

Promotion of Sustainable Institutions for Integrated  
Floodplain Management

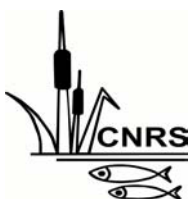
NRSP Project R8495

Final Technical Report  
Annex B VII (A)

**A. FACT SHEETS**

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# Integrated Floodplain Management

## Consensus Building in Integrated Floodplain Management through PAPD

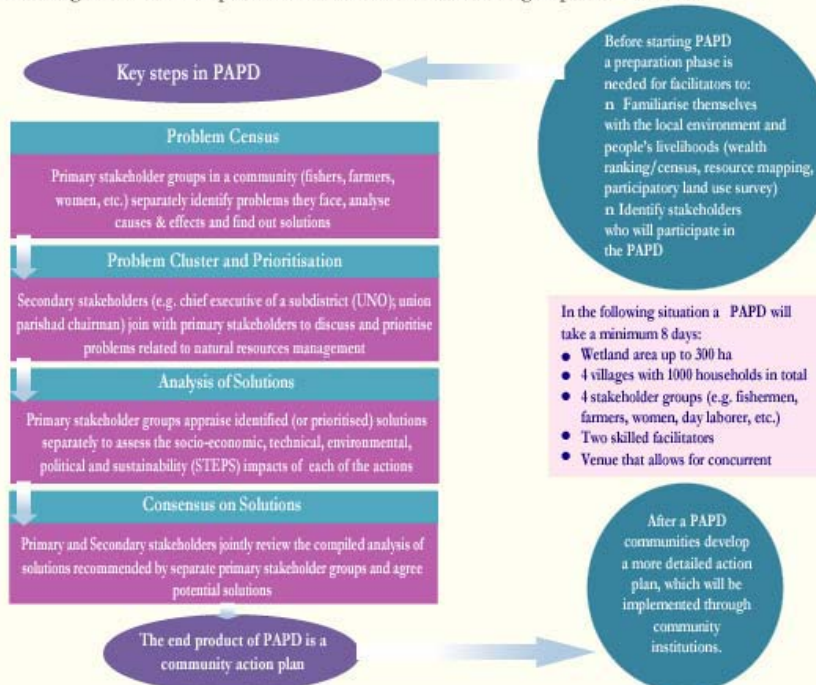
### What is PAPD ?

Participatory Action Plan Development (PAPD) is a method for building consensus among multiple stakeholder groups using different participatory tools on actions those are needed for the sustainable management of natural resources.

PAPD is a dynamic process; there are no immediate solutions. A continuous process of action and reflection is needed to further develop community action plan as livelihoods and the natural resource base changes.

PAPD needs skilled facilitation and a good understanding of the resource systems, local social and institutional functions.

PAPD takes normally 8 days time with 4 skilled facilitator in a situation dealing with 4 to 6 different primary stakeholder groups (e.g. fishers, farmers, landless, women, sharecropper, leaseholders). The exact length of a PAPD depends on the number of stakeholder groups and facilitators.



### How PAPD Benefits a Community?

Participation in a shared learning process, which is not controlled by vocal or socio-politically influential. It is a pro-poor methodology that actively encourages participation of the poorer members of a community.

Facilitating a community to have greater control over the change process and improvement in their community's management and use of natural resources.

Ensuring the agenda for discussion is internally driven and evolves with time rather than being fixed and imposed by external actors.

To know detailed PAPD methodology contact: CNRS or visit website [www.cnrs-bd.org](http://www.cnrs-bd.org)

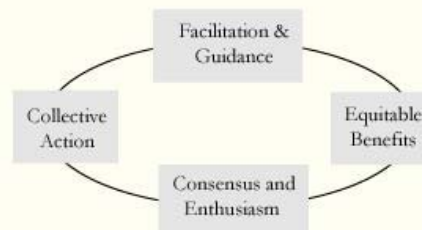


This fact sheet is prepared based on research findings of various projects aiming at improved floodplain resources management.

# Integrated Floodplain Management

## Integrated Floodplain Management: Barriers in Having Better IFM Institutions

Recent Natural Resources Management (NRM) projects have emphasized increased local participation, mainly through Community Based Resource Management Institutions (CB-RMI). Evidence suggests that most of them could not make much progress (have failed) largely on two counts: pro-poor outcomes and sustainability. The process and institutions need to be more inclusive and focus on achieving equitable benefits through collective actions. Read NRSP report on Institution Environment Participatory Method (R8195)



### What are the barriers?

#### Collective Action: Inadequate participation

1. Pre-initiative indifference can be due to lack of clear understanding of project objectives among community members, and through real exclusion of the poor (as in some fisheries projects like 4th Fisheries Project, MACH Project).
2. Post initiative decline in support for institutions can arise if certain stakeholders are disenfranchised or alienated and if the opportunity cost for participation is too high.

#### Facilitation: weak facilitation

1. Declining dialogue and interaction: participation tends to be an early focus (for example as an early stage of the project cycle) but later interaction between primary stakeholders and facilitating/supporting agencies becomes less frequent.
2. Gaps between objectives and understanding: the level of support for new initiatives aimed at benefiting the wider communities for the long term depends on residents clear understanding of project objectives, institutions and activities, but process documentation revealed gaps.
3. Poor linkages and ineffective coordination between government agencies and partner NGOs at national and local levels give rise to conflicts (or confusion) and result in poor participation. Government agencies tend to focus on technical aspects and production, while NGOs are seen as responsible for livelihoods and equity. For example, Local Government has not been formally involved in most project activities, and this is a missed opportunity. MACH experience suggests establishing a strong link with a suitable (or appropriate) local government committee for community-based management of wetland resources produces positive results.
4. Lack of NGO Capacity: poor skills of NGOs and their staff in facilitating local RMIs have failed to maximize participation and develop effective organizations. FFP evidence suggests that smaller NGOs were less effective.

(Continued following fact sheet)



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Plan & Design  
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# Integrated Floodplain Management

Continued

## Integrated Floodplain Management: Barriers in Having Better IFM Institution

### Equitable Outcome: inequitable poverty outcomes

- 1. Resource capture by non-targets:** 'resource capture' by elites and the workings of local power structures can result in benefits being channelled (or siphoned) away from the poor. New opportunities that arise from IFM interventions are most readily accessed by the wealthier who can afford investment in time and money. The problem is more acute where interventions, such as fisheries management are based on subsidy (provision of access rights and inputs) without due concern for mechanisms to assure preferential access to (or by?) the poor.
- 2. Unrestricted access to RMIs:** community organizations open to all create an opportunity for the powerful to join committees, influence decision-making and take control of resources. Approaches that limit elite capture, while including some elites who can help influence opinion positively need to be found.
- 3. Limited understanding of constitutional arrangements:** constitutional arrangements (voting rights, eligibility for different posts, etc.) governing the operation of the RMIs need to be established early or there is space for elite dominance and lack of transparency.
- 4. Influence of pre-existing power structures:** often the distribution of benefits is influenced by pre-existing power structures (e.g. UP Chairman, mosque committee, sama).
- 5. Unwillingness to challenge local elites:** NGO skills and commitment to helping the rights of poor people, challenge local elites and overcome conflicts cannot be assumed. In general, most projects lack focus (lack of provision) on grass roots advocacy aspect and thus cannot be assumed the RMIs are weak in systematically raising their voices to challenges local elites and other anomalies.
- 6. Fuzzy property rights regimes:** this problem arises when the local reality does not correspond with pre-defined IFM objectives. In some cases this can be incorporated for the benefit of sustainable and equitable IFM, for example local access arrangements are sometimes found to operate on behalf of a broad range of stakeholders which may be equitable by giving seasonal open access to local poor in beels and encourage agreement on and compliance with conservation measures.
- 7. A sectoral focus to IFM** can introduce conflict and polarize the positions of different user groups, for example in some CBFM sites only fishers have been supported when there are multiple stakeholders. Participatory Action Plan Development (PAPD) has been successfully used to develop mutual awareness and consensus between farmers, fishers and other interest groups.
- 8. A structured orientation to NRM:** should move away from a focus on technical service provisions. So far IFM has not empowered the beneficiaries on awareness of rights and entitlements, which would enable them to counteract 'exploitation' or 'exclusion' by powerful interests. Several projects use production increases as their success indicator but the poor may be excluded in the process of raising production.

### Consensus: Lack of Widespread Support

- 1. Intervention induced conflict:** IFM interventions have tended in several cases to alienate some groups, widen differences in interests and create conflicts. This probably relates to the difficulty in achieving collective benefits available to a wide range of stakeholders. Conflict has been less in some sites where PAPD was used.
- 2. Lack of strategic communication and policy influencing:** lesson learning and policy influence have been ad-hoc and unstructured. There was no uptake of research findings and lessons learnt from projects to create widespread support or scale up IFM neither in the policy arena nor for transferring this for new programmes.



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## Challenges In Having Better IFM Institutions

### Collective Action

1. The purpose of IFM institutions must be clearly explained before interventions, and project messages must be easy to understand.
2. Activities and objectives should impact a range of groups in a range of ways so that all stakeholder groups can realize benefits.
3. Cost-effectiveness for participants must be ensured, and the wider community and members of RMIs should expect transparency and accountability from their representatives.

### Facilitation

4. Project staff should maintain dialogue and disseminate the project's messages throughout its life span.
5. Cooperation among government agencies and NGOs is crucial. Forging links between RMIs, local government and the local administration is critical for sustainability of RMIs.
6. The experience of involved staff (in GoB and NGOs) to develop and support RMIs should be assessed carefully. Training needs should be assessed at the beginning.
7. Local NGOs should be backed up by close support and mentoring from experienced field based technical assistance staff, or a more experienced NGO team.

### Equitable Outcomes

8. Ensure early inclusive planning and increase staff awareness of power issues.
9. Avoid strongly subsidized inputs for production and access rights; instead start with low cost smaller actions.
10. Formalizing (registration with social services or cooperative) RMIs can help improve the prospects of sustainability but is not sufficient to ensure appropriate institutions.
11. The needs and proper representation of fishers/resource users should be incorporated in all IFM projects.
12. A full understanding of the role of the key informal institutions should be achieved prior to any intervention.
13. Inclusive and participatory decision making (PAPD) can provide a role for the elite in supporting IFM initiatives.
14. Facilitators need to adapt to existing local access arrangements and fully understand them in relation to the livelihoods of the poor, particularly the opportunities they provide at certain times of the year.
15. Some form of social reconnaissance should attempt to map informal NRM mechanisms.
16. By adopting a more integrated approach including different livelihoods groups, new IFM can build relationships and linkage among those groups.
17. Project design should incorporate elements of empowerment and awareness of rights and entitlements.

### Consensus

18. A process approach can build capacity through flexibility and adaptability of project activities.
19. Implementing agencies should be aware of the bottlenecks that tend to appear and of strategies to avoid them.
20. Dispute or conflict resolution should be seen as an integral part of RMIs.
21. The capacity of each project to consider these issues is limited. National policies are starting to stress cross-sectoral links, with calls for integration at ministerial level.
22. A structured approach to communication for policy influence should be incorporated in new IFM initiatives.
23. Because floodplain management performance (outcomes and impacts) relate very closely to approach and objective, IFM agencies should carefully consider their future role and approach in the light of lessons learnt from past experience.



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