North Tarutia, P.O. Gharinda, Tangail Sadar, Tangail	Local	Bashail
Sukhinir	Victoria Road, Tangail, 1st floor of Sramik Office	Local	Tangail
Unnayan Sahagogi Trust (UST)	Vill & P.O. Shibpur, Tangail Sadar, Tangail	National	Dhaka
Village Development Program/Centre (VDP)/(VDC)	U.Z. Kalihati, Tangail	Local	Kalihati



fn

8. QUESTIONNAIRE PRELIMINARY INSTITUTIONAL SURVEY:

GOB agencies: BRDB, DAE, LGEB, DOF, BWDB,
(LIVESTOCK), (R&H), (BADC)
and NGOs: Care, SDS, ASA (?)

date:.....
agency:.....
location:....
name:.....

1. Name of agency:
- 2.a. What are its main responsibilities:
- 2.b. Any responsibilities somehow related to water management (=any aspect of land and water use):
3. Present **actual** activities related to water management:
4. Implementation of these activities (location, frequency, duration, etc):
5. Any problems encountered:
6. Present staff position:
7. Present fund situation: general and in particular related to activities under question 3:
8. Available equipment (nature, condition, control, etc):
transport:

office accommodation:

other equipment:
9. Nature and scope of available information related to aspects of water management (maps, survey data, informal data)

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10. Do you expect changes in regard to resources in the near future (e.g. new activities, changes in budget):
 11. Do you have any suggestions on the possible role of your agency in relation to some aspects of water management (please be detailed):
 12. What are the actual contacts with other agencies involved with water management (nature, frequency, scope, quality)
DC:
LGEB:
BWDB:
DAE:
BRDB:
BADC:
DOF:
DOE:
R&H:
private sector:
NGOs:
any others:
 13. Does your agency have any input in selection of FFW-projects or similar works (if so, please explain):
 14. Is there any need for coordination with other agencies:
 15. Present way of coordination:
 16. Is this satisfactory or is there a need for improvement:
 17. How to improve coordination:
(at what level, what form, who should take initiative):
 18. What are the present contacts between the agency and beneficiaries (which categories, which contacts, frequency, what are the issues):

19. Is this satisfactory or not?
20. How can this be improved?
21. What responsibilities in regard to water management can be delegated to beneficiaries and how should this be organized (**detailed suggestions please!**):
 - on design and location of structures:
 - on operation of structures:
 - on (re-)excavation of khals, etc.:
 - on maintenance of embankments:
 - on cost-recovery:
22. What kind of institutions might be developed for the involvement of beneficiaries in water management (**detailed suggestions please!**):
23. Which agency should take up the responsibility for establishing such institutions:
24. Should the Union Parishad be involved and how:
25. Could beneficiaries be expected to contribute to proper water management and if so, how:
26. What do you know about the Compartmentalisation Pilot Project:
27. Do you want to be involved with this project in the future and if so, how:

Thank you very much for your time and suggestions!

9. QUESTIONNAIRE PRELIMINARY INSTITUTIONAL SURVEY

Unions:

UZ TANGAIL: GALA, GHARINDA, KARATIA, DANYA, BAGHIL,
SILIMPUR, PORABARI, TANGAIL, POURASHAVA
UZ DELDUAR: PATHRAIL, ATIA
UZ BASAIL : KASHIL

date:.....

union:.....

person:....

1. Name of union:

2.a. What are the unions main responsibilities:

2.b. What are the unions responsibilities related to the use of land and water:

3. Present **actual** activities related to water management:

4. Implementation of these activities (location, frequency, duration, etc):

5. Any problems encountered:

6. Present staff position:

7. Present fund situation: general and in particular related to activities under question 3:

8. Available equipment (nature, condition, control, etc):
transport:

office accommodation:

other equipment:

9. Nature and scope of available information related to aspects of water management (maps, survey data, informal data):

10. Do you expect any changes in regard to resources in the future (eg new activities, budget changes):
11. Contacts with government agencies involved with water management (nature, frequency, scope, quality, etc):
DC:
LGEB:
BWDB:
DAE:
BRDB:
BADC:
DOF:
R&H:
DOE:
NGOs:
private sector:
others:
12. What has been the union's input in selection of FFW-activities or works of a similar nature in the past few years:
13. Any need for coordination with GOB agencies:
14. Present way of coordination:
15. Is this satisfactory or is there a need for improvement:
16. How to improve (at what level, what form, who should take initiative):
17. What is the present system of contact between the union and the various groups of people within the area: (which categories, which contacts, frequency, what are the issues):
18. Is this satisfactory or not?
19. How can this be improved?
20. What responsibilities in regard to water management can be delegated to union and how should this be organized (**detailed suggestions please!**):

How should issues of water management that concern **more than one union** be settled:
(please be detailed)

21. What responsibilities in regard to water management can be delegated to beneficiaries and how should this be organized (**detailed suggestions please!**):
 - on design and location of structures:
 - on operation of structures:
 - on (re-)excavation of khals, etc.:
 - on maintenance of embankments:
 - on cost-recovery:
22. What kind of institutions might be developed for the involvement of beneficiaries in water management (**detailed suggestions please!**):
23. Which agency should assist in establishing such institutions:
24. Could beneficiaries be expected to contribute to proper water management and if so, how:
25. Do you know of any NGO active in this union:

Could this NGO take up any role related to organizing or educating people in regard to water management:
26. What do you know about the Compartmentalisation Pilot Project:
27. Do you want to be involved with this project in the future and if so, how:

Thank you very much for your time and suggestions!

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APPENDIX B: DETAILS ON INTER-AGENCY MEETING

On 30/3/92 a meeting, sponsored by the Tangail DC and convened by the CPP Executive Engineer was held with the various government departments relevant to CPP. Herewith the briefing notes and minutes of this meeting are reproduced.

Discussion note, Institutional Aspects of the CPP in Tangail.	94
Paper 1, Outline for experimental Sub-compartment Committees.	97
Paper 2, Suggested approach towards a Project Advisory Board.	98
Paper 3, Suggestions for Collaboration between CPP and Agencies	99
Minutes of meeting on 30th of March 1992 (not yet approved).	100

INSTITUTIONAL ASPECTS OF THE COMPARTMENTALISATION PILOT PROJECT IN TANGAIL

discussion note for the meeting of 30 March 1992, 10.00 hrs.

1. Introduction

The Compartmentalisation Pilot Project (hereafter: CPP) aims at developing, testing and implementing appropriate water management systems. Central to this is the concept of a **compartment**: a geographical and hydrological unit in which controlled flooding and drainage takes place in order to provide a more secure environment and improve the quality of life for farmers, fishermen, urban dwellers and others. The beneficial effects of floods will be maintained but the negative effects will be moderated with the help of physical structures such as embankments, regulators, drainage facilities. This is, to Bangladesh, a new approach of finding an effective and dynamic balance between total closure (as in a "polder") and total openness ("living with floods").

The CPP, as an experimental part of the nation-wide Flood Action Plan, is a true pilot project: helping to define a balanced and effective approach to water management inside compartments. Effective in taking into account all aspects of life within and around the compartment. And effective by building on the specific and combined strengths of existing organisations. And most of all effective by really involving those whose livelihood is at stake: the people inside these compartments.

CPP needs your suggestions and active collaboration to tackle this ambitious task. In isolation we can not understand and deal with all aspects of compartmentalisation. As a time-bound project we can not develop **lasting** physical and organisational arrangements without genuine coordination and collaboration of your agencies. Each of us has a piece of the puzzle which we can only solve together.

We now request your special attention now for three institutional questions:

- a) what can be effective arrangements for the **involvement** of beneficiaries from the lowest level upwards?
- b) what are the best arrangements for **coordination** between all agencies that are somehow involved with aspects of compartmentalisation and the CPP?
- c) how to arrange for efficient **cooperation and staff input** by all concerned agencies towards CPP?

To start discussion we present some preliminary ideas on each of these issues.

2. The involvement of beneficiaries

The management of water in a subcompartment or compartment affects most of all the farmers, fishermen, men and women living in that area. So they should be actively involved in decisions and activities regarding such a compartment. This includes: the design and planning of structures (embankments, sluices, drainage channels, regulators, etc), their operation and maintenance, their monitoring and evaluation. And, wherever possible also: the recovery of a portion of the costs of operation and maintenance.

Such involvement from the local level does not happen spontaneously or always smoothly. Suitable forms for this kind of participation need to be developed and support is required for their functioning. CPP intends to develop and test such forms and again needs your views and resources in this process.

First of all the choice of the form of participation: should we proceed and form structure committees as has been tried earlier? Or should we perhaps aim at the formation of **water management groups** that will make choices regarding flooding, drainage and related issues for a sub-compartment? If so, how should such water management groups be composed: of representatives of the various categories of farmers, fishermen and perhaps others? What can be the role of ward members, the Union Parishad chairman and the local government staff (especially of DAE, BRDB, BWDB)??. What would be the role for khalashis? What could be the relationship between such groups and the Union Council and Upazilla?

And moving to the next level: how can the views and interests of such local groups be harmonized in a wider area of a compartment. It is clear that such interests will not always coincide but choices need to be made regarding placing and operating larger structures. Would a system of a **compartmental water board** with representation of the local groups as well as of BWDB, DAE, DOF and other agencies be suitable? We request your advice. Not only on suitable formulas, but especially on the approach CPP should now take to test and develop such formulas.

3. Coordination among concerned agencies

It is clear that CPP can only explore compartmentalisation with regular and meaningful coordination with the following institutions:

District and Upazilla Administration, BWDB, DAE, BRDB, LGEB, Fisheries, Roads & Highways and BADC.

We want to avoid over-emphasis on the civil engineering aspects and we need guidance and commitment from all these relevant GOB agencies. But we do not want to create another layer of bureaucracy and lose the flexibility of this pilot project. Nor do we want to overburden you and your staff.

What we now propose is the formation of a **Project Advisory Board** at Tangail District level in which all of the above institutions and the project are represented. This Board, meeting monthly or bi-monthly, will review general progress, will help to liaise between CPP and the various government agencies and will provide advice to the project. Initially the Board will be composed from the six agencies at district and Upazilla level and the project, but its composition can change with the evolution of the project. For example: it is conceivable that at some time NGOs would find a place here. Or that beneficiaries will select representatives to this board.

We do not want to be too detailed now. But we do want to invite your comments and suggestions on how all concerned agencies can assume a long-term role in general guidance to this project through such a Board.

4. Practical cooperation and staff input

A project of course is more than policy-making; it is also down to earth practical work at different levels. So we need not only your advice and guidance at the level of the Project Management Board, we also need very practical and regular involvement of some of your staff. The project has a number of full-time staff of its own: BWDB-staff and consultants. However we need to

ensure real integration with your agencies and getting the benefit of the expertise and other resources in your agencies. For this purpose we want to request regular involvement of selected staff at district and/or upazilla level in specific project activities. This is foreseen in the project agreement as a contribution by the Government of Bangladesh.

These selected staff will take part in project activities on a part-time basis. This can be a for day per week, for a week per month or for some other agreed period. The activity would of course fall within the scope of activities of the concerned agency and the project and should be specifically agreed. Regular costs will be met from your departmental budgets, but any special expenses related to the project should be born by CPP. Again: we do not want to be more detailed at this stage, before getting your response to this proposal

We request you to prepare your suggestions (if possible in writing) and we look forward to stimulating discussion and constructive decisions.

PAPER ONE

OUTLINE FOR EXPERIMENTAL SUB-COMPARTMENT WATER COMMITTEE		
name:	Water Committee	
6 or 7 members from interest groups:	1 high land farmer 1 medium land farmer 1 low land farmer 1 fisherman 2 landless (1 urban dweller)	2 out of 3 farmers should be small farmers (< 1.5 acre). Urban dweller only where applicable.
4 members from technical government departments:	2 Block supervisors DAE 1 Block inspector BRDB 1 section officer BWDB	selected on interest selected on interest involved in nearest project
3 members from local government:	3 ward members	from concerned wards
1 member from NGO active in area	1 NGO representative	most active in area
membership total:	13 or 14 members	slight fluctuation
convener/chairman:		experimental
role A: planning and operation of structures	1. supervise operation and maintenance of all minor structures 2. monitor all government input related to water 3. establish structure committees if required	
role B: advice and supervision of water management	1. advice on design and rules subcompartment 2. advice on water management of the sub-compartment 3. settle conflicting interests	
role C: mobilisation of resources	1. negotiate with LGEB/BWDB on local contribution 2. mobilize labour input for constr/excavation 3. control local funds for minor structures 4. advice on water management tax to Union/UZ 5. advice to Union on water related budget	
role D: representation to higher levels:	1. ward members have dual role anyway 2. DAE/BRDB block staff feed info to UZ level 3. Water Committee selects 1 member to CWMB as formal representative	
how to start:	1. training/ guidance by CPP specialists to concerned BRDB/NGO/-DAE staff 2. support from DC & UNOs 3. campaign by BRDB/DAE 4. campaign by selected NGO 5. involvement BWDB staff	
how to monitor:	1. monitoring by CPP specialists 2. regular review at sub-compartmental level 3. regular review at UZ level 3. regular review by CWMB 4. evaluation study in 2 years	

PAPER TWO

Suggested approach towards a Project Advisory Board for the Tangail Compartmentalisation Pilot Project		
Initial name:	Tangail CPP Project Advisory Board	
Initial Members:	From District:	From Tangail and Delduar Thana:
Dep. of Agriculture	Deputy Director	2 DAE Officers
BRDB	Deputy Director	2 Rural Dev. Officers
LGEB	District Engineer	2 UZ Engineer
Dep. of Fisheries	District Fisheries Officer	2 UZ Fisheries Officers
Dep. of Livestock	District Livestock Officer	2 UZ Livestock Officers
Dep. of Roads & Highways	Executive Engineer Dt. level	
BWDB	Executive Engineer	Incidental
Tangail Pourashava	Pourashava Chairman	
Establishment Division	Additional Deputy Commissioner	2 UZ Nirbahi Officers
NGOs	2 NGO Directors	Incidental invitation
C.P.P.	Project Director Instit. Development Specialist	Incidental invitation
to be added in due course: (when Sub-compartment Committees have been established)	representatives from each of the Sub-Compartments (approx. 12x1) possibly: special interest groups (industry, environment)	
number of members:	initially: 24	over time: approx. 36
Role: (Project Advisory Board)	<ol style="list-style-type: none"> 1. To review progress of the CPP Tangail project 2. To advise the Project team on policy matters 3. To facilitate coordination between CPP and Departments 4. To review scenarios developed by CPP 5. To guide practical collaboration with government departments 6. To facilitate linkage between CPP and concerned Thanas 7. To advice on the establishment of Sub-Compartmental Water Committees 8. To advice and assist in the establishment of the Compartmental Water Management Board 9. To serve as the nucleus for the CWMB. 10. Forum for training on integrated water management 	
How to establish:	<ol style="list-style-type: none"> 1. Invite contributions from concerned department 2. Establish global consensus in Tangail 3. Finalize outline on composition, role, etc. 4. Invite comments FPCO, Donor agencies. 5. Arrange for formal support from Dhaka 6. Opening seminar with specialist presentation 7. Establish working group to finalize practicalities 8. Start meeting monthly by September 	

PAPER THREE

SUGGESTIONS FOR COLLABORATION BETWEEN CPP AND AGENCIES		
objective	form/mode	comment/question
A. Coordination	<ol style="list-style-type: none"> 1. Participation in Project Advisory Board 2. Sharing progress reports 3. Mutual information on new initiatives 4. Exchange of information on staffing 5. CPP to attend DDC meetings 	<ul style="list-style-type: none"> * Does this need approval from Dhaka? * No unnecessary paper-work!
B. Use of expertise of District Staff	<ol style="list-style-type: none"> 1. Review CPP technical notes 2. Complement and comment on Survey results 3. Respond to requests for specific data 4. Review scenarios developed by CPP in coming months 6. Contribute to seminar on water management in September 5. Instruct UZ staff to assist (below) 	<ol style="list-style-type: none"> 1 and 2 take time and require intensive contact 3 needs clear agreement 4 Sensitive and demanding task
C. Use of expertise and contacts UZ staff	<ol style="list-style-type: none"> 1. Review sub-compartmental survey 2. Provide info on field-staff 3. Provide info on field activities 4. Invite CPP into planning meeting 5. Assist in monitoring 6. Assist in consultation process 7. Assist in formation water committees 8. Assist in training water committees 9. Help to identify NGO activities 10. Instruct field staff (below) 	<ol style="list-style-type: none"> 1 requires good knowledge of area most activities require incentives 4 requires planning 7 is sensitive task 8 requires skills
D. Use of field staff	<ol style="list-style-type: none"> 1. Collaborate in institutional survey 2. Identify informal groups and informal leaders 3. Advice on boundaries sub-compartments 4. Take part in formation water ctees 5. Assist in guidance water ctees 6. Assist in monitoring water ctees 7. Pass on problems on water management to CPP staff 8. Identify NGO activities 	<ul style="list-style-type: none"> * Many activities require strong interest and incentives! * Training required for some activities * Risk of conflicting responsibilities * No resources available to field staff
E. Develop training package on compartment-wise water management	<ol style="list-style-type: none"> 1. Departmental experts attend brain-storming session 2. Experts draft contributions 3. Experts review texts 4. Experts conduct sessions 	<p>Incentives...</p> <p>Expenses....</p> <p>Who will guide this?</p>
F. Conduct joint research	<ol style="list-style-type: none"> 1. Share trials/demonstrations 2. Form task force for research per subject area 3. Make joint study tours 	<ul style="list-style-type: none"> * Joint funding possible? * CPP specialists to share expertise

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2nd Draft

**Minutes of meeting held on 30th March, 1992 at Conference room
of D.C. Tangail in connection with 'Institutionalisation' for
Tangail Compartment of Compartmentalization Pilot Project, Tangail**

Chairman : D.C., Tangail

Guest : Project Director, CPP, BWDB, Tangail.

Participants present : As per enclosed list.

Discussion:

Deputy Commissioner, Tangail welcomed the participants and initiated the discussion. Project Director, Compartmentalization Pilot Project briefly narrated the background of Flood Action Plan (FAP) and FAP-20. Later on, Team Leader presented the present status of FAP-20 in respect of developing the scenario of the project and finally Dirk Frans elaborated on people's participation in the project.

Mr. Martin, then outlined the points on how institutionalisation can be generated in Tangail Compartment.

Deputy Commissioner, Tangail read the paper-I (submitted by Martin) and opened the floor for discussion. In developing 'Water Committee' from interest groups, it has been decided that one woman from farmers group or landless group may be included.

In reinforcing, the above, mentioned Committee from Technical Govt. Department, it has been decided that instead of, proposed '2 Block Supervisors of DAE' it may be decided as 'Block Supervisors of DAE' and similarly, for BRDB component instead of, proposed 'Block Inspector of BRDB' may be amended as 'Block Inspectors of BRDB'. As regards BWDB components concerned sectional officer will be member of water committee.

As regards, the contribution from local Government all the ward members within the sub-compartment will be member of the committee. One representative from NGO may be included in the committee thereby making the total no. of member from 13 to 14. It has been decided that the Chairman of 'Water Committee' would be selected from the U.P. Chairman relating to the sub-compartment or the selection would be made by the members in case of more than one U.P. Chairman relating to the sub-compartment.

Deputy Commissioner, Tangail then opened the floor for discussion on paper no. 2. Mr. Martin, disclosed the fact, that he is proposing to form 'Project Advisory Board' D.C./Tangail then asked from the participants to comment on the nomenclature, in respect of, its role. Then, Project Director clarified that before the 'local water management board' would be framed as per the suggestion of FAP-26, the temporary committee at compartmental level need be framed and suggested that the name may be re-named as 'Tangail Pilot Project Implementation and Coordination Committee' at the level of compartment.

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In this committee, it has been decided, both from District and Thana, the Govt. Department would contribute like Department of Agriculture would provide Deputy Director and two DAE officials: BRDB would provide Deputy Director and 2 Rural Development officials: LGEB would provide Executive Engineer and 2 U.Z. Engineers: Department of Fisheries would provide District Fishery Officer and 2 U.Z. Fishery Officer; Department of Livestock would provide District Livestock Officer and 2 U.Z. Livestock Officer; Department of R&H would provide Executive Engineer, BWDB would provide concerned Executive Engineer.

As regards, its contribution from Tangail Paurashava, the Chairman/Administrator will be the member while from Establishment Division ADC (G) and 2 U.Z. Nirbahi Officers will be the member. Total member being initially 29.

To define the Chairmanship of this committee, UNO/Tangail proposed the name of 'Deputy Commissioner'. His proposal, is supported by DD/BRDB, all other participants remaining silent. Project Director, suggested that if D.C. is made the Chairman of such committee, then concerned Executive Engineer of Pilot Project would be the member/member secretary but no concrete decision is taken on this issue.

Deputy Commissioner, then summed up the discussion and the Executive Engineer, Tangail Compartment gave the vote of thanks.

Finally the meeting is concluded
at 13-30 hours.

