

Char Development and Settlement Project Phase IV Bangladesh

Field Level Institutions

Mission Report No. 5

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Government of Bangladesh / IFAD / Government of the Netherlands

Implementing Government Agencies:

- **Bangladesh Water Development Board (BWDB)**
- **Ministry of Land (MoL)**
- **Local Government Engineering Department (LGED)**
- **Department of Public Health Engineering (DPHE)**
- **Department of Agriculture Extension (DAE)**
- **Forest Department (FD)**

and NGOs

Content

Chapter	Title	Page
	List of Abbreviations	iii
1.	Introduction	1
1.1	Background	1
1.2	Field Level Institutions	2
1.3	Objective of the assignment	2
1.4	Report Structure	3
2.	WMO formation in CDSP, IPSWAM and SWAIWRPMP	4
2.1	Introduction	4
2.2	The Formation of Water Management Organisations in CDSP	4
2.3	The Formation of Water Management Organisations in IPSWAM	6
2.4	The Formation of Water Management Organisations in SWAIWRPMP	7
3.	Findings of the Review	9
3.1	The functioning of WMOs in CDSP	9
3.1.1	Water Management Groups	9
3.1.2	Water Management Associations	14
3.1.3	Water Management Federations	14
3.1.4	Registration of WMOs	14
3.2	Local Area Development Committees (LADC)	15
3.3	Labour Contracting Societies (LCS)	15
3.4	Tube well User Groups (TUG)	17
3.5	Farmers Forums (FF)	18
3.6	Social Forestry Groups	19
3.7	Micro Credit and Saving Groups	20
3.8	General observations	22
Annexes		
Annex 1.	Map of the CDSP Areas	24
Annex 2.	Terms of Reference	25
Annex 3.	Itinerary	27
Annex 4.	Maps of the WMGs formed in various Char areas	28
Annex 5.	Polder wise overview of the water management organizations formed in IPSWAM polders	29
Annex 6.	Overview of the WMOs formed in SWAIWRPMP (up to November 2012)	30
Annex 7.	Reports Consulted	34

Tables

Table 1 The six step planning approach	6
Table 2 Comparison between the SWAIWRPMP WMO formation process and the IPSWAM 6 step approach	8
Table 3 Overview of the WMOs formed under CDSP I, II and III	10
Table 4 Details on the WMGs formed in Boyer Char during CDSP III.....	10
Table 5 Details of the WMGs formed under CDSP IV in Noler - , - Nangulia and Char Ziauddin.....	11
Table 6 No of LCSs formed in CDSP IV	16
Table 7 No of Tube Well User Groups formed in CDSP I, II, III, and IV	17
Table 8 No of Farmers Forums formed in CDSP III.....	18
Table 9 No of Farmers Forums formed under CDSP IV	18
Table 10 No of Social Forestry Groups formed in CDSP III and IV	19
Table 11 No of Micro Credit and Saving Groups formed under CDSP II, III and IV.....	21

Figures

Figure 1 Formation of WMOs in CDSP	5
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List of Abbreviations

BRAC	Building Resources across Communities
BWDB	Bangladesh Water Development Board
CDSP	Char Development and Settlement Project
DAE	Department of Agriculture Extension
DANIDA	Danish International Development Agency
DPHE	Department of Public Health Engineering
DOC	Department of Co-operatives
DUS	Dwip Unnayan Sangstha
EKN	Embassy of the Kingdom of the Netherlands
FD	Forest Department
FF	Farmers Forum
FLI	Field Level Institution
GoB	Government of Bangladesh
GPWM	Guidelines for Participatory Water Management
HASI	Homeland Association for Social Improvement
HH	Household
HYV	High Yielding Variety
IFAD	International Fund for Agricultural Development
IPSWAM	Integrated Planning for Sustainable Water Management
IPSWARM	Integrated Planning for Sustainable Water Resources Management
IRRI	International Rice Research Institute
LADC	Local Area Development Committee
LCS	Labour Contracting Societies
LGED	Local Government Engineering Department
LGI	Local Government Institution
MCSG	Micro Credit and Saving Group
MoL	Ministry of Lands
MoWR	Ministry of Water Resources
NGO	Non Governmental Organisation
N-RAS	Noakhali Rural Action Society
NWP	National Water Policy
O&M	Operation and Maintenance
PD	Project Director
SARCCAB	Support for Agricultural Research for Climate Change Adaptation in Bangladesh
SDI	Society for Development Initiatives
SEMP	Sustainable Environmental Management Plan
SFG	Social Forestry Group
SSUS	Sagarika Samaj Unnayan Sangstha
SWAIWRPMP	South West Area Integrated Water Resources Planning and Management Project
SWOT	Strengths, Weaknesses, Opportunities and Threats
TA	Technical Assistance
TL	Team Leader
ToR	Terms of Reference
TUG	Tube well User Group
UP	Union Parishad

UPOMA	Unnayan Parikolpanay Manus
WASH	Water Sanitation and Hygiene
WMA	Water Management Association
WMF	Water Management Federation
WMG	Water Management Group
WMO	Water Management Organisation

1. Introduction

1.1 Background

The Char Development and Settlement Project (CDSP) started in 1994 as a follow-up of the Land Reclamation Project (LRP), which had also been financed by the Netherlands and was implemented in three districts in Noakhali. The implementation agencies were beside the Bangladesh Water Development Board (BWDB) the Ministry of Land (MoL) and the Local Government Engineering Department (LGED).

In 1999 CDSP I was followed by a second phase which lasted up to 2005. The CDSP II project area was expanded to four districts and two implementing agencies were added as well, namely the Department of Agricultural Extension (DAE) and the Department of Public Health and Engineering (DPHE). It was no longer confined to interventions in chars after embankment, but also supported activities in unprotected areas. Another element to the project's approach was that development activities were taken up in already existing polders, not created under CDSP, such as the polders 59/3B and 59/3C.

The third phase of the Char Development and Settlement Project (CDSP III) started on 1 October 2005 and continued until February 2011. The long term development objective of CDSP III was the same as the one formulated for CDSP II, namely: to improve the economic situation and living conditions of the population in the coastal areas of south-eastern Bangladesh, with special reference to the poorest segments of the population.

The project worked towards the development objective by aiming at three specific project purposes:

- Promotion of an institutional environment that sustains CDSP type of interventions.
- Accumulation and dissemination of knowledge on coastal char development.
- Directly improving the economic and social situation of people in coastal chars.

The project activities were clustered in three components, each one specifically geared at the three project purposes described above, namely:

- Institutional development.
- Studies, knowledge management and dissemination.
- Concrete interventions at field level.

Apart from the CDSP I and CDSP II project areas Boyer Char was the most prominent target area of CDSP III. The Forest Department (FD) was included as implementing agency so that the total number of involved departments became six. In addition to this a separate agreement with EKN was made with BRAC (Coordinating NGO) and five local NGOs, who were all working in the Boyer Char area. The five NGOs involved were: DUS, HASI, SSUS, UPOMA and N-RAS.

The Char Development and Settlement Project phase IV was commissioned in March 2011, following the successful completion of the preceding phase. The objectives, strategies, activities and approach are more or less similar to those in the preceding phases. However, the current phase extends over a command area of about 31 thousand hectares resided by 155,000 inhabitants, living in 28 thousand households. The project includes five new areas: Char Nangulia, Noler Char, Caring Char, Urir Char and Char Ziauddin. An overview of the working areas under the various CDSP phases is given in Annex 1.

Main components of the current phase are:

- i. Protection from climate change
- ii. Climate resilient infrastructure, water supply and sanitation
- iii. Land settlement and titling
- iv. Livelihood support
- v. Institutional development
- vi. Knowledge management

The same six government agencies as in CDSP III are the key implementers and the NGO component is to play a synergistic role focused to the livelihood improvement of beneficiaries in the so called Social and Livelihood Support Programme. Four NGOs have been contracted for this purpose namely Building Resources across Communities (BRAC), Sagorika Samaj Unnayan Sangstha (SSUS), Dwip Unnayan Sangstha (DUS), and Society for Development Initiatives (SDI).

1.2 Field Level Institutions

To ensure the peoples participation in all the stages of the project cycle, various Field Level Institutions (FLIs) were created under CDSP. These are community based organizations, consisting of representatives of the settlers in the chars. The FLIs make it possible for community members to participate in the planning and implementation of the project activities.

The Field Level Institutions ensure that the local needs and interests are taken into consideration, and play an important role in the implementation process through their involvement in planning, execution and maintenance. They stimulate the sense of ownership of the project as such and of the facilities created by the project interventions. The main FLIs created under the CDSP project are: Water Management Organizations (WMO), Farmers Forums (FF), Social Forestry Groups (SFG), Tube well User Groups (TUG), Labour Contracting Societies (LCS) and Micro Credit and Saving Groups (MCSG).

While establishing the different FLIs the various policies and guidelines were taken into consideration. This in particular relates to the National Water Policy (NWP, 1999); the Guidelines for Participatory Water Management (GPWM, 2001), the Social Forestry Rules (2004) and the National Agricultural Extension Policy (1997).

1.3 Objective of the assignment

The objective of the current assignment was to study and critically review the functioning and sustainability of WMOs and all other FLIs in CDSP IV and provide recommendations for further strengthening of the CDSP IV's participatory approach. A comparison with similar projects namely the Integrated Planning for Sustainable Water Management (IPSWAM) program and the South West Area Integrated Water Resources Planning and Management Project (SWAIWRPMP) and their experiences and lessons learned was part of the study and these projects were therefore visited as well (the full terms of reference can be found in Annex 2).

The assignment was carried out by Dr. Hero Heering of Euroconsult Mott MacDonald, who is also the Project Manager of CDSP IV and former Project Manager and Institutional Expert of IPSWAM and Dr. A.T.M. Shamsul Huda, ex-Chief Election Commissioner and former Secretary of the Ministry of Water Resources. The mission was carried out from 26 November to 14 December 2012 and the itinerary can be found in Annex 3.

1.4 Report Structure

The following Chapter 2 describes the approach used by CDSP to form WMOs, Also the methodology used by the two other projects IPSWAM and SWAIWRPMP is briefly explained. This comparison is used in Chapter 3 to explain differences and similarities. This chapter also gives results of findings relating to the other FLIs and provides some recommendations for possible improvements and suggestions for changes to be considered when formulating a future follow-up project.

2. WMO formation in CDSP, IPSWAM and SWAIWRPMP

2.1 Introduction

In January 1999, the Government of Bangladesh published the first National Water Policy (NWPo), which provides policy directives for all the agencies and institutions involved in water resource management and related development projects. Based on the NWPo, the “Guidelines for Participatory Water Management” (GPWM) were developed and introduced in 2001. These guidelines are in particular applicable to BWDB and LGED, the agencies most involved in water management projects. But the GPWM obviously apply to all other stakeholders such as WMOs, other community based organizations, Local Government Institutions (LGIs) and others. The GPWM identify three levels of Water Management Organisations (WMOs) namely: Water Management Groups (WMGs), Water Management Associations (WMAs) and Water Management Federations (WMFs). The Integrated Planning for Sustainable Water Management (IPSWAM) program was tasked to make the GPWM operational and developed the Integrated Planning for Sustainable Water Resources Management (IPSWARM) guidelines, which were formally approved by the BWDB in 2008.

2.2 The Formation of Water Management Organisations in CDSP

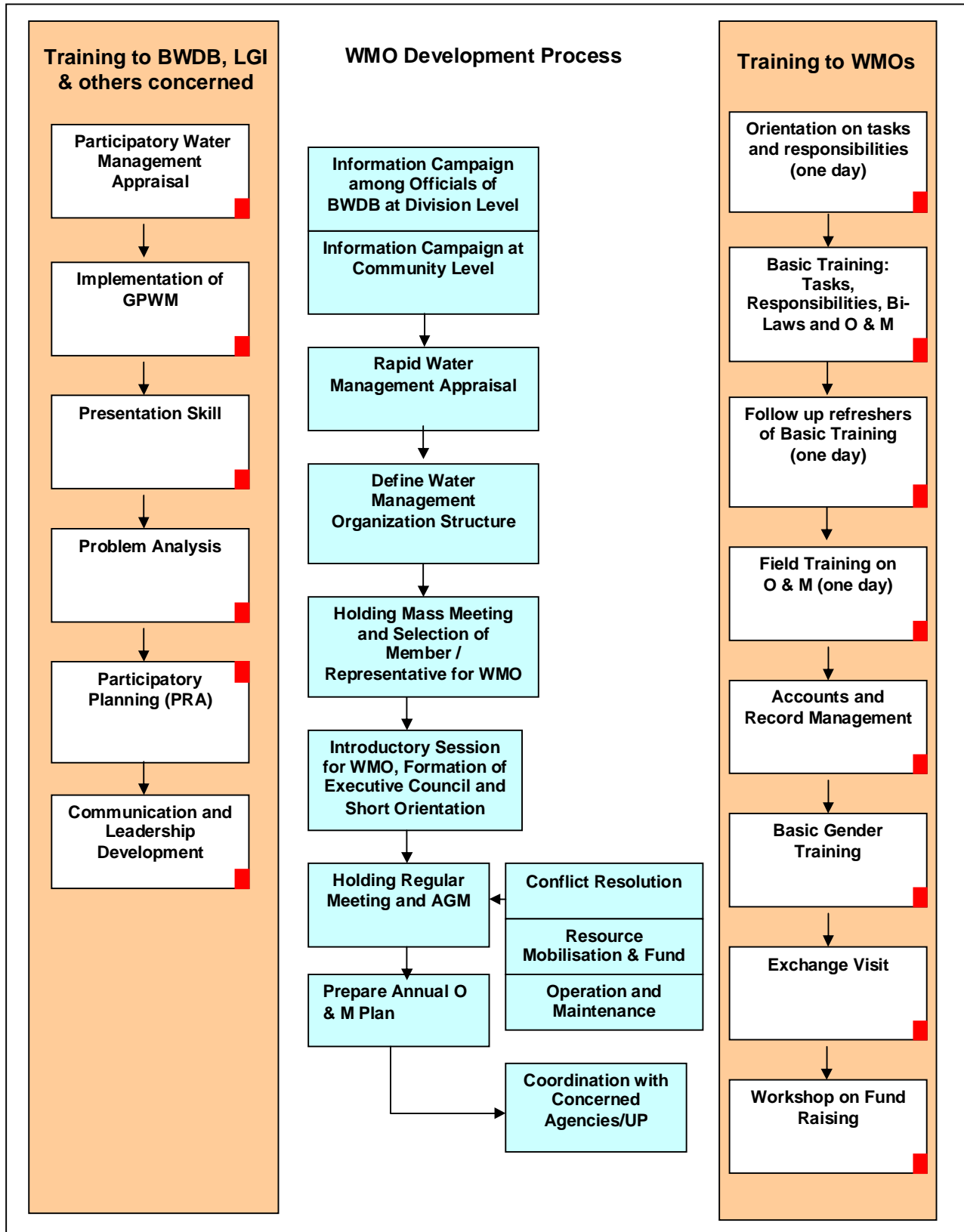
In CDSP I and II, the basic unit for formation of a WMG was the smallest hydrological unit. This was changed during CDSP III when in addition to hydrological factors, sociological concerns were also taken into consideration. First, the water management systems of the whole project area were identified. Then each water management system was divided into several water management blocks. While dividing into blocks, besides hydrological considerations, social units or communities (Samaj) were also considered. In Boyer Char, which was the new working area in CDSP III, there were 42 samaj. The area was split in 56 hydrological blocks, with some samaj divided into 2 blocks based on the hydrological boundaries. Meetings were held in the blocks to inform people regarding the forthcoming project as well as to discuss about the aims, objectives and functions of water management organizations. Then the people at each block informally elected or selected 1-3 men and 1-3 women as their representatives in the WMG.

The formation process basically follows the following 8 steps (see Figure 1):

1. Information campaign
2. Workshops with key persons on demarcation of area
3. Plan for WMG formation
4. Mass meetings (men and women separately) and selection of men and women members of WMGs
5. Induction orientation session on tasks and responsibilities of WMG, election of 12 member committee
6. Regular meetings, preparation of byelaws, training of members and leaders, registration with DoC
7. Assumes responsibility for operation of structures, strengthen liaison with LGI, mobilising savings
8. WMG involved in activities of other implementing agencies, WMA formation

In this way 10 WMGs were formed on Boyer Char and registered under the Department of Cooperatives (DOC).

Figure 1 Formation of WMOs in CDSP



Since they were first formed, new members have joined all WMGs, but this has only been a small number each year. According to their by-laws (which follow the Cooperative Laws), an eligible person can join a WMG if he/she buys a share and deposits an equal amount as savings.

In CDSP the WMG members are in effect 'representatives' of the wider local population. In CDSP-I, the WMG for Char Majid has 49 members representing a population of about 13,000. In CDSP-III there are 10 WMGs with a total membership of 368 while the total population is about 42,000 (8,500 households). An overview of the maps of the WMGs formed under the CDSP phases in the different chars is given in Annex 4.

2.3 The Formation of Water Management Organisations in IPSWAM

One of the major achievements of the IPSWAM project has been the development of a process for participatory water resources management planning and implementation, ultimately resulting in the formulation of the Guidelines for Integrated Planning for Sustainable Water Resources Management.

The development of the planning methodology has been an exercise, based on the learning by doing principles, which entails that changes have been made as a consequence of experiences obtained from the field. This dynamic way of working provides flexibility for the approach and allows it to make adjustments based on the environmental conditions faced in the field. It also means that the planning methodology in itself is still evolving and developing, so that it is adapted when applied in various areas with different socio-economic conditions. The intention therefore is to use the methodology in a flexible manner. This being the case, it should be stated that the fundamental principles on which the methodology is based, namely integrated water management planning with the participation of community members in all stages of the project, is sound and should not be changed.

The planning approach was developed on the basis of the extensive experiences of projects that have been executed in the past, are being executed at the moment and the lessons that could be drawn from them. The resulting six step participatory process can be shown as follows:

Table 1 The six step planning approach

1. Identification/Selection	<ul style="list-style-type: none"> • New sub-projects are identified and selected using specific criteria.
2. Participatory, Multidisciplinary Data Collection/Analysis and Option Development	<p>Problem Identification:</p> <ul style="list-style-type: none"> • Primary stakeholders identify the problems they face, analyze causes and effects and identify possible solutions. • Secondary stakeholders join the primary stakeholders to discuss and prioritize problems related to natural resources management and the environment. <p>This leads to identification of the:</p> <ul style="list-style-type: none"> • Key water management issues in each village; • Patterns of leadership; • Social conflicts in the area that hinder implementation; • Likely levels of support that the project can expect; • Relevant quantitative data collection and processing for analysis of options for solutions.
3. Formation of Water Management Organisations (WMOs)	<ul style="list-style-type: none"> • Guidelines for Participatory Water Management are followed. • Cooperative Act 2001 and cooperative rules may also be followed.
4. Plan Formulation and Finalization	<p>Analysis of Solutions:</p> <ul style="list-style-type: none"> • Primary stakeholder groups approach identified solutions to assess the: <ul style="list-style-type: none"> - Socio-Economic and Gender Issues, - Technical Aspects, - Economic Aspects,

	<ul style="list-style-type: none"> - Environmental Aspects, - Sustainable Impact of each option; • Primary and secondary stakeholders jointly review the options and agree upon solutions, which include: <ul style="list-style-type: none"> - An Infrastructure Rehabilitation plan, - A Sustainable Environmental Management Plan (SEMP). - Agreement on long-term O&M responsibilities.
5. Rehabilitation Work	<ul style="list-style-type: none"> • BWDB draws on a high standard technical design in consultation with primary stakeholder groups; • BWDB implements physical works in consultation with WMOs.
6. Long Term Operation and Maintenance with Monitoring	<ul style="list-style-type: none"> • Gradually handed over to the WMOs. • O&M plan developed and implemented by WMO in consultation with the BWDB.

In all nine polders in which IPSWAM has been operating WMGs and WMA were formed. An overview of the constitution of the water management organizations formed is given in Annex 5.

During the WMO formation a lot of attention was given to gender and the inclusion of women in the water management organisations. This has ultimately resulted in a 41% representation of women as general members in the WMGs and more than 30% percent of the members of executive committees of the WMGs being women.

Over time the WMGs also got involved in activities other than exclusively water management to strengthen the socioeconomic position of their members. One of the first activities in which almost all WMGs got involved is savings and credit services. Annex 5 provides also an overview of the amounts that the WMGs have saved and they make part of this amount available as credit to community members.

2.4 The Formation of Water Management Organisations in SWAIWRPMP

SWAIWRPMP follows the procedures of IPSWAM to a large extent, with little adaptation based on the prevailing social and hydrological complexities of the area. Table 2 gives the details of the step-by-step participatory process for the formation, mobilization and strengthening of WMOs. The project engages a cadre of facilitators to guide the process.

There are two major differences in approach between SWAIWRPMP and IPSWAM relating to the unit of planning for the formation of WMGs and the provision of financial resources by the members. In IPSWAM, a village is the basic unit of planning. In the South West project, the WMGs are generally based on clusters of villages with the exception of a few cases where these are based on a single village. Secondly, the South West Project requires the members of the WMGs to make provision for up-front financial resources whereas in IPSWAM the resources are mobilized as and when these are required. In most cases, the members contribute to their share of fund requirement for O&M in kind, by providing free labour.

Table 2 Comparison between the SWAIWRPMP WMO formation process and the IPSWAM 6 step approach

6 Steps of IPSWAM (see Table 1)	SWAIWRPMP WMO formation
Step # 1	<ol style="list-style-type: none"> 1. Project Orientation Meeting at District Level 2. Consultation meeting / Workshop at Union Level 3. Clearance from the Union Council 4. DLIAPEC Approval 5. Project Confirmation
Step # 2	<ol style="list-style-type: none"> 6. Preparation of Beneficiaries List
Step # 3	<ol style="list-style-type: none"> 7. Formation of WMG Foundation Committee 8. Clustering of Villages 9. Members Enrolment (Continuation) 10. WMG Formation (Ad-hoc) 11. WMG Bye-Law drafting Committee (BDC) formed 12. Training to BDC members on Bye-Law drafting 13. Election Committee formed 14. Draft Bye- Law Prepared 15. Voter List 16. Election / WMG Formed 17. Bye-Lay approved in General Meeting 18. Application Submission date to DoC for Registration 19. Date of Registration by DoC
Step # 4 & 5	<ol style="list-style-type: none"> 20. Target date for O & M Signing between WMG & SMO
Step # 6	<ol style="list-style-type: none"> 21. WMG Proceeds to O & M with monitoring

Annex 6 provides an overview of the WMOs formed up to November 2012.

Apart from the development of Integrated Water Resources Management Plans and Sub-unit Implementation Plans to improve the water management infrastructure in the project area, the project aims at improving the livelihood of the communities. For this, three areas needing improvement have been identified, namely agriculture, fisheries and livelihood enhancement (through income generating activities).

3. Findings of the Review

The following chapters summarise the findings of the review. A full list of the documents and reports that were consulted in this review is given in Annex 7. Whenever appropriate a comparison is made between the methodology used in CDSP and the one practised in the other two projects.

3.1 The functioning of WMOs in CDSP

3.1.1 Water Management Groups

As described in Chapter 2.2 the GPWM (2001) have been followed in the formation of the WMOs. The IPSWAM Guidelines have also been followed to a large extent, though not as part of the formal six step approach, but through an eight step approach.

The main difference between IPSWAM, SWAIWRPMP and CDSP is the representation of the stakeholders in the WMGs and the related membership. This is only as representatives of a large number of house holds in case of CDSP, whereas in the IPSWAM approach almost every house hold has a member in the WMG and in SWAIWMPMP almost 70%.

The existing membership representation in CDSP has practical reasons and also relates to the specific circumstances prevailing in the char areas and relates to the following:

- Given the status of the Char area as a place where various families try to start a livelihood because they have no land or lost their land elsewhere, the social unity is not as strong as elsewhere in the country and the social organisation process (creating confidence and trust between all members) might take a long time.
- The BWDB and CDSP TA staff is not equipped to organise full representative organisations (at the moment there are only one assistant extension officer and 2 extension overseers employed by the BWDB within the CDSP area).
- It is very difficult to organise and accommodate general meetings of WMG regularly with large numbers of community members in the Char area (there is basically no meeting place available).

The number of WMOs formed during CDSP I, II and III is given in Table 3. Table 4 provides more details on the WMGs formed under CDSP in Boyer Char and Table 5 gives an overview of the WMGs formed in the new working area under CDSP IV. The maps representing the WMGs in the Char areas can be found in Annex 4.

Table 3 Overview of the WMOs formed under CDSP I, II and III

Name of Polder/Scheme/Area	Area (ha)	No of WMG	No of WMA	No of WMF	Remarks
Boyer Char	6600	10	1	-	Registered-10
Char Majid	1320	1	-	-	Registered-1
Char Baggar Dona-I	1688	1			Registered-1
Char Baggar Dona-II	2065	1	-	-	Registered-1
Polder-59/3B (Zillar, Montaz, Korim, Gopal)	3426	4	-	-	Registered-4
Char Bhatir Tek (Nabagram, Kolmi & Gangchil)	6540	5	1	-	Registered-3
Polder 59/3C-Bamni	16196	11	3	1	Registered-3
South Hatiya Polder	4065	20	3	1	Registered-3
Total	41900	53	8	2	Registered-26

Table 4 Details on the WMGs formed in Boyer Char during CDSP III

SL. No.	Name of WMG	No. of Members			No. of Households	Area (ha.)	HH cover per member	Date of Formation	Co-op. Reg. No. & Date
		M	F	Total					
1	Hatiya Khal	24	16	40	766	310.24	19	15.06.2005	0115/07 Noa 25.09.07
2	Gobtoli-02	16	13	29	1045	626.26	36	14.06.2005	0116/07 Noa 25.09.07
3	Gobtoli-03	18	14	32	1028	616.95	32	13.06.2005	0113/07 Noa 25.09.07
4	Chairman Khal	13	20	33	752	304.49	23	01.06.2005	0112/07 Noa 25.09.07
5	Gobtoli-04	13	16	29	1038	525.52	36	24.05.2005	0117/07 Noa 26.09.07
6	Tankir Khal-01	13	15	28	872	459.02	31	06.06.2005	0114/07 Noa 25.09.07
7	Tankir Khal-02	12	25	37	975	513.04	26	08.05.2005	0109/07 Noa 23.09.07
8	Chatla Khal	25	10	35	1500	768	43	10.05.2005	0119/07 Noa 01.10.07
9	Bashu Majir Khal	13	11	24	1185	545	49	15.05.2005	0110/07 Noa 23.09.07
10	Gobtoli-01	19	16	35	1206	844.24	35	17.05.2005	0111/07 Noa 23.09.07
Total		166	156	322	10367	5512.76	Ave. 33		
		51	49	100					

37% of the members of the Management Committees of the WMGs are women

Table 5 Details of the WMGs formed under CDSP IV in Noler - , - Nangulia and Char Ziauddin

Noler Char

SL. No.	Name of WMG	No. of Members			No. of Households	Area (ha)	HH cover per member
		M	F	Total			
1	Rahmatpur Khal WMG	17	14	31	1161	554	38
2	Huarkhal WMG	18	11	29	1570	730	54
3	Milonkhal WMG	17	15	32	1214	506	38
4	Chanandi Khal WMG	19	13	32	965	410	30
5	Alamin Khal WMG	21	10	31	1262	490	41
Total		92	63	155	6172	2690	Ave. 40
		59%	41%	100%			

Char Nangulia

SL. No.	Name of WMG	No. of Members			Total HHs	Total area (ha)	HH cover per member
		M	F	Total			
1	Dorbesh khal	16	15	31	976	600	32
2	North Nangulia khal	13	14	27	1300	600	48
3	South Nangulia khal	16	15	31	1400	1000	45
4	North Katakhal Khal-1	18	16	34	1100	530	32
5	South Katakhal Khal-1	17	18	35	1500	730	43
6	North Katakhal Khal-2	15	17	32	1200	600	37
7	South Katakhal Khal-2	17	14	31	1050	650	34
8	Nonar Khal	15	15	30	1000	570	33
9	Bhuiyar Khal	17	16	33	1600	800	48
10	Lakshmi Khal	16	16	32	1150	600	36
11	Boro Khal	15	14	29	1500	1050	52
Total		175	170	345	13776	7730	Ave. 40
		51%	49%	100%			

Outside of embankment 770

Total **8500**

Char Ziauddin

SL. No.	Name of WMG	No. of Member			Households No.	Area	HH cover per member
		M	F	Total			
1	Char Bagga Khal	18	13	31	1635	700	53
2	Mutubi Khal	19	15	34	1630	1243	48
Total		37	28	65	3265	1943	Ave. 50
		57%	43%	100%			

After visiting and discussing with a number of WMGs at various stages of maturity and formed under different phases of CDSP a SWOT Analysis was made and the outcome is presented below:

Strengths

- All relevant stakeholders are represented in the WMG as well as in the Executive Committee (fully in line with GPWM); also the women participation and representation is good
- All WMGs have been registered and have approved by laws
- Meetings are held on regular basis each month
- All members are active in the WMGs
- Feedback on the outcome of meetings is provided at Somaj level
- The WMG is relatively small which makes its management and decision taking relatively easy - support from TA and agencies
- All WMGs have saving scheme for use by its members (considerable)
- The relation with BWDB and LGED seems to be good
- Some linkages with other projects (DANIDA) and partners such as the Support for Agricultural Research for Climate Change Adaptation in Bangladesh (SARCCAB) exist

Weaknesses

- Restricted membership; so no full representation of all households in the WMG
- Not every community member knows who his/her representative is in the WMG
- Not every community member knows the outcome of the meetings and decisions made by WMG
- Limited savings and attention to the need for O&M – the savings that are there come from a 5% commission from LCS work contracted by the WMG
- Weak links exist between the WMG and other field level institutions and these are not formalised
- WMG has so far not formally been involved in quality control of the interventions carried out by contractors and departments.
- Weak support (personnel and logistics) from BWDB (especially the number of Extension Overseers is too limited)
- Other departments except BWDB and LGED do not recognise WMGs as apex organisation for general development activities

Opportunities

- There is a possibility to add more representative members of households and share responsibilities
- There is a possibility to include members of other field level institutions to the WMG or formalise linkages so that each groups benefits from the interaction
- WMG's involvement in quality control could result in better infrastructure works
- Get savings for O&M from other sources than LCS
- Learning from experience from old and functioning WMGs – use them in the training program and in exchange visits
- More involvement of BWDB and other agencies in supporting the WMG

Threats

- Enlargement of the membership might lead to unstable and indecisive organisation
- Enlargement might lead to problems with the saving and credit scheme and its administration
- Insufficient attention to O&M funds might effect sustainability of interventions
- Delays in implementation of interventions might come if WMG is no longer contracting LCS – as there will be no funds timely available for them to start the work
- If current size WMG gets involved in business development, acts as cooperative and gets all the profits and commissions from these activities a small elite group might be created

All WMGs are involved in saving and credit. The WMG accumulates funds primarily through the sale of shares at the time of enrolment and through the monthly savings by its members. The value of a share is fixed by the members of the WMG at the time of making the bye-law of the organization; it can be reviewed by the members at a later stage. Then, as per Cooperative rules, the members should also deposit some savings each month. The rate of savings is also fixed by the members themselves. The WMG maintains a bank account, in which all the money is deposited; the bank account is operated jointly. The WMG has three signatories for the account, namely the Chairman, Secretary and Cashier. The account is operated by joint signatures of any two of the three signatories.

The WMGs give loans to their members from these funds, the amount ranges between Tk3,000 and Tk4,000 per member. The interest rate is fixed at 10% and the loan is in general realized within 11 months.

One way to generate more funds for the WMOs is to enhance membership. However, the existing members resist this for fear that their opportunity for getting more and bigger loans would be reduced to the extent the new members would claim a share of the pie. This is not an acceptable position for the sustainability of the WMOs. Recruitment of new members should always be kept open. However, to protect the interest of the old members, a timeframe could be chalked out as to when new members would be eligible to ask for such loan.

In the IPSWAM project the share and monthly contribution of a family to the saving account depends on its financial position and the income it earns. The income also governs the amount that a family can take as a loan to avoid default. Additionally each lender has to provide the names and signatures of two guarantees, who will be responsible to repay the loan in case the lender indeed defaults.

The accumulation of funds for O&M activities is getting some attention in CDSP, but this might need further stressing when the infrastructure needs to be maintained in the future.

Leasing out of unused land, land by the side of the embankments, ponds, khals and other very small water bodies not under the control of the district administration are great sources of revenue. The BWDB is the owner of large land areas, but is in many cases unwilling to lease it out to WMOs. Under the existing Guidelines however, it is incumbent on the part of the BWDB to lease these to the WMOs. The board should address this issue and honour its commitment. An additional problem is that rather than leasing to the WMOs, these areas are leased to other people by BWDB officials. This practice should be prohibited by the Board so that on expiry of the current leases the land becomes available to the WMOs.

It has been noted that the WMOs in CDSP are so far not involved in the quality control of construction activities implemented by the implementing agencies. In IPSWAM positive experiences have been gained by involving the WMO members in the quality control process and giving them access to the construction sites for this purpose. CDSP could introduce such a system as well.

In some of the CDSP II areas the WMGs have established links with the DANIDA supported Regional Fishery and Livestock Development Component and carry out activities under this project, They have a separate bank account for this purpose and establish market links for their produce. This is a very useful development. However also in this case the number of WMG members is somewhat a worry as there is a risk that the WMG members take over control of the marketing and monopolise the system (one of the WMGs has organised a truck and charge a commission for the marketing of products; they also organise livestock vaccinations and charge a 5Tk commission for these services).

Recommendations

- The WMG membership should gradually be enlarged. In addition to the inherent advantages, some of the WMGs, in order to successfully manage the activities of the groups, have introduced two kinds of membership: registered members and ordinary members. Registered member are those who buy the shares and deposit an equivalent amount as savings while the ordinary members are exempted from

these requirements. However, they can attend the meetings and take part in all development activities but they can neither vote for electing the executive committee nor take out any loan from the WMG fund. In order to enhance the coverage of the CDSP IV, this approach to member recruitment may be considered.

- Involve WMGs in quality control. This has yielded good results in IPSWAM and contributed to better quality infrastructure works.

3.1.2 Water Management Associations

A number of WMAs were formed under the different phases of CDSP (see Table 3). However, in contrast with IPSWAM and the South West project the WMAs were only formed after registration of the WMGs, at a stage when most of the infrastructure work was finalised. The oversight of the water management for the whole char area was in this case a task of the TA staff and BWDB officers. The WMAs have been formed with representatives from WMGs and deal with water management issues at polder level. Each WMG is represented by four persons in the WMA namely, the chairperson, vice-chairperson, secretary and treasurer; they become general members of the WMA. Those general members of the WMA elect or select a 12-member executive committee.

Another observation is that instead of having O&M agreements with the WMA, these agreements have been signed with a number of WMGs who are related to a hydrological unit and in charge of the operation of a sluice. This means for instance that in Boyer Char four WMGs signed an agreement for O&M relating to the Gabtoli sluice, two WMGs for the Tankir sluice and four for the Chatla sluice.

Despite the above, the WMAs formed in CDSP are still active and meet every month. They are setting priorities for O&M activities in the char area in consultation with the BWDB and are also involved in bigger problems that can not be solved at WMG level and are playing a role in conflict resolution. When for instance a conflict exists, such as blocking of Khal by fish nets and this can not be resolved at the WMG level, they interact with the responsible UP and other LGIs in the area to get this settled.

Recommendation

It would be useful to form the WMA already at an early stage of the social organisation process as this would allow them to take water management responsibility for the whole char area from the beginning of the planning process. This could be combined in this case with on the job training.

3.1.3 Water Management Federations

Two WMFs were formed, one for polder 59/3C and one for Hatya, but these seem to be hardly functional, and have no regular meetings. There is nevertheless at project level the intention to form a WMF for whole CDSP area to look after the interest of the interventions and infrastructure after project finalisation. Also by different WMG members such a suggestion was given.

3.1.4 Registration of WMOs

A large number of the WMGs and WMAs visited complained about the numerous difficulties faced by them in registering as cooperatives under the Cooperative Act. Some of the WMAs (especially in the SWAIWRPMP) could not be registered for the reason that the Cooperative Departments refuses to register a WMA unless it has at least 10 WMGs as its constituents. The ground reality is that due to the hydrological and sociological reasons, it is not possible to organize 10 WMGs in one hydrological/sociological sub-system.

The charges for registration and renewal are also quite high and in some cases beyond the capacity of these groups to pay. Moreover, the Cooperative Department in various cases considers the capital

accumulation as a result of the purchase of share and savings as income and charges income tax for these funds. This practise by the Department is creating serious bottlenecks in the operation of the WMOs and corrective measures are needed to remedy the situation.

Recommendation

Enabling the BWDB to register these WMOs could be a solution to both above mentioned issues. In fact this is already tried under the SWAIWRPM. The unsuccessful attempt in the past in enabling the BWDB to register the WMOs therefore requires a fresh attempt by removing the causes of failure. The last time registration was sought to be achieved under the BWDB Act, 2000. This was rejected by the Ministry of Law on the ground that the BWDB being a statutory body itself cannot create another statutory body that can sue and be sued. Since the BWDB would be handing over project management to the WMOs, the provision to sue and be sued must be there in order to protect the interest of the BWDB. This purpose could be served by enacting a Participatory Management Act by the MOWR itself. The structure of the proposed Act may be based on the GPWM and the IPSWARM, where, among other things, the authority for registering the WMOs would vest with the BWDB. Again, based on GPWM and IPSWARM, detailed Rules under the proposed Act may be notified.

3.2 Local Area Development Committees (LADC)

Local Area Development Committees are established in unprotected areas where no embankments exist and no water management infrastructure is in place. The LADC are formed in a similar fashion as the WMGs, but in this case there is a closer link with the Union Parishad, as the chairman of the UP becomes the ex-officio president of the LADC. Apart from a president, a vice president and a secretary are selected. Similar to the WMG, the LADC is involved in the planning of activities in the area, but unlike the WMG they have no account, do not start saving and are not registered.

When new accreted land was formed and an embankment was made (i.e. the unprotected lands become protected) the LADCs have been converted in WMGs and this might happen again with the ones formed at the moment, but this is not guaranteed.

There is at this moment no focus for the sustainability of LADCs; they are considered as temporary organisations, for the duration of the project, whereas they could be better prepared for the future in case they become WMGs. Also in the case when no embankments are formed the sustainability of the activities should be guaranteed, which warrants more investment in the structure and functioning of these LADCs.

Recommendation

Invest in training and institutional strengthening of the LADC during project implementation so that these organisations and the infrastructure schemes carried out in the area become sustainable. The LADCs could still be registered under the Cooperative Department even if there are no water management activities, or alternatively they could become a local NGO.

3.3 Labour Contracting Societies (LCS)

It is mentioned in the GPWM as well as in the National Water Policy (NWPo, 1999) that 25 percent of the earthwork of any public water project will be implemented by Labour Contracting Societies (LCS). The NWPo also stipulates that all opportunities are explored and efforts undertaken to ensure that the landless and other disadvantaged groups are directly involved in participatory water management of local water resources.

The GPWM suggest to engage 30% women in the LCS work. The purpose of the LCS program is to create opportunities for employment and income generation for the poorest project beneficiaries, both males and females, to ensure a fair wage to the labourers and to implement the works in a timely manner and with high quality. Also skills and knowledge about earthwork is developed, which makes LCS workers better prepared for future employment opportunities.

In CDSP the LCS have in line with the above mainly been involved in earthwork, like construction and repair of embankment and excavation of khals and ponds.

Before registration of the WMG 'true' LCSs have been formed with their own account and structure consisting of a chairperson, treasurer and secretary. The LCSs are contracted directly by the BWDB or LGED and receive the full amount under the contract. However, during execution of LCS activities a number of problems were faced, among them the fact that no mobilizations advance was provided by BWDB to the LCS. The LCSs were therefore forced to use WMG funds to make up for the advance. Delay in payment was also faced in some cases, which cost a lot of time of LCS representatives in visiting the agency offices. Similar problems with delays in fund allocation by the BWDB were also faced by the IPSWAM programme.

As a consequence of the above, a change was made in the formation and contracting of LCS in CDSP, especially after registration of the WMG. In this case the LGED/ BWDB contract the WMGs for the earthwork. After getting the contract, the WMG sub-contracts the work to labourers (male and female) belonging to the poorer section of people who live near the work sites. The poor and destitute people interested in doing earthwork are asked to come to a meeting for the formation of the LCS. After discussion, they form an LCS group. They also select a Chairman and a Secretary from among the members of the group. The newly formed LCSs have an informal contract with the WMG for implementing the work; they themselves are not a party in the contract for the work and have no written contract or legal document. It is agreed that the WMG keeps 5% of the profit in the bank account of the WMG as fund for future O&M by WMGs, whereas the remaining amount under the contract is distributed amongst the LCS members according to the working days of each LCS member. The WMGs thus use the LCS contracts to build up their funds for routine maintenance of the water management infrastructure and to run their organization in a sustainable way.

In the CDSP II area the BWDB also gives contracts to the WMGs but they subcontract the work to labour groups (no LCS), who are paid individually according to the BWDB scheduled rates. The WMG keeps a 10% commission fee.

Also the LADC are employing LCSs for the execution of project interventions. In this case the LCSs have their own account and get the full amount of money (no commission withheld)

The number of LCS formed so far under CDSP IV, the work that has been carried out by them and the constitution of the groups is given in the table below.

Table 6 No of LCSs formed in CDSP IV

SL	Name of Char	FLIs: LCS		Length of work	No. of members in LCS			Remarks
		Target	Achieved		Male	Female	Total	
1	Caring Char	2	2	2 km	120	-	120	-
2	Noler Char	1	1	1 km	-	61	61	Female-1
3	Char Nangulia	6	6	6.3 km	142	98	240	Female-3
4	Char Ziauddin	1	1	1 km	55	-	55	-
Total		10	10	10.3 km	317	159	476	-

Recommendation

As is clear from the above, one of the sources of revenue for the WMOs in CDSP is the deduction of a certain percentage of the total contract amount for earthwork carried out by LCS. There are a number of important concerns relating to this form of fund collection that should be addressed if this sub-contracting is to be continued.

- Firstly, it has to be remembered that the LCS system was introduced as a targeted measure of poverty alleviation for the landless and the destitute. The deduction of a percentage by the WMG should leave a rate of daily wage for such labour that is at least 10% higher than the prevailing market rate.
- Secondly, the deduction of a certain amount by the WMG, if practiced, should be standardised; which means that all WMGs use the same percentage (5%).
- Thirdly all the money that is collected in this way by a WMG should be maintained in a separate account and such funds should not be available for disbursement as loans but only be used for O&M and other development activities. The use of this fund must be closely monitored by the EC of the WMOs.

3.4 Tube well User Groups (TUG)

Good drinking water is a great demand from the people in the CDSP area and tube wells fulfil a real need, as water is collected from far away places (often the distance to the nearest place for drinking water is 1-2 km). Before drilling a tube well a TUG is formed by the NGO and the members receive general training on WASH. Additionally two persons per group receive special training on the O&M of the well and get a toolkit for this purpose. An overview of the TUGs formed in CDSP so far is given in Table 7.

A number of TUGs are contemplating to start saving for O&M (1-2 Tk per months per member) but this has not yet started.

There is no formal linkage between the TUG and the WMG; there is also no linkage with micro credit groups (apart from training in WASH as one of the topics).

Table 7 No of Tube Well User Groups formed in CDSP I, II, III, and IV

Project phase	Name of char	No. of TUGs formed		No. of TUG members	Average no of HH per TUG	Remarks
		Target	Achievement			
CDSP-I	Char Baggardona, Char Majid, Char Bathirtek	229	229	3435	15	
CDSP-II	South Hatiya, Muhuri Accreted Area, Char Gangchil Torabali, Char Moradona ,Nijumdwp, Char Lakshmi.	320	320	4800	16	Achievement of CDSP-IV is up to November 2012
CDSP-III	Boyer Char	600	600	9000		
CDSP-IV	Char Nangulia	607	220	3740		
	Noler Char	313	120	2040		
	Caring Char	300	120	2040		
	Char Ziauddin	45	40	680		
	Urir Char	64	50	850		
	Neighbouring chars	150	0	0		
Total		2628	1699	26585		

Recommendation

The TUG consists of women representatives from an average of 16 households living close to each other. All women are also member of a Micro Credit and Saving Group, which is the forum for the training on water and sanitation as well. However not all members of a TUG are members of the same micro credit group. This does not help coordination and it is therefore suggested in future to use one MCSG as basis for the formation of 2 TUGs and vice versa.

3.5 Farmers Forums (FF)

The DAE became an implementation partner in CDSP III and Farmers Forums were mainly formed in Boyer Char during that period (see Table 8).

Table 8 No of Farmers Forums formed in CDSP III

SL No.	Name of Char	No. of Farmers Forum	Total Members	Male Members		Female Members	
				No.	%	No.	%
01	Boyer Char	35	1050	715	68	335	32

The Farmers Forums established in CDSP IV (see Table 9) have so far received one season of training and demonstrations. The results obtained are very encouraging and doubling and tripling of the rice production has been observed in some of the demonstration plots, where new HY varieties have been introduced. A fruitful collaboration exists with the SARCCAB project (funded by IFAD and IRRI), and they have established a number of demonstrations as well. Some of the FFs have opened an account and started saving; the money is intended to buy agricultural equipment in the future.

Table 9 No of Farmers Forums formed under CDSP IV

SL No.	Name of Char	No. of Farmers Forums	Total Members	Male Members		Female Members	
				No.	%	No.	%
01	Char Nangulia	37	1110	715	64	395	36
02	Noler char	25	750	410	55	340	45
03	Caring Char	15	450	298	66	152	34
04	Char Ziauddin	07	210	162	77	48	23
05	Urir Char	06	180	150	83	30	17
	Total	90	2700	1735	64	965	36

When visiting the Boyer Char area and from the discussions with the project staff it was noted that after the project period of CDSP III limited follow up has been given to the FFs. This was caused by the fact that DAE so far focused its attention on FFs only in the context of projects and has not yet institutionalised it as mainstream activity. The reason for this situation could be that in contrast to the BWDB and LGED, that have adopted community participation through the approved and generally accepted GPWM and the FD, which developed the social forestry rules, the DAE have no official approved guidelines or policy that forces them officially to use FF as the common strategy for farmer participation. The TA team of CDSP is therefore at present working on the development of FF guidelines for use in CDSP IV and, when finalised, these could be used in a broader sense as well.

The basis for higher agricultural production is a well functioning water management system for crops that depend on water. There is thus a need for a direct link between the FFs and the WMGs. However, although some FF members are also members of the WMG, there is no formal linkage between them. In this case also, the number of representatives in the WMG is the main bottleneck for their representation. By forming the WMGs and FFs during the same general meeting, the CDSP IV staff tries to remediate the situation and at least creates the conditions that the members of FF know whom to approach when problems relating to water management occur.

Recommendation

- For the wider use and acceptance of FFs as a mainstream activity in DAE it would be good that the department formulates guidelines that are approved by the top management of the ministry.
- As mentioned earlier the membership of the WMG could be enlarged in general terms. If this is not possible or acceptable, it would be an option to at least add a representative of each FF to the WMG in order to ensure that their crop water requirements are considered in the overall planning.

3.6 Social Forestry Groups

The FD with the assistance of the TA staff is involved in setting up social forestry groups for the following activities as part of the CDSP Social Forestry Programme:

- Road side plantation
- Embankment plantations
- Foreshore plantations
- Mangrove plantation

An overview of the number of SFGs formed under CDSP III and IV is given in Table 10.

Table 10 No of Social Forestry Groups formed in CDSP III and IV

Project	Types of Plantation	Area/Length	No. of SFGs	Group Members			SFG size
				Male	Female	Total	
CDSP-III	Roadside Plantation (km)	60	75	1214	761	1975	26
	Foreshore Plantation (ha)	85	11	155	100	255	23
	Embankment Plantation (km)	14	28	363	239	602	22
	Mangrove Plantation (ha)	300	14	210	130	340	24
Sub-total			128	1942	1230	3172	25
CDSP-IV	Mangrove Plantation (ha)	1000	40	601	399	1000	25
Sub-total			40	601	399	1000	
Total			168	2543	1629	4172	25

Note: For CDSP-IV reported no. of SFGs are up to June 2012

For **roadside plantation** the FD forms an SFG for every 2 km plantation (1 km road), whose members have to reside within 500 m from the road. The only exception is made for destitute women who may have their residence further away from the road side. The group's membership consists of 25 to a maximum of 30 members. Each group elects or selects a nine member executive committee.

Prior to group formation several discussions and awareness raising meetings are held with the community members to inform them on the reasoning for SFG formation and their possible involvement. The SFG receives training by the FD on plantation, maintenance of trees, the rules of sharing benefits, etc. The FD signs an agreement with the SFG, which states, among other things, the responsibilities of the SFG to look after the trees and the rules of benefit sharing. The SFG can make use of the produce from pruning and trimming; however an important point of the agreement is that the trees will not be sold before the age of 10 years. The latter seems to be the main reason for the community members to be a member of the SFG. After the second year of replanting and gap filling there seems to be little follow up by FD for these groups.

The FD implements **embankment plantation** under the same policy as roadside plantation and thus anticipates that a similar agreement and distribution of benefits will take place with the SFG as is the case under roadside plantation namely: 55% of the proceeds of the tree harvest goes to the SFG; 10% to the FD; 20% to the owner of the land (which in this case will be the BWDB); 10% to the Tree Farming Fund (to cover part of the replanting costs) and 5% to the Union Parishad.

Application of this policy however contradicts with the way BWDB currently perceives embankment plantation activities in line with the National Water Policy, as described in their Guidelines for Participatory Water Management (GPWM) and operationalised through the integrated planning for sustainable water management approach developed by the IPSWAM programme. In these guidelines it is stated that the management of schemes over 5000ha is a joint responsibility of BWDB, LGI and WMOs. As part of the participatory water management planning process the WMG in consultation with the BWDB develops an embankment management plan. The BWDB thereafter leases out the land of the embankment to the WMG so that it can gain some income from the plantation established with the help of the FD and intercropping, as part of its contribution to the regular O&M costs.

Although some SFG members happen to be a member of the WMG there is no formal linkage between the SFG and the WMG.

Recommendation

As mentioned above the land on both sides of an embankment is acquired and owned by BWDB. All decisions relating to leasing and distribution of benefits should be made by BWDB. The Forest Department may only provide technical advice on plantation. However, the Forest Department is leasing out such land to other organizations and not to the WMOs. In CDSP IV, the Forestry Groups are different from the WMOs and they are deprived of a good source of revenue. But they are the people who, single-handedly, have to maintain the water resource infrastructures. The MOWR should negotiate with the MOEF to change the relevant paragraphs of their Forestry Guidelines, thereby vesting the BWDB with full control of this land. If this is not agreeable by that Ministry, then the MOWR should bargain that the Forest Department lease such land to the WMOs only and allow them to appropriate their own share of 55% as well as that of the BWDB's share of 20% as owner of the land.

3.7 Micro Credit and Saving Groups

In the CDSP-III area, five local NGOs were involved in the project activities (Sagorika, DUS, Hashi, Upoma and NARS). BRAC was responsible for coordinating and managing the activities of these NGOs.

The NGO component in CDSP III had nine sub-components:

- (i) group formation and savings;
- (ii) health and family planning;
- (iii) human rights and legal education;
- (iv) palli samaj (women's rights);
- (v) poultry and livestock;
- (vi) social forestry;
- (vii) homestead crops;

- (viii) disaster management; and
- (ix) water and sanitation.

NGOs also organized the following forums: Health Forum, Palli Samaj, Mother-in-Law Forum, Adolescent Boys and Girls' Forum, Pregnant Mothers' Forum, Students' Forum, Village Doctors' Forum, Local Legal Law Implementation Committee, Legal Awareness of Male Group. They organized short training sessions for the forum members on relevant issues.

In CDSP IV the Micro credit and saving is part of the Social and Livelihood Support Programme focus on social and economic development of households, especially women and children in the five selected chars- Nangulia, Noler, Caring, Ziauddin and Urir Char. Four NGOs have been contracted namely BRAC, Sagorika Samaj Unnayan Sangstha (SSUS), Dwip Unnayan Songstha (DUS), and Society for Development Initiatives (SDI).

Table 11 No of Micro Credit and Saving Groups formed under CDSP II, III and IV

Project phase	Name of char	# of Groups formed		# of Group members		Average no of members per Group	Remarks
		Target	Achievement	Target	Achievement		
CDSP-II	South Hatiya, Muhuri Accreted Area, Char Gangchil Torabali, Char Moradona, Nijumdwip, Char Lakshmi.	657	657	16635	16635	25	Achievement of CDSP-IV is up to November 2012
CDSP-III	Boyerchar	341	341	8587	8587		
CDSP-IV	Charnangulia	429	367	11640	9362		
	Nolerchar	262	206	5865	5075		
	Caringchar	257	167	4629	3782		
	Charziauddin	83	70	2055	1412		
	Urirchar	89	80	1816	1734		
	Total	1120	890	26005	21365		
Grand Total		2118	1888	51227	46587		

The SLS component is complementing the infrastructure development (roads, embankments, cyclone-shelters-cum-schools, and markets), land settlement, water and sanitation, forestry and agricultural development activities of the GOB line agencies. The main approach is to mobilize all HHs into groups to deliver financial (microfinance) and other services to HHs to capitalize on opportunities created by other development interventions.

The Social and Livelihood Support component implemented by NGOs has the following objectives:

- Providing essential services to support poverty reduction such as health, disaster management and household-level climate change adaptation that cannot be provided by government agencies at this early stage of development of CDSP chars.
- Enabling micro-finance services, which will enable poor people to take advantage of the improved environment and infrastructure.
- Supporting the activities of government implementing agencies for CDSP IV, such as for water and sanitation – where NGOs form DTW user groups and organise the installation of latrines.
- Promoting human rights and legal awareness – especially for women.

The SLS component is divided into the following sub-components:

- a) Group Formation, Micro-finance and Capacity Building

- b) Health and Family Planning
- c) Water and Sanitation
- d) Homestead Agriculture and Value Chain Development
- e) Legal and Human Rights
- f) Disaster Management and Climate Change.

All female household members are member of the NGO saving and credit groups. All are saving about 20 Tk per week and regularly attend the meetings. Many members have already taken loans or intend to take loans for Income Generating Activities. The repayment of the loans seems to be very good.

3.8 General observations

Linkage of WMOs with other FLIs

- Linkage with other FLIs is considered essential for the success of the activities of the WMOs. FLIs are individually engaged in such varied and diversified activities as development of agriculture, fishery, livestock as well as health, education, sanitation and microfinance. WMOs are primarily geared to using the water resources for flood protection and agriculture and O&M of physical infrastructures. We do not need to put the WMOs under pressure and jeopardize their institutional capacity by loading them with too much of coordination with all kinds of FLIs. A sensible way would be to link WMOs with FLIs that are directly related to water management and engaged in activities belonging to the broad agriculture sector, namely, agriculture, fisheries and livestock, only leaving out such concerns as health, education and sanitation to others. Another way of influencing the other FLIs would be for WMO members to become members in those other organizations and act as lynching pins among them.

Sustainability of WMOs

- The IPSWAM and SW Project WMOs successfully secured the cooperation of the elected representatives of the Union Parishads and the representatives of the government agencies at Upazila and village levels. This is relatively easy for them since these institutions have been operational there long before the creation of the WMOs. However, it is advisable that the CDSP project organizers establish early contact with the local Union and Upazila Parishad people to elicit their support for their activities as well. Since the CDSP IV area covers newly settled chars, most of the service delivery organizations are either not yet established or fully operational. When the settlement activities progress satisfactorily, the CDSP ought to put pressure on the Upazila and the Union Parishads for the deployment of field level staff of the concerned implementing agencies. This is essential for the long term sustainability of the WMOs as these are permanent service delivery organizations.

Looking beyond Water Management

- One of the strengths of the IPSWAM and SW Project is that they initially started their activities centring around water management but gradually expanded to multifarious activities for income generation. Unlike CDSP, the WMOs are the only organizations that deal with water, agriculture, forest, fisheries, livestock and many other small-scale business operations like honey processing and production of granular fertilizers. CDSP is structured differently and it is not suggested that their well-established methodology is changed following these other examples. However, there could be a possibility to expand the scope of activities of the earlier phase WMOs of CDSP by including new interventions or designing supportive and business development related project activities while protecting the integrity of these WMOs. The Blue Gold programme will experiment with a more business focus of WMOs and the results could be used in the future formulation of a possible next phase of CDSP.

General observations

- In all the three projects under review, the overarching theme that runs through them is the flexibility of the approaches and methodologies that has enabled them to overcome many difficulties, even though sometimes these actions were not in line with the various official guidelines and policies at that time. Flexibility in project implementation is thus a key factor contributing to the success of these projects.
- Finally, it has been observed that the attitude of the BWDB officials towards participatory management has undergone some significant positive changes. However, this needs to be reflected in a further revision of their organizational structure that would include professionals of other relevant disciplines (the real required staff mix for multidisciplinary planning and project implementation) at all levels of the organization.

Annex 1. Map of the CDSP Areas

Annex 2. Terms of Reference

Terms of Reference for a short term mission on Field Level Institutions of CDSP IV

1. Introduction

In the CDSP concept Field Level Institutions (FLIs) play a key role in involving the beneficiaries/ local population in project activities at all stages of the project. Community based groups are closely involved in planning and implementation and in operation and maintenance after the project is completed. These groups give shape to the concept of people's participation, an important element in the project's approach. The groups in question are Water Management Organisations (WMO), Local Area Development Committees (LADC), Tube well user Groups (TUG), Farmer Forums (FF), Social Forestry Groups (SFG), Labour Contracting Societies (LCS) and Micro Finance Groups, formed by the partner NGOs. In the formation of the field level institutions, a gender balance is aimed at. For WMGs, the target is a female participation equal to that of males. For Farmer Forums, the aim is to have 38% women members. SFGs will have roughly 40% female members and the groups to be formed by NGOs are exclusively or pre-dominantly women. Also the Tube well User Groups consist of women only.

Participatory water management is a central feature in char development programmes. In this respect the "Guidelines for Participatory Water Management" (GPWM) as approved by the Ministry of Water Resources in 2001 are followed. The Guidelines distinguish three different levels of WMOs: Water Management Group (WMG), Water Management Association (WMA) and Water Management Federation (WMF).

WMOs will be registered under the Cooperative Rules with the Department of Cooperatives. The WMOs are engaged in organizational - and water management activities, and play an important coordinating role at field level. A Local Area Development Committee (LADC) is formed if no water management infrastructure is built and the area essentially stays unprotected (Urir Char and Caring Char).

CDSP has adopted a group approach in agriculture extension as per agriculture extension policy 1997, through formation of Farmer Forums (FF). A Farmer Forum is a group of settlers with farming as their main occupation and interested in new technologies, willing to participate in crop production programmes, through which successful technologies are disseminated.

Tube well User Groups (TUGs), formed with the assistance of the partner NGOs, are responsible for operation and maintenance of the tube wells established in the project area.

Social Forestry Groups (SFGs) are formed to ensure peoples participation in the forestation activities. SFGs are involved in planning, implementation, monitoring, maintenance and management of the plantations.

Labour Contracting Society (LCS) is another form of field level institution that is engaged instead of contractors for earthwork in the construction and maintenance period. The concept of LCS is to form a group of landless labourers from the local area. Where it is socially accepted, women LCS are formed.

Farmer participation in a WMG concept is also practiced in other water management projects like the (former) IPSWAM and the South West Area Project and although in all these projects the Guidelines for Participatory Water Management are followed, for various reasons differences exist in functions, size and activities of the WMOs in these three projects.

In CDSP IV WMGs are having their own saving and credit program among the group members, without involvement of a micro credit facilitator like PKSF. The IFAD Supervision Mission of February 2012 strongly opined that from their experience this habit creates a potential threat to the sustainability of the WMG, while in CDSP it is felt to be beneficial for the group.

2. Objective of the mission

The objective of the present mission is to study and critical review the functioning and sustainability of WMOs and all other FLIs in CDSP IV and providing recommendations for further strengthening CDSP IV's participatory approach. A comparison with similar projects like IPSWAM and South West Area and their experience and lessons learned will be part of the study.

3. Tasks to be performed

During the assignment, the adviser will implement the following tasks:

- Review CDSP IV participatory approach in the light of the "Guidelines for Participatory Water Management" (GPWM)
- Study and provide an overview of similar projects with a participatory approach to water management in Bangladesh, in particular IPSWAM and South West Area, and identify differences in implementation and experience and lessons learned
- Review of assumptions underlying CDSP IV participatory approach and the number of different groups formed, their size, their representation of the farmer community as a whole, their coordination and linkages, and provide recommendations for further strengthening
- Review the sustainability of the various groups, in particular by studying the functioning of groups in CDSP I, II and III areas, including their savings and credit system and provide recommendations for enhancing their sustainability.

4. Organisation, timing, reporting

The assignment will be performed by Dr. Hero Heering of Euroconsult Mott MacDonald, Project Manager of CDSP IV and former Project Manager of IPSWAM. He will report to the Project Coordinating Director and Team Leader, CDSP-IV. The assignment will take three weeks from 26 November to 16 December 2012. The mission report will be submitted before the end of the mission. Mr. Heering will debrief at PCD and EKN at the end of his assignment.

Annex 3. Itinerary

Date	Activity
26-11	Departure from Amsterdam
27-11	Arrival in Dhaka; preparing for the mission Discussion with Dr Huda on the approach to the assignment
28-11	Meeting at EKN with Mr Martin Bos and Mr Khaleduzzaman, in which also Dr Huda participated Travel to Noakhali
29-11	General meeting with senior and mid-level at CDSP IV office Field visit to Boyer Char
30-11	Field visit to Char Ziauddin
1-12	Field visit to the Nangulia Kaladoor area
2-12	Field visit to Noler Char
3-12	Field visit to Nangulia, polder 59/3B
4-11	Discussion with DTL, collection of information Start with report writing
5-12	Presentation of initial results to CDSP staff Travel to Dhaka
6-12	Travel to Khulna along with Dr Huda and Mr Martin Bos and Mr Khaleduzzaman Visit to IPSWAM polders 30 and 22
7-12	Visit to SWAIWRPMP
8-12	Travel to Dhaka
9-12	Report writing
10-12	Formulating conclusions; report writing
11-12	Meeting with Dr Huda
12-12	Debriefing at EKN attended by Dr Huda, Mr Martin Bos, Mr Khaleduzzaman and Mr. Jan van der Wal, TL CDSP IV
13-12	Departure to The Netherlands
14-12	Arrival in Amsterdam
21-12	Finalising report

Annex 4. Maps of the WMGs formed in various Char areas

Annex 5. Polder wise overview of the water management organizations formed in IPSWAM polders

Polder	Gross Area (hectare)	Net Area (hectare)	Upazila & District	No. of WMGs			No. of WMAs * a)		No. of households of local stakeholders	No. of local stakeholders enrolled up to November 2011			Savings of WMG Members			Participation of WMG Members in the last UP Election				WMG members received local/national award (Nos.)	
				Target	Achievement	Registered with Coop.	Target	Achievement		Male	Female	Total	Total savings	Deposit in Bank	Invested in IGAs	Number of male members		Number of female members		Male	Female
																Contested	Elected	Contested	Elected		
				1	2	3	4	5		6	7	8	9	10	11	12	13	14	15	16	17
22	1,630	1,417	Paikgachha, Khulna	12	12	12	1	1	1,638	1,779	1,120	2,899	943,450	48,910	894,540	13	2	4	2	3	3
43/2A	5,182	3,887	Sadar, Patuakhali	22	22	22	1	1	7,522	4,780	3,912	8,692	989,030	868,930	120,100	14	7	5	3	0	0
43/2E	1,650	1,300	Sadar, Patuakhali	12	12	12	1	1	2,997	1,567	1,342	2,909	140,000	49,500	90,500	3	0	0	0	0	0
43/2D	8,800	6,800	Sadar, Patuakhali	30	30	30	2	2	11,022	5,885	3,866	9,751	877,228	403,569	473,659	17	11	5	1	3	0
29	8,218	7,232	Dumuria and Batiaghata, Khulna	56	56	56	2	2	12,888	7,249	5,796	13,045	835,942	161,965	673,977	6	3	6	3	0	0
30	7,725	4,867	Batiaghata, Khulna	41	41	41	1	1	7,701	6,851	4,539	11,390	817,579	225,689	591,890	10	8	6	3	0	0
43/2F	4,453	3,500	Amtali, Barguna & Sadar, Patuakhali	27	27	27	1	1	6,778	4,794	2,424	7,218	420,300	146,400	273,900	8	2	3	2	0	0
43/1A	2,675	2,200	Amtali, Barguna	14	14	14	1	1	5,105	2,759	1,878	4,637	244,071	78,000	166,071	8	3	3	2	0	0
43/2B	5,460	4,000	Galachipa, Patuakhali; Sadar & Amtali, Barguna	28	28	28	6	6	10,382	4,542	3,678	8,220	495,180	436,080	59,100	16	7	8	4	0	0
Total	45,793	35,203	-	242	242	242	16	16	66,033	40,206	28,555	68,761	5,762,780	2,419,043	3,343,737	95	43	40	20	6	3

Note: *a) The reason for comparatively a bigger number of WMAs in Polder 43/2B is that there the WMAs have been formed on the basis of smaller hydrological units.

Annex 6. Overview of the WMOs formed in SWAIWRPMP (up to November 2012)

A. Narail Sub-Project

Sl. No	SIP #	Batch #	WMG			WMA			JMC	Area (Ha)	Planned WMG Members (1 from each HHs)	Potential # of Members (70%)	Members Enrolled		Large Farmer enrollment (above 2 hac)	Capital Formation (Tk)	
			Target	Formed	Reg.	Target	Formed	Reg.					Last Month Total (Female)	This Month Total (Female)		Last Month Total	This Month Total
1	8	1	11	11	11	1	1	-	1	3811	2855	1998	1703 (792)	1705 (794)	10	1502945	1583865
2	9	1	5+1	5+1	5+1	1	1	-		1798	1546	1082	849 (316)	850 (317)	18	1197682	1238512
3	16	2	4	4	4	1	1	-		352	1007	705	606 (264)	606 (264)	7	383140	397510
4	21	2	2	2	2	1	1	-		753	1153	807	752 (224)	757 (228)	9	294975	315190
5	23-25	3	7	7	7	1	1	-		2958	4561	3193	2051 (701)	2051 (701)	51	1100894	1117454
6	22	3	2	2	2	1	1	-		593	945	662	625 (223)	625 (223)	8	365360	376440
7	17-19	3	13	11	11	1	-	-		9097	7125	4987	2760 (1100)	2784 (1115)	52	1730054	1844295
Total A	7	3	44+1	42+1	42+1	7	6	-	1	19362	19192	13434	9346 (3620)	9378 (3642)	155	6575050	6873266

B. Chenchuri beel Sub-Project

1	16	1	6	6	6	1	1	-	1	1301	2093	1465	1097	(420)	1097	(420)	12	818145	827365
2	18	1	10	10	10	1	1	-		1471	3179	2225	2049	(564)	2050	(564)	27	1458709	1506409
3	13	2	6	5	5	1	1	-		1394	2533	1773	1299	(540)	1303	(544)	7	922252	945792
4	15	2	7	7	7	1	1	-		1548	2858	2000	1496	(450)	1501	(450)	14	871211	888793
5	10+12	3	8	8	8	1	-	-		2421	3761	2633	2572	(1080)	2572	(1080)	45	1082454	1082454
6	14+	3	18	18	18	1	1	-		11445	9560	6693	5004	(2310)	5009	(2314)	123	1617751	1672346
Total B	6	3	55	54	54	6	5	0	1	19580	23984	16789	13517	(5364)	13532	(5372)	228	6770522	6923159
Total A + B	13	3	99+1	96+1	96+1	13	11	0	2	38942	43176	30223	22863	(8984)	22910	(9014)	383	13345572	13796425
% Achieved				97%	97%		85%		100%				75.65%	75.80%					

C. Chenchuri Beel Irrigation sub Projects

Sl. No	Name of WMG (with cl. villages)	Date of WMG Formation	Regd no/date	Area (Ha)	Planned Members (1 from each HHs)	Potential # of Members (70%)	Members enrolled			Date of monthly meeting	Date of Members enrollment meeting	Date of Executive committee meeting	Capital formation general meeting	Capital formation			Bank A/C No.	Large farmer enrollment
							Last month Total (Female)	This month	This month Total (Female)					Last month total	This month	This month total		
1	Kamolapur WMG # CBIK – 1* Kamolapur	4.4.12	26/N-4.11.12	120	361	252	143 (110)	59 (3)	202 (113)	26 th of each month	Nov - 8	Nov - 8	Nov - 8	14300	5900	20200	A/C No. 6027 Agroni Bank , Auria branch	-
2	Nakushi – Ghoshpur WMG # CBIK – 2 ,	10.4.12	23/N-25.10.12	107	206	145	130 (41)	13 (2)	143 (43)	26 th of each month	Nov -14	Nov -14	Nov - 14	13000	1300	14300	A/C No. 6028 Agroni Bank , Auria branch	2
3	Shimla WMG # CBIK – 3 ,	10.4.12	25/N-01.11.12	102	198	139	106 (25)	14 (6)	120 (31)	27 th of each month	Nov - 21	Nov - 21	Nov - 21	10600	1400	12000	A/C No. 6029 Agroni Bank , Auria branch	-
4	Sonali WMG # CBIK – 4 ,	17.5.12	24/N-31.10.12	113	178	124	98 (24)	24 (11)	122 (35)	27 th of each month	Nov - 25	Nov - 25	Nov - 25	9800	2400	12200	A/C No. 6024 Agroni Bank , Auria branch	-
	Sub Total (a)	4	4	442	943	660	477 (200)	110 (22)	587 (222)					47700	11000	58700		2

Kamolapur LLP

1.	Chenchuri WMG # CBIG - 1	19.3.20 12	22/N- 23.10.12	615	984	688	264 (73)	38 (9)	302 (82)	27 th of each month	Nov - 7	Nov - 7	Nov - 7	24000	25000	49000	A/C No. 4300 Agroni Bank Rathdanga
	Sub Total (b)	1	1	615	984	688	264 (73)	38 (9)	302 (82)					24000	25000	49000	
	Grand Total(a+b)	5	5	1057	1927	1348	741 (273)	148 (31)	889 (304)					71700	36000	10770 0	

Annex 7. Reports Consulted

1. CDSP II – Gender in CDSP II Activities, Technical Report No. 1, prepared by Nululee Begum, January 2000
2. CDSP II – Overview of Water Management in CDSP II, Technical Report No. 14, prepared by Md. Zainal Abedin, May 2004
3. CDSP II – An update of Institutional Arrangement of Water Management in CDSP II, Technical Report No. 9, prepared by Md. Zainal Abedin, September 2005
4. CDSP II – Overview of the Gender Aspects in Char Development and Settlement Project, Technical Report No. 17, prepared by Nujulee Begum, May 2004
5. CDSP III – Agricultural Development and Social Forestry Activities in Boyer Char, Technical Report No. 6, prepared by Md. Afzal Hossain Bhuiyan and AKM Hasan Sayed , August 2010
6. CDSP III – Infrastructure Related Field Level Institutions in CDSP III, prepared by Md. Zainal Abedin and Md. Maksudur Rachman, February, 2011
7. CDSP III - Extension Strategies for Agriculture and Social Forestry in CDSP III, Mission Report No. 4, prepared by Hero Heering and Md. Afzal Hossain Bhuiyan, March 2007
8. CDSP IV – Design Completion Report, Working Paper No 10, Project Management and Institutions, 2010
9. LGED – Institutional Studies for Legal Framework of Water Management Organizations, January 2006
10. Ministry of Water Resources – National Water Policy, January 1999
11. Ministry of Water Resources – Guidelines for Participatory Water Management, April 2001
12. Ministry of Water Resources – Guidelines for Integrated Planning for Sustainable Water Resources Management, March 2008