



Completion Report

Project Number: 46496-001
Technical Assistance Number: 8456
March 2018

Myanmar: Transformation of Urban Management

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TA Number, Country, and Name: TA 8456 - MYA: Transformation of Urban Management			Amount Approved: \$2,000,000	
			Revised Amount: \$2,000,000	
Executing Agency: Ministry of Construction		Source of Funding: Japan Fund for Poverty Reduction	Amount Undisbursed: 279,656.85	Amount Utilized: 1,720,343.15
TA Approval Date: 20 Sep 2013	TA Signing Date: 25 Oct 2013	Fielding of first Consultant: 01 Jun 2014	TA Completion Date Original: 31 Dec 2015 Actual: 31 Dec 2016	
			Account Closing Date Original: 31 Dec 2015 Actual: 28 Nov 2017	
Description Until the recent reforms (2010), the government took the lead in the development of urban services through supply-driven schemes representing the government's priorities rather than economic, social or environmental needs. Under the new market-driven economy, these services will increasingly need to respond to customer requirements and operate in a more profit-driven manner. Myanmar, therefore, needs to manage and regulate urban growth through proactive planning of infrastructure and services and transparent land use and development control. Greater demands will be placed on the efficient functioning of cities, their planned and balanced growth, and their ability to provide more equitable access to services.				
Expected Impact, Outcome, and Outputs The expected impact was that urban management will become more effective and inclusive, reflecting new government policies on socioeconomic and spatially balanced development. The outcome was improved skills of city authorities to manage urban development in a participatory and inclusive manner. The five expected outputs were (i) the development of training modules, (ii) the implementation of the training activities, (iii) the on-the-job training for formulation of Urban Services Business Operation Plans, (iv) the institutional sustainability of capacity development, and (v) flood management. Outputs 1-4 assisted six cities including Yangon, Mandalay, Mawlamyine, Patheingyi, Monywa, and Lashio. Due to limited funds allocated for Output 5, it targeted only three largest cities of Yangon, Mandalay, and Mawlamyine.				
Delivery of Inputs and Conduct of Activities Initially, the TA was formulated to have Outputs 1-4 focusing on urban management. When the funding proposal for the Japan Fund for Poverty Reduction was submitted, the Government of Japan suggested and ADB agreed to expand the TA scope by adding flood management as Output 5. The executing agency was the Department of Urban and Housing Development, Ministry of Construction. The implementing agencies were the Urban Research and Development Institute (URDI) for Outputs 1-4 and the Department of Meteorology and Hydrology (DMH) for Output 5. There was some confusion at the TA start on the government side, as the TA with additional Output 5 was approved by ADB without properly consulting the executing and implementing agencies. The consulting inputs included three contracts: (i) one with a UN agency for the delivery of Outputs 1-4, with two international consultants (23 person-months), six national consultants and trainers (60 person-months), and international subcontractors such as IHS and GRET; and (ii) two contracts with an international research center and a consulting firm for the delivery of Output 5, for a total of eight international consultants (43 person-months). A Japanese organization was hired as an international research center through the single source selection method. The quality-based selection method was used to hire the UN agency and the quality- and cost-based selection method was used to procure the consulting firm. As it took longer than expected to conclude a contract with the UN agency, the TA completion date was extended by one year from 1 December 2015 to 1 December 2016. Activities to deliver Outputs 1-4 and Output 5 were conducted independently of Output 5. Due to lack of strong team leadership of the consultant for Outputs 1-4, the overall team structure was not managed efficiently and inputs from the team members were not well coordinated. In addition, there were delays in administrative actions because the consultant had to follow both UN requirements and ADB requirements. The two consultants hired for Output 5 coordinated very closely with clear division of responsibilities between them. They were efficient in providing inputs and conducting activities, as well as managing administrative actions. In the aftermaths of Cyclone Komen, upon request of DMH, the consultants made a quick assessment of flood damages for additional three cities of Bago, Kale, and Nyaung Don that was much appreciated by the government. The performance of the UN agency (Outputs 1-4) and the Japanese research center (Output 5) was rated satisfactory, and the performance of the consulting firm (Output 5) was rated excellent. The performance of the executing and implementing agencies was satisfactory. Although the capacity and resources of the executing and implementing agencies were limited, they contributed to smooth implementation of the TA including data collection, coordination among the relevant government agencies, and organization of a number of training programs. ADB's performance in terms of TA oversight was hampered by the fact that the TA officer				

changed thrice from design to completion.

Evaluation of Outputs and Achievement of Outcome

Output 1: development of training modules. This output was fully achieved, with a needs assessment carried out in each of the six target cities, and 16 training modules prepared, covering nine topics on two levels: beginner and advanced. The 16 modules made available in English and Myanmar language. Each comprises four volumes: (i) trainer's manual, (ii) participant handbook, (iii) PowerPoint presentations, and (iv) handouts.

Output 2: implementation of training activities. The original target was 1,620 participants trained in at least one of the selected urban topics, under the assumption that each session is attended by at least 30 persons. For pedagogy and logistical reasons, maximum number of participants was reduced to 20, with a 5-day duration per course. The output was achieved, with 51 training courses delivered, 1,200 participants, and 6,000 training days. Although the total number of participants was reduced due to the reduction in the number of participants per session, the number of sessions was not reduced. This output is considered to be achieved.

Output 3: on-the-job-training for formulation of urban services business operation plans. The original target was the delivery of three to four plans for each of the six cities. However, due to budget and time constraints, one detailed plan was carried out for each city. However, on-the-job training for business operation planning was conducted as expected. This output was partially achieved.

Output 4: institutional sustainability of capacity development. The original targets were (i) training for trainers delivered at URDI, and (ii) business plan developed for URDI. Training for trainers were conducted and the business plan was developed for the URDI. This output was achieved.

Output 5: flood management. The original targets were (i) completion of flood risk assessments in Yangon, Mandalay, and Mawlamyine; and (ii) development and implementation of a training program at the DMH. Due to limited data, publicly available data were mainly used to for flood risk assessments. This output was achieved.

Outcome: improved skills of city authorities to manage urban development in a participatory and inclusive manner. The original targets included (i) six key cities' capacity to prepare the business operation plans demonstrated, and (ii) guidelines and manuals for flood risk management implemented. Both targets were achieved.

Overall Assessment and Rating

The TA is rated successful. The TA was relevant as it is fully in line with the government's development priority and ADB's strategy for Myanmar and the urban sector. The TA was effective because the intended outcome was achieved. The TA was less efficient as the TA implementation was delayed and the TA completion date was extended for one year. The TA is expected to be likely sustainable. The trainers at URDI who were trained under the TA's training for trainers program will continue providing various training programs in urban management for DUHD staff as well as local government staff.

Major Lessons

1. Mechanisms to work with a UN agency under ADB-financed projects should be well understood in advance. Administration and management of a consultancy contract with a UN agency was found to be very complicated and time consuming.
2. Planning and implementation of training sessions in six cities spread across the country was not easy, particularly in the country like Myanmar where transport and communication networks are still weak.
3. Adding additional outputs without government consultation is to be avoided.
4. Output 5 was implemented successfully with a relatively small amount of money, but it appeared to complement the ongoing program for Myanmar financed by the Government of Japan. There should have been more discussions to determine if such an arrangement is the best way to use ADB's resources.

Recommendations and Follow-Up Actions

1. It is recommended that ADB will continue to assist capacity development in urban development and management for the Union, State/Region, and municipal governments under the planned and ongoing ADB-financed projects using the training modules developed by this TA.
2. It is recommended that the Ministry of Construction will continue to strengthen the capacity, responsibility, and resources of URDI as the sole research and training center under the Ministry of Construction.

ADB = Asian Development Bank, TA = technical assistance, UN = United Nations.