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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

COMPARTMENTALIZATION PILOT PROJECT (FAP 20)

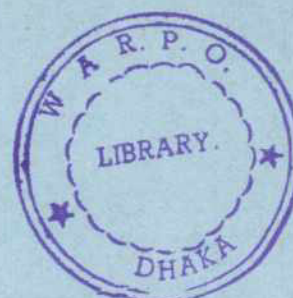
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SIRAJGANJ CPP INTERIM REPORT

ANNEX 7: INSTITUTIONAL AND TRAINING ASPECTS

(FINAL DRAFT)

June 1993



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

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ANNEX 7: INSTITUTIONAL AND TRAINING ASPECTS

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1 INTRODUCTION

1.1 General

Some 8 months after the production of the Interim Report on the Tangail Compartment, the time has come to submit the Interim report on Sirajganj Compartment. While many characteristics of the two compartments are different and need to be reported in their specific detail, a number of aspects are similar. And, equally important, substantial elements of the proposed approach in regard to institutional and training aspects are the same. This is because these reflect the general mandate and the approach developed within CPP so far.

This means that there is no point in repeating a number of the more general observations made in the previous Interim Report or presenting in equal detail the over-all analysis and conceptual framework developed for the institutional aspects of compartmentalization. In this Annex only the main features of the proposed approach will be summarized, to the extent these seem valid for Sirajganj. A number of more specific approaches which have developed since the previous report will be elaborated.

These approaches have been developed in discussion with the concerned parties, both in Tangail and in Sirajganj, as well as with agencies and individuals elsewhere. They concern in particular the following issues:

- * the definition and formation of Water Users Groups (WUG);
- * the involvement of various agencies in implementation of compartmentalization strategies;
- * the selection and involvement of Landless Cooperative Societies (LCSs) and Earth Maintenance Groups (EMGs) in execution of physical works;
- * contents, scope and organisation of training;
- * the involvement of Thana level Government staff;
- * use of communication and publicity resources.

At the same time, this report will take up the observations, questions and concerns that have been voiced in response to the first report on institutional aspects. That report has benefitted from detailed feedback from FPCO and the various experts associated with it. This feedback, while generally supporting the proposed institutional strategies, has put forward a number of critical questions and comments. The discussion has focused around a number of issues, of which the most important are the following:

- * status and scope of FAP 20 as a **pilot project**;
- * composition, name and role of the proposed Executive Committee;
- * phasing of the various activities
- * strategies for cost-recovery;
- * the long term perspective on institutional arrangements;
- * priorities for training;
- * monitoring and evaluation;
- * allocation of O&M responsibilities;

Instead of producing general, separate papers in response to the FPCO comments, we have opted for incorporating these comments and the guidance given, in this Annex. In this regard this report can also be seen as a sequel to the previous one, hopefully with some wisdom and focus added. In addition we have made a special point of reflecting on the experience we gained in the 8 months since the earlier proposals were developed. In

our view CPP is a pilot project which should learn as it goes. In the next chapter the lessons from this experience are briefly presented, and the practical implications for Sirajganj are spelled out.

Taking all of the above into account, this report will, of course, present the Sirajganj situation and the recommendations that, are relevant in that context. This is elaborated down to proposed budgetary and implementation arrangements and a time-schedule for proposed activities for the next two and a half year is given.

1.2 Guiding concepts

CPP as a project has to go through a number of steps in order to develop, test and consolidate effective institutional arrangements that will make water management within compartmental and sub-compartmental boundaries possible. For this the following stages for this project can be distinguished:

1. The establishment of regular patterns of cooperation and coordination with a variety of government agencies, in support of the project. A start has been made with this;
2. The collection and analysis of data regarding social and institutional characteristics of the area under the project. This has been done;
3. Consultation of potential beneficiaries in order to determine not only their general needs and views, but also to learn their views on their possible involvement in next stages and water management. This is taking place now;
4. Assistance to governmental (and non-governmental) agencies implementing project-initiated activities with support from CPP. This has been initiated for the planning and data-gathering stage of the project;
5. Mobilization, training and organization of beneficiaries in order to enable them to take up responsibilities for aspects of water management, in first instance at their own level, later at higher levels through representation; While needs assessment and consultation of beneficiaries to a large extent has taken place, beneficiary organization is yet to be done in both compartments;
6. Arrangement of extensive training of selected government staff at District, Thana and field level, in order for them to take up specific activities related to water management and the establishment of related institutions. Plans for this training are presented, also in this Annex.
7. Arrangement of 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.
8. 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 outputs of the project.

9. Regulation, 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 on its experiences.

Whereas this outlines the phasing of CPP up to 1995 (or longer if required), it does not describe the general nature of the institutional arrangements that are considered for compartmentalization. These arrangements are summarized in the following figure, which contrasts present arrangements in regard to water management in Bangladesh with the ones ultimately suggested by CPP. It should be emphasized that this presents only an abstract, "ideal-type" view of institutional arrangements and it is, precisely CPP's task to come up with down to earth, genuinely field-tested and much more specific arrangements.

1.3 Process approach

Turning now to CPP's field activities, it should be stressed that the plan is not to impose a blueprint on the complex and changing realities of the Sirajganj or Tangail project area. This would defeat the very purpose of this pilot project. Only by careful exploration, testing, adaptation, fine-tuning and differentiating will this project discover what could be effective arrangements and efficient strategies for establishing those. A **process approach**, is therefore strongly advocated.

This approach requires that conditions within the project as well as outside of it, allow the flexibility that is essential. It means that CPP will maintain a considerable element of uncertainty until a very late stage. It also means that there might be substantial variation among the various approaches tried out by the project. This is not always easy to reconcile with the requirements of donor agencies, the project organisation or government procedures. A genuine process approach requires a high degree of responsiveness to local circumstances which is only possible under conditions of decentralized project management and budgetary flexibility. It also requires a dynamic approach towards collaboration with local agencies, NGO's and beneficiaries. As will be discussed in the next chapter, the experience so far has been mixed.

The other essential ingredient for an effective process approach is the project's ability to document and analyze its experiences. This requires the ability to investigate and describe selected issues in considerable depth and to monitor activities, effects and results. CPP has indeed paid much attention to the investigation of a great many issues, including institutional and social aspects. A more systematic approach to analyses of findings will be presented in the monitoring and evaluation report, presently under preparation.

Table 1.1: Main characteristics existing and suggested institutional arrangements

MAIN CHARACTERISTICS EXISTING AND SUGGESTED INSTITUTIONAL ARRANGEMENTS		
	Present situation:	Suggested approach towards (Sub-) Compartmental Arrangements.
Unit defined by:	administrative boundaries hydrological boundaries	a.hydrological b.administrative c.socio-economic properties
Institution responsible for:	specific sectoral interest	integrated 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 and centralized agencies	one of three parties in the (sub-) compartmental institutions
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 Users Groups
The role of users:	no direct control over agencies	directly represented and empowered in CWMC and SCWMC
Responsibility of users:	nothing beyond using services	responsible for specific O&M costs
Operation and Maintenance:	for large projects with BWDB, otherwise unclear	Water Management Committee responsible, except for larger systems
Staffing:	agencies have own staff	CWMC 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 costs and contribution

2 LESSONS FROM TANGAIL

2.1 Departmental involvement

One of the main ingredients of CPP is supposed to be the intensive and continuous involvement of a number of government departments. This in order to capture the expertise and knowledge present in those departments, as well as to increase the chances for long term sustainability of the results of CPP. This involvement was built into the design of the project, by assuming that each of the most immediately concerned departments would depute staff to work with and within CPP for approximately one week a month. This applied to the BRDB, LGED, DAE, BADC, Fisheries, Livestock and Local Government. But also beyond such formal deputation various kinds of involvement of government agencies would be sought, in particular at the district level.

So far the involvement of the various departments has not been substantial and certainly not continuous. Instead of reiterating the official rules regarding their obligations, it seems more useful to understand why this did not happen and how to improve the situation. One reason, is that some departments are still unfamiliar with CPP and it is not clear to them at what level and how and where they could contribute. Furthermore, as noted in the earlier institutional report, there are not many incentives for the other departments to devote much time to this project. CPP is another burden for over-stretched agencies with limited resources.

Meaningful involvement of the other departments is essential to the success of the project. The following suggestions are offered to mediate the situation:

- a) a more precise strategic choice is made regarding the **level** at which line departments are supposed to contribute in **operational** terms. This level will be the thana and the field staff attached to the thana;
- b) the roles to be played by the respective departments are outlined in more detail in a further section of this report;
- c) much more attention will be paid to regularly informing the departments at national, district and thana level, among others by way of a (proposed) Newsletter;
- d) more active contact will be established and maintained with national headquarters of the concerned departments in order to clear the way for their involvement at lower levels;
- e) in the elaboration of the budget, consideration will be given to the financial implications of departmental involvement. This will help to overcome practical constraints and might provide incentives towards their contribution.

2.2 Interdepartmental collaboration

The project does not only aim at specific, practical involvement of a particular department, it does also aim at establishing mechanisms for interdepartmental collaboration. This to ensure that the multi-disciplinary character of compartmentalization is reinforced and that, ultimately, management of compartments and sub-compartments

will not be perceived or implemented as a single agency mandate. In order to take proper decisions that balance the various technical and social perspectives on the use of land and water, the technical departments develop a willingness and ability to communicate and collaborate with each other.

There is another reason why interdepartmental collaboration is crucial to CPP: the functioning of the institutions to be established by CPP, i.e. the Compartmental and Sub-Compartmental Water Management Committees will finally have to become the regular responsibility of a government body. Whereas the project can offer support and "shelter" for a limited period, this is, of course not a long term solution. It seems safe to assume that no new GOB departments or ministries will be created that could possibly absorb the mentioned bodies. So the choice remains among the usual governmental agencies. In practical terms these are: Local Government (general), LGED, BWDB, BRDB and DAE.

This fundamental choice can not and should not be made yet. It is not possible at this point to fully anticipate the scope and role of these water management institutions and neither is it possible to spell out their operational requirements. Consequently it is essential that no particular government body is (seen to be) claiming these institutions. The only way of ensuring that is to make sure that the various bodies are indeed playing an active role.

Looking at the experience so far, interdepartmental collaboration in regard to the project can not be considered too positive. In the earlier institutional report detailed suggestions were offered on the establishment of a CPP Executive Committee (involving the various departments and others) and on specific areas for joint efforts. The CPP/EC still is to be established and no activities involving more than one agency have taken off so far. Some of the explanation has been given above. Furthermore, delay on the establishment of the CPP/EC has been incurred due to the intricate process of review of these proposals at higher levels.

The following suggestions are offered to improve the situation:

- a) To make approval and establishment of the CPP Steering Committee (the new name for the original CPP/EC) the highest priority;
- b) To make immediate budgetary and practical arrangements for induction and training to this Committee;
- c) To consider the idea of a national level conference on a selected topic by mid-1994 which would involve head office staff of the concerned departments and which could enlarge the discussion started at the PA-Matrix conference held at Tangail level in 1992.
- d) To establish a more practical mechanism for interdepartmental collaboration at the Thana level. While policy issues are to be discussed and decided at the district level (by way of the soon to be established CPP Steering Committee), many operational activities, especially in the "institutional field", can best be arranged at that lower level, by replacing the district level officers in the extended project team by respective Thana level officers.

e) To emphasize in future (and more regular) publicity of CPP the multi-departmental character of this project, to remove the perception that this is an exclusive BWDB project.

f) To accept the principle that, where CPP proposes specific activities, falling in the domain of a particular department, wherever possible such these activities will be undertaken by that department, with if needed (extensive) support of CPP. This means that CPP itself should not undertake such activities. This can apply for example to the formation of farmers groups (DAE), establishment of hatcheries (Dep. of Fisheries), experiments with social forestry (Dept. of Forestry), and so on. This approach is more complicated and time-consuming but, more effective and sustainable in the long term.

2.3 Sequencing activities

In the previous institutional and training reports activities were planned and dates were set for those activities. It turns out that CPP could not stick to the timing of quite a number of these activities. Partly because practical constraints (e.g. approval procedures, availability of staff) were underestimated, but also because these activities had presupposed other actions to have been completed. This concerns in particular the consultation process (which would help to determine people's preferences for institutional arrangements) and the finalization of selection, design and initial construction of physical works, which is a precondition for meaningful **management** of (sub-) compartments.

Obviously institutions can not be established before people have given their views and water management can not take place before the means to do so are in place. It is counterproductive to establish committees that will not have any genuine responsibilities. In this sense institutional activities need to fall in line with physical work. The internal planning of CPP need to be adjusted to take the real progress of especially physical work into account.

As pointed out by the FPCO there seems to be a need for more careful sequencing among the various envisaged "institutional activities". This is especially relevant in regard to the establishment of the Sub-Compartmental Water Management Committees. Not only do these need to wait until a Sub-Compartment has become a physical reality, but equally important is that they are formed only when social and organisational pre-conditions are met. First of all the water users in a given area need to be identified, motivated, trained and organized into Water Users Groups. Then and only then can the higher level institution, into which such Groups are to be represented, be established. To establish a SCWMC without genuine interest and support from the field level is counter productive.

While the establishment of SCWMC's can only follow the organisation of Water Users Groups, it also follows the realisation of effective involvement of the most concerned government agencies at the thana level: DAE, BRDB, LGED, DOF and, where appropriate, BWDB. Such involvement takes time - more time than envisaged earlier. These considerations lead us to conclude that the timing of SCWMC's need to be adjusted forward: after WUG establishment and after realisation of thana-level interdepartmental collaboration.

2.4 The need to reschedule training activities

Hardly any training activities have been implemented yet in the Tangail project, although several preparations were started. This by itself provides the background for the major lessons to be drawn so far. They are listed below:

Flexibility in planning: It was anticipated in the Interim Report for Tangail that a rather flexible approach would be required, and practice has confirmed this. A training programme for Tangail was published in September 1992. However, the required budget was not yet available by that time, implying that no direct start could be made with the implementation of proposed activities. In December 1992 a number of activities were identified to be realized during the first quarter of 1993. Initially focus would be on imparting the need for an interdepartmental approach for CPP and actually forging (informal) cooperation and coordination within the setting of training. Among the activities planned were study tours and an inter-agency training workshop on integrated water management. Preparations were started; however, mainly for administrative reasons including the formal endorsement for inter-agency involvement, the activities had to be postponed.

Long preparation time: The above also points to another important aspect: especially for training abroad, but also for training within the country, a long time may be required to get required administrative work done. For training abroad official permits and visa requirements are particularly important.

Labour intensiveness: Although CPP will make use of (contracted) specialized agencies to design and conduct certain training activities, much of the burden will remain with the CPP staff. They still have to select, conceptualize, design, negotiate and organize all training and sometimes contracting out training can take more time than doing it yourself. It can now already be concluded that both the training activities and the other components of the institutional development component will require an intensive input at the compartment, sub-compartment and field level, both in the field of monitoring and (on-the-job-)training.

Possible steps to alleviate some of these problems can be:

- a) Decentralization of approval for specific training activities to the Tangail level, once overall decisions have been made regarding the scope and total budget for the Training Programme. It should not be necessary any more to go back to the Dhaka or donor level after that stage, provided implementation remains within budget and policy parameters.
- b) Gradual development of **training modules** that can be used in varying combinations. Instead of developing detailed training packages for each and every course, such packages could be composed of "off the shelf" modules on the various aspects of (sub) compartmental water management, with only minor elements added to adapt to the specific requirements of a course.
- c) Establishing a fixed routine for selection and approval of trainees for overseas training, aimed at minimizing Dhaka procedures and at keeping control over the process in Tangail. It seems an unjustified loss of valuable time if at Dhaka level additional conditions are imposed, that do not originate in project requirements. FPCO and CPP should soon establish ground rules for this. Such rules could also include the requirement to stay at least two years in the project area.

- d) Expansion of manpower to deal with the time consuming aspects of training organisation, administration and logistics, in particular at field level. It is proposed to appoint two field coordinators for training and institutional aspects of the project in both compartments and training organisation and implementation could be one of their tasks.

2.5 Unresolved policy issues

Finally the past period has taught us that, even though the previous institutional report was quite elaborate, there remain a few major unresolved issues. These are entirely separate from the many practical and instrumental aspects of CPP that will (hopefully) be clarified through monitored experimentation in the years to come. They concern central policy issues and they can, probably, not really be satisfactorily addressed by CPP. The most crucial ones are: **long term institutional arrangements** for the newly created water management committees and **cost-recovery** for O&M of water management facilities.

The first issue, as clearly spelled out in FPCO comments, concerns the long term "institutional embedding" of the CWMC and SCWMC. As said earlier, these committees can probably be established by CPP, but ultimately they need to become the regular responsibility of an (by then) existing GOB institution. Without going into details now, the essential questions will be: which Department, Board or Council will be responsible for the establishment, supervision, staffing and support of (Sub-) Compartmental Water Management Committees? Even while such Committees will have substantial elements of popular representation and local resource mobilisation, they need to fit in with GOB legal, administrative and fiscal structures.

In practical terms the only possibly viable options that can schematically be distinguished at present are:

- the concerned bodies will come under general **Local Government**: the District Administration and the Thana Parishad respectively;
- the concerned bodies will come under the **BWDB**, as an expansion of its task for integrated water management (this is in line with the central role currently played by the BWDB in planning, construction and O&M of large water related structures);
- the concerned bodies will come under the **LGED**, fitting with its increasing role in local level construction and O&M of (minor) infra-structure and with its strong relationships with District and Thana level administration;
- the concerned bodies will come under WARPO or any similar institution that might be built up to assume responsibilities for integral water planning and management.

This is not the place to discuss these options, but the question needs to be identified now as perhaps the most central one that will face us in 1995. Without timely anticipation of this issue, the institutions created by CPP might go the way of most project-initiated institutions: via deficiency and bankruptcy into oblivion. Of course, this is a policy issue, presumably to be addressed by FAP 26. But we suggest not merely to wait and see, but to give special attention to the issue. More specifically a special study is proposed to review the advantages, disadvantages and parameters for the various conceivable long term institutional arrangements, and present recommendations.

Such a study should be well timed and organized: not so early that the contours of the Water Management Institutions are still unclear, and not so late that no time is left for any follow-up of such a study. Perhaps late 94 or early 95 could be proper timing.

Arrangements should be such that CPP would not be unduly burdened (financially and managerially) with yet another study which could clash with the more immediate priorities at field level. The TOR should ensure independence from project considerations and management and unrestrained access to all relevant institutions and experts. It is obvious that these issues should be taken up at senior level and in close consultation with FPCO, in particular its institutional development specialists. If required and advised CPP can outline the possible Terms of Reference for scrutiny by FPCO and donor agencies.

The other policy issue which will face us in 1995 is the even more delicate one of **cost-recovery**. It is obvious that whatever the specific water management arrangements will be, they will require funds for O&M. A realistic source for such funds has to be identified, either through some system of cost recovery from (a selection of) beneficiaries, or through some form of central fiscal and budgetary mechanism. It might be of interest to quote a conclusion of FAP 13: "It appears that fees for Flood Control and Drainage services have so far been unenforceable in the region. Attempts to charge for FCD may even defeat other initiatives at resource mobilisation. There is a potential conflict between promoting farmer participation in management of FCD infrastructure, which requires a sense of ownership, and the levying of fees. Land development taxes offer an alternative approach but are distanced from system management.

Even more to the point could be that so far most attempts at regular revenue generation at local levels related to development and infra-structure have failed in Bangladesh. Neither District, nor Thana nor Union Parishad are able to raise a substantial portion of the funds they require. It is naive to ignore these realities and to simply hope that beneficiaries will contribute to cost recovery for facilities of which they might not acknowledge the benefits (which they anyway enjoy without payment).

Again, this is an issue that goes far beyond the mandate of FAP 20: it has to do with political decisions about revenue generation and allocation and the distribution of fiscal responsibilities over the various levels of government. The GOB is clearly concerned about these issues and will probably develop or revise national policies on this subject in the years to come. In this context CPP can present some relevant figures: the initial and recurrent costs of (sub-)compartmental water management. These figures can be analyzed from the perspective of the current revenue generating capacities of local institutions. CPP can also conduct some limited experiments regarding local resource generation for flood control and drainage works, as detailed later in this report. But it does not seem to be within our present mandate and resources to go much beyond that. The project can not investigate or recommend how the various levels of government should interact and how financial burdens and political prerogatives are to be distributed within this society.

In the case of FAP 20 an additional problem is that a number of technical interventions are part of the technical experiments of compartmentalization. As such they may, or may not, deliver results. In the latter case it would certainly not be possible to recover cost. Although different in nature close consultation with the SRP cost-recovery component is required.

3 INSTITUTIONAL SITUATION IN SIRAJGANJ

During April-May 1993, an extensive institutional survey was carried out in the Sirajganj Compartment. The following aspects were tried to cover in survey.

- a) Nation building Agencies/ Departments.
- b) Local Government Institutions
- c) Non-Govt. Organizations

Objectives of the survey also covered the present strength of the departments/agencies, their involvement with water management, suggestion for future planning and design of CPP, co-operation aspect and institutional frame for the project.

3.1 Results institutional survey

Results of the institutional survey covering GOB Depts., NGOs, Union parishads, are found in appendix 2. In short, the findings are as follows:

i Area Coverage:

In the total Sirajganj district, CPP area involves Sirajganj thana (95%), Raiganj (2%), Kazipur(2%) and Kamarkhand(1%). The total area concerns 4 Thana. Only 11 unions (including Pourashava) of the 4 Thanass fall under the project. The project area covers 125 villages (27 partly and 98 fully).

ii Institutional situation in Sirajganj:

The institutional situation in the perspective of CPP in Sirajganj seems to be multi dimensional. In first instance, the proposed inter-agency collaboration for CPP is found to be encouraging. Departments like BRDB, DAE, LGED BADC, Fishery etc. have a positive attitude towards CPP. All these departments along with others, NGOs, Local Govt. institutions were interviewed using a questionnaire which also used for Tangail.

iii Government Departments:

All the government departments in Sirajganj were running their normal scheduled activities. Programmes of departments such as DAE, BRDB, BADC, Fisheries, Livestock, LGED etc. in Sirajganj are significantly different from other districts. At district level, all the department, except fishery have their own establishment (office accommodation).

The departments know about CPP in general and expressed their willingness to be associated with the project. The Deputy Director and the Thana officer were very co-operative in providing the necessary information, arranging field trips and organizing consultation meetings.

All the nation building agencies are present with their departmental activities in general. A Forest department is established with a range office but is expected soon to assume full set up for the District. The BWDB is present and assumes mainly the responsibility for O&M.

BRDB

KSS, BSS, MSS, MBSS are people's institutions formed by BRDB. They seem weak due to certain crisis that is faced by all the TCCAs nation wide. The Government declaration of exemption of loans upto TK. 5,000 has confused the cooperatives. Loan repayment has gone down severely and that resulted a serious a dead lock of the total TCCA system. Inputs from BRDB to TCCA has also seriously decreased thus accelerated non-functioning of almost all the co-operative.

Landless and women groups are organized by BRDB. Women and landless groups under BRDB are facing the organizational crisis mentioned above. Group members are demanding their share and savings to plan their own production plans. The BRDB credit programme for income generating activities in general is stagnant. A separate approach for the landless men and women in the form of TBCCA under RPP is expected to be adopted soon.

SIRDp was the special programme in Sirajganj with extra inputs in the TCCA since 1985. Phasing out of SIRDp has weakened the day to day operation and the management of BRDB.

However, even with the limitations mentioned above farmers co-operatives like "Khokshabari" KSS and "Khaga" KSS still are encouraging and appreciated. In those cases, DAE, BADC, and BRDB are active and well performing (in terms of co-operation/coordination). This is an integrated approach for rural development with support from different agencies. It could be strengthen and good attempts could be made better.

Approximately 200 registered and 100 un-registered (under process) co-operatives exist in the CPP project area. A new programme, specially for the assetless people has recently been started (Bittaheen) and is expected to be operational by July 1993.

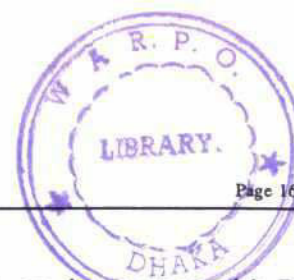
In terms of possible co-operation with CPP, BRDB was found quite positive. The department, has expressed its firm commitment to be engaged with CPP activities if asked for.

DAE

The department of Agriculture in Sirajganj is well equipped. Water had not been a problem in the last year as reported. The role of DAE has been to advise the farmers and demonstrate different crops in the field. Development funds, coming from World Bank (ASSP) fund, are said to be insufficient.

All the thanas, unions and villages are covered by the department. Extension workers are posted as per requirement. However, extension services are not sufficient due to lack of proper inputs from the department itself and other supporting agency viz. BADC. The DAE in Sirajganj is found to be technically capable to divert its support to CPP to implement CPP in Sirajganj. At the time of approval the situation will need to be reviewed, according to the DAE officials.

Departmentally the DAE maintains working relations with BRDB, BADC, Livestock and the DOF. All these departments are member in the DTC. Block Supervisors have been following the T & V system to contact the farmers. The new system of covering all the



farmers in the area is still lacking central guidelines. KSS groups are in contact with DAE where irrigation groups are operated.

DAE was found to be aware of the possible CPP interventions in the area. For the future institutionalization of beneficiaries, the department thinks it could play a central role. Appreciating the probable CPP interventions in the area it was mentioned that implementation of CPP perhaps could integrate irrigation and agricultural development in the area.

BADC

BADC in Sirajganj, although being well establishment, has lost much of its importance in view of changes in BADC. Services from BADC to farmer's group or individuals, are provided as or when called for. DTWs are under-utilized compared to STWs due to technical and managerial reasons. Out of 800 DTW(s), only 100 were reported working. Field staff do not have very much work and DTWs are replaced by shallow tube wells. As a result, organizational linkage between BRDB, DAE and other agencies are going to be limited in future. The functions of this department can not be forecasted in near future.

DOF

The fishery department, though carrying out their normal activities, is facing serious trouble in terms of inadequate technical inputs, limited financial allocation, frequent disputes between the fishermen and local musclemen. Experiences of the department taught itself that the professional fishermen can not enjoy their legal right of free catching in the leased beels although these are allocated by the Govt. to them. Local influentials and miscreants compell them to share benefits illegally. Legal rights of the issue are really hard to secure from the administration. Professional fishermen have to face unnecessary competition with the middle men at the time of tender for **jalmahals** resulting in the lease amount almost doubling. To meet such competition, fishermen need to compromise with the middle men. Recommendations from the fishery department do not always work. Despite support for the fishermen from the administration, it is not always possible to secure their interest. Technical inputs from the DoF is so negligible that fishermen community can not rely on the departmental inputs. This situation implies that the fisheries department has been confined itself mostly to an advisory role.

Livestock

The livestock department is well established with their normal activities of dairy firm, poultry firms, grass cultivation, vaccination etc. Water management as such is related only when it is flooded and the grazing fields are damaged. Water controll is desirable to the extent that it allows for increasing grazing lands, protection of existing grazing lands and dairy farms and poultry farms.

The extension service of this department is covering the whole area but mostly with individual contacts. BRDB and NGOs can get service if requested.

LGED

The Department of LGED was found working in the area. The department stated that LGED is prepared to take any assignment for the Govt. even related to water management. They have already planned different schemes, amounting to Tk. 2.97 crore, covering embankments, sluice gates, cross dams, canal digging, culverts and rural roads

maintenance in Sirajganj Thana under ADB Programme (1993-94). This department is already doing work under the local government structure.

BWDB

The BWDB (O&M division) Sirajganj was found to be responsible for BRE including town protection. This involves operation and maintenance of the BRE and its structures. Due to river bank erosion much time, effort and money is spent on retirement of the BRE. The line between BWDB and CPP Sirajganj is obvious; CPP depends to a large extent on BWDB fulfilling its role in maintaining the BRE. Public demand and requirements are met by civil administration (referred to LGED).

iv Non-Government Organization

As many as 7 NGOs are working in the Project area of which BRAC, Proshika, Grameen Bank are national NGO, CARE International and BURO Sirajganj, Uttaran and Dip-Shetu are the local NGOs. All the NGOs are working with their own target groups and in particular areas (mostly in the CPP areas).

All the NGOs work with the poorer segments of the population except "Uttaran". This NGO is a family Planning and Child Health Care. based organization and works in the Pourashava.

Major activities of the NGOs are awareness building, group organization, credit programme, income generating activities, health education, tree plantation, education, water sanitation pisciculture etc. Water management as major programme was not found with any NGO.

Out of the three local NGOs "Dip-Shetu" and "BURO-Sirajganj" were found to be extensively working in their project area and have many people's involved. The organizing capability of the two organization could be of great use to CPP in future. Details of the NGOs in Sirajganj covering their identity, approach, major activities, group formation, achievement etc. is annexed (Appendix 2)

v Local Government

The Chairman, Sirajganj Pourashava expressed his dissatisfaction or not yet being informed about CPP at the time the institutional survey was conducted. In the mean time however detailed discussion have been held between CPP and the Pourashva. However, in case of any assistance needed from his office, he would be ready to assist in future. The newly elected young Chairman was found to be very much committee.

All the Union Chairmen were interviewed except the Chairman of "Sialkhol" union. Union Parishads were found to be carrying out their normal activities. Almost all the Chairmen stated that they liked to be involved with CPP in terms of :

- identification of problems
- advice on planning
- labour supply
- solution of conflicts & disputes
- collection of water taxes and O&M

- Co-ordination and motivation of works.

However, all the Union Parishad were found to face limitations.

For details reference is made to Appendix 1.

vi Existing Institutions in the CPP Sirajganj Area

The existing institutions under different Govt/ non- Govt. agencies in Sirajganj have been passing difficult times. Farmers cooperatives formed by BRDB are lacking sufficient inputs from the government departments. Due to lack of decision at the national level on the exemption of credit issue (Tk.5000), TCCA is not in a position to generate recurring costs. Project inputs like SIRDIP has also been phased out and other departmental inputs from DAE, BADC have been minimized. The T & V system for the DAE is still in use but might be replaced soon. The contact farmers are still the channel for the Block Supervisors to extend their technical knowledge and better skills. The other problems such as organizational weakness, high prices for production materials (electricity, water, seeds, pesticide etc.) are a continuous discouragement to the farmers. However, the farmers, in general manage, their day to day problems and meet their basic needs.

The following table indicate a summary position of the existing institution under Govt. & Non-Govt. Organization.

Name of the Deptt./Agency	No.of Groups		Members		Total	
	Male	Female	Male	Female	Group	Members
BRDB	198	33	6850	1120	231	7970
Fishery	5	850	-	-	5	850
Dip-Shetu			3390	3749	125	7739
BURO-Sirajganj	233	1028	1165	5140	1261	6305
Uttaran (Mohila Sangstha)						
a)FPP	-	-	295	(27790)	-	(28185)
b)EPI	-	-	-	-	-	(8218)*
c)Medical Treatment	-	-	-	-	-	(18797)
CARE (RMP)	-	30	-	150	30	150
BRAC (NFPE)	-	-	449	1396	60	1845
BRAC (IGVD)	-	171	-	1735	171	1735
BRAC(RDP)	3	86	162	4385	89	4547
Proshika (MUK)	325	217	-	-	542	-
Total	764	2415	12311	17675	2514	31141

* Mother and Child

Note: Information from Grameen Bank could not be obtained from the area office, Sirajganj.

22

vii Training facilities

- BRDB and DAE in Sirajganj have their own fully equipped training centre. The training and meeting hall room can accommodate 200 participants with seating arrangement, facilitators room and general facilities.
- The training hall of DAE can accommodate 30 participants. All the modern equipments; i.e Over Head Projector, Slide Projector including other audio visual items are available with DAE.
- Dip Shetu, Proshika, BRAC and BURO- Sirajganj have their own training arrangements. Proshika is fully equipped with modern facilities. They have also video films on rural development.
- Training programmes for the beneficiaries, extension agents and departmental officers can easily be conducted in Sirajganj, utilizing facilities of the above mentioned agencies.

3.2 Inter-agency collaboration

The agriculture sector seems to be much more co-ordinated than other sectors. This sector is co-ordinated through the District Technical Committee DTC. It was stated however that except BRDB, other members are not so regular in attending the meetings.

Co-ordination of departmental activities at district level is done by the D.C. through monthly Co-ordination meeting. All the Department head and some NGOs participate in the meeting. At Thana level, the co-ordination is being loosely maintained now a days. The TNO calls meetings for respective departments separately.

Engineering/Technical departments are also called in a monthly meeting by the D.C. Where LGED, PWD, District Council, Facilities department, DPHE, R&H & BWDB participate. Departments try to avoid duplication of work. However, BWDB was found to be working much more independently and does not maintain regular co-ordination with other engineering departments in the district.

The overall co-operation and co-ordination aspects were much more effective during SIRDp period, especially among BRDB, DAE, BADC, SIRDp has phased out recently and as result, co-ordination is loose.

3.3 Special interest groups

Special interest groups;

Different other special beneficiary groups have been identified such as weavers, artisans, carpenters, milk producers and so on. These groups have established their institutions under the Cooperatives Department. Existing institutions under different agencies in Sirajganj is annexed (Appendix 3).

Apart from these the following co-operative societies are registered under the Department of Co-operative as follows :

Sl. No.	Co-operation	No.	Members
1	Land mortgage Bank	1	21
2	UCMPS Ltd	10	4148
3	Fishery Co-operation Association Ltd.	5	850
4	Agril. Coop. Association Ltd.	18	1120
5	Weavers coop. society	35	4830
6	Women coop. society	20	417
7	Other coop. society	15	1190
	Total	104	12576

Future Institutions for CPP

It was expressed by most of the departments that for future institutional aspects, the existing groups of BRDB and NGOs could be used and in case were no groups exist, these organization might be requested to form new groups.

For co-ordination among the participating agencies, CPP should create a separate forum and initiate the co-operation aspect. However, the local Govt. most be incorporated.

Observations

- a) The Deputy Commissioner, expressed his whole hearted support for the future CPP in the area and would be ready with any sorts of legal and administrative support. An in-depth discussion from the project detailing options, structural and non structural interventions and project strategies is recommended. A PA Matrix workshop for all the departments and NGOs, is another possibility in this respect. One special session could be arranged during the normal DCC to present CPP.
- b) It was the pleasure to meet the following persons who, by their knowledge and experience, could be used as resource persons in planning, designing and overall implementation for CPP activities;
 - President of the Fishermen cooperatives society
 - Ex-Chairman, TCCA, Sirajganj Sadar Thana
 - SMS (crops), DAE
 - XEN, BADC.
- c) Miscreants are always a threat to the fishermen in Sirajganj. If any special programme, is planned for the fishermen, there must be consultation with the local administration.
- e) Lack of functional co-operation with Local Government was another observation. Departmental cooperation with the Union Parishads has been limited. Union Parishads are sometimes involved with FFW projects and in some cases in administrative measures, if so instructed.
- f) Overlapping between LGED and BWDB (CPP division) could happen in future. This should be detected and prevented as soon as possible.

- g) The dedication of the LGED officer and staff in Sirajganj, is worthwhile to mention.
- h) Co-operative attitude for BRDB in Sirajganj deserves special attention from the CPP planners as to how this department would be functionally utilized in CPP activities.
- i) Being the Head Quarter of CPP, Tangail compartment can easily enjoy the administrative, communication and logistic support what is difficult for Sirajganj area. To ensure all the above and maintain public relations properly, alternative solutions have to be developed.

Women

The TOR acknowledge that an increasing number of rural women require wage labour, because their families are either living below, or at subsistence level. In Tangail 22% of the female headed households are landless (Rothschild & Mahmud 1989). The project as well as the household survey conclusions acknowledge the importance of considering labour opportunities for women in agriculture and infrastructure.

Infrastructure

The construction and maintenance of the compartments would be planned and designed to target the benefits as fully as possible to the rural and urban poor, by

- Reserving a part of all earthwork undertaken in constructing the compartments (30% -50%) for labour contracting societies, that are registered as D" class contractors with BWDB. Half of this is reserved for women.
- Developing and testing ways for landless groups (especially women's groups) to carry out routine maintenance (e.g. of embankments) in exchange for the right to cultivate embankments sides, to cultivate Khas land or for a wage.

Women value the economic opportunity, but CPP needs to consider that they take up employment in distress, in an environment that does not look favourable at women working in public. The fact that women are lower paid and accept unfair terms and conditions only reinforced this image.

CPP can investigate how the benefits can be maximized by finding ways that employment opportunities go beyond temporary relief to the family. The benefits from the point of view of women would lay in increased bargaining capacity and long term work perspective. Such benefits would improve their position in that it can lead to some security and investment, hardly possible at present.

Another issue in the access to such work, facing the competition of male LCS which have certain advantages in terms of mobility, security, physical capacity and exposure to public work. CPP should observe the quota reserved for women and contribute to women's participation in setting conditions that will ensure competitiveness of women with men, but also allow women to gain technical and managerial experience. This means:

Feasible terms and conditions

- 1 formulate procedures that are adequate in terms of time to complete the assignment,
- 2 promote and assist female LCSs through NGOs to become organized and have the required records and documents to enlist with BRDB, using the contacts made during needs assessment and consultation process,
- 3 Involve NGOs to help solve problems faced by women such as the procurement of equipment and tender schedule.

Appropriate extension services

- 4 Ensure access to the offices and good communication with female LCS members by regular presence of female CPP or NGO field staff.
- 5 Provide orientation on terms, condition and procedures.
- 6 Train the new LCS in management, planning, organization of work and the group and monitoring in quantity and quality of work.
- 7 Instruct and train supervising engineers to share their knowledge rather than only judge the work performance.
- 8 In stict and train supervisory organizations about their role regarding LCSs (mobilization, monitoring and facilitation).
- 9 Ensure assistance in technical bottlenecks faced by women such as selecting the reach and conflict resolution with outsiders.
- 10 Ensure capacity building or assistance in technical aspects such as in measurements and calculations by for instance providing instructions in Bangla.

4 PROPOSED INSTITUTIONAL ARRANGEMENTS

4.1 General

In this Chapter an outline of the institutional arrangements for this compartment will be proposed. These arrangements reflect both the characteristics of the compartment as well as the strategy of CPP, as outlined in Chapters 1 and 2. In this chapter the proposed arrangements are presented, in the next chapter specific activities aimed at the realisation of such arrangements will be proposed.

The main characteristics of the proposed institutional arrangements are:

- * A three tier system of representation and management related to water management within hydrologically defined areas;
- * Three parties are recognised and encouraged to participate and contribute: a) interest groups b) technical departments c) local government;
- * The foundation of all arrangements is the users of water and they will have the largest share in terms of numbers and, possibly, in terms of influence;
- * The arrangements will reflect the principle of "subsidiarity": what can be done, managed and decided at a lower level will **not** be done or decided at a higher level;
- * Institutions should have tasks and responsibilities in proportion to their importance and vice versa; if tasks are minimal or simple, the body that deals with this should be equally simple;
- * All proposed institutions should be such that they could, ultimately, be attached to or absorbed by **existing** government agencies. This does not mean that they will necessarily become government agencies. It means that GOB can allocate administrative, financial and regulatory responsibilities vis-a-vis such institutions to an existing Department, Board or Council.
- * Non Government Organisations are explicitly recognised as a valuable part of Bangladesh society, that should participate in and contribute to these institutions.

More specifically the following arrangements are proposed:

- * Water Users Groups (WUG's) made up by a functionally and socio-economically defined category of people. Essentially these are relatively homogeneous groups, as far as their interest in water management is concerned. This does not exclude differences at other levels. Within one Sub-Compartment a considerable number of Water Users Groups can exist, say between 5 and 20.
- * Sub-Compartmental Water Management Committees (SCWMC's): made up by representatives of the above WUG's, selected field staff of Government agencies and 3 Union Parishad Members. This Committee will essentially be in charge of water management at this level, will facilitate local resource mobilization and upward representation;

* A Compartment Water Management Committee will be in charge of water management at the compartmental level. It will comprise representatives of the SCWC's, technical departments, NGO's and local government;

* The CWMC for Sirajganj will not and should not immediately be formed. It will be preceded by a temporary institutions: the Sirajganj CPP Steering Committee. This Committee will oversee and facilitate project implementation, interdepartmental collaboration and will advice the Project Team. It's composition will roughly be similar to the SCWC, with the exception that, lacking the Sub-Compartmental water Committees, in first instance interest groups will be represented by another mechanism.

In the following sections each of these institutions is described in detail, with special emphasis on the WUG and Steering Committee which were not defined in the Tangail institution aspects. After that special attention will be given to two subjects that are directly or indirectly related to institutional arrangements:

* The roles of the various departments vis-a-vis CPP: not only will these departments take part in the various proposed institutions, they are also expected to play (very) active and specific roles in the further stages of this project.

* The role and place of Labour Contracting Societies (LCSs) and Earth Maintenance Groups (EMGs) : these bodies will be used to ensure that a substantial portion of earthwork and maintenance work will go to socio-economically disadvantaged groups, including women.

4.2 Water Users' Groups

The lowest of the institutional setting for water management under CPP will be at the level of beneficiaries in the form of Water Users' Groups. CPP identified the most important interest groups of participants to be involved during the planning stage as:

- * farmers
- * fishermen
- * landless
- * women.

In addition, the urban population of Sirajganj Municipality will be involved, albeit by applying different mechanisms.

The planning and design stage will be followed by construction, operation and maintenance. It is envisaged that also during these stages the different interest groups will be involved as much as possible, among others through (representatives from) water users' groups.

Groups can come into existence spontaneously with a clear short or longer term goal (disasters usually give rise to groups with a short term), or groups can be formed from outside.

The organization of groups from outside can be a demanding and time consuming affair. Moreover, actively taking part in groups also involves costs on the side of intended beneficiaries who will have to devote time and money (directly, or indirectly as travel expenses and income foregone), have to forego individual freedoms (need to compromise and coordinate actions with others), have to assume responsibilities, etc. CPP and water users groups should thus aim for an efficient, time and cost effective mechanism for the organization of groups.

Presently an implementation strategy is being developed for CPP Tangail, and will follow the same approach. The main considerations behind this strategy are determined by the definition of interests in water management, the present organisation of the distinguished interest groups and strategic aspects. These elements are discussed below.

4.2.1 Interests in water management

Water users' groups can be organized following diverse principles. Careful attention has to be paid to the relative interests in water management of the different interest groups, and to the actual possibilities at group level, in order to arrive at the optimal approach. In this chapter an inventory is made of group specific interests in water management and their consequences for the formation of WUG's in CPP.

a. Farmers

Farmers are expected to reap the main benefits from improved systems for water management. Controlled flooding and improved drainage will lead to more security and thus to higher investments and yields in agriculture. Among the most drastic results will be a possible shift in cropping patterns. An increase in average yields per hectare is anticipated, while there will also be a slight increase in cropping intensity. Farmers evidently have a strong interest in day-to-day decisions regarding water management: slight changes in water levels may have a drastic impact on yields, and may even sometimes be the difference between harvest or crop failure. However, within the group of farmers there will be diverging interests with regard to water requirements. These will not so much be influenced by differences in socio-economic status (farm size, ownership status etc), but more by geographical and physical criteria such as soil type, land elevation, availability of irrigation water, crop choice and planting schedule. Farmers will have a direct and continuous interest in operation, as well as in a well maintained system.

b. Fishermen

Among fishermen three major sub-groups can be discerned:

- a. professional fishermen, whose livelihoods depend mainly on commercial fisheries;
- b. part-time fishermen, i.e. those for whom fisheries is an additional source of income;
- c. subsistence fishermen, or those who capture fish to fulfil their daily family needs;

The interests in fisheries of the groups of part-time and subsistence fishermen coincide to a large extent with those of the group of professional fishermen, in the sense that floodplain and beel fisheries are for both groups the most important sources for fish catch. These are also the water bodies expected to be most seriously affected by the project and susceptible to measures for operation of the water system. From a fisheries point of view there will generally be a pressure to maintain relatively high water levels in the compartment and sub-compartments, and this will be voiced by the professional

fishermen. At the same time however, the groups of part-time and subsistence people involved in fishing are both male and female and are heterogeneous, implying that they have interests other than fisheries only. It also implies that their interests (depending on which group they belong to) will to a large extent be similar to those of other interest groups.

To cater to the present fishermen's needs the overall design including the structures will be made 'fish-friendly'. It may be expected that day-to-day management of water levels is of minor importance to the group of fishermen. However, they will have a strong interest in maintaining certain minimum and maximum water levels throughout the season in order to guarantee a beneficial habitat. Moreover, they will have a strong interest in maintaining the quality of water. The 'Mitigation Measures for Fisheries' report (draft, March 1993) indicates that especially for beel fisheries the maintenance of certain minimum water levels can be critical.

c. Landless

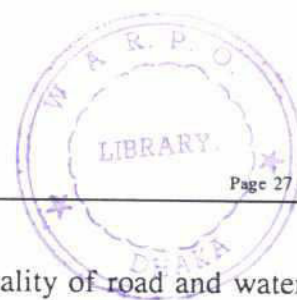
Aside from protection against hazardous floods, interests of landless in water management are ambiguous. They could profit from improvements in agriculture: additional labour opportunities will arise as a result of increased cropping intensities, increased on-farm development, bund making, a switch from broadcasting to transplanting, and the wider application of other, more intensive, ways of crop husbandry. At the same time they will have an interest in the preservation of opportunities for capture fisheries. This implies that the interests of the landless in operation of the system will to some extent converge with those of farmers and fishermen.

In addition it is expected that landless will be particularly interested in the labour opportunities arising from construction and maintenance activities for flood protection and drainage, and the maintenance or improvement of transport networks. The results of the socio-economic analysis in this interim report indicate that landless will generally gain less than farmers from compartmentalization unless special measures are taken. CPP has reserved 30-50% of construction (LCSs) and 100% of maintenance (EMGs) for landless groups and 50% of this quota for women.

It has to be concluded that the direct interests of landless in day-to-day operation of the system appear rather limited. However, landless should have a say in the setting of the more general operational guidelines at sub-compartment and compartment level to ensure such things as quality of road and water transport, general flood protection, khal and beel conditions for capture fisheries, etc. They should thus be duly represented in the SCWC's and CWMC where they should be involved in the pre-season meetings evaluating, last season's performance, and setting the general requirements/guidelines for operation and maintenance for the coming period, including the possible involvement of landless in maintenance works.

d. Women

Women were approached as a separate group for socio-cultural reasons. The approach acknowledged the fact that one cannot plan confidently thinking that the views of one sex will cover for the views of another, in a Bangladeshi society where worlds of women and men are quite separated. Still, this approach does not mean to see women as one homogeneous group being confined to the homestead. Women have multiple linkages with



water that influence food security, public health, employment, quality of road and water transport and homestead safety

The Flood Response Study (FAP 14) and the household surveys coincide in reporting on specific ways in which nearly all women are affected by flood. They have a direct interest in adequate water management for:

- a) normal homestead responsibilities - safeguarding drinking water, cooking, washing, poultry and livestock.
- b) avoidance of water borne diseases, which are particularly high in Sirajganj, making drainage and sanitation a priority
- c) investments in homestead gardening

Women are benefiting from flood control in the following ways:

- a) homestead activities endangered by flood such as fetching dry fuel, protecting children, drying and storing of seeds and food grains and care for poultry and livestock can be ensured on a more secure basis.
- b) special risk of health and life during pregnancy or giving birth is reduced in still women have specific interests in continuous and communication/transport for themselves and the children in access to health services.
- c) employment possibilities will be maintained and with that family income and food availability.

The relation of women with water management is often not so clear for planners apart from the rare instances that women are acknowledged for their farming or fishing roles. This is in spite of the fact that they might be engaged in a variety of activities, including agro-forestry, homestead cultivation, agricultural daily labour, livestock/poultry production, non-agriculture land exploitation, fishing on the wetlands.

Because their interests are multiple and individual household/para focused, there might be little experience in coming forward with common interests in a group. The level of common interest would need to be identified on a case-by-case basis. This, in contrast with farmers and fishermen, who might only have a single interest which lays on the hawk level. The NGOs or BRDB and women groups supported by them will have to define common interest women share beyond a household level.

Women are primary users of water coming from nearby sources such as khals, beels, ponds, etc. The needs assessment has indicated a high incidence of water borne diseases caused by organic wastes. Pesticide use increase in future might affect the water quality. CPP and the interested or affected women water users groups would have to explore the exact nature of measures to be taken at the level of controlled flooding. The annex on environmental issues provides further details on the relationship public health and hydrology. Specific interests, such as the one mentioned, are likely to be the responsibilities Sub-compartmental Water Management Committees that can regulate water allocation to homestead areas. Women require a good understanding of public health issues that are influenced by compartmentalization and flooding and should have an important say in defining the overall guidelines/limits for management in order to ensure that water of good quality remains available near the homesteads.

Because of the position of women in the family, they are not exposed much to public occasions in which they need to explain their requirements and claim attention. All CPP committees, except the women's water users groups, consist of men with at most two women coming directly from the interests groups. They represent the multiple women's interests itself and the landless interests. Unless a major effort is made to enable these women to coordinate with the various groups and get a good grasp on the issues arising from compartmentalization and flooding controlling, they nor other women are likely to profit from CPP.

As indicated above, the main interests in water management are diverse. Table 4.1 summarize the interests of the different interest groups in operation and maintenance.

Table 4.1: Summary of relative interests in operation and maintenance by group

stakeholders	operation of water works	maintenance of water works
farmers	- day-to-day - seasonal	- direct
fishermen	- seasonal	- direct
landless	- as needed	- direct - indirect (employment)
women	- as needed more than seasonal	- direct - indirect (employment)

4.2.2 Present organization

All interests will ultimately have to find a compromise as regards water management practices in the project area. Sub-Compartment and Compartment Water Management Committees will be set up in which the different interest groups should have an explicit and meaningful representation. Experience in Bangladesh suggests that at field level at least people should initially be organized separately to avoid dominance by one of the groups. This points to the need not only to organize beneficiaries separately, but also to follow different organizational principles.

About 2500 groups exist at field level. The following paragraphs present a brief inventory and analysis of these organizations as far as relevant for the organization of water users' groups.

a. Farmers

The only field based farmers groups (the only form of organization suitable for water management at field level) presently functioning in the area are irrigation groups. BRDB supports 198 Farmers Cooperative Societies. Around 40% of the area is irrigated, and usually there is some kind of organization around the source of irrigation. However, STW's appears to gain popularity for a number of reasons, among them the relative easiness of management and control (command areas comprise a few hectares only). Consequently, farmers are presently informally organised in (functioning) irrigation groups, i.e. groups with a distinct interest in water.

Until recently the Department of Agricultural Extension adhered to the Training and Visit

system, implying that the Block Supervisors of DAE were supposed to regularly visit a number of 'contact farmers' who in their turn were assumed to represent/pass on the message to a loosely defined group of farmers. Especially the last part of the chain has proven to be very weak and DAE is presently reformulating its mode of work nationwide.

Concluding, at present a substantial part of the farmers is virtually unorganized, while another part is member of organizations which are completely geared towards irrigation, mainly for the Boro crop.

b. Fishermen

Professional fishermen are organized in 5 formal associations which in turn have an umbrella organization with due representation from all the associations. Membership of the fishermen's associations is roughly by place of living; fisheries activities however may take place over a large area, with initial preference to locations nearby. The viability of these associations will have to be assessed, but they are likely to be a suitable platform for fishermen representation in CPP.

c. Landless

BRDB and NGO groups of landless exist in the project area, organized for a multitude of purposes mainly in the fields of education, awareness raising, credit and income generating. According to the institutional survey, there are 1575 female and 566 male landless groups. NGOs support 2212 groups and BRDB 33 groups. Representation in WUG, SCWC's and CWMC and steering committee should reflect the interest of these groups.

d. Women

BRDB and NGO supported groups of women exist in the project area. BRDB has 33 women's societies. No separate women groups for landless exist, rather the MSS (Women's Cooperative Society), BRDB and MBSS (Women's Landless Cooperative Society) are merged into one 'Women's Programme'. This situation exists since 1985, when the women's credit programme was cancelled. The groups of women organized by Non-Governmental Organizations are mostly landless.

e. Urban population

The urban population of Sirajganj town, which has its own distinct interests with regards to water, is intended to be involved mainly through existing representative organizations.

4.2.3 Strategy for the organization of Water Users' Groups

Controlled flood and drainage water management per se, unlike irrigation water management, appears too limited in a goal to sustain groups. A good organization for water management at field as well as at residential level, is required for operation within the limits green, as well as for building up an effective representation in SCWCs and the CWMC later. Yet CPP should not establish WUG's for the sole purpose of flood and drainage water management. 2443 groups already exist in the project area and are possibly interested in CPP activities. Simultaneously new groups will have to be

organized, for instance among the farmers, on the basis of a common interest that includes water management issues.

The approach to be followed by CPP will have the following features:

- * no-single purpose water users' groups;
- * as far as possible utilisation of existing groups;
- * different degrees and ways of support to the different interest groups;
- * site and situation specificity;
- * phased approach;
- * cooperation with other agencies.

Different degrees and ways of support to the different interest groups as suggested by the inventories above will be followed (see Table 4.2).

Table 4.2: Basic Outline for the Organization of WUG's

	establish new groups	rely on existing groups	required CPP input
farmers	yes	yes	high
fishermen	no	yes	medium
landless	no	yes	low
women	no	yes	medium

CPP acknowledges the need to cover the water requirements in residential and non-residential areas. The project will, as much as possible, cooperate with other organizations, building upon specific strengths and mutual interests, in order to establish or support multi-purpose groups which can serve as water users' groups for CPP. This will be both cost and time effective, and enhance possibilities of sustainability.

In this process of institutionalization specific support will be given to women as users, contributors and beneficiaries of good water management.

Roughly the following inter-agency cooperation will be established:

1. with DAE: to organize farmers' groups which at the same time will function as water users' groups;
2. with BRDB: to identify and support existing irrigation groups in such a way that they can also function as the WUGs required under CPP;

to identify and support existing groups of women and landless under BRDB guidance so they can function as WUGs as well;

to identify, support and guide LCSs and EMGs;
3. with DOF: to identify and support existing fishermen's associations so they can function as WUGs as well;
4. with NGO's: to identify and support existing groups of landless and women, so they can function as WUG's as well;

to identify, support and guide LCSs and EMGs.

5. with LGED: to facilitate construction, and O&M of minor infrastructural works
- to assist in the development of guidelines for, and the establishment of an efficient setting for future O&M, especially at the sub-compartment level.

4.3 Sub-Compartmental Water Management Committee

Beyond the WUGs the next level will be the SCWMC. This Committee will only be established when WUGs have been formed and when a sub-compartment will become a physical reality. The first condition is to ensure that these committees will indeed represent genuine interest and will be accountable to such interest groups. The second condition is to ensure that their will be a task to be carried out by the SCWMC. As stated earlier, it is counterproductive to establish committees without real responsibilities and with a operational need for their existence.

The main characteristics of the SCWMC in the rural Sub-Compartments are still as outlined in the previous report and will be the same in both compartments. The table below summarizes these characteristics. For Sub-Compartments that are largely made up by urban areas, special arrangements will be made in which the existing representative structures and municipal agencies play a role.

It is often thought that the responsibilities of women are so restricted to the privacy of the home that it is not necessary to include them in public planning processes, but this is a fallacy. The same fallacy is found in thinking that women should be one group with the same needs and interests, that fall outside farming and fisheries group interests, just because women need to be approached separately.

A women's groups might identify a common interest and expand their activities and take up water related issues. The situation will determine, whether women will represent smaller water users groups as whether they will address wider issues that would come directly take SCWMC. However, the extent to which they can represent a local interest will determine the strength of these participants.

Depending on their strength and preparation by CPP staff, they could also bring forward family concerns complementary to those made by representing farmers and fishermen.

Table 4.3: Outline for Sub-Compartmental Water Management Committee

Members	Membership:	Comments:
7 or 8 members from interest groups:	3 farmers 1 fisherman 1 landless (likely to be female) 1 or 2 woman 1 female homestead farmer (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 * There are more female than male landless groups in Sirajganj
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 SC 1 LGED staff if involved in SC	* From concerned area * BWDB 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

Roles of the Sub-Compartmental Water Management Committee

- | | |
|---|---|
| A: planning and operation of structures | 1 determine seasonal O&M guidelines
2 supervise operation and maintenance of all structures
3 advise on all government inputs related to water management
4 monitor all government action related to water management
5 establish and supervise structure committees where required |
| B: advice and supervision of water management | 1 advise on location and design of sub-compartment
2 advise on water management of the sub-compartment
3 settle conflicting interests |
| C: mobilisation of resources | 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 handle or advise on FCD tax to Union/Thana (if introduced)
6 advice to Union and Thana on water related budget
7 participate in training |
| D: representation to other levels: | 1 interest group members represent users groups
2 ward members have dual role to supply info to sub-compartment committee and UP monthly meetings
3 DAE/BRDB block staff feed info to Thana level
4 SCWC Chairman is member to CWMC as representative. |

The exact nature, role and scope of the SCWMs will be defined according to the local setting of each Sub-Compartment.

Physical and/or socio-economic variations lead to contrasting interests vis-a-vis water management. The administrative "location" of the sub-compartment, comprising more than one union, can also influence management issues. All rural SCWCs are situated within Sirajganj thana, while number nine is mostly made up by Sirajganj town.

Beyond all the differences related to water, there are many social, political, economic and cultural characteristics that will make each Sub Compartment and subsequently each SCWMC unique. The approach of CPP is to recognize and acknowledge such differences, rather than imposing institutional blueprints. Of course, such an approach requires water management and participatory management training for members as well as leaders, to avoid chaos and lack of direction. After 2 or 3 years we should have drawn sufficient lessons from experience to consolidate the approach towards the SCWMC and its composition, role and institutional embedding.

Meanwhile the SCWMCs are seen as the focal point for water management, the point where interest groups, technical departments, NGOs and local government meet to resolve issues and operate water regulating structures. As explained above the WUGs will not exclusively exist because of and on behalf of water management. And the CWMC will

probably have mostly a coordinating and policy setting role. Yet, the SCWMCs will be crucial to compartmentalization, because they will be involved in decisions that **directly** affect field realities as well as residential areas, that **directly** relate to (possibly conflicting) interests and that have immediate implications for government staff at block and thana level.

A major part of the concentration of most SCs in one thana is a positive point, as compared to Tangail, where 2 thanas are involved. But if we look at administrative boundaries more carefully, there is still little overlap, the 8 rural SC's are more or less distributed over 9 unions (of which two are very marginally involved). Most Sub-Compartments share land with 3, some with 4 unions! And this is also the case in the other direction: except for one, each Union has portions of at least 2 and usually 3 Sub Compartments within its boundaries. This will, of course, complicate relationships, but this is, in the present approach towards compartmentalization inevitable. The consequences need to be studied carefully and in 1995 conclusions should be presented on the wisdom of determining SCs mainly on hydrological grounds, while Union and Thana boundaries playing a secondary role.

A final comment on SCWMC's: the long term institutional arrangements for this institution are unclear, as discussed earlier. From presently available information it appears that the Thana is the most obvious level to accommodate these in the long run, especially in a case like Sirajganj where the Compartment fits more or less within one Thana. This consideration is only reinforced by another observation. The Thana is the lowest effective administration level for the technical departments and for most of these their operational activities end here. Also for those agencies that employ (field) staff below this level, notably DAE and BRDB, their supervision and support comes mostly from the Thana level. As outlined some of these field staff are supposed to play an important role in the establishment of WUGs and in the establishment and operation of the SCWC's. Staff of other technical departments, like Fisheries and LGED, are supposed to be involved in training of and support to SCWCMs. All of these are considerations to pay much attention to, especially the practical links between these committees and the thana administration. These links will be described in more detail in the next Chapter.

4.4 Compartmental Water Management Committee

At the highest administrative level there will be a Compartmental Water Management Committee (CWMCs). At this stage it is not possible to tell whether there will be Regional or even National water Management Committees. This, of course, depends on the ultimate policy decisions regarding more extensive compartmentalization. If indeed more compartments would be established, it is likely that their interaction warrants the overall guidelines for such compartments be determined by such higher level bodies. Anyway, we limit ourselves here to the Sirajganj and Tangail Compartments. And these compartments will, in due course, be managed by their respective Compartmental water Management Committees.

4.4.1 Composition

The usual three parties will be part of the CWMC:

- * Representatives of the immediately concerned people;

- * Representatives of the most concerned technical departments;
- * Representatives of Local Government including Pourashava);

And in addition a special category will join:

- * Representatives of NGO's.

However, the precise arrangements for (s)electing these representatives are different from those at the Sub-Compartmental level and, more importantly, they will change over time.

The difference in (s)election system is explained by the fact that the approximately 292000 people within the Sirajganj compartment would be too far removed from this level to directly (s)elect their representatives. Water Users Groups will easily be able to select their leaders, maybe using our criteria, but WUG members may have other idea(s). These leaders will also be able to select from among themselves the representatives into the SCWMCs. We should keep in mind that the Sub-Compartments are small. Distances within a Sub-Compartment can still be covered by foot and people have a more or less common history. Obviously this is not the case at the Compartment level.

So the representation of interest groups at that level will be indirect. Once the SCWMCs have been established, their Chairperson will be ex-officio member of the SWMC. It is likely, especially in the initial stage of compartmentalisation, that these chairpersons will actually also be the chairpersons of the Union Parishad. At this stage this has the disadvantage that there is no female represented in the CWMC. The present composition might change over time when the SCWMCs become more established and strong representatives of WUG's will come up. Anyway, each of the SCWMCs (eight men, according to present design) in the Sirajganj Compartment will send their representative to the CWMC.

The various technical departments will be represented by their District level staff usually Deputy Director. At present it seems that the most concerned departments are: DAE, LGED, Fisheries, Forestry, Roads and Highways, Livestock and the BRDB and BWDB. It needs to be seen whether all of these are, sufficiently involved with issues of compartmental level water management to justify their continuous inclusion in the CWMC. At present the Department of Forestry does not maintain a district level presence in Sirajganj, which rules out its membership. The definition of women's involvement in water management will also further define the need for support from relevant departments, such as public health engineering. It is conceivable that BADC's future role will become such that membership of this committee would not be warranted. The same could apply to the Department of Roads and Highways.

The CWMC can, of course, always invite others into its meetings when issues are to be discussed that concern an agency that is not a regular member. So it would be possible not to include any or all of the three mentioned agencies and call them in on an ad-hoc basis. This will probably happen anyway vis-a-vis such agencies as the Department of Public Health, the Department of Environment, or the Department of Social Welfare. It is not appropriate or possible to take a final decisions now regarding the precise membership of the various technical departments and this is an issue which will be evaluated at two points in time: the second half of 1994 and at the end of 1995.

The third category to be represented in this Committee is Local Government. As noted earlier the elected local U.P. Chairman will, most likely, be member of the CWMC anyway. But there is a strong case for including representation from the District level

Local Government structure, as coordination of line departments is taking place at this level. Present thinking in the FPCO suggests that the Deputy Commissioner should be requested to nominate the ADC as his representative. In the course of the next two years the practicality of this arrangement will be assessed. The option of including the Thana Nirbahi Officers of the (most) concerned Thana's should be looked into in more detail. Certainly in the case of Sirajganj, where the project area almost completely lies inside Sirajganj Thana, the inclusion of the TNO could contribute to the effectiveness of the CWMC.

Finally two special categories will be represented: the Pourashava and NGOs. In the case of Sirajganj most of the town area falls within the Compartment (in fact largely coinciding with Sub-Compartment 9). The best arrangement seems to be the ex officio membership of the Pourashava Chairman.

The representation of NGO's is more complicated. The institutional survey indicates the presence of quite some NGO's in Sirajganj. Some are branch offices of national NGO's, like Proshika, BRAC, Grameen Bank and CARE. Others operate regionally, like BURO, others seem essentially local, like Dip Shetu and UMS. It is difficult for CPP to select any particular NGO and it seems wisest to leave this choice to these NGO's themselves. There will be two seats for NGO's in the CWMC and the NGO's operating in the Compartment will be invited to select two representatives from among themselves.

4.4.2 Chairperson

The Chairperson of the CWMC would initially be the Project Director of CPP. This is done to facilitate the transition from Project Steering Committee (discussed in the next section) to the CWMC. But this arrangement will be reviewed at the end of 1994 and, in more final terms, by the end of 1995. It is likely that the long term institutional arrangements that will evolve eventually will determine the chairmanship issue. It could be that the GOB agency ultimately selected for looking after compartmentalisation and the institutions that are part of it, will appoint the chairman. It is also possible that the CWMC will select its own chairmen from the actual members of the Committee.

4.4.3 Roles and responsibilities

The overall responsibility of the CWMC will be to manage the compartment. Whereas decisions that affect only one Sub-Compartment will be taken at the lower level of the SCWMC, there will be major decisions to be taken that affect more than one Sub-Compartment or the Compartment as a whole. These will be for the CWMC. Such decisions will especially relate to Operation and Maintenance of the structures that affect more than one Sub-Compartment. The guidelines for such O&M will be developed and monitored by the CWMC. But prior to the O&M of whatever structures, there are likely to be decisions on location and nature of structures still to be built.

The other major responsibility will be to facilitate and monitor communication, coordination and collaboration among the governmental and non-governmental agencies concerned with aspects of water management. While most of the **practical** involvement of these agencies will be at the Thana and field level, the policies and parameters for their involvement need to be set at a higher level.

The third major responsibility will be supervision and advice regarding the establishment

and functioning of SCWMCs. As indicated earlier, these lower level committees will be largely autonomous, but a higher level institution needs to advise on the process of actually establishing, training and supporting these bodies. Also, in the case of a (major) conflict within a SCWMC, the CWMC will be the body to arrange for resolve such conflicts. The same applies to conflicts **between** SCWMCs, or between such committees and any agency. While the CWMC will not be suitable or capable to directly interfere in these SCWMCs it could and should set the rules and guidelines and give policy type guidance.

Finally, the CWMC will, for whatever period of time, be responsible for review, guidance and advice to CPP. As will be described in the next section, this will be primarily the responsibility of the CPP Steering Committee, but at some point in time this CPP/SC will turn into the CWMC. It is presently not possible to say whether at that time CPP will still be in place, but if so, the responsibilities of the CPP/SC in this regard will be assumed by the CWMC.

Table 4.4: Main Characteristics Sirajganj Compartmental Water Management Committee

Outline of Sirajganj Compartmental Water Management Committee		
Members	Comments	
Dep.of Agric. Extension	Deputy Director Sir.District	
BRDB	Deputy Director Sir. District	
LGED	Sir. District Engineer	
Dep. of Fisheries	Sir. Dist. Fisheries Officer	
Roads & Highways	Executive Engineer Sir.Dt.	To be reviewed
BWDB	Exec.Engineer O&M Div.	
Dep. of Livestock	Sir.Dt.Livestock Officer	To be reviewed
Other departments	Incidental invitation	
Pourashava	Sir. Pourashava Chairman	
NGOs	Two representatives	To be selected by NGO's
CPP	Project Director	Only temporary
SCWCs	9 Chairpersons	Ex officio members
Interest Groups	To be decided	At the transition of SC to CWMC
Chairperson	initially: PD CPP	to be rearranged
Number members	between 19 and 21	



RESPONSIBILITIES:

Comments

- | | |
|---|---|
| <ol style="list-style-type: none"> 1. Determine arrangements and ground rules for water management at compartmental level 2. Supervise and implement O&M at compartmental level 3. Promote and facilitate inter-agency collaboration 4. Promote, assist and advise SCWMCs 5. Settle disputes between SCWMCs 6. Advise on long-term institutional arrangements for compartmentalisation 7. Review CPP progress and give guidance to Project Team 8. Represent Sirajganj Compartment to higher levels | <p>Within regional or national parameters</p> <p>Execute through designated personnel</p> <p>Especially at District and Thana level</p> <p>To ensure proper functioning SCWMC's</p> <p>Applying general guidelines</p> <p>Esp. "incorporation" into existing GOB structures</p> <p>As long as CPP continues</p> |
|---|---|

4.5 Sirajganj CPP Steering Committee

It is obvious that the CWMC for Sirajganj will not be established soon. In the next chapter the various practical steps that should lead to this Committee will be discussed, but it is clear that an effective CWMC will take time to establish. Nevertheless there needs to be some mechanism to guide and advise CPP in Sirajganj in the mean time. A project of this complexity, with its emphasis on inter-departmental collaboration and on interaction between governmental agencies, interest groups, local government and NGOs needs such a mediating and supervisory mechanism. This both to be of use during project implementation, as well as to prepare the ground for the CWMC.

The proposed mechanism is the Sirajganj CPP Steering Committee. This is a temporary institution, which can be established without too many complications upon FPCO approval, and which can bridge the gap between the present absence of any facilitating institution and the envisaged full-blown CWMC. In the context of the Tangail Compartment such an arrangement has been proposed and it appears that soon all conditions have been met for the establishment of the Tangail CPP Steering Committee. We propose to apply the same arrangements in the case of Sirajganj. A detailed description of background, role, composition, agenda and procedure for this Steering Committee is contained in Appendix 3.

The main differences between Steering Committee and CWMC are the following:

* In the Steering Committee interest groups are not represented via the (not yet existing!) SCWMCs, but via existing organisations (suggested are: Farmers Association, Fishermen's Association, Landless Cooperatives and Women Cooperatives);

* The Steering Committee will not be in a position to actually supervise Compartmental level structures, both because these do not exist yet, and because such a mandate has not been issued;

- * The Steering Committee will not have any staff or budget to its disposal. It might, however, advice on issues that affect CPP funds and staff;
- * The Steering Committee is by definition a temporary institution, not exceeding the life of the Project and not faced with the option of incorporation into or affiliation with an existing GOB agency;
- * A primary task for the Steering Committee is to guide, advice and assist the Compartmentalization Pilot Project.
- * It is envisaged that the Compartmental Water Management Committee will be have a number of legal, administrative and regulatory powers.

4.6 Roles of different agencies

4.6.1 General

The various governmental and non-governmental agencies active in Sirajganj District will play an important role in CPP, and later in the Compartment. This was anticipated in the Terms of Reference of this project, where a provision was made for GOB staff from selected departments to spend time within and on behalf of CPP. However, their roles were not spelled out and, as discussed in Chapter 2, it has been difficult to involve them on a continuous basis in the project. The formula of the so-called "extended Project Team" has not fulfilled expectations.

In many of the above sections, and in even more detail in the next chapter, activities have been presented that will directly involve one or more of the GOB agencies or NGO's. In fact, many activities will be directly executed by such agencies, with guidance and support from CPP. In some cases it seems appropriate to request specific agencies to contribute as part of their regular work, and not to make special arrangements for reimbursement of expenses or for training. For example: the provision of data and maps, participation in an advisory committee, feed-back on CPP reports. However, in quite a number of situations CPP will request a department to undertake special activities, normally not part of their routine. In such cases CPP will arrange for material and immaterial support for such activities.

It is not only in regard to institutional activities that the various agencies will be requested to contribute. CPP staff concerned with particular technical activities, such as fisheries, agriculture or environment, will also draw on human and material resources in the other departments. So the summary of the roles of the various agencies presented below is neither complete nor detailed. It mainly serves to illustrate the general point and to indicate the significance of CPP's collaboration with the respective agencies. The following agencies are identified and described:

- * *Technical Departments:* Departments of Agricultural Extension, Fisheries, Forestry, Roads and Highways, Livestock and the BRDB, LGED, BADC and the BWDB.
- * *Local Government:* Deputy Commissioner and Thana Nirbahi Officer and the elected local government: Union Parishad and Pourashava.

** Non-Governmental Organisations.*

As this is relevant the various roles are discussed separately for District, Thana and Field level.

4.6.2 The role of the technical departments

Department of Agricultural extension: Role of district level staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of agricultural issues;
- * Sanction and support for involvement of lower level DAE staff;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalization;
- * Involvement in developing guidelines for O&M compartment;
- * Involvement SMS in setting up trials and demonstrations;
- * Support to and involvement in CPP's liaison towards national headquarters DAE

Department of Agricultural Extension: Role of Thana level staff:

- * Participation in CPP at Thana level;
- * Provision of detailed agricultural information;
- * Sharing of maps;
- * Advice on sub-compartmental demarcation and planning;
- * Sanction and support to involvement Block Supervisors in compartmentalisation;
- * Incorporation CPP messages in extension packages;
- * Support for formation of farmers groups as WUGs;
- * Registration of farmers WUGs and incorporating these in extension approach;
- * Mediation in conflict between farmers groups;
- * Participation in CPP training, as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Assistance in establishing SCWMCs;
- * Monitor impact of compartmentalisation

Department of Agricultural Extension: Role of Block Supervisors:

- * Central role in identification and demarcation of chawks;
- * Collection and sharing of detailed information;
- * Central role on formation of farmers WUGs;
- * Providing training to farmers WUGs on CPP issues;
- * Participate as trainees in CPP training;
- * Monitor farmers WUGs;
- * Assist in selection farmers representatives towards SCWMC;
- * Membership of SCWMCs;
- * Advice in drawing up guidelines for O&M of subcompartment;
- * Monitor impact of sub-compartmentalisation;

BRDB: Role of District level staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information;

- * Sanction and support for involvement of lower level BRDB staff;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Support to and involvement in CPP's liaison towards national headquarters BRDB;
- * Provide feedback to CPP reports and review CPP information;
- * Registration of LCSs and EMGs for work under CPP;
- * Identification landless and women's groups;

BRDB: role of Thana level staff:

- * Participation in CPP at Thana level;
- * Provision of detailed information about KSS, MSS, BSS MBSS groups ;
- * Sharing of maps;
- * Identification of and information about landless and women's groups.
- * Registration of landless and women's groups as WUGs;
- * Support to training of landless and women groups as WUGs;
- * Mediation in conflict between WUGs;
- * Participation in CPP training, as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Assistance in registration and monitoring of LCSs and EMGs;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Assistance in establishing SCWMCs;
- * Monitor impact of (sub-)compartmentalisation;

BRDB: role of inspectors:

- * Collection and sharing of detailed information about landless and women's groups;
- * Central role on formation of landless and women WUGs;
- * Providing training to landless and women WUGs on CPP issues;
- * Participate as trainees in CPP training;
- * Monitor landless and women WUGs;
- * Assist in selection landless and women group representatives towards SCWMC;
- * Membership of SCWMCs;
- * Advice in drawing up guidelines for O&M of subcompartment;
- * Monitor impact of sub-compartmentalisation;

LGED: Role of District level staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of infra-structural issues;
- * Sanction and support for involvement of lower level LGED staff;
- * Review of CPP reports and recommendations;
- * Participation in CPP training as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Involvement in developing guidelines for O&M compartment;
- * Support to and involvement in CPP's liaison towards national headquarters LGED;
- * Advice on long term arrangements for O&M of minor works;
- * Information sharing on planning and budgeting infra-structural works;



LGED: Role of Thana level staff:

- * Participation in CPP at Thana level;
- * Provision of detailed information on water related infra-structure;
- * Sharing of maps;
- * Advice on sub-compartmental demarcation and planning;
- * Participation in CPP training, as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Assistance in establishing SCWMCs;
- * Monitor impact of compartmentalisation
- * Collaboration in identification and appraisal of local FCD-initiatives to be supported by CPP;
- * Technical support to local FCD-initiatives deserving CPP support;
- * Information about infra-structure planning and budgeting at thana level.

Department of Fisheries: Role of District staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of fisheries issues;
- * Sanction and support for involvement of lower level DOF staff;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Involvement in developing guidelines for O&M compartment;
- * Involvement specialists in setting up trials and demonstrations;
- * Support to and involvement in CPP's liaison towards national headquarters DAE
- * Support to CPP mitigation measures related to fisheries;
- * Assistance in identification of fishermen group;
- * Assistance in liaison with fishermen association(s).

Department of Fisheries: Role of Thana staff:

- * Participation in CPP at Thana level;
- * Provision of detailed information related to fisheries;
- * Sharing of maps;
- * Advice on sub-compartmental demarcation and planning;
- * Incorporation CPP messages in extension packages;
- * Support for formation of fishermen groups as WUGs;
- * Registration of fishermen WUGs and incorporating these in extension approach;
- * Participation in CPP training, as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Assistance in establishing SCWMCs;
- * Monitor impact of compartmentalisation
- * Collaboration in mitigation measures related to fisheries.

Dep. of Roads and Highways: role of District staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of infra-structural issues related to water;
- * Review of CPP reports and recommendations;
- * Participation in CPP training as trainees;
- * Acting as resource people (trainers) in CPP training;

- * Incorporation compartmental guidelines in future infra-structure planning;
- * Support to and involvement in CPP's liaison towards national headquarters LGED;
- * Information sharing on planning and budgeting infra-structural works;

Dep. of Livestock: Role of District level staff:

- * Membership of Steering Committee and later CWMC;
- * Review of CPP reports and recommendations;
- * Provision of information of livestock issues;
- * Sanction and support for involvement of lower level staff;
- * Participation in CPP training as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Involvement specialists in setting up trials and demonstrations;
- * Support to and involvement in CPP's liaison towards national headquarters.

Dep. of Livestock: Role of Thana level staff:

- * Participation in CPP at Thana level;
- * Provision of detailed livestock information;
- * Incorporation CPP messages in extension packages;
- * Support for formation of farmers groups as WUG's;
- * Participation in CPP training, as trainees;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Monitor impact of compartmentalisation

Bangladesh Agricultural Development Corporation: Role of District staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of agricultural issues;
- * Provision of information on irrigation groups;
- * Sanction and support for involvement of lower level BADC staff;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Involvement in developing guidelines for O&M compartment;
- * Support to and involvement in CPP's liaison towards national headquarters BADC;

BADC: Role of Thana staff:

- * Provision of detailed agricultural information;
- * Sharing of maps and detailed information on irrigation schemes;
- * Advice on sub-compartmental demarcation and planning;
- * Support for formation of irrigation groups as WUGs;
- * Assistance in registration of farmers WUGs;
- * Participation in CPP training, as trainees;
- * Acting as resource people (trainers) in CPP training;
- * Assistance to monitoring pilot project at sub-compartment level;
- * Assistance in establishing SCWMCs;
- * Monitor impact of compartmentalisation, esp. on cropping patterns.

Department of Forestry: Role of District staff:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of forestry issues;
- * Sanction and support for involvement of lower level staff in CPP;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalisation;
- * Advice on developing guidelines for O&M compartment;
- * Involvement in setting up trials and demonstrations;
- * Support to and involvement in CPP's liaison towards national headquarters DOF.

Bangladesh Water Development Board: Role of staff of O&M Division:

- * Membership of Steering Committee and later CWMC;
- * Provision of information of BWDB structures in compartment;
- * Sanction and support for involvement of lower level BWDB staff;
- * Participation in CPP training as trainees;
- * Review of CPP reports and recommendations;
- * Acting as resource people (trainers) in CPP training;
- * Involvement in monitoring effects of compartmentalization;
- * Involvement in developing guidelines for O&M compartment;
- * Advice on deserving FCD initiatives of groups within compartment;
- * Incorporation of compartmental guidelines into O&M rules and systems;
- * Advice on long term institutional arrangements for compartmentalization;
- * Advice on cost-recovery options for O&M related to compartmentalization.
- * Assistance to SCWCs in regard to O&M;
- * Fine-tuning of operation of BWDB structures in line with compartmentalization;
- * Assistance in monitoring of impact of compartmentalization.

4.6.3 The role of Local GovernmentThe role of the Deputy Commissioner:

- * Support to the CPP Steering Committee and later CWMC;
- * Representation to CPP/SC and later CWMC;
- * Involving CPP in district development coordination where appropriate;
- * Sharing of maps, statistical and revenue related information;
- * Sanction and support for involvement of TNO's in CPP activities;
- * Facilitating involvement of various technical departments in CPP;
- * Advice on general policy issues related to compartmentalisation;
- * Review of CPP reports and recommendations;
- * Advice on long term institutional arrangements for compartmentalization;
- * Advice on revenue generation in connection with compartmentalisation;
- * Mediation in conflicts affecting CPP;
- * Advice on NGO involvement.

The role of the Thana Nirbahi Officer:

- * Active participation in Thana CPP;
- * Facilitating involvement technical thana staff in compartmentalization;
- * Provision of information, esp. on maps, statistics and finance;
- * Liaison with CPP and CWMC regarding infra-structure related thana level planning;
- * Mediation in conflicts affecting compartmentalization;

- * Assistance in identifying potential WUGs;
- * Assistance and advice in identifying deserving local initiatives related to FCD;
- * Advice regarding involvement of NGO;
- * Facilitation of collaboration between CPP and Union Parishads;
- * Advice on long term institutional arrangements for compartmentalisation;
- * Advice on NGO involvement.



The role of the Union Parishad:

- * Active membership of SCWC;
- * Sharing of information on socio-economic and infra-structural issues;
- * Participation in CPP as trainees;
- * Advice on final demarcation of Sub-Compartments;
- * If selected as chairman of SCWMC: representation SCWMC in CWMC;
- * Mediation in conflicts affecting sub-compartments;
- * Monitoring of CPP;
- * Liaison regarding use of UP funds for water related infra-structure.

The role of the Pourashava:

- * (for Pourashava Chairman) Active membership of CPP Steering Committee and later Compartmental Water Management Committee;
- * Provision of detailed information on urban infra-structure related to FCD;
- * Advice on CPP interventions related to urban drainage and sanitation;
- * Active support for formation of urban SCWMCs;
- * Assistance in identification of members of urban SCWMC;
- * Advice on long term institutional arrangements for compartmentalization;
- * Advice on revenue generation related to compartmentalization related to urban areas
- * Sanction and support to involvement Pourashava staff in CPP efforts.

4.6.4 The role on Non Governmental Organisations

The role of NGO's at district level:

- * Membership of (two) selected NGO-representatives in CPP Steering Committee and later CWMC;
- * Provision of information on geographical and sectoral spread of NGO activities
- * Advice and assistance towards identification of potential LCSs and EMGs;
- * Assistance and active collaboration in identification and appraisal of landless and women groups to become WUGs;
- * Participation in CPP training as trainees (at district, thana and sub-compartment level);
- * Participation in CPP training as resource people (trainers), at various levels;
- * Identification and appraisal of small scale FCD initiatives deserving CPP support;
- * Collaboration in channelling CPP support to selected FCD initiatives;
- * Monitoring of CPP;
- * Sanction and support to NGO staff to be involved in CPP initiatives;
- * Participation in socio-economically relevant CPP experiments;
- * Assistance in distribution of CPP information materials;

The Role of NGO's at Thana level:

- * Membership of NGO representatives in SCWMCs;
- * Provision of information on geographical and sectoral spread of NGO activities

- * Advice and assistance towards identification of potential LCSs and EMGs;
- * Assistance and active collaboration in identification and appraisal of landless and women groups to become WUG's;
- * Active support to mobilization and training of landless and women WUGs
- * Participation in CPP training as trainees (at district and thana level);
- * Participation in CPP training as resource people (trainers).
- * Identification and appraisal of small scale FCD initiatives deserving CPP support;
- * Collaboration in channelling CPP support to selected FCD initiatives;
- * Monitoring of CPP;
- * Sanction and support to NGO staff to be involved in CPP initiatives;
- * Participation in socio-economically relevant CPP experiments;
- * Assistance in distribution of CPP information materials;

4.7 LCS and EMG's

Landless Contracting societies (LCSs) and Earth Maintenance group (EMGs) are the essential institutions to be seen as the direct benefiting platform for the disadvantaged groups in CPP. The TOR for CPP:FAP 20 has endorsed the scope of employing the disadvantaged groups, including women, in the construction, operation, periodic maintenance works and other activities of the project.

The objective of LCS is to ensure that a larger share of the potential benefits generated by CPP: FAP- 20 projects is channelled to the poorest sections of the population.

The idea of LCS is that these groups would be registered as **D-class contractors**, who would take part in the tendering of earthwork and other maintenance works. Special attention would be given to ensure that a fixed minimum wage is paid to the labourers and in case of any irregularities, BWDB/CPP would take action against LCS/ organizing agency.

A separate proposal on the methodologies on LCSs has been developed for CPP. Details in this regard is referred in that guidelines (Methodologies on Landless Contracting Societies - LCS; CPP: FAP 20, June 1993).

EMGs will be formed from the landless (preferably from the women group of BRDB/ NGOs) groups nearby Embankments. It will be the responsibilities of the Sub-Compartment Water Management Committee to form, utilize and activating the EMGs. Financial arrangements, in the long run could be the revenue fund generated through cost recovery and other sources that are determined by the CWMC.

One EMG will consist of 10 - 15 members, that will be paid at a fixed rate for their daily work from which, they are to save a portion and deposit in the local designated bank branch. Specific work will be allotted to them and be supervised by the SCWMC and the NGOs. Specific agreements will be signed between EMG and SCWMC/BWBD for the length of work, payment rate and mode, savings etc.

When EMGs will be formed, they must be trained just as LCS groups(group leaders) on measurements, calculation, account opening and operating, group management etc. and other technical matters that needed. Performances of the EMGs will be monitored and on

the job training will need to strengthen the unexperienced groups. SCWMC or the organizing agency will be responsible for such training.

Detailed procedures for the EMGs will be developed immediately after the physical constructions are made and SCWMCs are formed.

5 PROPOSED INSTITUTIONAL ACTIVITIES

5.1 General

In the previous chapter an outline has been given of the institutional arrangements proposed for Sirajganj Compartment, which are to be tested and fine-tuned in practise. The specific activities to be undertaken by CPP in order to establish such arrangements are proposed and discussed below.

Essentially the CPP approach is to **first of all**:

- * Continuation of consultation and data collection;
- * Establishing the Sirajganj CPP Steering Committee;
- * Establishing Water Users Groups;

And only **after** that staff will move towards the establishment of the SCWMCs and, **subsequently**: the CWMC. **The final stage** will be evaluation, consolidation and documentation of these arrangements.

The reasons for this are that first of all CPP needs to have a more in-depth understanding of what people in the compartment think and want. At the same time CPP needs to establish the high level Steering Committee in order to facilitate inter-agency collaboration and to receive policy-level guidance on project implementation. Field based activities first require the identification and establishment of Water Users Groups, allowing for participatory planning from this level upwards. Only when these WUGs will have been identified, the process of establishing the SCWMCs can start.

These SCWMCs will in future be the focal point in operational water management, but they need to be built on strong local interest and genuine representation. So these SCWMCs will follow the WUGs. In a similar fashion the CWMC follow these SCWMCs. As explained earlier, the (temporary) CPP Steering Committee will only be converted into the (long term) CWMC if the conditions for proper representation from lower levels are in place.

The following steps in institutionalization are discussed here:

- * information gathering activities.
- * the strategy for the formation of WUGs
- * proposals for the establishment of SCWMCs.
- * proposed activities in regard to the establishment of the Sirajganj CPP Steering Committee and, subsequently, the Sirajganj SWMC.

Subsequently two special categories of activities are discussed:

- * the involvement of NGOs;
- * the establishment of LCSs and EMGs.

Finally the use of publicity is briefly reviewed.

Chapter 6 details presentation of our training programme. Chapter 7 proposes implementation arrangements for the proposed activities.

5.2 Information gathering

In addition to information already collected CPP proposes to involve NGOs in **action research** to gain more in-depth understanding of people's ability and willingness to deal with flood, drainage and water management issues. Consultations reveal one part of people's perception of problems and solutions, but sharing knowledge, observing and learning from practice can provide valuable inputs for plans.

Action research could bring to light and build on people's motivation, experiences and practices in facing water related threats or problems, sometimes joining efforts and solve such problems. For example they jointly construct or improve drainage canals, they strengthen embankments, they construct bunds, they build culverts. Sometimes they solicit and obtain outside support (e.g. from Union Parishad or LGED), often they do not. There have been cases of people investing very substantial amounts of time, materials and even cash in such measures. Is it a matter of leadership, socio-economic homogeneity, the nature of the problem, the accessible of expertise, the expectation of outside support.

The Compartmentalization Pilot Project is not about Government solving people's problems, but about the various agencies and people together doing so. Much attention is given to build on the activities of GOB agencies active in FCD, but not much to people's initiatives in this field. Therefore study of selected people's initiatives towards FCD improvement should be encouraged and studied. A fund will be established with limited **matching grants** which will be available for approved self-help initiatives related to FCD. Up to a specified maximum (e.g. one lakh taka) locally collected and spent funds can be matched through CPP, on a Taka for Taka basis, if used for local self-help for flood protection, drainage or flood control. The local contribution can also be in kind (sand, bricks, etc.) or labour. Further elaboration is needed.

The first qualification, the initiative must be from and by the concerned people themselves (not, for example, by LGED). It must be technically sound and feasible within the approved budget. There needs to be a sufficient degree of organisation and financial accountability. Groups that have the support and recommendations of a registered NGO have preference and the NGO can help in the process. A qualified person, such as a LGED or BWDB engineer, must review and endorse the initiative. For the benefit of all, CPP, the group and, if involved, the NGO, must share all relevant information and must collaborate in monitoring and evaluation of the self-help effort. This is the research aspect, which will result in documentation of self-help efforts and the analysis of what people can do themselves.

Obviously there need to be more elaborate rules for the proposed action research and self-help fund. These ground rules will be elaborated by the CPP team, in close collaboration with the possible donor and with NGO's in Siranjanj (and Tangail).

5.3 Formation of Water Users Groups

The scope, role and composition of the various interest groups have been described in the previous chapter. Essentially there will be four different groups of Water Users: Farmers Groups, Fishermen Groups, Landless groups and Women Groups. These groups are different and distinct, separate programmes are proposed for their establishment (where needed) and/or for support to their proper functioning in the context of sub-compartmental water management. The programmes are discussed below.

5.3.1 Programme for the organization of farmers water users groups

As explained above, CPP should not establish WUGs for the sole purpose of water management. It is virtually impossible to separate water management and agriculture. The establishment of multi-purpose groups, in this case farmers'/water users' groups, in cooperation with DAE, would be to the mutual benefit of both CPP and DAE.

In close cooperation with DAE and its block supervisors who deal directly with farmers, a fruitful combination of farmers' groups and WUG could be developed, broadening agricultural extension to include farm water management and planning.

Instead of covering the whole area at once, an approach will be followed making it possible to build up experience at small scale and later to expand to the larger area. However, continuous monitoring and flexibility to modify the approach will be required and be carried. The Steering Committee, as soon as it is established, will closely monitor and guide the process.

Delineation of groups and the required efforts to support them should be site and situation specific. This implies that an inventory will have to be made on the spot of the potential group size, existence of irrigation groups, soil and hydrological conditions, and administrative and socio-cultural factors. The collaboration of intended group members, key persons knowledgeable of the area and knowledgeable individuals is crucial in this work.

Probably the chawk is the most suitable unit a farmers'/water users group. Chawks are blocks at field level, usually bordered by embankments, roads, villages, or other recognizable physical entities.

It has to be noted that membership of a water users'/farmers' group is mainly determined by the location of plots in the field. This implies that one farmer can be a member of more than one group. However, and more importantly, it also implies that the proposed farmers' groups will not be common, often somewhat idealistic notion ie groups whose members have a strong mutual relationship and carry out many activities together often at the sacrifice of private interests for the general well-being. The diverse and often dissimilar interests (for example between farmers whose plots will hardly be affected by operation of the system, and those for whom operation is of crucial importance), will lead to lose cohesion within the groups. It is thus anticipated that attendance rates in group meetings will be rather variable, depending on interest and actual possibilities for water management at the group level, and will be generally well below 100%. At the same time it is to be expected that for effectiveness and efficiency of water management this less than full participation does not have to have any severe consequences.

A principle consensus has been established between CPP and the Director of Field Services DAE on possible involvement of DAE in the programme for organization of water users'/farmers' groups. It was concluded that details can be worked out at the local (district) level, based on the principle that in CPP farmers' groups will be organized based on water management as the defining criteria. DAE's Block Supervisors will be the prime responsible for the organization in the field.

Aside from the agricultural oriented aspects (preparation of a group production plan, receiving mechanism for agricultural extension, involvement in the future programme for Integrated Pest Management, etc. functions of the water users'/farmers' groups will include:

- to influence operation of the system for water management at the sub-compartment, compartment, and as far as relevant, the group/chawk level;
- to monitor, advise on and contribute to system maintenance;
- resource mobilization;
- conflict management;
- to act as legitimate channel to generate and articulate voice.

An indication of responsibilities and inputs of the different agencies involved in the programme is:

BWDB's input would include but not be limited to:

- assistance to technical training;
- other technical assessments and assistance;
- assistance to formulating O&M guidelines.

DAE's input would include but not be limited to:

- implementation of DAE's regular programme for agricultural extension and support, including training;
- input facilitation, crop demonstration, etc;
- fielding of sufficient field staff (Block Supervisors and others) for the organization of farmers'/water users' groups;
- establishment of water users'/farmers' groups;
- tasks of block supervisors would include all those activities at field required to establish effective water users' groups, including data collection, mapping, monitoring, liaison, training, regular organization of group meetings, field checks.

BRDB: Numerous irrigation groups (KSS), several of them initially organized with support from BRDB, exist in the field. These groups clearly have a water and agriculture based organization and would thus be a good entrance point for agricultural extension (DAE) and CPP. BRDB's involvement should primarily be sought to:

- assist in liaison with existing irrigation groups

The Thana Nirbahi Officer: The TNO could significantly contribute by:

- promoting and supporting collaboration between the agencies.

LGED: will be involved to:

- provide input facilitation with regards to minor infrastructural works
- provide technical advice;
- become concerned with O&M of minor infrastructural works.

CPP's input would include but not be limited to:

- facilitate coordination and collaboration among the agencies at field level;
- provide information on overall CPP planning, design and implementation;
- explain roles of SCWCs and arrange representation to these institutions;
- assist in monitoring, and strategy development;
- formally train field and other staff on water management in CPP
- formal training of field staff in group organization;



- provide regular on-the-job-training of field staff and farmers;
- train group leaders;
- provide of audio-visual and other training materials;
- provide logistic and limited financial support;
- provide matching grants for self help FCD initiatives.

The Sirajganj CPP Steering Committee would have a role in:

- ensuring of coordination both at the policy and the implementation level;
- monitoring and guidance;
- establishing a mechanism for representation of farmers;
- including beneficiaries wishes in decision making on water management;
- providing relevant information whenever required to farmers' groups.

Others: Unions and other local administration should be kept continuously informed. Union Council Members and especially the Union Chairpersons can effectively be used. The participatory water management structure proposed will need to gain strength. Certain interest groups, particularly women, will be able, with CPP support, to achieve an effective level of representation of interests. Incorporation of the existing power structures may lead to reinforcement of the existing, unequal distribution of power and wealth. On the other hand exclusion of, or ignoring their existence might make the institutional arrangements for water management under CPP less effective and sustainable.

Assuming that agreement with DAE can be reached soon, the major steps to be taken are shown in Table 5.1.

Table 5.1: Programme for Farmers WUG's organisation

No	activity	main actor	remarks
1.	characterization of chawks	CPP DAE	
2.	selection of priority chawks	CPP DD and other DAE staff Steering Committee	
3.	selection BS's and primary delineation working areas	DAE	
4.	action planning workshop DAE and other agency staff	CPP DAE Steering Committee	CPP involvement at Thana level
5.	training BS's	CPP/specialized institution	subjects: objectives programme, intro CPP, purpose and methods for inventory.
6.	study tour BS's and other staff involved	CPP	study farmers' groups
7.	social and agricultural inventory inventory of existing groups	BS's field coordinator farmers key persons	* BS's should meet with prospective group members individually * should be kept simple and effective, otherwise can be very time consuming * sketch maps to be produced by BS's
8.	definition group (membership)	CPP DAE farmers	* prime criterion: chawk, to be modified based on other criteria * joint exercise involving staff and farmers and key persons alike
9.	training BS's	CPP/specialized institution	* all BS's in project area * water management * group organization
10.	informing/presentation to relevant BRDB, BWDB, NGO, staff and UP.	CPP DAE	commitment building
11.	initiation of group formation process	BS's	
12.	regular group meetings	BS's	
13.	regular supervision, monitoring and further (on-the-job and formal) training	DAE CPP	field coordinator and DAE staff
14.	establish groups, election of leaders	BS's and farmers	should be done some time after start group formation,
15.	training of group leaders	CPP and DAE staff	
16.	evaluation and expansion	CPP and DAE	
17.	continuous on-the-job support	field coordinator	
18.	election of representatives	group leaders	

It is evident that an input will be required from especially DAE which surpasses its present task description, and CPP is prepared to provide a budget for this. This would include a to be negotiated portion of:

- training allowances
- a small honorarium to staff involved
- transportation
- stationery
- costs of meetings

Such payments are justified in view of 1) the increased workload of DAE for activities which are beyond their actual mandate, and 2) the temporary character of the work (once WUGs have been established and are functioning, they should becoming self-supporting). The required expenses can be covered from the budget allocated for the organization of WUGs. The bulk of this goes to Thana and field level.

5.3.2 Programme for the organization of fishermen's WUG's

To involve the group of professional fishermen in water management it appears most efficient to strengthen the existing associations in such a way that water management is explicitly included in their tasks. By paying sufficient attention to the needs of the professional fishermen in the area, the requirements of the part time and subsistence fishermen can be expected to be covered. A plan will be worked out for Sirajganj along the lines of the Tangail report on Mitigation Measures for Fisheries.

An indication of the responsibilities of the different agencies involved is:

BWDB's input would include but not be limited to:

- assistance to training on technical matters;
- assistance to preparation of O&M guidelines;
- assistance to all other technical matters as required.

DOF's input would include but not be limited to:

- technical support;
- liaison;
- input facilitation;
- monitoring;
- assistance in training.

CPP's input would include but not be limited to:

- monitoring;
- input as described in report 'Mitigation Measures for Fisheries';
- coordination;
- training.

The CPP Sirajganj Steering Committee would have a role in:

- ensuring of coordination both at the policy and the implementation level
- monitoring and guidance;
- establishing a mechanism for representation of fishermen;
- include fishermen's wishes in decision making on water management;
- provide relevant information whenever required to fishermen' groups.

As fishermen will be involved in principle through already existing and functioning associations activities in the field of actually organizing water users'/fishermen's groups are not required. However, activities should focus on ensuring that fishermen grasp the system for water management in CPP as relevant to their interests, and their interests are voiced and sufficiently reflected in the proposed CWMC and SCWMCs. Basically the main steps to be taken are shown in Table 5.2.

Table 5.2: Programme for organisation of Fishermen's WUG's

1.	activity	main actor	remarks
2.	detailed inventory and analysis of fishermen's associations	DOF CPP	
3.	development detailed action plan	DOF and CPP	
4.	link with/responsibility of field assistants to DOF CPP to be clarified	CPP and DOF	
5.	appointment field assistants	DOF and CPP	
6.	action planning workshop	CPP, DOF, Steering Committee	staff of other agencies to be invited
7.	training field assistants on organizational and technical aspects water management in CPP	CPP/ specialized institution	to be combined with training BS's
8.	attend regular group meetings and inform participants on roles and functions associations in water management	field assistants	utilize regular meetings as organized by associations
9.	regular supervision, monitoring and further on-the-job-training	DOF, CPP field assistants field coordinator	
10.	election of representatives to CWMC and SCWMC	members of associations	

5.3.3 Programme for the organization of landless WUGs

NGOs have organized 2212 groups of landless have in the project area NGO's, and BRDB 231. Instead of organizing new landless groups at field level for the specific purpose of water management, these existing groups should be supported to pay attention to aspects of water management as far as relevant to their specific situation.

It does not appear necessary to organize all landless for the purpose of the project, nor to have a complete coverage of existing groups; a sample for each Sub-compartment may be expected to sufficiently reflect and represent the interests of landless in water management. Focus of the approach should be on informing and guaranteeing representation in the SCWMCs and CWMC as a means to landless to defend their interests wherever necessary. This will be done in an indirect way, i.e. by training and

informing group organizers and other staff of NGOs and BRDB on the technical and institutional aspects of water management in CPP.

An indication of responsibilities would be:

BWDB's input would include but not be limited to:

- assistance technical training;
- contracting LCSs and EMGs;
- assistance to formulation of O&M guidelines.

BRDB's input would include but not be limited too:

- assist in identifying genuine landless groups;
- liaise between CPP and (BRDB guided) landless groups;
- assist in training to inspectors and others on water management aspects;
- integrate water management into the activities/responsibilities of the groups;
- organize meetings with the groups/group leaders for training on water management;
- select, assist and guide (BRDB) landless groups to perform as LCSs and EMGs.

NGO's will:

- assist in identifying genuine landless groups;;
- liaise between CPP to (NGO guided) landless groups;
- assist in training to inspectors and others on water management aspects;
- integrate water management into the activities/responsibilities of the groups;
- organize meetings with the groups/group leaders for training on water management;
- select, assist and guide (NGO) landless groups to perform as LCSs and EMGs;
- be instrumental in eliciting meaningful representation of landless in the proposed CWMC and SCWMC's.

CPP's input will include but not be limited to:

- advise on water management related activities
- monitoring;
- liaison;
- coordination;
- training;
- provision of training materials and visual aids.

Conducting the training to their group members is an additional task to the present workload of inspectors or group organizers, and some financial support from CPP in this respect is justified.

The main steps to be taken are shown in Table 5.3.

Table 5.3: Programme for organisation of landless WUG's

1.	activity	main actor	remarks
2.	selection NGO's	CPP	NGO's which have a strong presence all over the compartment, and those that are most active in concerned sub-compartment
3.	identification and selection of groups	NGO BRDB CPP	
4.	action planning workshop	CPP Steering Committee	CPP involvement of Thana level
5.	training NGO/BRDB staff	CPP	on water management
6.	training group members	group organizers	on water management and representation strategies
7.	regular supervision, monitoring and further on-the-job-training	NGOs/BRDB field coordinator Steering Committee	
8.	election representatives	group members	NGO coordination

5.3.4 Programme for the organization of women WUG's

The organization of water users'/women groups will follow the same lines as described above for landless. 1575 women's groups exist in the area, most of them organized by NGOs. These groups will be approached to identify and define common interests in water management. They can be supported to extend their roles and act as WUGs as well, basically aiming at a strong representation of women's interests in the future SCWMCs and CWMC. They interests as farmers family members as well as can have fishermen family members and may want to participate in those groups on specific concerns as well.

The first tasks of the women in development personnel can be to bring forward to CPP the responsibilities of women and links with compartmentalization through integrated water management. Management aspects related to public health will receive due attention, meaning sanitation, domestic use of water, nutrition which are part and parcel of the definition. This will facilitate planning of support in resource mobilization, training, promotion and awareness raising on critical issues of compartmentalization impact on women.

Specific attention will be paid to ensure women's access to labour opportunities in LCSs and EMGs and employment opportunities in khas ponds. Furthermore, CPP will ensure that they are able to voice their interests in the various committees, where they are by far in minority. The landless groups are in majority women. This justifies the selection of a female representative from this interest group. Specific training to strengthen these interest groups' representatives and support to enable them to communicate with their constituencies will be ensured.

To remove these constraints collaboration of the CPP/WID personnel is required in the process of institutionalization specifically to see:

- who are approached and how in setting up LCSs, EMGs as well as WUGs, SCWMCs and the CPP/SE-CWMC;
- what institutional support and training is appropriate to the WUGs and SCWMCs, particularly to women, to enable their participation on the basis of a good understanding the tasks, responsibilities and mutual expectations.
- what are the issues related to water management affecting women at field and residential areas. What is women's understanding of these issues?
- what conditions exist for women LCSs and EMGs involved in infrastructure to perform well, what support and what appropriate training is necessary for female LCSs and EMGs.

An indication of the responsibilities of the different agencies would be:

BWDB's input would include but not be limited to:

- assistance technical training;
- contracting LCSs and EMGs;
- assistance to formulation of O&M guidelines.

BRDB's input would include but not be limited too:

- assist in identifying active women's groups;
- liaise between CPP to (BRDB guided) women groups;
- assist in training to inspectors and others on water management aspects;
- integrate water management into the activities/responsibilities of the groups;
- organize meetings with the groups/group leaders to define and implement training on water management;
- select, assist and guide (BRDB) women groups to perform as LCSs and EMGs.

NGO's will:

- assist in the identification of active women's groups;
- provide liaison CPP- (NGO guided) women groups;
- assist in training to inspectors and others on water management aspects;
- integrate water management into the activities/responsibilities of the groups;
- organize meetings with the groups/group leaders to define and implement training on water management related issues;
- select, assist and guide (NGO) women groups to perform as LCS's and EMG's.

CPP's input will further include but not be limited to:

- advise on water management related activities both in residential and field related issues
- monitoring;

- liaison;
- coordination;
- training;
- provision of training tools.

Conducting the training to their group members is an additional task to the present workload of group organizers, and some financial support from CPP in this respect is justified.

The main steps to be identified are shown in Table 5.4.

Table 5.4: Programme for organisation of women groups

Nos	activity	main actor	remarks
1.	selection NGO's	CPP	NGOs selection depends on their members interest in the various water issues arising from compartmentalization
2.	identification and selection of groups	NGO/BRDB CPP	
3.	action planning workshop	CPP Steering Committee	CPP involvement at Thana level
4.	training NGO staff	CPP	integrated water management from gender perspective
5.	training group members	group organizers	water management and strategies of representation in committee meetings
6.	regular supervision, monitoring and further on-the-job-training	NGOs/BRDB field coordinator Steering Committee	
7.	election representatives	group members	NGO coordination

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5.4 Coordination of implementation

Separate programmes for the organization of different groups of water users are proposed. These programmes should run simultaneously and be inter-linked as much as possible. CPP identified the different agencies to be involved in actual implementation and gave a broad indication of responsibilities for each. However, for overall coordination and active support of the programme the following additional arrangements are proposed:

- a. The extended project team includes the relevant officers at that level from the concerned government and non-government.
- b. For monitoring and coordination at field level CPP will appoint two field coordinators who will report primarily to the institutional development and training specialist in the team of consultants.
- c. A sufficiently flexible budget should be available to support the evolving activities. This budget should be administered by CPP and should include the option of reimbursement of expenses to technical departments who provide special support to CPP activities, going beyond their normal tasks.

5.5 Formation Sub-Compartmental Water Management Committee

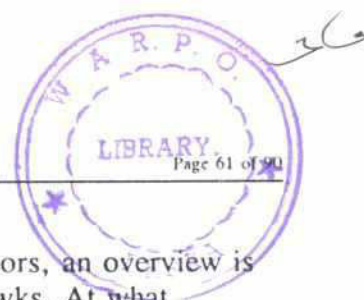
5.5.1 General

Once the various interest groups have organized themselves into WUGs (or existing groups have incorporated this role), the time has come to prepare for the establishment of the SCWMCs. CPP realizes that this means substantial delay in the creation of these institutions, which can cause problems when sub-compartmental issues need to be resolved. However, if we want to take participation seriously, there is no choice. There are already enough fictitious committees or committees that do not have any **effective** involvement of the people they are supposed to represent. We have to realize that this has important implications for the finalization of physical structures.

Whereas the consultation process will help to determine the nature and location of physical structures, the operation of these structures will become the task of the SCWMCs. So these structures should be made operational only when such committees are in place. Of course, this applies only to structures that can be operated in a flexible way, i.e. regulators and sluices. Fixed structures, like embankments or drainage facilities can be built, although even for these the issue of maintenance needs to be taken up with the concerned SCWMC. But for regulatory structures the existence of a solid SCWMCs is a pre-condition. And for such a SCWMC the existence of WUGs, as well as the active involvement of selected thana and field staff, NGO-representatives and UP members are requirements.

5.5.2 Representation of Water Users Groups

The establishment of the various WUGs has been described above, but this still leaves the issue of representation of the (possibly numerous) WUGs towards the (limited) SCWMC to be arranged. To resolve the issue three steps are proposed:



- 1) After the initial inventory of chawks by the DAE Block Supervisors, an overview is made of the physical and socio-economic characteristics of these chawks. At what elevation are they situated, what are their crucial hydrological features, what type of farmers (in terms of land holdings) prevail, etc. On the basis of this the chawks are categorized in high, medium and low elevation (or if appropriate in other hydrologically relevant criteria, such as: under irrigation, draining in same channel, etc.). These issues will be amply covered in CPP's training of these Block Supervisors.
- 2) Once for each chawk the farmers WUG has been formed, their leaders will be trained (by the Block Supervisors), as outlined in the next chapter. In the course of this training the specific interest of each WUG **in terms of water management** will be identified. And these interests are the ones that need to be represented towards the SCWMC. The WUGs will be assisted in (s)electing their leaders.
- 3) The leaders of the various farmers WUGs will then be convened to select among themselves the three farmers representatives into the SCWMC. They are, of course, free in their choice. However, they have to adhere to the criteria that the three representatives have to represent three hydrologically different types of land, usually (but not necessarily) coinciding with high, medium and low elevation. This to ensure that these different interests are properly reflected. And in addition to this 2 out of 3 farmers should have less than 7.5 bigha (2.5 acre). This to ensure that socio-economic interests are properly represented. Of course, situations are not always as clear cut as this and this is one more reason why CPP staff should be intensively involved in the initial stages of this selection process. They will be able to refine or adjust such criteria and the lessons from the first cases will help to further develop procedures.

The three farmers representatives will receive additional training, as will all members of the SCWMCs. Part of this training will be the problems and ways of maintaining contact with the interest groups that they are supposed to represent. No set mechanism does exist as yet. In some locations it might be justified to organize regular and formal meetings where farmers WUGs will convene and discuss with their representatives in the SCWMC. In other cases such communication will be much more informal and ad hoc. At this stage the project should leave room for such flexibility and that only close monitoring will help to produce guidelines for the (ultimately) more standardized approaches for sub-compartmentalization.

For Fishermen WUGs the issue might be much simpler. Our data suggest that there are not that many groups of fishermen and in most sub-compartments there will be only one. Fishermen in Sirajganj and Tangail have already organized themselves in a fishermen association and CPP will build on this. In cases where more than one fishermen WUG would exist, the same approach will be followed as the leaders of the various WUG's get together and select from among them their functional representative in the SCWMC. The Department of Fisheries is expected to assist in these matters.

For landless and women WUGs, NGOs and, possibly to a lesser extent, BRDB will work with CPP in identifying, selecting, mobilizing and training, as described earlier. The groups identification and selection can take various forms according to the main requirements for management of water use in an area. One or various women's groups can be approached according to their availability and interest. The common interests of women in water management issues for a particular area will need to be identified first.

The needs assessment and household survey priority issues that refer to flooding and water availability and/or quality can serve as a guide. Changes which are likely to occur with compartmentalization need to be described by the technical staff for the particular area. The priority issues for a particular sub-compartment and residential area will arise and staff can assess and define further needs for water management related issues.

There are more than one landless or women's group in each of the sub-compartment. So again these groups need to come to a choice of their representative in the SCWMC. This issue will be dealt with in the training of NGO and BRDB field staff and with CPP's involvement they will assist the leaders of the two categories of WUGs to select their representative. In the case of conflict the Thana Nirbahi Officer and technical Thana Staff will be consulted. If the problem persists, the Project Steering Committee will be consulted. After 2 years of experimentation CPP will consolidate guidelines, also for the selection of representatives of interest groups.

5.5.3 Representation of Technical Departments

Field staff of DAE and BRDB and, to a lesser extent BWDB and LGED will be involved with CPP. Block Supervisors will help to identify chawks and to organize farmers WUGs, whereas Block Inspectors of BRDB will help to identify landless and women groups. Where women and landless have an interest as irrigation groups they will become part of the farmers WUG. These field staff will receive substantial training and ongoing support from CPP. Their knowledge and contacts within the sub-compartment are sufficiently relevant to justify their inclusion in the SCWMC. So one of the Block Supervisors and one of the Block Inspectors will be selected as ex officio members of the SCWMC. The selection will be done by CPP with the Thana Officers of respectively DAE and BRDB. The criteria for this selection will be practical: interest in water management issues and in compartmentalization, responsiveness to training, reputation, technical skills, mobility, etc.

In some sub-compartments BWDB will have staff, in particular work assistants or Khalashis. Usually such staff are directly associated with specific physical facilities at that location, such as a regulator or embankment. As the Sub-Compartmental Water Management Committee will assume responsibilities in connection with O&M of such facilities it is essential that these BWDB will join the committee. They have highly relevant knowledge and they can advice on technical matters. Their inclusion in the SCWMCs will also help to ensure that O&M of sub-compartmental structures will be in line with O&M of larger, compartmental structures where the BWDB will probably keep a major responsibility. In any case, the most prominent BWDB staff active in a sub-compartment will join the SCWMC.

The Local Government Engineering Department does not really have field staff who are associated with a particular structure. But LGED does take up construction of minor water related structures and has an ongoing role in the O&M of such structures. So we propose that if and when LGED is developing or implementing a water related structure within a particular sub-compartment, the most relevant LGED staff will join the SCWMC. This can be on a temporary basis: as long as design and construction of the concerned structure is an issue. Or, if the structure is really substantial, the LGED representation can be on a longer term.

5.4.4 Representation of Local Government

Elsewhere we noted the complications of the fact that sub-compartmental boundaries do not at all coincide with Union boundaries. As both have their logic or history, there is nothing one can do about it at the moment. But still it remains important to involve UP members in the SCWMCs on a continuous basis. This will help to ensure accountability and sustainability, as well as communication between this institution and the Union Parishad itself.

In order to solve the obvious problem of boundaries, we suggest to apply, in general, the following principle. The ward members of the two wards that have the largest territory within the concerned sub-compartment and the Union Chairman of the Union that has proportionally most territory within the sub-compartment will be the three members in the SCWMC for this category. In some cases the situation is simple. For example: Sub-Compartment 4 follows to a very considerable extent the boundaries of Bhagbari Union. And Sub-Compartment 2 falls entirely within Ratankandi Union. But Sub Compartment 7, for example, includes portions of 4 Unions and of Sirajganj Pourashava.

Instead of elaborating detailed rules at this stage, it is suggested to look at these issue on a case by case basis to arrive at practical decisions. Following the simple proportional rules and common sense most situations can be dealt with and where conflicts would arise the Steering Committee can advice. Only by 1995 will more final decisions regarding the shape and scope of sub-compartments be made and then our experiences in Sirajganj and Tangail can be applied to draw up more specific rules for the involvement on Union Council members. By that time the national discussion on the tasks of the various levels of government will have evolved as well.

It has been suggested that the Union Council Chairperson of the most concerned Union will also be the Chairperson of the SCWMC. This will help to give some weight to this new Committee and to ensure proper contact between UP and SCWMC. An additional advantage is that these Chairperson usually know their way around Thana and District level offices and have the skills and aptitude for attending higher level meetings. This is important because the SCWMC Chairperson will also be the representative of this body towards the CWMC. So he or she should have the ability to communicate and effectively represent local interests at higher levels.

In this experimental stage we favour having the UC Chairperson as the SCWMT Chairperson. However, we feel that this has to be monitored and evaluated by 1995. It could be that there will be valid reasons for deviating from this formula and, for example, to let SCWMCs elect their own Chairperson in future. It should be evaluated whether the present formula indeed ensures accountability of the SCWMC towards its constituency, whether UP Chairperson have sufficient interest in this role and time available and whether there is no conflict of interest between the positions they hold. It should also be judged how the SCWMCs can ensure that their representative to the higher level indeed correctly represents the interests of the sub-compartment.

5.5.5 Representation of NGOs

Finally there will be an NGO representative in the SCWMC. It is suggested that this issue will first be discussed at District level, between CPP and the NGOs most active in the concerned district. CPP will convene a meeting with all NGOs operating in Sirajganj, to further brief them about the project and to discuss possible involvement.

The hope is to establish a positive and close relationship with the NGOs active in Sirajganj which will lead to substantial involvement at compartmental and sub-compartmental level. And in this context we plan to develop a practical way of NGOs deciding with CPP who will represent the NGO perspective in a particular sub-compartment. The easiest would be to look at intensity of involvement in the concerned sub-compartment and the availability of field staff on the spot who have an active interest in these matters. CPP hopes to work with such field staff anyway, in the process of identifying, selecting, training and supporting landless and women's groups. It could well be that the NGOs in a particular sub-compartment will among themselves select one person to represent the NGO sector vis-a-vis CPP and the SCWMC in that location.

This is one more field where flexibility and close monitoring will be required. In the case of conflict, for example when NGOs cannot decide among themselves who will be their representative, advice from others, like the TNO and District level NGO staff will be sought. If this would not resolve the issue, it will be presented to the Project Steering Committee.

5.6 CPP Activities at Thana Level

The SCWMC does not only need to be formally established, it should also evolve and operate in close collaboration with others active in that area. For this there will be many informal contacts and CPP hopes to pursue a style which will make such contacts easy and effective. Already in the course of the needs assessment and consultation many informal contacts have been established and we hope to build on this. Our Field Coordinators will constantly be in touch with field level agencies and other CPP staff will also continue to communicate with the many other agencies and individuals. We feel strongly about the need to maintain an informal and highly accessible style, which will stimulate other agencies to work and think with CPP.

At the same time we need some system for more regular and planned collaboration with selected agencies. At the district level there will soon be a Sirajganj CPP Steering Committee. But this does not deal with the issue of lower level practical collaboration, most of all with Thana level staff. In our observation this level is the most crucial one when it comes to operational issues. This is the level where specialists in the various technical departments operate and from where field staff is directed. It is also the level where minor water-related structures are planned and selected, and where coordination between technical departments happens in a more regular way. For such reasons CPP needs to establish and maintain continuous contact with Thana level staff.

A mechanism has to be developed for planning and coordination of Thana level and sub-compartmental activities and for working out practical arrangements for the use of field staff. Training activities, workshops, surveys, establishment of SCWMCs are to be discussed with the people in this group, to ensure their support and involvement. To get

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this kind of collaboration started CPP will organize Action Planning Workshops for Sirajganj Thana. These will essentially be working sessions, where CPP will present its planned approaches and where the practical shape and timing of involvement of the three most concerned technical departments will be discussed and organized.

Maintaining close collaboration at the Thana level will also help to address the problem that in fact none of the institutions established by CPP is situated at this level. While the CWMC is situated at a higher level, the SCWMCs and WUGs are situated at much lower levels. Hence the need to pay real attention to this **working relationship** at the Thana level. This applies most of all to Sirajganj Thana, in which more than 95% of the Sirajganj Compartment is located.

5.7 Arrangements for the Urban Sub-compartment

Before we leave the sub-compartmental level we need to address the special situation of sub-compartment 9 in Sirajganj. This largely coincides with Sirajganj Pourashava. It is clear that the arrangements proposed for the other sub-compartments do not apply here. It should be noted that the same complication exists in the case of Tangail. And we suggest that the same step will be taken: the conduct of a special study on urban development and infra-structure issues. The institutional aspects should be covered by this study as well. This should help to clarify in which way urban residents can possibly be involved in water management issues that concern them and how a SCWMC can be established in such a situation.

The matter of the chairmanship of the Sirajganj Pourashava SCWMC is easy to resolve: this should be the Pourashava Chairman (or his delegate). But the formation of WUGs might not easily be possible, certainly not along the lines of the 4 interest groups distinguished for rural areas. Perhaps the 6 wards contained in this sub-compartment could offer the basis for representation of urban residents. The ward members could be the ex officio member of the SCWMC, probably especially concerned with drainage and public health issues. To these could be added representatives of special interest groups, such as local industry, urban transport, real estate. To these can be added the municipal public health officer and, if in place, an environmental officer. But before any arrangements can be decided a more in-depth study of the urban setting is required.

5.8 Project Steering Committee and CWMC

The establishment of the Sirajganj CPP Steering Committee should be relatively straightforward. As soon as a decision has been reached about the continuation of CPP in this compartment, the various agencies should be informed. We suggest to conduct a Participants-Activities Matrix Seminar, similar to the one conducted in Tangail, involving District and Thana officers, BWDB and NGOs.

Establishing the Sirajganj Project Steering Committee at the District level with the same composition, organisation and roles as in the case of Tangail should proceed fast. (See Appendix 3). These issues should by then have all been approved by FPCO.



While the Project Steering Committee could and should be established, it will take much more time before this Committee will evolve into the CWMC. As detailed in Chapter 4, the minimum conditions for this evolution are:

- * Existence of (a substantial number of) SCWMCs;
- * Existence of structures at compartment level that need management;
- * Availability of a material and manpower resources to the CWMC;
- * Elaboration of administrative and financial rules;
- * Review of composition and chairmanship completed;
- * Endorsement by the FPCO.

It is hoped that these conditions can be met early 1995, so there will still be opportunity for the CWMC to function and to be evaluated before the end of CPP, presently envisaged by December 1995.

The establishment of the Steering Committee and the CWMC will mostly be done by way of direct contact between CPP staff and the various agencies. Direction from higher levels, especially for establishment of the CWMC will be necessary too. But the an important practical instrument will also be: training and public relations. The members of these committees will participate in a number of high level training initiatives, developed and funded by CPP. In the next chapter these training activities are described in detail.

5.9 Involvement of NGOs

It is the intention that NGO's will be involved in CPP. However, such collaboration with not automatically arise. A first and important step is to continue the briefings already held for NGOs active in Sirajganj district, about CPP's objectives and approach. These briefings need to be properly prepared and should aim at giving in-depth information about CPP. The many perceptions of the Flood Action Plan and some of these, perhaps especially in NGO-circles, are clouded by suspicion and criticism.

While CPP can not dispel such misgivings, it should certainly provide an opportunity to interested NGO's to learn about what the CPP objectives. There is much to learn and communicate and collaborate with NGO's with mutual benefits. CPP needs to build on the often greater understanding of social and economic issues present among NGO's and can benefit from the NGO's direct communication with socio-economically disadvantaged groups that are usually hard to reach through official channels. The members of NGOs can take advantage of the opportunity to become involved in water management in areas of their interest. Capacity building to make this involvement effective is a responsibility that CPP and NGOs have in common.

After sharing of information about CPP's approach, regular communication and collaboration is required between CPP and NGOs at District and Thana level. This could take the shape of monthly or informal meetings by a small liaison committee composed of CPP staff and NGO representatives. Or perhaps CPP can utilize any of the coordination mechanisms that Sirajganj NGOs might have developed so far. Whatever the precise way, it is important that NGOs are regularly and in detail informed about CPP's progress - and that they are stimulated to provide feedback and suggestions.

CPP is producing studies about issues that will be of interest to some or all of the NGOs. These studies should be available. Better even would be to invite selected NGOs to

review relevant reports and proposals. This also would help to give more substance to NGO participation in the envisaged Project Steering Committee (CWMC). These committees will, in the proposal, have two NGO representatives.

Once a CPP-NGO liaison arrangement has been established, the other operational issues can be discussed and decided. This concerns especially the following issues:

- * NGO representation in Project Steering Committee;
- * Regular sharing of detailed information on NGO and CPP activities;
- * Involvement of NGOs in identification and organisation of LCS' and EMG's;
- * Involvement of NGOs in action research on self-help initiatives on FCD;
- * NGO representation in SCWMCs;
- * Involvement of NGO staff as resource people in CPP training;
- * Participation of NGO staff as trainees in CPP training;
- * Participation of NGO staff in Thana CPP coordination committees.

Participation in the Steering Committee or CWMC is a choice that will be made between the concerned NGOs. This is one issue to be discussed openly in CPP's briefing of the NGOs. CPP would like to see NGOs representing the various interest and experience in water management and the degree to which NGOs have a concentration on the Sirajganj area.

Collaboration with NGOs can be of great value to CPP and one should not underestimate the requirements. It will take much time to establish constructive and close contact and it will require a style of management that does not always exist in governmental agencies. It is especially important to be open to outside questioning, to explain again and again and to share information without any undue restrictions. This can only happen under a participatory and flexible management style. Such a style seems an essential requirement for CPP anyhow, if it wants to succeed as a pilot programme, that establishes institutions outlasting the project.

5.10 Formation LCS and EMG's

LCSs will be formed by BRDB or selected NGOs working in the area from the landless groups. One LCS will consist of 20 to 30 members and they will be trained by the CPP and organizing agency. Particular agreement will be signed between the project/ BWDB and LCSs, organizing agencies. Implementation procedure, conditions, involvement of other agencies, training, different agreements with participating agencies, monitoring and evaluation, financial arrangements etc. are elaborated in the same proposal mentioned in Section 4.7.

5.11 Information and public relations of CPP

It has been observed repeatedly that CPP has to communicate and collaborate with so many other agencies and that it wants to promote participation of people and agencies at various levels. One important instrument for accomplishing this, is the deliberate use of publicity and public relations. Especially now that the project will move into implementation, it is crucial to obtain the active support of other agencies and the general public. Partly this is done by the formal mechanisms and direct contacts proposed in this chapter. But the other part is equally important: public relations. Properly used public

channels will reach more people and might reach them in a more appropriate and effective way.

Five instruments or approaches that might help to inform outsiders about CPP are proposed:

- * Regular publication of a Newsletter;
- * Construction of a working model;
- * Production of slide show and/or video;
- * The use of posters;
- * The production of booklets

Project Newsletters:

The purpose is to inform the many agencies and FAP projects. A different Newsletter will be developed for individuals within and outside the project area and for agencies. We propose a quarterly Newsletter. This 4 to 8 page Newsletter should summarize the project's progress, report major events, present interesting research findings, etc. It is essential that such a Newsletter is both in Bengali and in English, as it will aim at different target groups. These target group are: all agencies in the Tangail and Sirajganj project area, national headquarters of all relevant GOB departments, donor agencies, other FAP projects and interested NGOs. The many individuals who have an interest in the project will be targetted working together with NGOs. The Newsletter enable SCWMCs to provide feedback to under audience on crucial issues discussed in the meetings.

It is clear that CPP is one of the most innovative and challenging projects under FAP and that its outcomes will influence future policies. This implies a wide-spread interest and an obligation to inform others as well as possible. Once a mailing list is compiled (which should be constantly expanded) and one of the CPP has been selected as an editor, the various contributions can be produced by the staff team members. Printing can very well be contracted out and mailing can largely be automated.

Construction of a working model:

Discussions about compartmentalization would immediately become lively and to the point if people could **observe** a model of a compartment. As has been done elsewhere, one can construct such a model from some synthetic materials, large enough to use in public settings and small enough to allow transportation. It should have embankments, canals, regulators, culverts and the other usual structures and, most importantly, land, ponds and infra-structure at different elevations. The most important element is to enable simple manipulation of the model, by opening or closing structures and to allow direct observation of the effects of such interventions at compartmental or sub-compartment level. We suggest that, once this idea has been accepted and refined, a craftsman is hired for one month to design a prototype. When this is satisfactorily done, the production of at least two models can take place (one model to go to FPCO). In future public meetings and especially in training sessions such a model will be better than thousand words.

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Production of slide-show and/or video:

Other visual tools should also be developed for public relation purposes, training and education. A slide-show or video allows to display more complicated issues in an easily accessible format. The logic of (sub)-compartmental water management can be shown, agricultural and fisheries issues can be illustrated and CPP's approach can be explained. Such a slide-show or video can be used in almost all of the training courses that have been suggested so far. But it can also be used outside of Tangail and Sirajganj: in the media, in FAP discussions, among donors, among critics. One word of warning: producing such a slide-show or video is **not** to be done as a side activity by one of the team members. It takes more time and more specialized expertise than they will have.

The production of posters:

The project will have to stimulate wide-spread interest in the project area, especially among (potential) WUG members and future SCWMC members. While this will be mostly accomplished by more targeted approaches and training sessions, it is important to reinforce those activities by way of public posters. Simple posters with carefully selected messages at tea-stalls, Thana offices, display boards, etc. can first of all make the project known and make people interested. But more important they can prepare the ground for the establishment of WUGs and SCWMCs. A general public interest will certainly make field and thana level GOB staff much more keen to be associated with the project. The same might be the case for NGOs and Union Parishad members. Again: producing posters is a specialist's job. But this expertise is highly developed and easily available in Bangladesh.

The production of booklets:

Finally the project will need to develop and produce simple booklets which explain principles of water management, hydrological issues, group formation and management, O&M of water related structures, principles of (sub)-compartmentalization, institutional arrangements, and so on. One booklet of not more than 20 pages, with extensive illustration, should treat one topic. These booklets should be central elements in the training programmes discussed in the next chapter and this is the first reason for developing these booklets. But of course, they can be used for information and education purposes as well. We suggest that, once the training programme and its budget are approved, a one year plan for the development of training materials will be drawn up. In the context of this plan a communication specialist should be contracted who will convert the ideas and information of CPP into a series of booklets, to be tested and fine-tuned in training sessions. The complete series of these booklets should be consolidated, field-tested and available for use elsewhere by the end of 1995. It will be one of the instruments for replication of the results of this pilot project.

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6. PROPOSED TRAINING PROGRAMME

6.1 General approach

We have identified the main actors in the present and proposed systems for water management in Sirajganj in the preceding chapters. CPP will set up a three-tier institutional framework for water management at and below the compartment level. Strenuous efforts will be required to establish and formalize the proposed institutional framework. Training will be an essential ingredient in the required support to these institutions. This chapter outlines the proposed training programme for CPP Sirajganj.

Basically a 'learning-process approach' will have to be adhered to for the institutional development component of the project. This implies among others that starts will be made on a small (pilot) scale, to be evaluated and modified before expansion to the larger project area. The implementation schedule of the training programme, which will support the institutionalization process, will largely have to follow the pace of the other activities; sometimes training may have to precede them in order to initiate or accelerate the process of institutionalization. A flexible training programme is required so that it can both fulfil a role in imparting skills, and act as a stimulus to keep the institutionalization process moving and on track.

As indicated in the introductory chapter the institutional and training activities for Sirajganj will to a large extent be similar and run parallel to those in Tangail.

As a consequence it is envisaged:

1. that a number of activities can be implemented simultaneously in or for both project areas; and,
2. that most methods, modules, and materials that will be developed for and tested in Tangail can subsequently be transferred, with the necessary modifications, to Sirajganj.

Implementation in Sirajganj will generally follow Tangail. It is thus expected that the training in Tangail, even more than in Sirajganj, will have to be breaking ground. If a precedent can be set in Tangail and institutions will be established and start functioning, Sirajganj is expected to follow suit easier. Experiences in Tangail will then also serve as a demonstration and learning background for Sirajganj. To some extent Tangail would be an important location for (easily to be arranged) study tours for staff and beneficiaries from the Sirajganj project. However, Sirajganj should not deliberately wait for Tangail, and whenever possible proceed as quickly as possible and set its own pace.

6.2 Training needs

A number of (new) institutions are expected to become key-players in the management of water in the project area: a Compartmental Water Management Committee, Sub-compartment Water Management Committees, and Water Users' Groups. To assist them to function properly they will require substantial training.

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a. Compartmental Water Management Committee

Initially a Steering Committee will be established as a prelude to the CWMC. The membership composition will be very diverse, ranging from senior officials at the District level to representatives of the different interest groups. This will have consequences for the required training. While members will have to perform their tasks jointly and at a level of equality, backgrounds, both in education and experience in administration and management, will be diverging.

Compartmentalization being a new concept, still to be tested by CPP itself, there is no ready example, let alone a standard course available for its members. On the contrary, the Steering Committee itself should play an active role in shaping and defining its activities and optimal mode of work. Thus training would primarily be inter-active and aim at promoting processes of 'self-learning'.

b. Sub-compartment Water Management Committees

SCWMCs will just as the CWMC have a heterogeneous membership. SCWMCs will have to find their place in water management in between the CWMC and the beneficiaries, and define their position vis a vis existing administrative bodies. Ultimately SCWMCs are expected to play a pivotal role in system operation and maintenance. While definition of functions and responsibilities will be refined and adapted as required in due time, members of SCWMCs will basically have to come to grips on how to jointly formulate the general and seasonal objectives and mechanisms for water allocation/drainage within the sub-compartment, paying satisfactory attention to different interests. In addition SCMCs will become responsible for day-to-day management of the system within the sub-compartments. As with the CWMC no readily available courses exist for the members of these new institutions. However, given the proposed membership composition, and the fact that SCWMCs will have to be active themselves as well in shaping their roles and responsibilities, it is to be expected that in addition to formal training, especially continuous on-the-job-training and support will be required.

c. Water Users' Groups

The strategy for the organization of WUGs has been outlined in chapter 5. As indicated the interests of the different groups in water management will be diverse. For the actual organization cooperation will be sought with several agencies, and it is thus envisaged that training of members of WUGs will be done mainly in an indirect way by CPP, i.e. by providing training to field staff wherever required on such topics as water management and methods for group organization. Moreover (on-the-job) training and support in the field will be essential especially during the initial stages. In addition to agency staff it is proposed to field special field coordinators as outlined in chapter 7 and detailed in Appendix 4.

In addition to the above mentioned institutions the following groups can be identified who would require training within the framework of CPP: project management, BWDB project staff, other related agency staff at the District, Thana, and field levels and from NGOs, and, (very limited) trainers.

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d. Project management

Project management for CPP rests primarily with the Project Director. CPP is meant to be a pilot project. Compartmentalization, and the inherent inter-agency approach, require a way of management dissimilar to prevailing practices for project management in BWDB which usually concern BWDB only. Hence, there is a need to equip the Project Director to this challenging task of managing the project in different way from what is common for projects primarily concerned with infrastructure construction.

e. BWDB project and other related agency staff

BWDB is the lead agency for CPP. Selected engineers will need extra training in exactly those aspects where BWDB due to its position in the project should play a key motivating role and is presently weak, i.e. integrated water management and integrated water-based rural development.

In addition several of the agencies (to be) involved will be instrumental both to implement the project, and to ensure future sustainability. It has to be realized that inter-agency cohesiveness is a "sine qua non" for the ultimate success of the project. Staff from other agencies than BWDB generally just as much as BWDB appear to lack either the understanding of or the experience with effective inter-agency cooperation. Inter-agency cooperation is by definition a multi-lateral affair, and selected (key-) staff at the District and especially at the Thana level may require training to enable them to better perceive and perform their roles in this respect. This includes primarily staff from DAE, DOF, BRDB, LGED, Local Administration, and NGOs. This training should focus first on such concepts as compartmentalization, participatory approaches, integrated water management, integrated rural development, and (methods for) communication, coordination and cooperation. It has to be noted that several of these will also be members of the proposed Steering Committee/CWMC.

Especially the staff of agencies which are supposed to perform a crucial role in the establishment of WUGs as outlined in Chapter 5, will require additional training on the technical and institutional aspects of water management in CPP, as well possibly on methods for group organization, motivation and training methods.

It has not been decided yet who will be the future operators of the structures in the compartment. It may be expected that training of these operators, including their roles, responsibilities and levels of authority, will be needed.

f. LCSs and EMGs

In principle the proposed institutional setting in Sirajganj is parallel to the one proposed, and presently being or still to be implemented in Tangail. As a consequence, the training needs for Sirajganj will be more or less identical. However, recent experiments with LCSs in Tangail suggest that there is also a need for training of (group leaders of) LCSs in both the technical and administrative/contractual facets. In fact such training is standard in the SRP and EIP projects, and appears necessary for both the Tangail (where it was overlooked during the initial training needs assessment) and the Sirajganj projects. For EMGs identical training needs can be expected. Specific training will be organised for women where possible with experienced NGOs or female LCSs. This to prepare for women specific bottleneck of mobility, communication and other cultural constraints that

might hamper organization, good performance, bargaining for benefits and control user working conditions.

g. Trainers

As the inventory made in Annex 7 of the Interim Report for Tangail (September 1992) indicates, a relatively good training potential is available in Bangladesh, while there are numerous possibilities for advanced training in the region (Asia). Thus there is little need for an extensive training of trainers programme to be organized by CPP. However, in isolated cases some training may be needed. The main exception in this regard will be in fact the training of WUGs. In this case field workers will need training in participatory group organization and training methods to be able to perform their tasks as expected. This will be made an integral part of the specific training component for which it is required (organization WUGs).

6.3 Features of the approach

CPP is a pilot project in which new methods for water management will be developed and tested. To be effective, compartmentalization almost by definition implies the involvement of many actors, beneficiaries and agencies alike. The need for coordination between and cooperation with different agencies is self-evident if the project's efforts are to result in a sustainable improvement of living conditions in the area. However, as indicated in the preceding chapters, present mechanisms for inter-agency coordination and cooperation are still very weak. While formal arrangements are required and will be established (for example the proposed CWMC and the SCWMCs, training could support the forging of coordination and cooperation in a more informal (and potentially just as effective) way. The training programme for CPP, including the choice of training methods, will have to pay explicit attention to this requirement for interactive and motivational training. Hence, taking into account the innovative character of the project, and the fact that several techniques and approaches will have to be developed and tested by CPP itself and are not yet readily available elsewhere, the training needs assessment for CPP Sirajganj suggests that the training programme should at least have the following major features:

- transfer of knowledge, awareness and skills
- motivational value
- demonstration (on the job, versus in class-room)
- participatory management and communication
- inter-agency participation
- flexibility
- replicability.

Of course the imparting of skills is a major thrust of any training programme, including this. However, there is a famous training adagio which says: 'if trainee's life would depend on it, would he/she be able to perform his/her task as prescribed; if yes, than no training in the sense of imparting skills will improve the situation'. In that case the motivation or incentive to perform certain tasks is lacking, and main attention should be paid to those aspects. It is our conviction that in the case of CPP training should probably just as much focus on imparting new skills as on stimulating and motivating. Inducing an understanding of the need for certain activities to be performed by, starting from people's own experiences, showing practical examples etc. should be an important part of the training.

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BWDB urgently requires the cooperation of other agencies, but evidently finds it difficult to incite much enthusiasm from their side to actually do so. It is quite evident that simply issuing decrees or written statements that there should be coordination is not sufficient. Although clearly not sufficient by itself as well, training, when handled with care, can act as an additional incentive to overcome initial hesitations.

People in every position generally have difficulty in grasping the realities of a situation they are not familiar with. Showing examples usually is a very effective method of removing initial doubts and/or resistances, and also to incite people to rethink existing practices. CPP aims at introducing and testing new ways of water management, including such aspects as beneficiary participation, inter-agency involvement, decentralised decision making, and cost recovery. Fieldtrips, within Bangladesh and abroad, especially for people at policy level/key positions potentially is an effective way of training.

Wherever possible participants from the relevant different agencies and/or interest groups should be trained together. This has the advantage that: 1) trainers will have to gear training to the integrated approach CPP is adhering to, taking into account participants' preoccupations, and 2) training can contribute to the forging of mutual understanding and informal links as an onset to improved coordination and cooperation.

In line with the objectives of this pilot project careful attention will be paid to the need to develop training packages which will be replicable in other areas. We plan to gradually build up a training package consisting of modules, which will be built up, and can be used and tested during implementation of the training programme for CPP. For this training modules will gradually be developed, covering the main aspects of compartmentalisation.

The proposed training programme is outlined in the following paragraphs. However, details will have to be worked out while progressing, and in keeping with the pace of development of the other structural and non-structural measures to be implemented. Training needs to be accommodated by CPP can be summarized as shown in table 6.1.

Table 6.1: Inventory of training needs

target group	training needs	remarks
Steering Committee/ CWMC	<ul style="list-style-type: none"> - introduction to CPP and compartmentalization - integrated planning and water management - inter-agency coordination - roles/responsibilities of SC/CWMC - diverse interests of different groups - participatory management - principles for O&M - joint planning, decision making and conflict resolution - need for and mechanisms of cost recovery 	<ul style="list-style-type: none"> - focus on eye-opening - support self-learning - different backgrounds and capacities of members necessitates separate approaches
Project Director	<ul style="list-style-type: none"> - project management or integrated rural development 	
SCWMC	all members: <ul style="list-style-type: none"> - introduction CPP and compartmentalization - technical, socio-economic and institutional aspects of water management - procedures for joint decision making and conflict resolution - relevant principles for O&M - roles and responsibilities SCWMC - principles of representation and feedback - need for and mechanisms of cost recovery 	<ul style="list-style-type: none"> - diverse backgrounds in education and experience may necessitate continuous on-the-job training in addition to formal course(s) - support self-learning
	chairperson: <ul style="list-style-type: none"> - running of committees - conflict management - monitoring and record keeping - procedures for appeal 	

target group	training needs	remarks
water users' groups	all members: <ul style="list-style-type: none"> - basic understanding CPP - basic understanding of compartmentalization - basic understanding of institutional framework - system of representation and feedback - group specific interests in (local) water management - participatory group management, including need to compromise - cost recovery 	
	group leaders: <ul style="list-style-type: none"> - leadership and rotation - group dynamics/ organization - conflict management - mechanisms to stimulate and perform joint planning - monitoring and record keeping 	<ul style="list-style-type: none"> - different approaches for already existing and still to be established groups
selected engineers	<ul style="list-style-type: none"> - integrated water management/water based rural development - participatory project and water management - flood protection and drainage - hydraulic engineering - hydrology 	
District and Thana level staff	<ul style="list-style-type: none"> - introduction CPP - principles of (integrated) water management under compartmentalization - roles & responsibilities CWMC, SCWMCs & WUGs - support to SCWCs and WUGs - inter-agency collaboration 	

target group	training needs	remarks
field staff/ block supervisors	<ul style="list-style-type: none"> - technical aspects of water management in CPP - institutional aspects of water management in CPP - group organization - group dynamics - training methods - action research methods - participatory monitoring methods 	
NGOs staff and group organizers	<ul style="list-style-type: none"> - introduction CPP - integrated water management in CPP - group specific interests in water management - representation and inst. setting for water management in CPP 	
operators	<ul style="list-style-type: none"> - water management under compartmentalization - guidelines for operation - roles, responsibilities and levels of authority 	
LCSs	<ul style="list-style-type: none"> - understanding of tasks and contracting procedures 	-leaders and assistant leaders only
EMGs	<ul style="list-style-type: none"> - understanding of tasks and contracting procedures 	-leaders and assistant leaders only
trainers	<ul style="list-style-type: none"> - as required 	-to be decided per course



6.4 Training potential

For Tangail an inventory of available training potential was made. This inventory is valid for Sirajganj as well and there is no need to repeat it here; reference is made to Annex 7 of the Tangail Interim Report. Moreover, it is planned to use as far as possible the same training modules, programmes, materials, institutes as in Sirajganj. This will reduce costs and shorten preparation time for several courses for Sirajganj as compared to Tangail.

The inventory of training potential led to the conclusion that considerable training capacity is available within the country. Instead of developing training packages and providing training itself, CPP will to a large extent rely on (specialised) institutions, with CPP in a steering and coordinating role. However, at times and for CPP specific items the consultants' team and/or government staff agencies will be called upon to contribute.

Moreover it is proposed to appoint one field coordinator for the institutional and training activities especially at field and to some extent the sub-compartment level. He/she would also be responsible for on-the-job-training and some specific training. A job description is presented in Appendix-4.

6.5 Training programme

Basically the training needs and ensuing training programmes for Tangail and Sirajganj are similar. Sirajganj will wherever possible and feasible build on the experiences from Tangail, and will make use as much as possible from trainers employed in Tangail (especially if agencies will be contracted). While negotiating contracts for Tangail the possibility of subsequent involvement in Sirajganj will have to be taken into account. The organization of a regular interchange of ideas (many consultants are involved in both projects, but most of the other staff are different) would be especially beneficial to Sirajganj.

Training methods will be specific for each different course and even for separate course components. They will have to be negotiated in case a professional training institution is contracted. However, the different courses can roughly be classified as follows:

- *formal training abroad*
can be tailor-made if a sufficient number of trainees are sent simultaneously; this is especially relevant for training in integrated rural development and integrated water management.
- *study tours*
both within and outside Bangladesh.
- *formal training in Bangladesh*
this training should be tailor-made to CPP, and carried out predominantly by specialized institutions.
- *on-the-job-training*
often the most effective way of training, and should be a continuous effort of all consultants; however, especially for training of WUGs and SCWMC's it is planned to appoint a field coordinator who will devote a substantial part of his time to continuous on-the-job and on-the-spot training.
- *workshops and seminars*
workshops and seminars can serve various purposes, one of them training; also specific workshops can be organized with training as the main objective. For Tangail

a workshop on integrated water management using the joint production of a video as a training method is expected to be implemented soon; if successful, this workshop will be repeated for Sirajganj.

- *production of audio-visual aids*

the production and use of audio-visuals be effective in specific situations. Brochures and posters can be produced showing the different mechanisms and institutions for water management for example. Also a (transportable) model of a compartment including sub-compartments can be constructed which would enable trainees of the different courses and others interested to simulate water management and show the effects of different measures.

Organization of traditional popular drama in the villages can be used to arouse interest and get messages through in an attractive and less formal setting.

A summary of the main items from the proposed training programme is presented in Table 6.2. Details will be worked out during project implementation. A tentative schedule is presented in Chapter 8. The need for follow-up training will have to be decided in due course, and can be by other organizations or consultants.

Table 6.2: Summary of proposed training programme

trainees	course/ subject	location	organisation	remarks
Steering Committee/ CWMC	study tour	Indonesia	Euroconsult Indonesia	* selected members, perhaps also non SC members: to be decided taking into account other training abroad * jointly with Tangail
	workshop integrated water management	Sirajganj	Access	video production
	roles, functioning Steering Committee	Dhaka	BMDC	* all members * input consultants
		Sirajganj	to be decided	beneficiary representatives
	study tours	Comilla and other to be decided	consultants	may be joined with Tangail
Project Director	project management	The Netherlands	MDF	same as for Tangail
SCWC	roles and tasks SCWMC	Sirajganj	special instit. and CPP	all members
	leadership/manage- ment	to be decided	CPP and specialized institution	chairperson
	study tours	* Tangail * other to be decided	CPP	selected members
WUGs	group leadership	Sirajganj	BS's	selected group leaders
	water management principles	Sirajganj	relevant field staff	indirect
selected engineers and other staff	integrated water management and rural development	Asia	specialized institution tailor made	* to be combined with Tangail and with staff from other agencies * see remark SC

trainees	course/ subject	location	organisation	remarks
sel.BWDB engineers	flood control and drainage	Asia	specialized institution	
	hydrology	Asia	specialized institution	
	hydraulic engineering	Asia	specialized institution	
District and Thana level staff	introduction CPP, water management & instit.principles	Sirajganj	CPP	
field staff /block supervisors	group organization training methods	Sirajganj	specialized institution	participatory methodology will stress interest group representation and communica- tion require- ments
	water management	Sirajganj	CPP	
	on-the-job-training	Sirajganj	CPP	continuous in field and during regular sessions
	study tour	Tangail Bangladesh (to be decided)	CPP	can be combined with Tangail and/or other staff
NGO staff and group organisers	water management in CPP	Sirajganj	CPP	
operators	operational rules	Sirajganj	CPP	to be decided
LCS and EMG	* technical aspects of the works * contracting/ administrative procedures * management	Sirajganj	CPP/field coordinator experience NGOs Exchange visit units other female LCSs	leaders LCS women preparation training will be scheduled
trainers	course preparation presentation techniques	to be decided	specialized institution	can be combined with Tangail

6.6 Implementation of training

The training programme should basically adapt itself to progress in the other fields. This is especially so for training of the still to be established committees and WUGs. However, to some extent it can also set the pace of other institutional activities (especially those focusing on imparting the need for new approaches), while some training (especially training abroad) can be implemented independently or has to follow training schedules set by the training institutes.

It is foreseen that on-the-job-training at field level will be important and it is proposed to appoint a special field coordinator who will be involved with the institutional and training activities at field level under supervision of the consultant institutional development and training. In each compartment a female field-coordination will be appointed to support the institutionalization and training programme. She will specifically address the LCS issues of female groups and support NGOs and BRDB in the formation of WUGs and SCWMCs. Furthermore she will organize effective technical and organization training on water management for women on their interests.

7 MONITORING AND EVALUATION

7.1 General

As repeatedly stated, it is essential in this pilot project to keep track of progress, or, more generally, to systematically record and analyze the project's activities and experiences.

This serves for purposes:

- * keeping track of activities, so the project can properly account for time and funds spent;
- * learning from the immediate results of the various experimental approaches, so the project can modify and improve while it proceeds;
- * evaluating and consolidating the lessons; learned from the project so these can be systematized and presented for replication at a larger scale. To these usual reasons for monitoring should be added a fourth one that might be peculiar to this project:
- * enabling participants in the various project initiated/sponsored activities to understand and review activities from the point of view of **their** needs.

This fourth reason for establishing an appropriate monitoring system relates to the ambition of this project to make people at various levels more capable of collectively addressing their problems related to water management. It is not just a case of the GOB wanting to impose a perceived solution to an externally defined problem. The plan is to establish institutional arrangements that will help people to define and understand their interests and problems more thoroughly, to develop more satisfactory compromises between conflicting interests and, especially, to have more control over their physical environment. If these are indeed objectives behind this project, it is important that not only the project learns while it goes, but that also people gain insight in the effects of their past actions and apply this to their future behaviour.

Presently a monitoring and evaluation system is being developed for CPP. The envisaged system will especially help to document and report activities and quantifiable achievements. For example, the courses that are organized, the number of trainees who attended, the committees that are established, the meetings that have been held. While these are essential data to be collected and reported, they do not cover all monitoring needs. Especially the need to gain better insight in the more qualitative results of project interventions and the need for participants to gain more insight in the effects of their actions are not met through a monitoring system that essentially keeps track of project inputs and services. In this chapter we present some thoughts on how a more qualitative approach system can complement the usual project monitoring to serve the two needs mentioned.

7.2 Descriptive indicators of progress

The regular monitoring system will record project services (courses, meetings, payments, etc.) and immediate accomplishments (WUGs established, SCWMCs organized, Steering Committee meetings held). It can almost entirely be handled by CPP staff, who are, after all, responsible for many of the activities related to the establishment of institutions. This will first of all chronicle actual progress on **establishing** the many institutions at the three levels where the project will intervene (field, sub-compartment and compartment) This can possibly be done by recording at regular intervals for each of those institutions:

- it's status (outlined, proposed, under discussion, accepted, etc)
- the facilitating agency (such as: CPP, DAE, BRDB, NGO, etc);
- the facilitating staff (identified, instructed, trained, etc)
- the status of it's constituency (defined, operationally identified, informed, agreeing, organized, etc);
- the status of it's membership (defined, proposed, [s]elected, approved, accepting, instructed, trained, oriented, etc);
- the status of the operational rules of the institution (prepared, under discussion, accepted by relevant authority, published, etc);
- chairmanship (selected, in place, oriented, trained, etc.);
- actual existence (first meeting held, recognized by relevant agencies);
- resources (access to funds, manpower, transport, etc.)

The above list (not exhaustive) helps to record to what extent the various institutions have actually been established and will feed the general monitoring system of CPP in recording this aspect of progress. And after this establishment phase the monitoring system will record the actual **operation or functioning** of the various institutions. Again, CPP staff will be in a position to either collect this information directly, as they are part of the event, or indirectly, i.e. through field staff of facilitating agencies, leaders of groups, minutes of meetings. Again a number of objectively verifiable indicators can be used, such as:

- Meetings held (frequency, adherence to planning);
- Attendance (for each category of membership);
- Decisions reached;
- Decisions implemented (within and outside of institution)
- Presence non-members;
- Minutes of meetings (made, distributed within/outside institution)
- Communication with other institutions;
- Long term plans (initiated, made, formalized, followed, etc);
- Chairmanship (according to rules, stability, etc);
- Membership (according to rules, stability, etc);
- Participation (by different categories of non-members);
- Representation to higher level (actions taken)
- Feedback to lower level (information, instruction, mobilization, etc);

As suggested in the present proposals on monitoring, such reporting can be expanded by defining "key milestones": relevant issues that characterize successful completion of a certain stage. The following milestones seem relevant to mark institutional development in CPP: (separate for each compartment)

- Approval Steering Committee by FPCO;
- Instruction issued to other agencies regarding CPP Steering Committee;
- Steering Committee convened;
- Government agencies agreed to take up role in regard to WUGs
- NGOs agreed to take up role in regard to WUGs
- Agencies' staff trained for their role vis-a-vis WUGs;
- Rules and financial arrangements for interdepartmental collaboration agreed;
- Training package for WUGs developed/approved/contracted;
- Training package for SCWMCs developed/approved/contracted;
- Training package for Thana staff developed/approved;

- Rules for CWMC developed and accepted by FPCO;
- Steering Committee converted into CWMC;
- Framework for long term institutional arrangements defined by CPP;
- Options for cost-recovery for compartmentalization defined by CPP;
- Institutional arrangements evaluated;
- Guidelines and rules for SCWMCs consolidated;
- Guidelines and rules for WUGs consolidated;
- Institutional framework for compartmentalization consolidated;

7.3 Qualitative aspects

So far the suggestions for monitoring fits the usual pattern of descriptive monitoring. However, as stated, this is not sufficient. We need more knowledge about qualitative aspects as well - and participants need such knowledge too. To some extent these needs can be met by training (selected) participants in self-monitoring. This is an approach to regularly reviewing one's collective action and its results against one's objectives and both within Bangladesh as outside substantial experience has been gained with this. We suggest that this element is added to the training for the leadership of the various institutions that are being established by CPP, in particular the WUG's and SCWMC's. This requires some careful thinking about the problems that are supposed to be addressed by compartmentalization.

These problems, faced by the various groups, are of course not identical. In relation to water management fishermen face other problems than farmers or landless or women. The challenge is to first of all assist such groups to clearly articulate their problems. CPP has already contributed to this by way of its in-depth needs assessment and consultation. Through the process of WUGs formation this ability needs to be developed further. Training and regular advice during the functioning of WUGs should help the concerned groups to review issues like these:

- Knowledge and understanding of water management related factors in their immediate area;
- Knowledge of the interventions of the various agencies in this field;
- Their own priorities in regard to water management in their area;
- Access to relevant decision makers;
- Access to relevant executive GOB staff;
- Consensus among themselves;
- Mechanisms for collaboration and conflict-resolution;
- Roles and forms of leadership;
- Representation of interests to higher levels;
- How to hold leadership/representatives accountable;
- Planning of activities;
- Measuring success and failure;
- How to learn from experiences;
- How to involve others;
- How to improve group performance.

The members of a WUG should be made able to monitor their own performance in such terms. The crucial question for them and for CPP is, of course: does the WUG - and the institutional framework around it, help at all to improve any of the above aspects. That

element should be inserted in monitoring by CPP as well. It is clearly more (inter-) subjective and qualitative, harder to assess but more genuinely related to what CPP hopes to accomplish. So we suggest that the field staff who will help to identify, organize and train the WUGs will be trained in the methodology of (qualitative) self-monitoring. A mechanism will be developed to assist these groups, also after the initial training in conducting this kind of monitoring. This not only benefits the group itself, but also provides CPP with this kind of qualitative information.

The above issues are relevant at the WUG level, but they are, in a modified way, also relevant at the higher level. The SCWMC is a mechanism, for people from that location, to understand, present and pursue their collective interests and settle conflicts in a more effective and forceful way. So the membership of such a committee need to be able to assess to what extent the committee serves that purpose:

- Does it help to understand the water related issues better?
- Does it help to gain more actual and correct information in this regard?
- Does it help to set priorities that make sense?
- Does it help to reach fair and sustainable compromises between interest groups?
- Does it help to mobilize external resources more effectively?
- Does it help to mobilize internal resources more effectively?
- Does it help to get access to GOB staff?
- Does it help to exercise influence at a higher level?
- Is the committees leadership accountable?
- Does it help to cope with the floods?

All these questions are relevant to the committee as well as CPP. And to ask and answer such questions is, again, an ability that can be developed by training, motivation, advice and experience. It will be a crucial task for CPP staff to design a training and assistance package that will help to expand that ability. For this the involvement of special expertise will be required, which can, probably, be found with the more advanced NGOs in Bangladesh. If these aspects of qualitative monitoring are indeed accepted as important, the project should invest some time, e.g. by way of internal workshops, to develop the instruments and skills to do introduce and elaborate such an approach.

In the approach for (self-)monitoring that will be developed, it will be important to establish solid routines for collecting, recording, analyzing and presenting the often irregular and ambiguous information. The primary responsibility for this task can best be given to the institutional specialist and his field coordinators. They will, in their regular contacts with the various WUGs, SCWMCs, Steering Committee, and ultimately CWMC arrange how such internal discussions will be held and recorded. They should combine such information, with or without the help of facilitating agencies (e.g. the BRDB/NGOs working with "their" WUGs), with observations about the achievement of these institutions. And this should feed the over-all monitoring system of CPP in order not only to measure inputs and activities, but also to measure **results**.

7.4 Evaluation

As suggested elsewhere, the assessment of the ultimate **impact** of physical and non-physical aspects of compartmentalization should be subject of a separate study. That study will go beyond the recording of quantitative or qualitative information about activities and results and will address the physical and non-physical aspects in a more comprehensive

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way. We suggest that a special study will address the central institutional issues, in particular the question of sustainability of the, by then, established institutions. That study should also draw together the many data that will be available by then, ranging from the reports, minutes and records of the various committee, the extensive field notes kept by CPP staff, correspondence with GOB agencies and others. Interviews with key actors and a sample of the involved parties will provide the background to such written materials. And observation of the actual functioning of the many (sub-)compartmental institutions will given an indication of what the project has accomplished. We assume that the impact assessment and special institutional study will be carried out by late 1995.

8. IMPLEMENTATION ARRANGEMENTS

8.1 General

Arrangements for the implementation of the outlined institutional and training activities in Sirajganj will be similar to those for Tangail (see Figure 8.2). However, the fact that the project office is situated in Tangail puts the project in Sirajganj somewhat at a disadvantage. For quick responses, approval by the Project Director or advice from Tangail based experts, production of materials, etc. the situation in Sirajganj is more complicated or cumbersome. We suggest that, if indeed, the Sirajganj project will be taken up, attention will be given to these operational aspects. It could be useful to put a senior member of the Consultants team in Sirajganj and to enlarge the logistic and information-handling capabilities of the local office.

Apart from these location specific aspects the two compartments have similar requirements and the budget for institutional and training aspects presented below follows essentially the same pattern, at a slightly lower rate (because of the fewer sub-compartments and our assumption that some initial costs will be borne by the Tangail portion of CPP).

The two sub-projects share the same urgent requirement of additional field staff. If indeed the very extensive work of establishing the institutions at three levels and the training of the various target groups will be undertaken, the one institutional-cum-training specialist in the CPP team can not do this on his own. We strongly recommend to hire two field coordinators (one male/one female), who will work under his direction and who will be charged with field level training, logistic support for all training, organisational work with LCSs, EMGs, WUGs, very intensive interaction with field and thana level GOB staff, data-collection, and so on. Job descriptions for these middle level employees are given in Appendix 4.

8.2 Proposed Budget

The following budgetary provisions are proposed for all activities related to institutional development and training in Sirajganj Compartment for 1993-1995 (in lakhs):

	1993/94	1994/95	Total Lakh Taka
1. Consultation process	3	2	5
2. Establishment CPP/SC and CWMC	2	1	3
3. Establishment WUGs	15	8	23
4. Establishment SCWMCs	1	3	4
5. Facilitation LCs and EMGs	2	2	4
6. Publicity and information	2	1	3
7. Seminars, courses, workshops	3	4	7
8. Training outside Bangladesh (except Neth)	-15	16	31
9. Training in Bangladesh	-4	5	9
10. Training in the Netherlands	6	0	6
TOTAL : Lakh	53	42	95

Figure 8.1: Sub-Compartment and Union Boundary of the CPP Area Sirajganj

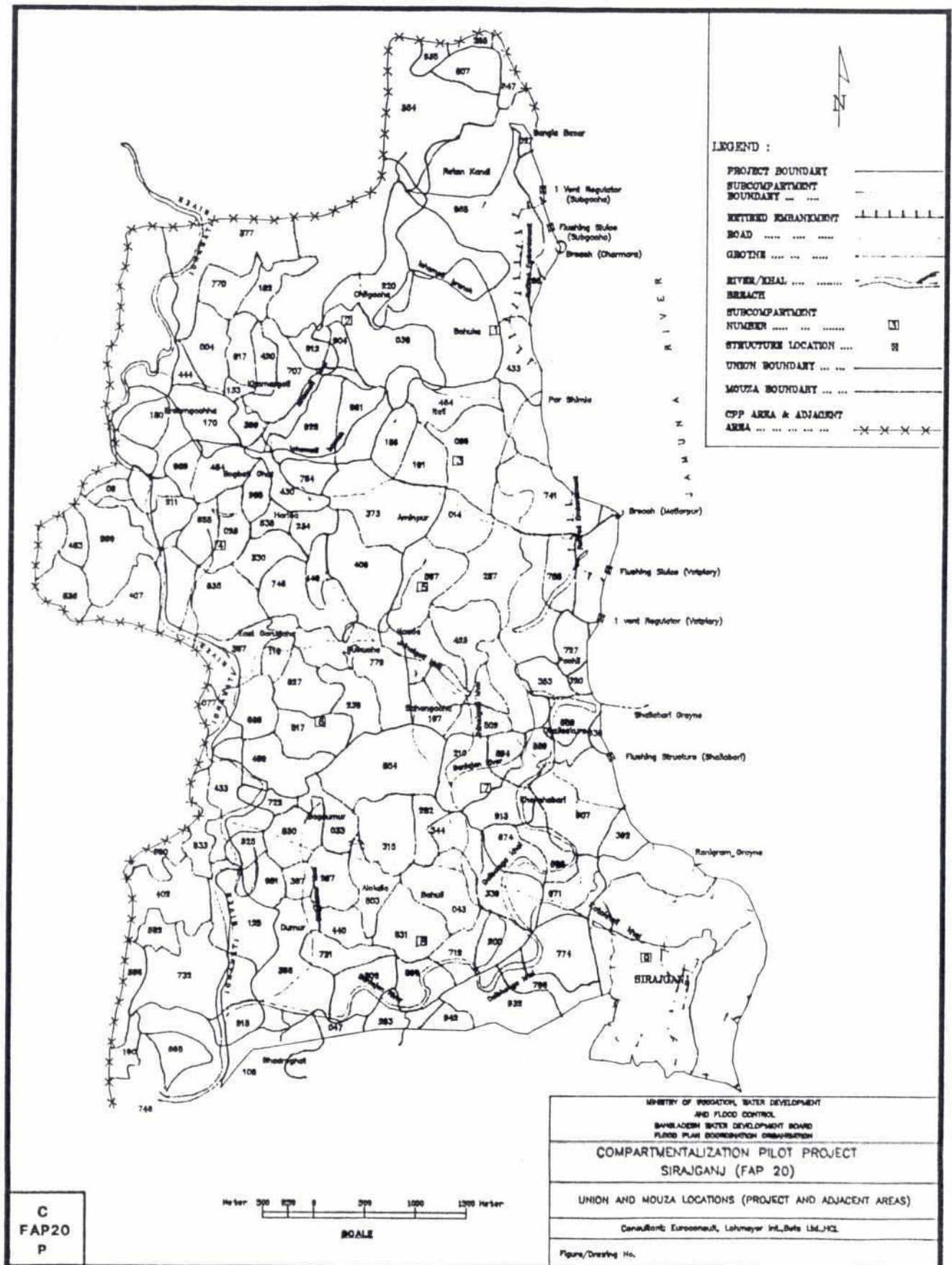


Figure 8.2: Schedule of Activities Institutionalization Programme Sirajganj 1993-1995

