

Delete

8 2 2
BT 86

SUPPORTED WATER AND SANITATION PROGRAMME IN BHUTAN

ANNUAL REPORT

The report is prepared according to guidelines given in memo from UNICEF Thimphu A5.0/679-A17.0/679 dated 190886

- ii. The report is expressing the personal views of the Project Officer for the purpose of UNICEF management improvement
- iii. The report is fulfilling the Noted Projects requirement for yearly reporting.

TABLE OF CONTENTS

	Page
Analytical Overview	2
Programme Trends	3
Programme Implementation	3
Utilization of Funds	6

LIBRARY
INTERNATIONAL REFERENCE CENTRE
FOR DOCUMENTATION
SARAJEVO

822-BT86-2655

ANALYTICAL OVERVIEW

Water Supply

The delivery of rural water supply in Bhutan has steadily increased from 17 schemes/year in 1974/75 to 221 schemes in 1984/85. A review mission evaluating the programme in 1984 disclosed a high degree of malfunctioning of schemes, and as a result the rate of delivery of new schemes was reduced, while repair and rehabilitation of the defunct schemes was taken up at an increasing rate.

The yearly total number of schemes were at a peak in 1985/86 and 1986/87 with 323 and 317 schemes respectively. Delivery of schemes during the 4th plan period reached 60% of target, whereas the 5th plan target-achievement will be 75% when only new schemes are considered, and 97% when both new and rehabilitated schemes are counted.

Lack of reliable data prohibit preparation of population coverage statistics. By village the coverage increment in the reporting period was 4% bringing the total coverage to 22% (951 out of 4500 villages)

Sanitation

The UNDP/WHO supported Low Cost Sanitation programme (LCS) BHU/82/001 has absorbed most activities in the sanitation areas, and may be considered as a pilot project to guide technology choice, project preparation and implementation of the heavier UNICEF funded sanitation component. Under the LCS project health education training has been implored on 50 national instructors Assistant Engineers, Section Officer and Zonal Health Workers, 162 school teachers, 53 Basic Health Workers and 70 Health Assistants. The training was partly class room instruction, and partly demonstration of construction use and maintenance of low cost human wastes disposal facilities. A total number of 301 school latrines and 112 household latrines are under different stages of completion, and 24 nos experimental latrines in selected villages are under evaluation for appropriate technology choice.

Even though funds are available for UNICEF involvement in latrine delivery, the past performance and acceptance of the facilities so far constructed, as well as the extremely high unit cost experienced (USD 360 each) has called for caution with respect to replication and mass delivery. The UNICEF involvement in the latrine programme has therefore been delayed awaiting appropriate technology development.

Management

The manpower situation in the sector is alarmingly poor and is impeding programme delivery. The professional standing of present staff is low - to the extent that in some cases even at senior engineering level, only rudimentary knowledge and experience, and complete lack of formal training is there in some cases. The present capacity is hard to estimate, but at HQ and Zonal level there are 40% vacancies in engineering posts. At District level the engineering department responsible for water supply and sanitation also covers suspension bridges, feeder roads etc. and a conservative guess would be that 1-2 districts staff are carrying the load of survey and construction of an average 18 schemes yearly in addition to sanitation and general management.

Most senior engineers are non-nationals (Indian); at HQ and Zonal level 100% and at District level 60% in the junior engineering ranks, 60% are Indian personnel.

PROGRAMME TRENDS

Future development trends have been illuminated through the present 6th plan sector programme preparation and a distinct course correction from heavy construction-/ target orientation towards the soft aspects of sector development has taken place during the reporting period. The course correction is perhaps best expressed by the water supply target which has been reduced from 300 to 120 schemes per year. It is also reflected in the introduction of programme support elements of managerial-, social-, anthropological-, promotive- and educational character which in monetary terms represents close to 10% of the entire programme.

PROGRAMME IMPLEMENTATION

Physical achievement

From the analytical overview it will be seen that except for latrine delivery the physical programme targets have been quantitatively met, although major constraints were experienced. This was only achieved through the Department's ability to adapt to sudden changes in programme delivery premises, such as the UNICEF support, and its rapid reaction to feed-back from the field. In spite of slow or no response from UNICEF in crucial areas like manpower training and development, appropriate technology development and managerial and logistics support, the delivery rates have been kept.

Manpower Development

A vertical manpower development programme to raise the professional standard of present staff was initiated in 1983, when three nationals were to undergo a 5 months training at Middlesex University, U.K. The training programme was to be expanded yearly. Unfortunately UNICEF has not been in the position to implement this programme- in spite of repeated requests from the government. The issue was thoroughly addressed under the country programming exercise, but the UNICEF rejecting the support of HRD was entirely surprising to the Project Officer as well as to the RGB. Renewed efforts are being made within the scope of the 6th plan. During the reporting period, two junior level engineers have undergone a two weeks training at ATI, Bangkok.

Appropriate Technology

To ensure appropriateness, and to reduce cost of physical facilities delivered under the programme, an appropriate technology development component was devised and programmed under the country programming in 1985. UNICEF still remains and take proper action on this project with the obvious and unfortunate delay of the entire sanitation programme for a whole year.

LET'S GO INTERNATIONAL REFERENCE
 CENTRE FOR COMMUNITY WATER SUPPLY
 AND SANITATION (LCS)
 P.O. Box 50110, ZOOB AD, The Hague
 Tel. (070) 614911 ext 141/142

RN: 6988 2655
 LO: 822 BT 86

Transportation

Implementation is to a great extent dependent on logistics and stores management and the ability to mobilise materials and manpower. In a decentralised system, where an average 1-2 engineering staff in each District are solely responsible for the implementation of an average 18 water supply schemes per year, managerial and logistics support is the backbone of operations. In this country, the District Engineer has no means of transport- he either walks or takes the bus- indeed if there is one. The department has a longstanding request for vehicles for the central stores, responsible for distribution of materials, and to the districts for local manpower and materials mobilization. UNICEF action is still awaited.

Data Processing/Statistics

Due to heavy workload on all links in the programme delivery chain, collection and processing of statistical data necessarily gets a low priority. During the reporting period some headway was made, as each single water supply scheme now has been recorded by location (village-block), population and implementation status. The present manual handling of statistics and the low manpower capacity results in modest accuracy and reliability of the information produced. Computerised data handling has therefore been suggested during the reporting period. The department has not been able to persuade UNICEF of the feasibility of computerisation, and UNICEF has so far rejected procurement of the necessary computer equipment. The only experienced national water engineer in the country, who also had some computer knowledge, was offered a Master's programme in India by UNDP. This left the department blank as far as computer knowledge is concerned, and cut the engineering capacity in that field and at that level by 50%.

Programme Support Communication

Lack of user education and awareness of basic health and hygiene is a main constraint to development. A near total illiteracy forms a poor basis for communication, and the design and delivery of an appropriate message under the present conditions may actually be challenge beyond reach of the local development support communication agency, national workshop to evaluate the conglomerated resources needs of DSCD for the efficient delivery of programme support was proposed by UNICEF Thimphu only to find that there was no awareness of such needs in the division itself. This attitude of an agency so instrumental to success is alarming, and UNICEF must assume a responsibility and take a lead in proper capacity building in DSCD.

Monitoring

Monitoring the programme is obviously difficult under the present constraints. Until the manpower capacity is improved, there is no way of proper monitoring the development interventions encompassed in the programme. To partly alleviate the urgent need for monitoring systems, a rudimentary scheme of documentation and periodic review meetings has been designed. The system institutionalizes District-, Zonal- and HQ Review Meetings at quarterly and semi-annual frequencies. Preparatory documentation of programme progress has been systemized, and is presented at the various administrative levels prior to review meetings.

Technical Assistance will shortly be mobilized for preparation of appropriate comprehensive monitoring system.

Experience with Other Partners

Working relations with other partners both local and external have been first class. The only instance of non-coordination experienced was the UNDP sponsoring the PHE Cell senior national engineer for a one year M.Sc. programme in India. The detrimental effect has been explained above. Agencies operating within the same programmes must be mutually responsible for information exchange on project related matters.

A. UNICEF missions are consuming a vast amount of working hours in preparation for- and back-up functions during visits. Although there is an apparent need for closer communication between the various sections and offices of UNICEF ROSCA and in Thimphu itself, I would strongly recommend that missions are economized on, and that information and statistics already on hand in UNICEF Thimphu or UNICEF ROSCA is made available to the mission without repeatedly requesting the same from Bhutan government.

Programme/Project Management

Staff movements and current management policies in UNICEF ROSCA and UNICEF Thimphu during the reporting period may be reasons for some of the unfortunate situations described above. Lack of clear lines of command and decisionmaking and an astonishing poor communication between the UNICEF offices are bound to result in mal-management. The tendency to establish communication lines bypassing project personnel create voids and discontinuity in our information basis.

Strengthening the UNICEF Thimphu office has lead to streamlining programme delivery, and as a personnel and systems are thoroughly tuned in, the contribution will no doubt be even grater.

The water and sanitation sector is now quite diversified and covers a multitude of special professional areas viz. sociology, communications, general project management, manpower training and development, and engineering. Since there is virtually no expert support to find in the department itself, the Project Officer position must be filled with personnel of versatile competence. Care should be exercised accordingly under recruitment and selection of replacement staff.

Personnel Management

The UNICEF personnel management system does not seem to operate very well seen from this end. Cumbersome travel procedures and heavy delays in reimbursement of expenditures and payment of salaries and emoluments create considerable discontent, and generates extra work on all parts.

UTILIZATION OF FUNDS

Funding of the programme is partly over UNICEF General Resources budget, partly by DANIDA noted funds, and partly over UNDP budget (Low Cost Sanitation). No information on utilization of general resources has been received during the reporting period.

The UNDP contribution in the period totalled USD 145,270.-

Utilization of DANIDA Noted Funds, ref. Form 300/85/345 were:

SCF/CCP	DATE	VALUE	DESCRIPTION
0099-1	16.07.85	1,000	Sanitation Conference
0100-1	16.07.85	7,300	Survey instruments
0063-1	03.01.85	1,000	Secretarial assistance
0069-1	03.01.85	20,000	Freight for 1985
0080-1	17.04.84	3,000	Secretarial assistance
0085-1	29.05.85	24,700	Freight Cal-P/ling HDPE
0010-1	29.01.86	2,500	secretarial assistance
0012-1	11.02.86	8,400	Training WS, in Bangkok
0998-1	12.02.86	10,000	Freight for 1986
Sum 0785-0686		77,900	USD
Previous		<u>1,815,500</u>	USD
Grand Total		<u>1,893,400</u>	USD