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MINISTRY OF LGRD & COOPERATIVES (LG Division)
DEPARTMENT OF PUBLIC HEALTH ENGINEERING

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
T.A. No 1979-BAN: INSTITUTIONAL STRENGTHENING OF THE
DEPARTMENT OF PUBLIC HEALTH ENGINEERING (DPHE) PROJECT

A Change, An Opportunity

Policy and Operational Strategy
on the Role of DPHE in
Urban Water Supply and Environmental Sanitation Sector

DRAFT

July 28, 1996

 **bkh consulting engineers**

Civil, Sanitary and Environmental Engineering

in association with

COWATER International Inc.



AQUA Consultant & Associates Limited

R822 - 14931

T.A. NO. 1979-BAN: INSTITUTIONAL STRENGTHENING OF DPHE
POLICY PAPER

Table of Contents		Page(s)
1	INTRODUCTION	1
2	ROLES, RESPONSIBILITIES AND PRESENT POLICIES	1
3	ORGANIZATIONAL STRUCTURE OF DPHE	3
4	SUMMARY EVALUATION OF EXISTING FRAMEWORK AND POLICIES	3
5	THE FUTURE	4
6	POLICIES AND STRATEGIES	5
	6.1 Orientation and Coordination	5
	6.2 Institutional	6
	6.3 Financial, Subsidy and Cost Recovery	8
7	POLICY MATRIX	9

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1 INTRODUCTION

It is a world wide trend that the involvement of users in development processes increases effectivity and efficiency. The policy for the water sector emphasizes participation as well the responsibilities at the level of Paurashavas instead at the central level. The policy emphasizes Paurashavas' responsibility to operate systems in an effective and efficient manner as per users needs. With Paurashavas accepting the responsibilities, DPHE would be able to focus on the facilitating role instead of the implementing role and to concentrate on monitoring and sector planning. This is also in line with the GoB policy for decentralization and strengthening of the local government institutions. DPHE from origin is an implementor for the Paurashavas, the new role requires a changed orientation.

Many bilateral and multilateral agencies are assisting the sector. The ADB as one of them is implementing a programme in 9 towns (ADB loan:1264-BAN SF, Second Water Supply and Sanitation Projects). There are two TA projects piggy-backed with the main loan project. This TA project is assisting DPHE in the orientation process. The result of this project would be oriented and trained DPHE staff, who would be able to effectively perform the training and support role. As part of this project this draft policy paper is prepared. The paper should guide DPHE through the process and indicate the direction how to implement the facilitating role.

In May, 1996 the consultant reviewed the roles of the DPHE and the Paurashavas and held discussion with the various stakeholders in the sector. In July 1996 orientation workshops were held for the DPHE keystaff and selected Paurashava Chairmen. During these workshops the WHY and HOW of the new role was discussed. The outcome of the reviews, discussions and the workshops formed the basis of this policy paper.

The structure of this paper is as follows. Firstly a brief is given of the DPHE's roles and responsibilities. Part 3 gives a short description of the DPHE organization and in 4 brief evaluation is made of the existing policies. Part 5 takes a step towards the new policies and strategies while 6 describes them in more detail. Finally the policies, constraints, strategies, etc. are presented in a matrix format in 7.

2 ROLES, RESPONSIBILITIES AND PRESENT POLICIES.

DPHE's main responsibilities are in the following fields:

Policy Development

- i. Sectoral advise to the Government,
- ii. Policy formulation for the sector,

Planning and implementation

- i. Project plan, design, preparation, budget, implementation, monitor and evaluation

Support to Paurashavas and other institutions

- i. Implement and operate water supply and sanitation system in urban areas where institutions require technical support
- ii. Conduct training programme for municipalities/other sectorial personnel

Research and Development

- i. Conduct Research and Development activities for technological development
- ii. Develop appropriate technologies to address difficult areas
- iii. Retain advanced technology from external support agencies.

Monitoring and Control

- i. Water quality surveillance
- ii. Develop Management Information system for Paurashavas and DPHE
- iii. Environmental impact analysis, protection of water sources, disaster management, etc.

A lion's share of DPHE's responsibility is for the rural areas. Its success in the implementation of handpumps for safe drinking water has been enormous with a coverage of 90%. For the urban sector the present coverage is 50%.

Besides the drinking water, environmental constraints are emerging which require urgent attention. In addition to new technological developments, the organizational and policy matters are of growing concerns. All these aspects will become more and more important to DPHE.

For the urban sector the paper has considered the following components:

- i. **Water Supply:** water resource development, water treatment, storage, transmission, distribution, service connection, etc.

Sub-Sectors

- ii. **Sanitation:** on site disposal, domestic waste collection, waste water treatment and disposal, industrial waste collection, treatment and disposal.
- iii. **Solid Waste Management:** solid waste collection, transportation and disposal (sanitary land filling, etc.).
- iv. **Drainage:** storm water drainage system and disposal, household waste water drainage and disposal, etc.

Related Sectors

- v. **Institutional Development:** institutional capacity strengthening, organizational structure development, developing new roles e.g. support to Paurashava, developing methodologies for operations & maintenance, etc.
- vi. **Human Resource Development:** training, education, career opportunities, etc.

Policies.

The MLGRDC policy statement (dated February 1995) states that Paurashavas shall provide and maintain services as indicated above. The role of DPHE is supportive and will provide support to the Paurashavas.

3 ORGANIZATIONAL STRUCTURE OF DPHE

DPHE is a department under the Ministry of Local Government, Rural Development and Cooperatives (MLGRDC). Traditionally DPHE has planning, design and implementation as the main objective and output. DPHE has a (i) strategic top management centrally in Dhaka, (ii) an implementation basis (DPHE Circles) in seven geographical areas and in 4 external donor funded projects, (iii) supporting Circles i.e. Stores, Groundwater and Social Mobilisation Circle in Dhaka, (iv) the Planning Circle at Dhaka to advise the DPHE top management with its P&C, Planning, SIR, Design, Computer, Monitoring and Training Divisions. Some of these divisions also provide direct support to the implementation level.

4 SUMMARY EVALUATION OF EXISTING FRAMEWORK AND POLICIES

All reviews indicate that a new approach for the urban sector is needed. Observations in general indicate that water schemes deteriorate soon after completion. Important reasons are lack of qualified staff and lack of accounting and financial management. Roles and responsibilities between DPHE and the Paurashavas are not always clear. Monitoring in financial and physical aspects is strong but performance and impact monitoring is weak. Indicators on income and expenditure, investments, decision making, depreciation, water losses and non-revenue water, service standards, etc. are lacking. Also analytical skills and understanding among the DPHE staff to establish feedback mechanism to make use of the experience is lacking. DPHE is technical oriented, but is showing an increasing commitment towards the importance of the non-technical sectors. These main sectors are participatory development, health education, organizational development and financial management.

There is a lack of standards in the sector, systematic monitoring and structures for follow-up actions. Also the legislative aspects are weak. DPHE has 4 zonal laboratories but also lacks the follow-up mechanisms. Overall orientation in the urban sector is weak. Various donors are active in the sector but lack a uniform policy and working method. Coordination should be strengthened, while also methods are necessary to retain the technologies introduced by the external support agencies for overall use in the sector.

The human resources development within DPHE lacks a structured approach. In-house training for engineers is non-existing and is only provided through bi- and multilateral agencies, except for general training at Civil Officers Training Academy and at Public Administration Training College. Technical training is mainly conducted to field staff by UNICEF, WHO and as part of donor supported projects. For the training to clients, such as the Paurashava staff the training cell is responsible. However, with the present set-up it is difficult to see how the increasing need can be met. In order for DPHE to meet the challenges of the future 'in-house' training as well as 'users' training capacity has to be developed. The organization lacks further a systematic programme for staff development. The organizational culture and staff career development currently suffer from deficiency. Training is not considered as a criteria for promotions.

Finally it was reviewed that the urban sector in general lacks the capacity for policy development and analysis. Recommendations for a unit for the development of comprehensive policies for the sector, analyse the implications, update and modify the policies and oversee its implementation have been made.

THE FUTURE

How to deal effectively with the urban sector will not only be a matter of DPHE. Also the Paurashava and the customers are needed to provide input. In July 1996 a series of workshops were held with selected Paurashavas Chairmen and DPHE management and executive level staff to discuss the future of the urban water sector. The existing policy framework was taken as the point of reference. The main topics were:

- *how can DPHE optimise its role in the development and O&M of Paurashavas water sector and related sub-sectors,*
- *are any changes required for DPHE to fulfill its role,*
- *how can DPHE strengthen the cooperation with the Paurashavas.*

The policies as presented in the next chapter were developed in two steps. A introductory meeting was held in Dhaka with the DPHE executive officers in last week of May 1996. The second step was a series of five (5) workshops for groups (each 50) DPHE executives and the Paurashava Chairmen from the 9 Town SWSS project in July 1996. These workshops were held in fully participatory manner using basic principles of the OOPP method. The policies and the requirements were identified through a SWOT analysis. From these steps it clearly emerged that more steps have to be taken by both DPHE and Paurashavas to cooperate in planning, design and implementation than has been achieved before. The structure of DPHE will be adopted in such a way that training, support and facilitation to Paurashavas water supply and environmental sanitation is achievable.

DPHE considers the new role as a challenge. It will review the organisation and identify ways and means to ensure a commitment of its 7000 employees. The same will be valid for the Paurashava staff, also their commitment and motivation of the management and the staff is a prerequisite. Only DPHE's training and support will not make an efficient and effective water supply and sanitation system. In order to concretise steps DPHE will formulate and propose a number of measures for approval of the MLGRDC. Some of them are ready applicable and relate directly to the existing policies, for others more detailed analysis are needed.

During the workshop a number of key issues emerged:

- DPHE has a wealth of experiences and should capitalise on this. A monitoring system will be needed with indicators for scheme performance, such as service levels, water quantity and quality, system losses, accounting and financial management. DPHE in consultation with Paurashava is to identify standards.
- DPHE to strengthen itself in design, planning etc. and prepare training materials for DPHE staff to conduct training to Paurashava staff. Training division to be strengthened.
- DPHE to establish a data base and inventory of all urban schemes and their performance, technically and financially. Once the data are analysed and trends in the performance of the Paurashavas identified, a structured sector plan can be formulated. The data will be excellent training material for the DPHE trainers and for the Paurashava staff to learn from experience and not from theory.

DPHE will have to strengthen its training activities for all sectors. For the key area, the financial management, DPHE will recruit new staff. The financial management comprises the accounting and management of the loan component during construction, the financial management after completion of the system and during operation. The importance of a third area, which is often overlooked was discussed: the financial affordability to pay and

sustain the investment. DPHE should put emphasis on this in the future during the feasibility stage and to assist the Paurashava in selecting affordable water supply and environmental technologies.

6

POLICIES AND STRATEGIES

The policies have been prepared taken into account the following:

- use of the recent policy statement of the MLGRDC of 1995 as a framework,
- the existing organizational structure with its present structure and constraints,
- to formulate policies that are realistic and as much as possible can be implemented within the existing structure and are flexible to accommodate future changes following the outcome of some of the policies.

For presentation of the draft policy paper we have selected a matrix format. This will make the policies easily accessible. The matrix contains both the existing and the new policies. The new ones are indicated with an "*" mark and shown in italic. The column after the policies indicates the constraints to implement the policies. The third column gives the operational strategy and activity how to deal with the constraint. The next column suggest a time period needed to make the policy operational while the output indicates the desired results.

The policy paper has been subdivided in: (i) Orientation and Coordination
(ii) Institutional
(iii) Financial, Subsidy and Cost Recovery.

A first suggestion is made for the ministry to establish a Committee to monitor the implementation the policy, to analyse its result and to advise on changes or revisions. The members of this Urban Policy Implementation Committee (UPIC) will be representatives from the MLGRDC, DPHE and Paurashavas, coopted members from selected external support agencies.

6.1 Orientation and Coordination

Orientation

Policies are recommended which indicate the shift to the facilitating role of DPHE from its present implementing role. It also highlights the monitoring function and the importance of sector planning. There is growing concern on the financial sustainability of the facilities in the sector, for that reason DPHE should assist to achieve financial viable water entities and to promote private sector involvement. In addition the promotion of participatory development, including the involvement of women in all stages of the process is needed. Finally, the availability of water facilities alone without its proper use will not achieve the expected health benefits, therefore it will be essential that both the institutions will be strengthen in their capacity in design/delivery and promotion of health and hygiene training.

Coordination

Coordination at MLGRDC level is important to ensure continuing development in the sector and sub sectors. DPHE will have to play a major role as the sector agency and will ensure that the development is sustainable and equitable. Sector planning here is crucial. Further attempts will have to be made that donor support agencies discuss and agree on financing approaches in the

sector in order to avoid that financial conditions to Paurashavas depend on the policy of the donor support agency.

6.2 Institutional

DPHE/Paurashava relationship

DPHE will provide support in those cases where the Paurashavas require. In the cases where the Paurashavas are unable to provide the trained staff and are not able to run the system efficiently, DPHE will operate the system until such personnel has been appointed and Paurashavas are able to run the system effectively. To establish this well defined procedures and good coordination is needed. The working together of DPHE and Paurashavas is crucial for the development of the Paurashava system. In consultation with the Paurashava, indicators have to be developed to determine what type of support from DPHE is needed and when this can be withdrawn. This will have to be done with reference to clear indicators. Also DPHE will have to involve the Paurashava in all stages during the design and implementation of systems, maximum responsibilities should be given to those Paurashava who have proven to be qualified to do so. Together DPHE and Paurashava will formulate plans for future investment in the water and sub sectors, taking into account the consumers needs. DPHE will make efforts to upgrade the skills in the Paurashava. This requires an orientation of the DPHE staff as well as for the Paurashava staff to carry out the responsibilities. Both institutions will have to work continuously to ensure and staff commitment towards their responsibilities.

Organizational

DPHE will support the Paurashavas in the development of the water sector and the sub-sectors, and will operate the scheme if the Paurashava has no trained staff and cannot adhere to the set standards. In order for DPHE to this, job descriptions have to be reviewed and the support and training role to be included. DPHE will have to analyse its present task distribution and formulate plans how to structure skills and knowledge specifically for the urban sector. Most DPHE staff allocates substantial time to the rural activities and minimal to the urban activities. This together with the undefined roles of DPHE and Paurashava resulted at this stage in lack of in-depth knowledge on water scheme performance within DPHE. DPHE will have to strengthen its capacity in the technical aspects and in the financial and community management.

DPHE will concentrate more on the research and development activities in the sector and sub sectors. They will conduct case studies to identify trends in the performance of Paurashavas, analyse these and make recommendations for the Paurashavas and the sector. They will also establish good coordination and exchange of skills and knowledge and retain the same in DPHE for use in the sector. DPHE will strengthen itself to assist in Environmental Impact Assessments, etc.

DPHE requires a review of their staff development. There is no structured staff development programme in place. The organizational culture and staff career development currently suffers from deficiency. It is important that training is incorporated as a criteria for promotions.

Organizational Paurashava

An institutional framework has to be established in the Paurashavas in order to effectively and efficiently provide and maintain the water sector facilities and those of the related sub sectors. DPHE will support them in the design and implementation. Required are by-laws, adherence to

staffing numbers and qualifications. Paurashava should also be in a position to generate sufficient revenues to meet all operating and maintenance costs as well as a portion of the development costs. This requires a sound planning taking into account the consumers willingness to pay and well functioning of accounting and financial management system, including bill collection systems and disconnection regulations.

The Paurashavas require to involve the consumers in all steps of the development and involve NGOs to assist them in this process. In this context the Paurashavas should ensure that the NGOs have a positive approach towards involvement of women and participatory development. In order to achieve efficiency, private sector involvement should be encouraged.

Human resources development DPHE

DPHE shall operate a comprehensive training programme to ensure the up keep of the skills and knowledge of its staff required for the department, as well as on the skills and knowledge required to support the water sector and related sub sectors. They will strengthen the existing training capacity and establish a training cell and document the training programme. DPHE will have to prepare standards manuals for the Paurashavas for operation of the water sector and sub sectors. DPHE will identify specialists within its own cadre who can conduct training as a part time activity.

DPHE will also be required to provide training for other agencies in the sector. It is necessary they establish close links with other training institutions so that duplication is avoided. In particular the links with NILG have to be strengthened.

Human resources development Paurashava

The Paurashavas will ensure that all staff in the administration, engineering and health positions have the required qualifications and that the Paurashavas operate a comprehensive training programme towards the upgradation of the management skills. DPHE will assist the Paurashavas and to support them in planning and implementation.

Reporting/ monitoring

DPHE will introduce and maintain monitoring systems of the performance of the urban water supply sector and of the sub sectors. With the analysis of the data, DPHE will be able to identify trends in performance and in development of the sector. DPHE will then be in a position to advise the government on sector planning and will be able to secure an adequate service level by introducing additional strategies or revisions of existing policies. In order to achieve this, DPHE will upgrade its MIS and incorporate necessary indicators. They will upgrade the analysis skills and establish a feedback mechanism. The feed back should make the DPHE executive engineers more efficient in management and planning. In addition DPHE will have to speed up with stimulating its staff to use computers for analysing and general use.

Standards water quality, service level, monitoring and control.

DPHE will establish standards and guidelines for the sector and shall monitor and control whether the Paurashavas adhere to the standards. In addition DPHE will advise the Paurashavas on how to communicate the "service level" to the customers. This latter is important in order for customers to be involved and to be aware of the services they can expect.

6.3 Financial, Subsidy and Cost Recovery.

The Paurashava will be fully responsible for the operation and maintenance costs. In order to achieve this the Paurashavas shall have to adhere to the agreed water tariff structure and ensure an efficient bill collection system with strict actions against defaulters. For some of the sub sectors the payment is a private affair and should be promoted by the Paurashavas through awareness campaigns or other methods by themselves or with the assistance of NGOs. Other services as solid waste management will be collected as part of the household tax system.

7 POLICY MATRIX

Urban Water Supply

	Policy	Constraint	Operational Strategy/Activity	st*	mt*	lt*	Output
1	ORIENTATION AND COORDINATION						
1.1	SECTOR ORIENTATION						
1.1.1	<i>MLGRDC will establish a Urban Policy Implementation Committee (UPIC) to monitor the implementation of the policy and its strengths and weaknesses. It will recommend revisions/additions if needed.</i>		<ul style="list-style-type: none"> select members (members from policy and implementation level, i.e. MLGRDC, DPHE, Paur., coopted ADB/WB/UNDP) prepare T.O.R. to have regularly, at least half yearly briefings to MLGRDC on policy. 	x			<ul style="list-style-type: none"> mechanism to review and update policies when needed.
1.1.2	<i>DPHE, as the agency responsible for the water supply and environmental sector in Bangladesh to shift role to facilitate the sector by promoting Paurashavas to resume responsibilities and to play an active role in supporting the Paurashavas in providing their services</i>	<ul style="list-style-type: none"> (i) orientation of DPHE and Paurashava staff needed (ii) DPHE and Paurashava organizations not yet "tuned" to fulfill their roles and responsibilities 	<ul style="list-style-type: none"> DPHE and Paurashava management to develop methods to ensure commitment to new role and responsibilities. 	x	x		<ul style="list-style-type: none"> DPHE acts as facilitator DPHE as the national water agency monitors performance, set standards, guidelines, arranges training and assist self-supporting entities (PWSS) in the Paurashava.
1.1.3	<i>DPHE to maintain up-to-date performance records of all Paurashavas in order to advise GoB on sector planning.</i>	<ul style="list-style-type: none"> (i) lack of qualitative indicators and MIS. (ii) low coverage urban sector compared to rural sector. 	<ul style="list-style-type: none"> DPHE and Paurashava to design monitoring systems, incl. users needs. DPHE to compile, analyse and to advise GoB. inventory of present status to be prepared. 	x	x		<ul style="list-style-type: none"> sector planning based on performance records and users needs.
1.1.4	<i>DPHE will promote effectivity and efficiency in the performance of the urban water sector and related sub-sectors to achieve financial viable self supporting entities. For part of the water sector operation and for the related sub-sectors, private sector involvement will be promoted.</i>	(i) lack on orientation on "commercial approach", on the key principles of "effectivity and efficiency" and on self-supporting entities.	<ul style="list-style-type: none"> DPHE and Paurashava to design methods to optimise efficiency and monitor the same, while considering the Paurashavas' social needs. 	x	x		<ul style="list-style-type: none"> viable self-supporting entities.
1.1.5	<i>DPHE and Paurashava to promote the role of women in the process of planning, decision making and management as well as participatory development for the water sector and sub-sectors.</i>	(i) importance of the role of women in the development process not yet acknowledged.	<ul style="list-style-type: none"> DPHE and Paurashava to identify method and structure to involve women and indicators to measure involvement. 	x	x		<ul style="list-style-type: none"> womens' and households' need incorporated. better use of facilities provided
1.1.6	<i>DPHE and Paurashava to strengthen design/delivery and promotion capacity of health and hygiene training</i>	(i) lack of skills and knowledge in developing these capacities.	<ul style="list-style-type: none"> DPHE to coordinate with Ministry of Health, NLG and other actors and strengthen in-house training capacity. 	x	x		<ul style="list-style-type: none"> capacity in health and hygiene training
1.1.7	<i>DPHE to provide technical advice, training and support to Paurashavas in operational management for the water sector</i>	(i) lack of guidelines and procedures	<ul style="list-style-type: none"> DPHE and Paurashava to establish guidelines for cooperation and to identify indicators 	x	x		<ul style="list-style-type: none"> constructive cooperation between the "facilitator" and the "provider" technically well operated water supply system.

Remarks: * policies elements are an abstract or quote from policy statement paper MLGRDC, those elements shown in italic have been added and are proposed for inclusion.
st/mt/lt : short (1996-97), medium (1998-99) and long term (2000-2005)

Urban Water Supply Sector and related Sub-Sectors/PA: No. 1979-BAN: P. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
1.2	SECTOR COORDINATION						
1.2.1	<ul style="list-style-type: none"> • <i>DPHE to ensure that development in the water supply sector and sub-sectors is sustainable and equitable.</i> 	<ul style="list-style-type: none"> (i) different donors have different operational strategy. (ii) absence of updated sector plan 	<ul style="list-style-type: none"> - policy coordination at the MLGRDC Level. - sector planning and reviewing for continuous and structured development of the sector 	x	x		- sustainable and equitable development in all Paurashavas.
				x	x	x	
1.2.2	Attempts particularly will be made to ensure coherence of approaches towards financing programmes in the water supply sector and sub-sectors by the development partners.	(i) lack of structure to ensure uniform strategy for all institutions in the sector.	<ul style="list-style-type: none"> - MLGRDC to ensure adherence to policy. - objectives of present committees to be scrutinised and possibilities of improved coordination or establishment of a single committee for the sector. 	x	x		- proper coordination to ensure implementation of sector policies.

Remarks:

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Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN: I. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st*	mt*	lt*	Output
2	INSTITUTIONAL						
2.1	DPHE/PAURASHAVA RELATIONSHIP						
2.1.1	Technical support through DPHE for sector planning, project planning, design and implementation management, human resource development and monitoring of the water supply, drainage, solid waste management and environmental sanitation sector.	(i) lack of formal relationship (ii) lack of coordination and misunderstanding at operational level, EE/Paur. (iii) DPHE weak in support capacity (iv) DPHE support role not institutionalised	- prepare new procedures in consultation DPHE/Paurashava how to effect new task - establish official relationship EE/Paur - DPHE to strengthen its support role - DPHE reorient staff for its support role and adjust organisational structure and tasks	x			- clear roles Paurashava/DPHE - good understanding Paurashava/DPHE - strong support role DPHE - oriented staff and organisation tuned to support.
2.1.2	In the absence of adequate and trained personnel, DPHE will execute and maintain water supply and sanitation systems until such personnel are appointed and trained. DPHE will assist in non adequately equipped Paurashavas to handle matters regarding planning and implementation.	(i) lack of standards/"reference points" (ii) lack of procedures and guidelines: DPHE to operate and maintain in relation to Paurashavas 'trained staff'. (iii) lack of qualified staff in Paurashavas	- At National level, service standard to be established as reference for measuring system performance - indicators as reference point for system performance to be established by DPHE/Paur - indicators to used on WHEN and HOW, the DPHE input in execution is needed/or how support is provided. - DPHE will depute EE/SDE to Paurashavas to assist them	x	x		- performance standards established - clear roles and responsibilities - Mechanism for support to Paurashava established
2.1.3	The Paurashavas be involved in the formulation & implementation of new schemes at various stages.	(i) lack of systematic planning for improving services, training staff and securing efficient O & M of Paurashava services.	- Paurashavas to develop internal structure to involve users - DPHE to develop structure to involve Paurashavas. - DPHE to prepare in close consultation with Paurashavas a comprehensive plan how to achieve standards for the minimum water service level and for related sub-sectors	x	x		- Paurashavas take users need into account - Paurashava and DPHE good coordination in formulating, planning, etc. - Paurashava and DPHE have agreed standards and targets
2.1.4	Sustained efforts will be made to upgrade the capability of the Paurashavas	(i) lack of analysis of requirements and subsequent training plan (ii) low technical standards of projects and contractors work. (iii) no control on technical skills and knowledge PWSS staff	- DPHE to analyse system performance and prepare in consultation with Paurashava a training plan to improve services. - Govt standards of completed work to be adhered to. - completion certificates to be improved - identify possibility of contractors training - translate specs. in Bangla. - guidelines staffing qualifications - introduce certificates	x	x		- Paurashavas capability strengthened - improved quality of works - documentation in Bangla - contractors conversant with specs - improved PWSS staff

Remarks:

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policies elements are an abstract or quote from policy statement paper MLGRDC. those elements shown in **italic have been added** and are proposed for inclusion.
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Urban Water Supply Sector and related Sub-Sectors/ TA: NO. 1079-DAN: 1. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
		(viii) lack of coordination and uniformity in technical designs resulting in future constraint in O & M	- revive and review functions of "Technical Committees" to guide in coordination and preparation of uniform standards	x			- standardised designs and manuals for uniformity.
		(ix) not aware of latest developments in the sector	- trainers to follow courses on latest development and coordinate with other projects in the sector. - documentation centre to be strengthened, updated and maintained	x	x		- knowledge on appropriate technologies - documentation centre updated
2.2.2	* <i>DPHE shall conduct research and development activities for appropriate technologies and other developments for the sector with especial emphasis to the difficult areas</i>	(i) lack of expertise in urban related sub-sector facilities (ii) partly adherence to job description of the staff of the divisions within planning circle resulting in non-implementation of essential activities (iii) weak planning and design capacity for urban water and sub-sector facilities at DPHE	- selected trainers to be trained in sub-sector developments - DPHE to strengthen its capacity for the expertise in the sub-sectors - review job description - structure and strengthen Planning, SIR and Design divisions.	x	x		- basic expertise for urban sector available - clear tasks for research and developments activities. - DPHE able to plan and design - DPHE able to guide consultants
2.2.3	* <i>DPHE shall retain the advanced technology introduced by external support agencies for overall use in the sector</i>	(i) weak coordination between donor-supported projects and DPHE (ii) no adherence to job description of planning circle.	- establish guidelines for coordination. - review job descriptions.	x			- increasing efficiency in design, implementation and O & M of the facilities. - DPHE divisions designated to carry-out tasks.
2.2.4	* <i>DPHE shall carry-out or assist in environmental impact analysis, protection of the water sources, disaster management, etc</i>	(i) shortage of trained and skilled staff (ii) lack of structure	- DPHE to identify staff and capacity to be strengthened - review organisational structure and make changes if needed.	x	x		- suitable DPHE staff to assist - DPHE's selected division(s) responsible.
2.2.5	* <i>DPHE human resources to ensure optimum use of available resources for effectivity and efficiency in all aspects related to the water supply sector and related sub-sectors.</i>	(i) lack of procedures on how to deal with non-motivated and committed staff (ii) promotion scheme based on seniority only (iii) lack of sufficient authority of DPHE in personnel administration (iv) low management ability	- analysis of result of present personnel scheme - advise on changes in procedures - prepare and introduce performance indicator - analysis and prepare advise - upgrade management skill, specially at EE level	x			- DPHE human resources developed - better personnel management

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st/mt/lt: short (1996-97), medium (1998-99) and long term (2000-2005)

Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN: I. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
2.3	ORGANIZATIONAL PAURASHAVA						
2.3.1	Paurashavas shall provide and maintain : (i) water supply (ii) storm water drainage (iii) solid waste disposal (iv) public sanitation	(i) PWSS has no proper institutional framework within all Paurashavas (ii) lack of proper planning mechanism, taking into account future financial situation and consumers demand (iii) lack of guidelines and enforcement of PWSS staffing requirements and qualifications (iv) existing low quality staff at PWSS (v) Technical quality standards low in Paurashava	- DPHE will stimulate preparation of by-laws - DPHE to strengthen physical and financial planning capacity of Paurashava - advise on general structure - analyse existing staffing - prepare guidelines and standards - prepare certificate course - technical standards for Paurashava to be proposed	x x x x x	x x x x x		- good institutional framework for PWSS - qualified staff at PWSS - avoid over and under staffing - improved technical quality
2.3.2	Piped water supply facilities in each household needs to be provided for urban core population, and hand tubewells for slum and fringe populations, to ensure disposal of human excreta, safe disposal of sullage and solid waste for ensuring environmental sanitation	(i) lack of planning capacity in Paurashava (ii) lack of awareness of financial management and "business like approach"	- DPHE to advise on and assisting in planning, with emphasis on sustainable financial schemes.	x	x	x	- equitable and sustainable water supply system.
2.3.3	Paurashava shall generate sufficient revenues from their own resource to meet all of their operating expenses and cover a portion of their development expenditure as prescribed for each Paurashava by MLGRDC.	(i) lack of serious interest in sound financial management to sustain facilities (billing, repayment loan, etc.) (ii) Paurashavas' accounting and financial management system outdated, some Paurashava reluctant to introduce double-entry system	- DPHE to be trained in "business like approach" - DPHE to train Paurashava (for selected group: 9 WSSP, immediate) - inventorise of accounting & financial management system - advise on one system throughout MLGRDC	x x	x x		- improved accounting and financial management at PWSS - Paurashavas capable of cost recovery (operating & part/full investment)
2.3.4	Public Awareness and Participation, responsibility of the Paurashavas to conduct periodic meetings and participation in all phases of design and implementation. For NGO selection, to adopt a positive approach to gender and development issues. Contractors will be encouraged to employ woman	(i) lack of coordination within Paurashava administration (ii) no experience at Paurashava level in community involvement and participatory development in Water Sector and sub-sectors	- internal Paurashava matter - DPHE will have active input in WATSAN Committee - DPHE to analyse its rural approach and existing donor supported project approach - prepare approaches/methods for urban sector and advise Paurashavas	- x	- x	- x	- constructive functioning of WATSAN - Paurashava strengthened in community participation

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Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN: I. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
2.3.5	For efficient and reliable services, Paurashavas shall endeavour to contract out to the private sector provision of its services.	(i) private sector not oriented and developed in this sector.	- initiate action plan to contact out solid waste collection and disposal, drain cleaning - involve NGOs for support - make water supply operation financially attractive.		x x x		- efficient operation of Paurashava facilities.
2.4	HUMAN RESOURCES DEVELOPMENT: DPHE						
2.4.1	* <i>DPHE shall operate a comprehensive training programme to ensure the up keep of the skilled and knowledge of its staff required for the department, as well as on the skills and knowledge required to support the urban sector and sub-sector for effective and efficient operation.</i>	(i) weak in-house and user training capacity	- strengthen capacity in existing training division - prepare proposal for separate training cell under planning for in-house, and user-training as part of implementation - request approval of MLGRDC and implement - select DPHE trainers, for part time involvement - employ professionals for specific topics	x x x x	x x		- training capacity - advising capacity - support capacity
		(ii) lack of training documentation in DPHE and not updated	- training experiences and documentation to be updated in DPHE training division.	x			- good training material
		(iii) skill and experience in urban related component not structured	- selected trainers to inventorise and analyse data on performance of water sector and sub-sectors - training programme in specific topic	x	x x		- good up-to-date training, materials based on practical experiences
		(iv) DPHE staff not aware of latest development in the sector	- trainers to follow courses - documentation centre to be updated and maintained		x x	x x	- updated knowledge for introduction suitable technologies
2.4.2	* <i>DPHE shall be able to facilitate training to Paurashava and those agencies involved in urban water supplies in the sector and sub-sector related activities and components and shall coordinate with all other training agencies in the sector, in particular with NILG</i>	(i) other training institutions exist, but none to cover full PWSS and Paurashava need.	- DPHE training cell to coordinate with all institutes and stakeholders	x	x		- coordination in building training capacity.
		(ii) training capacity in the sector as a whole is weak.	- DPHE to establish close links with NILG	x	x		

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Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN: 1. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
2.5	HUMAN RESOURCES DEVELOPMENT : PAURASHAVA						
2.5.1	It is necessary to ensure that all staff in administrative management, engineering and health positions have the requisite qualifications as required by rules.	(i) lack of qualified in some Paurashavas.	- DPHE to assist Paurashava in determining relevant qualification	x	x		- qualified staff
2.5.2	Every Paurashava shall operate a comprehensive training programme geared towards upgradation of management skills.	(i) lack of training funds and capacity in Paurashavas	- DPHE to advise and assist Paurashava in preparing training programme and provide required support	x	x		- well trained staff

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st/mt/lt - short (1996-97), medium (1998-99) and long term (2000-2005)

Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN/ I. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output	
2.6	REPORTING/MONITORING INFORMATION SYSTEM DPHE							
2.6.1	<p>• DPHE shall maintain monitoring systems on the performance of urban WS and sub-sector services to advise the Government on developments, actions to be taken and policies for the sector to secure an adequate service level and to act as resource base for practical training for the water supply sector and related sub-sector agencies and Paurashavas.</p>	(i) DPHE's existing monitoring is only quantitative and not qualitative	- identify add. monitoring system and identify its usefulness for policy preparation and planning	x			- operational MIS - well defined indicators	
		(ii) Effectiveness of operation, benefits are not measured, also not requested for by ministry.	- to analyse tasks of Planning Cell, recommend whether reorganisation of is needed.		x			
		(iii) no analysis of monitoring data	- analyse data - establish feedback system			x		- analysis and feedback system
		(iv) no feedback. (no Problem Solving Approach)				x		- effective MIS system at customers level.
		(v) no data measured on system efficiency and consumers' satisfaction	- in consultation with Paurashava identify monitory system and indicators			x		- advise on performance improvement based on field experiences - training programmes based on field experience
		(vi) lack of in-depth knowledge on system schemes performance	- focus will be on lessons learned - SIR to carry out case studies on effectiveness of schemes	x		x		- good communication through use of analysis
		(vii) no structured follow-up as integral part of reporting system	- communications to be improved - procedures and agenda for regular meeting between CE and SE and separate SE-EE to be introduced			x	x	- increased performance - DPHE skilled and example to trair Paurashavas
		(viii) lack of interest in computerising. Analysis done by hand	- general use of computers to be increased					- realistic planning for investment - realistic priorities for funding
		(ix) computers hardly used by engineers.	- increase computers use for analysis					- uniform MIS - uniform reporting and feed back system.
		(x) No data base on Paurashavas' performance and planning for new investments	- d-base to be used - include performance indicators			x	x	
		(xi) Donor funded projects have own MIS system.	- analyse the MIS together with donor projects - agree on uniformity in systems			x	x	
		(xii) MIS often not accompanied with the corrective actions required	- agree on how to report on corrective measures			x	x	

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Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN: I. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
2.7	STANDARDS WATER QUALITY, SERVICE LEVEL, MONITORING AND CONTROL						
2.7.1	<ul style="list-style-type: none"> • <i>DPHE shall establish standards and guidelines for drinking water service levels (quality, quantity i.e. pressure, delivery period, etc.) reflecting needs of the consumers (private users, industries, etc.).</i> 	<ul style="list-style-type: none"> (i) no standards exist for service level standards (ii) no procedures for regular testing (iii) no channelling of test results (iv) no control mechanism/no sanctions 	<ul style="list-style-type: none"> - DPHE to propose standards - DPHE to test and to control - DPHE will make proposal to take legislative actions 		x		<ul style="list-style-type: none"> - standards available - DPHE in charge of testing and consulting agency - systems for legal actions in place.
2.7.2	<ul style="list-style-type: none"> • <i>DPHE shall monitor and control the water quality and service levels of Paurashava</i> 	<ul style="list-style-type: none"> (i) no agency carries out regular checks on urban drinking water quality. (ii) no procedures for channelling test results to legislative authority (iii) no control mechanism/no sanction 	<ul style="list-style-type: none"> - DPHE to propose procedure - DPHE to take up testing, analysis and control role - DPHE proposal to take legal actions, coordinate with DoE. 		x		<ul style="list-style-type: none"> - procedures for testing in place - DPHE in charge of testing - establishment of a legal action mechanism
2.7.3	<ul style="list-style-type: none"> • <i>DPHE shall advise on methods for communication Paurashava-Customers</i> 	<ul style="list-style-type: none"> (i) Paurashava consumers fully dependent on PWSS (ii) Paurashavas population are not aware of service level (iii) Paurashava consumers have no complaining system. 	<ul style="list-style-type: none"> - request PWSS to circulate standards to consumers - proposal for registering of complaints will be made (PWSS to act, DPHE to monitor) 		x		<ul style="list-style-type: none"> - consumers awareness in service level. - established systems for customers complaints and required action.

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Urban Water Supply Sector and related Sub-Sectors/ TA. No. 1979-BAN/1. S. DPHE

	Policy	Constraint	Operational Strategy/Activity	st [#]	mt [#]	lt [#]	Output
3	FINANCIAL, SUBSIDY AND COST RECOVERY						
3.1	The cost of operation and maintenance of the water supply and sanitation system shall be borne by the Paurashavas out of their own resources after completion of the development projects.	(i) present water rates often not sufficient to sustain the scheme (ii) present cost recovery system non-functioning.	- DPHE to assist Paurashava in determination water tariff structure, accounting, billing and financial management system - DPHE to advise on funding mechanism/sources for operating the facilities. (i) water supply - self sustainable/water rate & water tariff (ii) household environmental sanitation - consumer (iii) storm water drainage - conservancy rate (iv) solid waste management - conservancy rate	x	x		- improved financial capacity of Paurashavas
				x	x	x	

Remarks:

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