<table>
<thead>
<tr>
<th>1 Outline of the Project</th>
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<tr>
<td><strong>Country</strong>: The People’s Republic of Bangladesh</td>
<td><strong>Project Title</strong>: The Strengthening Paurashava Governance Project (SPGP)</td>
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<td><strong>Thematic Area</strong>: Governance</td>
<td><strong>Cooperation Scheme</strong>: Technical Cooperation Project</td>
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<td><strong>Division in Charge</strong>: Public Governance and Financial Management Team, Governance Group, Industrial Development and Public Policy Department</td>
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<td><strong>Project Period</strong>: (R/D) February 2014 – January 2018 (4 years) (Extended Period) February 2018- September 2018 (Date of R/D) October 10, 2013</td>
<td><strong>Total Cost</strong>: Approximately 640 million yen (estimated amount as of terminal evaluation)</td>
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<td><strong>Supporting Organization in Japan</strong>: IC Net Limited</td>
<td><strong>Counterpart Agency</strong>: Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (MLGRD&amp;C)</td>
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<td><strong>Other related cooperation</strong>:</td>
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<td><strong>Expert</strong>: Advisor to Local Governance (November 2016 – October 2021)</td>
<td><strong>ODA Loan</strong>: Northern Bangladesh Integrated Development Project (NOBIDEP) (March 2013 – March 2020)</td>
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### 1-1 Background of the Project

Bangladesh is experiencing rapid urbanization. The annual population growth rate is 3.4% in urban areas, as compared with the national average of 1.7%. The deteriorating living environment, the haphazard construction of residential districts and traffic networks, and inadequate public service delivery have become conspicuous in many urban areas. It is reported that by 2015 the number of urban poor will have grown by one million since 2008 despite the declining poverty rate on a national level. (Asia Development Bank, Final Report: Second Urban Governance and Infrastructure Improvement Project (2008)) Mindful of such a rapid urbanization, the government of Bangladesh has put forward a policy of revitalizing local economies by strengthening local administration and other means in its Sixth Five-Year Plan (2011/12-2015/16) as part of its efforts to reduce poverty and achieve balanced development.

In Bangladesh, local governments in urban areas are divided into City corporations and Paurashavas (municipalities), depending on the scales of their population and tax revenue. These urban local governments have a larger scope of responsibility than the rural local government. With limited service delivery by the central government to these urban local governments, they assume such important functions as city planning, local infrastructure development, and the delivery of public services essential
for local communities, including water supply and solid waste management. Unlike City corporations, which govern large cities, Paurashavas, which are located nearer to rural areas, are expected to play additional roles, including promoting local industries, invigorating physical distribution in rural areas, and serving as a center for developing the local economy as a whole. Most of the Paurashavas, however, are unable to envision such roles intrinsic to local governments, because of lack of financial and human resources and the inadequate capacities of elected representatives and officials as well as municipal machinery. They lack the capacity to deliver public services based on a mid- to long-term strategy or development plan, and in many Paurashavas, municipal management is not efficient and service delivery is often haphazard. The situation is particularly serious in small Paurashavas.

The Bangladesh government has an institution for capacity building of local governments called National Institute of Local Government (NILG), whose existing training programs are limited in terms of their content and participant base as far as Paurashavas are concerned. The Asian Development Bank (ADB) and the World Bank have been supporting the institutional capacity building of Paurashavas combined with infrastructure development for a long time. Their assistance has proved relatively successful for large and medium Paurashavas; the problem is that such assistance has not reached out to every small Paurashava. These circumstances prompted the Bangladesh government to request Japan to implement the yen-loan project called “Northern Bangladesh Integrated Development Project (NOBIDEP)”, a comprehensive development project involving building the administrative capacity of small Paurashavas and developing basic urban infrastructure, including infrastructure development in surrounding areas. This led to the signing of a yen-loan contract with JICA in March 2013. In addition, the Bangladesh government, recognizing both the importance of supporting small Paurashavas, which are at early stages of urbanization, and the hitherto unaddressed need for developing a capacity development system for such Paurashavas, asked Japan for a technical cooperation project designed to facilitate the yen-loan project and maximize its effectiveness and support capacity building for Paurashavas. This resulted in a detailed design study of June 2013, which in turn led to the signing of a Record of Discussion (R/D) on October 10, 2013.

1-2 Project Overview

(1) Overall Goal

Measures for Paurashava capacity development are taken nation-wide based on the mid-long term strategy.

(2) Project Purpose

Paurashava capacity development framework is established.

(3) Outputs

Output 1: A mid-long term strategy for Paurashava capacity development is developed and institutional arrangements for its implementation are made.

Output 2: Tools and training courses for Paurashava capacity development are in place.
Output 3: Administrative and manageable capacity of the pilot Paurashava is improved.

(4) Inputs

**<Japanese side>**
- Assignment of Experts: 103.90 M/M
- Training in Japan: 98 persons (25.5 M/M)
- Equipment and Machineries: computers and projectors
- Local Operation Cost: Approximately 112 million yen

**<Bangladeshi side>**
- Allocation of Counterparts: Project Director, Project Manager (vacant), Assistant Project Manager
- Local Operation Cost: The travel expense and allowance for training in Japan were borne by the Government of Bangladesh.
- Others: Office space for JICA experts at NILG and the venues for the follow-up activities in pilot Paurashavas.

## 2 Evaluation Team

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<tr>
<th>Member of the Evaluation Team</th>
<th>&lt;Japanese side&gt;</th>
<th>&lt;Bangladeshi side&gt;</th>
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<tr>
<td>Name</td>
<td>Position in the Team</td>
<td>Title</td>
</tr>
<tr>
<td>Mr. Yoichiro Kimata</td>
<td>Leader</td>
<td>Acting Director, Public Governance and Financial Management Team, Governance Group, Industrial Development and Public Policy Department, JICA</td>
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<td>Ms. Mifumi Nakatani</td>
<td>Cooperation Planning</td>
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<tr>
<td>Ms. Ayako Namura</td>
<td>Evaluation Analysis</td>
<td>Tekizaitekisho LLC.</td>
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**Period**
- September 9 to 22, 2017

**Type of Evaluation**: Terminal Evaluation

### 3 Results of Evaluation

#### 3-1 Achievements confirmed through evaluation

(1) **Output 1**: A mid-long term strategy for Paurashava capacity development is developed and institutional arrangements for its implementation are made. [To be partially achieved]

The working group\(^8\) was formed to prepare a draft mid-long term strategy for capacity development of Paurashavas, and the draft of the National Strategy for Paurashava Governance Improvement

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\(^7\) Input from the beginning of the project to June 2017.

\(^8\) Member secretary is Deputy Secretary of LGD (Project Director of Strengthening Paurashava Governance Project (SPGP)). Other members are: Representatives from LGD, NILG, LGED, and DPHE. Bangladesh Institute of Management (BIM),
While Pilot Paurashava Action Plans are already developed and the planned activities have been implemented and monitored, action plans of LGD, NILG and LGED need to be elaborated within the project period in accordance with NSPGI. The list of rules and regulations to be revised or newly developed in alignment with Paurashava Act 2009 was prepared by December 2015. In the remaining project period, the Project and LGD are expected to discuss the contents of listed rules and regulations and necessary actions to be undertaken. The NSPGI specifies the implementation arrangement of the strategy, namely the establishment of NSPGI Steering Committee and NSPGI Implementation Committee. The functions and members of both committees were defined in April 2017. The action plans of LGD, NILG and LGED and the manual of how to make and use a Paurashava Action Plan are in process of preparation, and it is expected that their roles and responsibilities will be clearly defined.

(2) Output 2: Tools and training courses for Paurashava capacity development are in place. [To be partially achieved]

Through the project activities, the tools and training courses for Paurashava capacity development have been in place. Considering various conditions including Paurashavas’ needs, limited project terms and resources, the Project decided to develop the training courses on ten subjects. The operational handbooks of five subjects out of these ten will be approved by LGD by the end of cooperation term. Those of other five subjects seems difficult to be finalized in the remaining period since the related activities for training have been delayed due to the prohibition on the Japanese experts for six months to enter Bangladesh in the second half of 2016. The evaluation of training participates on developed training courses shows high satisfaction level: the level of understanding of training marked 3.63 on average of nine subjects for a four-grade evaluation (target value: 3.6), the level of trainees’ satisfaction with training courses marked 3.63 on average (target value: 3.6) and the trainees’ assessment on the operational handbooks recorded 3.48 on average (target value: 3.5). In sum, while the Output 2 is also on the way to achieving the set targets, the developed training courses and operational handbooks are very effective tools for work improvement of Paurashavas’ mayors, councilors and officials and performance improvement of Paurashavas nationwide.

(3) Output 3: Administrative and manageable capacity of the pilot Paurashavas is improved. [To be achieved]
The Project conducted the pilot trainings at the five pilot Paurashavas on the ten subjects, excluding two Paurashavas which receive the assistance from NOBIDEP\textsuperscript{12}. At the Mid-term Review, the Project decided to focus on six subjects (namely, 1) budget formulation, 2) accounting and monitoring, 3) tax collection, 4) tax assessment, 5) citizen participation and 6) development planning) to examine the Paurashavas’ performance in accordance with the approval of Joint Coordinating Committee (JCC) held in June 2016. Then, JICA experts set four-point scale assessment criteria in each subject to examine the capacity level of pilot Paurashavas before and after the intervention. As a result, all pilot Paurashavas improved their capacity in six subjects although some capacity areas of the pilot Paurashavas did not satisfy the target levels\textsuperscript{13}. On the other hand, the follow-up activities\textsuperscript{14} in pilot Paurashavas on four subjects, namely Monitoring of Paurashava’s Activities, Master Plan Implementation, Streets and Drainage could not be carried out by the end of the cooperation term since the preparation of handbooks took time more than its original plan due to the six-month prohibition on the JICA experts to enter Bangladesh in 2016.

(4) Project Purpose: Paurashava capacity development framework is established. [To be partially achieved]

After the finalization of the NSPGI, LGD approved the NSPGI in June 2016. It is expected that LGD will circulate the NSPGI through any official notices such as a government gazette just after the completion of printing the NSPGI. The Project also has a plan to hold a NSPGI’s dissemination seminar by the end of 2017. The action plans of LGD, NILG and LGED are still in preparation at this moment or need to be elaborated. In this respect, it seems difficult that those action plans will be approved by the NSPGI Implementation Committee by the end of the cooperation term. In addition, the monitoring methods and its formats seem difficult to be approved during the project implementation. Paurashavas Action Plans in the pilot Paurashavas were already developed and the activities have been monitored by the Project. By the end of the cooperation term, it is expected that LGD will approve introduction of Paurashavas Action Plan and its monitoring methodology developed by the Project and issue a government notice for a nationwide dissemination. Now the important point is how the specific actions and schedule to disseminate the Paurashava Action Plan will be clarified. Considering the remaining period, it seems difficult to officially make decisions on this matter.

The budget necessary for implementation of the NSPGI, namely the budget for infrastructure improvement, training for Paurashavas and an increase in the number of officers/staff, was estimated and presented in the NSPGI. Except the specific amount required for next five years for the trainings on subjects related to finance, the budget for trainings on the subjects developed by the Project have not been estimated nor included in the respective action plans yet. Moreover, these action plans with

\textsuperscript{12} It was agreed that the Project would provide the training courses on the finance-related subjects for the Paurashavas under the NOBIDEP.

\textsuperscript{13} The reasons why some of the subjects did not reach the target level are attributed to the mind-set issue (the elected representatives believe that increased tax will reduce their vote and popularity) or insufficient number of staff at the Paurashavas according to the SPGP End-line Survey Report.

\textsuperscript{14} SPGP conducts follow-up activities after pilot trainings at the pilot Paurashavas and provides technical assistance for the pilot Paurashavas to apply what they have learned for their work. The performance evaluation is conducted after the follow-up activities.
estimated budget need to be presented to LGD or the NSPGI Implementation Committee in order to acquire the budget.

In sum, the Team concluded that the Project Purpose will be still on the way to achieving its targets at the end of the cooperation term.

3-2. Summary of Evaluation Results

(1) Relevance: High

The relevance of the Project is assessed as high. “Perspective Plan of Bangladesh 2010-2021: making vision 2021 a reality”, the long-term development plan issued in April 2012 by the Government of Bangladesh, and “the Seventh Five-year Plan (2016/17 – 2020/21)” address the necessity of providing sound infrastructure and good public services, and the strategy for local government and rural development, which includes the capacity development of local administration. In this respect, the project components are aligned with these government strategies and plans.

The Project is also in line with the policies of the Government of Japan. The Japan’s Country Assistance Program for Bangladesh issued in 2012 states that Japan will make sure that its assistance in any sector will contribute to strengthening government functions and improving administrative services for enhancing governance.

Legally, Paurashavas are responsible for providing various public service but they have confronted lack of funds/budget, which has limited them to increase personnel and provide good service. To tackle these challenges, the strong needs to enhance the capacity of Paurashavas have been recognized. Moreover, it was necessary to enhance the function of central government bodies since there was not specific strategy and framework of capacity enhancement of Paurashavas. The training components, which have been provided by central government bodies such as NILG and LGED, needed to be enhanced to meet the needs of Paurashavas. The project scope covers development of Paurashavas’ capacity improvement and specific action plan addressing the implementation structure and development of training courses for Paurashavas. Therefore, the Project is consistent with the needs of Bangladesh target groups.

The achievement levels of some indicators in the PDM were lowered from the original PDM based on the recommendation from the Mid-term review. Considering the set targets of the original PDM were too ambitious to be achieved within the four-year cooperation period, this revision of the Project design would be appropriate.

(2) Effectiveness: Moderate

The effectiveness of the Project is assessed as moderate. As described in “3-1. Achievements confirmed through evaluation”, it can be concluded that the Project has been laying a foundation for Paurashava capacity development framework; on the other hand, its purpose is still underway to achieve the targets set in the PDM. The reasons affecting to the achievement level of the Project Purpose are attributed to the factors interfering with the project progress and level of achievement of Project Outputs, which will be described in “(3) Efficiency”. The three Outputs have been directly leading to the
fulfillment of the Project Purpose. The important assumption (external factors) set in PDM, “GOB’s policy regarding capacity development of LGIs including Paurashavas is maintained”, is secured.

(3) Efficiency: Moderate
The efficiency of the Project is assessed as moderate. As described in “3-1. Achievements confirmed through evaluation”, the Project has been producing the expected outputs; however, Output 1 and Output 2 will be still on the way to achieving the targets at the end of the cooperation term. Particularly, institutional arrangement for implementation of NSPGI (Output 1) is still in the process of establishment and the operational handbooks on the five subjects out of ten need more time to finalize (Output 2).

The factors which have interfered with project efficiency to date were frequent occurrence of barricading of roads by opposition forces or general strike, and local election held in 2015, the restriction of JICA experts’ entering Bangladesh for six months during 2016. These caused delays of project progress. Moreover, the Project Manager’s position has been vacant throughout the project implementation. The Project Director had to deal with all management issues and could not have good level of communication with JICA experts due to his busy schedule.

(4) Impact: Uncertain
The impact of the Project is judged as uncertain since there are many measures to be taken to generate project impact.

Overall Goal of the Project is “measures for Paurashava capacity development are taken nationwide based on the mid-long term strategy”. At the time of the Terminal Evaluation, the measures for nationwide implementation of NSPGI are still under consideration. To achieve the Overall Goal, the following issues/measures have to be considered or taken: 1) LGD takes initiatives to organize and function the NSPGI Steering Committee and the NSPGI Implementation Committee to promote implementation of NSPGI, 2) Action plans of LGD, NILG and LGED are certainly implemented with a certain budget and monitored by NSPGI Implementation Committee, 3) Paurashava Action Plan needs to be formulated at all Paurashavas with a standardized format to specify the short-term goals and targets and monitor their performance, 4) LGD approves all of the operational handbooks developed by the Project to provide standardized training courses for Paurashavas nationwide, 5) LGD revises or newly develops some of the rules and regulations in accordance with Paurashava Act 2009 based on the list of rules and regulations which need to be revised or newly developed are already identified by the Project, and 6) Sufficient number of trainers for developed ten training courses are secured to extend the trainings nationwide.

The Team also observed several other impacts in the pilot Paurashavas such as improved performance (improved tax collection efficiency) or provision of better public services resulting from improved tax collection efficiency and capacity of budget formulation.

(5) Sustainability: Uncertain
The sustainability of the Project is assessed as uncertain.
■ Policy and institutional perspective

  Policy environment in relation with capacity development of local administration have been favorable to date. As stated in “(1) Relevance”, “Perspective Plan of Bangladesh 2010-2021” and “the seventh five-year development plan (2015/16-2019/20)” addressed the needs and importance of capacity development and improved services along with rapid urbanization in Bangladesh. Since the National Urban Sector Policy is still under revision at Government of Bangladesh, it is expected that the Policy will be finalized soon to ensure the NSPGI’s implementation.

  In regard to institutional perspective, Paurashava Act 2009 is the primary law to stipulate the roles and responsibilities of Paurashavas in Bangladesh. It is necessary that some of the rules and regulations will be amended or newly developed in accordance with Paurashava Act 2009.

■ Financial/organisational perspective

  The financial sustainability of the Project is uncertain. The NSPGI presented the estimated budget necessary for its implementation, which was comprised of the budget/funds for 1) training implementation, 2) improvement of infrastructure and 3) an increase in the number of officials/staff of Paurashavas. Whether the necessary budget is secured largely depends on the decision made by the NSPGI Steering Committee and the NSPGI Implementation Committee. The best way to secure the budget for the trainings will be to incorporate the training courses developed by the Project into the annual training plan of NILG and LGED respectively. This can also secure the budget for trainers (especially in case that consultants are hired), revision of operational handbooks and printing of revised ones for nationwide extension.

  The organizational sustainability of the Project is also uncertain. The main point to ensure the organizational sustainability is whether the mechanism of NSPGI implementation will function. In other words, it is very important that the NSPGI Steering Committee and the NSPGI Implementation Committee will be organized and function. It largely depends on a LGD’s initiative. The mechanism of monitoring and evaluation of Paurashavas’ performance is specified in the NSPGI, in which Directors of Local Government (DLG) at the division level and Deputy Directors of Local Government (DDLG) at the district are responsible for this task and reporting to LGD. Although this mechanism is defined in the NSPGI, it is still uncertain how monitoring and evaluation of Paurashavas’ performance will be carried out in practice. It depends on discussion and decision to be made by the NSPGI Implementation/Steering Committees.

■ Technical perspective

  There are some issues to ensure the technical sustainability. Through the project activities, the contents and tools for nationwide implementation of the training for Paurashavas have been developed. Yet, the number of trainers is still on the way to development in all ten subjects. Moreover, several core trainers in some subjects need to be developed for teaching and leading other trainers to support nationwide implementation.
Officials of NILG and LGED have been involved in developing and revising operational handbooks, trainers of trainings and follow-up activities in the pilot Paurashavas. These accumulated experiences enable them to have sufficient know-how to revise or upgrade training contents and operational handbooks in the future. Moreover, NILG and LGED have sufficient experience to organize the trainings already.

3-3. Factors Promoting Project Effects

(1) Factors concerning to Planning

No particular issues are identified.

(2) Factors concerning to Implementation

No particular issues are identified.

3-4. Factor Inhibiting Project Effects

(1) Factors concerning to Planning

At the Mid-term Review, the achievement levels of some indicators in the PDM were set lower from the original PDM. This has not significantly affected the project effects over the course of project implementation, the careful examination of the balance between the project period and target level may be important.

(2) Factors concerning to Implementation

As described in “(3) Efficiency of “3-2. Summary of Evaluation Results”, frequent occurrence of barricading of roads by opposition forces or general strike, and local election held in 2015, the restriction of JICA experts’ entering Bangladesh for six-month during 2016 have interfered with project progress. The vacancy of Project Manager’s position throughout the project implementation made the Project Director much busier and this limited the good communication level with JICA experts due to his busy schedule.

3-5. Conclusion

In sum, the Project is still underway to establish Paurashava capacity development framework. The Project successfully developed the NSPGI training courses and operational handbooks. On the other hand, there are several remaining activities or measures to be taken to ensure the establishment of its framework.

The Project highly met the needs of Bangladesh target groups and the Project is aligned with the policies of the Governments of Bangladesh and Japan. Also, revision of indicators at the Mid-term Review would be appropriate. Therefore, the project relevance was assessed as relatively high. The effectiveness and efficiency are judged as moderate since several factors interfering with the project progress were identified and those have affected the achievement level of the project outputs. The Team observed various impacts such as improvement of performance or public services delivered in the pilot
Paurashavas. On the other hand, there are many issues/measures which need to be considered/taken for implantation of the NSPGI. Therefore, the impact was assessed as uncertain. The Team identified conditions and measures to ensure the project sustainability and most of the issues to ensure the sustainability depend on initiatives, discussion, or decision made by the NSPGI Steering. Therefore, the sustainability is judged as uncertain. In sum, the Team concluded that the Project Purpose and the Outputs are still on the way to achieving the targets set in the PDM and the Project needs to take measures following the recommendations to be described in “3-6. Recommendations” to fulfill the Project Purpose and ensure nationwide implementation of NSPGI.

3-6. Recommendations

The Team recommended that the project period be extended until September 2018 to strengthen institutional arrangement for NSPGI implementation and further enhancement of foundation for Paurashavas capacity development. The following measures need to be taken.

3-6-1. Measures to be taken by the end of the extended Project period

(1) Issuing an official notification of the NSPGI

It is recommended that the official notification of NSPGI such as a government gazette would be issued and circulated for its implementation and formulation of action plans as soon as publicizing NSPGI. As part of notification, it is agreed that LGD in collaboration with JICA experts hold a dissemination seminar of the NSPGI inviting relevant government agencies, Paurashavas and development partners right after its publicizing.

(2) Organizing the NSPGI Steering Committee and the NSPGI Implementation Committee

Just after the official notification of NSPGI, the NSPGI Steering Committee and the NSPGI Implementation Committee should be officially established and hold meetings for discussing the following issues:

- Clarification of roles and responsibilities of relevant government agencies for implementation of NSPGI
- Formulation of LGD Action Plan for implementation of NSPGI
- Revision or new development of rules and regulations in aligned with Paurashava Act 2009 for implementation of LGD Action Plan with specific time frame prepared by LGD
- Defining format and approval process of Paurashava Action Plan
- Planning to secure the budget for implementation of Action Plans of LGD NILG, LGED and Paurashavas
- Development of monitoring mechanism for implementation of NSPGI and Action Plans of LGD NILG, LGED and Paurashavas

(3) Approval and circulation of the operational handbooks

As mentioned in “(2) Output 2” under “3-1. Achievements confirmed through evaluation,” the
operational handbooks on five subjects are to be finalized and these on other five subjects are difficult to be completed by January 2018. The Project should finalize the operational handbooks on all ten subjects by the end of the extended Project period. LGD should approve the finalized handbooks and circulate them among all Paurashavas, which would be a critical milestone for conducting Paurashava training nationwide.

(4) Extension of Paurashava training as well as development of trainers

As indicated in (5) Sustainability under “3-2. Summary of Evaluation Results,” several core trainers in some subjects need to be developed for teaching and leading other trainers to support nationwide implementation. Therefore, it is recommended that the Project conduct on the job training of trainers through supporting their training delivery to the other Paurashava than the pilot ones in the extension period.

3-6-2. Measures to be taken after the end of the extended Project period (September 2018) for securing sustainability and nationwide dissemination of the Project effects

(1) Implementation of LGD Action Plan

LGD Action Plan will be formulated by accommodating the result of discussions in the NSPGI Steering Committee and the NSPGI Implementation Committee. LGD’s initiative is highly required to take actions in the Plan for tackling the issues mentioned in 3-6-1. (2).

(2) Nationwide dissemination of Paurashava’s Action Plans

After setting approval process and monitoring mechanism of Paurashava Action Plan with specific formats in the NSPGI Steering Committee and the NSPGI Implementation Committee, LGD should notify them to all Paurashava and encourage them to prepare their Action Plans. DLGs and DDLGs should support and monitor Paurashava performance with clear roles and responsibilities.

(3) Nationwide implementation of trainings developed by the Project

Even though the Project will support conducting training to extended number of Paurashava, it is difficult to cover all the Paurashava. Therefore, LGD’s arrangement for implementation of Paurashava training nationwide is indispensable. It is also recommended that the developed training courses by the Project be integrated into the annual training plans of NILG and LGED respectively. LGD will be required to secure the budget incorporated in their annual plans through endorsement of the NSPGI Steering Committee and the NSPGI Implementation Committee.