

Country Name	Project for Improving Local Governance Training through Capacity Enhancement on Research and Analysis
Nepal	

I. Project Outline

Background	<p>Since July 2008, the Ministry of Federal Affairs and Local Development (MoFALD) had implemented the Local Governance and Community Development Programme (LGCDP) with the financial and technical assistance of development partners. This was a national programme for the improvement of the local governance system and community development. During its first phase, the LGCDP I (2008/09–2012/13) succeeded in re-establishing links between the state and citizens in the aftermath of the conflict and reinforcing the participatory local planning process in the absence of elected local bodies (LBs) and the creation of citizens' institutions across the country. The LGCDP II (2013/14–2016/17) aimed at strengthening both the demand and supply sides of local governance to improve its functions and service delivery, which were determined by “the 13th Three-Year Plan (2013/14–2015/16)”. The Local Development Training Academy (LDTA), identified as an indispensable player for training LBs in the LGCDP II, was expected to help develop the capacities of LBs and the overall management of capacity development programming. As the scope of LDTA had been expanded to include a role within LGCDP, its capacity was to be strengthened to meet the institutional and technical expectations of development partners and other clients.</p>												
Objectives of the Project	<p>Through capacity development on research and analysis in the training planning, the development of training curriculum and materials, delivery and evaluation of training, and establishment of a mechanism of knowledge accumulation, sharing and utilization for local governments' training, the project aims at establishing the comprehensive training delivery mechanism in LDTA, thereby contributing to making LDTA a lead institution in local governance.</p> <ol style="list-style-type: none"> Overall Goal: LDTA becomes a lead institution in local governance. Project Purpose: Comprehensive training delivery mechanism in LDTA that enables action research and result analysis grounded, quality training to local government's personnel is established. 												
Activities of the Project	<ol style="list-style-type: none"> Project Site: LDTA headquarters in Kathmandu, those regional training centres in Jhapa, Pokhara and Surkhet Main Activities: <ul style="list-style-type: none"> (i) competency assessment of Counterparts (CPs), institutional assessment of LDTA and regional centres, (ii) needs assessment of training and preparation of the training plan, (iii) development of training modules (curriculum and materials), (iv) evaluation of training modules, (v) implementation of trainings based on the prepared plan, (vi) development of training management manual, (vii) training and seminars for knowledge sharing and networking. 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: 9 persons</td> <td>1) Staff Allocated: 22 persons</td> </tr> <tr> <td>2) Trainees Received: 35 persons (10 in Japan, 23 in Philippines, 2 in Bangladesh for intern)</td> <td>2) Land and facilities: Project Office in LDTA</td> </tr> <tr> <td>3) Equipment: Generator, UPS, Copier, and PCs, etc.</td> <td>3) Local costs</td> </tr> <tr> <td>4) Local costs</td> <td></td> </tr> </table> 			Japanese Side	Nepalese Side	1) Experts: 9 persons	1) Staff Allocated: 22 persons	2) Trainees Received: 35 persons (10 in Japan, 23 in Philippines, 2 in Bangladesh for intern)	2) Land and facilities: Project Office in LDTA	3) Equipment: Generator, UPS, Copier, and PCs, etc.	3) Local costs	4) Local costs	
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Project Period	(ex-ante) August 2015 – July 2019 (48 months) (actual) January 2016 – December 2019 (48 months)	Project Cost (Japanese side only)	(ex-ante) 453 million yen (actual) 315 million yen										
Implementing Agency	Ministry of Federal Affairs and Local Development (MoFALD) ¹ Local Development Training Academy (LDTA)												
Cooperation Agency in Japan	IC Net Limited TAC International Inc.												

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

[Verification of Continuation Status of the Project Effects]

• To examine the continuation status of the project effects by indicator 2, “75% of counterparts increase the score of each competency by at least 2 points”, it was not realistic to conduct the capacity assessment of CPs in the same way as what was done during the project period. Therefore, it was decided that this indicator was to be examined through the qualitative assessment by interviews with those heads of each institute to have their evaluation on the change of the roles and responsibilities of those CPs in terms of training to improve local governance between at the project completion and at the ex-post evaluation, as well as the main points of their improvements.

• After completion of the project in 2019, due to the organizational change in the administrative structure, the regional training centers of LDTA have been handed over to the provincial governments to utilize the training centers for capacity development activities as per the decision of government of Nepal. By this, the human resource development of Local Governments was shifted from the regional training centres to the provincial training academy to which was newly established under the provincial government. As a result, former CPs at regional training centres were transferred to LDTA headquarters where they focused on technical issues to improve the quality of trainings, such as the module development, evaluation, and management of the trainings, etc. Under this ex-post evaluation study, the continuation status of the project effects was examined through interviews with former CPs at LDTA and those in charge of human resource development at each provincial government, provincial training academy, the

¹ In March 2018, the Ministry of Federal Affairs and Local Development (MoFALD) and the Ministry of General Administration were merged as the Ministry of Federal Affairs and General Administration (MoFAGA).

Provincial Center for Good Governance (PCGG)² and local governments. LDTA has currently been implementing its capacity development activities from Kathmandu and provincial training academies have also been implementing their capacity development plans from their respective provinces.

1 Relevance/Coherence

[Relevance]

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

The project was consistent with the development policy of Nepal at the time of ex-ante evaluation. “The 13th Three-Year Plan (2013/14–2015/16)” aimed to improve the standard of living of all Nepalese citizens and to graduate from a Least Developed Country by 2022, with “effective (administrative) service delivery” as the guiding principle, especially in the governance sector. Further, the “LDTA Act 1993” mandated LDTA to strengthen the local government capacity of both elected representatives and local government’s personnel and the “LDTA Regulation 1996” elaborated how the act should be implemented.

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

The project was consistent with the development needs of the establishment of a comprehensive training delivery mechanism in LDTA that would enable action research and result analysis grounded, quality training to local government’s personnel at the time of ex-ante evaluation as described in “Background” above.

<Appropriateness of Project Design/Approach>

The project design/approach was highly appropriate. The project set “Gender Equality and Social Inclusion” as 11 of the 33 pillars of the training theme. Action research and training application to the vulnerable were the key points of the project design, which enabled to identify the real issues of the local needs and to follow all the tools for designing and developing training modules as per their needs. The project was designed for those representatives from marginalized groups to take part in the training, addressing the development issues through the human resource development of local governments’ personnel. It was appropriate for delivering equitable benefits for different types of people living grassroots level.

<Evaluation Result>

In light of the above, the relevance of the project is ③³.

[Coherence]

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

The project was consistent with the Japan’s ODA policy to Nepal at the time of ex-ante evaluation. The Japanese government set “improvement of public administration” as a target of the priority area “Peace building and steady transition to democracy” of its Country Assistance Policy for Nepal (2012). Accordingly, the Japanese government developed technical cooperation projects on community development with local people’s participation and establishment of mechanisms and institutions in various sectors as “Administrative Capacity Strengthening Programs.” This project was a part of the support for strengthening local administration.

<Collaboration/Coordination with JICA’s other interventions>

The collaboration/coordination between the project and the Strengthening Community Mediation Capacity for Peaceful and Harmonious Society Project (COMCAP) (2010–2014) funded by JICA was planned at the time of ex-ante evaluation and was implemented, and the positive effects were confirmed at the time of ex-post evaluation. ⁴The COMCAP provided the trainings of trainees for the staffs of LDTA, so that the project could conduct the community mediation trainings to the community mediators at the local level.

<Cooperation with other institutions/ Coordination with international framework>

The cooperation/coordination with Kathmandu University (KU) was planned during the project period but not implemented during the project period.

<Evaluation Result>

In light of the above, the coherence of the project is ③.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

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

At the time of project completion, the Project Purpose, “Comprehensive training delivery mechanism in LDTA that enables action research and result analysis grounded, quality training to local government’s personnel is established” was mostly achieved as planned. Two indicators set to examine the status achieved the respective targets. LDTA and three target centres completed developing their respective training modules using the ADDIE (Analyze, Design, Develop, Implement and Evaluate) Instructional Design model as a framework (Indicator 1). A capacity assessment study conducted by the project proved that 11 out of 14 CPs (79%) increased their expected scores (by 2 points) in five items of competencies (Indicator 2). Moreover, CPs were able to attain well-balanced scores in those competencies.

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of the ex-post evaluation, the project effects have partially continued. Project effects at the central level (LDTA) have continued, but those at regional levels have partially continued due to being affected by organizational change. LDTA and three regional centres (currently known as provincial training academies) have continued using the training modules developed through the project with some updates if needed. Those modules have been approved by LDTA/MoFAGA and then published on the website for use by other training centres as well. In addition, two non-targeted regional centres completed modules that had been in the process of development at the time of project completion and have already used some parts in their trainings. Those former CPs have continuously improved their capacities at LDTA, whose role has more focused on technical issues to improve the quality of trainings, such as the module development, evaluation, and management of the trainings, etc. LDTA, with financial support from the Provincial Local Governance Support Programme

² The PCGG is service provider center at the provincial level especially for the capacity development inputs to the individuals at both provincial and local levels. The PCGG has also been serving as a resource center for providing knowledge inputs needed to strengthen provincial and local governments organizations and administration. This is an ad hoc center especially to implement the Provincial Local Governance Support Programme (PLGSP) at the province and local level.

³ ④ : very high, ③ : high, ② : moderately low, ① : low

⁴At the start of this project, COMCAP was already in Phase II, and specific collaboration/coordination took place with COMCAP Phase II (2015-2018).

(PLGSP)⁵ of MoFAGA, developed 36 training modules on different thematic areas for the capacity development of locally elected representatives and local government personnel. These modules have been used at the central level but have not been fully utilized at the provincial level yet. The capacity development of provincial government's personnel and local government's personnel has not been progressed as planned. Those in charge at the provincial training academy and the PCGG have not had sufficient knowledge and skills to conduct the training yet. The PLGSP has not been able to take care of all of the trainings since it has to cover other priorities of the program.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal, "LDTA becomes a lead institution in local governance," was not achieved. No recommendations were made to the provincial and local government since LDTA has not been authorized to do so after the organizational change in 2019 (Indicator 1). Due to the effect of COVID-19, an international level workshop on local governance has not been organized (Indicator 2). No partnership/Memorandum of Understanding between LDTA and international local governance institutions has been made after the project completion (Indicator 3).

<Other Impacts at the Time of Ex-Post Evaluation>

It was identified by the study that after the completion of the project, LDTA staff participated in the workshop to develop the Master Course by KU who has now included the ADDIE Instructional Design (ID) Approach in the curriculum of a one-year master's degree course. Also, the municipalities have started to request LDTA to provide the trainings to the local government's personnel. They have also committed to applying the learnings from the trainings to their working areas.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ②.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source																										
<p>(Project Purpose) Comprehensive training delivery mechanism in LDTA that enables action research and result analysis grounded, quality training to local government's personnel is established.</p>	<p>Indicator 1: LDTA and three target regional centres develop at least one training module by using the ADDIE (Analyze, Design, Develop, Implement and Evaluate) Instructional Design model as a framework in designing and developing training programs.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) • LDTA and three targeted regional training centres had already finished developing their respective training modules using the ADDIE ID Approach, which is a systematic approach of learning and knowledge sharing as a framework. (Ex-Post Evaluation) • LDTA and three targeted training centres (currently known as provincial training academies) have continuously been using the training modules with some updates and revisions. In addition, two other training centres have completed the development of the training modules and started using them. After the project completion, with the change of scope of work for LDTA due to the organizational reform, LDTA has put more focused on the module development and has newly prepared 36 modules which were developed based on the knowledge and skills gained through the project such as the application of the ID Approach with the ADDIE model in various types of topics, such as "Solid Waste Management and Environmental Management", "Integrated Local Development Plan System", "Local Government Operation", "Environment Friendly Local Government Framework", etc.</p>	<p>JICA documents, Interviews with LDTA, provincial training academies</p>																										
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⁵ The PLGSP is the national program for the capacity development of provincial and local government's personnel. The goal of the program is to make provincial and local governments fully functional, sustainable, inclusive, and accountable to their citizens. The period of the program is July 2019 - July 2023. Currently, reprogramming of the PLGSP is going on and the next phase of the PLGSP is yet to confirm.

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	Indicator 2: 75% of counterparts increase the score of each competency by at least 2 points.	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (partially continued) (Project Completion)</p> <ul style="list-style-type: none"> According to the study conducted by the project confirmed that 11 out of 14 CPs (79%) increased their scores by 2 points in five competencies, namely, A) research and analysis, B) training development, C) training delivery and evaluation, D) information and knowledge management, and E) activities management for the period of two years. Moreover, CPs were able to attain well-balanced scores in these five competencies. <p>(Ex-Post Evaluation)</p> <ul style="list-style-type: none"> According to the interviews conducted by the study, LDТА has improved its capacities on trainings. LDТА has put more focus on module development, evaluation, and management of the trainings after the organizational change. LDТА has been updating the training modules based on any changes in context and in rules and regulations of the government every year except for 2020 due to the effect of COVID-19. LDТА has also been involved in supporting the provincial training academies as well. According to the interviews, modules developed by LDТА are to be used for the trainings for the provincial government; however, those modules have not been fully utilized at the provincial level. The capacity development of provincial government' personnel and local government's personnel has not been progressed as planned because those in charge at the provincial training academy and the PCGG have not had sufficient knowledge and skills to conduct the training yet, and the PLGSP could not take care of all trainings since it has to cover other priorities by allocating the budget. 	JICA documents, Interviews with LDТА, provincial training academies																
(Overall Goal) LDТА becomes a lead institution in local governance.	Indicator 1: At least 3 recommendations for improving capacity of local governments are made by LDТА to provincial and local governments within 3 years after the end of the project.	<p>Status of the Achievement: not achieved. (Ex-Post Evaluation)</p> <ul style="list-style-type: none"> Since LDТА does not have mandate to make recommendations for its implementation directly to the provincial and local governments after the organizational restructuring in 2019, no recommendations were made by LDТА to provincial and local government. 	Interviews with LDТА, provincial training academies																
	Indicator 2: At least one international level workshop on local governance is organized by LDТА within 3 years after the end of the project.	<p>Status of the Achievement: not achieved. (Ex-Post Evaluation)</p> <ul style="list-style-type: none"> An international level workshop on local governance has not been organized due to the effect of COVID-19 pandemic in 2020 & 2021. After that, the Ministry of Finance, Government of Nepal (GON) did not allow to allocate the budget for organizing the international workshop with its own funds. 	Interviews with LDТА, provincial training academies																
	Indicator 3: At least one partnership/Memorandum of Understanding between LDТА and international local governance institutions is in place within 3 years after the end of the project.	<p>Status of the Achievement: not achieved. (Ex-Post Evaluation)</p> <ul style="list-style-type: none"> No partnership/Memorandum of Understanding between LDТА and international local governance institutions has been made after the project completion. 	Interviews with LDТА, provincial training academies																

3 Efficiency

The project cost was within the plan and the project period was as planned (the ratio against the plan: 70% and 100%, respectively). The total cost was less than the original plan in terms of equipment. Most of the equipment was purchased in Nepal rather than Japan for saving the costs. The generators except for one for the Project Office did not need to be purchased because the supply of electricity had been dramatically improved during the implementation of the project. At some regional centers, the original plan had to be changed and not all equipment was purchased since working environment was not in place. Outputs were produced as planned.

	Project Cost (Japanese side only, yen)	Project Period (months)
Plan (ex-ante)	453 million yen	48 months
Actual	315 million yen	48 months
Ratio (%)	70%	100%

In the light above, the efficiency of the project is ④.

4 Sustainability

<Policy Aspect>

The following policies and regulations have ensured the sustainability of the policy aspect. The development policy of Nepal, the “Fifteenth Plan (2019/20 to 2023/24)”, aims to build capable and efficient leadership and human resources for local development. Further, the “LDTA Act 1993” and “LDTA Regulation 1996” have been still effective to mandate LDTA to build the capacity of local governance for the local development.

<Institutional/Organizational Aspect>

At the central level, LDTA under MoFAGA assumes the responsibility to build the capacity of local governance including elected representatives. GON decided on the roles of LDTA in the development of training modules for local governance under the committee chaired by MoFAGA. At the provincial level, the provincial training academies, newly established to replace the regional training centres, have been in charge of human resources development of local governance. Until the provincial training academies have firmly been established at the provincial level, the PCGG which was established through the PLGSP, works for the capacity of local level officers and elected representatives. MoFAGA through the PLGSP makes the training modules by LDTA and sends them to the provincial training academies in order to enhance the capacities of provincial and local governments’ personnel⁶.

LDTA has sufficient staff to promote and disseminate the modules and carry out activities introduced by the project. Currently, the total number of staff is 25 and 12 of them can deliver the training. On the other hand, the provincial training academy at Gandaki, Pokara, for example, is currently recruiting its own staff under the Provincial Training Academy Act formulated by each province. Out of 20 positions approved under the academy, 13 positions have already been in the recruitment process and it may take another 6 months to complete the process.

<Technical Aspect>

Technical skill and knowledge are likely to be sustained since LDTA has been following up on what they acquired through the project, such as the ADDIE ID approach in their training system, preparation of training modules, and the training deliveries. The provincial training academies are gradually following up with support from LDTA and the PLGSP. However, it was identified by the study that more support and coordination are needed among MoFAGA, LDTA and provincial training academies in order to level up the technical capacity of provincial training academies. As for the modules and manuals developed by the project, they have been well utilized in the trainings. Modules on LLP, SA, PT, and GRB have been used by the facilitators of LDTA to facilitate the training program. Manuals and guidelines have been utilized not only on the trainings and workshop but also on the research. Manuals and guidelines have served as the source of knowledge management.

<Financial Aspect>

LDTA has its regular budget from GON. The budget amount has been increasing. Every five years, newly elected representatives of local government take the places and need to get various trainings. Provincial and local governments also allocate budgets for the capacity development of government’s personnel. LDTA and provincial training academies are established based on their own Act, so budget for them is secured by each federal and provincial government. LDTA is getting the governments funds through MoFAGA annually in the budget book. LDTA is implementing the training modules through its regular program. It also uses the training modules for conducting the training under the funds received from development partners and other organizations. Similarly, the provincial training academy receives funds from provincial government.

<Environmental and Social Aspect>

No issue on environmental and social aspect has been observed, and it has not been necessary to take any countermeasures.

<Evaluation Result>

In light of the above, slight problem has been observed in terms of the institutional/organizational aspect and technical aspects. Therefore, the sustainability of the project effects is ③.

5 Summary of the Evaluation

The project mostly achieved the Project Purpose “To establish the comprehensive training delivery mechanism in LDTA that enables action research and result analysis grounded, quality training to local government’s personnel as planned. Project effects have partially continued. They have continued at the central level (LDTA), but not necessarily for the provincial training academies that have not progressed than expected partly due to the effect of the organizational change and the Overall Goal “LDTA becomes a lead institution in local governance” was not achieved.

As for the sustainability, a slight problem has been observed in terms of the institutional/organizational, and technical aspects of the implementing agency. As for efficiency, both project cost and project period were within the plan.

⁶ Since the organizational change in 2019, there is no mechanism and legal provision to make a direct linkage between LDTA and the provincial training academies. This makes it difficult for LDTA to collaborate with the provincial training academies in terms of collaboration and exchange of knowledge for the trainings of local government personnels.

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

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- 1) It is recommended that MoFAGA should ensure the coordination and collaboration between LDTA and provincial training academies which have been under the provincial government.
The physical infrastructure was handed over from LDTA to the provincial government under which the provincial training academies are expected to conduct trainings for local government's personnel. However, those academies have not yet had the adequate knowledge and skills with coordination of LDTA and MoFAGA. With the common mandate to work on the capacity development of local government's personnel, it is necessary to ensure the coordination and collaboration among the LDTA and provincial training academies.
- 2) Provide training to the provincial training academy on the ADDIE ID approach which is conducted through organizing periodic interaction and learning sharing sessions between LDTA and provincial governments.
Action research is one of the important parts of training which helps policy feedback to the training institutes. However, before implementation of this project, LDTA used to develop most of the training modules without any training need assessment and action research. Further, LDTA used to conduct the same training for a long time without any updates to the training modules. Through the implementation of this project, LDTA has come to give high regard for the effectiveness of its comprehensive training delivery mechanism (Analyze, Design, Develop, Implement and Evaluate Instructional Design: ADDIE ID) for developing training modules, and LDTA is applying ADDIE ID for various types of topics. Thus, the training institute should carry out the ADDIE approach, one of the best approaches for the training and its management, which focuses the action research and training need assessment before developing the training module.

Lessons Learned for JICA:

- It is encouraged to apply the ADDIE ID approach for other technical cooperation project with capacity development.
- It was identified by the study that the ADDIE ID approach has been well accepted as an effective method of trainings for local government's personnel. It puts emphasis on systematic process of capacity development on research and analysis in the training design, the development of training curriculum and materials, delivery, and evaluation of trainings. Through this approach, the training institutes can obtain the policy feedback, and which can be reflected on the future trainings.



Provincial Training Academy, Gandaki Pokhara



Training Manual developed by the project