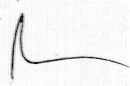


LOCAL GOVERNMENT ENGINEERING DEPARTMENT

FINAL REPORT OF DEPUTY TEAM LEADER

**DOC-Support Component
Participatory Small Scale Water Resources Sector Project
ADB Loan No 2542(SF)**

[February, 2015]



LOCAL GOVERNMENT ENGINEERING DEPARTMENT
DOC-Support Component of PSSWRSP (ADB Loan 2542(SF))

FINAL REPORT

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Prepared by
Deputy Team Leader
DOC-Support Component
Participatory Small Scale Water Resources Sector Project
ADB Loan No 2542(SF)

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Table of Content

<u>Contents</u>	<u>Page</u>
Knowledge Summary	4
1. Preface	5
2. Looking Back at the ToR of Self	6
3. Justification of the support to DoC from the Project ADB Loan No BAN2542 SF	7
3.1 Justification of the Positions in the Team of DoC-Support Consultants	8
(i)Team Leader	8
(ii)Deputy Team Leader	8
(iii)Training Specialist	9
(iv)Legal Expert	9
4. Observations on ToR Stipulations vis-a-vis Practical Needs	9
5. Responses of LGED and DoC to the Project Support	10
6. Implications of the Support for the Future WMCA Developments	10
7. Conclusions	11

[Attachment: One CD containing all documents and reports prepared by DTL]

KNOWLEDGE SUMMARY

Based on successful outcome of ADB-supported water sector projects, Small Scale Water Resources Project (SSWR-1) and SSWR-2 of LGED, which enhanced rural incomes and reduced rural poverty through the creation of small scale infrastructures managed by community-based Water Management Cooperative Associations (WMCAs), Government of Bangladesh (GOB) requested further investment support and the PSSWRSP was included in the ADB country strategy and program. A loan agreement was concluded between GOB and ADB in Sept 2009.

The project has since been working within a well-established institutional and policy framework. The LGED Integrated Water Resources Management Unit (IWRMU) was established in 2004 as LGED focal point for water resources development and it is strategically placed to support the project. As a partner Agency DOC, at apex, district and Upazila levels, is for providing support to the WMCAs as institutions (through registration, other statutory and promotional savings and loan facilitation).

Participatory water management practice has been relatively new and it is only developing in Bangladesh. BWDB and BADC are also trying to introduce participation in their project development process. Compared to those, LGED's approach towards drawing participation at all stages of project development has been more structured and focused. Through a prolonged practice since late 1990s, LGED has been able to educate its subproject beneficiaries and other stakeholders in 61 districts regarding the discipline and pros and cons of participation. The outcome, however, is moderate in terms of providing a new culture in rural Bangladesh regarding water-use through institutional mechanism.

Critically speaking, PSSWRSP has a number of areas to develop further with respect to WMCA development and sustainability, particularly with respect to DOC involvement as follows:

1. the project needs to accord necessary provision for development of DOC's own knowledge and skill for addressing broader issues of water management in WMCAs like those for integrating all water-related local level government and non-government agencies in the interest of respective WMCAs' holistic improvement
2. the project may make provisions for developing training materials for DOC and WMCA-members useful for conflict management, skill development, leadership development, networking, economizing water resources by increasing water productivity etc.
3. Quarterly coordination meeting of LGED and DOC at HQ started well and continued for 4 consecutive meetings up to 18th September, 2013 but has ceased to be held any more. These meetings had necessarily encouraging outcomes which triggered many responses at the field level for resolving long standing issues. Its immediate result has been reopening of hitherto abandoned quarterly meetings at District and Upazila levels on status of WMCA performance. It is, therefore, strongly felt that coordination meeting at HQ and at local level together will be the key to sustain WMCA institutional strength.

Training at local WMCA level on practical aspects of cooperative management and development may be crucial for the future. Few new WMCAs which are losing ground due to initial weaknesses of formation deserve critical attention. The Monitoring Reports of DOC may indicate the status of WMCA operations. Divisional Joint Registrars of DOC may be entrusted with responsibility of holding progress meetings quarterly for enhancing awareness of DCOs, UCOs and Inspectors concerned for pursuing performance of WMCAs.

In short, on-site mentoring of WMCA executives and DOC Officials and regular and effective monitoring at HQ and field are the key factors for WMCA improvement and sustainability. Technical Assistance to DoC with more practical and on-site WMCA development perspectives (detailed in this report further) is felt necessary.

The detailed latest status of each of 929 WMCAs, together under PSSWRSP and SSWRP, has been presented in semiannually produced Monitoring Report up to June, 2014.

FINAL REPORT

DOC-Support Component of PSSWRSP (ADB Loan 2542(SF))

1. Preface

This is the closing report of the Consultants supporting the Water Cell of the Department of Cooperatives (DoC) on completion of its tenure of 3 years from January, 2012. It became increasingly important, as the support progressed towards the end, to highlight the valuable and significant issues, based on experience.

The small scale water resources sector project of LGED is a vital part of broader national objective, among others, of (i) managing surface water efficiently and effectively and (ii) drawing participation from the stakeholders in water resources within the confines of small hydrological units of land and water for sustainability of the water management systems and reduction of poverty through increase of production, consumption and employment in rural areas of Bangladesh.

The job, as defined in the LGED Small Scale Water Sector Project document, is complex and to achieve it is an uphill task. While National Water Policy-1999 and Guidelines for Participatory Water Management (GPWM)-2001 require formal participation of local stakeholders to manage local water resources, actual participation on the ground has remained a far cry in almost all water sector agencies. This is only in Small Scale Water Sector in LGED that the Guidelines has been translated into practices and being attempted to implement as far as possible since late 1990s. The ongoing ADB/IFAD-assisted PSWWRSP and JBIC-assisted SSWRDP have set up concrete guidelines while framing the Subproject implementation process. LGED has 4 stages and 38 steps to involve all possible water sector stakeholders from identification to operation and maintenance stage. The subproject planning and implementation process, meticulously designed to derive participation from stakeholders, have faced limitations in terms of existing social power structure, want of good leadership and enabling environment, time- constraint in adequately covering the planning, design, implementation and, particularly, formation of Water Management Cooperatives.

Department of Cooperatives has been made responsible for registering the Water Management Cooperatives Associations (WMCAs) under Cooperative Act and for conducting statutory and promotional activities of the WMCAs aimed towards sustainability of benefits from the water management systems and from cooperative activities.

2. Looking Back at the ToR of Self

The assignment of the Deputy Team Leader completed on 31st December, 2014. The status of his completion vis-à-vis the Terms of Reference has been as follows:

Sl No.	Assignment as per TOR	Status of Completion
1.	Provide all support to PMO and DOC in implementing the subprojects	1. Submitted QPR and Monitoring Reports in time (12 QPRs and Monitoring Reports from Oct 2012 till June 2014) and supported as and when asked
2.	Support PMO/DoC to establish Water Cell in the Department of Cooperatives	2. Prepared formal Proposal for establishing Water Cell and submitted vide Appendix-4 of the Draft Interim Report of Consultants dt. June 2012. But Water Cell set up with part time DOC officials and 1 full time DEO, which is working.
3.	Act as Team Leader in absence of International Team Leader	3. Done as required
4.	Prepare an Organogram for the Cell	4. Proposed vide Appendix-4 as stated above
5.	Prepare ToR for the Cell	5. Prepared vide Appendix-4 as mentioned above
6.	Prepare ToR for staffing of the Cell	6. Prepared vide Appendix-4 as mentioned above
7.	In collaboration with LGED develop mechanism to establish effective linkage between the Cell and LGED's IWRM	7. Water Cell and IWRM now effectively linked. Reports shared, observations received and addressed, as applicable. <u>LGED District and Upazila Engineers arrange monthly meetings with DOC.</u> WMCA issues are discussed from time to time.

8.	In collaboration with LGED and the Cell develop performance criteria for WMCAs which will feed into MIS and capacity building plan	8. WMCA <u>performance criteria</u> have been developed in <u>close association</u> with PMO, PIC, IWRM and Water Cell. The criteria have been used while monitoring WMCA performance since Oct 2012. These data need to be coordinated with IWRMU data <u>for confirmation</u> .
9.	Support developing the database and monitoring of WMCA in collaboration with IWRM MIS Specialist	9. Monitoring Database developed in DoC in close collaboration with LGED and monitoring reports being prepared regularly
10.	Identify opportunities of strengthening coordination through information sharing and data interpretation to respond to the evolving WMCA needs	11. Opportunities identified: quarterly coordination meetings held for 4 quarters (beginning from 14/11/2012 till 18/09/2013). Under LGED/IWRMU initiative, district level coordination has started. A Revised MOU drafted and discussed in coordination meetings, but <u>ultimately not finalized</u> ?
12.	Support in preparing the quarterly and Annual performance report	12. Supported as and when needed.

The said status was duly presented during the meeting of the ADB/IFAD/GOB Joint review Mission with DOC Officials on 15th December, 2014. Moreover, the Quarterly Progress Reports of DTL and Monitoring Reports on WMCAs (submitted regularly by DTL) have ample data and information on the activities performed during the consultancy period.

3. **Justification of the support to DoC from the Project ADB Loan No BAN2542 SF**

Remarks of the Joint Review Mission (7-24 June, 2014) is relevant here to cite, "... with support from the Project, a Water Cell has been established in DOC. Establishment of a Water Cell is justified as WMCAs have a different nature from regular primary cooperatives, given that their establishment is a prerequisite for small scale water resources development, and given that their membership is relatively large."

However, justifications of the individual consultants for DOC strengthening are given below in brief:

3.1 Justification of the Positions in the Team of DoC-Support Consultants

(i) Team Leader: The Team Leader's input was planned to provide in three inputs of which two had been completed in June, 2012, while the final one was scheduled in mid-February, 2013. But the last unit was dropped.

The two inputs were productive: liaising with IWRMU, PIU consultants, JICA-supported small scale development consultants and PMO officials were mainly initiated; review of relevant literature, firming up of the work plans, visiting subprojects and meeting relevant higher authorities in LGED and ADB/BRM etc. were successfully accomplished.

His technical expertise could be utilized during his remaining input in terms of reviewing IWRMU/ MIS data and improving the system in close collaboration with LGED functionaries.

(ii) Deputy Team Leader: This position was provided the longest duration of 3 years (Jan 2012 to Dec 2014). The input has been successfully completed (please see section-2 above).

While the activities mentioned in TOR were all focused towards developing formal strength of DOC like support to PMO, support to establish Water Cell, preparing TOR and Organogram of the Cell, developing WMCA performance criteria, supporting database development etc. many informal activities were to be done in terms of mentoring the relevant DOC officials for rightly perceiving their role in sustaining the WMCAs. Moreover, lack of resources for developing WMCA performance- monitoring software was a gap.

But it was due to a very positive attitude of PD/PMO, PSSWRSP that the DTL's activities finally could realize desired fruits in flowing terms:

1. a pool of DOC Officials (in HQ and in Divisions) got intensely trained, interested in WMCA development, monitoring and sustainability
2. the Water Cell has been formally recognized within DOC as a regular and vibrant section with full time dedicated Data Entry Operator which was not existing before
3. a workable software has been in place to continue operating at a large scale to accommodate data of all the existing and upcoming subprojects of LGED and auto generate reports for the management
4. the District level Inspectors have been oriented towards visiting WMCAs a number of times during a year for the interest of providing correct data for the Water Cell
5. the system has confirmed that the Cell Phone numbers of all Chairmen and Secretaries of WMCAs exist and LGED or DOC management can access them as and when necessary.
6. a strong format for reporting status of WMCAs semiannually has been achieved and being pursued by the Cell

7. Data Entry Operator has been trained to check and filter data before inserting into the system and recheck after dummies are printed before final publication
8. special training needs for WMCA office bearers have been outlined and reported in Quarterly Progress Reports (QPRs) for management to pursue, which is believed to be of immense help for WMCAs to sustain
9. Water Cell is strong enough to handle data and publish reports in absence of DTL
10. Overall, DOC has owned the WMCA-philosophy as a national instrument to address poverty reduction objectives through water management.

(iii) Training and Media Specialist: This Specialist had a three-month continuous input. He produced a Report on which few observations were made from some corners. The Report was finally submitted to PD/PMO.

(iv) Legal Expert: This Expert had also three-month intermittent input, completed on 31st December, 2012 and his report was not submitted as far as understood.

4. Observations on ToR Stipulations vis-a-vis Practical Needs

It is essential now to look back as to how far the TOR stipulations have been in line with practical needs of DOC strengthening. Summarily, the TOR stipulations were largely agreeing with practical needs of TL and DTL except a few points for other two positions as below:

For Training and Media Specialist

- a. the input as a Media Specialist remained unaddressed. 7
- b. the input as a Training Specialist could be designed to address more practical needs of WMCAs like for (i) developing training materials for DOC, (ii) testing materials in a few events as problem-solving tools, (iii) guiding DOC officials to be good evaluators of training when joint training programs are held in CZTI's or in Cooperatives Training Academy in BARD

For Legal (Cooperative Law) Specialist

- a. the input could be given to produce more practice-oriented and focused guidelines to prepare Bye-Laws
- b. the TOR for the Expert could include an assignment to get the said Guidelines followed by few WMCAs and to elicit a really WMCA-evolved Bye-Law on the ground (as in most cases the Bye-Laws are typical and made out externally by local Cooperative officers).

5. Responses of LGED and DoC to the Project Support

The response from PD/PMO, LGED was always very positive in all respects. The field-level LGED and DOC Officials were also very positive in supporting the DOC-support consultants while in field for subproject visit.

Besides PD/PMO, other higher LGED Officials (CE, ACE, SE/IWRMU) including PD/SSWRP and Team Leader, JICA-supported SSWRSP were very responsive to the needs of the PSSWRSP Consultants. PIU Consultants were also cooperative in all respects.

DOC's response to the project support has been positive all along. DOC provided office accommodation, three independent computer facilities and printers, with internet connection in each of the three workstations and a regular warm hospitality.

6. Implications of the Support for the Future WMCA Developments

The DOC-Support Consultancy during last three years has a strong implication for the possible support for the project during the remaining time up to 2017 (which may extend in course of time for practical needs). The implications are as follows:

1. If any expertise support is provided to DOC, this will necessarily be of retail nature: for specific needs and for short period only. For example: on-site mentoring of WMCA –office bearers regarding savings increase, share collection, productive lending operation, dividend distribution, networking with local Upazila and NGO entities for sharing various supports programs of the government, taking latest technology for marginal gains in agriculture, asset development, skill development etc.
2. Further short term support is expected to develop specialized skill in WM Cooperatives training: developing training modules, materials and skill for water sector projects within DOC which lacks in these respects at the moment
3. An MIS Specialist's Technical support will be needed for immediate development of stronger monitoring software than what is being used now. The present software is developed upon ACCESS program of the Computer which is not compatible with MIS based on standard programs. For long term sustainability and compatibility of the system with LGED and other organization, such an MIS has to be developed and personnel trained
4. "Facilitators" for the completed Subprojects, immediately after implementation is completed is a practical need experienced during the three years, to achieve sustainability of WMCAs. Initially these Facilitators may be on Project Account, which may be transferred to WMCA's own accounts when WMCAs are strong enough to pay those from themselves. This is a proposal, just for consideration of the superior management.
5. IWRMU is the focal point of LGED for O&M and sustainability of small scale water management systems developed through the present PSSWRSP and SSWRSP. DOC has also to be equally strong and equipped with materials, equipment and transports. More close and regular liaison and joint activities of DOC and IWRMU is sine-qua-non for bringing about expected and sustained benefits of the subprojects. For about a thousand WMCAs so far, DOC should be compatibly (with IWRMU) strong and competent to cater the emerging and novel needs of newer WMCAs.

7. Conclusions

DOC has been aptly responsive and progressively competent so far to meet the needs of an increasingly large number of water sector subprojects which are, by all means, different from DOC's standard Cooperatives. But there is no scope to be complacent with the achievement so far, because there are further potentials for WMCAs to grow and contribute to the national economy. Besides this secondary field (cooperative activities), WMCAs have their primary field of agricultural, fisheries and other production frontiers where the same members have been contributing to the growth of GNP in agriculture sector for which DOC has a role too to play.

The need for supporting DoC further is, therefore, obvious (please see Section-6 above). The scarcer is the availability of water for rural agriculture and fisheries, the more complex is its management through cooperatives. *The functionaries of DoC have to be groomed up appropriately through constant training home and abroad to cater the dynamic needs of water cooperatives (conflict management, skill development, leadership development, networking, economizing water resources by increasing water productivity etc). Simultaneously, development of training materials, procurement of training equipment, transports and auxiliary other supports to DoC are sine-qua-non for overall success of water management through cooperatives. Obviously, any small incremental support may be inadequate; a comprehensive assessment of the DoC needs and identification of definite source(s) of fund is, therefore, urgent lest the completed, ongoing and upcoming billions of Dollar projects in water sector should suffer due to low-capacity of DoC in producing and sustaining the stipulated benefits.*

At present, mutual cohesion of activities and closer understanding between DoC and LGED for further orchestrating the valuable experience and resources together to elevate the performance of WMCAs are the most expected initiative to be taken by managers of concerned organizations. To cite the statement of ADB/IFAD/GOB Joint Review Mission (07 -18 December, 2014) "----- recommends the IR WMU to take steps to revamp the regular coordination with Water Cell and to further strengthen the cooperation through a MoU". (see *ibid.* Para 24-26).

[NB All the documents and reports produced so far by the DTL have been copied in a CD and submitted to PD/PSSWRSP, LGED for his records along with this Final report.]

THE END