

Dera Ismail Khan Tehsil Municipal Administration

Formulating Strategic Plans

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Executive Summary

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The pilot project in TMA Dera Ismail (DI) Khan focused on developing strategies to improve water and sanitation delivery within the context of LGO 2001. The core objective was to develop, pilot, and present a viable and replicable model to the Government of the North West Frontier Province (NWFP) for local government capacity building in the Water Supply and Sanitation (WSS) sector. In the light of the broader focus on improving municipal management within the new devolution framework, the pilot has drawn lessons of good practice from recent experience of working with local governments in Pakistan and the region.

The envisaged outcome of this pilot project was a “strategic water and sanitation plan, prepared in consultation with the relevant stakeholders and fully owned by the key implementers. A key indicator of ownership would be the preparation of the FY 2004-2005 TMA budget, based on the recommendations of the strategic water and sanitation plan with a firm understanding and clarity of roles and responsibilities among the staff of the TMA and other institutions related to municipal service delivery.”¹

In the initial stages of the review, it became apparent that there were certain broader binding constraints that limited the effectiveness of the support provided. TMA DI Khan provides a useful empirical base to reflect on these and, together with comparative reflections from other countries, a broader municipal support framework has been developed.

Water and Sanitation Program-South Asia (WSP-SA) support involved the introduction of strategic planning methodologies in TMA DI Khan through the support of short-term specialists. Three such specialists—an overall team leader and institutional specialist, an engineering specialist and a financial specialist—were deployed. The support consisted of two phases. Phase 1 involved consultation and information gathering and sharing; Phase 2 dealt with the development of the strategic plan itself.

Phase 1

Phase 1 involved consultation, and information gathering and sharing. The output was a planning wall map illustrating tehsilwide information on infrastructure, institutions, and resources. For the first time, the entire TMA area was reflected on a map, which assisted in generating debate on tehsilwide challenges regarding water and sanitation.

Phase 2

Phase 2 dealt with the development of the strategic plan itself. A strategic planning methodology was developed for the context of TMA DI Khan. It comprised a number of steps.

A technical, financial, and institutional review together with a beneficiary survey constituted the water and sanitation profile. Based on this information, priority issues were defined which in turn informed the development of a vision and objectives for water and sanitation.

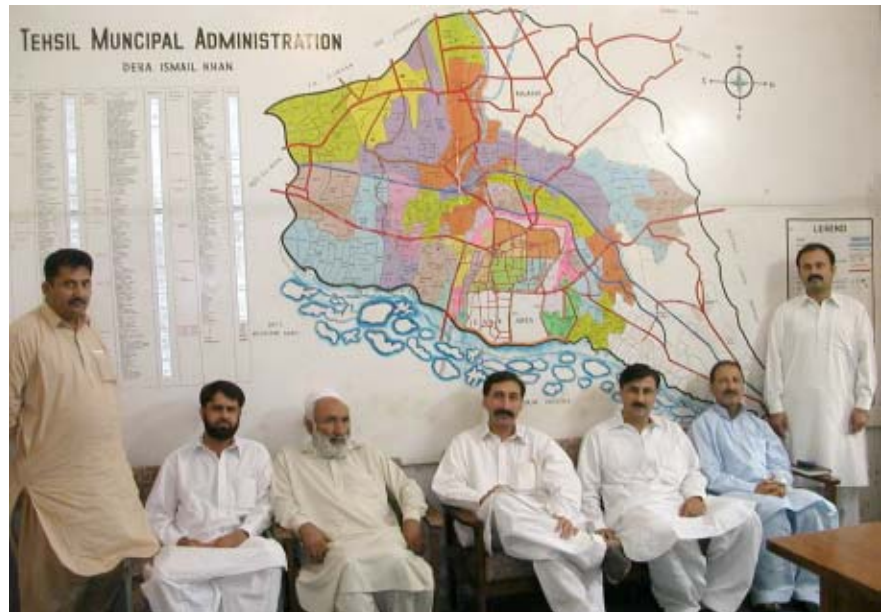
¹ Inception Report, 2003:11.

Strategic options were then defined which, together with guiding principles, formed the basis of technical, financial, and institutional recommendations.

While it was envisaged that the plan would be translated into an annual and medium-term budget, this was not achieved. Anticipated innovations (extended services to rural areas, improvement in service delivery, consolidation of providers, and introduction of new institutional models) have not yet been achieved. The key reasons for this relate to the broader binding constraints.

Binding Constraints

The review identified two central binding constraints—lack of effective implementation of the devolution plan and general capacity problems—within the broader environment which together have resulted in a number of impacts.



The wall map reflected the entire TMA area, which greatly aided the staff's work.

Lack of effective implementation of devolution plan. The devolution process is not yet complete with TMAs only delivering water and sanitation in urban areas. Only the structures of Local

Government Ordinance (LGO) 2001 and some fiscal innovations have been established. However, many of the systems (planning, institutional options for delivery, monitoring and oversight,

Box 1: Local Government Ordinance 2001: Creating new models

Local Government Ordinance (LGO) 2001 presented a new model of local government in Pakistan. It brought about major structural changes in service delivery including municipal services—water and sanitation services devolved to Tehsil Municipal Administrations that have fiscal authority, administrative control, and political oversight.

The creation of tehsils in rural and urban areas was anticipated to benefit the poor in several respects. Financial gains were envisaged from realizing economies of scale; efficiency was to be improved through embedding capacity and decisionmaking powers in these new local institutions, and equity enhanced across rural and urban areas. (*Decentralization—Creating Space for W&S Sector Reforms*, page 2.)

LGO 2001 has been aimed at four major outcomes: “rationalization of agencies, participation, institutional and organizational robustness, and management of water as an economic good.” (ibid, page 12.)

In order to achieve these envisaged gains and outcomes, a number of structures and system relationships were enabled relating to structures for participation, decentralizing certain functions to the tehsil level, planning, budgeting and financial flows, institutional options for service delivery, oversight and monitoring, and inspection and intervention.

A technical, financial, and institutional review together with a beneficiary survey constituted the water and sanitation profile. Priority issues were then defined which in turn informed the development of a vision and objectives for water and sanitation.

and inspection and intervention) are still embryonic or absent (see Figure 2). Introducing strategic planning within this context has therefore had limited impacts because of the absence of these systems.

Capacity problems. Capacity is a central constraint to improved planning and

service delivery. Problems in this regard are caused by two main issues: drawing TMA staff from the 'surplus pool' and the ban on filling the post of Tehsil Officers-Planning (TO-Planning) has resulted in limited innovation and no 'institutional home' for planning. The hierarchy of the civil service in terms of control over postings and transfers,

incentives, career paths, and skills are generally higher in the provincial and federal tiers of government than in local government.

These factors, compounded by the absence of the basic building blocks of administration and lack of effective implementation of the devolution plan,

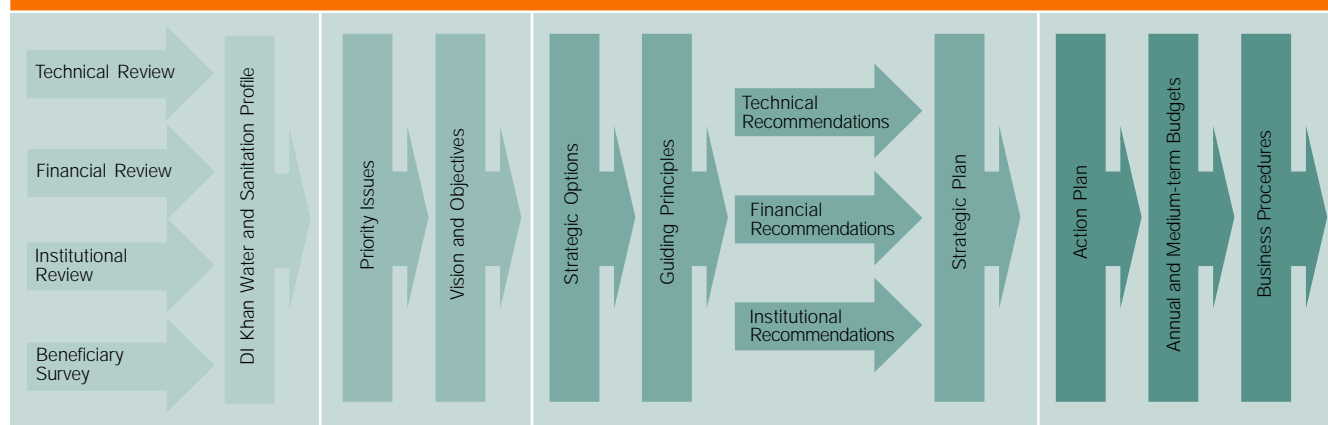
Box 2: Context of TMA DI Khan

Tehsil Municipal Administration (TMA) Dera Ismail (DI) Khan is located within District DI Khan of the North West Frontier Province (NWFP). The district comprises five TMAs: Paharpur, Kulachi, Draban, Paroa, and DI Khan. Two other provinces border this district: Punjab and Baluchistan.

The total population is approximately 493,000 and is located within 313 settlements (the majority of which are small or medium rural settlements) within 21 Union Councils. Poverty is widespread in the district; 47.6 percent of the population is living under US\$1 per/day² and other social indicators are below average (NWFP district-based Multiple Indicator Cluster Survey, 2001, P&D Department, GoNWFP). About 60 percent to 70 percent of the population is covered by water schemes, but effective coverage is lower as up to half the schemes are dysfunctional or have water quality problems. Water is delivered by the TMA in urban areas and by Works and Services (W&S) department in rural areas (Dera Development Authority also provides water in rural areas, but to a limited extent).

A number of administrative, political, financial, and institutional problems characterize TMA DI Khan. In such an environment, planning is ad hoc and crisis-driven. The WSP-SA project aimed to address this problem through the introduction of strategic planning methodologies.

Figure1: Strategic planning methodology employed in TMA DI Khan



²US\$1 = Pakistan Rs. 60 (February 2006).

make local government an unattractive place to work in at this time. This problem has been recognized and the process is under way to address these issues through developing improved conditions and incentives by introducing 'district cadre service' in addition to existing federal and provincial cadres.

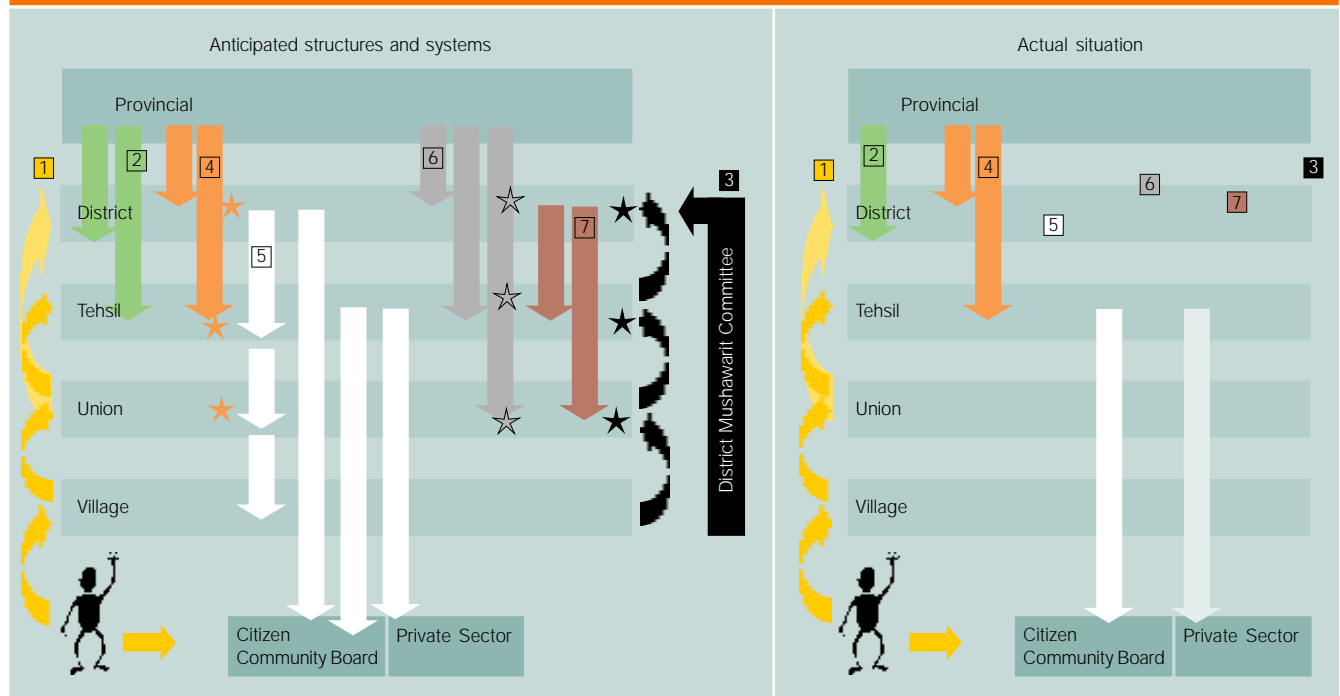
Impacts of Binding Constraints

The impacts of these two binding constraints have resulted in a number of problems for all TMAs, but are



Whose responsibility is this?

Figure 2: Components of decentralization



Legend: ■ Structures and participation ■ Decentralized functions ■ Planning ■ Budgeting and financial flows Institutional options for service delivery
■ Monitoring and oversight ■ Inspection and intervention ★ Budgets ★ Monitoring coms ★ Plans

The review identified two central binding constraints—lack of effective implementation of the devolution plan and general capacity problems—within the broader environment which together have resulted in a number of impacts.

Table 1: Legislated versus actual devolution

Component	LGO 2001	Actual
Structures (see number 1 in Figure 2 on page 5)	Establishment of zilla, tehsil and Union councils.	Establishment of zilla, tehsil and Union councils.
Decentralized municipal functions (2)	Decentralized to TMA level.	Decentralized to district level in rural areas and to TMA in urban areas.
Planning (3)	Annual and medium-term development plans, aligned and coordinated through District Mushawarit Committee (DMC).	Weak annual plans are prepared, but these are not coordinated or aligned between the tiers of local government. DMC is dysfunctional.
Budgeting and financial flows (4)	Predictability of finance through formula-based allocations to district and tehsil.	Predictability has improved, although this is being eroded by at-source deduction of WAPDA dues for outstanding electricity accounts by the provincial governments.
Institutional options for service delivery (5)	Options to devolve functions to lower tiers and to involve private sector and Citizens' Community Boards (CCBs) in implementing and maintaining infrastructure.	CCBs have only recently been established due to requirement of CIP II*.
Monitoring and oversight (6)	Monitoring and oversight through the Provincial Local Government Commission (provincial level) and monitoring committees (TMA level).	Monitoring and oversight from the province is weak due to functional and capacity problems of LGs. TMA monitoring committees do exist, but do not actually monitor.
Inspection and intervention (7)	Zilla Nazim has powers to inspect and intervene (Section 135).	No inspection and intervention.

CIP II* = Community Infrastructure Project (CIP), US\$37 M, is a World Bank-funded project working to promote the well being of low income communities through small-scale productive infrastructure undertaken by TMAs and communities.

particularly pronounced in more remote TMAs such as DI Khan.

Functional fragmentation. Rationalizing delivery agencies was one of the key anticipated outcomes of devolution and it was anticipated that this would have led to more efficient institutional functioning. With lack of effective

implementation of the devolution plan, the TMA remains the urban player in water and sanitation, with the W&S department, which includes staff of the defunct Public Health Engineering Department, providing services in rural areas. Thus, the urban-rural divide remains intact. (See Box 3 on page 8.)

Improving, but limited, fiscal predictability. Fiscal predictability has improved through Provincial Finance Commission allocations. However, the current practice of deducting Water and Power Development Authority dues from the allocations reduces this predictability.

Limited incentives for new sources of finance. Opportunities for expanding existing, and exploring new, sources of revenue and taxes are hampered as practical responsibility for collecting some of these are with other levels of government, such as Urban Immovable Property Tax.

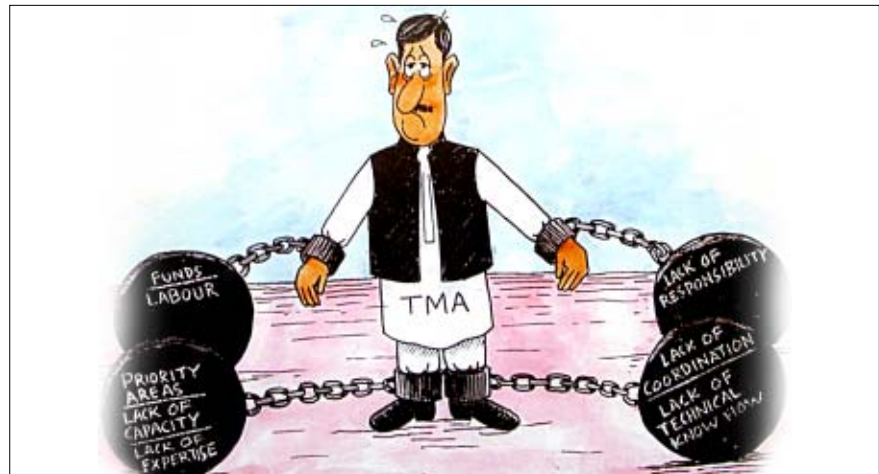
Limited incentives for new functions. LGO 2001 establishes both regulation and provision responsibilities for TMAs. Because devolution is incomplete, there are limited incentives for developing the regulatory and policy aspects of governance. The focus continues to be on provision, and this provision is inefficient.

No strategic planning. Short-term, ad hoc planning (driven by political power) rather than medium-term strategic planning (driven by need) continues as a result of limited parameters and the absence of integrating planning structures.

The outcome is a patchwork of partially or fully implemented capital projects (sometimes duplicated) that do not integrate within a broader network of service delivery. The ideal situation is a more strategic approach based on need. This comes from adopting a broader geographical view based on the boundaries of the TMA. (See Figure 3.)

The situation cannot graduate from ad hoc planning to strategic planning until more definite parameters are established and key integrating structures (such as the District Mushawarait Committee) are functional.

Political competition. Within the context of functional fragmentation and a lack of



Some of the constraints hampering the performance of Tehsil Municipal Administrations. (Source: WESNet Calendar, 2003)

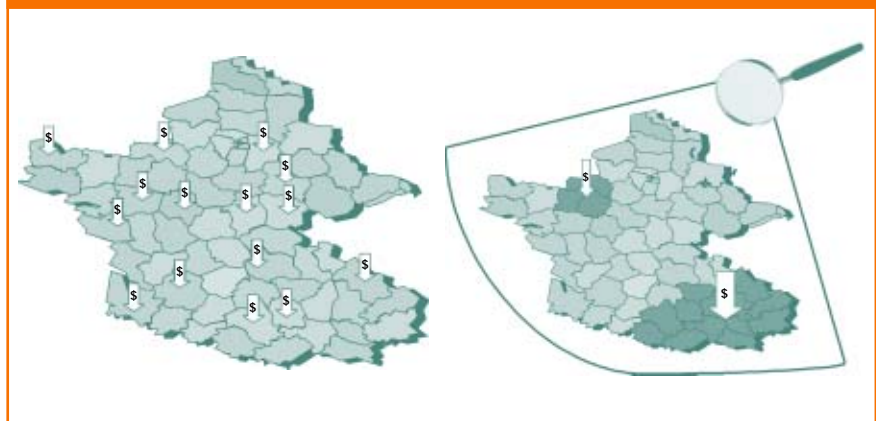
strategic planning, an environment of political competition is created between tehsils and zilla councils because functions overlap.

Service delivery problems. The overall result of these constraints is that service delivery has not improved.

The different role players, reinforced by incentives to maintain high capital

budgets, operating with their own policies and procedures, have resulted in inefficient expenditure and duplication. For example, anecdotal evidence in TMA DI Khan suggests a number of unrelated drains being constructed with no thought being given to where these drains will discharge. Often, the result is direct discharge into the nearest river.

Figure 3: Ad hoc planning (left) versus strategic planning (right)

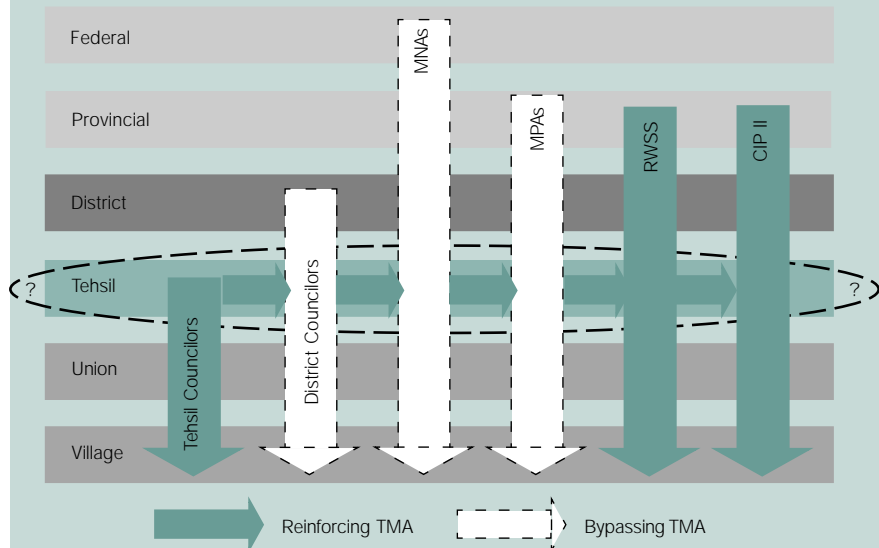


Support for planning should go beyond short-term consulting appointments and provide for a hands-on mentoring component in addition to specialist support. The support is provided over years rather than days.

Box 3: Functional fragmentation

District councilors, and provincial and national members of the Assembly, implement projects through institutions such as the W&S department, effectively bypassing the TMA (see dotted arrows in diagram below). For example, in fiscal year 2003-04, 27 percent of the development budget of District DI Khan was allocated to water and sanitation projects which were implemented by the W&S department.

Tehsil councilors and donor-supported infrastructure programs such as RWSS* and CIP II are, however, being coordinated and implemented through the TMA (see colored arrows in diagram below).



The linkages between the programs (which would limit inefficient expenditure, duplication, competition, and confusion) are not being addressed. Rather than complementing one another, there is currently a strong degree of competition between role players.

Under this context of functional fragmentation, incentives for the achievement of outcomes (such as improved public health and water quality) are limited as no one institution is responsible for all the outputs that impact on such outcomes.

*Rural Water Supply and Sanitation (RWSS) project is funded by the United Kingdom's Department for International Development (DFID) and implemented by TMAs with the support of communities.

Addressing Binding Constraints: Lessons Learnt

The empirical base created through WSP-SAs support to TMA DI Khan, together with comparative insights (primarily from South Africa), provides some pointers as to how the binding constraints can be addressed.

Completing the Devolution Process

There are indications that the problem of the lack of effective implementation of a devolution plan is being addressed in Pakistan. Circulars have recently gone out from the Secretary for Local Government and Rural Development Department (LG&RDD) instructing water and services institutions to be decentralized from the district to the TMA level.

Reflections from South Africa (see Box 4 on page 10) indicate that decentralization takes time and can only be successfully implemented within a sound framework which comprises legislative, institutional, financial, planning, and capacity-building components.

Pakistan has the overall legislative framework (which could be expanded and should be fully implemented) and aspects of the financial framework (with further scope for the use of conditional grants). However, capacity-building and planning support frameworks

are currently weak and require further attention.

Addressing Municipal Capacity Problems

One of the first steps in building municipal capacity is to diagnose or categorize municipalities according to their capacity and therefore their needs. There are different ways of doing this, using indicators that illustrate the municipality's socioeconomic context, as well as institutional and financial capacity. Once assessed, municipalities can then be categorized as low, medium or high capacity, and specific programs can be developed to assist these categories.

Lessons from the experience of South Africa highlight that municipalities with capacity constraints should be supported and be given more time to get the basic institutional building blocks in place (that is, a focus on building the capacity of the sphere) before proceeding to complex processes. Such building blocks include clarifying roles and responsibilities, developing organograms based on functions, baseline data gathering, and hands-on support with change management challenges.

Support for planning should go beyond short-term consulting appointments and provide for a hands-on mentoring component in addition to specialist support. The support is provided over years rather than days; it is best located within a broader intergovernmental system where roles for supporting municipalities are clearly defined, where mechanisms such as conditional grants are used to



The prevailing sanitation situation is a reflection of capacity constraints.

create incentives, and penalties to ensure compliance.

However, given capacity constraints, it is not always possible to deploy the required support on a full-time basis. This requires locating expertise at a level that a number of different municipalities can access.

Appropriateness of Strategic Planning Methodologies

A central question arising from the review is the value of applying a

strategic planning methodology within an environment such as TMA DI Khan where many of the essential parameters for strategic planning are missing. Strategic planning is only partly applicable to unstable institutions undergoing transformation. In such contexts, the focus should be more on transformational planning which aims to gear up the institution to undertake its new functions.

In order to evolve from transformational to strategic planning, there are

A central question arising from the review is the value of applying a strategic planning methodology within an environment such as TMA DI Khan where many of the essential parameters for strategic planning are missing.

Box 4: Decentralization in South Africa

The South African approach to implementing its new local government system follows three broad phases: establishment, consolidation, and sustainability. Its experience with regard to municipal planning closely mirrors these three phases. Two planning processes are relevant here—integrated development plans (IDPs), which are municipal strategic plans; and water services development plans (WSDPs), which are sector plans for water and sanitation delivery.

The water service-planning context has evolved from an initially centrally-driven process, to a sector-driven process (WSDP), and ultimately, as the local government system has been established, to a sphere driven process (IDPs leading with WSDPs as part of this). Within each of these phases, there has been considerable confusion and frustration. The institutional, financial, planning, and service delivery characteristics of these phases are detailed below.

	Establishment (Years 1-3)	Consolidation (Years 4-5)	Sustainability (Year 5 onwards)
Institutional	Uncertainty. Focus on amalgamating institutions. Unclear roles and responsibilities. Low morale.	Greater clarity on roles and responsibilities. Enabling environment created. Morale improves.	Institutions streamlined and aligned with their mandate.
Financial	New fiscal arrangements poorly understood, supported and implemented.	Use of conditional grants to ensure compliance. Clarity on rules of new fiscal relationships. More confidence in the new system.	Predictable intergovernmental system, clear 'rules of the game'.
Planning	Confusion. Limited baseline data. Unbudgeted wish lists. Limited strategic planning (because of limited accountability for service delivery). Annual planning focus. Project prioritization and funding strongly linked to political lobbying.	Improved baseline data. Greater clarity on responsibilities and fiscal envelopes improves certainty. Strategic analysis and medium-term planning enabled. Emergence of coordinating structures.	Emergence of coherent funded programs. Innovative technical solutions emerge within the fiscal and institutional envelopes which have now been defined.
Service delivery	Disruption in service delivery. Confusion as multiple role players implement through different programs. Limited attention to O&M and sanitation.	Improved delivery, greater understanding of linkage between outputs and outcomes.	Improved delivery of outputs and outcomes.

Planning methodology has shifted from the generation of vast amount of information (with limited analysis) and wish lists (projects not funded) to programs that are more coherent. These shifts have been enabled by legislative reforms, institutional reforms (assignment of powers and functions), fiscal reforms (consolidation of national capital grants and medium-term budgeting) and hands-on capacity support.

a number of catalytic interventions which can be undertaken:

- Gathering TMA-wide baseline information. This is particularly useful as it provides information for the new geographical boundaries which can be used by different service providers.
- Defining a TMA service level policy which defines what levels of service will be provided in which area. This type of policy will be essential in guiding politicians to focus on areas of need.
- Developing standard operating procedures which will assist administrators to improve the implementation process.
- Developing a simple project prioritization model which reinforces the service level policy identified above.
- Establishing TMA coordinating forums of service providers involved in the delivery of water and sanitation. Creating such structures



The Dera Ismail Khan Tehsil Municipal Administration office.

is necessary when there are different service providers with overlapping mandates. It is possible to agree on certain principles and indicators which all service providers can use in their programs. This helps build a unified approach.

- Assisting TMAs with contract management and monitoring to ensure that other agencies which provide services are effectively regulated.

Focusing on catalytic interventions will assist both politicians and officials to shift to a more developmental approach.

Box 5: Building planning capacity: South Africa's PIMSS Program

South Africa has developed a number of capacity-building tools to support municipalities in their new functions. These range from the development of guidelines and publishing of regulations, to providing funding in the form of conditional grants and providing hands-on technical support. The most effective of all these has been the hands-on support. In particular, the Planning, Implementation, Management Support System (PIMSS) Program provided for the placement of planning and implementation support units within all the district municipalities in the country for an initial period of two years, which has been extended. Staffed by two professionals and an administrator, these support units were able to ensure that almost all municipalities developed their integrated development plans. Quality varied greatly, but the key success of this approach is that there is now a base from which to improve, rather than a void to be terrified by! Recent reviews indicate a number of problems with PIMSS centers but this in no way negates the key role they have and can continue to play in implementing municipal reforms.

TMA coordinating forums, of service providers involved in the delivery of water and sanitation, could be established. Creating such structures is necessary when there are different service providers with overlapping mandates. This helps build a unified approach.

Box 6: Apex project management and technical assistance in Estonia

Following Estonia's independence from the Soviet Union, Eesti Veevark was established as an apex institution to serve its municipal owners with professional services related to investment activities as well as operation and maintenance. It was established because the government understood that small individual municipalities would not be able to attract and retain specialized professional staff that would be needed to modernize the country's water supply and wastewater sector. This saw a division of responsibility where routine operations and maintenance were managed by municipalities and specialist expertise was provided by Eesti Veevark. While municipalities own Eesti Veevark, they buy professional services on conditions that ensure financial and legal autonomy of Eesti Veevark. This model is relevant for developing countries with a scarcity of professional staff. It has been successful in extending technical assistance to all types and sizes of municipalities.

This model is self-financed through the municipalities purchasing the services.

Towards a Support Framework

Based on the lessons learnt from TMA DI Khan and comparative insights, a support framework for local government is suggested (see Figure 4). It comprises two broad areas:

- Creating an enabling environment through legislative, policy, and financial reforms.
- Putting in place a support program comprising establishment, technical, and infrastructure components.

Creating an Enabling Environment

Key legislative reforms are identified which will help in creating an enabling environment. These relate to unpacking various aspects of LGO 2001 in order to provide greater clarity (for example, powers and functions, inter-governmental relations, and municipal planning) and enforcing existing

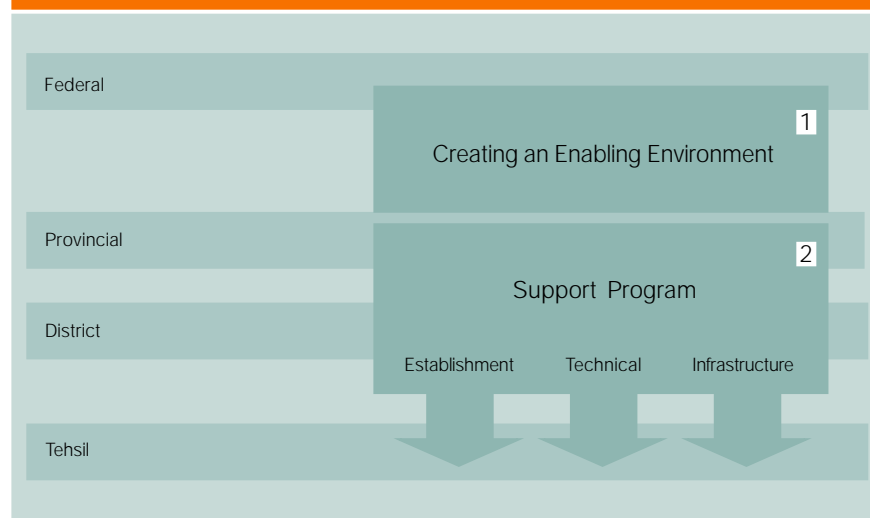
aspects of LGO 2001 (for example, devolving functions to TMAs, requirements for TMAs to prepare annual- to medium-term plans, requirements for TO-Planning to be appointed).

In addition, it is proposed that a municipal support policy be developed in order to unpack how support will be

provided. It should deal with a number of issues, including:

- Criteria for categorizing TMAs.
- Different approaches to capacity building and their applicability to the different categories of TMAs.
- Overall targets for capacity building (outputs and outcomes).

Figure 4: Proposed support framework



- Roles and responsibilities of federal, provincial, district, and tehsil levels.
- Funding for capacity building.
- Procedures for monitoring and evaluation.

Financial mechanisms will need to be developed to implement capacity building, for example, through the definition of conditional grants.

Components of a Support Programme

Three components of support are suggested:

Establishment support. This type of support refers to general support in building the TMA as an institution and should focus on defining roles and responsibilities, developing organizational structures based on powers and functions and assisting with change management processes.

This support should also include financial support in establishing the necessary logistical resources (staff, buildings, vehicles, and computers).

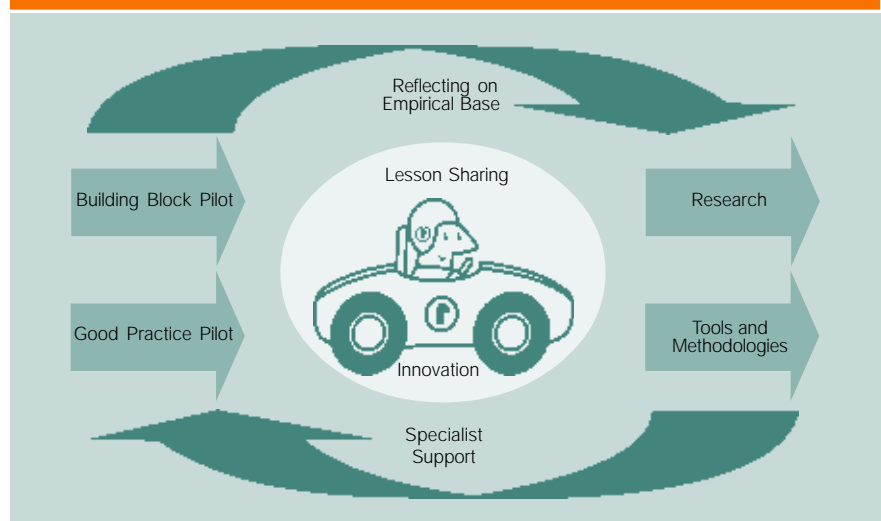
Technical support. This refers to support for TMA water and sanitation functions. This technical support could comprise four components—pilots, research, toolbox (tools and methodologies), and specialist support. These are illustrated in Figure 5.

Each component of technical support is unpacked in Table 2 (on page 14).



A member of the maintenance staff at an age-old Dera Ismail Khan W&S scheme.

Figure 5: Technical components of the support framework



Pilot TMAs are a key aspect in providing an empirical base to test new approaches and reflecting on what is actually happening ‘on the ground’. It is useful to have both a building block pilot and a good practice pilot where innovative approaches can be tested.

Table 2: Components of technical support

Area	Technical support component
Pilots	Pilot TMAs are a key aspect in providing an empirical base to test new approaches and reflecting on what is actually happening ‘on the ground’. It is useful to have both a building block pilot (TMA grappling with establishment issues) and a good practice pilot (a medium- to high-capacity TMA) where innovative approaches can be tested.
Research and documenting	Reflecting on the empirical base provided by the pilots, research can be commissioned into the issues that TMAs are grappling with. In many cases, such research will focus on identifying and documenting good practices which already exist. This research can then be used as an input to developing tools and methodologies. Such research can also form the material for lesson sharing.
Tools and methodologies	<p>There are a number of existing initiatives under way that could form part of a toolbox. These are:</p> <ul style="list-style-type: none"> • <i>The TMA Profile</i>. This can be refined through integrating the approaches of CIP II, RWSS, and international good practice (in particular, South Africa’s water services planning data requirements). • <i>Water and Sanitation Planning and Procedures Manual</i>. This is currently in draft form and the experiences of TMA DI Khan should be integrated into this before it is finalized. • <i>Technical Manual</i>. It will help the technical staff of TMAs in working out design, quantities, and cost estimation of water and sanitation schemes. It is in the final stage of preparation. • <i>Spatial Planning Manual</i>. It will assist TMA staff in (a) preparing tehsil and local spatial plans, exercising control over land use and zoning; (b) land-subdivision and development; and (c) enforcing municipal laws/rules/bylaws, and so on. <p>Other tools that should be considered to reinforce catalytic interventions are:</p> <ul style="list-style-type: none"> • Development of a generic TMA service level policy which defines what levels of service will be provided in which area. • Standard operating procedures. Existing procedures are available from the TMA DI Khan project. • Project prioritization tools (a number of examples exist from the South African context). • Terms of reference for a TMA coordinating structure (forum) for water and sanitation. • Guidelines for contracting service providers (private sector, Union councils, and Citizens’ Community Boards. Such guidelines could include ‘model’ terms of reference and memorandums of understanding. • Model bylaws which outline service level standards within a TMA. • Guidelines on how to link planning, implementation, monitoring, and reporting. This could include terms of reference for monitoring committees.
Specialist support	<p>The lessons learnt highlight the need to focus on medium- to long-term mentoring support, rather than short-term support. To this end, the creation of a support unit or vehicle that supports a number of TMAs, possibly located at the district level, should be investigated.</p> <p>Lessons from such an approach could then be used to refine the model, which could then be considered for broader roll-out.</p>

Infrastructure support.

This support refers to funding for infrastructure delivery. There are already a number of programs operational in this area, most notably the collaboration between the Government of Pakistan and the World Bank (CIP II) and DfID (RWSS).

There are indications that funding for infrastructure provision is likely to expand considerably in the near future.

Roles and Responsibilities

In taking such a framework forward, there are roles and responsibilities for all levels of government—federal, provincial, district, tehsil, and Union.

These are presented in Table 3.



Lack of planning and regulation leads to wasteful utilization of scarce resources.

Table 3: Roles and responsibilities

Level	Area	Roles and Responsibilities
Federal	Legislation, policy, and finances	Review and reform LGO 2001. Develop municipal capacity-building policy. Establish conditional grant for municipal capacity building. Monitor and evaluate provinces in implementing municipal capacity building.
Provincial	Components of support	Develop programs for different components within national framework. Monitor and evaluate districts and tehsils in terms of their roles and responsibilities.
District	Components of support	Implement aspects of the components (for example, provide technical expertise to support tehsils in certain areas).
Tehsil	Components of support	Improve tehsil capacity and service delivery. Provide support to Union councils.
Union	Components of support	Work together with tehsils to improve Union service delivery.

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ABOUT THE SERIES

WSP Field Notes describe and analyze projects and activities in water and sanitation that provide lessons for sector leaders, administrators, and individuals tackling the water and sanitation challenges in urban and rural areas. The criteria for selection of stories included in this series are large-scale impact, demonstrable sustainability, good cost recovery, replicable conditions, and leadership.



An illegal connection.

Conclusion

The devolution process in Pakistan has created many opportunities and challenges for newly established TMAs. WSP-SA support to TMA DI Khan has provided a useful empirical base on which to reflect; the emerging lessons have created direction for a more comprehensive municipal support framework. Adopting an approach which supports TMAs to adequately establish themselves, to undertake key functions, and to implement projects will assist in building capacity where problems can be solved and, as a result, develop a sustainable response to the challenge of improved local governance and service delivery in

Pakistan. Donors and capacity-building organizations can play a key role in supporting the Government of Pakistan in developing and implementing such a framework.

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