



Completion Report

Project Number: 35451
Technical Assistance Number: 3986
November 2002

TIM: Integrated Water Resources Management

TECHNICAL ASSISTANCE COMPLETION REPORT

Division: SOTL

TA No. and Name 3986-TIM : Integrated Water Resources Management			Amount Approved: US\$600,000.00	
			Revised Amount: US\$580,000.00	
Executing Agency: Secretariat of the ministerial-level steering committee		Source of Funding: TASF-02	TA Amount Undisbursed US\$194,649.74	TA Amount Utilized US\$385,350.26
Date			Completion Date	
Approval	Signing	Fielding of Consultants	Original 31 March 2004	Actual 30 June 2005
15 Nov. 2002	9 May 2003	2 February 2004	Closing Date	
			Original 31 March 2004	Actual 21 February 2006
Description				
<p>1. In August 2002, just three months after Timor-Leste's restoration of independence, the Ministry for Transport, Communications and Public Works (MTCPW) asked the ADB to help the Government review the status of water resources and to develop a comprehensive water resource management strategy and policies to manage these resources. TA-3986 was prepared in response to this request and it assigned counterpart responsibilities to three government ministries with water-related mandates: MTCPW; Ministry of Agriculture, Forestry & Fisheries (MAFF); and Ministry of Development & Environment (MDE). The three ministries formed a TA Steering Committee, to be assisted by an interdepartmental working group of government officials. The Steering Committee secretariat also acted as the TA's Executing Agency (EA).</p>				
Objectives and Scope				
<p>2. The objective of the TA was to create a national water policy that led to the adoption and progressive implementation of integrated water resources management (IWRM) in Timor-Leste. Supported by an extensive community consultation exercise, the policy was to focus on integrating management activities across government, and include simple statements of guiding principles for each issue, accompanied by broad strategies for subsequent implementation. To support the policy and to identify areas with water scarcity, a simple assessment of the country's water availability and demand was included. This was to be supported by a network of inexpensive, simple rainfall gauges as a precursor to the establishment of a national meteorological network and assistance with water resources assessment. In addition, the TA proposed to construct up to four basic river gauging stations to re-establish at least elementary trend monitoring and to permit improved calibration of hydrological models. The TA was also to establish a plan for data collection and an information management system along with the necessary capacity building.</p>				
Evaluation of Inputs				
<p>3. The TA was adequately formulated and the inputs were high quality. It properly addressed the objectives agreed with the Government (para.2). Clients within the Government were satisfied with the inputs. The TOR was clear and detailed on what was to be achieved in each of the 3 implementation phases (para. 5), but the TA overestimated the capacity of the Government to guide the TA and to respond to TA deliverables.</p>				
<p>4. The consultant team was fielded in February 2005 and completed its assignment at the end of May 2005, 7 months later than planned. The 1 February 2005 TA closing date was extended to 1 June 2005, necessary because of the Government's slow turnaround of the draft national water resources (NWR) policy. International specialist inputs totaled 12.4 person-months (compared to 13.5 person-months planned over a 12-month period) and local specialist inputs totaled 15 person-months (compared to none planned). The team leader's inputs were reduced from 6.5 months to 4.5 months rendering them even more intermittent. But the team leader pro-actively stayed in touch during his absence, and the local specialist was there as an on-going focal point. Consultant inputs were leveraged through the use of NGOs, and also by support from the New Zealand Government to provide an agriculture water specialist to advise MAFF on implications of the NWR Policy. The consultants' performances were satisfactory, which is consistent with their individual performance evaluation reviews.</p>				
<p>5. The TA was implemented in three phases. Phase 1 focused on awareness raising, social assessment, and resource assessment. Phase 2 focused on draft policy development, legislative frameworks and a more detailed – at irrigation scheme level - resource assessment. In-country consultants and sub-contractors guided awareness and public consultation during and in between Phases 1 and 2. A draft NWR Policy was prepared and endorsed by the Steering Committee and the Prime Minister in May 2004. But Portuguese translation difficulties and Government</p>				

inaction delayed the submission of the draft NWR Policy to the Council of Ministers for “appreciation”, which was the prerequisite for dissemination and further consultations during Phase 3. In March 2005, the draft policy had still not been before the Council of Ministers, and with the support of the Steering Committee chair, ADB decided to truncate Phase 3 and to extend the TA closing date just until 1 June 2005 to enable an orderly exit from the program. The consultant prepared a detailed NWR Policy Implementation Strategy and Action Plan (ISAP). The draft NWR Policy was eventually presented to the Council of Ministers on 11 May 2005 for approval, rather than for appreciation. The Council deferred its decision, and at the time of writing had not reconsidered the draft NWR Policy. The performance of ADB was satisfactory and the performance of the EA was less than satisfactory.

Evaluation of Outputs

6. TA reports were submitted on time, and the Final Report summarized the principal output achieved: (i) a final draft NWR Policy endorsed by the Prime Minister for submission to the Council of Ministers; (ii) the ISAP, including a human resource development plan; (iii) surface and ground water resource availability and demand assessments at hydrological units, watershed, and irrigation schemes levels; (iv) hydrometeorological monitoring recommendations and Guideline; (v) improved coordination and integration of donor-funded water-linked projects; (vi) establishment of a propriety hydro-meteorological database; (vii) a water resource management legislation framework, draft water and organic laws and recommendations for water use licensing arrangements; (viii) an increased understanding of IWRM principles; and (ix) increased skills and experience among government staff, NGOs and local consultants of water policy, water resource monitoring, and water use licensing issues. The Final Report also analyzed lessons learned and provided useful recommendations.

7. Outputs were high quality and responded to expected and emerging needs. The NWR policy was drafted according to international good practice principles. Outputs were prepared with local participation, although with little input from the interdepartmental working group. The early outputs were widely promoted and made available in locally preferred languages, and in paper and electronic formats. The TA has generated much interest within government and the donor community, and client satisfaction is high. IWRM skills were transferred to the local consultant. Overall, outputs were produced and delivered efficiently, except for converting the English language draft NWR into a Portuguese language final NWR, which was slow and inefficient. TA efficacy is satisfactory since all core outputs planned were achieved except that the NWR policy is yet to be approved by the Government.

Overall Assessment and Rating

8. The TA is rated as successful. It is likely that the draft NWR Policy will soon be reconsidered and approved by the Council of Ministers (based on personal assurances from the Prime Minister and the responsible Vice Minister). TA activities, the draft NWR Policy, and other TA outputs (para. 6) now provide a sound basis for improved water resources management in Timor-Leste. The Government is of the view that Phase 3 dissemination activities would be best carried out by government agencies.

Major Lessons Learned

9. TAs can easily overestimate the capability of a nascent government to guide and respond to policy-related TA outputs. TA design should ensure stakeholders fully understand the distinction between policy formulation and policy implementation, and implementation support should be fully resourced. Awareness raising should be continuous and appropriately resourced. TA design should capture synergy opportunities amongst complimentary donor-supported programs.

Recommendations and Follow-Up Actions

10. The approved NWR Policy should be published in a format to promote its status as government policy, thereby reinforcing its acceptance and use by government agencies and donors. There should also be an official public announcement by the Prime Minister and ceremony involving all water stakeholders and open to the media. ADB operations in Timor-Leste should exploit any opportunity to consolidate the NWR Policy, for instance in the proposed ADF-funded Urban Water Supply and Sanitation Project and a proposed TA to strengthen the Water and Sanitation Service.