

FINAL EVALUATION REPORT

Technical Assistance in Support of the Provincial and Local Governance Support Programme (TAP)

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Mr. Omer Ahmed Awan, Team Leader

Mr. Thakur Prasad Bhatta, PhD, Governance Expert

Ms. Sarmila Shrestha, GESI Expert

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Evaluator(s) and their email address	Mr. Omer Ahmed Awan, Team Leader- omerahmedawan@yahoo.com Mr. Thakur Prasad Bhatta, PhD, Governance Expert thakurpbhatta@gmail.com Ms. Sarmila Shrestha, GESI Expert adsarmila.cls@gmail.com	
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Acronyms and Abbreviations

ASIP	Annual Strategic Implementation Plan
BOOT	Build, Own, Operate and Transfer
CD	Capacity Development
CDP	Capacity Development Plan
CFLG	Child-Friendly Local Governance
CoC	Code of Conduct
CoI	Conflict of Interest
EFLG	Environment-Friendly Local Governance
EU	European Union
FATA	Federal Affairs Training Academy (proposed)
FCDO	UK Foreign, Commonwealth and Development Office
FCGO	Financial Comptroller General Office
FGD	Focus Group Discussion
FRAF	Fiduciary Risk Assessment Framework
FY	Fiscal Year
GESI	Gender Equality and Social Inclusion
GoN	Government of Nepal
GRB	Gender Responsive Budgeting
IPC	Inter-Province Council
IPF	Innovation Partnership Fund
IT	Information Technology
JFA	Joint Financing Arrangement
KSI	Key Stakeholder Interview
LDTA	Local Development Training Academy
LG	Local Government
LGOA	Local Government Operations Act 2017
LISA	Local Government Institutional Capacity Self-assessment
MoF	Ministry of Finance
MoFAGA	Ministry of Federal Affairs and General Administration
MTEF	Medium Term Expenditure Framework
MTOT	Master Training of Trainers
NAGG	National Academy for Good Governance
NEC	National Executive Committee
NPC	National Planning Commission
NPSAS	Nepal Public Sector Accounting Standards
NSC	National Steering Committee
OAG	Office of Auditor General
OCMCM	Office of Chief Minister and Council of Ministers
OPMCM	Office of Prime Minister and Council of Ministers
PAMS	Public Assets Management System
PASIP	Provincial Annual Strategic Implementation Plan
PCC	Provincial Coordination Committee

PCGG	Provincial Centre for Good Governance
PCU	Programme Coordination Unit
PDP	Periodic Development Plan
PPD	Provincial Project Director
PPM	Provincial Project Manager
PPIU	Provincial Project Implementation Unit
PCGG	Provincial Center of Good Governance
SuTRA	Sub- National Treasury Regulation Assessment

EXECUTIVE SUMMARY

The Provincial and Local Governance Support Programme (PLGSP) is a national flagship program of the Government of Nepal (GoN) aimed to build institutional, organizational, and individual capacity at all levels of government, with special focus on the provincial and local levels. The Ministry of Federal Affairs and General Administration (MoFAGA) is the executive agency of the Programme. In this regard, the Technical Assistance to the Provincial and Local Governance Support Programme (TAP) provided by UNDP on behalf of UN agencies between December 2019 – July 2023 (original phase) is critical to support provincial and local governments (PLGs) by supporting the Provincial Programme Implementation Units (PPIUs) and Provincial Centers for Good Governance (PCGGs) to become fully functional and able to deliver capacity development services to the PLGs to perform in line with the constitutional mandates. Technical assistance was aimed to be provided through Programme Coordination Unit (PCU), PPIUs, and PCGGs in each of the seven provinces. The main purpose of the TAP, as outlined in the TAP Project Document, is to provide support for the effective implementation of the PLGSP to achieve the expected results as set in the PLGSP Programme Document which are further elaborated in the Monitoring, Evaluation and Learning (MEL) framework.

This evaluation report contains findings, lessons learnt and recommendations from the final evaluation of TAP. The overall purpose of this final evaluation was to assess the results achieved so far and lesson learnt by the TAP project. The evaluation report and its findings are intended to assist primary stakeholders like UNDP, government, donors, other development partners and citizens so that they can assess the overall progress of the TAP and identify areas for improvement as a way forward. The final evaluation assessed the implementation approaches of the TA, contribution to higher level outcome results, and issues/challenges encountered, as well as identify and document the lessons learnt and good practices and make specific recommendations for future course of actions. The evaluation adopted primarily two approaches including participatory/consultative approach and contribution analysis approach. The overall evaluation criteria were based on the DAC criteria and specifically, it evaluated progress towards achievement of outputs and objectives of the TAP based on a set of criteria as outlined in the TOR. These criteria include relevance, coherence, effectiveness, impact, efficiency, and sustainability as well as human rights, gender equality and social inclusion, transparency, and accountability. The data collection methods included documents review, key informant interviews and field visits in all provinces to gather data from multiple sources for validation purposes. A total of 190+ stakeholders were consulted and responded in the data collection phase whereby almost 25% of the respondents were female.

Summary of Findings

Following is a summary of key findings whereby details of all findings are outlined in the main report.

A1- Relevance: The TA project was found to be ‘Relevant’ to the priorities of federal, provincial, and local governments including Nepal’s Long-Term Vision 2043 (Prosperous Nepal Happy Nepali), 15th Plan as well as UNDP’s Country Program Document (CPD 2023-2027), UNDP’s and PLGSP’s GESI Strategy and SDGs. The relevance dimension of the project was found to be one of the strongest attributes of the project. More specifically, TAP was found aligned with UNDP Country Programme Document 2018-2022 Outcome 2: “By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring rule of law, social justice and human rights for all, particularly for vulnerable people” and related Output 2.2: “Systems, procedures and capacities of government institutions at subnational level in place for the delivery of services in an inclusive, transparent and accountable manner.” Moreover, it was also aligned with National Long-term vision 2043 and 15th plan.

A2- Coherence: The documents/desk review concluded that direct linkages can be drawn between TAP’s core goals and the UNDP’s Parliament Support Project (PSP). UNDP’s PSP was found to have a coherence with TAP whereby under this project, UNDP has been providing technical support to the Federal

Parliament (FP), the Provincial Assemblies (PAs), parliamentary committees, members of parliament/province assembly (MPs), and the parliament secretariats to strengthen their parliamentary functions. TAP was also found aligned with the UNDP's Access to Justice project. Moreover, and with reference to the external coherence, the stakeholder consultations and field visits highlighted that the TAP's teams at provincial levels were found coordinating with other development agencies working in the field of governance. Overall, there is no clear external coherence was found however in some provinces, development agencies such as GIZ, the EU (through the European Union Support to Inclusive Federalization (EUSIF) project), and International IDEA were found working in the field of governance, for instance in Sudurpaschim and Karnali provinces.

A3 – Effectiveness: Keeping in view the context and background of an immense and first of its kind governance transition of federalism in Nepal, its related challenges of adoption, institutional, administrative, and behavioural federalism, unforeseen COVID-19 Pandemic, it was found that the technical assistance programme of PLGSP has shown significant and effective progress in all major areas defined in its scope, with certain gaps to be fulfilled going forward. The core responsibilities of provisioning TA staff, procurement of vehicles and consultants were effectively fulfilled. However, despite the onus of coordination was given to the management of the PLGSP (including all 6 governing bodies NSC, NEC, TASC, PCC, PCU, PPIU) as per the ProDoc, there was consensus found in stakeholder consultations that it is a weaker link. Moreover, during the consultations, the government stakeholders have demonstrated consensus and trust in UNDP as the implementation arm of the technical assistance component, however with some key gaps and/or modifications in programme design to be addressed going forward.

UNDP as the technical assistance partner has shown significant and effective progress in fulfilling the key requirement of the provision of TA resources as envisaged in the ProDoc and design. Moreover, although the quantitative milestones of provision of human resources are adequately completed, there are diverse views and opinions found regarding some gaps including recruitment and qualitative performance of the TA staff, confusion in the interpretation of role, scope, and control of the TA implementing agency (UNDP) as defined in the ProDoc. There is a consensus among the stakeholders that 'one size fits all' model of provision of human resources is not optimum, considering the heterogeneity of needs and gaps in each province.

A4 – Efficiency: Overall efficiency of the TAP was found to be 'efficient' though the level of efficiency varies from one component to the other including implementation and coordination arrangement, M&E, partnerships, and budget efficiency.

i) Implementation, Coordination & Communication Mechanisms– Overall, there was consensus found among the stakeholders that the implementation and coordination mechanism of TAP was not optimally efficient with numerous challenges of coordination. One of the contributing factors in this regard was linked with the frequent change in management. The TAP is governed by Technical Assistance Sub Committee (TASC), chaired by the PLGSP National Programme Director (NPD), and represented by UNDP and JFA development partners. The TASC has been found effective and instrumental in overseeing the progress of TAP and in taking key decisions. Moreover, referring to para 75 of the TAP ProDoc whereby one of the key roles of envisaged Provincial TA Consultation Committee (P-TACC) to bring all inter PPIU-PCGG's TA related coordination issues under one platform with representation from both PPIUs and PCGGs. However, the evaluation team found no data demonstrating any establishment and functioning of this mechanism.

ii) M&E – M&E function of the TAP was found to be as efficient as the annual work plans, related results-based gender responsive monitoring and quarterly/annual reports provide detailed progress updates. However, lack of a dedicated results framework for the technical assistance component was found as a challenge to fully adopt RBM principles.

iii) Budget Efficiency – Overall, the budget efficiency as % utilization of budget with regards to the planned vs. actual expenditure for first three years of the TAP was found to be efficient (an average of 84%).

vi) Partnership Strategy: There was a consensus found among government stakeholders that UNDP is a trusted partner with a long history of partnership with the government and this partnership has also helped in overcoming various challenges of implementation in TAP activities. The understanding of UNDP in terms of evolution and history of federalism including during the as well as about constitution. Constitution writing process of Nepal and its support in various tiers of the government have been effective in identification and fulfilling the technical assistance priorities of the PLGs.

However, with reference to the partnership with other development partners, there was some level of confusion found in terms of scope, role, and ability of UNDP to implement the technical assistance component of the PLGSP. Although there was a consensus found about the established reputation in the country and institutional capacity of UNDP as well as demonstrated global expertise for technical assistance programs, the lack of clarity and/or unresolved communication gap among development partners and UNDP about both the scope of UNDP's role as TA implementer as well as the scope of technical assistance under PLGSP was found as both a challenge and risk for future programs.

A5 – Impact-In view of newly introduced federal governance, maintaining intergovernmental relationships between PLGs is one of the positive changes or impacts that TAP's support has contributed so far. The establishment of PCGGs, upgrading as independent Training and Research Academy by Act and Training Academy at the province level were found to play an important role in building linkages between PLGs through various kinds of training and capacity building activities. It was found that all 753 LGs have completed income and expenditure estimation, budget approval and treasury operation etc. It was found that more than half of the LGs (out of 753) have passed either a GESI Policy or a GESI Strategy, ensured GESI mainstreaming in programme interventions which is a significant contribution of TAP in advancing gender equality and social inclusion in public service delivery.

A-6- Sustainability-Despite delays in adoption and ownership of TAP at provincial and local levels as well as establishment of PCGGs, the sustainability of TAP was found as an area to be seriously considered by the UNDP and PLGSP management. Risk of TAP sustainability was also found to be linked with the limited to very little fiscal and administrative devolution that includes empowering provinces, the TA staff composition and budgeting. However, in certain exceptional cases, it was found that a cost sharing mechanism between provincial and local government to the extent possible as well as TA support in capacity building has created a level of sustainability. More importantly, a lack of clear exit strategy and sustainability plan for TAP was found to be one of the weakest links. Particularly for a program that is focused on capacity building and technical support, lack of clear sustainability strategy which is agreed by all stakeholders/partners may increase the risk of sustainability to a significant level.

A7- Human Rights Based Approach, Gender Equality & Social Inclusion (GESI)- GESI is fundamentally mainstreamed by the PLGSP according to the spirit of the Constitution of Nepal. Evaluation team found that the GESI strategy of the PLGSP which was developed with the support of the TAP served as guiding document for planning and implementation of not only TAP but primarily the whole of PLGSP programmes intervention. . Efforts of TAP are found to be instrumental in ensuring prioritization and necessary integration of GESI within the entire programme interventions of of the PLGSP.

TAP and its experts' support were found instrumental for the endorsement of GESI policy/strategy, conduction of GESI Audit and advocating for appointing GESI focal person in the LGs. Data found indicated that more than 450 LGs have either passed GESI Policy or Strategy, more than 70% of LGs and 47 provincial ministries have already conducted GESI audit, 17% of local government had adopted code of conduct on controlling abuse at workplace, and 55 provincial ministries and offices and 400 LGs governments have appointed GESI focal persons.

A8- Lessons Learned

1. With the change in time and context, the requirements and demands for technical assistance vary from one province to another. One size fits all model is not suitable to cater to these heterogeneous priorities.
2. In a technical assistance programme that encompasses multiple geographical and sectoral stakeholders, a robust and strong coordination mechanism is a mandatory requisite for smooth implementation. For instance, regular meetings of MOFAGA/PCU with PPD, PPM including PPIU/PCGG TA team, section units of OCMCM) will both enable efficient implementation activities and increased ownership of the programme.
3. The coordination mechanism defined in planning stage like P-TACC would have an optimum mechanism to resolve coordination challenges between PCGGs and PPIUs
4. The immense transition of federalism in any country with such a comprehensive technical assistance exercise require both administrative and behaviour change through a well thought of change management component in the program along with adequate tools and resources.
5. Staff retention in a technical assistance programme that is predominantly dependant on TA staff support requires adoption of standard best practices of staff motivation and incentivization.
6. While recruiting experts for PCGG and PPIU, the emphasis given on experience on governance was not helpful as some of the experts continued with previous traditional cultures, which was not so helpful in the changed situation of federal governance.
7. The TAP's support was to elected government representatives and staff. But it was realized that some support should be given to elected representatives at all levels on parliamentary processes etc.

A7- Recommendations

Based on the lessons learned and the key findings mentioned in the sections above, following is a set of recommendations for the TAP Project:

1. Keeping in view that tangible results in the technical assistance support of provincial and local governance under a transition phase of federalism require time and sustained follow-up, **it is recommended to extend/refine at least a 4–5-year program for TAP, but with revised and refined design and modalities.**
2. The revised programme should clearly shift from **'Ready Made' model of TA support towards 'Tailor Made' technical support** to provincial & local governments to cater heterogeneous needs in changing context and development of each province. TAP's support should be determined by demand-driven approach as the present modality was found more supply driven. With the strengthening of provinces, the TAP' support modality should be province based as per the need and consultation of each province separately which will be in spirit of federal governance. In such case, the PCU, MOFAGA or other central agencies can be service provider to provinces for the policy matters and capacity building of provinces. This will increase the ownership of the province and there will be opportunity of co-operation between federal and province levels as per the spirit of the constitution.
3. The revised ProDoc for TAP should have its specific results framework with clearly defined outcomes and outputs along with the related indicators and targets. The results framework may be aligned with current/revised results framework of the PLGSP.

4. Since federalism in transition requires administrative and behaviour change, a comprehensive change management strategy with adequate tools and resources should be developed and adopted at all levels including federal, provincial, and local government, PLGSP management, particularly with direct implementation at PCU, PCGGs and PPIUs
5. A clear and comprehensive sustainability and exit strategy which is developed in participatory manner and agreed by all stakeholder is highly recommended to outline the long-term sustainability of TAP.
6. The roles and responsibilities of PCGG and PPIUs need to be revisited. While PCGGs have been established as functional centers and leading capacity building mechanism for local governments, it should be further strengthened as per the updated needs assessment from different provinces. Apart from the local government officials, PCGGs support should also be focused on providing training to provincial parliamentarians, civil servants in the parliamentary process. It is also important that this should not be done in isolation. It needs to be coordinated and avoid duplication on projects working specifically with parliamentary affairs.
7. It is recommended that PPIUs should play a more vital 'technical advisory support' to the provincial governments whereby a lesser but more focused technical advisory staff should work directly with relevant provincial departments to provide technical support in policy/systems development and reforms. The deployment of technical advisors to PPIUs should not be uniform but based on unique requirements of provinces.
8. There should be a shift from standard GESI support for provinces towards a needs/demand based GESI support for different provinces as different provinces can have different GESI related requirements. It is recommended to conduct an updated needs assessment of GESI for each province.
9. It is also suggested to compile a compendium of best practices, models and success stories from the provinces and local governance whereby GESI strategy/policy, gender audit and gender responsive budgeting have been successfully implemented and institutionalized by the provincial and local governments. It will assist in documenting the best practices and key enabling factors, lessons learned that will assist in replicating the GESI mainstreaming in the remaining provinces and local governments more efficiently.
10. It is recommended to further strengthen GESI strategy for other vulnerable groups, particularly for the persons with the disabilities (PWDs). It can be done by reassessing the needs and requirements of this vulnerable group and revise the GESI strategy and related capacity building activities wherever possible. It is also recommended to conduct an independent impact assessment/evaluation for GESI component of TAP to compile focused and in-depth findings, lessons learned and impact stories etc.

1. INTRODUCTION

The purpose of this evaluation was to assess TAP in terms of its results achieved so far and lesson learnt. It also assessed the implementation approaches of the TA, results as well as assessment of planned vs. actual targets against the activities defined in the ProDoc. The evaluation was conducted towards the end of the project so that it would enable identification and documentation of the lessons learnt and good practices and make specific recommendations for future course of action.

The evaluation report and its findings are intended to assist primary stakeholders like UNDP, government, donors, other development partners and citizens so that they can assess the overall progress of the TAP and identify areas for improvement as a way forward.

The report is divided into 7 sections. Section 1 provides introduction to the evaluation. Section 2 discusses the description of the project, its objectives and related information whereas Section 3 describes overall evaluation scope, objectives and criteria. Section 4 outlines the evaluation approach and data collection methods. Section 5 briefly outlines data analysis approach. Section 6 comprehensively provides overall evaluation findings as per the defined evaluation criteria. Section 7 outlines major conclusions, lessons learned and recommendations

2. DESCRIPTION OF INTERVENTION

The final evaluation report is aimed at assessing the overall progress of TAP with reference to its major achievement and contribution towards progress in achieving 14 outputs of PLGSP.

The Provincial and Local Governance Support Programme (PLGSP) is a national flagship program of the Government of Nepal (GoN) aimed to build institutional, organizational, and individual capacity at all levels of government, with special focus on the provincial and local levels. The Programme intends to achieve the overarching goal through three outcomes:

- ❖ Government institutions and inter-governmental mechanisms at all levels are fully functioning in support of the federal governance as per the Constitution.
- ❖ Provincial and local governments have efficient, effective, inclusive, and accountable institutions.
- ❖ Elected representatives and civil servants at provincial and local governments have the capacity and serve citizens to their satisfaction.

The Ministry of Federal Affairs and General Administration (MoFAGA) is the executive agency of the Programme. The seven provincial governments, the 753 local governments, and the seven provincial-level training centers (Provincial Centers for Good Governance, PCGGs) are the implementing agencies of the Programme. The Programme is supported by international development partners, namely, the UK Foreign, Commonwealth & Development Office (FCDO), the European Union (EU), the Government of Norway, the Swiss Agency for Development and Cooperation (SDC), and the United Nations, along with the Government of Nepal.

Technical Assistance Programme (TAP)- Specifically relevant to this evaluation, TAP is critical to support provincial and local governments by supporting the Provincial Programme Implementation Units (PPIUs) to support the policy reforms at province level in the spirit of federalism and supporting the PCGGs to become fully functional as a center of excellence and to able to deliver capacity development services to the provincial and local governments (PLGs) to perform in line with the federal governance system as per the constitutional mandates. Technical assistance was aimed to be provided through PPIUs and PCGGs in each of the seven provinces including the PCU at federal level.

In this regard, the United Nations Development Programme (UNDP) was appointed as the Technical Assistance partner where UNDP signed a TA agreement with MoFAGA for the period 10 December 2019 – 16 July 2023, aligning with the PLGSP programme period of 16 July 2019 – 15 July 2023. Out of the total PLGSP budget of US\$ 130 million, GoN allocated US\$ 10 million for TAP, with UN agencies allocating an additional US\$ 1 million (UNDP US\$ 880,000; UN Women US\$ 80,000; and UNCDF US\$ 40,000), and US\$ 1,611,166 as unfunded at the time of signing the agreement. Currently, UNDP is managing TA as one of the mechanisms to deliver the programme at the provincial and local levels of government with limited support also at the federal level. It was reported that no financial contribution was made by the UNCDF till the time of this evaluation.

Project Objectives

The main purpose of the TAP, as outlined in the Project Document, is to provide support for the effective implementation of the PLGSP to achieve the expected results as set in the Programme Document which are further elaborated in the Monitoring, Evaluation and Learning (MEL) framework. Specifically, UNDP, proposed to make available its knowledge, experience and the network worldwide as well as the entire necessary technical specialists and experts (both long-term and short-term) who will be placed at the disposal of the Programme Coordination Unit (PCU) and to the PPIUs and the PCGGs. The technical specialists and experts were expected to enhance the capacities of PLGs to achieve the key results of PLGSP under the three outcomes, seven sub-outcome areas with activities under 14 output areas.

Project Scope of Activities

The scope of work outlined in the TAP Project Document included:

- i) Provisioning human resources including:
 - ✓ preparation of the TORs.
 - ✓ Hiring and deployment of the TA personnel
 - ✓ Compensation and payment to the TA personnel
 - ✓ Capacity building & Knowledge enhancement

- ii) Supply of Consultancy Services
- iii) Procurement of equipment and vehicles
- iv) maintenance of rosters
- v) Development Partner (DP) coordination.

It is important to highlight that the TAP does not have its own results framework and/or Theory of Change however the proDoc indicated key activities for TAP to be achieved that includes provisioning human resources , Supply of Consultancy Services, Procurement of equipment and vehicles, Development Partner (DP) coordination. Moreover, The TAP is very aligned with the national, provincial, and local levels priorities, the Constitution of Nepal, UNDP , UNDP Country Program Document (CPD) and SDGs.¹TAP's key stakeholders include MOFAGA (Executing Agency(, UNDP (TA Partner), PCU, PPIU, PCGGs, provincial and local government departments and development partners.

The project has a special focus on mainstreaming human rights and social inclusion themes through its specific GESI (Gender Equality & Social Inclusion) Component. Data found indicated that more than 450 local governments have either passed GESI Policy or strategy, more than 70 % local governments have already conducted GESI audit, and more than 85 % local and provincial governments have appointed GESI focal person. Similarly, most of the local governments were found in the planning process of preparing GRB guidelines. TA staff were also found instrumental in emphasizing the issues GESI into policy, program and implementation in the provincial and local governments.

It is important to highlight that TAP was envisaged, planned and implemented in the context of evolving federalism in Nepal and the linked flagship program of PLGSP whereby the core goal is to build capacity of provincial and local governments to ensure federalism and related governance mechanisms in all provinces.

3. EVALUATION SCOPE AND OBJECTIVES

3.1 Evaluation Scope

The evaluation covered only the technical assistance support for the PLGSP, and related technical assistance activities implemented since its beginning in December 2019 till June 2023. The programmatic scope of the evaluation exercise was primarily focused assessing the TAP specific activities and interventions. Please note that in absence of any specific TAP related results framework, the progress assessed against the list of activities defined in the proDoc of TAP. The evaluation covered full geographic coverage, including at federal level (PCU) and in seven provinces (seven PPIUs and seven PCGGs), as well as select provincial and local governments benefitting from the services provided by the TA staff in these PLGSP implementation units.

¹ Please see section of 'Relevance' under findings for detailed assessment

3.2 Evaluation Objectives

The overall purpose of this final evaluation was to assess the results achieved towards the TAP's objectives and document the key lessons learnt. The final evaluation was 'only' focused on the technical assistance component of the entire PLGSP program. The final evaluation assessed the implementation approaches of the TA, results against output targets, contribution to higher level outcome results and issues/challenges encountered, as well as identify and document the lessons learnt and good practices and make specific recommendations for any improvements that can be made in the future course of actions.

The final evaluation of the TAP was conducted in terms of its: relevance; coherence, effectiveness; impact, efficiency; sustainability; gender-responsiveness; stakeholders and partnership strategy.

Specific Objectives

The specific objectives of the evaluation are the following:

- to assess the relevancy and appropriateness of the TA approaches and interventions including TA positions, structure, implementation arrangement and adequacy in contributing to achieve the key milestones.
- to ascertain the effectiveness and efficiency of the TA activities provided to federal, provincial, and local governments through PCU, PPIUs and PCGGs to enhance the capacities of PLGs in achieving the key results of PLGSP under three outcomes, seven sub-outcome areas and 14 output areas.
- to measure the coherence and sustainability of the TA intervention, including synergies with other UNDP supported programme/projects, UN integration and DP coordination efforts for implementation of federalism.
- to review and assess the risks and opportunities, document key learnings and good practices; and recommend potential approaches for more effective TA engagement for better delivery of the PLGSP.
- to analyze the TAP's contribution on promoting human rights, mainstreaming gender equality and social inclusion, and anti-corruption/accountability and environmental sustainability/resilience in provincial and local government's planning.

3.3 Evaluation Criteria and Questions

The overall evaluation criteria were based on the OECD-DAC criteria and was aligned with the United Nations Evaluation Guidelines (UNEG) 'Ethical Guidelines for Evaluation' as well as UNDP Independent Evaluation Office's Evaluation Guidelines. Specifically, it evaluated progress towards achievement of outputs and objectives of the TAP based on a set of criteria as outlined in the final evaluation's TOR. These criteria include relevance/coherence, effectiveness, efficiency, Impact, and sustainability as well as cross themes of Human Rights, Gender Equality and Social Inclusion, Transparency and Accountability, and Environment and Resilience. Under each of the criteria, the evaluation developed a series of key questions to guide the inquiry into and the evaluation of the project's progress and achievements.

Table 1: Key Evaluation Criteria

No	Criteria	Information to be captured
1	Relevance	The relevancy and appropriateness of the TA approaches and interventions including TA positions, structure, implementation arrangement and adequacy in contributing to achieve the key results in line with the Theory of Change, Interlink between TA and PLGSP objectives
2	Coherence	Alignment with UNDP's core documents (e.g., UNDAF, and the new UNSDCF, UNDP CPD), national priorities (e.g., Nepal's 15th Plan), and other related UNDP, UN, and Development Partner projects.
3	Effectiveness	Under this section, the evaluation will evaluate: The effectiveness the TA activities and support provided to federal, provincial, and local governments through PCU, PPIUs and PCGGs to enhance the capacities of PLGs to implement PLGSP. The focus will be strictly on contribution of TAP activities and not on the PLGSP as a whole
4	Impact	To what extent the TA initiatives indicate that the intended impact of PLGSP will be achieved or not achieved in the future?
5	Efficiency	Focuses on the cost-effectiveness and timely delivery of the project outputs as well as the role of project management and structure on the delivery of project outcomes and objectives.
6	Sustainability	Focuses on the institutions and the mobilization of required resources including financial resources to sustain the project achievements into the future.
7	GESI	Review the TAP approaches and modality, in general, and gender equality and social inclusion, with a particular focus on participation of women and marginalized groups. Contribution of TAP to include GESI in designing, implementation and monitoring the PLGSP.

Table 2: Additional Evaluation Criteria and Components of evaluation

No	Criteria	Information to be captured
8	Cross Cutting Themes	The TAP's contribution on promoting human rights, mainstreaming and integrated gender equality and social inclusion, and anti-corruption/accountability and environmental sustainability/resilience in provincial and local government's planning Responsiveness of TAP to promote GESI in PLGSP and its effects

9	Transparency, Accountability, Anti-Corruption, Environment and Resilience	<p>To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption for the implementation of PLGSP?</p> <p>To what extent was the project able to promote the principles of environmental sustainability and resilience for the implementation of PLGSP?</p>
10	Lessons Learned & Recommendations	<p>What are the key lessons learnt during project implementation and recommendations for potential future TAP design and implementation? The recommendations should be firmly based on evidence and analysis, clear and result-oriented, forward-looking, and realistic in terms of implementation.</p>

The final evaluation was focused on the following key evaluation questions.

- To what extent has the TAP achieved (or is likely to achieve) its intended objectives? What factors contributed to or hindered the TAP's performance and sustainability of the results?
- To what extent was the TAP relevant and effective in enhancing the capacity of PLGs in the federal context?
- What are the key considerations to be taken into account while developing the new TA interventions?
- To what extent has the TAP success on promoting Gender Equality and Social Inclusion in the PLGSP programme?

(Evaluation matrix in Annex C includes a detailed list of guiding questions for each of the criteria mentioned above).

4. EVALUATION APPROACH AND METHODS

4.1 Evaluation Approach

This final evaluation primarily adopted two approaches i.e., participatory/consultative approach and contribution analysis approach. The former approach ensured close engagement with all relevant stakeholders including the project management team, implementing partners, experts, JFA partners and direct beneficiaries of the project activities. Through this approach, the evaluation captured the views of the direct beneficiaries that are provincial and local governments, (particularly local governments) and key stakeholders both on their initial thoughts and expectations, and their feedback following project intervention. Their overall views on project activities, inputs, progress, challenges, lessons learned or best

practices and risks related to successful implementation are also documented and communicated through the findings of the report.

The latter approach seek to identify and confirm whether particular outputs and achievements are attributable to a deliberate and well-thought-out process and actions guided by the intended scope of objectives & activities the TAP adopts from the outset. In this regard, it aimed to demonstrate, considering the ongoing efforts and any challenges both internal and external the program had to overcome or is currently dealing with, the causal link or the contribution TAP has made through its activities to particular milestones that the project has accomplished up to date. In turn, this informed and enabled the evaluation to further confirm the validity of the project design vis-à-vis the actualization of the intended objectives and scope of activities in terms of a set of evaluation criteria as outlined in the project document of TAP.

The evaluation approach was designed a way that gender and social inclusion dimensions was mainstreamed in both data collection and data analysis phases. For instance, apart from a separate section of GESI questions, the GESI mainstreaming was also ensured in the guiding questions to assess criteria of effectiveness, impact, efficiency and sustainability etc

Moreover, it was ensured that while selecting the respondents/participants for KIIs, a gender balance should be maintained. Based on the availability and composition of staff/stakeholders in the organizations consulted, almost 25% of the stakeholders consulted were women.

4.2 Data Sources

i) Desk Review and Document Analysis

The foundation of the desk review was the background documents shared by the UNDP team. A review of the documents such as TAP project documents, PLGSP programme document, strategic documents, MTR PLGSP, periodic progress reports, TASC meeting minutes, knowledge products, project risk log etc., facilitated a basic understanding of the TAP and enabled an effective assessment design. A basic list of documents reviewed during this stage is provided in **Annex B**.

The desk review also considered the relevant legal framework which includes a basic list of

Keeping in view some of the attributes found in the desk review and while evaluating the project under the basic criteria of the final evaluations, the assessment was also be based on 3 primary parameters:

- I. How has the TAP performed so far with reference to scope of activities defined in ProDoc and how effective these contributions are towards achieving relevant outputs of PLGSP?

- II. How and if the project can cope with and realign with any challenges that TAP has experienced since its inception?
- III. The evaluation report also assessed and described any lessons learned, challenges faced and furnished recommendations.

Capturing key lessons learned was vital to inform any adjustments and realignment of the TAP for the next phase and/or remaining years. Enquiring and documentation of lessons learned was done through multiple sources to validate the findings and observations. This included the key lessons learned that are already documented, findings and observations that were gathered through KIIs, documents review & field visits. The scope of assessment was aimed at the following basic questions:

ii) Development of Data Gathering & Assessment Tools

The TORs and the Desk Review of the documents provided an informed foundation for the development of assessment tools. Keeping in view that multiple level stakeholder consultations took place including UNDP, various partners, government counterparts at federal, provincial, and local levels, and donor as well as both on field and virtual mode of data collection, a mix of data collection tools was planned to gather data from multiple sources. Three data collection tools were envisaged. These tools are based on the **three** techniques and comprise of:

- Key Informant Interviews (KIIs)- Virtual and In-person
- Direct Observation (Field Visits)
- Focus Group Discussions (FGDs)- Virtual and In-person

The above-mentioned tools were planned to be user friendly and provide a combination of qualitative and quantitative information. **Annex C** provided a detailed '**Evaluation Questions Matrix**', relevant/related data collection methods and sources for the evaluation assignment

4.3 Sampling Criteria

The sample size was intended to be 150+, by covering at least 20 from federal stakeholder (MOFAGA, Ministry of Finance, Prime Minister Office, National Planning Commission, UN agencies and donor agencies), 15 from each of the 7 provincial government (OCMCM, PCGG and PPIU) and 5 from each local government (5 from each of 14 local government) representatives from MuAN, NARMIN and DCC. Some respondents were determined using purposive sampling based on their responsibility and position, like other respondents were selected randomly from the stakeholders list compiled by the evaluation team in consultation with the UNDP. The list of actual stakeholders consulted is included in **Annex D**.

4.4 Data collection procedures and instruments

While undertaking the data collection process, it was ensured that both quantitative and qualitative information is gathered through a combination of primary and secondary sources. Data collected from one source was triangulated with the other to ensure accuracy and validity. An intelligent mix of both approaches provided more quality and depth to ensure greater understanding of the phenomenon.

The assessment was carried out in a participatory manner, where feedback was gathered both from stakeholders at the beneficiaries as well as the institutional levels. A total of 190+ stakeholders were consulted and responded in the data collection phase. During the data collection, the following tools were adopted:

4.4.1 Key Informant Interviews (KIIs)

To consult the relevant project stakeholders, key informant interviews were conducted. The final list of key informants consulted during the assessment is provided in **Annex D**. The KIIs also included consultative meetings (group interviews with staff), wherever required. **Annex C** provided a list of questions that guided the independent key informant interviews under the criteria of relevance, effectiveness, efficiency, coherence, impact, sustainability, cross cutting themes and partnership strategy.

4.4.2 Focus Group Discussions

To validate the effectiveness of TAP in capacity building, contribution of TA personnel as well as assessing the gender and diversity inclusivity of TAP, it was proposed to conduct at least one separate virtual FGD with women only among TA staffs to ascertain the gender equality and social inclusion-related results and approaches. However, due to time constraints and logistical issues, FGD was replaced by additional individual in-depth KIIs in the field with similar groups of stakeholders, that are mainly the female TA staff.

4.4.3 Direct Observations- Field Visits

To validate the contribution of TAP on ground, the national evaluation experts conducted field visits to federal, seven provincial governments, and 14 local governments (**Annex G**) to conduct in-depth interviews, meetings, and discussions with key stakeholders in provincial and local governments, as well as TA staff in the seven PPIUs and PCGGs. The team observed systems, products and services delivered at provincial and local level e.g., IT systems developed/upgraded, vehicles and laptop/IT equipment procured and office environment etc. Once the data was gathered and based on the initial data collected and analyzed through the data collection activities of document review, interviews, a debriefing session with UNDP was conducted on 1st August 2023 to present preliminary findings. Later, following data collection phase and analysis of data gathered as well as getting the initial feedback, a comprehensive draft evaluation report is submitted to the UNDP team for feedback on organization of evaluation, results, lessons learned and recommendations, as guided by the TORs.

4.5 Stakeholder participation

More than 190 participants from a range of stakeholders participated in the data collection phase that included representatives from UNDP, PCU, PPIUs, PCGGs provincial and local government departments. In terms of gender balance, it was planned to include a considerable gender balance while selecting the stakeholders. As a result, and based on the available female respondents, almost 25% of the respondents were women (Please see **Annex D** for the list).

4.6 Ethical considerations

The final evaluation of TAP was conducted in strict accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation 'and the Code of Conduct for Evaluation. The rights and confidentiality of information providers, interviewees and stakeholders were safeguarded. Moreover, the collected information before and after the evaluation and protocols was secured to ensure anonymity and confidentiality of sources of information. The signed pledge in this regard is also available upon request.

4.7 Major limitation of the methodology

Overall data collection phase included adequate consultations. However, it is worth mentioning that a limited number of responses were received for the virtual KIIs (10 as compared to the planned 25+ virtual KIIs) despite the invitations and reminders, sent in advance. Similarly, despite the initial plan of conducting a FGD with the TA staff, it was replaced by additional KIIs in the field due to logistical issues and seeking confirmed schedule of respondents at one time. The limitations were mitigated through the additional efforts in the field visits by i) adopting both direct observation data collection tool and validating the reported outputs of the TAP, ii) conducting additional KIIs in the field.

5. DATA ANALYSIS

The process of data analysis was intensive as it was gathered from multiple sources including field visits, virtual KIIs and document reviews. It was aimed to analyze both quantitative (limited, such as budget data) and a lot of qualitative data from a broad stakeholder base, outcome, and various outputs. Analytical tools, particularly triangulation of data were applied which permitted comparisons. It involved taking data from multiple sources, finding themes, coding them, and then comparing or triangulating the data from different data sources and different data collection methods, It resulted in inclusion and use of only that data for compilation of findings, that have been validated from multiple sources.

6. EVALUATION FINDINGS

6.1 Relevance

Finding 1: The TAP project was found to be ‘Relevant’ to the national, provincial, and local levels priorities, UNDP Country Program Document (CPD), the relevance dimension was found to be one of the strongest attributes of the project. Particularly, in view of meeting the needs of provincial and local governments, the efforts and inputs of PLGSP-TAP were found quite relevant. Indeed, it had become instrumental in its beginning phase when the provincial and local governments were newly established under the framework of federal governance and as per the new constitution of Nepal promulgated in 2015. It was highlighted in the stakeholder consultations that there were mainly TAP’s teams at the province level, while there were very few government staff in the initial years of the establishment of provinces. As a result, there was overwhelming involvement of TAP’s experts in carrying out activities even outside the given ToR to support the provinces in their infancy stage. Various dimensions of the relevancy of TAP are given below.

6.1.1. Relevance with the CPD

UNDP Country Programme Document 2018-2022 Outcome 2: “By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring rule of law, social justice and human rights for all, particularly for vulnerable people.”,

Output 2.2: “Systems, procedures and capacities of government institutions at subnational level in place for the delivery of services in an inclusive, transparent and accountable manner.”

The core scope and function of TAP are to provide technical support (primarily through technical assistance experts) to provincial and local governments so that their capacities can be built in the areas of governance and service delivery. It would enable the governments to promote equitable, efficient, and transparent public services to its citizens. While adopting the GESI principles as mandatory component of TAP, the program has been found directly contributing to ensure provincial and local governments that are responsive to vulnerable people as well. The TAP is also relevant with the UNDP’s new CPD 2023-2027 Outcome 2: “By 2027, more people, especially women, youth, and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels”, and Output 2.1: ‘Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government’.

6.1.2 Relevance with Nepal’s Long-term Vision 2043 and the 15th Plan

TAP was envisaged in the context of evolving federalism in the country. Hence, the rationale and primary objective of TAP was found very much aligned and relevant to strengthen the federalism by supporting and building capacities of provincial and local governments to

develop and implement policies, processes and system through technical support and coordination with the federal government. As such, the TAP is also found relevance with Nepal's Long-Term Vision 2043, and 15th Plan².

National Long-term Vision: To strengthen public services, enhance balanced provincial development, and promote national unity.

9.8- Federal System of Governance: An inclusive federal system of governance based on coordination, cooperation, and collaboration

9.9 Balanced Development of Province and Local Level- To strengthen the local and provincial levels to make them able to contribute to overall national development.

Evolving federalism was the context under which TAP was envisaged with the major goal of strengthening federalism by i) building capacities of provincial and local governments to work with the federal government towards achieving national goals can be ensured; ii) By providing direct technical support to local and provincial governments through TAP, the program has been directly contributing to the national long-term vision.

Moreover, having multiple coordination and implementation committees at federal and provincial levels with representation from different tiers of the government, the TAP was found very much aligned with the national goal of strengthening federal system of governance through enhanced coordination, cooperation and collaboration. Further, one of the national objectives of the 15th Plan is to make public service delivery effective, as the plan states, "Public services delivered from the federation, province, and local levels will be made even more agile, transparent, and accountable based on cooperation, coexistence, and coordination in the federal governance system. Services and facilities directly concerning the citizens will be delivered from the local level". The PLGSP was found to be largely focused on strengthening service delivery, for which TAP had played a role by providing technical services through various activities of policy formulation and capacity development to provinces and local governments.

6.1.3 Relevance with Constitution of Nepal and GESI Strategy of the UNDP

Implementation of the federal governing system as per the new constitution of 2015 was the utmost need of the country, for which the PLGSP was designed and implemented through the technical support of the TAP. TAP's contribution was mainly in policy development and capacity building for provincial and local governments, which addressed the needs of these newly established governance institutions.

Though local and federal government were in practice in the past, the provinces were newly established governance entities under the newly introduced federal governance. By allocating the TA at the province level and providing support to the provinces when there was an acute

² <https://lpr.adb.org/sites/default/files/resource/630/nepal-fifteenth-national-plan.pdf.pdf>

lack of government staff, it reflects the relevance of the TA's support in implementing the constitution of Nepal. More specifically, the TA's efforts to work with provinces and local levels while keeping their coordination at the federal level were found quite relevant in supporting the constitution's objective of building relations between the federal, provincial, and local levels based on the principles of cooperation, coexistence, and coordination. Particularly, capacity development activities through PCGG at the province level and IPF were found relevant in bringing together the provinces and local governments and thereby strengthening intergovernmental relationships.

GESI is non-negotiable and a precondition of the Constitution of Nepal which has adopted the principle of equality, non-discrimination, and inclusive participation. It has mentioned and emphasized that all organs, levels and sectoral subjects of the state should be inclusive. The constitution has promised to eliminate of all forms of discrimination and oppression resulted from the feudalistic, autocratic, centralized, unitary system of governance of the state. State can make special provisions for the protection, empowerment or development of the citizens including the socially or culturally backward women, Dalit, indigenous people, indigenous nationalities (Aadibasi Janajati), Madhesi, Tharu, Muslim, oppressed class, gender and sexual minorities, persons with disabilities and other backward region and communities.³

Similarly, article 38 (3)(4) of the constitution guaranteed rights of woman against physical, mental, sexual, psychological, or other form of violence or exploitation on grounds of religion, social, cultural tradition, practice or on any other grounds and right to participate in all bodies of the State on the basis of the principle of proportional inclusion. In addition, article 40(1) of the constitution guaranteed rights of the Dalits community to participate in all bodies of the State on the basis of the principle of proportional inclusion. Special provision shall be made for their empowerment, representation, and participation of in public services as well as other sectors of employment. The right to participate in the bodies of the State on the basis of principle of proportional inclusion is also guaranteed for the economically, socially or educationally backward women, Dalit, indigenous nationalities (Aadibasi Janajati), Madhesi, Tharu, Muslims, backward classes, persons with disabilities, gender and sexual minorities and other minorities, marginalized communities as rights of social justice. It is the constitutional obligation of all three tiers of government to internalize, mainstream and institutionalize the principles.

Keeping in view these clearly outlined articles of the constitution, TAP with focus on achieving the 14 outputs of the PLGSP have specific components that relate and contribute in promoting and institutionalizing GESI in overall governance systems, whether that be in legal frameworks or policies or in promoting participation of target group's representatives. One of the objectives of the TAP was to provide substantive expertise in achieving the outputs envisioned in the PLGSP Programme Document. The Gender Equality strategy of the UNDP (2022-2025)

³ Article 18 of the constitution

served as guiding document for planning and implementation of Technical Assistance Program (TA Support) of the UNDP.

Evaluation team found that GESI Strategy 2021-2023 of the PLGSP was focused to review all related draft laws, policies, and guidelines through a GESI lens/perspective and ensure the participation of women and other excluded groups in all processes of the PLGSP.

Further, TAP also developed the GESI strategy for PLGSP which as a whole guided the PLGSP programme at federal, provincial and local level. All of these factors are relevant and aligned with the articles of constitution outlined above

6.1.4. Relevance with the SDGs

Objectives and outputs of the TAP project were found to have a direct relevance to the SDG 16 and related target 'Develop effective, accountable, and transparent institutions at all levels. Further, it is also linked with SDG 5, SDG 10 in addition to SDG 16. Moreover, Gender equality is an explicit goal of the 2030 agenda for sustainable development and TAP through its focus on GESI is directly aligned and relevant to the SDG 5 'Gender Equality' and particularly to its targets of i) 'End all forms of discrimination against all women and girls everywhere ii) Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels

6.2 Coherence

6.2.1 Internal Coherence

The documents/desk review indicated that direct linkages can be drawn between TAP's core goals with the UNDP's Parliament Support Project (PSP). While TAP is focused to provide technical assistance to the provincial and local governments that they can have efficient, effective, inclusive, and accountable institutions as well as the elected representatives and civil servants at provincial and local governments have the capacity and serve citizens to their satisfaction. UNDP's PSP was found to have a similar focus whereby under this project, UNDP has been providing technical support to the Federal Parliament (FP), the Provincial Assemblies (PAs), parliamentary committees, members of parliament (MPs), and the parliament secretariats to strengthen their parliamentary functions. The project supports capacity building of elected representatives at all levels of government that also includes support for enhancing the capacities of women MPs, and MPs from the disadvantaged groups for their effective roles in the parliament. This component of the PSP project was found aligned with the GESI component of the TAP.

6.2.2 External Coherence

While limited data was found to assess the external coherence, the stakeholder consultations and field visits highlighted that the TAP's teams at provincial levels were found coordinating with other development agencies working in the field of governance. For this, the TAP's teams

conducted meetings with various agencies, particularly to avoid duplication of their work and to collaborate with them in some activities. Development agencies such as GIZ, the EU (through the European Union Support to Inclusive Federalization (EUSIF) project), and IDEA International were found working in the field of governance in Sudurpaschim and Karnali provinces. Further the project had worked in collaboration with the Access to Justice –II and the parliamentary support project of UNDP.

6.3 Effectiveness

During the evaluation exercise, the TAP project document provided the basis for the assessment of projects effectiveness. Based on the consultations and overall scope of the evaluation, it was very important to distinguish between the assessment of the PLGSP as an entire program and the technical assistance component as outlined in the project document. It is, therefore, worth mentioning that the effectiveness of the technical assistance component is focused only on the following scope of activities defined in the project document.

- i) Provisioning human resources including:
 - a. preparation of the TORs.
 - b. Hiring and deployment of the TA personnel
 - c. Compensation and payment to the TA personnel
 - d. Capacity building & Knowledge enhancement
- ii) Supply of Consultancy Services
- iii) Procurement of equipment and vehicles
- iv) Development Partner (DP) coordination.
- v) Assist for policy making and drafting.

Keeping in view the context and background of an immense and first of its kind governance transition of federalism in Nepal, its related challenges of adoption, institutional, administrative, and behavioural federalism, unforeseen COVID-19 Pandemic, it was found that the technical assistance programme of PLGSP has shown significant progress in all major areas defined in its scope, with certain gaps to be fulfilled going forward. The core responsibilities of provisioning TA staff, procurement of vehicles and consultants were effectively fulfilled. However, despite the onus of coordination among stakeholders was given to the management of the PLGSP as per the proDoc, there were perceptions (consensus) found in stakeholder consultations that it is a weaker link. Moreover, during the consultations, the government stakeholders have demonstrated consensus and trust in UNDP as the implementation arm of the technical assistance component, however with some key gaps and/or modifications in programme design to be addressed going forward.

i) Provisioning Human Resources

The core and predominant component of the TAP is to provide human resources that are, technical assistance staff to provincial and local governments as a capacity development support programme, with technical assistance provided through Provincial Programme

Implementation Units (PPIUs) and Provincial Centres of Good Governance (PCGGs) in each of the seven provinces. As per the ProDoc, provision of PLGSP staff (advisors cum experts) was uniform across the province.

Technical assistance staff (as per the proDoc)	
PPIU	<ol style="list-style-type: none"> 1. Governance/Legal Expert (Team Leader) 2. PFM expert 3. IT expert 4. IPF Expert 5. Monitoring and ER Expert 6. Admin and Finance Assistant 7. Driver
PCGG	<ol style="list-style-type: none"> 1. Local Governance Expert (Team Leader) 2. Capacity development Expert 3. Curriculum development Expert 4. Infrastructure development Expert 5. GESI Expert 6. Program Assistant 7. Driver
PCU	<ol style="list-style-type: none"> 1. Federal Governance Expert & Development Partner Coordinator 2. Monitoring and Coordination Specialist 3. PFM Specialist 4. GESI Specialist 5. IT Expert 6. Programme Associate 7. Admin & Finance Officer

Finding 1: UNDP as the implementation agency of technical assistance has shown significant and effective progress in fulfilling the key requirement of the provision of TA resources as envisaged in the prodoc and design. This includes completion of sub-activities that are i. preparation of the TORs; ii-Hiring and deployment of the TA personnel; iii. Compensation and payment to the TA personnel, and; iv. Capacity building & Knowledge enhancement.

As of now, UNDP worked proactively with PLGSP management in filling TA personnel vacancies. As a result, 105 staff are on board as PLGSP TA out of 109 staff. It was also found that the roster is exhausted for seven positions. Four positions are vacant: PFM experts (each one for Lumbini and Sudurpashchim provinces) and one Infrastructure Development Expert and one M&E Expert⁴.

⁴ Updated figures are taken from Annual Progress Report 2022

Sno	Position	Disaggregation by Gender		
		Male	Female	Total
1	Coordination and Monitoring Specialist	1	0	1
2	Gender Equality and Social Inclusion (GESI) Specialist	0	1	1
3	Local Governance Expert	4	3	7
4	Governance cum Legal Expert (Team Leader)	5	2	7
5	Programme Assistant	5	2	7
6	Public Financial Management Specialist	1	0	1
7	Federal Governance Expert cum Development Partner Coordinator	1	0	1
8	Gender Equality and Social Inclusion (GESI) Expert	0	7	7
9	Administrative and Finance Officer	1	0	1
10	Curriculum Development Expert	6	1	7
11	Capacity Development Expert	5	1	6
12	Programme Associate	0	1	1
13	IT and E-governance Expert	7	0	7
14	Public Financial Management Expert	4	1	5
15	IT and E-governance Specialist	1	0	1
16	Administration and Finance Assistant	2	5	7
17	HR and Liaison Specialist	0	1	1
18	Monitoring and Reporting Expert	4	2	6
19	Driver	17	0	17
20	Infrastructure Development Expert	4	2	6
21	Innovative Partnership Fund Expert	6	1	7
	Total	73	32	105

Finding 2: Although the quantitative milestones of provision of human resources are adequately completed, there are diverse views and opinions found regarding some gaps including recruitment and qualitative performance of the TA staff, confusion in the interpretation of role, scope, and control of implementing partner (UNDP) as defined in the proDoc.

- a) It was found that despite the core of federalism is to empower provincial and local governments, the placement of TA staff in the beginning of the programme was predominantly (if not completely) organised at the federal level (PCU) whereby the consent and preference of the TA staff was overlooked and superseded by centrally

controlled decision about in which province people would be posted. The problem was further exacerbated by the cases where TA staff could be transferred to another province, without prior knowledge or consent. UNDP's perspective in this regard was that it was done by the project management decision and without knowledge of UNDP. Nevertheless, there was no disagreement found that while the issue of 'placement' of TA staff were there in certain cases, the 'recruitment' of all TA staff was completely conducted by the UNDP as per the standard procurement practices and facilitated as per the request of the government/project management.

- b) As MTR has already indicated that there is a confusion about the role of implementation agency (UNDP) as a hiring and placement body of the TA staff and/or responsible for the performance of the TA staff as well. Although there were concerns found and highlighted in terms of the UNDP's reluctance to take responsibility of TA staff qualitative performance, following key elements are vital to assess the overall role and control of UNDP as an implementation agency in managing performance of the TA staff on 'monthly or regular basis'.
- c) As per the role defined in the proDoc, UNDP is in fact, predominantly responsible for the hiring and placement of the TA staff including preparation of the TORs, hiring and placement of the TA staff, compensation etc. Moreover, there is a provision of capacity development of the TA staff whereby UNDP is responsible to provide orientation, capacity enhancement and backstopping support, if and wherever required. It does not include a leading supervisory continued oversight role and responsibility of the TA staff's day to day performance on regular/monthly basis.
- d) Since the modality of the TA component is NIM (MOFAGA as National Implementation Agency), defining the reporting lines and salary disbursement etc of TA staff, it seems highly ambitious and unrealistic to expect UNDP to take the leading and regular role & responsibility of the TA's performance.
- e) However, UNDP should not completely shy away from its responsibility of performance management of the TA staff. **The para 54 of the proDoc clearly defines the performance management mechanism of TA staff** whereby a Performance Review Panel, headed by NPM/NPD and HR specialist and UNDP as panel members will assess the annual performance of the TA staff, endorsed by the DRR UNDP and final decision will rest with the PLGSP management. No such mechanism was found.

Finding 3: Technical assistance component (TAP) of PLGSP was widely perceived as a transformative mechanism, an enabling factor and as an agent of change by the stakeholders. It was envisaged to transform the governance mechanism towards federalism and creating enabling environment for provincial and local governments to build their capacities in light of evolving federalism. With reference to the effectiveness of technical assistance component, diverse views were found in this regard. TAP has been perceived as a mechanism with limited success in these areas by few, however field visits

and in-depth analysis suggested numerous policy and procedural contributions of TAP across the provinces.

Capacity building and policy support were found to be two important areas of TAP's contribution. However, some of the stakeholder consultations highlighted a concern about TA's role being less effective in providing institutional, policy and procedural reforms related support as they are more focused on either procurement related activities or routine administrative work. It was also highlighted that a significant portion of the activities of capacity building and policy support were carried out through outsourcing, for which TAP's role was to support procurement. This observation was also found particularly relevant in the initial phase of the TAP whereby due to limited and incapacitated staff at provincial and local levels, TA staff were expected to do administrative and other tasks that were not part of their TORs. Thus, significant time of the TA's staff was used in preparing concept note and ToR for procuring various services for the outsourcing service which caused less time available for any innovative works in strengthening governance system considering its sustainability. However, it is not to undermine the role of TA's staff, but it suggests that there was a gap to some extent between the anticipated role of TA's staff in TAP and what the TAP staff experienced in practice. Nevertheless, support of TA's in administrative and procedural work was considered as immense help the initial phase of the provincial governments.

More importantly, comprehensive field visits in the provinces and data collection also demonstrated the level of reform support that was provided by the technical assistance programme through the deployed TA staffs. Particularly, the implementation of the Innovative Partnership Fund (IPF) was an important activity for which TAP provided facilitative support. The idea of IPF was highly appreciated both by the provincial and local governments, as this is a way of connection between provincial and local communities. Technical support of the TA staffs found an important role to make connection between provincial and local government through this program.

Similarly, role of TA staffs was found more effective in supporting to develop and review policies including GESI policy/strategy, Fiduciary Risk Assessment Procedure Guideline at local level, development of capacity building plans, upgrading IT systems and related e-governance master plans, periodic plan of LGs and guideline for community mobilization for economic empowerment. In terms of capacity building, TAP role was endorsed in the areas of building capacities of provincial and local governments, GESI audit, GBV and GRB for the government staffs and representatives of the local government etc. These activities yielded results which reflected in for instance, finalizing scoring and updating LISA, conducting gender audit, adopting GESI policy/strategy and planning gender responsive budget at local governments. (Please See Annex E for the specific policy, strategy and system reform/support provided by the TAP TA staff).

Finding 4: There is a consensus found among the stakeholders that ‘one size fits all’ model of provision of human resources is not optimum, considering the heterogeneity of needs and gaps in each province. This gap may be attributed to a key factor that the TAP was envisaged and designed in an era where federalism was at its initial stages. To provide uniform and distributed support to all provinces, equal and one size fits all model of provision of TA staff was designed. However, it did not turn out to be the most effective mechanism as it undermines the variations among provinces in terms of level of capacities, gaps, and priorities.

ii) Procurement of Vehicles

Finding 5: The procurement of vehicles as defined by the proDoc has been successfully completed whereby 3 vehicles are procured for PCU, 7 each for PCGGs and PPIUs (one in each unit).

iii) DPs’ Coordination

Finding 6: It was found that despite a gradual improvement of coordination among development partners, it was predominantly assessed as a weaker link of the technical assistance component of the PLGSP.

Although there was coordination mechanism found with the donors, the biggest gap in this regard was related to the unresolved clarity issue about the role and scope of UNDP as Technical Assistance partner. As per the proDoc the onus of the DP’s coordination lies with the management of the PLGSP as well as PCU is placed in an optimum place to lead this role, it was found (as indicated in the PLGSP MTR as well) that ‘the PCU has tendency to operate as a PIU, ‘telling PPIU and PCGG, and hence the provinces’ what to do’ instead of coordinating and providing visionary leadership. Moreover, despite having defined governance mechanisms at federal and provincial level, there is no interlocuter stakeholder in practice to effectively spearhead the coordination requirements. Similarly, coordination between PCGGs and PPIUs itself was found not clear to some extent. Particularly, there was a perception at PPIU that the Team Leader of PPIU had a coordinating and guiding role for the PCGG. However, the understanding at PCGG was that, as there is also a Team Leader there is no need to associate with the Team Leader of PPIU to get any further guidance or support. Further, within the PPIU, in some cases, it was found among the experts that since there are PPD and PPM, it is not appropriate and required to have an additional supervisor (Team Leader) to instruct them. This kind of environment had created a kind of tension as well as confusion in team mobilization to some extent. Though PPIU and PCGG were assigned distinct roles, the program document states that "The PPIU will provide guidance support to PCGG for institutional development and training delivery (p. 67), which seems to provide some guiding role for PPIU over PCGG. Further, the ToR of the Governance cum Legal Expert, who is designated as Team Leader at PPIU, has given the role of coordination and guidance to the

PCGG. This indicates the need for clarification in understanding the roles of different entities for the efficient mobilization of expert teams.

Finding 7: The requirement and job description of one staff for the post of **Federal Governance Specialist and DP's Coordinator** as the focal point for all coordination among DPs partners was found to be ambitious and unrealistic. The title of the post clearly manifests requirement for two separate TA staff as it is highly unlikely that a dedicated staff with a skills and time requirement to coordinate among multiple DPs will be able to provide a technical role of governance advisor too.

6.4 Efficiency

Overall efficiency of the TAP Project was found to be 'efficient' though the level of efficiency varies from one component to the other including implementation and coordination arrangement, M&E, partnerships, and budget efficiency. The following is the assessment of efficiency under each sub-thematic area.

6.4.1. Implementation and Coordination Mechanism

Finding 1: Overall, there was consensus found among the stakeholders that the implementation and coordination mechanism of TAP was not optimally efficient with numerous challenges of coordination.

The TAP is governed by Technical Assistance Sub Committee (TASC), chaired by NPD, and represented by UNDP and donors. **The TASC has been found effective and instrumental in overseeing the progress of TAP and in taking key decisions.**

However, the implementation and coordination mechanism comprising of PCU, PCGGs and PPIUs is found to be less efficient and the level of coordination varies from one province to another.

Data analysis of **PCGGs** manifested that, while being found as established and functional the capacity development service centres, have varied level of implementation modalities and challenges. It was found that while certain PCGGs were headed by EDs who are aware of the provincial priorities and they are focused to cater to these needs and building provincial ownership having their own Acts, some of the PCGGs are still focused on fulfilling the requirements set by the PCUs. For example, the Gandaki province and Sudurpashim provinces had its own Acts to run the training and research academy and the Karnali province was in position to have the act soon.

Provincial Programme Implementation Units (PPIU), being envisaged as a provincial support entity comes under Office of the Chief Minister and Council of Ministers (OCMCM). They are headed by Provincial Programme Director and Manager (PPD/PPM) who are usually federal government employee.

The implementation challenges of PPIUs are predominantly embedded in the facts that:

- i) Although the unit is named as a program implementation mechanism, the composition of staff is predominately meant to provide technical support. As mentioned earlier in the Finding 3, it is therefore a struggle found in majority of the PPIUs about their actual role. With no established organogram at various provincial and local governments, the TA staff had to do work beyond their TORs. For instance, despite PFM being an ‘advisor’ to assist provincial governments in budgeting and financial planning, they are found to be focused on unit’s internal financial management assistance or a TA staff writing minutes of meetings in certain cases.
- ii) There was significant staff turnover found in the positions of PPD/PPM that clearly hindered the momentum of efficient operation in various PPIUs.
- iii) The efficiency of PPIUs was found with not formally developed and organized SOPs & structural mechanism in place for the smooth coordination with OCMCM, rather it is more dependent on interpersonal coordination skills between PPD and OCMCM.

Finding 2: Refer to the para 75 of the TAP proDoc whereby one of the key roles of envisaged Provincial TA Consultation Committee (P-TACC) to bring all inter PPIU-PCGG’s TA related coordination issues under one platform with representation from both PPIUs and PCGGs, no data was found any establishment and functioning of this mechanism. Had it been formally established and functional, the implementation and coordination mechanism could have been made more efficient.

6.4.2. Monitoring & Evaluation

Finding 3: M&E function of the TAP was found as efficient as the annual work plans, related results-based monitoring and quarterly/annual reports provide detailed progress updates. The stakeholder consultations highlighted that periodic monitoring and reporting of progress and related issues to Technical Assistance Sub Committee (TASC) was perceived as an efficient and satisfactory component of TAP. However, lack of a dedicated results framework for the technical assistance component was found as a challenge to fully adopt RBM principles, It is worth mentioning that TAP also conducted Third party monitoring to track progress whereby related reports and findings are effectively compiled and shared. This mechanism was found an efficient mechanism to ensure transparency and accountability throughout the project cycle

6.4.3. Budget Efficiency

Year	Planned (USD)	Expenditure (USD)	% utilization
2020	1,344,439.81	1,214,504.35	90.33

2021	3,148,564.95	2,315,527.32	73.54
2022	3,145,451.41	2,779,555.69	88.36
2023 ((end of June)⁵	2,631,761.51	630,000 (Approx)	23.4
Total	10,270,217.68	6,939,587.36	67.57

Finding 4: Overall, the budget efficiency as % utilization of budget with regards to the planned vs. actual expenditure for first 3 years of the TAP was found as efficient (average of 84%)⁶. Moreover, stakeholders’ consultations did not highlight any specific gap or issues with the overall financial management of the TAP.

6.4.4. Partnership Strategy

Finding 5: There was a consensus found in government stakeholders that UNDP is a trusted partner with a long history of partnership with the government and this partnership has also helped in overcoming various challenges of implementation in TAP activities. The understanding of UNDP in terms of evolution and history of federalism and its support in various tiers of the government have been effective in identification and fulfilling the technical assistance priorities of the provincial and local governments. Nevertheless, it was also found that a slow but steady foundation was set in the area of technical support, more robust, focused, and efficient partnership is required in this regard.

Finding 6: With reference to the partnership with other development partners, there was some level of confusion found in terms of scope, role, and ability of UNDP to implement the technical assistance component of the PLGSP. For instance, although there was a consensus found about the established reputation in the country and institutional capacity of UNDP as well as demonstrated global expertise for technical assistance programs, the gap between the expectation of development partners vs. actual role of UNDP as TA implementation partner as defined in the proDoc and/or unresolved communication gap with some of the development partners and UNDP about both, the scope of UNDP’s role as TA implementer as well as the scope of technical assistance under PLGSP was found as both a challenge and risk for the future programs. It is imperative to clearly outline the roles and responsibilities as well as the extent and scope of management and control given to the technical assistance implementer in the future.

6.4.5 Communication & Visibility

Finding 7: Keeping in view the geographical and programmatic scope of the TAP, the communication and visibility strategy and mechanism was found limited. The evaluation team found it difficult to gather data on concrete impact stories, specific support cases provided by TA as well as structured communication toolkits and documents. It is vital to have a well-

⁵ The planned budget is for the full calendar year

⁶ The budget data of year 2023 was not included in the assessment as it was based on approximate predictions

structured comprehensive and holistic communication and visibility strategy that is specifically designed for TAP in this regard.

6.5 Impact

In view of newly introduced federal governance, maintaining intergovernmental relationships between provinces and local levels is one of the positive changes or impacts that TAP's support has contributed so far. The establishment of PCGG and upgrading as independent Training and Research Academy by Act and Training Academy at the province level were found to play an important role in building linkages between provinces and local governments through various kinds of training and capacity building activities. Another important component that enhanced connection between the province and local government more tightly was the Innovative Partnership Fund (IPF). SuTRA was implemented in 753 local governments to report budget and expenditure. It was found that all 753 local government have completed income & expenditure estimation, budget approval, treasury operation, and expenditure components. Similarly, endorsement of GESI Policy/strategy and practice of GESI-responsive budgeting at local government levels and maintaining GESI disaggregated data at provincial and local government were considered as significant impacts of TAP by the stakeholders. It was found that more than half of the LGs (out of 753) have passed the either GESI policy or strategy, which is a significant contribution of TAP. Moreover, awareness raised among the elected local representatives as well as their capacity building on reforming governance were considered as major enabling factors to create sustainable impact by the stakeholders, though their long-term impact are yet to be seen. The TA staff supported upgradation of IT system and digital record system has also enabled long term efficiency.

While TAP has either created or enabled a long-term impact through the TA support in policy and system reform/improvement, it is still too early to measure a more focused, concrete and sustained impact of TAP's interventions.

6.6 Sustainability

Finding 1: Despite delays in adoption and ownership of TAP at provincial and local levels as well as establishment of PCGGs and PPIUs, the sustainability of TAP was found as an area to be seriously considered by the UNDP and PLGSP management. It was observed that due to the changes in PPD and PPM from time to time and the lack of a dedicated PPM to ensure the full operation of TAP's team, building ownership and promoting sustainability were found to be less effective at the province level. It is worth noting that TAP's implementation is entirely linked to overall implementation of the PLGSP plan whereas it was found that due to limited ownership and adoption of PLGSP by provincial and local governments, the implementation sustainability of TAP requires special consideration.

Further, the role of the PCU was very limited in coordinating and supporting the PPD and PPM to consider and address the issue of sustainability as well as facilitating and strengthening ownership at the province level by developing an exit or sustainability plan with the TAP's support.

Nevertheless, there are certain aspects of TAP that are gradually being absorbed by some provincial and local governments such as IT systems, laws and policies, particularly related to GESI and e-Governance etc. (Please See Annex E for policies and systems developed in various provinces)

'Support of TA for development of HR system is significant for us which was not possible without support and encouragement of TA. We have to continue IT staff in future from our own resources'.

Chair, one of the Rural Municipalities visited

Finding 2: Risk of TAP sustainability was also found to be linked with the limited to very little fiscal and administrative devolution that includes empowering provinces the TA staff composition and budgeting. However in certain exceptional case, it was found that a cost sharing mechanism between provincial and local government to the extent possible as well as TA support in capacity building has created a level of sustainability. For instance, some of the provincial governments and local governments indicated that the IT staff should be continued and managed from their own budget. For instance, it was mentioned that 25 % cost will be shared by the local governments for IT staff that led to the sustainability of digitalization of the system which was started by the TA staff. Some local government (sangurigadhi RM, Birtamod Municipality, Hariharpurgadhi RM themselves created position for IT staff which will continue after TA support as well.

Moreover, appointment of GESI focal person in provincial governments and local governments and gender audit, adoption of code of conduct controlling abuse at workplace, GESI policy/strategy have led towards institutionalization of GESI.

Finding 3: More importantly, a lack of clear exit and sustainability plan for TAP was found as one of the weakest links. Particularly for a program that is focused on capacity building and technical support, lack of clear sustainability strategy which is agreed by all stakeholders/partners may increase the risk of sustainability to a significant level.

6.7 Cross Cutting Themes

6.7.1 Human Rights Based Approach, Gender Equality & Social Inclusion (GESI)

GESI is fundamentally mainstreamed by the PLGSP according to the spirit of the constitution of Nepal. Evaluation team found that the GESI strategy of the PLGSP which was developed by the TA support was found served as guiding document for planning and implementation of not only the Technical Assistant Program (TA Support) but also the larger PLGSP flagship

programme. Efforts of TAP are found to be instrumental in ensuring prioritization and necessary integration of GESI within the entire process of the PLGSP.

TAP and its experts' support were found instrumental for the endorsement of GESI policy/strategy, conduction of GESI Audit and advocating for appointing GESI focal person in the local governments. Data found indicated that more than 450 local governments have either passed GESI Policy or strategy, more than 70 % local governments have already conducted GESI audit, and more than 85 % local and provincial governments have appointed GESI focal person. Similarly, most of the local governments were found in the planning process of preparing GRB guidelines. TA staff were also found instrumental in emphasizing the issues GESI into policy, program and implementation in the provincial and local governments.

Moreover, GESI approaches and tools were applied in the capacity building programs for the representatives and staffs of the provincial and local governments. It was reported during the field visits that the knowledge gained during the training on GRB, GBV, GESI Audit, code of conduct etc. have been utilized and implemented in policies and program of the provincial and local governments. For example, it was found that there has been an increase of more than 100% on GESI responsive budgeting through support of TA staff in Sangurigadhi RM, (NPR 50, 00000 this fiscal year), (NPR 30,00000) in Hariharpurgadhi RM and (NPR 60,00000) in Rupa RM, (NPR 1500000 for person with disability).

Built my confidence to lead session as resource person of GESI, GBV and GRB training after participating the training conducted by the TA.

Mayor, one of the visited municipalities

Development of GESI manual and curriculum for the training (Gandaki and Bagmati province) was mentioned as key step towards improving the capacity and accountability of the provincial and local governments. Similarly, appointment of GESI focal person, adoption of the GESI strategy, GRB guideline and implementation of gender audit were found as evidences towards institutionalization of GESI in local and provincial governments.

A consensus was found among the stakeholders during the field visits that training on GESI and GRB for TA Staffs (PCU, PPIU and PCGG) and review meeting resulted in ensuring the human rights approach in program and policies. Similarly TA supported training on IT and data resulted in updating gender disaggregated data and to enhanced skills of the female staff about the digital system.

Major Achievements

- Appointed GESI Focal Person in all ministries of provinces.
- GESI Policy / strategy was adopted by all seven provincial governments and more than 450 local governments. More than 450 local governments have either passed a GESI strategy or policy.
- GESI Audit Guideline passed in all seven provincial governments.
- GESI audit was conducted in 33 provincial ministries and 553 LGs
- Appointment of GESI section/GESI focal persons in 55 Provincial ministries/institutions and more than 85 % local governments
- Empowered GESI experts and staffs to technically review and validate GESI product and capacity building documents.
- Development of GESI index framework for 83 out of 753 local governments based on three key dimension that are economic, social, and institutional.
- Supported governments to update LISA- one of ten areas of LISA is GESI and it was found to be rolled out in all 753 LGs
- Most of local government started to prioritize GESI-related interventions in their GESI action plan.
- Issues of human rights including Dalits, person with disability were incorporated in the contents of the capacity building training.

Case Study: Revenue Improvement and GESI Budget.

Rupa Rural Municipality is located in the Pokhara, Gandaki Province. During the field visit it was reported by the officials of the rural municipality that TAP's TA staff supported them in the overall assessment of revenue improvement action plan, IT system, drafting a GESI strategy and related capacity building activities in these areas of support. Before this support by TAP, it was reported that the municipality collected NPR 800,000 in the last year and the staff did not have any technical knowledge about the improvement of internal revenue. TAP through its TA staff supported the RM in a focused training that resulted in development of the revenue improvement action plan.

After this assessment and training, rural municipality's revenue collection increased to NPR 10,000,000 which was almost 12 times more than last year. In addition to that the officials of the municipality also shared their satisfaction of increasing understanding level on GESI and Gender responsive budgeting. As a result of TAP's capacity building and TA support, the municipalities agreed to increase the target group budget up to NPR 60,00000 (Increased more than double of last fiscal year) for this fiscal year and separated NPR 1500000 for empowerment of person with disability.

Despite all the achievements of GESI component of TAP as mentioned above, there are still certain challenges that need to be addressed. For instance, despite all capacity building efforts and technical support, the inclusion and participation of persons with disabilities in government agencies remain very limited. Similarly, it was also found that the program does not have specific focus to address to the participation of any sexual and gender minority other

than women and men in GESI. It was also found that a one size fits all model of GESI has been adopted in all provinces whereby it is important to use demand-based approach to address specific and unique requirements of each province.

6.7.2 Transparency, Accountability, Anti-Corruption, Environment and Resilience

TAP's support was significant in creating transparency in the governance and service delivery activities of provincial and local governments. It was done mainly to support the digitization of various governance activities. For instance, TAP supported the establishment of a "Hello CM" portal at the province level where people could freely report their complaints and suggestions to the Chief Minister. These complaints were responded to and made public through the portal. Such activity serves both the purposes of transparency and accountability. Similarly, TAP's support to IT officers at local governments with the contribution of PLGSP was found important to help local governments disseminate information to local people and provide transparency of services and activities of the local government. Similarly, TAP was found to play a role in encouraging and facilitating local governments to conduct public hearings and social audits, such as gender audits, annual planning, and other issues of public concern, which helped promote transparency and accountability at local levels. Further digitization of various activities and services of the province was found to promote transparency in governance work. An example can be taken from the TAP's support in Karnali province, where activities like the advertisement system for staff recruitment of the Province Public Service Commission, the monitoring system for policy, program, and budget of the chief minister's office, and the employment management information system (EMIS) were digitized. The GESI audit, which was conducted at local government levels involving stakeholders, was itself a transparent process. As a consequence, there was an increased level of budget at the local level for the GESI component. This reflects the practice of transparency and maintaining accountability at local levels. Another important activity promoting transparency was the practice of LISA and FRAP tools.

There was an increasing trend observed in the clearance of non-compliance financial expenditures or financial arrear (*beruju*) by local governments, which was possible with the contribution of TAP's support in financial risk reduction training or the Internal Control System (ICS). In addition, the introduction of the audit arrear tracking system with the support of TAPs made the errors transparent and encouraged the concerned local governments to reduce financial errors and misuses. This shows the increasing accountability of local governments toward financial management, reducing misuse of resources and budgets. Such practices have created an enabling environment for anti-corruption efforts. The actual impact of such efforts on transparency and accountability in the reduction of corruption and enhancement of service delivery needs to be evaluated from the perspective of the beneficiary citizen at local levels. Moreover the declining trend of audit arrears (*beruju*) at local and provincial levels due to TA support in practicing various tools is well mentioned in the report. It is the regular practice of the government to carry out independent audits and to implement recommendations or issues pointed out by the audit. The decline in the *beruju*

was due to the contribution of TA support in practicing tools such as LISA, SuTRA, RIAP, GESI Audit, and Fiduciary Risk Assessment (FRA) Guidelines.

6.7.3 Poverty, environment, and Sustainable Livelihoods

While the TAP do not directly address the nexus of poverty, environment and sustainable livelihoods, the intended focus of project on facilitating decentralization and governance process has indirect linkages with addressing issues of poor people and sustainable livelihoods by empowering poor and vulnerable communities and enhancing their participation at local government and grassroot levels. However, a few of the IPF projects supported by PLGSP have also contributed to addressing this issue.

6.7.4 Disaster Risk Management and Climate Change

The gathered data did not find any direct link between the project and disaster risk management and climate change

7. CONCLUSIONS, RECOMMENDATIONS & LESSONS LEARNED

7.1 Conclusions

Based on the findings mentioned above, it can be concluded that the TAP project has shown significant progress in achieving the scope of activities set by its' initial plans and proDoc. The project was relevant to the national, provincial, and local levels priorities, SDGs, UNDP's CPDs, etc. Moreover, the TAP has been able to provide the required TA staff to the PCU, PCGGs and PPIUs as planned. The procurement of vehicles was also completed. However, there were diverse views and confusion found about the performance management role of the UNDP. Similarly, the development partners' coordination within TAP was found as a weaker link. Despite a view of technical support of TA staff as fulfilling quantitative targets only without policy and system support and transformation, the detailed field visits in the provinces provided numerous examples of policy, system and GESI related support provided at provincial and local levels.

In terms of project's efficiency, overall TAP was found as efficient whereby the TASC played its role of project board efficiently as well as the overall budget efficiency was efficient, despite the challenges of slow adoption of federalism and ownership at provincial and local levels. However, the implementation and inter units' coordination of PCU, PCGGs and PPIUs were found as significantly inefficient.

The sustainability of TAP was found to be a weaker attribute of TAP whereby apart from the exception of very few provinces, the sustainability of TAP, particularly in absence of clearly defined exit and sustainability plan have posed risks.

It is, however, important to assess the identified lessons learned, highlighted areas of improvement and recommendations to develop a multi-year TAP project.

7.2 Key Lessons Learned

Based on the identified and discussed lessons learned, following is **the summary of key lessons learned for the overall project:**

- i. The requirements and demands for technical assistance vary from one province to another. One size fits all model is not suitable to cater to these heterogeneous priorities.
- ii. In a technical assistance programme that encompasses multiple geographical and sectoral stakeholders, a robust and strong coordination mechanism is a mandatory requisite for smooth implementation. For instance, regular meeting of MOFAGA/PCU with PPD, PPM including PPIU/PCGG TA team, section units of OCMCM will both enable efficient implementation activities and increased ownership of the programme.
- iii. The coordination mechanism defined in planning stage like P-TACC would have an optimum mechanism to resolve coordination challenges between PCGGs and PPIUs
- iv. Without devolution of fiscal and administrative mechanisms, the impact and ownership of TAP at provincial and local levels is not smooth and efficient.
- v. The immense transition of federalism in any country with such a comprehensive technical assistance exercise require both administrative and behaviour change through a well thought of change management component in the program along with adequate tools and resources.
- vi. Staff retention in a technical assistance programme that is predominantly dependant on TA staff support requires adoption of standard best practices of staff motivation and incentivization.
- vii. While recruiting experts for PCGG and PPIU, the emphasis given on experience on governance was not helpful as some of the experts continued with previous traditional cultures, which was not so helpful in the changed situation of federal governance.
- viii. There is a need for a dedicated PPM. Provincial Programme Manager In the absence of this, the performance of TAP's was hindered. It was also learned that there need to be clear roles between PPD and PPM, as the TAP's experts were found coordinating with both PPD and PPM, which appeared comfortable to them, which created a kind of confusion in managing and mobilizing the team in an institutionalized manner. There should be involvement of Province Planning Commission as it is associated with the planning and budgeting and responsible for the achievements of the SDG.

- ix. The TAP's support was to elected government representatives and staff. But it was realized that some support should be for provincial parliamentarians on parliamentary process.
- x. Academic qualification was found essential, as experience alone does not suffice for an expert. For example, there were certain positions and experts without education in the designated thematic areas. This suggests seriously reviewing the need to hire experts to be able to work in the changing and complex circumstances as envisaged by the program document to "have a very good knowledge of the meaning and rationale of federal systems and believe in its virtues". (p.67).
- xi. While designing the TAP's support modality or the PLGSP itself the bureaucratic culture of the government in general and the context of the province in particular were though taken into consideration during the design phase. However, these were not adequately addressed during implementation. This can be an important learning for designing such governance support program.

7.3 Recommendations

Based on the lessons learned and the key findings mentioned in the sections above, following is a set of recommendations for the TAP Project:

I- TAP's Project Design

- i) Keeping in view that tangible results in the technical assistance support of provincial and local governance under a transition phase of federalism require time and sustained follow-up, **it is recommended to extend/refine at least a 4–5-year program for TAP, but with revised and refined design and modalities.**
- ii) The revised programme should clearly shift from **'Ready Made' model of TA support towards 'Tailor Made' technical support** to provincial & local governments to cater heterogenous needs. TAP's support should be determined by demand-driven approach as the present modality was found more supply driven. This helps to shape the support to be province specific and overcomes the shortcomings of generic i.e. blanket approach of TAP's support. It is recommended to conduct a **new needs assessment exercise of technical support for all provinces** to revise the structure and modality of technical support including TA staff deployment accordingly.
- iii) The revised proDoc for TAP should have its specific results framework with clearly defined outcomes and outputs along with the related indicators and targets. The results framework may be aligned with current/revised results framework of the PLGSP. The ProDoc should also include clearly defined roles & responsibilities of UNDP and other partners, particularly with regards to the performance management of TA staff to avoid any confusion/dispute at a later stage. The mechanism defined in the existing proDoc 'Performance Review Panel' may also be adopted in letter and spirit instead of reinventing any mechanism.
- iv) Since federalism in transition requires administrative and behaviour change, a comprehensive change management strategy with adequate tools and resources

should be developed and adopted at all levels including federal, provincial, and local government, PLGSP management, particularly with direct implementation at PCU, PCGGs and PPIUs

- v) A clear and comprehensive sustainability and exit strategy which is developed in participatory manner and agreed by all stakeholder is highly recommended to outline the long-term sustainability of TAP.

II- TAP's Implementation and coordination mechanisms

- vi) The roles and responsibilities of PCGG and PPIUs need to be revisited. While PCGGs have been established as a functional centers and leading capacity building mechanism for local governments, it should be further strengthened as per the updated needs assessment from different provinces. Apart from the local government officials, PCGGs support should also be focused on providing training to provincial parliamentarians, civil servants in the parliamentary process.
- vii) It is recommended that PPIUs should play a more vital '**technical advisory support**' to the provincial governments whereby a lesser but more focused technical advisory staff should work directly with relevant provincial departments to provide technical support in policy/systems development and reforms. The deployment of technical advisors to PPIUs should not be uniform but based on unique requirements of provinces.

III- GESI and Human Rights Approach

- viii) With the changed context, going forward, there should be a shift from standard GESI support for provinces towards a needs/demand based GESI support for different provinces as different provinces can have different GESI related requirements. It is recommended to conduct an updated needs assessment of GESI for each province.
- ix) As there is significant progress found in GESI mainstreaming (mentioned above in the section on GESI), it is also suggested to compile a compendium of best practices, models and success stories from the provinces and local governance whereby GESI strategy/policy , gender audit and gender responsive budgeting have been successfully implemented and institutionalized by the provincial and local governments. It will assist in documenting the best practices and key enabling factors, lessons learned that will assist in replicating the GESI mainstreaming in the remaining provinces and local governments more efficiently.
- x) Based on a consensus found in the data collection whereby it was reported that GESI is predominantly focused on gender dimensions, it is recommended to further strengthen GESI strategy for other vulnerable groups, particularly for the persons with the disabilities (PWDs). It can be done by reassessing the needs and requirements of this vulnerable group and revise the GESI strategy and related capacity building activities wherever possible.

Annex A: Terms of Reference

Terms of References

Final evaluation of Provincial and Local Governance Support Programme – Technical Assistance

1. Background and context

PROJECT/OUTCOME INFORMATION	
Project title	Technical Assistance in Support of the Provincial and Local Governance Support Programme project (TAP)
Atlas ID	00087656
Corporate outcome and output	CPD Outcome 2: By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring rule of law, social justice and human rights for all, particularly for vulnerable people.” CPD Output 2.2: “Systems, procedures and capacities of government institutions at subnational level in place for the delivery of services in an inclusive, transparent and accountable manner.”
Country	Nepal
Region	Asia and the Pacific
Date project document signed	11 December 2019
Project dates	Start 10 December 2019
	Planned end 16 July 2023
Project budget	US\$ 12,611,166 (of which US\$ 11,000,000 funded)
Project expenditure at the time of evaluation	US\$ 6,287,577.31 (as per 31 December 2022)
Funding source	Government of Nepal, Ministry of Federal Affairs and General Administration; UNDP; UN Women; UNCDF

Implementing party⁷

UNDP Nepal Country Office

The Provincial and Local Governance Support Programme (PLGSP) is a national flagship program of the Government of Nepal (GoN) aimed to build institutional, organizational, and individual capacity at all levels of government, with special focus on the provincial and local levels. The goal of the Programme is to attain functional, sustainable, inclusive, and accountable provincial and local governance. The Programme aims to contribute to the delivery of quality services at provincial and local levels, promote local development, and enhance economic prosperity. The Programme intends to achieve the overarching goal through three outcomes:

1. Government institutions and inter-governmental mechanisms at all levels are fully functioning in support of the federal governance as per the Constitution.
2. Provincial and local governments have efficient, effective, inclusive, and Accountable institutions.
3. Elected representatives and civil servants at provincial and local governments have the capacity and serve citizens to their satisfaction.

To achieve these outcomes, the programme has identified 14 outputs and 54 indicators.

The PLGSP serves as an umbrella program of the Government for providing capacity development support to the provincial and local governments. As such, the Programme will establish a common framework for coordination and coherence of all governance-related programs at the provincial and local levels and accommodate other donor-funded programs. Thus, the PLGSP will provide a coherent approach to capacity development under the federal system.

The Ministry of Federal Affairs and General Administration (MoFAGA) is the executive agency of the Programme. The seven provincial governments, the 753 local governments, and the seven provincial-level training centers (Provincial Centers for Good Governance, PCGGs) are the implementing agencies of the Programme. The Programme is supported by international development partners, namely, the UK Foreign, Commonwealth & Development Office (FCDO), the European Union (EU), the Government of Norway, the Swiss Agency for Development and Cooperation (SDC), and the United Nations, along with the Government of Nepal. United Nations Development Programme (UNDP) is appointed as the Technical Assistance (TA) partner for the implementation of PLGSP, through the Technical Assistance in Support of the Provincial and Local Governance Support Programme project (TAP), to be implemented through the National Implementation Modality (NIM).

UNDP is managing TA as one of the mechanisms to deliver the programme at the provincial and local levels of government with limited support also at the federal level. The role of TA is critical to support provincial and local governments by supporting the Provincial Programme Implementation Units (PPIUs) and PCGGs to become fully functional and able to deliver capacity development services to the provincial and local governments (PLGs) to perform in line with the constitutional mandates. To this end, UNDP signed a TA agreement with MoFAGA for the period 10 December 2019 – 16 July 2023, aligning with the PLGSP programme period of 16 July 2019 – 15 July 2023. Out of the total PLGSP budget of US\$ 130 million, GoN allocated US\$ 10 million for TAP, with UN agencies allocating an additional US\$ 1 million (UNDP US\$ 880,000; UN Women US\$ 80,000; and UNCDF US\$ 40,000), and US\$ 1,611,166 as unfunded at the time of signing the agreement.

⁷ This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

The TAP was envisioned to contribute to UNDP Country Programme Document 2018-2022 Outcome 2: *“By 2022, inclusive, democratic, accountable and transparent institutions are further strengthened towards ensuring rule of law, social justice and human rights for all, particularly for vulnerable people.”*, and Output 2.2: *“Systems, procedures and capacities of government institutions at subnational level in place for the delivery of services in an inclusive, transparent and accountable manner.”* The program now contributes to UNDP’s new CPD 2023-2027 Outcome 2: *“By 2027, more people, especially women, youth, and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels”* and Output 2.1: *“Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government”*.

As such, UNDP engaged with the TAP as part of its wider support to governance reform in Nepal, in line with the Constitution of 2015 and implementation of federalism, and support to implementation of the Sustainable Development Goals (SDGs). To this end, UNDP proposed to draw on the collective experience, comparative advantages, and knowledge of other UN agencies as relevant and required to support the implementation of the programme and consistent with its implementation modality. TAP was designed to respond to the opportunity to support the PLGSP whereby UNDP would use system-wide assets to support integration of services and serve as a support platform of the UN Development System (UNDS), providing an integrator function in support of Nepal’s efforts to implement federalism and honour Nepal’s commitments in furtherance of the realization of the SDGs and 2030 Agenda. The PLGSP-TA was designed in line with key UN programming principles, including Leaving No One Behind, Human Rights Based Approach, Gender Equality and Women’s Empowerment, Resilience, Sustainability, Transparency and Accountability. In addition, TAP adopted a strong focus on devolved, contextual and flexible, as well as adaptive programming, recognising the inherent uncertainties in implementing a new governance system at three levels and across sectors.

TAP was further developed by integrating lessons learned by the UNDP, particularly from its engagement with PLGs following the elections in 2017. Such lessons included: the support needs to be customized to the PLGs’ realities; a proper balance between supply- and demand-driven support; the need for better communication and linkages across levels of government; encouragement of mutual learning among the provincial and local governments; synergy and complementarity with other UNDP projects, the importance of coordination for better delivery and sustaining results; system to bar ad hoc transfer for government staff, timely enactment of key bills, including on civil service management etc, autonomy to the sub-national government authorities to supervise and manage project activities, inter-governmental relationship, coordination and communication between PCU, PPIUs, and PCGGs, staff retention strategy, and the need for special packages of service for women leaders and leaders from vulnerable groups.

The main purpose of the TAP, as outlined in the Project Document, is to provide support for the effective implementation of the PLGSP to achieve the expected results as set in the Programme Document which are further elaborated in the Monitoring, Evaluation and Learning (MEL) framework. Specifically, UNDP, proposed to make available its knowledge, experience and the network worldwide as well as the entire necessary technical specialists and experts (both long-term and short-term) who will be placed at the disposal of the Programme Coordination Unit (PCU) and to the PPIUs and the PCGGs. The technical specialists and experts were expected to enhance the capacities of PLGs to achieve the key results of PLGSP under the three outcomes, seven sub-outcome areas with activities under 14 output areas.

The scope of work outlined in the TAP Project Document included: provisioning human resources, including the preparation of the ToRs; capacity development and knowledge enhancement; compensation and payment of the TA personnel; supply of consultancy services; procurement of equipment and vehicles; maintenance of rosters; and Development Partner (DP) coordination.

Key achievements of TA support to PLGSP so far includes:

1. **Developed model laws/acts, guidelines and resources:** Laws/acts including on local governance regulations and special area protection, resource book on fiduciary risk management, guideline on community mobilization for economic development, handbook for ward office operationalization.
2. **Support to establish and operationalize the Provincial Centres for Good Governance (PCGGs):** Including by developing norms and standards for finalizing operational structure and positions of employees in the provincial training institutes, recruitment of TA staff to support implementation of PCGG mandate, support to Provincial enactment of PCGGs, and developing regulations for managing LDTA regional training centres.
3. **Tools/systems to support provincial and local governments in a consultative process:** Prepared model capacity development plan for local governments, capacity needs assessment study report assessed from PLGSP perspective, GESI audit directives, developed capacity development software (CD-MIS) for PCGGs, planning and monitoring guideline for local governments, GESI operational guidelines, revision of LISA guideline, framework for quick assessment of socio-economic impact of COVID-19, position paper on IPF implementation guideline, third party monitoring of PLGSP, PIS system developed, developed vertical and horizontal accountability tools for LGs, GESI index of PLGSP, upgraded DOCPR system (digital record keeping system).
4. **Promoting gender equality and social inclusion:** Developed PLGSP GESI Strategy, developed GESI audit guideline for provincial and local governments and rolled out, 553 LGs conducted GESI audit, 33 provincial ministries and agencies conducted GESI audit, support to initiate new practices of GESI friendly/sensitive infrastructure such as establishment of separate spaces for breast feeding, provision of ramps, separate toilets for men/women to name some. 439 local governments, and three provincial governments formulated GESI policies/strategies based on the model guideline developed by PLGSP through TA support, 400 local governments have appointed GESI focal points, and development of a comprehensive GESI training package for three tiers of governments.
5. **Capacity development of government officials (federal, provincial, and local level and PLGSP TA staff):** altogether 93 capacity development initiatives conducted, TOT/orientations conducted on GESI and total of 2,472 (51% women) participated from provincial and local government officials, elected representatives, GESI focal persons enhanced their understanding on GESI mainstreaming and practising the learning in developing policies, plans and programming.

The PLGSP was signed in July 2019, with the Joint Financing Agreement signed in September, and the TA agreement between MoFAGA and UNDP in December 2019. Hence, the initial implementation of TA was severely affected by the COVID-19 pandemic and the first phase of lockdown beginning in April 2020. Despite the major impact due to complete lockdown, UNDP quickly adjusted its recruitment approach through online mechanisms to ensure timely complement of recruitments. For this, additional resources were mobilized from the UNDP Nepal CO, as well as sister UN agencies. Despite recruitments being completed, many TA staff could not be deployed in person for the first few months due to the complete or partial lockdowns and travel restrictions, which impacted the initial implementation of the programme. UNDP adopted some innovative approaches for

supporting the government (federal, provincial, and local level), for example for business continuity by providing ZOOM licenses which played a major role to connect the three tiers of the government for planning and executing the programmes. Further, MoFAGA developed systems/tools to collect information from all the local government on COVID-19 related information which supported the government for their planning and programming. Despite the major hurdles in the implementation of the programme during the pandemic, UNTA was able to support the government (federal, province and local level) to adopt the necessary laws/acts and tools, and support to develop capacities of the TA staff, government officials, and elected representatives. Only in 2022, PLGSP and UNTA could function fully as envisioned in the Programme/Project document.

In addition to the pandemic, the project was also impacted due to frequent turnover of government staff (federal, province and local governments), elections to federal, provincial, and local governments in 2022 (May and November).

2. Evaluation purpose and objectives

In line with the mandatory threshold for project evaluation provisioned in UNDP Evaluation Guidelines 2019, a mid-term and final evaluation of the TAP were planned in the project design to be commissioned through independent reviewers and evaluators. A Mid-Term Review of PLGSP, including review of the PLGSP TA, was conducted in March – May 2022. Following the Mid-Term Review, MoFAGA, Joint Financing Agreement Development Partners, and UNDP have been engaged in discussions on the potential extension of the PLGSP, initially through a transition year (July 2023 – July 2024), followed by a possible multi-year extension. To evaluate the relevancy and effectiveness of the UNDP's implementation of the TAP and provide specific recommendations for the future course of actions, a TAP final evaluation is scheduled for April - June 2023, as planned in the UNDP 2023 Evaluation Plan.

The overall purpose of this final evaluation is to assess the results achieved so far and lesson learnt by the TAP project. The final evaluation should assess the implementation approaches of the TA, results against output targets, contribution to higher level outcome results (changes in socio-economic status through the project implementation), and issues/challenges encountered, as well as identify and document the lessons learnt and good practices and make specific recommendations for future course of actions.

The TAP final evaluation findings will be useful in revisiting and/or re-designing of the TA component of the PLGSP. The TAP final evaluation will also serve as an accountability and learning opportunity to provide guidance and recommendations for UNDP's continued support to implementation of federalism and devolution in Nepal.

The specific objectives of the evaluation are the following:

- to assess the relevancy and appropriateness of the TA approaches and interventions including TA positions, structure, implementation arrangement and adequacy in contributing to achieve the key results in line with the Theory of Change
- to ascertain the effectiveness and efficiency of the TA activities provided to federal, provincial, and local governments through PCU, PPIUs and PCGGs to enhance the capacities of PLGs in achieving the key results of PLGSP under three outcomes, seven sub-outcome areas and 14 output areas.

- to measure the coherence and sustainability of the TA intervention, including synergies with other UNDP supported programme/projects, UN integration and DP coordination efforts for implementation of federalism.
- to review and assess the risks and opportunities, document key learnings and good practices; and recommend potential approaches for more effective TA engagement for better delivery of the PLGSP. to analyze the TAP's contribution on promoting human rights, mainstreaming gender equality and social inclusion, and anti-corruption/accountability and environmental sustainability/resilience in provincial and local government's planning.

3. Scope of the evaluation

The TAP final evaluation will cover the full scope of TAP, including the full implementation period (December 2019 – time of evaluation), and full geographic coverage, including at federal level (PCU) and in seven provinces (seven PPIUs and seven PCGGs), as well as select provincial and local governments benefitting from the services provided by the TA staff in these PLGSP implementation units.

The evaluation will focus on relevance, coherence, efficiency, effectiveness, impact, and sustainability of the intervention. In addition, the evaluation will assess how the intervention (TAP) sought to mainstream gender and social inclusion including disability issues, and application of the human rights -based approaches while providing the Technical Assistant in development efforts.

Mainly, the evaluation should cover at least the following areas.

- Relevance of the project: review of the TA structure⁸ and the progress against its purpose, objectives, and outputs along with Project Document Theory of Change, Results and Resources Framework, M&E framework.
- Effectiveness and efficiency in project implementation: review project's technical as well as operational approaches and deliverables.
- Impact of the project: quality of results such as knowledge products developed and utilized, expertise transferred to the target group, partnership and engagement enhanced, the functional efficiency of the target institutions increased.
- Coherence of the project: alignment with UNDP's core documents (e.g., UNDAF, and the new UNSCDF, UNDP CPD), national priorities (e.g., Nepal's 15th Plan), and other related UNDP, UN, and Development Partner projects.
- Sustainability of the project interventions: sustaining the positive impacts of the project interventions beyond the project life.
- Review the TAP approaches and modality, in general, and gender equality and social inclusion, with a particular focus on participation of women and marginalized groups.
- Examine external factors beyond the project's control that have affected it negatively or positively and how the project dealt with them.
- Appraise the planning, management and quality assurance mechanism to deliver the project interventions.

⁸ Separate detailed review of the Technical Assistance Structure is also planned in 2023.

- Review the project's coordination and communication processes and mechanisms with the stakeholders; and
- Assess the management and governing structure of the project and distribution of responsibilities within the given structure and national implementation modality.

4. Evaluation criteria and key guiding questions

The final evaluation will adopt the six revised evaluation criteria by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) - Relevance, Effectiveness, Coherence, Efficiency, Impact and Sustainability. Moreover, additional cross-cutting criteria such as Human Rights, Gender Equality and Social Inclusion, Transparency and Accountability, and environment and resilience will also be included.

The evaluation will address the following main evaluation questions:

- To what extent has the TAP achieved (or is likely to achieve) its intended objectives? What factors contributed to or hindered the TAP's performance and sustainability of the results?
- To what extent was the TAP relevant and effective in enhancing the capacity of PLGs in the federal context?
- What are the key considerations to be taken into account while developing the new TA interventions?
- To what extent has the TAP success on promoting Gender Equality and Social Inclusion in the PLGSP programme?

The evaluation team should further refine the guiding evaluation questions outlined below and agree on a final set of evaluation questions with UNDP prior to commencing the evaluation.

4.1 Relevance

- To what extent is UNDP engagement a reflection of strategic considerations, including the role of UNDP and its comparative advantage in the context of implementation of federalism?
- To what extent were lessons learned from other relevant projects and interventions incorporated in project design?
- To what extent did the project contribute to meeting the needs of the federal, provincial, and local governments?
- To what extent were the TA interventions, structure, and implementation arrangements relevant and logical to the PLGSP's theory of change in enhancing the capacities of all three tiers of governments?
- To what extent was the project appropriately responsive to political, legal, economic, institutional, etc., changes in the country?

4.2 Coherence

- How well did the project fit in the federal context?
- To what extent did the project address and contribute to synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (Internal coherence)
- To what extent was the project consistent with other actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence)

- To what extent did the project contribute to enhanced coordination of efforts by UN agencies, Development Partners, and the Government of Nepal to support the implementation of federalism and devolution?

4.3 Effectiveness

- To what extent was the TAP effective in enhancing the capacity of the federal, provincial, and local governments to strengthen inclusive public service delivery. What, if any, alternative strategies would have been more effective in achieving this objective?
- To what extent did the TAP contribute to the CPD and PLGSP outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- To what extent were the project results achieved? What were the contributing factors in achieving or not achieving the intended results? What strategic revision should be considered to achieve the intended results?
- How well did the project adapt to changing conditions at various levels, i.e., COVID-19 pandemic, the turnover of civil servants and elected representatives at federal, provincial, and local levels? What adaptation measures and approaches were adopted, and how useful were they?
- To what extent did the project adapt to the needs of different target groups (including the gender equality and social inclusion aspects) in terms of capacity development and participation?

4.4 Efficiency

- To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results?
- To what extent was the project implementation strategy and execution efficient and cost-effective? What cost effectiveness measures did the project adopted? And what were the results?
- To what extent were resources (funds, human resources, time, expertise, etc.) strategically allocated and delivered on time to achieve project objectives?
- To what extent were partnership modalities conducive to the delivery of country programme outputs?
- To what extent did monitoring and knowledge management systems provide UNDP management with relevant data and information, disaggregated by sex, that allowed it to learn and adjust implementation accordingly?

4.5 Impact

- To what extent the TA initiatives indicate that the intended impact of PLGSP will be achieved or not achieved in the future?
- To what extent did the ongoing implementation of federalism – including legal, fiscal, political, and administrative aspects – affect the project's overall implementation and achievement of objectives? If any, what could have been alternative courses to adopt to improve the impact of the project?

4.6 Sustainability

- To what extent did the project contribute towards sustaining the knowledge, practices, and approaches for strengthening capacities of federal, provincial, and local governments?
- To what extent did the federal, provincial, and local governments express ownership of the project, demonstrate institutional capacity and commitment to continue its implementation?
- To what extent were lessons learned and good practices documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent did the project make necessary changes based on lessons learned?
- To what extent did the project develop sustainability / exit strategies for smooth phase out and continued ownership?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained? Are there any risks that may jeopardize sustainability of project benefits
- Is there a need for any further interventions or support to ensure the sustainable impact of the project? What could be potential new areas of work and innovative measures for sustaining the results?

4.7 Human Rights Based Approach

- To what extent have poor, indigenous persons with disabilities, women, men, and other excluded and marginalized groups benefited from the project?
- To what extent was the project able to promote a Human Rights-Based Approach for the implementation of PLGSP?

4.8 Gender Equality and Social Inclusion

- Was the TA structure GESI responsive?
- To what extent was gender equality and social inclusion considered in project design, implementation, and monitoring?
- To what extent did the project promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?
- To what extent did the project contribute to promote gender equality and social inclusion consideration for the implementation of PLGSP?

4.9 Transparency, Accountability, Anti-Corruption, Environment and Resilience

- To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption for the implementation of PLGSP?
- To what extent was the project able to promote the principles of environmental sustainability and resilience for the implementation of PLGSP?

5. Methodology

The evaluation approach and methodology proposed here is indicative only. The evaluation team should review the methodology and propose the final methods and data collection tools in the inception report, following review

of the project related documents and reports. The method and tools should be context-sensitive and adequately address the issues of human rights, gender equality and social inclusion. The final evaluation should build upon review of the available project documents, field visits, interviews, and discussions, which would provide an opportunity for more in-depth analysis and understanding of the TAP project. The evaluation team is expected to frame the evaluation using relevance, coherence, effectiveness, efficiency, impact, and sustainability criteria.

The evaluation team must provide evidence-based information that is credible, reliable, and useful. The evaluation team should follow a participatory and consultative approach ensuring close engagement with government counterparts at federal, provincial, and local levels, the project team, UNDP Country Office, including the evaluation manager, and other critical stakeholders. Thus, the evaluation team is expected to work closely with the UNDP Country Office during evaluation adopting following data collection methods.

5.1 Document Review

The evaluation team should review the project-related documents such as the PLGSP Programme Document, theory of change and result framework, TAP project document, TAP annual and quarterly progress reports, annual work plans, PLGSP Baseline Report 2021, project board and TA Sub-Committee meeting minutes, technical/financial monitoring reports, publications, strategic documents, policies, and other documents that the team considers useful for the evaluation.

5.2 Interviews and Consultations

The evaluation team should develop appropriate interview structures and questionnaires for various stakeholders, based on the evaluation criteria, and conduct in-depth interviews (KIs), meetings, and focus group discussions with key concerned project stakeholders, including from MoFAGA, PCU, PPIUs and PCGGs, selected provincial and local government stakeholders, JFA Development Partners, UN agencies, and others as relevant. Surveys and questionnaires may also be considered for TA staff in PCU, PPIUs, and PCGGs, recruited by the TAP project. All interviews should be undertaken in full confidence and anonymity. At least, one women only focus group discussion will be conducted among TA staffs to ensure the gender issues and voices in the evaluation. The final evaluation report should not assign specific comments to individuals. Interviews can be taken in person or virtual depending on the availability of the selected respondents. The evaluation team should select the respondents and participants representing all seven provinces using an appropriate sampling technique. While selecting the respondents, the review team should ensure gender balance and inclusion to the extent possible.

5.3 Field Visits

The evaluation team should conduct field visits to selected PPIUs, PCGGs and local governments to conduct in-depth interviews, meetings, and discussions with key stakeholders in provincial and local governments, as well as TA staff in the seven PPIUs and PCGGs. The team will observe systems, products and services delivered, as appropriate. The team should visit at least two selected local governments from each province to observe the project results and interact with the beneficiaries. Applicable travel cost and DSA during the field visit will be borne by UNDP.

5.4 Briefing and De-Briefing

The evaluation team should organize briefing and debriefing sessions with UNDP, the project team, and other partners, as relevant. The evaluation team should ensure triangulate the various data sources to maximize the validity and reliability of data. The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders, and the evaluators.

6. Expected Deliverables

The evaluation team is expected to prepare, discuss, and finalize the following deliverables:

- **Inception report**, outlining the evaluator's understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be evaluated. The inception report should also include a proposed schedule of tasks, evaluation tools, activities, and deliverables.
- **Evaluation matrix**, including key criteria, indicators, and questions to capture and assess based on evaluation criteria.
- **Evaluation debriefing**. Immediately after completion of data collection, the evaluation team should provide preliminary debriefing and findings.
- **Draft evaluation report**
- **Evaluation report audit trail**, including comments provided on the draft report and changes made by the evaluators in response should be retained by the evaluation team to show how they have addressed comments.
- **Final evaluation report** within stipulated timeline with sufficient detail and quality incorporating feedback from the concerned parties.
- **An exit presentation** on findings and recommendations of the evaluation

Final payment is dependent on the approval of the report by the UNDP. It is understood that if needed multiple drafts may be required until the final approval.

7. Evaluation team composition and required competencies.

The evaluation team will consist of three consultants, including one international consultant as the team leader and two consultants as national team members, with governance and GESI expertise. The team composition will be gender-balanced to the extent possible (with at least one female). Team members involved in the design, management or implementation or advising any aspect of the intervention that is the subject of the evaluation will not be qualified. UNDP CO will select the evaluation team. The three consultants are expected to work as a team under the leadership of the international consultant. In case of difference of opinion, the international consultant will make the final decision.

Team Leader, International Consultant (30 working days)

Roles and responsibilities: Responsible for overall lead and conduction of the final evaluation. S/he should be responsible for the overall quality and timely submission of the evaluation report and briefing to the UNDP, and for ensuring a gender equality and social inclusion perspective is incorporated throughout the evaluation work and report.

- Takes overall leadership of organization and execution of the evaluation adhering to the UNDP Evaluation Guidelines ensuring its independence.

- Review of relevant documents and finalize the inception report including evaluation matrix, questions, methods, data collection and analysis instruments.
- Coordinates field missions and key consultation meetings for in-depth interviews and discussions with all relevant stakeholders
- Supervises the work of other team members and assures high quality of work.
- Leads the sharing and de-briefing meetings with UNDP and other stakeholders as appropriate.
- Takes overall responsibility of producing the report and its quality assurance process including contribution to the major sections of the report as agreed among the team members Acts as the main point of contact for UNDP (and stakeholders as appropriate)
- Prepares the report and submits to UNDP on behalf of team.

Qualifications and competencies:

- At least master's degree in management, Governance, Public Administration, Social Studies or other relevant areas with extensive working experiences in governance system strengthening, policy analysis and capacity enhancement.
- More than 7 years of experience leading similar kinds of evaluation in the development sector.
- Experience of evaluating technical assistance programs/projects
- Knowledge of Nepalese governance system and process is considered an asset.
- Excellent English drafting skills is essential.

Team Member (Governance/Public Administration Expert) (30 working days)

Roles and responsibilities: The national consultant will be responsible for reviewing documents, collecting data and information from different sources, analyzing the progress, issues, and challenges, providing inputs in drafting the report with the guidance of the Team Leader. Specifically, the national consultant will have the following roles and responsibilities:

- Briefs the team lead on the Nepalese governance system, processes, political dynamics, and status.
- Contributes to devising the questionnaires and checklist in organizational and institutional management area of evaluation mission and gathers information accordingly.
- Supports in organizing the evaluation mission as agreed among team members. This includes organizing the consultation meetings and field missions as appropriate.
- Conduct interviews with the selected target groups, partners, and stakeholders.
- Contributes to writing the relevant sections of the report for team leader to compile.
- Contributes to any other as advised by the team leader.

Qualifications and competencies:

- Master's degree in governance, Management, Public Administration, Social Studies, or other relevant areas
- At least 5 years of experience of evaluating programmes/project in governance sector, or for technical assistance programmes/projects.

Team Member (GESI expertise) (30 working days)

Roles and responsibilities: The GESI Expert will be responsible for reviewing documents, collecting data and information from different sources, analyzing them from a GESI perspective. The consultant will be responsible for analyzing the degree to which program design and interventions have addressed the needs of women and traditionally excluded groups; ensure that gender equality and social inclusion dimensions are incorporated into

all steps of the inquiry, analysis and evaluation reporting. Specifically, the Governance/GESI Expert will have the following roles and responsibilities:

- Briefs the team lead on Gender Equality and Social Inclusion status of the country.
- Contributes to devising the questionnaires and checklist to gather governance and GESI-related information for evaluation mission and gathers information accordingly.
- Supports in organizing the evaluation mission as agreed among team members. This includes organizing the consultation meetings and field missions as appropriate.
- Facilitates GESI discussions during the consultations process.
- Contributes to writing the relevant sections of the report for team leader and provides GESI perspectives in the draft/final report.
- Contributes to any other area of work as advised by the team leader.

Qualifications and competencies:

- Master's Degree in Gender studies, Social Inclusion, Governance, Management, Public Administration, Social Studies, or other relevant areas
- At least 5 years of experience of evaluating programmes/project in governance or GESI sector, or for technical assistance programmes/projects.

8. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. Consultants will be held to the highest ethical standards and must sign a Code of Conduct upon acceptance of the assignment.

9. Implementation arrangements

The principal responsibility for managing this final evaluation resides with the UNDP Nepal CO. The UNDP Nepal CO will contract the consultants and ensure the logistic arrangements within the country for the evaluation team. The Evaluation Manager (RBM Analyst) will assure smooth, quality, and independent implementation of the final evaluation with needful guidance from UNDP's Senior Management.

UNDP will be responsible for providing the required information, furnishing documents for review to the evaluation team under the leadership of the Portfolio Manager. They will also be responsible for the final evaluation's logistic arrangements, setting up stakeholder interviews, arranging consultations, coordinating with the Government, etc.

After signing the contract, UNDP will brief the evaluation team upon commencing the assignment on the final evaluation's objectives, purpose, and expected outputs. Key project documents will be shared with the evaluation team. The team should review the relevant documents and share the draft inception report before the

commencement of the field mission or data collection. The team should revise the methodology, data collection tools and review questions. The final methodology and instruments should be proposed in the inception report, including the evaluation schedule and evaluation matrix that guides the final evaluation's overall implementation. The inception report submitted by the evaluation team should be approved by Evaluation Manager (RBM Analyst) prior to the commencement of the evaluation process.

The final evaluation will remain fully independent. A mission wrap-up meeting will be organized during which comments from participants and stakeholders will be noted for incorporation in the final report. The draft report will be reviewed by the concern stakeholders and provide their comments.

The team leader will maintain all communication through the Evaluation Manager. The Evaluation Manager should clear each step of the evaluation.

10. Timeframe for the evaluation process

The total duration of the evaluation will be 30 working days in between June-September 2023. This includes desk reviews, primary data collection, field work, and report writing. The evaluation team should provide division of works among the team members in the inception report.

The below table provides a tentative timeframe for the assignment with deliverables and associated payments.

<i>S.N.</i>	<i>Deliverables</i>	<i>Estimated number of days</i>	<i>Timeframe</i>	<i>Payment</i>
1.	Submission of an Inception Report with a detailed methodology and a time bound work plan with key deliverables in consultation with UNDP	5 days	Within 10 days of signing the contract	20 percent of the contract amount upon approval of inception report
2.	Interviews, meetings, discussions, field visits for data collection	15 days	Right after approval of the inception report	None
3.	Evaluation de-briefing meeting to UNDP after completion of the field mission	1 days	Within 25 days of signing the contract (right after the field missions)	None
4.	Submission of Draft Evaluation Report to UNDP for its review	5 days	Within 35 days of signing the contract	40 percent of the contract amount upon approval of the draft report
5.	Presentation of Evaluation Findings to UNDP incorporating initial UNDP comments	1 day	Within 50 days of signing the contract	None
6.	Submission of Final Evaluation	3 days	Within 60 days of	40 percent of the

	Report incorporating comments/feedbacks from the presentation and approval of the report by UNDP		signing the contract	the contract amount upon approval of the final report
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11. Use of final evaluation results

The findings of this final evaluation will be used to analyze the lessons learned and the way forward for the future design of the next phase of this project (if need be) and similar projects. Therefore, the final evaluation report is expected to provide critical and constructive findings and recommendations for future interventions.

12. Application / submission process and criteria for selection

It will be mentioned in Individual Consultant selection criteria.

13. Annexes

- a. **Relevant Documents:** Project Document (TAP and PLGSP), PLGSP Mid-Term Review Report, multi-year work plan, Annual Work Plans 2019 to 2023, Project Progress Reports of 2019 to 2022, Financial Reports, Organizational Structure, knowledge products, etc.
- b. **Tentative list of key stakeholders and partners to be engaged during evaluation process:** UNDP Nepal Country Office (Senior Management, Portfolio colleagues, Project support team), MoFAGA, FCGO, MoF, provincial and local government (TBC), PCU, PPIUs, PCGGs, local government associations, JFA Development Partners, UN agencies
- c. Evaluation Matrix
- d. Inception Report content/outline template
- e. Evaluation report template
- f. Evaluation audit trail form
- g. Code of Conduct

Annex B: List of Documents Reviewed

- GoN/UNDP (2021). Technical Assistance in support of the PLGSP 2019-2023: Annual Progress Report 2021.
- GoN/UNDP (2022). Technical Assistance in support of the PLGSP 2019-2023: Annual Progress Report 2022.
- Government of Nepal and UNDP. (2022). Midterm Review of PLGSP.
- Government of Nepal/ Ministry of Federal Affairs and General Administration (2019). PLGSP Programme Document (July 2019/20-July 2022/23).
- UNDP (2019). Project Document: Technical Assistance in support of the PLGSP
- UNDP. M&E Plan: PLGSP-TA.
- UNEG (2017). Norms and standards for evaluation.
- UNEG (2020). UNEG Ethical guidelines for evaluation. UNDP (2022)- TAP Annual Progress Report 2022
- UNDP (2021)- TAP Annual Progress Report 2021
- UNDP (2022)- PLGSP Annual Progress Report 2021-2022
- UNDP (2022)- PLGSP Annual Progress Report 2020-2021
- UNDP (2022)- PLGSP Annual Progress Report 2019-2020

Annex C: Evaluation Matrix

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
Relevance	Were the TA approaches and interventions, including TA positions, structure, and implementation arrangements, relevant and appropriate to the PLGSP's theory of change in enhancing the capacities of all three tiers of governments?	<ul style="list-style-type: none"> - To what extent is the TAP aligned with the priorities, needs and requirements of Federal, Provincial and Local Governments of Nepal? - To what extent was the TAP consistent with other development actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence) - To what extent the PLGSP_TAP is aligned with UNDP's core documents (e.g., UNDAF, and the new UNSCDF, UNDP CPD), national priorities (e.g., Nepal's 15th Plan), and other related UNDP, UN, and Development Partner projects. - To what extent was TA support to promote gender equality and social inclusion relevant? - Were the objectives and expected results of the TAP aligned with the priorities of the PLGSP? - To what extent did the TAP responded the recommendations made by the MTR, 2022? - To What extend TAP support meet the needs of PLGSP implementation? - How TAP worked differently to implement PLGSP in situation of changing present political context and operational context? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project documents - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings/ Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Level of ownership - Level of use of TA's products 	<ul style="list-style-type: none"> - Thematic analysis - Use of respondent's quotes and interpretation - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity
Coherence	Did the PLGSP-TA meet the conditions of internal and	<ul style="list-style-type: none"> - To what extent did the TA complement the national and UNDP goals of governance? - To what extent did the TA complement and synchronize with other governance actors' policies and interventions and avoid duplication of efforts? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings/ 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Process and mechanism for synergies 	<ul style="list-style-type: none"> - Thematic analysis - Use of respondent's

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
	external coherence?	- To what extent did TA play a role in coordinating the development partner for the implementation of PLGSP?	- Project documents - Relevant literatures	Discussions	- Level of alignment with national and UNDP goal - Level of coordination with DPs	quotes and interpretation - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity
Effectiveness	To what extent was the PLGSP- TA's support provided to federal, provincial, and local governments attributed to achieving the objectives of the program?	- To what extent have the TAP objectives, and scope of activities as defined in the TAP ProDoc have been achieved so far? - Are some components better achieved than others? If yes, then Why? - How effective was the role of TA in providing services such as provisioning human resources, compensation and payment of TA personnel, and procurement of equipment and vehicles? - To what extent was the TA effective in enhancing the capacity of the federal, provincial, and local governments to strengthen inclusive public service delivery? What, if any, alternative strategies would have been more effective in achieving this objective? - To what extent was TA support effective in establishing and operationalizing the Provincial Centres for Good Governance (PCGGs)? - What was the effectiveness of the major tools and systems TA supported for the provincial and local governments in a consultative process?	- Evaluation findings - Policy documents - Project document - Relevant literatures	- Documents review - Stakeholders' Interviews - Meetings /Discussions	- Stakeholders' perceptions - Level of achievements of TA's services - Level of attribution to the performance of PLGSP - Level of achievements of CD - Achievements of TA's major tools and systems - Examples of causal factors for success and failure	- Thematic analysis - Quantitative analysis - Use of respondent's quotes and interpretation - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		<ul style="list-style-type: none"> - To what extent was the TA role effective for the capacity development of government officials (federal, provincial, and local level, and PLGSP TA staff)? - To what extent TAP supported to assurance of policies at provincial and local level? - How effective was the TAP in enhancing the capacities of representatives and staff at the Provincial and local government? - To what extent did the TAP contribute to the CPD and PLGSP outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities? - What are the assumptions, factors or risks inherent in the design that may influence whether the initiative succeeds or fails? - Are the TAP objectives clearly stated and contribution to results measurable? - Were any changes made in the TAP regarding approach, partnerships, beneficiaries so far? If yes, why? 			<ul style="list-style-type: none"> - Mechanism for feedback and its implications 	
Efficiency	To what extent was organizational and institutional management designed and practiced to gain efficiency?	<ul style="list-style-type: none"> - Are TAP intended activities achieved within expected cost and time so far? - Could the activities and outputs have been delivered in fewer resources without reducing their quality and quantity? - Is there major cost- or time-overruns or budget revisions? - Is there a management or coordination mechanism for the partnership? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Comparison of financial plan and performance - Review of strategies used for efficiency- 	<ul style="list-style-type: none"> - Thematic analysis - Quantitative analysis - Use of respondent's quotes and interpretation

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		<ul style="list-style-type: none"> - To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results? - How frequently and by what means is information shared within the TAP stakeholders? - How many levels of decision making are involved in operational approval? - How efficient is the M&E system and to what extent did M&E mechanism provide management with a stream of data that allowed it to learn and adjust implementation accordingly? - Was there any specific results framework for TAP? If yes, how useful was the results framework as a management tool during implementation and any changes made to it? If no, how did it effect in context of results-based monitoring and efficiency? - What were the measures taken by TA for efficiency in providing services such as provisioning human resources, compensation and payment of TA personnel, and procurement of equipment and vehicles? - To what extent were the TA's coordination and communication processes and mechanisms with the stakeholders functional and efficient? - To what extent did the TA create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication? 			<p>procurement, recruitments</p> <ul style="list-style-type: none"> - Level of transaction costs - Review of TA's structure and its implication on efficiency - Level of coordination and avoidance of duplication 	<ul style="list-style-type: none"> - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		- To what extent were the TAP's resources used to address inequalities gender issues in particular?				
Impact	What significant changes did the PLGSP-TA contribute to advancing the federal system of governance?	<ul style="list-style-type: none"> - To what extent did TA support contribute to the functional efficiency of the provincial and local governments? - To what extent did the TA bring positive changes in the implementation of federalism, including legal, fiscal, political, and administrative aspects? - What are the unintended consequences of the TA's support for the implementation of PLGSP? - How did the TAP contribute to long-term intended results (policy making)? - Were there positive or negative (lessons learned) effects of TAP support in implementing the PLGSP? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions - Questionnaire survey 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Example of positive changes/likely changes - Cases of unintended impacts 	<ul style="list-style-type: none"> - Thematic analysis - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity
Sustainability	What were the supporting measures taken by the TA to sustain the key results of the PLGSP?	<ul style="list-style-type: none"> - To what extent did the project contribute towards sustaining the knowledge, practices, and approaches for strengthening capacities of federal, provincial, and local governments? - Was TAP sustainability strategy developed during the project design? - Is the TAP itself sustainable? - To what extent have partners committed to providing continuing support? - To what extent did the TA support contribute towards sustaining the knowledge, practices, and approaches for strengthening the capacities of federal, provincial, and local governments? - To what extent did the TA play a role in helping the federal, provincial, and local governments express ownership of the project and demonstrate 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Level of ownership - Level of institutional capacity - Identification of specific issues and possible strategies for future 	<ul style="list-style-type: none"> - Thematic analysis - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		<p>institutional capacity and commitment to continue its implementation?</p> <ul style="list-style-type: none"> - What are the key learnings and good? - practices of TA support for the implementation of PLGSP? - To what extent will the TPA support contribute towards sustaining the knowledge, practices, and systems the Federal Parliament and Provincial and local level? - How TAP contributed for sustainability of PLGSP? 				
Human Rights Based Approach	<p>What was the TAP's approach and role in promoting gender equality and social inclusion in the PLGSP?</p> <p>What was the TAP's approach and role in promoting gender equality and social inclusion in the PLGSP?</p>	<ul style="list-style-type: none"> - To what extent did TAP contribute to gender equality, the empowerment of women and the human rights-based approach and the inclusion of vulnerable groups and people with disability? - To what extent the TAP supported in mainstreaming GESI and rights of person with disabilities throughout the implementation of the PLGSP? I - To what extent have the issues pertaining LNOB been addressed in the design, implementation, and monitoring of TAP? - To what extent did the TAP apply a GESI approach to increase the relevance, coherence, effectiveness, efficiency, impact and sustainability of the PLGSP? - How well did the TAP addressed the needs of different target groups (including women, person with disabilities, and other minorities) in terms of capacity building and participation? What have been the supporting factors? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Level of integration of HR approach 	<ul style="list-style-type: none"> - Thematic analysis - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
		<ul style="list-style-type: none"> - Human rights: To what extent have Dalit, ethnic, women and other disadvantaged and marginalized groups benefitted from the support of TAP its impact? - To what extent has the TAP contributed and link to achieving SDGs 5 and environment protection and climate change actions? - How well were the TAP allocated budget/resources to achieve GESI including structure of the TAP staffs? - To what extent was the TAP supported to collected disaggregated data and indicators in PLGSP? - How did the TAP address gender challenges and what are the best lessons learned of the TAP.? - How the TAP contributed differently to ensure GESI? - Is the gender marker data assigned to this TAP representative of reality? - Were women and men distinguished in terms of participation and benefits within the project? 				
UNDP Partnership Strategy		<ul style="list-style-type: none"> - How effective are the UNDP's partnership strategy and the partners in providing added benefits for the TAP to achieve overall milestones? - To what extent have stakeholders been involved in TAP implementation? - Who are the major actors and partners involved in the project and how effective they were in project delivery? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Level of ownership - Level of institutional capacity - Identification of specific issues 	<ul style="list-style-type: none"> - Thematic analysis - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Relevant evaluation criteria	Key questions	Specific sub questions	Data source	Data collection methods/tools	Indicators/success standard	Methods for data analysis
					and possible strategies for future	
Transparency, Accountability, Anti-Corruption, Environment and Resilience	What was the TAP's contribution to promoting transparency, accountability, and anti-corruption in provincial and local government's planning processes?	<ul style="list-style-type: none"> - To what extent was the TA's support effective in promoting transparency, accountability, and anti-corruption in the governing processes at the provincial and local levels in general and in the planning process in particular? - To what extent was the TA able to promote the principles of transparency, accountability, and anti-corruption for the implementation of PLGSP? - To what extent was the TA able to promote the principles of environmental sustainability and resilience for the implementation of PLGSP? 	<ul style="list-style-type: none"> - Evaluation findings - Policy documents - Project document - Relevant literatures 	<ul style="list-style-type: none"> - Documents review - Stakeholders' Interviews - Meetings /Discussions 	<ul style="list-style-type: none"> - Stakeholders' perceptions - Level of integration - Level of practice 	<ul style="list-style-type: none"> - Thematic analysis - Comparison with baseline - Use of HR and GESI lens - Triangulation for validity

Annex D: List of stakeholders consulted

S.N.	Name	Federal/Province	Office/ Organization	Position
1	Mr. Bhupendra Sapkota	Federal	PCU	Under Secretary / National Program Manager
2	Mr. Baburam Shrestha	Federal	PCU	PFM Specialist
3	Mr. Santosh Acharya	UN Agency	UN WOMEN/PSP/UNICEF	Program Officer
4	Mr. Madhu Bishwokarma	Donor	British Embassy	Governance Advisor
5	Ms. Shradha Rayamajhi	Donor	The Royal Norwegian Embassy	Governance Advisor
6	Mr. Ian Macdougall	Federal	Expat	Governance and Donor Coordination Specialist
7	Ms. Ayshanie Medagangoda Labe	UNDP	UNDP	RR-UNDP CO
	Ms. Binda Magar	UNDP	UNDP	GESI Adviser
8	Mr. Tek Tamata	UNDP	UNDP	Portfolio Manager- UNDP Country Office
9	Ms. Indramaya Shankar (Shrestha)	Sudurpaschim	PCGG	GESI Expert
10	Mr. Ganga Dutta Paneru	Sudurpaschim	PCGG	Curriculum Development Expert
11	Mr. Rachit Shrestha	Sudurpaschim	PCGG	Infrastructure Development Expert
12	Mr. Ramsingh Thagunna	Sudurpaschim	PCGG	Local Governance Expert
13	Mr. Gehendra Bam	Sudurpaschim	Sudurpaschim Province Research and Training Academy	Executive Director
14	Mr. Binod Kumar Kalauni	Sudurpaschim	PPIU	Innovation Partnership Fund Expert
15	Mr. Abhilash Chakrabarti	Sudurpaschim	PPIU	IT E-Governance Expert
16	Mr. Yamnath Giri	Sudurpaschim	PPIU	Monitoring and Reporting Expert
17	Mr. Nirmal Rana	Sudurpaschim	Laljhadi Rural Municipality- Kanchanpur district	Vice-Chairperson
18	Ms. Sapana Chaudhari Rana	Sudurpaschim	Laljhadi Rural Municipality- Kanchanpur district	Vice-Chairperson
19	Mr. Laxmi Dutta Bhatta	Sudurpaschim	Laljhadi Rural Municipality- Kanchanpur district	Chief Administrative Officer

List of Stakeholders Consulted

20	Mr.Siddha Raj Bhatta	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Education Officer, IPF Focal Person
21	Ms. Renu Wadayak	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	MIS Operator
22	Mr. Naresh Chaudhari	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	IT Officer
23	Mr. Naresh Prasad Bhatta	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Senior Enterprise Development Facilitator
24	Mr. Ganesh Raj Joshi	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Head Teacher/IPF project
25	Mr. Ram Prasad Joshi	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Head Teacher/IPF project
26	Ms. Dilmaya Rana	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Trainee/IPF Project
27	Ms. Sushma Rana	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Trainee/IPF Project
28	Mr. Madhav Chaudhari	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Trainee/IPF Project
29	Mr. Balkrishna Chaudhari	Sudurpaschim	Laljhandi Rural Municipality- Kanchanpur district	Trainee/IPF Project
30	Mr. Bhoj Raj Bohara	Sudurpaschim	Bedkot Municipality, Kanchanpur district	Mayor
31	Mr.Padam Raj Bhatta	Sudurpaschim	Bedkot Municipality, Kanchanpur district	Chief Administrative Officer
32	Ms. Radhika Panta	Sudurpaschim	Bedkot Municipality, Kanchanpur district	Chief, Women, Children and Senior Citizen Section
33	Mr. Sunil Chand	Sudurpaschim	Bedkot Municipality, Kanchanpur district	IT Officer
34	Mr.Padam Raj Joshi	Sudurpaschim	Policy and Planning Commission	Secretary; former Executive Director, PCGG
35	Mr.Naba Raj Ojha	Sudurpaschim	OCMCM/PLGSP	Program Manager

List of Stakeholders Consulted

36	Mr.Basudev Joshi	Sudurpaschim	Provincial Treasury Control Office	Chief Controller
37	Mr. Dinesh Sudakar	Sudurpaschim	PLGSP-TA	Governance cum Legal Expert
38	Mr. Krishna Prasad Kharel	Karnali	PCGG/OCMCM	Executive Director/Under Secretary
39	Mr.Yuba Raj Neupane	Karnali	PCGG/OCMCM	Section Officer
40	Mr.Tulashi Prasad Shrestha	Karnali	PPIU	Provincial Financial Management Expert
41	Mr. Janak Bhattarai	Karnali	PPIU	Innovative Partnership Fund Expert
42	Mr.Prakash Budhthapa	Karnali	PPIU	Monitoring and Reporting Expert
43	Mr.Dipendra Paudel	Karnali	PPIU	IT E-Governance Expert
44	Mr.Ganesh Prasad Joshi	Karnali	PCGG	Curriculum Development Expert
45	Mr. Ganesh Upadhaya	Karnali	PCGG	Capacity Development Expert
46	Mr. Ghanashyam Bhandari	Karnali	Pradesh Assembly	Honorable Member/Chair-Social Development Committee
47	Mr. Man Bahadur Bam	Karnali	Provincial Treasury Control Office	Chief Controller
48	Ms.Silpa Kunwar	Karnali	PCGG	Local Governance Expert
49	Ms. Hansa Malla	Karnali	PPIU	Governance cum Legal Expert
50	Ms. Mohan Maya Dhakal(Bhandari)	Karnali	Birendanagar Municipality	Mayor
51	Mr. Nila Kantha Khanal	Karnali	Birendanagar Municipality	Deputy-mayor
52	Mr. Prakash Poudel	Karnali	Birendanagar Municipality	Chief, Planning and Environment Section
53	Dr. Gopi Krishna Khanal	Karnali	OCMCM	Principal Secretary
54	Mr.Ananda Sharu	Karnali	OCMCM	PPD/Joint-secretary
55	Mr. Netra Bahadur Karki	Karnali	OCMCM	PPM/Under-secretary
56	Ms. Goma Sharma	Karnali	Simta Rural Municipality	Vice-Chairperson
57	Mr. Bharam Pangali	Karnali	Simta Rural Municipality	Chief Administrative Officer
58	Mr.Bala Ram Sharma	Lumbini	PCGG	Capacity Development Expert

List of Stakeholders Consulted

59	Mr. Bishnu Neupane	Lumbini	PCGG	Curriculum Development Expert
60	Ms. Shanju Thapa Shrestha	Lumbini	PCGG	Infrastructure Development Expert
61	Mr. Prem Narayan Shrestha	Lumbini	PCGG	Local Governance Expert
62	Mr. Raj Kumar Poudel		PPIU	Monitoring and Reporting Expert
63	Mr. Satish Acharya	Lumbini	PPIU	Innovative Partnership Fund Expert
64	Mr. Milan Shrestha	Lumbini	PPIU	IT-E Governance Expert
65	Mr. Sudip Poudel	Lumbini	Kapilbastu Municipality	Mayor
66	Mr. Balaram Neupane	Lumbini	Kapilbastu Municipality	Account Officer
67	Mr. Padam Raj Shrestha	Lumbini	Kapilbastu Municipality	Social Development Officer
68	Mr. Prakash Bista	Lumbini	Rapti Rural Municipality	Chairperson
69	Mr. Bikash Gyawali	Lumbini	Rapti Rural Municipality	Planning and Administration Officer
70	Mr. Bal Chandra Gurung	Lumbini	Rapti Rural Municipality	IT Officer
71	Ms. Jiban Kumari GC	Lumbini	Rapti Rural Municipality	Chief, Women, Children and Senior Citizen Section
72	Mr. Yam kanta Pandey	Lumbini	PCGG/OCMCM	Executive Director/Under Secretary, former PPM
73	Mr. Subas Yadav	Lumbini	PPIU	Governance cum Legal Expert
74	Mr. Bhabishwor Ghimire	Lumbini	PPIU/OCMCM	PPM/Under-secretary
75	Dr. Nahakul KC	Lumbini	Provincial Planning Commission	Vice-Chairperson
76	Ms. Nirmala Subba	Gandaki	PCGG/Gandaki Provincial Training Academy (GPTA)	Local Governance Expert
77	Mr. Prakash Ojha	Gandaki	GPTA	Section Officer-8th Level
78	Mr. Kishor Kumar Shrestha	Gandaki	Provincial Treasury Control Office	Provincial Financial Controller
79	Chitij Bhattarai	Koshi	OCMCM	PPM
80	Madhab Pokharel	Koshi		PPD
81	Dr. Deepal Kafle	Koshi		Principal-Secretary
82	Ishori Giri	Koshi		Secretary-Adm
83	Nagesh Koirala	Koshi	Biratnagar Metropolitan City	Mayor

List of Stakeholders Consulted

84	Rajendra Parajuli	Koshi	Biratnagar Metropolitant City	Chief-Adm
85	Manju Lohani	Koshi	Biratnagar Metropolitant City	GESI-Focal
86	Yadab Shrestha	Koshi	Biratnagar Metropolitant City	IT
87	Archana Karna	Koshi	Biratnagar Metropolitant City	IT-Enginner
88	Ratnakar Jha	Koshi	Biratnagar Metropolitant City	Leason Officer
89	Anita Guragai	Koshi	Biratnagar Metropolitant City	Officer-adm
90	Gitendra Rai	Koshi	Sanjurigadhi Rural Municipality	Mayor
91	Muna Rai	Koshi	Sanjurigadhi Rural Municipality	D-Mayor
92	Manoj K- Thakur	Koshi	Sanjurigadhi Rural Municipality	Chief-Adm
93	Nirajan Ojha	Koshi	Sanjurigadhi Rural Municipality	Legal Officer
94	Borna Bd Rai	Koshi	Sanjurigadhi Rural Municipality	Planning Oficer
95	Shrijana Hingma	Koshi	Sanjurigadhi Rural Municipality	GESI-Focal
96	Prajol Pokharel	Koshi	Sanjurigadhi Rural Municipality	Social Dev. Officer
97	Suraj Rai	Koshi	Sanjurigadhi Rural Municipality	IT officer
98	Pranaya Sharma	Koshi	PPIU	G&L expert
99	Niraj Dahal	Koshi	PPIU	IT&e-gov expert
100	Punam Chaudhari	Koshi	PPIU	PFM expert
101	Lakpa Sherpa	Koshi	PPIU	IPF expert
102	Bishnu Kumar Karki	Koshi	PCGG	Executive-Director
103	Bidhya Gautam	Koshi	PCGG	Curriculum Dev. Expert
104	Geeta Shrestha	Koshi	PCGG	GESI-Focal
105	Shekhar Karki	Koshi	PCGG	CD-Expert
106	Anita Guragai	Koshi	PCGG	L&G expert
107	Jaya Ram Chaulagai	Koshi	Birtamod Municipality	IT-Officer
108	Jaya Timilsena	Koshi	Birtamod Municipality	Chief-Adm &planning
109	Pushpa Karki	Koshi	Birtamod Municipality	GESI-Focal
110	Gopal Krishna Neupane	Bagmati	PCGG	Executive-Director
111	Apsara Karki	Bagmati	PCGG	GESI-Focal

List of Stakeholders Consulted

112	Gita GB	Bagmati	PCGG	Infas-expert
113	Madan Kharel	Bagmati	PCGG	Curriculum Dev. Expert
114	Shiva Ram Galet	Bagmati	OCMCM	PPD
115	Badri Pathak	Bagmati	OCMCM	PPM
116	Kapil Silwal	Bagmati	OCMCM	Adm-officer
117	Bajradhoj Waiba	Bagmati	Hariharpurgadhi RM	Chair
118	Dataram Pyakurel	Bagmati	Hariharpurgadhi RM	Chief-ADM
119	Deepak Karki	Bagmati	Hariharpurgadhi RM	IPF-FP
120	Dr. Bikash Lama	Bagmati	Hariharpurgadhi RM	Veteneary
121	Sanjaya Karki	Bagmati	Hariharpurgadhi RM	Data-analysist
122	Milan Kafle	Bagmati	Hariharpurgadhi RM	Marketing off
123	Krishna Hari Sharma	Bagmati	Hariharpurgadhi RM	Agricultural expert
124	Bishnu Datta Bhatta	Bagmati	Hariharpurgadhi RM	Livestock
125	Milan Shrestha	Bagmati	Hariharpurgadhi RM	IT officer
126	Nirmala Magarani	Bagmati	Hariharpurgadhi RM	GESI-Focal
127	Meena Kumari Lama	Bagmati	Hetauda sub-metropolitanc city	Mayor
128	Rajesh Baniya	Bagmati	Hetauda sub-metropolitanc city	D-Mayor
129	Shiva Raj Chaulagai	Bagmati	Hetauda sub-metropolitanc city	Chief-Adm
130	Bhanu Bhakta Thapaliya	Bagmati	Hetauda sub-metropolitanc city	Adm-officer
131	Bhim Timilsena	Bagmati	Hetauda sub-metropolitanc city	
132	Bishnu Kumari Lamichane	Bagmati	Hetauda sub-metropolitanc city	GESI-Focal
133	Jekof Shrestha	Bagmati	Hetauda sub-metropolitanc city	Finance Officer
134	Laxman Mainali	Bagmati	Hetauda sub-metropolitanc city	Good Gov& law
135	Subod Tamang	Bagmati	Hetauda sub-metropolitanc city	Engineer
136	Keshab Humagai	Bagmati	Hetauda sub-metropolitanc city	Finance Planning
137	Pushpa Basnet	Bagmati	PPIU	L&G expert
138	Sarmila Ghale	Bagmati	PPIU	Adm-Finance
139	Madan Mani Acharya	Bagmati	PPIU	M&R expert
140	Bipin Kadel	Bagmati	PPIU	IPF expert
141	Deepak Chaulagai	Bagmati	PPIU	PFM expert
142	Bikram Khatiwada	Bagmati	PPIU	IT &E-gov, expert
143	Satar Ansari	Madhesh Pradesh	PCGG	Executive-Director

List of Stakeholders Consulted

144	Arjun Subedi	Madhesh Pradesh	PCGG	CD-Expert
145	Arjun Kumal	Madhesh Pradesh	PCGG	Local Govt. expert
146	Sunil Jaiswal	Madhesh Pradesh	PCGG	Curriculum Dev. Expert
147	Dinesh Majhi	Madhesh Pradesh	PCGG	F&A
148	Sahanaj Ansari	Madhesh Pradesh	PPIU	Infas-expert
149	Punita Mandal	Madhesh Pradesh	PPIU	L&G expert
150	Girija Dahal	Madhesh Pradesh	PPIU	IPF expert
151	Krishna Kumar Shah	Madhesh Pradesh	PPIU	IT Officer
152	Dev Raj Rai	Madhesh Pradesh	PPIU	PFM expert
153	Birendra Chand	Madhesh Pradesh	OCMCM	M&R expert
154	Rupesh Shah	Madhesh Pradesh	OCMCM	PPM
155	Kishor Chaudhari	Madhesh Pradesh	OCMCM	Principal-Secretary
156	Chandeshowr	Madhesh Pradesh	Janakpur sub-Metropolitant City	Secretary-CM
157	Manoj Kumar Shah	Madhesh Pradesh	Janakpur sub-Metropolitant City	Mayor
158	Kishori Shah	Madhesh Pradesh	Janakpur sub-Metropolitant City	D-Mayor
159	Ratnesh Shahi	Madhesh Pradesh	Janakpur sub-Metropolitant City	Chief-Adm
160	Birendra Yadab	Madhesh Pradesh	Janakpur sub-Metropolitant City	Planning Officer
161	Sudip Koirala	Madhesh Pradesh	Janakpur sub-Metropolitant City	Legal Officer
162	Dinesh Kumar Yadab	Madhesh Pradesh	Rupani RM	Chair
163	Arbin Kumar Chaudhari	Madhesh Pradesh	Rupani RM	Chief-Adm
164	Rita Kumari Shah	Madhesh Pradesh	Rupani RM	GESI-Focal
165	Rishi Ram Pandey	Gandaki Pradesh	PCGG	Executive-Director
166	Nirmala Subha	Gandaki Pradesh	PCGG	Local Govt. expert
167	Dil Pd. Magar	Gandaki Pradesh	PCGG	Curriculum Dev. Expert
168	Rajani Thapa Magar	Gandaki Pradesh	PPIU	M&R expert
169	Rabi Lal Panth	Gandaki Pradesh	PPIU	Principal-Secretary
170	Mana Maya Paneru	Gandaki Pradesh	PPIU	PPD
171	Thaman Gautam	Gandaki Pradesh	PPIU	PPM
172	Nawaraj Ojha	Gandaki Pradesh	Rupa RM	Chair
173	Lal Suwa Gurung	Gandaki Pradesh	Rupa RM	Vice-chair
174	Suntosh Dhungana	Gandaki Pradesh	Rupa RM	Chief-Adm
175	Rajendra Subedi	Gandaki Pradesh	Rupa RM	Planning Officer
176	Lok Nath Pandey	Gandaki Pradesh	Rupa RM	Adm officer
177	Sanjaya Datta Bhatta	Gandaki Pradesh	Rupa RM	Emp-coordinator
178	Mohan Sapkota	Gandaki Pradesh	Rupa RM	Finance
179	Praladh Gharti	Gandaki Pradesh	Rupa RM	Sub-Engi

List of Stakeholders Consulted

180	Birendra Tiwari	Gandaki Pradesh	Rupa RM	Engineer
181	Ashok Pariyal	Gandaki Pradesh	Rupa RM	IT-Officer
182	Rudra Bd Thapa	Gandaki Pradesh	Rupa RM	
183	Dhanaraj Acharya	Gandaki Pradesh	Pokhara Metropolitan City	Mayor
184	Manju Devi Gurung	Gandaki Pradesh	Pokhara Metropolitan City	D-Mayor
185	Jaya Ram Paudel	Gandaki Pradesh	Pokhara Metropolitan City	Chief-Adm
186	Prabesh Paudel	Gandaki Pradesh	Pokhara Metropolitan City	Finance Officer
187	Nabin Gautam	Gandaki Pradesh	Pokhara Metropolitan City	Engineer
188	Krishna Tiwari	Gandaki Pradesh	Pokhara Metropolitan City	Planning Officer
189	Suwash Dhungana	Gandaki Pradesh	Pokhara Metropolitan City	IT officer
190	Ashok Dware	Gandaki Pradesh	Pokhara Metropolitan City	Finance Officer

Annex E: TAP's TA Policy, Strategy, System Reforms/Support outputs

Koshi Province			
System Improvement	Policy Support & Reform	Gender Equality and Social Inclusion Mainstreaming	Capacity Development
<ul style="list-style-type: none"> Placement of IT staff in 125 LG out of 137 resulted in improving reporting and recording system in all ministries of the provinces through IT support: Digitalization of finance system/payment system, Automation system introduced which made easy to know the status and process of govt. work. Fast information system developed. IT Focal Person network group created within Koshi province which helpful to sharing and exchange the experience and good practice among the province and LGs. With the support of TA staffs for organizing the PCC meeting which Improved inter-governmental coordination. through the capacity building program of PCGG and PPIU, program of IPF played role of bridge to make connection between LG and PG (developed inter connection relationship) Started to public hearing. Prepare periodic plan by LGS 	<ul style="list-style-type: none"> Localization of SDG Procedure / guideline is developed and endorsed. Prepared the Provincial Poverty Reduction Strategy Prepare draft legislation to establish a E-Governance system. Prepared guideline of Hello CM (Chief Minister) to hear voice of public. Introduced Internal Control System Prepared the Revenue Improvement. Action Plan. FRA Procedure guideline developed. More than 50 LGs has endorsed RTA. IPM Mobilization Procedure Guideline is prepared. Supported to draft Provincial Research and Training Academy Act 2079 endorsed by PG. 	<ul style="list-style-type: none"> The ministries of PG and LGs have appointed GESI Focal Person PG has passed the GESI Audit Guideline conducted GESI Audit by all ministries. 32 out of 137 LGs have adopted the GESI Strategy Conducted gender audit in 136 out of 137LGs Conducted orientation program on GRB for all LGs staffs and representatives. 33% participants from women and other marginalized group were incorporated in capacity development training conducted by TAP. Contents related to GESI,GRB and GBV were well incorporated in different capacity building training conducted for 	<ul style="list-style-type: none"> Conducted Training on GESI Audit, GRB and GBV for Staffs and elected representatives of LGs. Held orientation program for representatives of all 137 LGs on FRRRA (Fiduciary Risk Reduction Assessment) Conducted Training on LGs Planning process and role of representatives for elected representatives Training on GBV and legal rights for staffs of TA's Staffs, govt's staffs and elected representatives Orientation program on code of conduct for prevention of Sexual Harassment at workplace for Staffs and elected representatives Training for govt's staff on procurement system Accompanied training for elected representatives of LGs and members of PG on law making process and drafting .. Training on revenue improvement assessment for LGs

		TA's staffs and PLGs.	
Bagmati Province			
<ul style="list-style-type: none"> Supported to prepare periodic plan for LGs Supported to update and increase score of LISA. Improved internal relation among the 11 ministries of PG. Developed relationship between PG and communities through IPF program. Good collaboration between PG and LGs Improved relationship between PG and LGs through TA support. Assisted to conducted Fiduciary Risk Assessment Updated FRRAP Improved reporting and recording system including progress rapid communication and information flow 80 % Physical progress on P – ASIP activity in province. shared in digital platform (websites and social media) LGS report using MOFAGA portal and pragati portal (98%) 95% LGs implemented SUTRA. LGS digitize service delivery using ICT systems or ICT tools. Built confidence to use technical part of LISA portal. Developed Personal Information System (PIS) for Provincial Governments and operated by the Department of Civil Personnel Records (now Nijamati Kitabkhana) Progressed to minimize financial irregularity resulted to zero beruju . Promoted to OCMCM/PPIU and PCGG to use of ICT tools for implementing programs which made easy to get the information about the status of working process. Disseminated LISA results from 114 LGs. 	<ul style="list-style-type: none"> Supported drafting the Provincial Civil Service Regulation. Developed E-Governance Master Plan and well implementation. Developed Internal Control System. Supported to prepare Revenue Improvement Plan. Introduced Provincial FRA system. Developed law related to Cooperative. 	<ul style="list-style-type: none"> 85 LGs passed the GESI Policy/Strategy- More than 30 % LGs conducted gender audit. 119 LGs has Appointed GESI focal person. Developed trend of collection and maintain GESI disaggregated Data at Local and provincial level. Issues of GESI are well addressed while collecting information and in daily activities including conducting training Ministries of Provincial Government started to conduct GESI Audit. Draft of GRB guideline is prepared and in process to finalize. 	<ul style="list-style-type: none"> TA conducted training on issues of GESI, RGB and code of conduct at workplace. More than 3000 participants including elected representatives, GESI focal person and staffs of LGs were benefited from the training. Total 21 curriculum are Developed for in service and Induction training 15 curriculum has passed out of 21. Prepared guideline for curriculum design . Community mobilization guideline developed PG has developed Capacity Development Plan for staffs. Conducted Orientation on FRA for staffs and representatives of LGs. Trained IT officers of PGs on ICT, on ICT domain including FRA, website, PIS, and various MIS.

<ul style="list-style-type: none"> Developed GIS system mapping in PG. 			
Madhesh Province			
<ul style="list-style-type: none"> 123 LGs out of 136 completed LISA updated. 88 out of 136 LGs completed all four steps of FRA. MTF completed. Developed attitude of collaboration and coordination for collective investment among the LGs (E.g.: bought a fire extinguisher of five LGs collectively in cost sharing in Saptari district) supported 102 IT staffs for 102 LGs resulted to digitalization of reporting and recording system and office automation software prepared but yet to implement . i Reduced financial irregularity than last year i(It seems to have decreased from 6.75 % to 3% year) Started to use SUTRA in all LG 80 LGs out the 136 has accomplished the FRA which is improved than before. TA support has helped the provincial government to visible at the community and local level. 	<ul style="list-style-type: none"> Developed a Draft for E-Governance. Master plan for 10 year drafted, it is in process for approval. The Internal Control System Guideline developed. Drafted local Service Act Supported to draft Provincial Civil Service Regulation Drafted Provincial Economic and Fiscal Accountability Act Passed FRRAP (Fiduciary Risk Reduction Action Plan Prepared Procedure Guideline to establish library related to agricultural instruments. 	<ul style="list-style-type: none"> 24 LGS has endorsed GESI Policy/Strategy- PG drafted GESI audit guideline but yet to be passed Advocacy to appoint GESI focal person resulted to 11 GESI focal person has placed in different office of PG Mainstreamed GESI in all curriculum of PG and LGs. GESI mainstreamed in infrastructure (E.g.: breastfeeding room in PCGG and other government offices. Increased women mobility in income generation activities through IPF and different capacity training. 	<ul style="list-style-type: none"> Five curriculum has developed to conduct in-service and Induction for govt. staffs (civil servant) Apart from the GESI training, Issues of GESI, GBV, GRB are included (integrated) in other training and curriculum . Supported to develop Library in PCGG Capacity Dev. training for engineers on Environment Impact Assessment (EIA.) Built capacity of local representative on their roles and responsibilities and on issues of GESI and IT IAs result of the It support and training, It seems that there has been progressed in use of IT among the local representatives and provincial members as well. Experts Rosters has been created for conduction of the training. benefited 290 civil servants from in service training. More than 1000 ward chair participated in training on their roles and responsibilities. The Response of the local representatives on gender and other community issues has been better than before.
Gandaki Province			
<ul style="list-style-type: none"> Total 37 curriculums has developed for different training to conduct provincial and local level 	<ul style="list-style-type: none"> Prepared GPTA's by-laws. 	<ul style="list-style-type: none"> Supported to 65 LG 	<ul style="list-style-type: none"> Training on roles of representatives, GRB GESI and judicial

<p>government. (17 for PGs and 20 for LGS)</p> <ul style="list-style-type: none"> • Localized Covid Sensitive Service Delivery cum Hospitality. • Conducted 6 public hearing. • Developed Gandaki province online monitoring system (Software) • Revenue Improvement Assessment training and support from TA has been seen to be very effective resulted in Rupa Rural Municipality collection of revenue remarkably (increased from 800000to 10000000) • support of IT staff and training resulted to develop E-attendance, Public Access Management System, Account System (SUTRA) , digitalization of service delivery, setup online tax pay system, progressed online information system, • progressed in reporting, monitoring and recording system, managed Free Wi-Fi zone in the Rupa RM and • Supported to prepare Periodic Plan for LGs (more than 40 LGs has prepared) • Capacitated on law making process and drafting. • Supported inter and intra connection between LGs and PG-bridging role of TA is important 	<ul style="list-style-type: none"> • Prepared FRA Implementation guideline • Prepared Revenue Improvement Assessment Planning (RIAP) • PG has prepared IPF implementation guideline 	<ul style="list-style-type: none"> • GESI mainstreaming and integrated approach adopted through TA project in inside the project and out: • 65 LGs has adopted the GESI policy/strategy – • PG has prepared GESI guideline and reviewed and updated GESI indicators. • PG has completed GESI audit • GESI assessment has completed before development of . • GESI training curriculum. • Developed curriculum for GESI mainstreaming (4curriculum: 2 for TOT and 2 on GESI mainstreaming and GESI Audit for LGs) • Increased allocation of budget for women and other marginalized group up to 60, 00000 which is more than double of last fiscal year.in Rupa RM • 1500000 allocated budget for person with 	<p>committee for elected representatives was fruitful to make common understanding among the members. (on issues.</p> <ul style="list-style-type: none"> • In service and Induction training for govt. staff (civil servants) was useful to upgrade the quality and post of staffs. • Improved updating of LISA and FRA of LGs • Developed curriculum on public procurement, role, and responsibilities of elected representatives to conduct training for PG Staff, LG staff,. • More than 40 LGs has developed capacity development plan.
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		<p>disability in Rupa RM.</p> <ul style="list-style-type: none"> Community women started to moving for non-traditional business result of motivated from the GESI training for representatives. LGs start to support women for non-traditional business. 	
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Sudurpaschim Province

<ul style="list-style-type: none"> Placement of IT staff in 88 LG out of 88 (100%) resulted in improving reporting and recording system in all ministries of the provinces through IT support: Digitalization of finance system/payment system, Automation system introduced which made easy to know the status and process of govt. work Developed 17 IT systems (Websites, E-Cabinet System, Planning Software, Hello CM and mobile app) Started public hearings at LGs and PG. Supported to Prepare periodic plan to 17 LGS (19%) All 88 LGs (100%) completed LISA updated. All 88 (100%) LGs completed of FRA Update. MTF orientation completed. Started to use SUTRA in all LGs (100%) TA support has helped the provincial government to be visible at the community and local level which promoted transparency and accountability. 	<ul style="list-style-type: none"> Supported to prepared and roll out provincial periodic plan Supported to prepare/draft 8 laws Localization of SDG Procedure / guideline was developed and endorsed. Supported to prepared E-Governance Master plan Prepared guideline of Hello CM (Chief Minister) to hear voice of public. Supported to strengthen inter-governmental relationship through Provincial Coordination Council Meeting Supported to 79 LGs (90%) for preparing RAIP, 34 LGs (39%) for CD Plan, and 17 (19%) for Periodic Plan. Supported to 24 LGs (27%) for ICS implementation. 	<ul style="list-style-type: none"> The ministries of PG and all LGs have appointed GESI Focal Person PG had drafted the GESI Audit Guideline yet to be passed 82 out of 88 LGs (93%) have adopted the GESI Strategy Conducted orientation program on GRB for all LGs staffs and representatives. Contents related to GESI, GRB and GBV were well incorporated in different capacity building training conducted for TA's staffs and PLGs. Resource persons have been selected in GESI perspective 	<ul style="list-style-type: none"> Supported to develop PG's Capacity Development Plan. Supported to institutional capacity building of PCGG Five curriculum has developed to conduct CD trainings Conducted Training on GESI Audit, GRB and GBV for Staffs and elected representatives of LGs. Training provided to 54 PG's elected, 1616 LGs' elected, 442 PG's Staffs In total 2043 LGs' staffs trained in various topics including in service and induction training.
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	<ul style="list-style-type: none"> Supported to PG for M & E institutionalization through M & E Guideline, M & E Systems and M & E need assessment. 	<ul style="list-style-type: none"> 55 out of 88 LGs (63%) adopted policy related to "sexual harassment at workplace. 	
Karnali Province			
<ul style="list-style-type: none"> IT -offices in 79 LGs (100%) were engaged to establish, improvise and institutionalize ICT based local and federal systems such as LISA, FRA, SuTRA, PAMs and so on. supported to establish and function Advertisement System of Provincial Public Service Commission as a result 991 provincial and local staffs have been recruited to fulfill the emergent need of staffs at provincial and local level, Program and budget monitoring system established under OCMCM to track the milestone based progress of provincial ministries, directorates and officials Hello CM grievances handling system established in OCMCM to address the public grievances. Supported to develop website for 8 provincial ministries. established Provincial Information Management System PIMS in coordination with Karnali Provincial Planning Commission (KPPC) 	<ul style="list-style-type: none"> Formulated /reviewed 22 provincial laws/acts, regulations, guidelines in consultative manner of provincial and Local Government. Supported to formulate/review 8 laws/ regulations for LGs including model laws 32 LGs (41%) developed Revenue Improvement Action Plan (RAIP) in Karnali 30 LGs out of 79 (38%) developed LISA based Capacity Development (CD) plan in Karnali Province. 79 LGs (100%) prepared Mid Term Expenditure Framework (MTEF) Karnali province Parliament Passed Karnali Province Training Academy (KPTA) bill which was facilitated by TA supported to revise " M&E Guideline , 2080 	<ul style="list-style-type: none"> 79 LGs (100%) developed and practiced GESI Strategy t 79 LGs (100%) conducted GESI and GRB Audit in line with the GESI strategy implementation Provincial government endorsed GESI policy, 2078 as a result 6 provincial ministries conducted GESI Audit Conducted GESI focal persons meeting at Provincial and local government level initiated mainstreaming GESI / GRB sensitive policy, plan, programmer and budget. developed 60 GESI and GRB local resource persons to conduct GESI /GRB related capacity development programme 	<ul style="list-style-type: none"> 194 provincial level and 3063 local level elected representatives participated in various capacity development activities 1067 provincial level government staffs participated in different capacity development activities. 3715 local level government staffs participated in different capacity development activities. 515 provincial and local government staffs were provided in -service training 709 ward chairs obtained training on Local Governance Acts & regulations 467 out of 991 (47%) newly recruited provincial and local government staff from Karnali Province Public Service Commission provided induction training
Lumbini Province			

<ul style="list-style-type: none"> • Placement of IT staffs in 101 LGs (93%) out of 109 resulted in improving reporting and recording system in all ministries of the provinces through IT support: Digitalization of finance system/payment system, Automation system introduced which made easy to know the status and process of govt. work • Office automation system implemented at PG level • IT Focal Person network established which helpful to sharing and exchange the experience and good practice among the province and LGs. • Conducted 4 PCC meeting which Improved inter-governmental coordination. • 10 projects IPF projects had been implemented in 10 LGs which boost up the interrelation between PG and LGs • Grievance handling mechanism established in 109 LGS (100%). • Joint Monitoring (JM) system established. Joint Monitoring was carried out by PCGG, Ministry of Physical Planning, Ministry of Forest, Education and Ministry of Health. • The province government had included the JM activity in the annual plan of FY 2080/081 BS. 	<ul style="list-style-type: none"> • GESI, GRB and public hearing guideline and Citizen Charter draft prepared which is needed to be endorsed by provincial government. • Law drafting orientation workshop conducted • Developed internal control system guideline and introduced Internal Control System • 105 (96%) LGs Prepared the Revenue Improvement Action Plan. • FRA Procedure guideline developed and oriented to provincial level. • 32 LGs (29%) Prepared periodic plan, 79 LGs (72%) prepared CD plan with supported by PLGSP • 109 LGs (100%) approved GESI strategy and implemented 	<ul style="list-style-type: none"> • The ministries of PG and LGs have appointed GESI Focal Person • At PG level, in the FY 2078/079, seven ministries and in the FY 2079/080, 13 ministries completed GESI audit. • At LGs level, in the FY 2079/080, 103 LGs (94%) completed GESI audit. • Conducted orientation program on GRB for PG and LGs staffs and representatives 	<ul style="list-style-type: none"> • Short term training provided to 2662 staff of LGs. • Various training on GESI Audit, GRB and GBV, Federalism, role and responsibility provided to 3886 LGs elected representatives; 197 Provincial level elected representatives; and 171 LGs staff got on the job training • Conducted orientation program for representatives of all 109 LGs (100%) on FRRRA (Fiduciary Risk Reduction Assessment) • Sutra practiced in all 109 LGs (100%) • MTEF carried out in all 109 LGs (100%) • 95 LGs (87%) completed FRAP orientation • 8 training Curriculum module developed
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Annex F: Field visit plan

Final evaluation of TAP-PLGSP					
Field Visit Schedule (July 6-17, 2023)					
Field Visit -A		(parallel visits to western and eastern part)		Field Visit-B	
Province	Date-Day	Org./Office	Province	Date-Day	Org./Office
Sudurpaschim	July 6-THU	Visit from Kathmandu to Dhangadhi	Koshi	July 6-THU	Visit from Kathmandu to Biratnagar
	July 6-THU	Introductory meeting with PPIU/ Travel to Silgadhi, Doti		July 6-THU	PPIU
	July 7-FRI	PCGG/back to Dhangadhi		July 7-FRI	OCMCM/ Biratnagar Metropolitan City
	July 8-SAT	PPIU		July 8-SAT	PCGG
	July 9-SUN	Laljhandi RM, Kanchanpur		July 9-SUN	Jhapa to Dhankuta
	July 9-SUN	OCMCM			
	July 10-MON	Bedkot Municipality, Kanchanpur /Provincial Treasury Control Office		July 10-MON	Sangurigadi Rural Municipality, Dhankuta
Karnali	July 11-TUE	Travel to Surkhet	Bagmati	July 11-TUE	PCGG
	July 12-WED	PCGG/ PPIU			
	July 13-THU	PPIU/ Provincial Treasury Control Office (PTCO)/Birendranagar Municipality		July 13-THU	PPIU/ Hetauda sub-metropolitant City Office
	July 14-FRI	Simta Rural Municipality /Travel to Nepalgunj		July 14-FRI	Hetauda sub-metropolitant City Office/ OCMCM
Lumbini	July 15-SAT	PCGG/Travel to Dang & Butwal	Madesh	July 15-SAT	Hetauda to Janakpur/ PPIU
	July 16-SUN	PPIU/OCMCM/Rapti Rural Municipality		July 16-SUN	PCGG/ OCMCM / Janakpur Mun.
	July 17- MON	PPIU/ Fly back to Kathmandu		July 17-MON	Rupani RM, Saptari
Field Visit -C (Both Member)					
Gandaki	July 18-TUE	Fly to Pokhara			
	July 19-WED	Pokhara Mtropolitan City/ OCMCM/PCGG			
	July 20-THU	Rupa RM/OCMCM/PPIU/PCGG			
	July 21-FRI	Back to Kathmandu			

Annex G: List of Local Governments visited

S.N.	Province	District	Name of the local government
1	Sudurpaschim	Kanchanpur	Laljhandi Rural Municipality
2		Kanchanpur	Bedkot Municipality
3	Karnali	Surkhet	Simta Rural Municipality
4		Surkhet	Birendranagar Municipality
5	Lumbini	Dang	Rapti Rural Municipality
6		Kapilvastu	Kapilbastu Municipality
7	Gandaki	Kaski	Rupa Rural Municipality
8		Kaski	Pokhara Metropolitan City
9	Bagmati	Makwanpur	Hetauda Sub-metropolitan City
10		Nuwakot	Kakani Rural Municipality
11	Madhesh	Saptari	Rupani Rural Municipality
12		Dhanusha	Janakpur Sub-metropolitan City
13	Koshi	Dhankuta	Sangurigadi Rural Municipality
14		Biratnagar	Biratnagar Metropolitan City

Annex H: Signed UNEG Code of Conduct by the Consultants

UNEG Code of Conduct

Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System


Name of the evaluation: Final Evaluation of PLGSP TA

Name of Consultant: Omer Ahmed Awan

Name of Consultancy Organisation (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date) 12.05.2023, Kathmandu

Signature: 

(Each UNEG member to create its own forms for signature)

Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Thakur Prasad Bhatta

Name of Consultancy Organisation (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date)

Signature: Maulupshetta - Kathmandu - 23/05/2023

UNEG Code of Conduct

Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of the evaluation: Final Evaluation of PLGSP TA

Name of Consultant: **Sarmila Shrestha**

Name of Consultancy Organisation (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date) 31st May, 2023 Kathmandu

Signature:

