



Blue Gold Program

Technical Report 13

Engaging Local Government Institutions In Water
Management – DRAFT Sourcebook

Embassy of the Kingdom of the Netherlands,
Dhaka, Bangladesh

Bangladesh Water Development Board
(BWDB)
Department of Agricultural Extension
(DAE)

February, 2015



Program Data


Name of Program	Blue Gold Program
Activity Number	DHA 0116534/24007
Project Start Date	20 February 2013
Project Completion Date	19 February 2019
Approval date DPP (BWDB component)	30 July 2013
Approval date DPP (DAE component)	24 July 2013
Donors	GoN, GoB
Contractor	Euroconsult Mott MacDonald BV
Implementing Partners	Bangladesh Water Development Board (BWDB) Department of Agricultural Extension (DAE)
Contribution GoN	€ 15,750,000 to be administered by BWDB € 995,000 to be administered by DAE € 33,100,000 Technical Assistance
Contribution GoB	BWDB: € 7,499,000 DAE: € 356,080
Total project budget	EURO 57,700,080
Exchange rate	1 EURO = 100 Taka


Contact Details

Address BWDB Office:
23/1 Motijheel Commercial Area, Hasan Court, 7th and 8th Floor, Dhaka 1000
Phone: +88 02 7111525; +88 029569843
Fax: +88 029569843

Gulshan Office:
Karim Manjil, Ground Floor, House 19, Road 118, Gulshan, Dhaka 1212

Email BWDB Program Coordinating Director: dp3.bwdb@gmail.com
DAE Project Director: kdtahmina@gmail.com
Blue Gold Team Leader: dirk.smits@bluegoldbd.org; dirk.smits@mottmac.nl
Embassy of the Kingdom of the Netherlands: dha-OS@minbuza.nl

Website  <http://bluegoldbd.org/>

Facebook  <https://www.facebook.com/bluegoldprogram>

Green corner – Save a tree today!



Mott MacDonald is committed to integrating sustainability into our operational practices and culture. As a world leading consultancy business we are always seeking to improve our own performance and reduce the environmental impact of our business. Meanwhile, many of our staff are committed to living sustainably in their personal lives – as an employee-owned company Mott MacDonald shares their concerns. We feel an ethical obligation to reduce our emissions and resource use and have committed to reducing our per capita carbon footprint by a minimum of 5% year on year.

We print our reports and client submissions using recycled, double-sided paper. Compared to printing single sided on A4 virgin paper, double sided printing on recycled paper saves the equivalent of two trees, over a ton of CO₂ and a cubic metre of landfill space for every 100 reams. By choosing the greener path we have been able to achieve efficiencies benefiting both Mott MacDonald and our customers.

We would like to share some of the principles of our own 'Going Green' initiative:

- When possible we scan rather than print and consider what really needs to be on paper
- We use electronic faxing when practicable
- We work on e-forms
- We use recycled paper when possible
- Reducing paper in the office creates a better working environment for our staff and our clients

We believe that you, as one of our esteemed clients, will share our concern to conserve precious resources for the benefit of our planet and its inhabitants.

Issue and revision record

Revision	Date	Originator	Checker	Approver	Description
01	26-02-2015	Md.Aowlad Hossain Kees Blok Field, zonal and central staff submissions			First draft
02	03-03-2015	Same	Dirk Smits	Hero Heering	Final draft

This document is issued for the party which commissioned it and for specific purposes connected with the above-captioned project only. It should not be relied upon by any other party or used for any other purpose.

We accept no responsibility for the consequences of this document being relied upon by any other party, or being used for any other purpose, or containing any error or omission which is due to an error or omission in data supplied to us by other parties

This document contains confidential information and proprietary intellectual property. It should not be shown to other parties without consent from us and from the party which commissioned it.

Table of Contents

1.	Introduction	3
2.	Involvement of LGIs in Water Management – Why?	5
2.1	Introduction	5
2.2	Cooperation by Local Governments Is an Existing Practise	5
2.3	Local Governments Provide Legitimacy to New Initiatives	6
2.4	Local Government Provides Law & Order	7
2.5	Local Governments Can Resolve Resource Conflicts	7
2.6	Local Governments Initiate Emergency Response	8
2.7	Local Governments Take Initiatives	9
2.8	Local Governments Stand to Gain from Engagement	9
2.9	Involvement of LGIs Is Covered by Policies, Law and Regulations	10
2.10	More to come	11
3.	Constructive Engagement – How?	12
3.1	Introduction	12
3.2	Involve from the start	12
3.3	Tailor Your Intervention to the Local Situation	13
3.4	Contribute to Improved Local Governance	14
3.5	Help the WMO Build Partnerships	15
3.6	Korbo Sahayata Komate Nirvorota	16
4.	Enabling Partnership Support	17
4.1	Introduction	17
4.2	Enabling	17
4.3	Supporting	18
4.4	Follow-up	19
	Appendix 1 LGI Role in Water Matters	20
	Appendix 2 Union Data (IPSWAM Polders)	27
	Appendix 3 Examples and Opportunities	29
	Appendix 4 Itinerary	32

Table of Figures

Figure 1: Modernising local governance	14
Figure 2: Schematic partner mapping	15
Figure 3: Technical Assistance for partnership development	16

Table of Boxes

Box 1: Blue Gold fairs	6
Box 2: LGI initiative in water control	6

Box 3: Making an entry 6

Box 4: Orderly WMG elections 7

Box 5: Ensuring flow capacity..... 7

Box 6: Finding an alignment 8

Box 7: Monitoring of works 8

Box 8: Protecting embankments..... 8

Box 9: A participatory pump house..... 9

Box 10: Protecting embankments..... 9

Box 11: Targeting the Poor..... 10

Box 12: Prescriptive law (example) 10

Box 13: Enabling clauses (example) 10

Box 14: LGIs pursue investments..... 11

Box 15: Learning from mistakes 12

Box 16: Helping each other out 15

Box 17: Greater confidence 17

List of Abbreviations

ADP	Annual Development Plan
AEO	Agricultural Extension Officer
BWDB	Bangladesh Water Development Board
CAHW	Community Animal Health Worker
CBO	Community-Based Organisation
CDMP	Comprehensive Disaster Management Program
CDSP IV	Char Development and Settlement Project Phase IV
CEGIS	Centre for Environmental and Geographic Information Services
CEIP	Coastal Embankment Improvement Project
CGIAR	Consultative Group on International Agricultural Research
CIMMYT	International Maize and Wheat Improvement Centre
CO	Community Organizer
CSISA	Cereal Systems Initiative for South Asia
CUB	Concern Universal Bangladesh
CWM	Chief Water Management (BWDB)
DAE	Department of Agricultural Extension
DLS	Department of Livestock Services
DoC	Department of Cooperatives
DoF	Department of Fisheries
DP III	Directorate of Planning III
DPP	Development Project Proforma
DRR	Disaster Risk Reduction
DTL	Deputy Team Leader
ECHO	European Community Humanitarian Office
EKN	Embassy of the Kingdom of the Netherlands
FFS	Farmers Field School
FGD	Focus Group Discussion
FO	FFS Organiser
FY	Financial Year
GAP	Gender Action Plan
GESAP	Gender Equality Strategy and Action Plan (of BWDB)
GDP	Gross Domestic Product
GoB	Government of Bangladesh
GoN	Government of the Netherlands
GPWM	Guidelines for Participatory Water Management
HH	Household
IFMC	Integrated Farm Management Component
IGA	Income Generating Activity
IPSWAM	Integrated Planning for Sustainable Water Management
IPSWARM	Guidelines for Integrated Planning for Sustainable Water Resources Management
IRRI	International Rice Research Institute
IWM	Institute of Water Modelling
IWRM	Integrated Water Resources Management
LCG	Local Consultative Group
LCS	Labour Contracting Societies

LGED	Local Government Engineering Department
LGI	Local Government Institutions
MMC	Mass-line Media Centre
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
O&M	Operation and Maintenance
PCD	Program Coordinating Director
PCM	Public Consultation Meeting
PD	Project Director
PDP	Polder Development Plan
PMC	Project Management Committee
PSC	Program Steering Committee
SAFAL	Sustainable Agriculture, Food security and Linkages
SDE	Sub-Divisional Engineer
SME	Small and Medium Enterprise
SSSWRDSP	Second Small-Scale Water Resources Development Sector Project
SSWRDSP	Small Scale Water Resources Development Sector Project
SWAIWRPMP	Southwest Area Integrated Water Resources Planning and Management Project
TA	Technical Assistance
TL	Team Leader
TNA	Training Needs Assessment
TOT	Training of Trainers
UAO	Upazila Agricultural Officer
UDMC	Union Disaster Management Committee
UP	Union Parishad
VAP	Village Action Plan
VC	Value Chain
VCA	Value Chain Analysis
VCD	Value Chain Development
VCS	Value Chain Selection
WASH	Water Sanitation and Hygiene education
WMA	Water Management Association
WMG	Water Management Group
WMIP	Water Management Improvement Project (World Bank)
WMO	Water Management Organisation
WUR	Wageningen University and Research Centre
XEN	Executive Engineer (BWDB)
ZSE	Zonal Socio economist

Strengthening Polder Partnerships – Summary

Legitimacy – i.e. recognition by constituents and other organisations of the role that Water Management Organisations (WMOs) play in water matters – is a condition for the sustainability of any WMO. Among the organisations that can approach WMOs in case action for water management is needed, Local Government Institutions are the foremost. They have a broad responsibility for infrastructure in their area and are formally mandated to advise WMOs. Moreover, their presence is everywhere and they have, directly or through higher government echelons, links to line agencies that support water resources development.

The Blue Gold Program helps establish WMOs through a short period of intensive support and coaching. Oversight of the **legal** function of the WMOs is provided during and beyond the Blue Gold Program by the BWDB. The **legitimacy** of WMOs will depend on the respect they can gain from constituents and local organisations. A well-established engagement with local government institutions provides legitimacy to WMOs during and beyond the Blue Gold Program.

LGIs and WMOs share a concern for development through water management. Blue Gold support should therefore create conditions for a constructive relation between WMOs and local government, and facilitate the WMOs to systematically develop this relationship into a long-term partnership. To this end, the Blue Gold Program facilitates WMOs to reduce their dependency on the initiatives of others. A slogan such as 'facilitate to reduce dependency' (*Korbo sahayata komate nirvorota*) could well describe the way of working of the Blue Gold Program.

To ensure that – in the arena of cooperation between LGIs and WMOs – Blue Gold Program 'polder teams'¹ involved directly with Water Management Organisations 'facilitate to reduce dependency', two types of guidance are given in this report:

- Good practices in LGI – WMO cooperation have been collected from representatives of WMOs and LGIs; from staff of the polder team's and from zonal Blue Gold staff (see chapter 2);
- Guiding principles for developing constructive relations between LGIs and WMOs are presented in chapter 3.

The fourth and final chapter lists steps that are required to enable and support the polder teams in their facilitation role (and skill) vis-à-vis WMO – LGI cooperation:

Enabling:

- Take steps to enlist the local government division of the Ministry of Local Government, Rural Development & Cooperatives to give support for LGI – WMO linkages
- Introduce the programme, its objective, and its team into the working area by briefing concerned local government chairs and members. This includes a call for support;
- Support the above with a video clip and a hand-out that summarise for LGI chairmen and members the reasons for and possibilities of working with WMOs. This includes a call for engagement;

¹ This includes Extension Overseers, Community Organisers (COs), Local Facilitators (LF), Field-based engineers, Farmer Field School Organisers (FOs), Producer Group Facilitators (PFs), and Field staff from affiliated programmes that use the WMOs as entry point for their activities.

- Facilitate by Blue Gold Senior staff a planning exercise at polder level, involving WMOs and local governments, as well as other stakeholders in area-based economic development;

Supporting:

- Continue horizontal and vertical job orientations for polder staff of all Blue Gold components on why and how to foster LGI – WMO relationships. This is done by the national institutional specialist in meetings at zonal level; aiming at 15 – 20 participants, mixed from discipline and polder until all are covered; and including step-wise all zonal staff;
- Replicate the same for other cross-cutting issues, by other senior staff;
- Organise team meetings at polder-level (or for two small polders combined) to identify and address implementation issues. Blue Gold work planning is to start with the input of these polder teams;
- Review and adjust field methodologies of all components to reflect WMO – local government interaction;
- Review and adjust the monitoring and evaluation framework to reflect key indicators for WMO – LGI partnership and for legitimacy;
- Liaise with and involve – at all levels of the programme – staff from programmes and projects aiming at local governance strengthening. The present partnership of Blue Gold with the Horizontal Learning Programme can and should be given further substance;

Follow-up:

- Review achievements on the above in about six months' time by a follow-up mission of the international institutions advisor;
- Explore at that same time the possibilities for lifting the present practice of WMO – LGI cooperation to a higher level, using the leeway provided in existing legislation and practices. Whereas the present mission report builds on existing examples of LGI – WMO interaction; at that stage new possibilities will be identified and shared;
- Explore practical ways by which to optimise the performance of the formal linkages between BWDB, WMOs, and local government.

1. Introduction

The Blue Gold Program is a major water resources management programme aiming to reduce poverty for 150,000 households living on 160,000 ha in 26 selected coastal polders in Khulna, Patuakhali, and Satkhira Districts in Bangladesh. It helps local communities create a safe and healthy living environment and a sustainable socio-economic development. The project is implemented by the Bangladesh Water Development Board and the Department of Agriculture Extension and supported by the Netherlands Government. Day-to-day implementation is to a large extent outsourced to a consortium of national and international consultants.

The Blue Gold Program seeks to establish and activate the organisational framework for participatory water management, as outlined by policies and regulations of the Government of Bangladesh (GoB)². These policies and regulations describe a/o the roles and responsibilities of (i) the Government line agencies, including the Bangladesh Water Development Board (BWDB), of (ii) the beneficiaries of water management infrastructure, including their Water Management Groups, Associations, and Federations and of (iii) Local Government Institutions, including Union and Upazila Councils.

The present document³ is a **sourcebook**, which presents experiences, good practices, and suggestions on how to involve Local Government Institution (LGI) in water management within the context of the Blue Gold Program. The sourcebook explains why and how the Blue Gold Program can promote a constructive engagement of LGIs within its working areas in and within the confines set by the present legal and regulatory framework. It does so by presenting examples and good practices and should enable the reader to make use of the options presented in a way befitting their situation. Key target group for the sourcebook is formed by the Blue Gold Program staff involved directly with Water Management Organisations:

- BWDB Extension Overseers
- Community Organisers (COs)
- Local Facilitators (LF)
- Field-based engineers
- Farmer Field School Organisers (FOs)
- Producer Group Facilitators (PFs)
- Field staff from affiliated programmes that use the WMOs as entry point for their activities.

This sourcebook also forms a reference for the Blue Gold Program staff at zonal and central level who are supporting, guiding and supervising the first line field staff.

This sourcebook is a first of its kind and is unique in focusing on LGI involvement in a sectorial programme. This draft sourcebook will be used to pursue constructive engagement of LGIs, WMOs, service agencies, and other stakeholders within the polders targeted by the Blue Gold Program. Examples in this sourcebook derive largely from experiences shared and submitted by local government representatives, by Blue Gold field staff and by their zonal and central colleagues.

² Reference is made to: Government of the People's Republic of Bangladesh, Ministry of Water Resources, **Guidelines for Participatory Water Management**, Dhaka, 2000; and: Government of the People's Republic of Bangladesh, **Participatory Water Management Rules, 2014**, Circular 20 Magh 1420 Bangla Year/2 February 2014 AD, published in Bangladesh Gazette, Additional Issue, February 11, 2014 (translation by Blue Gold)

³ The sourcebook has been prepared during a mission of the international institutions advisor of the Blue Gold Program. The sourcebook is to a large extent based on contributions from programme staff, partners, and beneficiaries. The interactions that took place are reflected in the itinerary (appendix 4)

The sourcebook comprises:

- ✓ A section that shows why constructive engagement between WMOs, LGIs, and BWDB should be pursued. Benefits of cooperation for either the WMOs and the LGIs are illustrated with examples from the field and with selected information on the existing regulatory framework;
- ✓ A section demonstrating how the field staff can pursue constructive engagement between LGI, WMOs, and BWDB within their regular work tasks. The emphasis is on mutual benefiting engagement and on general principles for developing partnerships;
- ✓ A section aimed at Blue Gold Program zonal and central staff, outlining actions to enable and support the field staff to promote local partnerships in water management for development. Emphasis is on steps that can be taken within the existing regulatory and organisational framework. Follow-up needs to be addressed by the international institutions advisor are included as well;
- ✓ Appendices provide background material.

2. Involvement of LGIs in Water Management – Why?

2.1 Introduction

Here we look at the engagement of Local Government Institutions in Participatory Water Management. By asking ‘why’ this relation would need to be strengthened, we search for mutual benefits: how does local government contribute to (better conditions for) participatory water management; and how do water management groups help improve local governance?

A singular focus on benefits of partnership may draw a rather rosy picture. In the discussion there will however be attention to risks and drawbacks so that a balanced and realistic image of local partnership arises. A good understanding of risks and possibilities of promoting local partnership will enable the field staff at polder-level to make well-considered decisions on when, where and how to pursue partnership opportunities.

2.2 Cooperation by Local Governments Is an Existing Practise

Working with LGIs for the establishment of participatory water management is nothing new. Earlier and ongoing projects and programmes do so already:

- Through ‘Integrated Planning for Sustainable Water Management’ (IPSWAM), the BWDB has field-tested procedures to strengthen the capacity of water sector organisations so that these are able to assume their roles according to the national regulatory framework for participatory water management. These organisations include local level Water Management Organisations, BWDB offices and Local Government Institutions;
- Under BWDB, the South-West Area Integrated Water Resources Planning, and Management Project (SAIWRPMP), the Water Management Improvement Project (WMIP) and the Char Development and Settlement Project Phase IV (CDSP IV) all include the establishment of Water Management Organisations at different levels, with the aim of sustaining water management process and infrastructure through beneficiary participation. The projects aim at hydrological units of intervention larger than 1,000 hectares, though the basic unit of beneficiary organisation (the Water Management Group) generally covers a smaller sub-unit for ease of direct participation. At the onset of the infrastructure development process in these projects, introductory visits are made to the Union and Upazila Chairmen; and secondary data are collected from their offices;
- Under LGED several Small-Scale Water Resources Projects have been and are implemented, whereby water resources management schemes up to 1,000 hectare are developed. Here a procedure is followed whereby beneficiary organisations, local government, and LGED jointly undertake scheme development. Requests for sub-schemes by local stakeholders are submitted by the Union Parishad, and developed proposals are approved by the Upazila Parishad and subsequently cleared for implementation through a District-level coordination meeting⁴.

⁴ Local Government Engineering Department, **Small Scale Water Resources Development Strategy, Process and Support**, DRAFT REVISION, January 2015. The draft builds on earlier versions.

The above shows that there is an existing practise in donor-funded water resources projects of involving LGIs in the initial phases of infrastructure development. One could argue, however, that this is a one-off cooperation between the projects and the local government, rather than an example of partnership between WMOs and LGIs in the light of water management for development.

In the Blue Gold Program the interaction with local government has taken a modest step further from the approach above, by helping establishing cooperation between Union Parishads and Water Management Groups and Associations. Steps have been taken to benefit from each other's presence: WMO meetings are sometimes held in UP facilities; induction meetings for the programme involve both LGI and WMO representatives, and so on (see box 1).

Box 1: Blue Gold fairs

In February 2015, thematic Blue Gold *mela* were held in polders 22 and 30. Messages on the importance of involvement in rehabilitation planning, participatory water management and disaster risk reduction were combined with cultural performances and the presentation of LGI and WMO achievements. In both cases, the venue was the Union Parishad campus, and UP members partook in the mela committees. In polder 22 the Deluti Union chairman and the WMA's *mela* committee worked closely together; but in Gangarampur Union, the participation of the Union was less forthcoming; possibly because the WMA leadership is perceived as future contenders in local elections (more information: anis.pervez@bluegolddb.org)

Box 2: LGI initiative in water control

In order to improve local drainage, Budhata and Shubhanali Union Parishad, under Ashasuni Upazila in Satkhira District have excavated 1.25 km khal utilizing the UPs' own source revenue and with participation of local people. Roads have been constructed on both banks to facilitate easy movement of people, and local tree species have been planted by the side. Budhata Union Parishad also constructed an embankment at Chanditola to protect crops from flooding by saline water at a cost of Taka 400,000 from its own source revenue (Horizontal Learning Program, Fact sheet, source: HLP factsheets).

It has to be stressed here that involvement of local governments in water management is nothing new. Union and Upazila representatives often take initiatives to help resolve a local problem with respect to drainage congestion, flood damage, or erosion. Generally, the local government leadership provides the decision that allows affected people to take collective action. Often, the local government allocates a part of its funds and resources to help realise the proposed intervention. But technical guidance – let alone approval – from the concerned departments is not always sought. The roads constructed on the banks of the excavated khal are – in all likelihood – not set at a minimum distance from the khal's slope, thereby creating a risk for soil washing back into the khal.

2.3 Local Governments Provide Legitimacy to New Initiatives

The Blue Gold Program is – especially outside the old IPSWAM working area – a newcomer. The Union Parishad has an important role to play in confirming to its constituents that Blue Gold is a sound initiative that will live up to the expectations that it raises, and that has the backing of relevant authorities and agencies.

Inducing the Union Parishads in the programme is, however, an essential condition to be fulfilled prior to the community meetings. A good induction inspires confidence. It should comprise involvement of a senior officer (of BWDB and/or Blue Gold); a clear briefing about objectives and modalities of the programme; and the provision of reference materials (addresses, phone numbers, background material).

Box 3: Making an entry

Chairmen and members of the four UPs covering (part of) Polder 2 in Satkhira took part in the meetings at local levels to encourage people about the importance of water management activities under the Blue Gold Program, about their role in implementation of the project activities, and about the formation of WMGs and their main responsibilities. The meetings were organized jointly by UP and project field staff. The UP representatives requested the people to extend all possible cooperation to the project field staff for implementation of activities under the project (Polder team workshop, Khulna, 19/02/2015)

2.4 Local Government Provides Law & Order

The Union comprises a council (parishad) of one chairman and 12 members. Nine of those are generally male and represent the nine wards that comprise the Union. Three are females, who represent women's interests for three wards each. The Union disposes of a secretary, an administrative assistant (soon to be posted) and ten unarmed uniformed guards (gram police).

Next to its (modest) executive powers, the Union also has basic legislative and judicial powers: (i) Unions can draft resolutions and byelaws within the framework of national legislation and conditional to no-objections from the District administration; (ii) the Village Courts Act of 2006 provides for the establishment of a village court (*gram adalat*) in every Union Parishad. The village court is comprised of a panel of five: the UP chairperson; two other UP council members, one of whom is chosen by each party in the dispute; and then two additional citizens, who are also chosen by the parties respectively. The courts have jurisdiction over civil disputes valued up to 75,000 Taka. They also have jurisdiction over some crimes, including assault and theft, though they do not have the power to fine or imprison; rather they can grant simple injunctions and award compensation up to 75,000 Taka⁵.

Box 4: Orderly WMG elections

Budhata Union Parishad organised preparatory meeting with the people of Bunarabad WMG prior to the election of their executive committee, in order to motivate them to elect suitable representatives. The UP also sent the village police to ensure peaceful and fair elections (Polder team workshop, Khulna, 19/02/2015)

Unions are bound by the legal framework provided by the Government; but their executive and judicial powers enable them to provide law and order at the local level.

In addition to its formal powers, the Union – and especially its chairman – personalises considerable authority. Union chairmen are generally members of the local elite and have important upward linkages. Although political parties do not partake in the Union elections, the political affiliation of the

chairmen is generally well known. Their linkage to the greater power structure provides them with authority, but also makes them part of the contradictions in national politics. Chairmen associated with the opposition may find it difficult to get support from ruling party representatives at higher levels of government. And chairmen may be tempted to interfere in rather than facilitate WMG elections.

While less endowed with authority, the Union members are often less 'politicised'. Their involvement with the WMG is less likely to carry a bias.

2.5 Local Governments Can Resolve Resource Conflicts

As an extension of the 'law & order' role of the Unions, they are also well-placed to mediate in conflicts over resources. Mediation is often more effective than enforcement. Mediation takes place locally, whereas enforcement is often implemented from higher echelons of government. While WMGs are found able to resolve small matters, they benefit from backing or follow-up by the Union for more complex matters.

Another reason why local governments can help resolve resource conflicts has to do with their confidence in dealing with external parties. Where it is very difficult for a WMG to

Box 5: Ensuring flow capacity

Canal re-excavation is an important part of water management. But sometimes people create obstructions to the normal flow for capture or cultivation of fish. WMGs and WMA take help from the UP to remove such obstacles. In many polders, the UP authority helps implement canal cleaning, and the provision of the UPs social safety net resources enable poor people to work on removal of weeds, along with WMG members. WMGs in polder-22 and 30 reported about this practice (Field visit observations, February 2015)

⁵ Ahmed, B. and M.T. Islam, *The Role of Union Parishad in Rural Dispute Resolution in Bangladesh: an Evaluation in the Light of People's Perception*, Studies on Asia, Illinois University, Series IV, Volume 3, No. 1, March 2013. Figures adapted to current situation

approach a line agency, the local government representative can do so more easily and can request back-up from higher echelons if direct contact is not possible.

Box 6: Finding an alignment

People were not willing to provide their land for the construction of a retired embankment in Chandgarh area of Polder-29, Sarafpur UP, under Dumuria Upazila. The WMG was not able to resolve the matter, though it tried. Then the Upazila Chairman and Nirbahi Officer suggested a joint visit with Blue Gold senior consultants to the area. In preparation to this visit Blue Gold staff met with WMG Chairperson, UNO and UP Chairman and the BWDB XEn. The joint visit took place in February 2015 and was attended by the Union Chairman as well. It was here agreed that local people

It is worth mentioning some drawbacks to the Local Governments involvement in dealing with resource conflicts:

- The Blue Gold Program does not include in the GoB contribution funds for land acquisition or compensation of Project Affected People. The only way in which land for re-alignment or widening of khals and embankments can be found is by convincing people to forego land or homestead (sometimes occupied – illegally – for a long

time). The line between convincing and forcing is narrow;

- Union representatives do not necessarily have the upward linkages that enable them to approach departments not decentralised to their level. When WMGs express concerns about the quality of works to the Union Chairman, the latter sometimes uses his influence directly on the contractor, rather than contacting the department supervising the work. This however undermines BWDB’s authority in work supervision. Such concerns can, therefore, better be channelled to the BWDB.

Box 7: Monitoring of works

Quite often, WMG members voice concerns about the quality of works undertaken by contractors. The Gopipagla WMG (polder 22) found that the contractor was not willing to discuss their concerns and the WMG subsequently brought their concerns to the attention of the WMA and the UP Chairman. The latter discussed matters with the contractor and with BWDB. The WMG mentioned that its voice becomes stronger with UP support. The WMG states that if their views are valued, quality of works will improve. Similar sentiments are expressed in other polders as well (Polder team workshop, Khulna, 19/02/2015)

2.6 Local Governments Initiate Emergency Response

Box 8: Protecting embankments

When embankment erosion threatened at Talekhali point of Polder 22, members of all 12 WMGs, non-members and the UP jointly prevented the breaching of the embankment. Embankment erosion is a recurring problem. The Unions can in such cases provide some resources and mobilise local action. They find the presence of WMGs enables swift mobilisation to save crops and properties. There are several examples of successful emergency protection of embankment through joint initiatives at local level. Similar examples were given for Polders 2 and 30 (Polder team workshop, Khulna, 19/02/2015)

There are many examples of emergency response being organised by Unions and Upazila’s, both in the Blue Gold area (see box) as well as outside (frequently covered by national newspapers). Local Governments clearly take the lead in responding to disaster. But LGIs also have an important role in preparatory action for disaster risk mitigation. Simple actions initiated by Unions include use of loudspeaker messages to warn people of imminent cyclones; maintenance of access to shelters and petitioning line agencies to repair and/or protect critical infrastructure.

Every Union has a standing committee on social welfare and disaster management which could set general policies; as well as a Union Disaster Management Committee which acts during emergencies. Within the Blue Gold Program,

volunteers for this committee are identified, trained, and equipped, thereby greatly enhancing local resilience.

The collaboration between Unions and WMGs in the Union Disaster Management Committees is also a clear example of investing in a constructive relationship during good times, so that cooperation is easier during crises.

2.7 Local Governments Take Initiatives

People look to their elected leaders to take action for the general benefit. Generally, Unions and Upazila's focus on initiatives that pose only small risks and for which there is wide support, such as water supply and sanitation, education, maintenance of civil records and health⁶. But local governments do move sometimes out of the comfort zone of such measures to undertake or initiate interventions in e.g. water management.

The presence of some form of beneficiary organisation, such as WMGs, makes for a constructive partnership. Whereas the

Box 10: Protecting embankments

Saline water enters polder 30 through the old drainage sluice at Amtala and affects the surrounding areas. The Union permitted the WMG to construct a bund across the channel to stop the inflow of saline water. As a consequence, this season farmers will cultivate water melon in around 30 acres and sesame in around 200 acres of land.

Similar examples of WMG actions supported by Union initiative are reported from Budhata, Shovonali, and Durgapur Unions (polder 2) (Field trip February 2015 and Polder team workshop, Khulna, 19/02/2015)

Union is the authority to take a decision and mobilise resources; the WMG helps mobilise people and carry out the works.

The downside to such initiatives is that the well-intended initiatives may cause havoc for existing embankments and sluices. Placement of borrow pits for khal closures may endanger embankment stability and interventions near a sluice may affect its performance or stability.

Box 9: A participatory pump house

In late 2014, in Polder 2, a start was made to drain Dayarbeel under Satkhira Sadar Upazila using four low lift pumps. Water is stored in the sump upstream of the sluice, and released through the flap gates at low tide. This 'pump house' is a joint initiative by Upazila and Union Parishad, and by local land owners. It helps advance the growing season for Boro paddy, and thereby enhances productivity of the beel. While the Upazila and the Pourashava provide a portion of the cost, also the landowners of the benefited ca. 1000 bigha contributed. The initiator (upazila chairman) hopes that if the initiative proves successful it will be possible to meet the entire running cost from beneficiary contributions. A portion of the cost will be met from the sale of fish captured in the beel. (Fieldtrip, February 2015)

2.8 Local Governments Stand to Gain from Engagement

The above text and examples emphasise that a WMG can benefit from the support of a well-functioning Union Parishad. The reverse is also true: Local governance becomes more effective and strong if it benefits from a constructive partnership with the WMGs.

The Union includes several mechanisms to ensure responsive and transparent governance:

- Annually, the Unions have to develop their work plan and budget. This is done through an open budget process, which starts with ward sobha meetings in every ward and culminates in an open budget meeting at Union level. This helps include local needs and priorities in the work plan and it ensures a degree of transparency over the achievement of the planned activities in the preceding year;
- Unions have to have standing committees which include Parishad members as well as representatives of local stakeholders in the subject matter of the committee. WMO representatives can be invited to play a role in committees on (i) agriculture, fisheries, livestock & other economic development work; (ii) rural infrastructure development, protection & maintenance; (iii) social welfare & disaster management and (iv) environment development, environment protection and plantation. There are also Union Disaster Management Committees established to provide emergency management. Needless to say that these committees benefit from WMO representation;
- Unions have a consultation forum, known as the Union Development Coordination Committee (UDCC). Here all stakeholders from government, civil society (CBO and NGO) and private sector

⁶ Blok, K and Begum, R., **Capacity Building of Local Governments in South-West Bangladesh**, Identification Report, VNG-I, July 2013

can reflect on the Union's activities. Moreover, it is an important forum for these stakeholders to meet and possibly devise joint plans. WMGs can strengthen this forum by their ability to mobilise people and resources for jointly agreed activities;

- Unions have several sources of income: Annual Development Plan (ADP) budget, Allocations for various programmes constituting the social safety net, LGSP Block Grants and Own Revenue (local taxes, such as holding tax, business licenses, and market duties). Whereas the ADP budget is to a large extent administered by concerned line agencies, the Unions can dispose more freely of the latter two sources of income. The WMGs can support the Unions both in supporting their tax drives, sanitation coverage improvement, school enrolment, and plantation as well as in identifying priority areas for investment of the Unions resources. A potential activity could be the joint funding of infrastructure maintenance.

Box 11: Targeting the Poor

In Deluti Union, the Union representatives assisted in the formation of LCSs and verified the LCS beneficiary list on the request of the WMGs. Thus, the Union helps ensure that the poor are targeted for being engaged in earthwork (Polder team workshop, Khulna, 19/02/2015).

The Union has been given a key role in implementing the social safety net. This comprises several programmes (40 days programme, food for work, cash for work, destitute mothers programme, support for the aged, vulnerable group feeding programme, etc.) that aim to benefit extreme poor and vulnerable groups. While the Unions maintain an increasingly comprehensive citizens' record, the identification of the extreme poor is an area in which the WMGs can support the Union.

A final but very compelling benefit that sitting Union Parishad members or chairmen may derive from constructive engagement with WMGs is higher chances of being returned in office in a next election. The 2011 Union election is known for having had an unprecedented replacement rate.

2.9 Involvement of LGIs Is Covered by Policies, Law and Regulations

Box 12: Prescriptive law (example)

The stipulations under section 4 prescribe that ownership of small projects (less than 1,000 ha) is to be handed over to the LGI; whereas for medium-sized schemes the responsibility of management is to be handed over to WMOs, provided they undertake regular operation and maintenance (Participatory Water Management Rules 2014).

At the turn of the century, Bangladesh re-defined its policy for water management⁷ and subsequently developed a concomitant legal and regulatory framework. Appendix 1 includes references to the policies and acts that should shape water management, and highlights those instances where reference is made to Local Government Institutions.

The regulatory framework is prescriptive: it defines the water management groups, associations and federations, their membership, their 'command' areas and procedures for and

responsibilities of the executive committee. It prescribes responsibilities of the BWDB towards the WMOs (registration, supervision, support). And it prescribes when LGIs may come to own water management systems (see box).

Box 13: Enabling clauses (example)

LGI representatives are identified as advisor to the WMOs, without further definition of what being advisor entails. This gives leeway for the WMO and LGI to develop a mutually beneficial relationship based on own insights (Participatory Water Management Rules 2014).

The regulatory framework is also enabling: it provides guidance and possibilities while leaving the implementation details to the parties involved in a specific situation. Enabling legislation is fairly new in Bangladesh and at implementation-level many actors may be hesitant to make use of the leeway that the regulatory framework offers. Yet, considerable room is given to LGIs to support WMOs.

⁷ Government of the People's Republic of Bangladesh, Ministry of Water Resources, **National Water Policy**, Dhaka, 1999

Box 14: LGIs pursue investments

In July 2014, 500 feet of flood control embankment along the Sehakathi River in Patuakhali Sardar Upazila collapsed due to tidal surges. The concerned Union Parishad chairman raised the issue at the Upazila development committee. Subsequently, both BWDB and LGED pledged their support for embankment rebuilding and road reconstruction (The Daily Star, January 1, 2015)

The legal framework for Union Parishads⁸ gives implicit attention to water management. Development, protection, and maintenance of rural infrastructure is the second listed function of the UPs. While the clauses mentioning 'water' relate to drinking water, the Unions have standing committees whose purview includes or relates to water resources. This holds especially for the standing committees on (i) agriculture, fisheries, livestock & other economic development work; (ii) rural infrastructure development, protection & maintenance; (iii) social welfare & disaster management; and (iv) environment protection & plantation. The Unions are

encouraged to include local representatives and stakeholders in these committees.

2.10 More to come

The examples included in the above are taken from the reality of the Blue Gold area, and were supplied by WMG and Union representatives, as well as by Blue Gold field staff working in the polders. The examples therefore give a cross-section of the present state of the art in LGI – WMO cooperation with respect to water management.

More is to come: In follow-up to this report, orientation meetings (such as the one held in Khulna on February 19) shall be held by the national institutional expert for all polder-level staff (with attendance of zonal staff). Participants shall be informed about the regulatory framework for LGI – WMO cooperation; and they shall be asked to identify additional examples of good practices in such cooperation. This will help expand the above overview.

More is to come: The present practice included above underutilises the leeway that exists in the regulatory framework for both LGIs and WMOs. Opportunities exist in the as yet not utilised legislative powers of the Local Government; in the WMGs potential to mobilise funds; and in both organisations' perspective on and role in local economic development. Especially this latter perspective is important as it may benefit from the coherence between the four components of the Blue Gold Program. Follow-up is proposed to identify and where possible initiate cooperation that goes beyond the present point.

More is to come: The above concentrated on WMO – LGI cooperation. The WMGs are, however, to be surrounded by a network of partners. A key partner is obviously the BWDB, which is both mandated for large-scale water resources development, operation, and maintenance; as well as assigned the regulatory authority to oversee WMOs. Follow-up is proposed to identify how the formal mandate can be translated as efficient as possible in on-the-ground constructive engagement.

⁸ Government of the People's Republic of Bangladesh, **Local Government (Union Parishad) Act, 2009**, Additional Gazette, Dhaka, October 15, 2009 / 30 Asshin,1416 (Translation World Bank)

3. Constructive Engagement – How?

3.1 Introduction

What can the frontline workers of the Blue Gold Program do to stimulate that LGIs and WMOs work together constructively? This question is all the more compelling since especially the Community Organisers (CO) are reportedly heavily burdened by their present duties. Only if the process of Community

Mobilization and Institutional Strengthening (component 1) becomes more efficient can the ambitious goals of Blue Gold be achieved as planned.

Box 15: Learning from mistakes

In November 2014, the Chairman of Batiaghata Upazila invited Community Organizers (COs) to discuss about formation of ad-hoc committee of WMGs in Polder 31/part, to discuss complaints from local people. The chairman was prepared to take strong action.

Through discussion, the following reasons for the strong negative sentiments were found:

- The Upazila Chairman assumed Blue Gold is an NGO;
- He was not briefed about Blue Gold Program nor about the role of LGI towards WMOs;
- Very few of his electorate were included in the ad-hoc committee, but rivals, also from within his own party, were.

To remedy the situation, the following steps were taken:

- Grass root level and UP level leaders were briefed on Blue Gold Program;
- A discussion on the programme with the Upazila and Union leaders was held;
- A briefing was given to the concerned MP.

The intervention has effect: In half the WMGs activities are now back in full swing; whereas conflicts reduced significantly for the remaining WMGs, and potential beneficiaries now express their interest to engage in the Blue Gold activities.

In hindsight, the involvement of LGIs in the WMG establishment should have been a starting point; not a remedial measure after conflicts arose (source: Khulna Zonal Office).

This section does not offer detailed guidance⁹, but provides general principles of how to work at community level. Principles that are valid for all field workers of Blue Gold. The next chapter covers guidance on how the overall programme management can be made more effective.

3.2 Involve from the start

Although a complaint often expressed by LGI representatives is that projects and line agencies generally only approach them if and when their regular programmes are bogged down due to problems. Even WMGs have been found to only approach the Union member or chairman at the moment of encountering problems beyond their capacity. But except a few cases at the beginning Blue Gold is orienting the LGIs about the program and the role of the LGIs in participatory water management to avoid such situation. The example in box 15 is telling, and lessons from this case should be taken to heart.

Two simple rules apply:

1. Make friends before you need them;
2. Do simple, basic things together; before moving on to tackling problems

The rules apply to the Blue Gold polder teams; and to the WMGs. If the latter want constructive relations with the UPs, they need to establish a respectful relation with the Unions (by and for themselves); and they need to invest in that relationship through supporting UP governance before

searching specific support from the UPs (if needed).

⁹ Those looking for detailed guidance may refer to the examples included in this and other chapters and refer to the long-list of examples and opportunities for WMG-LGI cooperation, included in appendix 3.

The role of the Blue Gold polder team staff is to coach the WMG – and especially the executive committees – in developing constructive partnership:

- Suggest the WMG executive committee (or representative) visits or invite the Union representatives; even if only for getting to know each other;
- Stimulate that such encounters are well-prepared;
- Help the WMG executive members to define their message to the UP: Encourage that solutions are proposed, rather than problems listed;
- Encourage the WMG to indicate its willingness to cooperate in Union programmes and activities, especially when related to water, agriculture and disaster risk management;
- Advise the WMG Executive Committee to emphasise their politically-neutral nature;
- Help the WMG Executive Committee to periodically review how their relation to the UP develops and what can be done to keep it on track.

To come back to the example included in this section. The entry of the polder teams in the polder needs to be organised by senior Blue Gold staff. They play an essential role in introducing the Blue Gold Program to the local governments in a respectful manner, clearly indicating how the LGIs can help the programme to be implemented and well-targeted.

3.3 Tailor Your Intervention to the Local Situation

The 2009 Union Parishad Act sets a new scene for governance at Union level. The – at least temporal – institution of a Local Governance Support Project which provides block grants for Union Governments is another factor allowing Union Parishads to take a more structured approach to local governance.

But the response to these opportunities is not the same for all Unions. Some have picked up the challenge and appear to be champions in the provision of local governance; other Unions remain stuck in a rather old-fashioned style of governance, with little – or only namesake – application of governance instruments; such as open budget, gram sobha, standing committees, and Union Development Coordination Committee.

Some insight in the performance of Unions can be gleaned from the open data platform on local governments¹⁰. An important proxy on LGI performance is the degree to which they collect the holding tax. Better performance of the Union would result in a higher willingness to pay. Appendix 2 provides indicators on the Unions touched by the Blue Gold Program, as derived from the open data source. It is observed that the data make little sense at the moment, as the units are lacking. Yet this type of data are – if reliable – useful to help polder-level staff understand what type of Union they are dealing with.

Secondly, Unions are not static entities. Union governance is high on the agenda and is being pushed forward by, a/o:

- Posting of a Deputy Director (Deputy Secretary) Local Government at each District, with the mandate to safeguard local government performance;
- The project support provided to Unions and Upazila in the Blue Gold Program area. This includes several projects (including staff) supported by a/o JICA, SDC and UNDP; as well as annual block grants to all Unions involved with the Blue Gold Program;
- The Unions are dynamic and there is a systematic way to stimulate cross-learning between them, called the Horizontal Learning Programme (HLP). Best practices are selected and extended to new areas through a largely participatory process. Unions watch each other, and learn from their

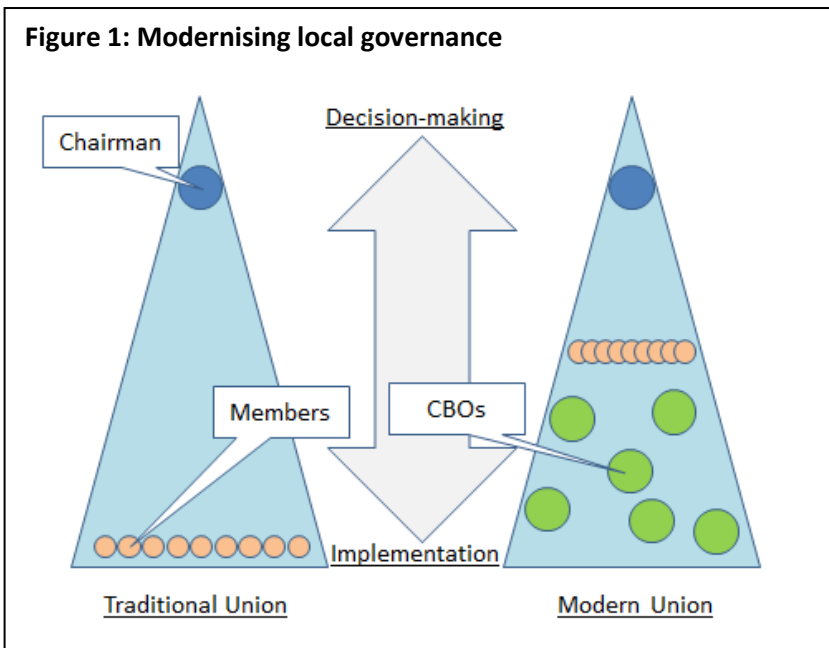
¹⁰ Bangladesh Water Supply and Sanitation Open data monitoring platform, <http://demo.synisys.com/bgd/#>

neighbours. Blue Gold is a partner to HLP. Insights gained through this partnership are to be made available to the polder-level staff.

The call to ‘tailor your intervention to the local situation’ requires two conditions to be met:

- Blue Gold polder staff should have the operational freedom to devise local specific approaches and synergies between local government and WMO;
- Blue Gold polder staff should be helped to access relevant information on Union performance, best practices etc.; to enable their understanding of the local governance situation.

3.4 Contribute to Improved Local Governance



As shown above, Union governments are in a state of transition. The figure gives a schematic presentation of what this transition entails.

Traditionally, the Union is characterised by substantial power distance between chairmen and members. The former decides; the latter implements and organises. The new situation maintains the level of authority of the chairmen, but brings the members closer to decision-making. They lead ward sobha's, standing committees and are assigned leadership of task forces for e.g. the community clinic. They

are identified as advisors for the WMG. Implementation becomes in the new situation a shared – and sometimes delegated – responsibility. As the workload of the Union is increasing, the Union relies more and more on its (organised) citizenry to carry out sectorial programmes, to shoulder decentralised responsibilities or to pursue the people's development aspirations. The Water Management Group is one example of such a Community-based Organisation (CBO), but others exist as well: management committees for the clinics, school management committees, social clubs (udayan sangha) etc.

The support to establishment and long-term viability of the WMOs should be placed in this perspective. WMGs cannot benefit from a constructive engagement with the Unions unless they assume their position within the wider picture. Specifically and practically, this means:

- Approach the concerned member for the locality and for the relevant themes (standing committees);
- Approach the female members for matters related to drinking water and sanitation;
- Work with the members, without bypassing the chairman;
- Make use of the provisions of the 2009 UP Act to complement the emerging function and structure of local government. Ask specifically for taking a role in the new governance mechanisms (UDCC, Standing Committees, open budget, ward sobha);
- Help Union representatives to understand and take up their role vis-à-vis the WMG in accordance to the Participatory Water Management Rules of 2014;
- Initiate a periodic evaluation of the cooperation. Learn from things that went wrong and respect the views of the Union representatives.

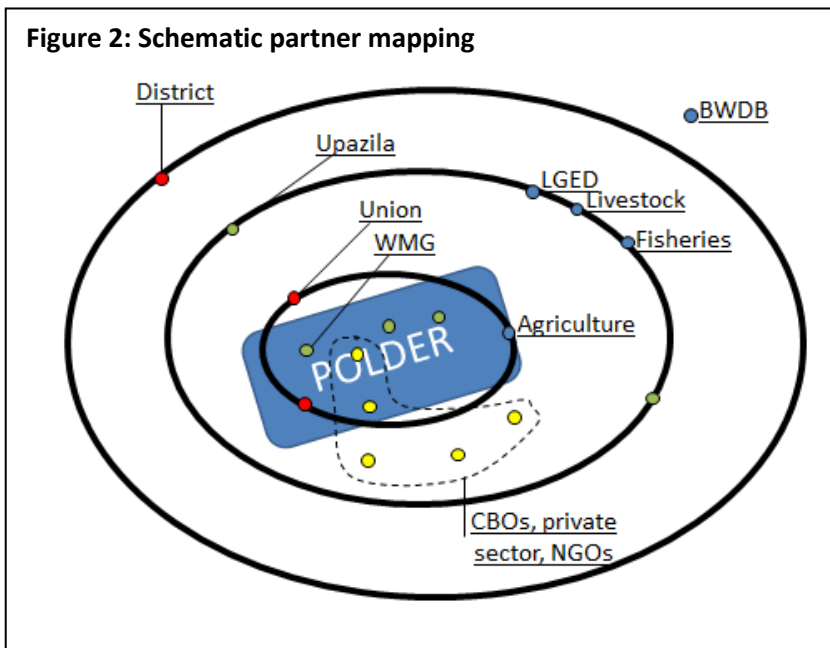
3.5 Help the WMO Build Partnerships

WMOs only can become sustainable if people and organisations around them acknowledge their role in addressing water matters. In fact, a water management organisations that slumbers, or falls dormant is awoken by their constituents and partners drawing their attention to issues, bottlenecks, or opportunities.

To be recognised as an important local party in water management requires the WMO to develop and engage in constructive relationships with different partners. Each relation is a life-line for the WMO. The WMO cannot depend only on its short-term relation with the Blue Gold Program or on its formal – but geographically stretched – relationship with the BWDB. It needs to expand its partnerships to include where possible:

- Local Government at the relevant levels;
- Both the BWDB O&M Division, as well as the

Figure 2: Schematic partner mapping



BWDB Water Management office. It has to be stressed, however, that these agencies are only available at a substantial physical distance (see figure);

Box 16: Helping each other out

Sukdhara Purbo WMG in polder 30, under Surkhali Union, makes use of the office established for the 'Udayan Club'; a CBO initiated under the social welfare ministry. The building is now used for meetings of both organisations, and as venue for a farmer field school (more information: polder 30 Blue Gold staff).

- Decentralised government services, at Upazila (e.g. fisheries, livestock) and Union (e.g. agriculture) levels. It is worth realising that DoF is considering the engagement of Union-level volunteers in the delivery of its services;
- Other Community Based Organisations;
- Local enterprises and private sector agencies;
- Local development agencies and Non-Government Organisations.

Of course, it is not the quantity of the relationships that counts (though not unimportant), but the quality. Good relations are based in joint actions. Doing things together is a key to establishing long-term constructive relations. Some pointers on how WMGs can establish such relations:

- With respect to the Unions: take **constructive** part in governance mechanisms (gram sobha, standing committees, UDCC, open budget);
- With respect to all relations: do not raise issues, complain or request relief but submit proposals to which both parties contribute;
- With respect to unknown local organisations: Go and ask what they do; go and explain what you do;
- Don't take a free ride but define what your responsibility or contribution is;

How the polder team can promote this style of cooperation in the WMGs is addressed in 3.6.

3.6 Korbo Sahayata Komate Nirvorota

The above is a proposed slogan for use within the Blue Gold Program; to describe the character of the intervention. It translates as: “Facilitate to reduce dependency”¹¹.

Constructive engagement between the WMG on the one, and the UP (or other partners) on the other hand cannot be built by the field staff of the Blue Gold Program. If Blue Gold field staff take it upon themselves to broker between Union and WMG, the two parties will not develop a relationship beyond the duration of the Blue Gold Program. Yet, building relationships between WMG and UP (and others) is essential for the long-term sustainability of the WMG in the Blue Gold areas. How to help the WMGs in making ‘friends’, without holding the WMGs’ hands?

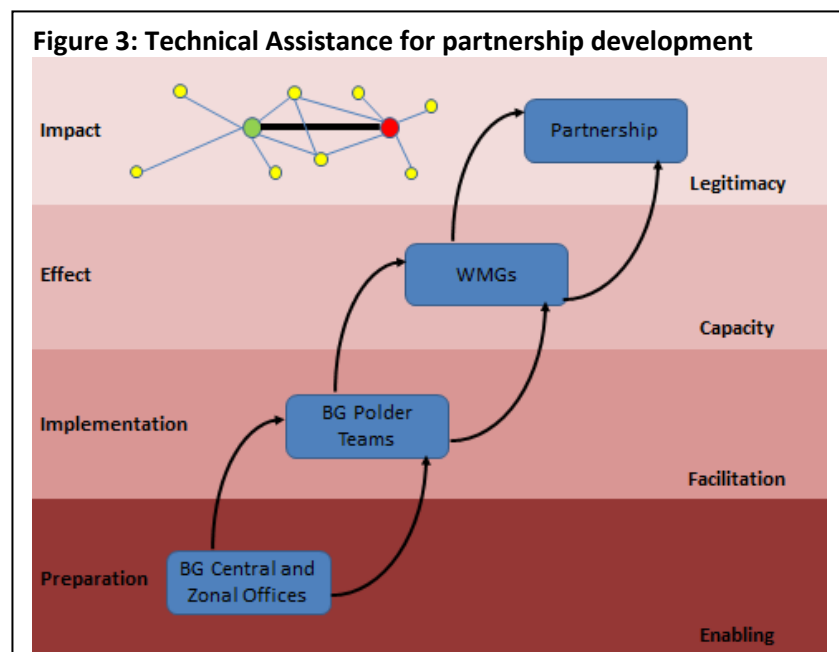


Figure 3 demonstrates this. WMG comes to be seen as the legitimate local water organisation, if it uses its capacity to develop partnerships; i.e. constructive relations, with the Unions and other local stakeholders.

The Blue Gold staff at polder level – CO, LF, field-based engineers, FO and PF – motivate, guide, coach and sometimes train the WMGs; whereas these teams are in turn supported by their central and zonal back offices. Development of legitimate WMGs is in essence a three stage process.

The staged approach shown in the figure requires congruence:

- The WMG motivates, supports and proposes the UP (or other) to undertake joint actions;
- The Blue Gold polder team motivates, supports and proposes the WMG to pursue partnerships
- The Blue Gold zonal and central offices motivate, support, and propose the polder team to facilitate WMGs.

At the WMG-level, the word ‘capacity’ is included. For the WMGs to play a significant role in water management, they need to develop capacity. In Bangladesh, capacity development is often understood to be an outcome of training; and many staff members are accomplished lecturers. It is emphasised here, however, that for the sort of competence that is required in WMGs, methods other than lectures are far more effective. The emphasis of capacity building should be squarely on learning by doing; even if this entails that WMGs sometimes make errors. It is understood that the polder teams’ involvement may be fairly heavy-handed to begin, but gradual and well-planned weaning should lead to an exit of the external support.

¹¹ The slogan was reviewed February 26 by staff from the central Blue Gold office. A call was made to search a better alternative.

4. Enabling Partnership Support

4.1 Introduction

This section elaborates what the programme management of Blue Gold – especially the zonal and central offices – can do to improve the effectiveness of the staff at polder level in facilitating WMGs to enter into constructive partnership with local government institutions (and others).

The significance of the approach argued in the above chapters goes beyond local governance; and the philosophy behind it (i.e. *korbo sahayata komate nirvorota*, see 3.6) should be developed and extended throughout the Blue Gold Program. This covers enabling the implementation of actions towards WMO – LGI partnership; supporting polder-level staff of all components to contribute through their work to such partnerships; and follow-up to enhance the possibilities of such partnership.

The steps described below will need to be incorporated into the work planning in a/o the progress reports. The National Institutional Expert will follow-up on this.

Box 17: Greater confidence

On the 11th of February the villages of Kismat Fultala and Fultala (Batiaghata Union, polder 30) came together to discuss the creation of a new drainage connection, part of the Community Water Management Pilot (CWMP). This canal connection would improve the drainage of fields in Fultala and a part of Kismat Fultala. The villagers were asked for their support.

During the meeting one attendant indicated that some land owners were not present. He wanted to know what would happen if they would oppose the plans. The WMG president of Kismat Fultala indicated that the Union Parishad and Upazila chairman were already informed about the pilot and that they are supportive. They would be able to help define an acceptable alignment for the drainage. (M. Groenemeijer, Intern, drainage pilot).

4.2 Enabling

Take steps to enlist the local government division of the Ministry of Local Government, Rural Development & Cooperatives support for LGI – WMO linkages

Formally, MoLGRDC is represented in the Blue Gold steering committee for its responsibility towards cooperative associations. Now WMGs on BWDB schemes are no longer registered with the Department of Cooperatives, this involvement may seem less relevant. But the enhanced emphasis on building partnerships with local governments justifies a continued involvement of the Ministry. Through this involvement the Blue Gold Program can pursue high level support for the association between LGIs and WMOs, as well as for scaling-up lessons to other areas.

Introduce the programme, its objective, and its team into the working area by briefing concerned local government chairs and members. This includes a call for support;

More than before (see box 15), the Blue Gold Program should enter its prospective working area through the front door; i.e. via the concerned local governments. It does not suffice to limit oneself to a courtesy call; but local government representatives are to be informed and involved in the programme. To underline the importance of a good cooperation, this activity needs to be undertaken and attended by senior Blue Gold staff, including both lead agency staff and consultants.

Support the above with a video clip and a hand-out that summarise for LGI chairmen and members the reasons for and possibilities of working with WMOs. This includes a call for engagement;

A one-off induction does not suffice. Local government representatives should be able to review the information that was supplied to them and should be enabled to follow-up on the introduction of the Blue Gold Program. There is an urgent need to support this with well-designed communication materials. Use of cartoons and animations to offset the serious tone of the message is advisable.

Facilitate by Blue Gold Senior staff a planning exercise at polder level, involving WMOs, and local governments, as well as other stakeholders in area-based economic development;

The Blue Gold field staff is neither in the position to facilitate a polder-wise territorial planning process for development through water management; nor do they have the required seniority and advanced facilitation skill. It is therefore logical that senior staff from the zonal and central offices take the lead. Territorial planning, also sometimes referred to as integrated landscape initiatives, ask private, public and civil participants to focus on the opportunities and potential of a delineated area. Resource maps are an important tool for these joint planning exercises.

4.3 Supporting

Continue horizontal and vertical job orientations for polder staff of all Blue Gold components on why and how to foster LGI – WMO relationships. This is done by the national institutional specialist in meetings at zonal level; aiming at 15 – 20 participants, mixed from discipline and polder until all are covered; and including step-wise all zonal staff;

On February 19, an interactive job orientation session was held for some 18 polder-level staff from components 1, 3 and 4, representing polders 2, 22, 30, and 31/part. During the session a briefing was given on the general framework for WMOs and LGIs. And, more significantly, the methodology of the Horizontal Learning Programme was applied to identify good practices of LGI – WMO cooperation.

In the evaluation, the attendees emphasised that by this methodology they had been more motivated to focus on WMO – LGI cooperation, than by any instruction given earlier; and they extended their suggestion to provide similar orientation sessions for their colleagues and for other topics.

Replicate the same for other cross-cutting issues, by other senior staff;

Given the remarks in the evaluation of the February 19 orientation meeting, other senior staff is advised to organise similar interactive sessions for other key areas of the programme. Suggested discussion topics are '*korbo sahayata komate nirvorota*' (see 3.6) and the nature and future of WMGs (see annex 2).

Organise team meetings at polder-level (or for two small polders combined) to identify and address implementation issues. Blue Gold work planning is to start with the input of these polder teams;

The components are implemented in parallel, but in practice – at the level of the polder – they overlap, with different activities sometimes addressing the same people or the same time-slot. In order to maintain the well-organised image of the Blue Gold Program, the coherence of activities and approach needs to be maintained.

To this end, it is suggested to merge the field staff of the four components in one team per polder. Staff from the zonal office can assume a coordinator role and, moreover, moderate team meetings to ensure the exchange of experiences and information between the components.

Moreover, it would be logic – and in keeping with the decentralised nature of participatory water management – that the work planning of the Blue Gold Program starts at the level of each polder, by the concerned staff.

Review and adjust field methodologies of all components to reflect WMO – local government interaction;

Presently, component-wise work methodologies exist in relative isolation (barring the integration between components 1 and 2). To ensure coherence, the national lead consultants for the cross-cutting teams should review the methodologies. It is suggested that a first review is undertaken from the perspective of 'institutions' and especially local government interactions.

A specific point of attention under this step is the position of the *community animal health workers* and the *disaster risk reduction volunteers* that are trained and supported by the Blue Gold Program. For sustainability, their role and responsibility could be regularised under the Unions. A useful analogy can be found in the volunteer *water inspectors* for tube wells, introduced by the Asian Arsenic Network in Jessore District and replicated elsewhere. Here, the volunteer water inspectors are given an identity card and uniforms by the Unions, as well as some remuneration. Moreover, their work is reviewed by the concerned standing committee. Similar arrangements could be pursued for the volunteer services developed under the Blue Gold Program.

Review and adjust the monitoring and evaluation framework to reflect key indicators for WMO – LGI partnership and for legitimacy;

The new emphasis on legitimacy of WMOs and on enhanced interaction with local government institutions requires that the Blue Gold monitoring system be brought in line. Indicators may need to be developed on

land resources represented by the WMOs, on LGI capacity (e.g. by the proxy of share of holding tax collected) and on the occurrence of joint initiatives.

Liase with and involve – at all levels of the programme – staff from programmes and projects aiming at local governance strengthening. The present partnership of Blue Gold with the Horizontal Learning Programme can and should be given further substance;

There is a substantial drive by the Ministry of Local Government, Rural Development, and Cooperatives, supported by a group of likeminded donor agencies to strengthen local governance. Representatives of the Ministry and of its programmes are present in several unions, upazila's and districts in the Southwest. If Blue Gold initiates cooperation with these representatives, it sets an example of partnership for WMOs and LGIS; and it will help realise an improved alignment of WMOs and local government.

4.4 Follow-up

Review achievements on the above in about six months' time by a follow-up mission of the international institutions advisor;

The above steps are homework for the Blue Gold Program and – often but not always – for its national institutional expert. The aim of tuning the Blue Gold Program more towards building legitimacy in WMOs through enhanced WMO-LGI cooperation is, however, not easily achieved. The second mission of the present international institutions advisor will review achievements and identify, if need be additional efforts to reorient the programme.

Explore at that same time the possibilities for lifting the present practice of WMO – LGI cooperation to a higher level, using the leeway provided in existing legislation and practices. Whereas the present mission report builds on existing examples of LGI – WMO interaction; at that stage new possibilities will be identified and shared;

This report illustrated the potential of 'business as usual'. Nothing wrong with that, but interaction with other programmes, especially in the water supply and sanitation sectors show there is potential for more intensive collaboration; which creates mutual gains in terms of infrastructure utilisation and performance on the one hand, and local governance performance on the other. Moreover, local economic development is an as yet unexplored mutual interest between local governments and water management groups.

Explore practical ways by which to optimise the performance of the formal linkages between BWDB, WMOs, and local government

While the regulatory framework establishes formal linkages between BWDBs and WMOs; and between WMOs and LGIs; the reality now and after completion of the Blue Gold Program is that the BWDB has a very large area to serve; and – especially in the field of water management organisations – only a small staff to do so. Ways to enhance the efficiency of the relationship need be explored. Outcomes of this will be relevant to other service line agencies as well, including the Department of Agricultural Extension.

The follow-up mission for the international institutions advisor is proposed to address review of progress and identification of new WMO-LGI cooperation options; and is tentatively scheduled for September / October 2015.

Appendix 1 LGI Role in Water Matters

References to Involvement of Local Government Institutions in Relevant Water Sector Documents
Compiled by: *Aowlad Hossain*

National Water Policy, 1999:

Chapter-4, Section-4.2 Planning and Management of Water Resources, Page-6

Within the macro framework of the NWMP

Point-d. “**Sector agencies of the Government and local bodies will prepare and implement sub-regional and local water management plans in conformance with the NWMP and approved Government project appraisal guidelines.** The Executive Committee of the National Water Resources Council (ECNWRC) will resolve any inter agency conflict in this regard.”

Point-f. “The participation of all project affected persons, on individually and collectively, will be ensured in the planning, designing, implementation and operation and maintenance (O&M) of publicly funded surface water resources development plans and projects. **Local Governments (Parishads) will be the principal agencies for coordinating these efforts.** Community level self-help groups (private) and Non-Government Organizations will also be relied on to assist in the participatory process.”

4.3 Water Rights and Allocation, Page-8

Point- e. “The government may empower the **local government** or any local body it deems fit, to exercise its right allocate water in scarcity zones during periods of severe draught, and it will monitor water regime and enforcement of regulations through specially designed mechanisms.”

4.4 Public Water Investment, Page-9

e. “Public water schemes, barring municipal schemes, with command area of over 5000 ha will be gradually placed under private management, through leasing, concession or management contract under open competitive bidding procedures, or jointly managed by the project implementing agency along with **local government** and community organizations.”

Section- 4.6 Water Supply and Sanitation

Page-11. To address these problems, it is the policy of the Government to:

Point e. “Mandate **local governments** to create awareness among the people in checking water pollution and wastage.”

Guidelines for Participatory Water Management (GPWM), 2001:

2.2 Scope, Page-2 Third Bullet:

Apply to all stakeholders of participatory water management – Local stakeholders, Water Management Organization (WMO), **Local Government Institutions (LGIs)**, Non-government Organizations (NGOs), Community Self-help Groups, Private Sector Service Providers, Implementing Agencies, and other Public Sector Agencies.

“Apply to all stakeholders for participatory water management – Local Stakeholders, Water Management Organization (WMO), **Local Government Organizations (LGIs)**, Non-Government Organizations (NGOs), Community Self –help Groups, Private Sector Service providers, Implementing Agencies and other Public Sector Agencies”

3. Stakeholders

3.1 Types of Stakeholders, Page- 4

- Local Stakeholders
- Water Management Organization (WMO)
- **Local Government Organizations (LGIs)**

- Non-Government Organizations (NGOs)
- Community Self –help Groups
- Private Sector Service providers, Implementing Agencies and other Public Sector Agencies.”

Figure-1 Diagram shows various stakeholders of Participatory Water Management, Page-5

Shown LGI as Stakeholder

3.4 Local Government Institutions, Page -6 & 7

“Local Government Institutions (LGIs) will provide supporting, facilitating and coordinating assistance to the concerned water management organization in respect of participatory water management at the local level. LGIs will provide such assistance through their representation as advisors to the concerned WMOs and also through their respective Standing Committees. The purpose will be to ensure sustainable management of local water resources in line with the over-all development of their areas and inhabitants. Their roles are further delineated below:

Union Parishad

The Union Parishad will provide supporting/facilitating/coordinating assistance for project/sub-project/scheme covering one Union Parishad for participatory water management. On behalf of the Union Parishad, the Standing Committee on agriculture and other development works will provide such functions.

Upazila Parishad

In case of any project/sub-project/scheme covers more than one Union, the Upazila Parishad will provide the supporting/facilitating/coordinating assistance for participatory water management. On behalf of the Upazila Parishad, such assistance will be provided by the Standing committee on agriculture, irrigation, and environment.

The Zila Parishad will provide the supporting/facilitating/coordinating assistance to Project/Sub-project/Schemes covering more than one Upazila for participatory water management. On behalf of the Zila Parishad, such assistance will be provided by the Standing Committee on agriculture, irrigation, cooperatives, fishery, and livestock.

If a project/sub-project/scheme covers more than one district, the concerned Zila Parishads will jointly perform supporting/facilitating/coordinating functions for participatory water management. For such project/sub-project/scheme, the relevant Standing committee of the concerned Zila Parishads will perform such functions. “

In specific cases, where applicable, the role of LGIs will include the following:

- To arrange and management of public water projects/sub-projects/scheme of 1000 ha or less, by the beneficiary/ community organizations, the ownership of which has been transferred to the LGIs by the implementing agency.
- To arrange and management of public water projects/sub-projects/scheme up to 5000 ha which have been made over to local and community organization by the implementing agency and their O&M has to be financed through local resources.
- To arrange and management of public water projects/sub-projects/scheme over 5000 ha along with the implementing agency and the community organization.

4.1 Stakeholder Participation in different stages of project cycle (Page- 11)

Identification/ pre-feasibility stage:

- All public funded interventions must, therefore, start with local stakeholders and/or Local Government Institutions (LGIs) identifying water resources constraints that they want to overcome as well as their possible solutions.
- Work with **LGIs**, local interest groups, socio-political factions and other relevant entities through involvement of local level communities, associations, societies, cultural and other interest groups.

Feasibility stage, Page-12

This is the stage, where the concerned implementing agency, the **local level Parishads**, the interest groups, the GoB officials at Upazila and District levels, the PAP and local stakeholders are free to offer opinions, interact on each other’s opinion, determine trade-offs for different stakeholders, find definite potentials for formation of WMG and to detail out the project concept for physical implementation along with O&M plan for its sustainability.

4.4 Planning, Design and Institution building, page- 15, 2nd. Para

“Implementation Agreement between” between the concerned WMG and the implementing agency will be signed, the salient features of which are indicated below:

- Relationship among parties
- Roles and responsibilities of WMO
- ***Roles and responsibilities of the implementing agency/Local Government Institutions***
- Resolution of potential conflicts

LGI representative will be witnessed in the “Implementation Agreement between” (Annex-4, Terms and conditions of the Sample Implementation Agreement, page-44)

Figure 3, page-18

Involvement of various stakeholders in ownership, management and operation of project/sub-project of different sizes- Showed and explained that O&M will be financed through local resources (LGIs and Community Organizations)

4.6 Operation and Maintenance, page- 19

Have joint management of project/sub-project/scheme with the Local Government Institutions and the implementing agencies, as applicable.

Annex-6: Sample Agreement for joint management of project/sub-project/scheme over 5000 ha by the Implementing Agency along with Local Government Institution and the Community Organization. (Page 59-62)

5.2 Composition of Water Management Organization, Page-23

Representatives from the concerned LGIs will be included as Advisors to the WMG (representatives from Union Parishad), WMA (representatives from Union Parishad/Upazila Parishad), and WMF (representatives from Upazila Parishad/Zila Parishad).

5.3 Legal Status of the Water Management Organization, Page- 23

Agreements will be signed by the concerned implementing agency or the LGI only with the registered WMOs.

5.6 Broad Tasks and Responsibilities of WMO, Page- 23

Tenth bullet- Work with implementing agencies, NGOs, Community Self-help groups and LGIs

Broad Tasks and Responsibilities of Water Management Association

Fourth and Fifth bullets

- Liaise with implementing agency, LGIs, NGOs and Community Self-help groups concerned regarding various issues
- Sign documents for management transfer on behalf of WMGs with implementing agency or LGIs appropriate

Concerned local government bodies will act in an advisory capacity to the WMA, particularly in the areas of land acquisition and resolving conflicts among the various local stakeholders.

Page-27

The concerned representatives of the LGIs will act as advisors to the WMO particularly in the areas of providing non-technical advice and resolving conflicts among various local stakeholders

6 Capacity Developments

6.1 Importance of Capacity Development, Page-27

Capacity development is not only to develop the capacity of WMOs but also to ensure the improvement of the capacities of those who work with them, such as, LGIs, NGOs and the implementing agencies.

Participatory Water Management Rules 2014

Third Chapter- Water Management Organization

SL. 12 Representation of the Local Government Institutions in the organization:

Members of the Union Parishad in place of WMG, Union Parishad Chairmen in place of WMA and Upazila Chairman in place of WMF will be included as Adviser.

Provided that if any area of any Group, Association or Federation, if applicable, falls within the boundaries of more than one Ward, Union or Upazila, if applicable, concerned member, Chairmen of the Union Parishad or Upazila Parishad will be included in the concerned Group Association or Federation as the Advisor;

**Eighth Chapter
Miscellaneous**

47. Taking the assistance of Local Authorities:- The Project Authority, if necessary will take the assistance of the Local Authorities, the law enforcing authority, or of some Government and Non-Government authorities in the context of O&M of the Water Resources Project, under the Rules.

Blue Gold Program Document August 2012

Partnerships, Page-34

The LG Institutions and the BWDB offices will be closely involved in the process of the initial analysis, planning and designing and implementation of the Polder Development Plan (PDP) and will participate in many of the meetings.

Page- 36

LG institutions: The WMG and WMA have to coordinate very closely with the local administrations at Union, Upazila and District level. The same applies for the technical ministries concerned. The program will contact with Union Commissioners in a very early stage of the program and explain the objectives and main strategies. The Commissioners could be invited a chair some of the meetings with the representatives of WMGs. The Polder Development Plans will be worked out in close cooperation with the local administration and technical departments. Since the program concentrated with water infrastructures and increased productivity, other demands needed for Polder Development will be catered for (in particular road and market infrastructure) and could be provided by the Local Government. An effective linkage with the local administration could be useful to remind central ministries about their obligations towards their part of the Polder Plan.

Chapter-6: Program Management and Organization, Page-63

The program will require an effective linkage with the Ministries of Water Resources, of Agriculture, of Fisheries and Livestock and Local Government, Rural Development and Cooperatives. Representatives of these ministries will form a Steering Committee to discuss regularly the progress towards achieving the objectives and the implementation constraints observed for further reflection and advice.

Table 6.1: Overview of Actors in the Program, Page- 66,

Local Government Institutions

SL	Type of Organization	Role In/contribution to the program	Type of relationship
10	DDCC	Coordination of BG interventions with District level Development Agencies. Participation of BG representatives in Coordination meetings	Coordination/Liaison
11	UDCC	Coordination of BG interventions with Upazila level Development Agencies. Participation of BG representatives in Coordination meetings	Coordination/Liaison
12	Union Parishad	Coordination of BG interventions. Participation of BG representatives in Coordination meetings	Coordination/Liaison

Note: Union Development and Coordination Committee (UDCC) is the platform for coordination of development activities at Union level. The UP Council, representatives of Line department, NGO, CBO and Civil Society are the member of this committee, Chaired by the UP Chairman and UP Secretary act as Member Secretary.

6.2 Coordination Mechanisms, Page-67

As the program is directed towards “rural” development in three Districts the first operational linkage for coordination will be with District development Coordination Committee, chaired by the Deputy Commissioner and the Upazila development Coordination Committee chaired by the Upazila Chairman. The Union chairman and their council will be more involved in the implementation of the program, in particular to strengthening the sustainability of the activities. Day to day coordination between the various agencies involved in the program will be done at union level on the basis of direct contacts.

Box 6.2: Over view of Coordination Mechanism Page-67

Upazila level

Coordination at Upazila level takes place at Upazila Parishad, headed by the Upazila Chairman. The Upazila Nirbahi (Executive Officer) heads the Upazila civil administration: 13 National line agencies have representatives at that level. There is an Upazila Development Coordination Committee for coordination at Upazila levels. The Parishad also consists of other Union Parishad Chairmen, three nominated women members, The UNO (as Member Secretary) and the line agencies representatives. UDCC is the platform where the UP Chairmen interface with the line agencies.

Union level

Coordination at Union level takes place at Union Parishad, which consists of 12 members- one from each of the nine Wards in a Union – and a directly elected Chairman. Of the 12 members three women elected against seats reserved for them- one from every three Wards.

But in the changed situation-Union Development and Coordination Committee (UDCC) is the platform for coordination of development activities at Union level. The UP Council, representatives of Line department, NGO, CBO and Civil Society are the member of this committee, Chaired by the UP Chairman and UP Secretary act as Member Secretary.

6.4.6 Operational arrangement at District, Upazila, and Union levels, Page- 73-74

In view of the importance of the program, The Deputy Commissioners and the elected chairpersons of the Upazila and Union will be regularly informed about the progress. For the implementation the TA-consultants will call up on the Union chairman/council, for example to actively participate during the mobilization part of the cooperatives. Whenever needed, the TA-consultants will facilitate these activities participation, being essential to create sustainability of the activities developed.

This program concentrates on improvement of water resources infrastructure and productive sectors and does not include provisions for (for example) for roads and market places. The discussions at UP level could look in to solutions for these constraints towards sustainable development.

Inception Report, Blue Gold Program

Planning Process, Page- 19

The UP Chairman and representative/s of the UP Village Development Committee should be made aware of the VAP and seek their support for its implementation.

Page -114

In these guidelines it is stated that the management of schemes over 5000 ha is a joint responsibility of BWDB, LGI, and WMOs.

Local Government, Page - 118

Involvement of local government institutions is important in connection to community mobilization, participation in water management organizations. The chairman of the Union Parishad participates in the WMG-meeting as advisor. Another aspect is the development of a Polder Development Plan which clearly relates to Village Development Plans and LG's part of the process with workshops, posters, etc.

New Version Blue Gold Logical Framework

Purposes		Indicators		Verification Sources		Assumptions	
4	To strengthen the institutional framework for sustained water resources development and related development services in the SW/SC zones.	1.1	Progress marker index of BWDB and DAE at zonal levels and Union Parishads to provide effective development services	1.1.1	Progress marker index of BWDB, DAE and Union Parishads		
Outputs		Indicators		Verification Sources		Assumptions	
1	To organize the communities in Water Management Organisations which will have to						

become the driving force for the natural resources based development (agriculture, fisheries and livestock), whereby environment, gender and good governance are effectively addressed (Component 1)							
1.7	WMO's coordinate independently with government institutions, LGIs and other service providers	1.7.1	>70% of WMA's and WMF's have established or are in the process of establishing cooperation mechanisms with public, private and/or civil sectors and LGIs	1.7.1.1	Outcome Journals WMG PM 22		
4 To strengthen the institutional framework for sustained water resources development and related development services in the SW/SC zones.							
4.1	Institutional capacity of Union Parishads, BWDB and DAE strengthened	4.1.1	Progress marker index of UP, BWDB and DAE have achieved level 2	4.1.1.1	Outcome Journals of UP, BWDB and DAE levels 1 and 2		
4.2	Local communities and local institutions (LGI's and WMO's) are better equipped to cope with natural hazards and the effects of climate change	4.2.1	Community Based Disaster Risk Management Strategies for each polder developed, and in the process of implementation	4.2.1.1	Outcome Journals of WMG PM 23		
4.3	Established linkage between and DRR Volunteers		Cooperation Plan developed and in the process of implementation	4.2.1.2	Outcome Journals UP PM 9		
1.13 Environmental conditions in Blue Gold polders improved							
1.13.2	Disaster Risk Preparedness Training for Community Disaster Management Volunteers and UDMC members						
4 To strengthen the institutional framework for sustained water resources development and related development services in the SW/SC zones.							
4.1 Institutional capacity of Union Parishads, BWDB and DAE strengthened							
4.1.1	Orientation for Union Parishad, BWDB and DAE						
4.1.2	Training on Participatory Water management for UP Chairman						
4.1.3	Joint planning						

	workshop with UP						
4.1.4	Workshop on Institutional issues in Water Management						
4.2	Local communities and local institutions (LGI's and WMO's) are better equipped to cope with natural hazards and the effects of climate change						
4.2.1	Orientation on Disaster Risk Management and climate change						

Stakeholder's Engagement Plan

Political sector			
Local Government Organizations (District, Upazila and Union Parishad)	<ul style="list-style-type: none"> -Orientation to the District, Upazila and Union Parishad about the objectives of Blue Gold Program -Coordination of Blue Gold interventions with District and Upazila level development agencies -Participation of BG representatives in coordination meetings at District, Upazila and Union Parishad 	<ul style="list-style-type: none"> -Contact directly or through upazila parishad. Conduct consultation meeting with UP -Interaction with the UP and Upazila Parishad and participate in their Coordination meetings -Invite the UP/ UZ. chairman in WMA meetings 	<ul style="list-style-type: none"> - Program orientation and planned involvement -Discuss and keep informed the Union Parishad regarding the planning and implementation process -Involve Upazila/Union Parishad in O&M activities in Polders -Involve Union Parishads in conflict resolution

Note: Union Parishad is included as Boundary Partner in the Process monitoring.

Appendix 2 Union Data (IPSWAM Polders)

Union	Upazila	Zila	Population 2011	Number of Households 2011	Average household size (calculated)	Area 2011 (Acre)	Population density (calculated Per Acre)	Holding Tax 2010 (Per Capita)	UP Holding Tax Potential Union Census 2011	Own Source Revenue 2010 (Per Capita)
Amkhola	Galachipa	Patuakhali	27.178	6.025	4,51	11.673,00	2,33	2,95	269.300,06	5,02
Atharagashia	Amtali	Barguna	23.444	5.336	4,39	11.269,00	2,08	3,93	291.180,00	13,52
Auliapur	Patuakhali Sadar	Patuakhali	21.304	4.557	4,68	7.358,00	2,90	1,31	213.960,09	2,08
Bara Bighai	Patuakhali Sadar	Patuakhali	18.798	4.470	4,21	7.349,00	2,56	23,96	220.920,09	24,63
Batiaghata	Batiaghata	Khulna	19.460	4.702	4,14	8.535,00	2,28	6,21	443.120,06	6,97
Bhandar Para	Dumuria	Khulna	16.749	4.072	4,11	8.726,00	1,92		371.760,01	0,92
Chhota Bighai	Patuakhali Sadar	Patuakhali	19.630	4.217	4,65	7.000,00	2,80	11,54	191.580,03	11,77
Chowra	Amtali	Barguna	20.802	4.739	4,39	10.239,00	2,03	0,66	212.399,88	87,53
Deluti	Paikgachha	Khulna	15.554	3.799	4,09	13.083,00	1,19	3,34	243.120,01	10,36
Dumuria	Dumuria	Khulna	20.698	6.597	3,14	7.454,00	2,78	0,28	830.320,04	2,07
Gangarampur	Batiaghata	Khulna	18.168	4.647	3,91	9.271,00	1,96	4,98	302.360,08	6,46
Gulisakhali	Amtali	Barguna	28.458	6.452	4,41	13.887,00	2,05	19,80	304.899,91	73,77
Itabaria	Patuakhali Sadar	Patuakhali	21.478	4.490	4,78	6.823,00	3,15	10,06	232.639,89	19,61
Jainkati	Patuakhali Sadar	Patuakhali	17.514	3.776	4,64	6.252,00	2,80	9,30	186.239,93	10,77
Kalikapur	Patuakhali Sadar	Patuakhali	21.636	3.005	7,20	7.028,00	3,08	9,76	192.080,04	12,63
Kukua	Amtali	Barguna	24.028	5.636	4,26	11.288,00	2,13	4,48	263.380,04	25,58

Madarbunia	Patuakhali Sadar	Patuakhali	24.177	5.180	4,67	8.151,00	2,97	2,55	240.720,01	7,77
Magurkhali	Dumuria	Khulna	13.891	3.201	4,34	9.911,00	1,40	3,11	265.620,03	3,28
Marichbunia	Patuakhali Sadar	Patuakhali	18.153	4.235	4,29	6.892,00	2,63	5,80	211.219,95	6,70
Sahas	Dumuria	Khulna	18.647	4.496	4,15	6.172,00	3,02	0,47	371.419,96	3,09
Sarappur	Dumuria	Khulna	16.101	4.118	3,91	5.615,00	2,87	1,67	314.739,99	2,55
Surkhali	Batiaghata	Khulna	26.109	6.290	4,15	10.986,00	2,38	2,84	396.419,94	3,99

Appendix 3 Examples and Opportunities

This annex provides (i) an overview of examples as collected during the field visit in February 2015; and (ii) a list of opportunities for WMO-LGI interaction based on a review of the regulatory framework. Both may be used as a source of inspiration for establishing a partnership between WMOs and LGIs.

List of examples on linkage and Cooperation among WMGs and UPs at field level

Gopi Pagla WMG, Polder-22, Khulna

- Members of all 12 WMGs, common people and UP jointly protected the breaching of embankment at Talekhali point.
- Local suitable arrangement of Sluice gate O&M since 20 years- WMGs selected one person to operate and maintain the Sluice gate for them and in exchange he is given the right to catch available fish during opening of gate. He is also doing greasing in the parts of the sluice gate within the existing arrangement.
- WMG members are not satisfied about the quality of works of the contractor, if they raise objection the contractors do not take seriously, they inform the WMA and UP, UP Chairman generally talk with the contractor and officials of BWDB, in that context contractors respond a bit positively.

Meeting with Deluti UP Chairman and members at Polder-22, Khulna

- UP took initiative jointly with WMG and WMA to protect embankment at Fulbari, Harinkhola and Bigordana Muchipara sluice gate areas and informed the BWDB for repair of the embankment (he contacted SAE, SO, SDE and EE) in 2012.
- UP took similar initiative successfully in 2014 to protect embankment at Kalinagar, Talikhali and Darunmollik areas. UP and WMG participate in each other's meetings.
- UP contact with SO, SAE, SDE and EE about emergency repair and quality of contractors works.
- UP facilitate for conflict resolution.
- UP help to remove obstacles from the water bodies to maintain normal flow of water.

Meeting with WMG and WMA representatives at Polder-22

- WMGs, WMA and UP jointly protected embankment at Kalinagar, Bagardona in 2013 and Darunmollik in 2012 and 2014.
- UP now share with WMGs regarding other development activities in their areas.
- Removed obstruction from canals with assistance from UP in 2014.
- Jointly organized Blue Gold mela (Fair) with UP.
- UP and WMG participate each other's meeting

Meeting with Upazila Chairman, Satkhira Sadar, Polder-2, Satkhira

- Upazila and Union Parishad and local land owners jointly taken an initiative to pumping out water from inside the embankment at Dayerbil at Satkhira Sadar. They installed 4 pumps for pumping out water and land owners are contributing to meet the cost in addition Upazila Parishad and Pourashava are also sharing some portion of the cost.
- Upazila Parishad is supporting in formation of WMGs, formation of Executive Committee of WMG, election of Executive Committee, LCS training jointly with the UPs.
- Participating in different meetings under Blue Gold program.

Meeting with Budhata UP Chairman, Ashasoni, Polder-2, Satkhira

- UP conducted re-excavation and repair of embankment jointly with local people.

- UP conducted survey at villages under his UP to help the WMGs and the program
- UP is helping to organize different meetings and also participating in the meetings.
- UP protected threatened parts of embankment jointly with local people in 2010 and 2014 to save the crops and properties of people.
- UP helped to create O&M fund during the emergency period.

Meeting with Sukdhara Purbapara WMG at Polder-30 (Surkhali UP)

- Some WMG members and Secretary are included in UP standing Committees and they are participating in the meetings.
- UP members are also participating in most of the WMG meeting.
- UP helped in formation of Ad-hoc committee and formation of new Executive Committee after Blue Gold intervention.
- Removed obstacles from the canals with the help of UP.
- Constructed embankment at the Amtala drainage sluice with help of the UP to cultivate Water melon during the dry season.
- Sukdhara Purbapara WMG members helped the neighbouring WMG in Executive Committee election process and were present during election following the request from the WMGs at Polder-31 (Part).
- UP helped to repair of embankment during last rainy season (2014) through engaging some labourers from 40 Days program.

Role of Union Parishad for Participatory Water Management as Advisor to the WMOs

“Union Parishad will provide the supporting/facilitating/coordinating assistance for project/sub-project/scheme covering one union for participatory water management. On behalf of the Union Parishad, the Standing Committee on Agriculture and other development works will provide such functions”. GPWM, Ministry of Water Resources, 2000, page 6 and PWM Rules 2014.

As advisor to the WMOs Union Parishad can provide necessary assistance through following activities:

- Conflict resolution;
- Clearing obstructions in water bodies;
- Cleaning water hyacinth from water bodies and compost production;
- Digging and re-excavation of canal (not covered by Blue Gold);
- Plantation in the side of roads and in the berms of the embankment;
- Construction/re-construction of earthen roads, drains, culverts;
- Arrangement of safe water and sanitation;
- Income generating activities for poor;
- Connecting the market places, improvement of management and facilities of market places;
- Formation of Union Resource and Service Unit (Agriculture, Fisheries and Livestock) and allocation for agri. Development in UP budget;
- Participate in WMO meetings as advisor;
- Activation of Standing Committees and inclusion of WMO representatives;
- Activation of Union Disaster Management Committee and inclusion of WMO representatives;
- Assist for O&M of Water Management facilities;
- Invitation of WMO representatives in Ward meeting and open budget meeting;
- Sharing the important issues and achievements of WMOs/Blue Gold in Upazila and District Development and Coordination meeting;
- Encourage farmers for increase production (through organizing fair and rewarding);
- Conservation of local variety of fish and promote to increase fish production and promote for livestock production;
- Offering of physical facilities (Meeting room) for use by the WMOs;
- Activation of Union Development and Coordination Committee (UDCC) and inclusion of WMO representatives;

- Mutual sharing of plans of UP and WMOs, make necessary adjustment and coordination of activities;

Following steps may be taken for capacity building of Union Parishad:

- Inclusion of UP representatives in Participatory Water Management, Environment, DRR and Gender training program;
- Facilitate for activation of Standing Committees, UDMC, UDCC;
- Facilitate to establish linkage with WMGs and Volunteer Groups;
- Facilitate for establishment of Union Agriculture Resource and Service Unit
- Facilitate/support for mutual experience sharing on successful initiatives;
- Highlighting of successful joint initiatives of WMOs and UPs in different forums and Networks;
- Facilitate to connect the interested UPs with different effective Networks;
- WMOs can support UP in planning and implementation of different schemes of UP as organized groups towards capacity building on citizen's engagement;

Appendix 4 Itinerary

Date	time	Who	What
6/2		Kees Blok	International travel
7/2		Kees Blok	Arrival, document review
8/2	08:30	Dirk Smits, Team Leader Blue Gold Program, Mr. Aowlad Hossain, Institutional / Legal Advisor, Blue Gold Program	Briefing on assignment
	11:00	Dr Akira Munakata, Senior Advisor (Local Government / Rural Development), JICA	Exploring potential of cooperation between WMGs and LGIs
	13:30	Ms. Victoria Pineda, Community Mobilisation Expert, Blue Gold Program, Alamgir Chowdhury, Development Planner, Blue Gold Program	WMG formation process and prospects for LGI – WMG cooperation
9/2	12:30	Santanu Lahiri, Senior Decentralisation Consultant, WSP, World Bank Office; Salim Hossain Bhuiyan, Data management consultant, WSP, World Bank Office	Horizontal Learning Program
	14:00	Prof Dr Bilqis Amin Hoque, Uttara University	CBO – LGI relationships
	14:30	Shahidul Haque, Project Director, Abu Taher Chowdhury, Deputy Team Leader, PSSWRDP	LGI role in infrastructure development
10/2	10:00	Shaikh Mahmudul Ahsan, Team Leader and Md. Nurul Osman, Director Programme, HYSAWA Fund	LGI role in infrastructure development
	14:00	Imam Mahmud Riad, Country Director, Ahidul Islam Kazal, Programme Manager, Max Foundation, Jan Oomen, senior expert	LGI role in infrastructure development
11/2	11:30	Md. Abul Kausar, Executive Engineer, DP III (Blue Gold), BWDB;	Briefing on mission
	12:00	Md. Mahfouzur Rahman, Coordinating Project Director, CDSP, BWDB	LGI involvement in CDSP
	15:30	Carel de Groot, First Secretary (Water), Laurent Umans, First Secretary (Food Security), Md. Khaleduzamman, Advisor, water management, Embassy of the Kingdom of the Netherlands	Briefing on mission
12/2	10:30	Lilia Tverdun, Country Director, Thirtha Sarathi Sikder, national coordinator, Sharique	Briefing on mission
		Various individual Blue Gold Dhaka staff	LGI linkages per component
13/2		Report preparations	
14/2		Dhaka – Khulna	
15/2		Various individual Khulna zonal staff	LGI linkages per component
	15:00	Md. Habibul Haque Khan, Deputy Director (Deputy Secretary) Local Government, Khulna District Suman Chakma, District Facilitator, Union Parishad Governance Project, UNDP	Introduction Blue Gold and initial agreement to cooperate
	16:00	Khulna Blue Gold Zonal Office staff meeting	Workshop on benefits of and mechanisms for enhancing constructive LGI – WMO relation
16/2	10:00	Polder 22, Gopepagla WMG	WMO – LGI cooperation

	12:00	Chairman, Deluti Union	WMO – LGI cooperation
	13:00	Polder 22, WMA and WMG representatives	WMO – LGI cooperation
17/2	10:00	Polder 2, Community organisers	WMO – LGI cooperation
	11:00	Mr. Asaduzaman Babu, Chairman, Sardar Upazila, Satkhira	WMO – LGI cooperation
	12:00	Mr. Shah Abdul Shadi, Upazila Nirbahi Officer, Sardar Upazila, Satkhira	WMO – LGI cooperation
	13:00	Mr. Abdul Hannan, Chairman, Budhata Union, with members Mr. Alamgir Hossain, Project officer, JICA, Satkhira office	WMO – LGI cooperation
	14:00	BWDB, Sub-Divisional Engineer	WMO – LGI cooperation
	16:00	Site visit with Upazila chairman	Local drainage LGI initiative
18/2	10:00	Sakhdura Purbo WMG, Polder 30	WMO – LGI cooperation
	12:00	Chairman and members, Gangarampur Union	WMO – LGI cooperation
	13:00	Community organisers, Polder 30	WMO – LGI cooperation
	14:00	Contractor and LCS work	Work inspection
	16:00	Deluti Union compound, Blue Gold Fair	WMO – LGI cooperation
19/2	10:00	Horizontal learning workshop, field staff (CO, FO, LF, PF) polders 31 part, 30, 22, 2	WMO – LGI cooperation
	13:30	BWDB Office Satkhira, Executive Engineer	WMO – LGI cooperation
20/2		Khulna – Dhaka	
21/2			Report writing
22/2		Mr. Dirk Smits	Progress
			Report writing
23/2			Report writing
24/2		Sujoy Chakma, SE, DP-III / PCD of Blue Gold with support staff	Mission debriefing
			Report writing
25/2	10:30	Mark Ellery, WSP, World Bank Office	Future potential LGI - WMO
			Report writing
26/2	09:00	Blue Gold Central team	Debriefing / orientation
	16:00	Carel de Groot, First Secretary (Water), Md. Khaleduzamman, Advisor, water management, Embassy of the Kingdom of the Netherlands	Briefing on mission results
27/2		Kees Blok	International travel