

Country Name	Participatory Watershed Management and Local Governance Project (PWMLGP)														
Federal Democratic Republic of Nepal															
I. Project Outline															
Background	<p>From 1994 to 2005, the Government of Nepal (GoN) and JICA jointly implemented a project “The Community Development and Forest/Watershed Conservation Project” - so called “SABIHAA (Samudayik Bikas Tatha Hariyali Ayojana)”. As an output of this project, “SABIHAA model”: a mechanism to mobilize local people to participate at all stages of watershed management practice which begins with planning and ends with evaluation of the activities was developed. Even after the termination of the project, the Department of Soil Conservation and Watershed Management (DSCWM)¹ had been implementing replication of SABIHAA model on their own capacity expanding the coverage area from two districts to eight districts. In 2007, GoN made an official request to the Japanese Government to support them in improving SABIHAA model so that they could scale up their watershed management activities.</p>														
Objectives of the Project	<p>Through improving the capacity of District Soil Conservation Offices (DSCOs)² and community people on participatory watershed management in targeted areas and promoting the concept of local governance in participatory watershed management and internalization of SABIHAA model, the project aimed at implementation of improved participatory watershed management in better collaboration with DSCOs and local bodies in the target districts, thereby replicating the improved participatory watershed management in other districts.</p> <ol style="list-style-type: none"> Overall Goal: Improved participatory watershed management in better collaboration with DSCO and local bodies is applied in other districts by the initiative of Ministry of Forest and Soil Conservation (MoFSC) and Ministry of Federal Affairs and Local Development (MoFALD)³. Project Purpose: Improved participatory watershed management in better collaboration with DSCO and local bodies is implemented in the target districts. 														
Activities of the Project	<ol style="list-style-type: none"> Project Site: Syangja, Myagdi, Baglung, Parbat, Kaski, Tanahun, Kavre and Sindhupalchok districts Main Activities: (1) Conduct baseline survey to assess skills and expertise of DSCWM and DSCOs on participatory watershed management and identify the training needs, develop training packages, conduct trainings and implement participatory watershed management activities in the targeted areas; (2) Establish Ward Coordination Committees (WCCs)⁴ and POWER (Poor people, Occupational caste and Women’s Empowerment for Resource management) groups, formulate and implement Community Based Resource Management Prospect (CBRMP), Community Resource Management Plan (CRMP) and Annual Action Plan (AAP) and conduct trainings and workshops for community people; (3) Organize Village Development Committee (VDC)⁵ level workshops, interaction programs with WCCs, POWER and VDCs, District Working Committee Meeting/workshop and public auditing of WCC activities and conduct training to WCCs, POWER and VDCs on local governance and (4) Establish the Exit Strategy Working Group (ESWG) and develop strategy to mainstream SABIHAA model into DSCWM and conduct fact finding and in-depth surveys and trainings to replication sites and non-SABIHAA districts etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Nepalese Side</td> </tr> <tr> <td>1) Experts: 8 persons</td> <td>1. Staff Allocated: 74 persons</td> </tr> <tr> <td>2) Trainees Received in Japan: 11 persons</td> <td>2. Provision of office spaces and facilities</td> </tr> <tr> <td>3) Trainees Received in Third Country (Thailand): 58 persons</td> <td>3. Local operation cost: cost of hiring motivators, travel expenses, conference fees, vehicle fuel etc.</td> </tr> <tr> <td>4) Equipment: computers, digital cameras, scanners, printers and photocopiers etc.</td> <td></td> </tr> <tr> <td>5) Local operation cost: cost of hiring local staff and construction cost etc.</td> <td></td> </tr> </table> 			Japanese Side	Nepalese Side	1) Experts: 8 persons	1. Staff Allocated: 74 persons	2) Trainees Received in Japan: 11 persons	2. Provision of office spaces and facilities	3) Trainees Received in Third Country (Thailand): 58 persons	3. Local operation cost: cost of hiring motivators, travel expenses, conference fees, vehicle fuel etc.	4) Equipment: computers, digital cameras, scanners, printers and photocopiers etc.		5) Local operation cost: cost of hiring local staff and construction cost etc.	
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Project Period	July 2009 – July 2014	Project Cost	(ex-ante) 490 million yen, (actual) 572 million yen												
Implementing Agency	Department of Forest and Soil Conservation (DoFSC), Ministry of Forest and Environment (MOFE), Ministry of Federal Affairs and General Administration (MOFAGA), Watershed and Management Offices/local governments in eight districts														
Cooperation Agency	SANYU Consultants Inc.														

¹ Nepal has started to introduce the federalism, a mode of political system in which powers are distributed (divided) among the central (federal) government, provincial governments and local governments, and restructure governmental organizations at all levels after project completion. DSCWM has been merged with the Department of Forest and became the Department of Forest and Soil Conservation (DoFSC).

² DSCOs have been dissolved (they existed as DSCOs until July 2018) and some of their responsibilities have been taken over by local governments (no specific name) and some of them have been taken over by the Watershed and Management Offices (WMOs) under provincial governments.

³ MoFSC has been restructured and became the Ministry of Forest and Environment (MOFE) and MoFALD and the Ministry of General Administration have been merged and became the Ministry of Federal Affairs and General Administration (MOFAGA).

⁴ WCCs also existed until July 2018 and have been restructured as Community Development Groups (CDGs).

⁵ All VDCs have been dissolved and became Rural or Urban Municipalities (Previously there were 3,157 VDCs and 205 Municipalities; now they have been merged into 753 Rural and Urban Municipalities (460 Rural Municipalities and 293 Urban Municipalities including 276 Municipalities, 11 Sub-metropolitan cities and 6 Metropolitan cities)).

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- The indicator for Overall Goal (Improved participatory watershed management is adopted in Soil Conservation and Watershed Management Programme.) does not specifically verify the achievement of Overall Goal (Improved participatory watershed management in better collaboration with DSCO and local bodies is applied in other districts by the initiative of MoFSC and MoFALD.). Thus, in the ex-post evaluation, whether and to what extent improved participatory watershed management in better collaboration with DSCO and local bodies is conducted in other districts at the time of ex-post evaluation was checked by visiting several WCCs (or wards of Rural or Urban Municipalities) in districts that were not targeted under the project.

1 Relevance

<Consistency with the Development Policy of Nepal at the Time of Ex-Ante Evaluation and Project Completion>

The project was consistent with Nepal's development policies such as "participatory watershed management and soil conservation" as set forth in "the National Development Plan (2007-2009)" and "Logframe Programme in MoFSC (2007-2025)" etc.

<Consistency with the Development Needs of Nepal at the Time of Ex-Ante Evaluation and Project Completion >

The project was consistent with Nepal's development needs for improved participatory watershed management and SABIHAA model replication at the times of both ex-ante evaluation and project completion.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan's ODA policy, as one of the three priority areas of Japan's assistance for Nepal was to support 'democratization and peace building', in which development and strengthening of the country's administrative system was emphasized⁶.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project Purpose had been achieved by the time of project completion. WCCs had tried to obtain budget from VDCs and other related line agencies and more than 100 WCCs (more than 30%) received financial support from VDCs in implementing sub-projects until project completion (Indicator 1). Joint monitoring and evaluation were implemented by DSCO and District Development Committee (DDC)⁷ in all eight districts in the occasion of District Working Committee etc. (Indicator 2).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have partially continued to the time of ex-post evaluation. Regarding the Indicator 1, among eight targeted districts, data was available in five districts (the remaining three districts do not seem to have received funding from local institutions), and it was confirmed that more than 5% of sub-projects were co-funded by local institutions in four out of these five districts after project completion until July 2018 (the end of a fiscal year in Nepal). Regarding the Indicator 2, among eight targeted districts, data was available in five districts, and it was confirmed that joint monitoring and evaluation of sub-projects were implemented by DSCO and DDC once or twice a year in four districts after project completion until July 2018.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved by the time of ex-post evaluation. DoFSC (the former DSCWM) adopted SABIHAA model in Soil Conservation and Watershed Management Programme in 2010/11, which has continued to the time of ex-post evaluation. SABIHAA model was also adopted in 13 districts other than those targeted under the project. Most WCCs implemented DSCO programs such as water source protection, gully/landslide treatment, river bank control, degraded land rehabilitation and conservation of ponds etc. in collaboration with local institutions through jointly planning (and/or sharing planning documents) and implementing the programs in both project-targeted and replication districts. However, co-funding was observed only in project-targeted districts (including non-targeted sites in these districts).

<Other Impacts at the time of Ex-post Evaluation>

According to DoFSC and DSCOs, many POWER groups' activities such as livestock husbandry and group agriculture farming have continued in most project-targeted districts and a couple of non-targeted districts since project completion. In these activities POWER group fund has been established and available for poor and marginalized women with low interest rate, which has contributed to enhancing the livelihood of poor women.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results			
(Project Purpose) Improved participatory watershed management in better collaboration with DSCO and local bodies is implemented in the target districts.	1. At least 5% of CRMP defined sub-projects are co-funded/collaborated with local bodies or other institution.	Status of the Achievement: achieved (partially continued) (Project Completion) More than 100 WCCs (more than 30%) received financial support from VDCs in implementing sub-projects. (Ex-post Evaluation) More than 5% of sub-projects were co-funded by local bodies in four districts. [Percentage of sub-projects co-funded by local bodies]			
		2015	2016	2017	
		Syangja district	33%	50%	50%
		Myagdi district	N/A	N/A	N/A
		Baglung district	3%	4%	4%
		Parbat district	100%	100%	100%

⁶ Source: ODA Country Data Book (2009)

⁷ All the DDCs have been transformed to District Coordination Committees (DCCs) after project completion.

		Kaski district	14%	14%	14%
		Tanahun district	N/A	N/A	N/A
		Kavre district	N/A	N/A	N/A
		Sindhupalchok district	33%	33%	32%
	2. Joint monitoring and evaluation is implemented by DSCO and DDC in all 8 districts.	Status of the Achievement: achieved (partially continued) (Project Completion) Joint monitoring and evaluation were implemented by DSCO and DDC in all 8 districts. (Ex-post Evaluation) Joint monitoring and evaluation of sub-projects were implemented by DSCO and DDC once or twice a year in four districts. [Number of joint monitoring and evaluation conducted by DSCO and DDC]			
			2015	2016	2017
		Syangja district	0	0	0
		Myagdi district	N/A	N/A	N/A
		Baglung district	1	1	2
		Parbat district	1	1	0
		Kaski district	2	2	2
		Tanahun district	N/A	N/A	N/A
		Kavre district	N/A	N/A	N/A
		Sindhupalchok district	1	1	1
(Overall Goal) Improved participatory watershed management in better collaboration with DSCO and local bodies is applied in other districts by the initiative of MoFSC and MoFALD.	Improved participatory watershed management is adopted in Soil Conservation and Watershed Management Programme.	(Ex-post Evaluation) achieved DoFSC adopted SABIHAA model in Soil Conservation and Watershed Management Programme in 2010/11, which has continued to the time of ex-post evaluation.			
	(Supplemental Information) Whether and to what extent is improved participatory watershed management in better collaboration with DSCO and local bodies conducted in other districts?	(Ex-post Evaluation) mostly achieved SABIHAA model was adopted in 13 additional districts, and sub-projects were collaborated with local level institutions, however, they were co-funded by local institutions only in the districts that were targeted under the project.			

Source : Terminal Evaluation Report, questionnaire survey to DoFSC and DSCOs

3 Efficiency

The project cost exceeded the plan, while the project period was within the plan (ratio against plan: 117%, 100%, respectively). The outputs of the project were produced as planned. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

Promotion of participatory watershed management is stated in “the National Development Plan (2014-2018)”, “the Forest Policy 2017” and “Local Government Operation Act 2017” etc.

<Institutional Aspect>

As stated above, Nepal has started to introduce the federalism and restructure governmental organizations at all levels (including the central (federal), provincial and municipality levels) after project completion. The responsibility to implement SABIHAA activities has been handed over to local governments and WMOs provide technical support to local governments in implementing watershed management activities including SABIHAA activities. MOFE has also continued to allocate budget for SABIHAA model replication to local governments. According to DoFSC, MOFE and DoFSC have sufficient number of staff to plan, monitor and evaluate SABIHAA model replication nationwide⁸. However, at local levels, 17 staff (ten technical staff and seven administrative and support staff) only are supposed to be assigned in each of 14 WMOs in total (two WMOs in each province) under provincial governments at the time of ex-post evaluation⁹, while it is desirable to assign an officer in each district or each local government where SABIHAA model is replicated as a field support staff to ensure smooth implementation of SABIHAA model replication.

<Technical Aspect>

Many of project counterparts (C/Ps) from MOFE and DoFSC still work at these organizations at the time of ex-post evaluation. While most technical staff trained under the project have retired, considering the fact that SABIHAA model was adopted in 13 additional districts after project completion, the skill level of staff in these organizations is considered sufficient to replicate SABIHAA model nationwide. At local levels, while staff of DSCOs were adequately capable of implementing SABIHAA model replication, DSCOs have been dissolved after July 2018. According to DoFSC, many officers who used to work for DSCOs have been assigned in WMOs. As for trainings, DoFSC has conducted trainings for staff in DoFSC and DSCOs twice since project completion (one of them was a training on landslide hazard management in 2017 and the other was a training on low cost soil conservation techniques in May 2018, in which 25 staff each participated). In addition, DoFSC has organized a national workshop for staff in DSCOs to share the best practices of programs implemented in Nepal including SABIHAA model every year since project completion. Nonetheless, more comprehensive and frequent trainings need to be conducted for newly recruited staff in MOFE, DoFSC and local level organizations. The Operational Guideline (OG) revised under the project has further been revised and treated as a rule to be implemented in SABIHAA model replication within DoFSC. Other extension materials such as DVD and resource books produced under the project have been utilized to some extent. Some equipment procured under the project such as vehicles, some computers, digital cameras and photocopiers are still utilized by C/Ps, however, some machineries and electronic equipment were damaged during the earthquake in August 2018, and others have been decrepit.

<Financial Aspect>

⁸ The data on the number of staff in MOFE and DoFSC was not available.

⁹ The number of staff in other local government organizations is also unknown.

The amount of budget allocated by MOFE for SABIHAA model replication in project-targeted and non-targeted districts was approximately 70 million Nepalese Rupees in 2015, approximately 80 million Nepalese Rupees in 2016 and approximately 90 million Nepalese Rupees in 2017, which has not been sufficient, particularly under the increasing demand for soil conservation activities. The annual budget amount allocated to each ward has been approximately 100,000 Nepalese Rupees only, which has not been sufficient to cover SABIHAA activities locally and has required higher cost bearing among community people. Nonetheless, certain amount of budget has been and will be continuously allocated for SABIHAA model replication.

<Evaluation Result>

Therefore, the sustainability of the effects through the project is fair.

5 Summary of the Evaluation

The project achieved the Project Purpose and the Overall Goal: many WCCs received financial support from local institutions in implementing CRMP defined sub-projects, joint monitoring/evaluation were implemented by DSCO and DDC in all target districts, and SABIHAA model was adopted in Soil Conservation and Watershed Management Programme. For the sustainability, some problems were found in terms of staff reallocation for field support, comprehensive and periodic trainings for newly recruited staff and budget scale.. As for the efficiency, the project cost exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Lessons Learned for JICA:

- SABIHAA model is one of the successful models in Nepal and it is because C/Ps led all the process of SABIHAA activities including planning, implementing and monitoring as well as hiring local motivators and coordinating with stakeholders including DDCs and VDCs, while the consultant team worked as facilitators to implement the project. This system strengthened the ownership of the project by government institutions, which should be adopted in future projects for successful project implementation.



Gully control to protect motorable road at Dhital, Kaski district



Water pond conservation at Paralmi, Gulmi district