

TECHNICAL ASSISTANCE COMPLETION REPORT¹

Division: SAUD

TA No.: Country and Name			Amount Approved: \$480,000	
TA 4707-BAN: Participation of the Urban Poor in Municipal Governance			Revised Amount: \$480,000	
Executing Agency: Local Government Engineering Department (LGED)	Source of Funding: Poverty Reduction Cooperation Fund (PRF)	Amount Undisbursed: \$28,921.53	Amount Utilized: \$451,078.47	
TA Approval Date: 02 Dec 2005	TA Signing Date: 17 Apr 2006	Fielding of First Consultant: 12 Jun 2006	TA Completion Date Original: 30 Jun 2007	Actual: 11 Jan 2008
			Account Closing Date Original: 30 Jun 2007	Actual: 05 Dec 2008
<p>Description. Rapid urbanization in Bangladesh has placed great pressure on urban infrastructure services. The urban poor in particular have limited access to basic infrastructure services such as housing, low-cost sanitation, clean drinking water, adequate sewerage systems and solid waste management. Implementation of urban infrastructure under past and ongoing projects has indicated that good urban governance and effective management are prerequisites for providing adequate access to urban infrastructure services. Decision making power to improve municipal service should be based on participation processes through which diverse interests of city residents may be accommodated and cooperative action can be taken.</p> <p>The TA supported the Urban Governance and Infrastructure Improvement (Sector) Project (UGIIP) [Loan 1947-BAN(SF)], a \$60 million loan approved by ADB on 28 November 2002, designed to rehabilitate and expand urban development and services in 22 municipalities and strengthen urban governance by enhancing the participation and involvement of the urban poor in urban governance. The TA was implemented in 15 secondary towns under the UGIIP.²</p> <p>Expected Impact, Outcome and Outputs. The TA's expected impact was enhanced capacities of the urban poor in selected municipalities to access high quality urban services. The desired outcome would be: (i) the establishment of institutional mechanisms increasing the access of the poor to decision making processes at municipal level; and (ii) development and adoption of participatory pro-poor planning and monitoring systems in selected municipalities. The outputs were: (i) social mobilization and capacity development of urban poor; (ii) capacity development in participatory and pro-poor planning for town level coordination committee (TLCC) and ward committee members and municipal officials; (iii) establishment of municipal forums of urban poor, municipal officials, and elected representatives; and (iv) workshop, study tour and studies.</p> <p>Delivery of Inputs and Conduct of Activities: The TA activities were implemented by a team of consultants, led by a lead non-governmental organization (NGO), supported by 15 locally based NGOs, 3 regional facilitators and an international individual consultant. The team received significant support from LGED and ADB. The lead NGO coordinated the overall implementation of the TA activities while the local NGOs implemented the TA activities at the municipal and community levels. The regional facilitators coordinated with local authorities and provided support and guidance to the locally based NGOs. The international individual consultant supported the lead NGO and prepared case studies on good governance. The performance of the consultant was given a satisfactory rating in ADB's performance evaluation report system.</p> <p>The objectives and terms of reference of the consultants were adequate and relevant. There was no change in project scope and implementation arrangements during the implementation.</p> <p>ADB conducted an inception mission in June 2006 and two review missions in March 2007 and January 2008. Several tripartite meetings were held among LGED, NGOs, and ADB. Since the TA activities involve many and diverse stakeholders, it was a challenge for the TA team to implement all activities smoothly particularly in the initial phase. The Executing Agency and ADB observed that performance of consultants and NGOs were gradually improved to satisfactory level during the implementation. The performance of 15 local NGOs varies, but in general, their works are regarded satisfactory too.</p> <p>Evaluation of Outputs and Achievement of Outcome: The TA produced the following outputs:</p> <p>(i) High quality resource materials and manuals for mobilization, capacity building training and community level</p>				

¹ In preparing any country program or strategy, financing any project, or by making any designation of or reference to a particular territory or geographic area in this document, the Asian Development Bank does not intend to make any judgments as to the legal or other status of any territory or area.

² The 15 selected municipalities: Bhairab, Gazipur, Habiganj, Netrokona, Khagrachori, Ishwardi, Lakshmpur, Meherpur, Moulvibazar, Narayanganj, Narsinghdi, Savar, Shahzadpur, Shariatpur, and Tongi.

- planning provided to NGO facilitators and Slum Development Officers (SDOs) from the 15 municipalities to equip them with conceptual clarity and skills on pro-poor approaches.
- (ii) Manuals for municipality level forums were prepared and used at the 15 municipalities to ensure poor people participation that included representatives from community, ward and municipal level apex forums. The forums have been institutionalized through a new Registration (Pourashava Act).
 - (iii) Needs assessment and action planning accomplished for 10 communities at each of 15 municipalities which resulted in the development of micro projects for implementation of respective municipalities.
 - (iv) Capacity development training on pro-poor municipal governance provided to about 1,000 TLCC members including elected representatives and municipal offices. About 600 ward committee members received training on pro-poor approach in municipal governance.
 - (v) Around 9,000 slum dwellers, among which about 60% were female, were mobilized within the 15 municipalities in which the UGIIP was implemented. About 1,200 leaders from the slum dwellers received capacity building training. In addition, awareness raising sessions took place at the community levels.
 - (vi) Pilot testing of citizens' report card was implemented in three municipalities (Tongi, Bhairab and Netrakona) and the results were shared with representatives from 15 municipalities and at the national workshop conducted in December 2007 to discuss major outputs produced under the TA. The national workshop was attended by senior government officials, municipal officials and poor representatives from 15 pourashavas. The workshop was successful.
 - (vii) A framework for participatory pro-poor planning, budgeting and monitoring developed for 15 municipalities. A detailed action plan was also prepared to institutionalize the framework in municipalities. The framework was followed under the Second Urban Governance Improvement and Infrastructure Project to scale up the implementation and establish the practice.
 - (viii) Study tours conducted in Bangkok, Thailand and Kolkata, India for 15 chairpersons of the municipalities and 15 representatives of the poor.

The TA outcome was achieved as all the necessary outputs were produced.

Overall Assessment and Rating: Based on the feedback received during site visits and the national workshop held at the LGED headquarters, the TA is considered successful in implementing all the planned activities both at the central, municipal and community levels.

Major Lessons:

- (i) Development activities could be enhanced at slums and cluster areas if poor people are involved in the decision making of municipalities. Some municipal officials initially seemed to be reluctant to accept the poor people as partner, and the change in officials' perception is an important factor for success.
- (ii) Some stakeholders do not have strong interest in the project because the TA did not have a physical service delivery component. However, poor people, though rather disappointed with non-availability of direct development assistance, appreciated the project because it had linked them with the municipal decision making.
- (iii) Coordination among stakeholders was difficult and challenging because the TA involved a number of diverse stakeholders both at municipal and community levels. Elected representative of municipalities, various group of community, officials of the government and other stakeholders all have different interests and motivations, which sometime conflicts each other. The strong support given by the executing agency to the team of consultants helped a lot in the implementation of the TA.
- (iv) Lack of sufficient resources at municipality and under the UGIIP project delayed the implementation of the small-scale projects developed in some municipalities under the TA. Communities had enthusiastically participated in the preparation of small-scale project, though resource constraints limited the implementation of the plan.

Recommendations and Follow-Up Actions

- (i) The municipality should continue to maintain partnership with local NGOs to ensure sustainability of activities at the community level.
- (ii) It is important for respective municipalities to allocate sufficient resources for the implementation of small-scale activities facilitated by the Project, such as community latrine, water and sanitation, small drainage system, footpath, etc. This is important to keep the interest of the poor in pro-poor planning and budgeting systems. It is useful to include a specific budget for "Poverty Alleviation" in the municipal budget.
- (iii) In order to measure the impacts of intervention, the municipalities should have adequate monitoring system to measure indicators of participation of poor in municipal governance. The indicators can include (i) % of urban poor mobilized into groups; (ii) % of poor getting micro-finance loans; (iii) % of poor having access to safe water supply; (iv) ratio of slum population to public stand posts; (v) % of poor having access to sanitation; (vi) % of poor having access to roads; and (vii) % of poor getting training on skills for planning, budgeting and monitoring of municipal services.