

## TECHNICAL ASSISTANCE COMPLETION REPORT

TA NO./NAME : TA 1979-BAN : Institutional Strengthening of the Department of Public Health Engineering				TA AMOUNT APPROVED: \$350,000.00 REVISED AMOUNT : -	
EXECUTING AGENCY : Department of Public Health Engineering (DPHE)		FUND SOURCE: Japan Special Fund		TA AMOUNT UNDISBURSED : \$30,085.71	TA AMOUNT UTILIZED : \$319,914.29
REPORT DATE : - 30 May 1998	APPROVAL DATE : 16 Nov 1993	SIGNING DATE: 10 Dec 1993	CONSULATNT FIELDING DATE : 11 May 1996	CLOSING : ORIGINAL : -                      ACTUAL : May 1999	

### **TA Description**

In November 1993, ADB approved a loan for Second Water Supply and Sanitation Project (Loan No. 1264-BAN(SF)) for rehabilitation and expansion of water supply and sanitation facilities in nine Pourashavas (municipalities). Two complementary technical assistance (TA) projects were approved together with the loan, one being TA 1979-BAN. Keeping in view of the Government's policy to decentralize and devolve more responsibilities and autonomy to municipalities in the development and operation of water supply and environmental services, the role of DPHE had to be changed to give more emphasis to supporting the Pourashavas in the provision of water supply and sanitation services rather than the traditional role of development and implementation.

### **TA Objectives and Scope**

The overall objectives of the TA were: to strengthen DPHE's capacity in the area of sector development, and in technical, financial, and community relations aspects; to change its role from implementor to facilitator; and to continue its facilitating role more effectively. The TA scope included (i) preparing a policy paper describing DPHE's enabling roles in the provision of urban water supply and sanitation services; (ii) carrying out detailed assessment of training requirements and implementing a training program based on the assessment; (iii) assisting DPHE in formulating and implementing a detailed action plan based on participatory consultation program with its staff and Pourashava personnel; (iv) identifying human resources development and organizational needs of DPHE for financial and community management; (v) reviewing its management information system (MIS) and benefit monitoring and evaluation (BME) status including their reporting systems, and making recommendations for their upgrading; and (vi) reviewing and assisting in the preparation of water tariff, billing and collection systems, manuals, and guidelines.

### **TA Inputs Evaluation**

The TA input comprised 8.5 person-months (p-m) of international and 27.3 p-m of domestic consulting services. The consultant team consisted of an expatriate team leader, an expatriate advisor, and four local specialists in community development, financial management, institutional development, and training. The services provided by the consultants were considered appropriate. The TA design was adequate, whereas the objectives and terms of reference were relevant and appropriately formulated.

DPHE had adequately provided administrative and logistical support to the consultant team. Commencement of the consulting services was delayed by about two months to 11 May 1996 due to the political situation then prevailing in the country. The TA completion date was subsequently extended from May 1997 to January 1998 primarily to accommodate the inputs of (i) an accountant trainer to conduct a comprehensive training program for Pourashavas' accounting staff; (ii) a groundwater expert to provide a training course to improve pump operation aspects; and (iii) a distribution network expert to conduct training in water supply distribution networks operations.

An important aspect of the TA was the comprehensive consultative approach adopted by the consultants. During the policy formulation stage, the consultants reviewed the roles of DPHE and the Pourashavas, and held discussion with various stakeholders including DPHE management and other donor agencies. The consultants organized five workshops, the objectives of which were to (i) present the background information for the sector policy; (ii) explain DPHE's future role in the urban water supply and sanitation services; and (iii) ascertain the support required for Pourashavas. Participants at the workshops included 14 superintendent engineers, 91 executive engineers, and 9 Project Pourashava Chairpersons. The outcome of review, discussions and workshops helped form the basis of the policy paper and enabled the consultants to formulate realistic recommendations, which could be implemented under the prevailing conditions and constraints.

Performance of the consultants both in terms of conduct of services and quality of work was satisfactory. The consultants in general complied with the contracts and work program and had established good working relationship with their counterpart staff. The TA implementation was intensively monitored by ADB in conjunction with its review of the implementation status of the loan project. ADB's review missions had provided timely and relevant comments to achieve the TA objectives. The TA's final report was submitted in May 1998 after incorporating comments from the Government and ADB.

#### **TA Outputs Evaluation**

As required by the term of reference (TOR), the TA consultants had prepared a policy paper describing DPHE's roles in the provision of urban water supply and sanitation services. The paper has guided the DPHE to implement its facilitating role in line with the Government's new policy. The policy paper recommends establishment of an Urban Policy Implementation Committee (UPIC) at the ministry level, which would monitor and guide the policy implementation and make policy adjustment, if needed.

The TA consultants had provided training to DPHE staff at the nine Project Pourashavas and five other Pourashavas under the first Water Supply and Sanitation Project (Loan No 571-BAN(SF)). The training included subjects in the areas of MIS, BME, community participation, computer use and application, water supply operation and management, and public relations. There were three workshops on performance improvement, project update and experience update, performance review, and organizational development. In respect of performance monitoring, the consultants had assisted DPHE in developing (i) MIS and BME systems for implementation at Pourashava level; (ii) performance indicators for monitoring and planning; and (iii) qualitative indicators resulting in availability of qualitative data of 61 Pourashavas nationwide. DPHE has adopted the MIS system and most of the BME indicators. It also updates the data book of the 61 Pourashavas annually. In regard to financial management, the TA had developed training programs for financial management and assisted in the preparation of guidelines, manuals and training materials for DPHE financial awareness. Procedures for water tariff setting as well as appropriate billing and collection methods developed by the TA are being used in the 14 Pourashavas. One of the important recommendations of the TA was to establish a training institute together with a model for DPHE and Pourashava Human Resource Division. Based on this recommendation, DPHE as an interim approach established a training division in 1998 for providing training to DPHE staff.

The TA consultants had adequately responded to their TOR. The consultants analyzed information in a satisfactory manner, and performed advisory and training functions satisfactorily. DPHE was very satisfied with the quality of the output of the TA.

#### **TA Overall Assessment/Rating**

The TA can be considered successful. The TA recommendations were carried out during the implementation of the loan project. An on-the-job training program on technical and financial management for DPHE staff was implemented under the loan project through a contract amendment with the project consultants. The program commenced on 1 August 1998 and continued until March 2001. The TA, indeed, assisted in bringing the attitudinal and behavioral changes in DPHE staff in embracing new ideas and ways of doing things. The policy paper prepared under the TA has provided a solid foundation on which the Government can pursue their final approach to the DPHE institutional strengthening. Most of the points raised in the policy paper were incorporated in "National Water Policy for Safe Water Supply and Sanitation", which the Government approved in 1998.

#### **Major Lessons Learned**

Institutional strengthening is a long-term process requiring comprehensive support, training and monitoring which is difficult to accomplish within the short span of a single TA duration. More effective results are obtained from sustained long-term inputs. A strong commitment and full support of the highest level of the Government is required as regards the implementation of the consultants' recommendations. The participatory approach adopted by the consultants has identified the importance of paying attention to the stakeholders' point of view to secure the ownership of the TA recommendations.

#### **Recommendations and Follow-Up Action**

Continued sector dialogue with the Government in collaboration with other external funding agencies is required to ensure that the policy and institutional reform measures initiated under the TA are implemented. DPHE needs more support to strengthen its capabilities further. The scope and need for further ADB's support in the institutional strengthening of DPHE should be examined in future projects in the water supply and sanitation sector.

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