

An aerial photograph of a vast, arid landscape. In the foreground, a paved road curves through dry, yellowish-brown terrain. A small blue truck is driving on the road. The middle ground shows a cluster of green trees on a small hill. The background features a deep, wide valley with rolling hills and a power line tower. The sky is clear blue with a few clouds.

FINAL INDEPENDENT EVALUATION

MUNICIPAL ASSET MANAGEMENT FOR SUSTAINABLE DEVELOPMENT IN SELECTED LEAST DEVELOPED COUNTRIES IN AFRICA AND ASIA

8 March 2022

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LIST OF ACRONYMS

AMAPs	Asset Management Action Plans
CDPMO	Capacity Development Program Management Office
EAs	Expected Accomplishments
FSDO	Financing for Sustainable Development Office
GoN	Government of Nepal
IAs	Indicators of Achievements
IFMS	Integrated Financial Management System
KEQs	Key evaluation questions
LDCs	Least Developed Countries
MAB	Municipal Association of Bangladesh
MoFPED	Ministry of Finance, Planning, and Economic Development
OECD-DAC	Organisation of Economic Cooperation and Development-Development Assistance Committee
PfMRP	Public Financial Management Reforms Program
PO-RALG	President's Office, Regional Administration and Local Government Tanzania
RPTC	Regular Program for Technical Cooperation
SDGs	Sustainable Development Goals
ToC	Theory of Change
ToR	Terms of Reference
UFE	Utilization-Focused Evaluation
UNCDF	United Nations Capital Development Fund
UNDA	United Nations Development Account
UNDESA	United Nations Department of Economic and Social Affairs
UNEG	United Nations Evaluation Group

Picture Source: [here](#).

EXECUTIVE SUMMARY

1. Background of the evaluation

While governments, donors and multilateral agencies invest in municipal finance, asset management has not been a priority, especially among Least Developed Countries (LDCs). Improvements in municipal asset management require sustained engagement and follow-up. The Municipal Asset Management for Sustainable Development in Selected LDCs in Africa and Asia project was approved for implementation under the 11th Tranche of the United Nations Development Account (UNDA) in 2017. Conducted in partnership with the United Nations Capacity Development Fund (UNCDF), the Financing for Sustainable Development Office (FSDO), a division within the United Nations Department of Economic and Social Affairs (UNDESA), had the intent of strengthening the capacity of national and local government officials in Bangladesh, Nepal, Tanzania, and Uganda to more effectively and sustainably manage infrastructure assets over their entire lifespan in support of the Sustainable Development Goals.

Local governments in the four LDCs were chosen in consultation with the cooperating entities and national governments to ensure the project leveraged existing work of partner agencies and fit well into national sustainable development strategies. Municipal authorities are ultimately responsible for providing basic and essential public goods and services, yet they lack the capacity in asset management and municipal finance. Therefore, the ultimate objective of this project is to improve municipal asset management by helping central and municipal level officials to meet a required level of basic services, in the most cost-effective manner, through the management of physical assets (land, buildings, infrastructure) for present and future customers. To accomplish this objective, the main product from exposure to the principles of lifecycle asset management and portfolio asset management is a customized Asset Management Action Plan (AMAP).

2. Purpose, objectives, & scope

The need for an independent evaluation guided the evaluation objective of assessing planned implementation compared to results achieved. The evaluation has the purpose of accountability, learning, and building knowledge to inform the next phase of the project. The key evaluation questions, applied in all four LCDs, adhere to the revised Organisation of Economic Cooperation and Development-Development Assistance Committee evaluation criteria, which are effectiveness, efficiency, sustainability, and orientation to impact of the project. This evaluation also examines how the project mainstreamed gender and human rights perspectives in its design and delivery.

3. Methodology

This evaluation process was conducted from 10 December 2021 through 28 February 2022. The evaluation follows a logical framework approach and applies a Utilization-Focused Evaluation approach. This means that the project's design and overall logical framework, which includes two EAs and five IAs, is used to determine progress and achievements, and FSDO, UNCDF, and country-level stakeholders were actively involved in the evaluation. Gender, and to some extent, human right perspectives, were also

integrated into this evaluation process and report, including data collection and analysis techniques. The evaluation design draws from a combination of qualitative and quantitative methods from the following data sources: (1) Workshop questionnaires, (2) Stakeholder consultations/interviews, (3) Documents review, which includes AMAPs stored online, and (4) observation notes.

4. Main conclusions

This project grew organically from pilot initiatives, financed through the Regular Program for Technical Cooperation, in selected municipalities in Tanzania and Uganda. This funding, which facilitated the design, testing, and production of a diagnostic tool and training methodology, and then the endeavor, with UNDA funding, was scaled up. It has exceeded most planned activities falling under EA1 and EA2, which means that planned activities have been surpassed for the most part. While all stakeholders agreed that the training improved their knowledge in asset management and municipal finance, it was not likely that resulting AMAPs delivered 75% of activities. The many factors limiting this progress were beyond FSDO's control. Other achievements include the delivery of country-tailored Training of Trainers (ToT) to central government officials as well as new capacity development programs initiated.

Given the impact of the pandemic, several changes occurred, such as the project shifting its: (1) resources by hiring national consultants; and (2) focus to conducting Online Solutions Dialogues to expose the Handbook in a more comprehensive manner. Currently, FSDO is also experimenting with a hybrid model which includes some presentations online and/or in-person, and a national consultant who is physically present for facilitation and support. As training through government-supported institutions may be the most suitable future direction to pursue, expanding the target audience to include central level officials and focusing future training on (1) data gathering and (2) climate proofing of the assets could deepen the project's potential sustainability.

Finally, policy level changes appear to be unfolding in Uganda and Nepal, and FSDO, in collaboration with UNCDF, would be in strategic positions to continue to serve as key players in asset management, which would render this project more effective. While gender and human rights principles were integrated into the design of the project and gender issues are present in the training, these principles were not perceived as memorable.

5. Recommendations

The recommendations are subdivided into the following six substantive areas: (1) workshop model; (2) workshop methodology; (3) workshop substantive areas; (4) furthering institutionalized capacity strengthening; (5) further collaborating with entities to support policy development; and (6) making the future results framework more realistic.

1. INTRODUCTION

1.1. History of the Project Being Evaluated

The Municipal Asset Management for Sustainable Development in Selected Least Developed Countries (LDCs) in Africa and Asia project was approved for implementation under the 11th Tranche of the United Nations Development Account (UNDA) in 2017. Conducted in partnership with the United Nations Capacity Development Fund (UNCDF), the Financing for Sustainable Development Office (FSDO), a division within the United Nations Department of Economic and Social Affairs (UNDESA), had the intent of strengthening the capacity of national and local government officials in Bangladesh, Nepal, Tanzania, and Uganda to more effectively and sustainably manage infrastructure assets over their entire lifespan in support of the Sustainable Development Goals (SDGs).

It should be noted that local governments in the four focus countries were chosen in consultation with the cooperating entities and national governments to ensure the project leveraged existing work of partner agencies and fit well into national sustainable development strategies. First, there were pilot initiatives, financed through the Regular Program for Technical Cooperation (RPTC), in selected municipalities in Tanzania and Uganda.¹ Second, this funding enabled the design, testing, and production of a diagnostic tool and training methodology. Finally, the endeavor, with UNDA funding, was scaled up.

1.2. Summary of the Project Being Evaluated

According to the project document, while governments, donors and multilateral agencies invest in municipal finance, asset management has not been a priority, especially among LDCs. Improvements in municipal asset management require sustained engagement and follow-up well beyond election cycles. Municipal authorities are ultimately responsible for providing basic and essential public goods and services, yet they lack the capacity in asset management and municipal finance.² Therefore, the ultimate **objective of this project** is to improve municipal asset management by helping national and municipal level officials to meet a required level of basic services, in the most cost-effective manner, through the management of physical assets (land, buildings, infrastructure) for present and future customers.³

The intent was to accomplish this objective through **enhanced lifecycle asset management** and **portfolio asset management**. Lifecycle asset management encompasses all practices associated

¹ The project was called “Strengthening financing for sustainable development at the municipal level through needs assessments of municipal asset managers in the Least Developed Countries.”

² UNDESA. (2017). Project Document. Municipal asset management for sustainable development in selected Least Developed Countries in Africa and Asia submitted to the United Nations Development Account Project, page 5.

³ Ibid., page 4.

with physical infrastructure and property, so that decisions are made based on the lowest long-term cost rather than short-term savings. Portfolio management involves managing groups of assets to maximize value and investment for the entire portfolio of assets rather than individual or single groups of assets.

The project followed a four-pronged strategy, consisting of:

- (1) helping target countries assess the needs of their municipalities in asset management by training central government officials in the application of a diagnostic tool to review municipal assets in a holistic and integrated way and identifying critical areas for improvements;
- (2) training municipal officials in the formulation and implementation of customized asset management action plans (AMAPs) that can be effectively linked to a medium-term budget and a long-term sustainable development strategy;
- (3) increasing the dialogue among different stakeholders, in particular between central government agencies and municipal authorities to better understand the impact of existing policies, laws and regulations on municipal asset management and explore areas of reform and improvement; and
- (4) sharing lessons learned and general policy recommendations with other LDCs.⁴

Theoretically, as part of the project implementation approach, the project staff took steps to ensure that the ensuing AMAPs, which were major outputs of this project, were implemented, thereby leading to concrete actions on the ground. For example, it is mentioned that “specific attention was paid to ensuring that the sequencing of recommended actions was tailored to the municipal contexts; the existing skills and technologies were considered; and that local ownership was ensured”.⁵ The total budget was **\$555,500**, and the project will be operationally completed in March 2022.

PROJECT LOGICAL FRAMEWORK

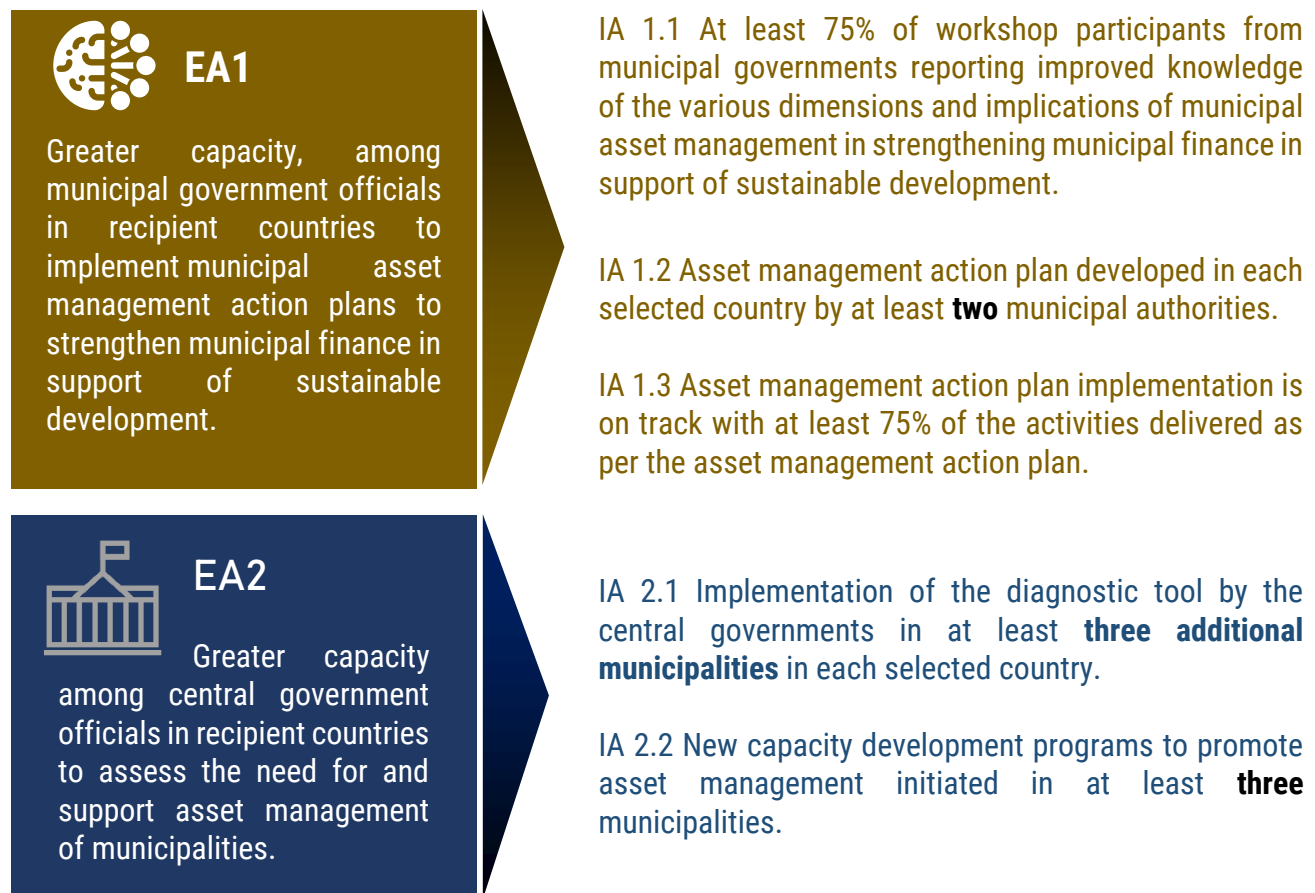
Two project components, guided by Expected Accomplishments (EAs), are monitored through five Indicators of Achievements (IAs).⁶ The Financing for Sustainable Development Office (FSDO), in cooperation with UNCDF, manages and leads each EA noted below. (See Figure 1)

⁴ Ibid., page 4.

⁵ Terms of Reference for Consultant Financing for Sustainable Development Office, DESA Final Independent Evaluation: Municipal asset management for sustainable development in selected Least Developed Countries in Africa and Asia, page 1.

⁶ Indicators of Achievement are used to measure whether and/or the extent to which the objectives and/or expected accomplishments have been achieved. Indicators correspond either directly or indirectly to the objective or the expected accomplishment for which they are used to measure performance. Ideally, indicators should be strategic, measurable,

Figure 1: Project EA1 & EA2.



1.3. Evaluation Objective, Purpose, & Outputs

The Terms of Reference (ToR) underscores the need for an independent evaluation with the **objective** of assessing planned implementation compared to results achieved. The evaluation has the **purpose** of **accountability, learning, and building knowledge**. As it is envisioned that the evaluation **output** will inform the next phase of the project, one of the main outputs is to identify lessons learned, good practices, and recommendations designed to improve future implementation. (See Annex 7.1 for the ToR).

1.4. Scope [Evaluation Questions]

The table below outlines the evaluation **scope** which is guided by the key evaluation questions (KEQs), and related sub questions, to be applied in all four LCDs. Essentially, most of the KEQs

achievable, realistic and time-bound. A measure of a variable that provides a reasonably simple and reliable basis for assessing achievement, change or performance. A unit of information measured over time that can help show changes in a specific condition. Sourced from <https://ilearn.umoja.un.org/about/glossary> on 12 August 2021.

adhere to the revised OECD-DAC evaluation criteria, which are effectiveness, efficiency, sustainability, and orientation to impact of the project.⁷ This evaluation also examines the extent to which the project mainstreamed gender and human rights perspectives in the design and delivery of activities.⁸

Table 1: Key evaluation questions.

EVALUATION CRITERIA	EVALUATION QUESTIONS
<p>KEQ #1: RELEVANCE⁹ & EFFECTIVENESS</p>	<ul style="list-style-type: none"> • What have been the achievements of the overall project outcomes (or EAs)? <ul style="list-style-type: none"> Sub question #1: Did the project strengthen the capacity of local government officials in the beneficiary countries about the implications of municipal asset management and municipal finance in support of sustainable development? (EA1 IA 1.1) Sub question #2: Did the project lead to the design of AMAPs in at least two local government authorities in each beneficiary country? (EA1 IA 1.2) Sub question #3: Is AMAP implementation on track in at least two local governments per beneficiary country with at least 75% of the activities delivered as per the AMAPs? (EA1 IA 1.3) Sub question #4: Has the diagnostic tool been implemented in collaboration with the central governments in at least three additional municipalities in each selected country? (EA2 IA 1.1) Sub question #5: Have new capacity development programs been put in place to promote asset management in at least three local governments? (EA2 IA 1.2) • Has the knowledge sharing, and communication strategy been effective in raising awareness about municipal asset management and municipal finance with participating local governments in the country and among the cooperating partners?

⁷ United Nations Evaluation Group. (2016). Norms and Standards for Evaluation. New York: UNEG; and the evaluation revised [evaluation criteria](#). The relevance criteria was applied but not in depth.

⁸ The General Assembly resolutions, 53/120 (para 3), 60/1 (paras 59) and 60/251 (para 3) promote the mainstreaming of gender and human rights perspectives in the design, monitoring and evaluation of all United Nations policies and programs.

⁹ Relevance is covered briefly since there are no specific KEQs concerning this evaluation criteria.

EVALUATION CRITERIA

EVALUATION QUESTIONS

	<ul style="list-style-type: none">To what extent have the contextual factors been managed by the project management?
KEQ #2: EFFICIENCY	<ul style="list-style-type: none">Was the monitoring and evaluation system results-based, and did it facilitate a project adaptive management?
KEQ #3: SUSTAINABILITY & LIKELIHOOD OF IMPACT	<ul style="list-style-type: none">Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated by external organizations?To what extent are project achievements sustainable?
KEQ #4: GENDER & HUMAN RIGHTS	<ul style="list-style-type: none">To what extent did the project mainstream gender and human rights perspectives in the design and delivery of its activities?

This evaluation process, conducted from **10 December 2021 through 28 February 2022**, generated a draft report, which was circulated for comments from project stakeholders. The evaluator incorporated comments into this final report. The evaluation report is also expected to be uploaded to an online evaluation database (i.e., i-eval discovery) for others who may be interested.

2. METHODOLOGY

The evaluation follows a **logical framework approach** and applies a **Utilization-Focused Evaluation (UFE) approach**.¹⁰ First, the logical framework approach uses the primary tool that outlines the project's design and overall logical framework used for results-based monitoring. This tool, which includes two EAs and five IAs, defines specifically where the project ought to be by the end of implementation in 2022. Second, the UFE approach simply means that FSDO, UNCDF, and country-level stakeholders were actively involved in the evaluation design and overall process and the interpretation of evaluation findings. A gender-responsive methodology was included with an integration of gender in the tools, data collection, and analysis techniques.

2.1. Data Sources

The evaluation design includes a combination of qualitative and quantitative methods from the following data sources: (1) Workshop questionnaires, (2) Stakeholder consultations/interviews, (3) Documents review, which includes AMAPs stored online, and (4) observation notes. This section

¹⁰ Patton, MQ (2012). Essentials of Utilization-Focused Evaluation. Thousand Oaks, CA.: SAGE.

presents the evaluation data sources as well as how each method was used throughout the evaluation process.

WORKSHOP QUESTIONNAIRES

The consultant reviewed the data from a total of 169 workshop questionnaires (see Figure 2), of which over half (54% or n=91) came from two separate workshops held in Gulu, Uganda. The sample of workshop responses from Bangladesh (n=34) and Tanzania (n=32) were almost equal, while Nepal had the smallest representation (n=15). The quantitative data from five questions on the questionnaires were used to support report findings.¹¹ The data from open-ended questions were also coded and analyzed.¹²

Figure 2: Sample of workshop questionnaires.

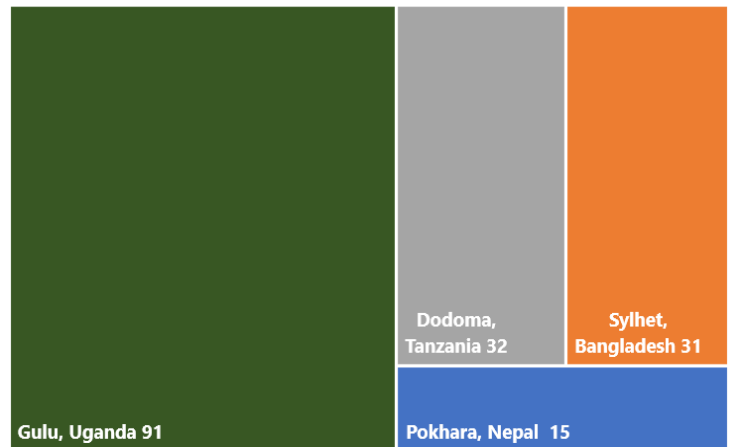
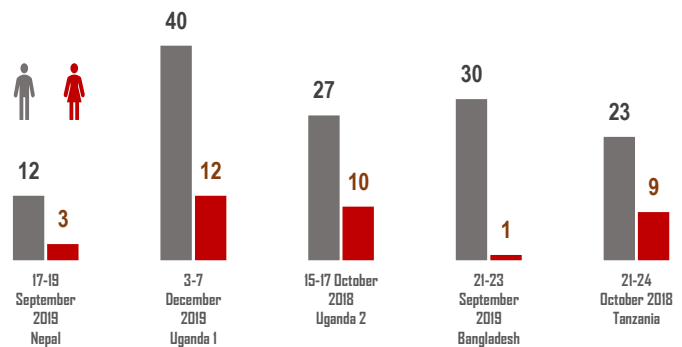


Figure 3 illustrates that **males** outnumbered **females** in participation rates for workshops held in each country.

Figure 3: Female participation rates in workshops



DOCUMENT REVIEW

A dedicated online repository, where stakeholders may upload AMAPs¹³ includes a total of 40 AMAPs for the four focus countries. It is recognized that the total AMAPs is likely inaccurate, because two municipal level stakeholders reported that they had not yet uploaded theirs onto the website. In addition, this repository includes AMAPs that were submitted

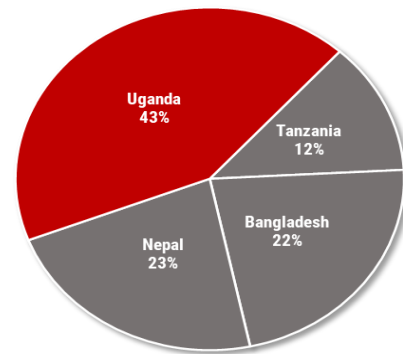
¹¹ The questions were 13, 15, 16, 17, and 18. Response options were Strongly agree: 5, Agree: 4, Somewhat agree: 3, Somewhat disagree: 2, and Disagree: 1. Question 13 was “The workshop increased my knowledge of the dimensions and implications of proactive municipal asset management.”; 15: “The workshop strengthened my ability to identify asset management needs & develop and implement AMAPs”; 16: “After the workshop, I am able to use the knowledge and skills & discuss asset management issues.”; 17: “After the workshop, I can apply the tool to assess asset management; and 18: “I am able to share and spread the knowledge and skills acquired during the workshop.”

¹² The questions were 6, 12, 13, 27, 29 and 32. The question 6 was: “Comments or suggestions to improve the organization of the workshop; 12: “What was the most useful element of the workshop?”; 13: “Comments or suggestions to improve the content and delivery of the workshop”; 27: “Did the workshop prepare you sufficiently well to put in place and implement an AMAP in your municipality? Please specify the steps you plan to take”; 29: “What did you miss during the workshop? Is there a topic or an issue you wish to be addressed at a further workshop?”; and 32: “What is your personal take home message from the workshop?” Note that Tanzania and Nepal had missing data for question 32.

¹³ This website is [here](#).

as a result of other training which was not funded by the UNDA. However, this data highlights the variables that affect AMAP development and implementation. Figure 4 presents the observation that almost half of the uploaded AMAPs (43%) come from **Uganda**, which is consistent with the project’s pilot outreach in that country (through RCPT funding). Nepal follows at 23%, Bangladesh (22%), and then Tanzania (12%). Overall, AMAPs focused on different assets, including on waste disposal, roads, buildings, parks, bus terminal, and bridges, among other assets. All adhered to the diagnostic tool template presented in the “Handbook”.¹⁴

Figure 4: Overall sample of AMAPs on website.



Finally, the sampling frame for all other documents was **convenient**. The evaluation consultant reviewed the Handbook, the Project Document, progress reports, development plans for Bangladesh, Nepal, Tanzania, and Uganda, among other literature describing asset management. (See Annex 7.3 for the List of Documents Reviewed).

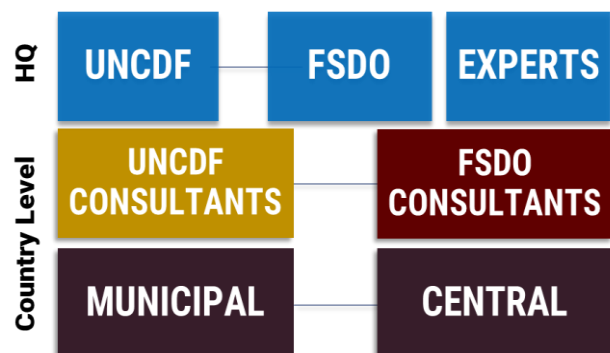
2.2. Evaluation Activities

INTERVIEWS

There were five distinct stakeholder groups consulted, all with different levels of interactions in and contributions to the project. First, there are the recipients of the technical assistance provided through this project at country level (Central and Municipal levels) followed by National Consultants who supported implementation at country (from FSDO and UNCDF) and headquarters levels (also from FSDO and UNCDF). Figure 5, which should be read from top to bottom, shows the various stakeholder groups consulted. More detail is provided below.

1. **Country Level Stakeholders** – Those who were the recipients of the technical assistance in the four LDCs included **two** levels of stakeholders: Those who function at the central and municipal government levels; and
2. **Country Level Implementation** – The Consultants, hired by FSDO and UNCDF, supported the coordination and execution of workshops and the implementation of AMAPs at country level;

Figure 5: Stakeholders consulted.

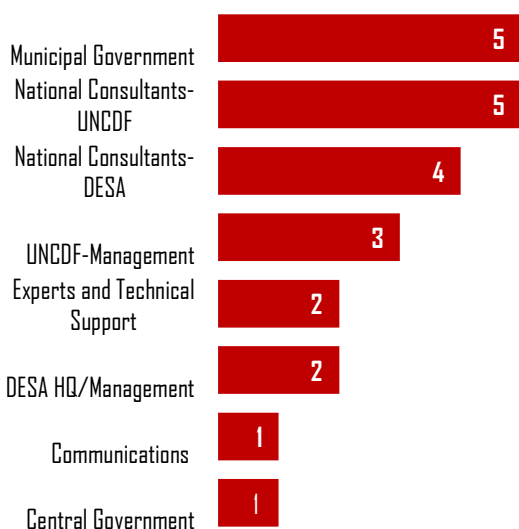


¹⁴ United Nations. (2021). Managing Infrastructure Assets for Sustainable Development: A handbook for local and national governments (New York, United Nations).

3. **UNCDF** – Stakeholders who contributed to the project design at the senior management levels;
4. **FSDO** – Senior managers who supported the project at HQ level. This would also include one of the key designers of the Diagnostic Tool to Assess Needs and other experts involved in the delivery of online courses; and
5. **Experts, Technical Support, & Communications** – Stakeholders who are experts in Asset Management in various fields (e.g., Manufacturing, Climate Change, and technological communications). These stakeholders were involved remotely.

The evaluator engaged all stakeholders through virtual interviews, using a guide to structure discussions. (See Annex 7.2 for the Question Guide). The questions were aligned with the KEQs, and the intent was to understand the extent to which stakeholders had experienced the program as well as what could be improved to achieve greater impact for the project’s future phase(s). The guide also included important questions about how gender and human rights had been integrated and implemented in the training and AMAPs.

Figure 6: Stakeholder profiles.



Prior to conducting all interviews, all participants were shown respect by giving them informed consent, indicating that: (i) participation is voluntary, (ii) there was no right or wrong answer to any questions, (iii) all information would be combined to produce findings, conclusions, and recommendations, and (iv) that information gathered would be kept confidential.

There was a total of **23 interviewees**, and Figure 6 shows the number of people interviewed by stakeholder group. While the evaluator made several attempts to contact central government stakeholders, only one was interviewed. The evaluator also made a purposive effort to sample

women who had experienced the program in all four LDCs. In spite of these efforts, however, only 30% of the interviewee sample was female, with the remaining 70% as male. (See Annex 7.4 for the List of Interviewees). This observation may be explained by the fact that Municipal Government is primarily a male-dominated sector in LDCs and not necessarily a reflection of the project’s targeting approaches.¹⁵

¹⁵ Interview_13 & Interview_22.

OBSERVATION

The evaluator also conducted one observation of an event organized by the project, albeit in a country that was different from the four LDCs. This activity was the presentation of AMAPs during a collaborative meeting with the United Nations, Development of Public Utility and Communal Services in Serbia and the German Society for International Cooperation. The evaluator only observed one day out of the four-day Workshop on Municipal Infrastructure Asset Management in Serbia which took place on 17 December 2021. This data was used to understand the workshop organization and how the Diagnostic Tool was applied theoretically.

ANALYSIS

For the quantitative data, the evaluator analyzed four databases of workshop responses using Excel. The Evaluator conducted a content review the data from: (1) stakeholder qualitative interviews; and (2) the responses from open-ended questions from workshop questionnaires. Observation data assisted the evaluator to comprehend the extent to which the various parts of the diagnostic tool ought to be populated, using real examples.

This report has been developed through a process of analyzing, triangulating, and broadly discussing the findings with FSDO and UNCDF country-level stakeholders.

Gender Considerations

The evaluator made a strong effort to interview women participating in the project. As data gathering took place during the period when the Omicron variant was most contagious, this required re-scheduling two different stakeholder interviews twice. The evaluator also conducted interviews in the early morning hours to ensure that the women did not have to return home late after work.

2.3. Limitations

Three limitations have influenced the quality of this evaluation, and they are:

1. **Data gaps:** As only one stakeholder from the **central government** level from one country was interviewed, it was a challenge to comprehensively address the sub-question #4 under KEQ #1, namely “Has the diagnostic tool been implemented in collaboration with the central governments in at least three additional municipalities in each selected country?” The solution to address this constraint was to draw from data from progress reports and qualitative interviews where municipal-level stakeholders could verify that a central government representative was present during the workshop.
2. **Covid-19:** The pandemic has limited some of the Evaluation Consultant’s ability to access direct beneficiaries (at country level) and hold face-to-face interviews. Accessing stakeholders in Africa was particularly difficult, as connectivity is not only unreliable, but connecting to the internet is very expensive for stakeholders. Due to these barriers, the data from municipal government stakeholders came from Asia exclusively. Future evaluations ought to take this challenge into consideration if the intention is to engage all stakeholders at a global level.

3. FINDINGS

This section highlights the key findings for effectiveness, efficiency, sustainability & likelihood of impact, and gender & human rights. The supporting information presented below provides a context for how the diagnostic tool was developed and what format was used to facilitate training.

INFORMATION SUPPORTING THE PERFORMANCE ASSESSMENT

The diagnostic tool, elaborated in the “Handbook”,¹⁶ is one of the key outputs of this project; It includes two parts spread over eight chapters, namely the AMAP template and illustrative examples of local government experiences.¹⁷ The designers of the Diagnostic Tool envisioned that it would be “a simple tool.... and could be easily adapted for self-assessment or formal assessment. Someone did not have to have the understanding of the foundation....You could learn from this tool and train people how to use it.” The tool was pretested in Uganda, and although the designers “...thought that things were clear,....there were different perspectives that needed to be taken into account. It is continuously changing. This [tool] has also been translated and adapted by national consultants [in the three other LDCs] to apply this tool.”¹⁸

Elected officials, logisticians, engineers, community development officers, and representatives from the ministries of finance and planning were the focus on the training with the aim of jointly preparing an AMAP. This key output includes priority actions, a gap analysis, a summary of resources needed to address gaps, an outline of key individuals responsible for follow up, realistic completion dates, among other information that will enable local government to make evidence-based and transparent asset management decisions in support of service delivery.¹⁹ An asset management system’s central input is a detailed list of assets, a dedicated workforce, an assessment of future service demands, and buy-in from central government (which includes regulations and policies).

The Handbook also integrates a gender lens, highlighting the importance of gender when considering consumer demands (for services). An example, managing markets to reduce gender bias and

¹⁶ United Nations. (2021). Managing Infrastructure Assets for Sustainable Development: A handbook for local and national governments (New York, United Nations).

[UN Handbook on Infrastructure Asset Management | Financing for Sustainable Development Office](#)

¹⁷ The Handbook’s Part I, Fundamentals, includes Chapter 1: Basic tenets of asset management; Chapter 2: The dynamics of asset management; Chapter 3: Assessing asset management needs and capacity; and Chapter 4: Taking action with asset management action plans. Part II, In Focus, includes Chapter 5: Capturing and utilizing the right data and information; Chapter 6: Improving climate resilience; Chapter 7: Strengthening public health emergency preparedness and response; and Chapter 8: Establishing and sustaining a national enabling environment.

¹⁸ Interview_01, Interview_10, Interview_13, Interview_14, & Interview_18.

¹⁹ ¹⁹ United Nations. (2021). Managing Infrastructure Assets for Sustainable Development: A handbook for local and national governments (New York, United Nations, Chapter 4: Taking action with asset management action plans, pages 123-152.

maximize community benefits, draws attention to gender considerations, and there is also one reference to Human Rights.²⁰

4.1. Effectiveness

RAISING AWARENESS

FINDING #1: The project has **exceeded planned activities** falling under EA1 and the three IAs.

The EA1, greater capacity, among **municipal government officials** in recipient countries to implement municipal asset management action plans to strengthen municipal finance in support of sustainable development, had three indicators. The first one, at least 75% of workshop participants from municipal governments reporting improved knowledge (municipal asset management and municipal finance)²¹, has **been fully reached**.

FSDO, in collaboration with UNCDF, worked to carry out the following workshops in 2018 and 2019: (1) Pokhara, Nepal, on 17-19 September 2019; (2) two in Gulu, Uganda on 3-7 December 2019 [Uganda 1] and 15-17 October 2018 [Uganda 2], and Dhaka, Bangladesh 21-23 September 2019, and Dodoma, Tanzania 21-24 October 2018.²² It was mentioned that there were roughly 200 representatives from 39 local governments (districts and municipalities).²³

Results show that over 90% of participants in the five workshops reported **improved knowledge** of the various dimensions and implications of municipal asset management in strengthening municipal finance, which far exceeds the 75% threshold.²⁴ For example all workshop participants responded

KEQs #1: EFFECTIVENESS

What have been the achievements of the overall project outcomes (or EAs)?

Sub question #1: Did the project strengthen the capacity of local government officials in the beneficiary countries about the implications of municipal asset management and municipal finance in support of sustainable development? (EA1 IA 1.1)

Sub question #2: Did the project lead to the design of AMAPs in least two local government authorities in each beneficiary country? (EA1 IA 1.2)

Sub question #3: Is asset management action plan implementation on track in at least two local governments per beneficiary country with at least 75% of the activities delivered as per the asset management action plan? (EA1 IA 1.3)

²⁰ Ibid., pages 286 and 282, respectively.

²¹ This EA is paraphrased.

²² UNDESA. (2019). Progress Report for DA Project "Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia" for the reporting period of 01/01/19 – 01/01/20.

²³ UNDESA. (2019). Progress Report for DA Project "Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia" for the reporting period of 01/01/19 – 01/01/20, page 2. It is noted that the training event took place later due to Covid-related restrictions. However, this referenced training was Uganda's **second workshop after 22 other municipalities had already participated in the project**.

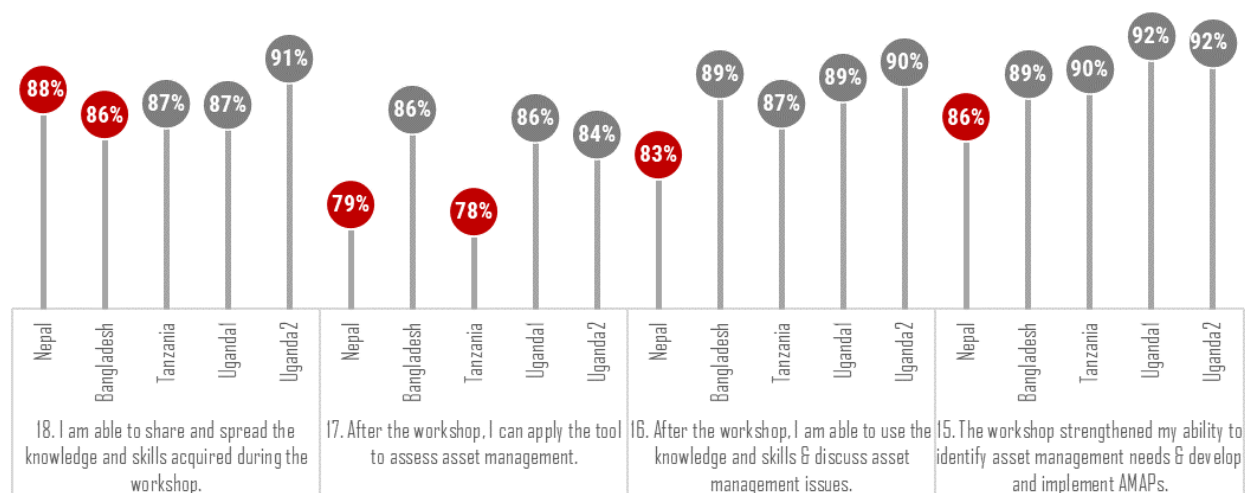
²⁴ The question 13 was "The workshop increased my knowledge of the dimensions and implications of proactive municipal asset management." Response options were Strongly agree: 5, Agree: 4, Somewhat agree: 3, Somewhat disagree: 2, and Disagree: 1.

to the question “The workshop increased my knowledge of the dimensions and implications of proactive municipal asset management with high ratings: Nepal: 90.7%; Bangladesh: 91.4%; Tanzania: 92.5%; Uganda1: 93.5%; and Uganda2: 94.6%. The content analysis of the open-ended questions from the workshop questionnaire further substantiates knowledge gains.

After the workshop, many stakeholders reported being sufficiently motivated to **take further action**, apart from completing and then implementing the AMAPs. Indeed, the content analysis of open-ended questions confirms the application and use of knowledge gained. For example, workshop participants reported that they wanted to: (1) “share information” with superiors (i.e., Head of Department/staff) and “involve top management”: Uganda2 & Tanzania; (2) “motivate municipality council”: Bangladesh; (3) “Push for budget allocations”: Uganda 2 & Uganda1; and (4) “discuss with/inform **policy makers**” about importance of AMAPs and “identify stakeholders in managing priority assets, reviewing current methods used to manage assets, identifying areas where current practices can be improved in order to meet performance goals, formulating and implementing concrete set of actions”: Nepal & Tanzania.

Based on the evidence, however, it appears that, compared to the other countries, **Nepal, Tanzania, and Bangladesh** provided lower ratings for the questions concerning the application and use of knowledge to discuss Asset Management. Figure 7 shows the responses to other questions related to: (i) sharing knowledge; (ii) applying knowledge; (iii) using knowledge to discuss Asset Management; and (4) being able to identify asset management needs. It is recognized, however, that these ratings are still high above the 75% threshold.

Figure 7: Workshop questions...% reporting “Strongly agree”.



Data from open-ended questions and interviews highlighted the following barriers to learning: (i) presentations should be in the local languages;²⁵ and (ii) the need for examples that are “context specific [less academic]”²⁶. Related to translations, it was noted that “redeployed resources allowed for the translation of the Handbook into French (for West African countries) and Spanish (for Latin America and the Caribbean). In addition, FSDO commissioned translations into the following languages of target countries: Nepali, Bangla, and Swahili. Building on these efforts, “by mid-2021, two activities and at a cost of an additional \$160,000 FSDO proposed the implementation of two new activities: (1) Translate Handbook into Chinese, Arabic and Russian; and (2) Design and implement regional dissemination strategies for the Chinese, Arabic and Russian versions of the Handbook.”²⁷

Other notable comments included that the training materials are too extensive to cover in a short amount of time” (Nepal, Uganda & Tanzania),²⁸ and so many requested “refreshers”²⁹ to support capacity strengthening and “become more capable in practicing AMAP... the workshop [should] be done gradually for example in three or four sessions throughout the year.” (Tanzania) Others asked to consider including relevant examples which are more aligned with the current context(s) in the future.

Finally, a theme from interviews and open-ended questions is the need for training focused on strengthening internal processes, such as a software designed to help integrate Asset Management topics into the day-to-day work. Examples included a software to support AMAP implementation, including digital tools that assist in: (1) reporting, depreciation calculation for a life cycle analysis, and (2) waste management analysis.³⁰ The data from the stakeholder debriefing indicates that while the experts guiding the workshops endorsed the application of the knowledge, it was also highlighted that digital tools (i.e., software) often come with other challenges that can stand in the way of developing and implementing AMAPs, namely the need for: (1) connectivity; and (2) technological issues (i.e., updates).

FINDING #2: Stakeholders at every level (local and central government officials, FSDO, UNCDF, Municipal Asset Experts, National Consultants) **unanimously agreed** that the project strengthened stakeholder capacity in asset management and municipal finance.

²⁵ Interview_02, Interview_03, Interview_04, Interview_06, Interview_12, Interview_14, Interview_11, & Interview_09&15.

²⁶ Interview_05, Interview_07, & Interview_10.

²⁷ UNDESA. (2022). Progress Report (unpublished).

²⁸ The questions are “Following the workshop, I am able **to use the knowledge and skills** acquired through the workshop to participate in discussions with officials and relevant stakeholders regarding asset management issues, both at the local and national level; and “Following the workshop, I am able **to apply the diagnostic tool** to assess the current level of asset management.”

²⁹ Interview_09&15 & Interview_16&17.

³⁰ Interview_07, Interview_13, & Interview_16&17.

Qualitative evidence shows numerous positive confirmations about the project’s intent to strengthen the capacity of local government officials in asset management and municipal finance. There was unanimous agreement that the project **increased awareness** about asset management topics.

Four themes concerning raised awareness included that: (1) there was raised awareness where none may have existed before; (2) people were spreading the word about asset management; (3) there was demand for this kind of training, and (4) the training was useful and helped with long-term planning. For example, when stakeholders were asked if awareness was raised as a result of this project, the responses were typically enthusiastic and positive. See table data below.

Table 2: Data table #1.

“We were successful in this area. They were grateful for this training. At first **they had no idea about the term Integrated Asset Management meant**, but then after the training, they were aware.”

“For us to be able to achieve our mandate – supporting the Local Government and coordinating them to deliver quality services, **we must be able to use assets in a manner that is efficient and effective..**”

“Yes, absolutely! In Africa and Asia.. LDCs and Middle Income All of them have found them [referring to the AMAPs] appropriate and interesting. There is **demand** for this.”

“Yes, no doubt about that... this is well known in our councils. They are **spreading the word**. Other councils – not part of the training – [even] me about the Handbook (downloaded the from the internet).”

“Absolutely! It is the **lifecycle approach** which is at the heart of the initiative, that is particularly useful.”

“This is an important training.... Definitely it has **broaden[ed] the horizon of the concept** of assets and asset management which was limited to taking inventory of expendables and non-expendables assets earlier. We have learnt that physical infrastructures should be also considered as asset and recorded accordingly. That is very important for the municipalities, as **this helps with long term planning** and decision making for Municipal Finance.”³¹

Given the unanimous agreement that the project **increased awareness** about asset management topics, the training topic appears to be **highly relevant**. It is also recognized that this awareness may not have existed before this project. In sum, the demand is high for the project training, as it supports municipal and central government capacity to enhance their ability plan, budget, perform, and report on their assets.

³¹ Interview_01, Interview_02, Interview_05, Interview_07, Interview_10, Interview_11, Interview_16, & Interview_22.

KNOWLEDGE APPLICATION

FINDING #3: While the number of AMAPs developed have exceeded initial plans, it is not likely that AMAPs have delivered 75% of activities (IA 1.3). Limited progress in implementing the AMAPs may be linked to several external factors, beyond the control of FSDO.

The second indicator, AMAP developed in each selected country by at least two municipal authorities, has also **been exceeded**. For example, the number of planned activities originally envisaged was to train stakeholders in only **12** municipalities, which averaged to roughly three in each country. The progress report indicates that “as of 31 December 2020, **43** municipalities and districts had begun with the implementation of multi-year AMAPs”.³² Compared to the first two indicators, the progress on the last indicator under EA1 (IA 1.3)³³, is not as positive. There is a large proportion of evidence from documents, interviews, and AMAPs which describes several factors which obstruct AMAP implementation. They include: (1) Covid 19, “as lockdown measures have prevented asset management activities;”³⁴ (2) the level of complexity of the AMAPs, which may vary from city-to-city and plan-to-plan; (3) a lack of funding to implement AMAPs; and limited information.³⁵ In specific, “decision making in urban infrastructure management requires a variety of data, and this data is often held by different data owners, stored in disconnected or even incompatible platforms, or non-existent, making it difficult for decision-makers to gather useful data (for asset management).³⁶

Upon further examination of the AMAPs in the repository, it appears that almost all reported under the “External Constraint” section one or more of the following: (1) a lack of funding; (2) limited financing for infrastructural maintenance; and (3) minimal ability to generate revenues, such as through taxes. Interview data also confirms this finding, highlighting that the framework for

³² UNDESA. (2020). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/20 – 31/12/20, page 6. The summary of these municipalities and districts are: (1) Uganda: Abim, Adjumani, Agago, Amolatar, Amudat, Amuria, Gulu MC, Gulu, Hoima MC, Kapelebyong, Kasese MC, Kole, Lamwo, Mbale MC, Moroto, Moroto MC, Moyo, Omoro, Obongi, Otuke, Pader, Yumbe TC, Yumbe, & Zombo; (2) Tanzania: Mwanza, Arusha, Tanga, Temeke, Ubungo, & Singida; (3) Nepal: Hetauda, Tulsipur, Dhulikhel, Butwal, Dharan & Bheemdatt; and (4) Bangladesh: Bhola, Brahmanbaria, Chandpur, Cox Bazar, & Kushtia.

³³ IA 1.3 is “Asset management action plan implementation is on track with at least 75 per cent of the activities delivered as per the asset management action plan.”

³⁴ UNDESA. (2020). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/20 – 31/12/20, page 7; and Interview_05; and UNDA Project Document. (2018). Municipal asset management for sustainable development in selected Least Developed Countries in Africa and Asia, pages 11 to 15.

³⁵ Interview_02, Interview_04, Interview_07, Interview_14, Interview_11, Interview_13, Interview_09&15; and AMAPs from Bangladesh and Nepal.

³⁶ [Lijun Wei, Heshan Du, Quratul-ain Mahesar, Kareem Al Ammari, Derek R. Magee, Barry Clarke, Vania Dimitrova, David Gunn, David Entwisle, Helen Reeves, Anthony G. Cohn. \(2020\). A decision support system for urban infrastructure inter-asset management employing domain ontologies and qualitative uncertainty-based reasoning, Expert Systems with Applications, Volume 158, page 3.](#)

municipal financing, such as through bonds and private sector investment, was weak. The credit rating profiles from agencies is also low.³⁷ Moreover, the AMAPs in Bangladesh and Nepal specifically highlighted a “lack of political stability,” which is another significant factor impeding progress on AMAP implementation.

Separately, data from interviews, policies, and the internet, underlined the challenge of coordination between local and central government entities which may constrict AMAPs implementation. In Bangladesh, the Rural Development Sector Strategy Paper highlights the importance of empowering Local Government Institutions (LGIs) politically, financially, and administratively, establishing effective **coordination between the national government and LGIs**.³⁸ Further, the Municipal Association of Bangladesh (MAB), a Bangladeshi Local Government Network, which represents all the 329 municipalities, is currently undergoing an organizational capacity assessment coordinated by UNDP. This assessment is intended to assist MAB to advocate to National Government more effectively, regarding better service delivery to municipalities. Hence, both the Government of Bangladesh and MAB recognize a need for more effective coordination between central government and municipalities, which implies that coordination is a challenge.³⁹

In essence, the achievements for the project activities falling under EA1 **have been met**, although 75% of AMAP activities have not likely been delivered. Evidence from reports and stakeholders at every level unanimously agreed that the project strengthened stakeholder capacity in asset management and municipal finance, where there was limited understanding of the term Asset Management before. Not only was the demand for this training high, but the training was perceived as useful, prompted many workshops to take action afterwards, and was recognized as helping with long-term planning. However, external factors, beyond the control of FSDO, hampered AMAPs implementation, including Covid 19, lack of funding to implement AMAPs, limited financing for infrastructural maintenance, small revenues base, ineffective coordination between central government and municipalities, and the variation in complexity of the AMAPs, among other external factors.

INSTITUTIONALIZING THE DIAGNOSTIC TOOL

This section describes the extent to which EA2 has been achieved.

³⁷ Interview_02 & Interview_01. UNCDF. (2022). Annual Progress Report for the Annual Progress Report for the Development Initiative for Northern Uganda for the reporting period of 1 January to 31st December 2021, dated 15th January 2022, page 24. Three credit rating agencies include: S&P Global Ratings (S&P), Moody's, and Fitch Group.

³⁸ Government of the People's Republic of Bangladesh. Ministry of Planning, Bangladesh Planning Commission, Programming Division. (2018). Local Government and Rural Development Sector Strategy Paper (SSP), page 4.

³⁹ Interview_05 & <http://mab.org.bd/capacity-building>

FINDING #4: The project has exceeded the number of planned activities where the diagnostic tool was implemented in collaboration with central governments in 30 municipalities/districts. While notable progress has taken place regarding the institutionalization of capacity development programs in Uganda and Tanzania, there is also evidence of demand for training of trainers (ToT) training in Bangladesh and Nepal.

Under EA2, greater capacity among **central government officials** in recipient countries to assess the need for and support asset management of municipalities, had two indicators. The first one, implementation of the diagnostic tool by the central governments in at least three additional municipalities in each selected country, has been **fully met** (IA 2.1). Hence, the number of municipalities where training has been delivered the number of recipients of training **exceed planned activities**. The demand for more training and focal points recommended also merits observation.

Recalling the workshops that took place in 2018 and 2019 in the four LDCs, FSDO in collaboration with UNCDF, ensured that the “tool was implemented by central government officials in 30 districts and municipalities” in the four LDCs.⁴⁰ For example, in each country, there were Tanzania (3 districts/municipalities), Uganda (22), Nepal (3), and Bangladesh (2). Progress reports also note that in Bangladesh, the Ministry of Local Government and Rural Development and Cooperatives attended. In Nepal, the Town Development Fund (TDF) and Ministry of Finance were present. The workshop in Tanzania included the President's Office, Regional Administration and Local Government Tanzania (PO-RALG)⁴¹, and in Uganda, the Ministry of Local Government participated. In addition to progress reports, interview data confirms that central government officials were present during the training sessions which they attended.⁴²

Further, the project delivered country-tailored ToT to central government officials **in conjunction with the AMAP workshops** in Bangladesh, Nepal, and Tanzania. For example, over 40 central government officials (roughly ten per country) were trained in the application of the diagnostic tool. However, the ToT was not included in the workshop in Uganda, as it was delivered separately through online

KEQs #1: EFFECTIVENESS CONTINUED

Sub question #4: Has the diagnostic tool been implemented in collaboration with the central governments in at least three additional municipalities in each selected country? (EA2 IA 2.1)

Sub question #5: Have new capacity development programs been put in place to promote asset management in at least three local governments? (EA2 IA 2.2)

⁴⁰ UNDESA. (2020). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/20 – 31/12/20, page 7.

⁴¹ The PO-RALG works in partnership with the Ministry of Health and Social Welfare to delivery public health services. Independently, the PO-RALG manages district and regional health services, including the regional and district councils.

⁴² Interview_02, Interview_03, Interview_09&15, Interview_13, & Interview_21.

training.⁴³ Further, officials from Bangladesh and Nepal made requests for more ToT training opportunities.⁴⁴ Following the workshop, *an asset management focal point* in each municipality was selected, which reflects the national and subnational commitment to the project.

The second indicator under EA2, new capacity development programs to promote asset management initiated in at least three municipalities (IA 2.2), **has also been met**. There has been additional progress for this indicator. For example, evidence indicates that Uganda and Tanzania have gained some traction in identifying training institutes which promote asset management, and which could serve future partners. Data also indicates that stakeholders in Bangladesh and Nepal perceive a need for the training to be institutionalized in the same manner.

First, the Uganda Management Institute (UMI), based in Kampala, indicated its willingness to provide two kinds of institutional training: (1) a permanent course, so that interested individuals may secure a form of certification; and (2) a ToT course. The Ministry of Local Government has presented five candidates, and UMI has selected 10 people, to undergo a five-day ToT training facilitated by FSDO. Those trained would then be expected to develop a training manual to be made available for central and local government officials. Second, in Tanzania, interview data confirms that the Local Government Training Institute, based in Dedoma, “could be an institute where asset management [is] offered through a course.”⁴⁵ There is no evidence, however, that confirms that a government-supported institution is in the process of formalizing this endeavor.

In Nepal, interviewed stakeholders described this endeavor of institutionalizing “ToT [as] absolutely a good idea. This a must. We are ready for this kind of training...”. There was also agreement in having an asset management course, or ToT trainers, available and teaching at the Local Development Training Academy of Nepal.⁴⁶ Similarly, UNCDF confirmed that the next phase in the project would include hiring “volunteer” ToTs, to support municipal governments to better incorporate asset management principals into their existing systems.⁴⁷

Finally, in Bangladesh, it was evident that there is a need for the institutionalized training, as one stakeholder stated, “[the training] has to be repeated 50 and 100 times....and it must also be gradual.” Not only were “refresher” training opportunities requested, but the stakeholder perspective about the long-term nature of asset management is worth highlighting. This person mentioned that “Asset Management is not a one or two-years journey...It will take five to ten years journey..full

⁴³ UNDESA. (2019). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/19 – 01/01/20, page 2. It is noted that the training event took place due to Covid-related restrictions.

⁴⁴ Ibid., pages 6-8.

⁴⁵ Interview_02 & Interview_21.

⁴⁶ <http://www.ldta.org.np/> Interview 16&17.

⁴⁷ Interview_18 & Interview_07.

implementation of the AMAP in local government will take time, but we will start.”⁴⁸ Hence, not only is there demand for institutionalized training, but there is a perception that asset management training ought to be made available frequently over time, making it part of a long-term capacity development plan.

In sum, the EA2 has been met, as over **40** central government officials were trained in the application of the diagnostic tool. Given this training included ToT training in conjunction with the AMAP workshops, new capacity development programs have been initiated in all four LDCs. While further progress in the promotion of asset management development programs was also noted in Uganda and Tanzania, the positive views about creating opportunities for institutionalized ToT training from the stakeholders in Nepal and Bangladesh suggests that FSDO ought to pursue this opportunity.

ONLINE WORKSHOPS⁴⁹

Given the impact of the pandemic, there were several changes in the originally planned project activities, and this section explains the new developments. Data indicates that the project shifted its focus and resources by hiring national consultants as well as creating an “online space” where training was delivered to a larger audience. First, progress reports indicated that with travel restrictions in place, there was a need to reallocate funds for four national consultants (one per target country) to support follow up activities on the ground.⁵⁰

Second, the project’s training content shifted to priority assets with assets like hospitals and medical equipment to better respond to the pandemic. These were called Emergency Response Asset Management Action Plans [“ER-AMAP”] which “provided strategies on how to rapidly increase the safety, performance and effectiveness of critical assets like hospitals, transportation, water and sanitation or public spaces to help mitigate the adverse social and economic impacts of the pandemic”. These four workshops resulted in an additional chapter in the Handbook. The learning agenda also featured presentations

KEQs #1: EFFECTIVENESS CONTINUED

To what extent have the contextual factors been managed by the project management?

Has the knowledge sharing, and communication strategy been effective in raising awareness about municipal asset management and municipal finance with participating local governments in the country and among the cooperating partners?

⁴⁸ Interview_09&15.

⁴⁹ These activities were funded by RPTC, which were built upon in the introduction of the Handbook.

⁵⁰ Interview_00, Interview_02, Interview_04, Interview_05, Interview_06, Interview_11, Interview_12, Interview_13, & Interview_07; UNDESA. (2020). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/20 – 31/12/20, page 11.

in several languages as well as systematic opportunities for working in groups / interactive activities.^{51, 52}

Third, nine Online Solutions Dialogues, including three per region (1: Africa, 2: Asia-Pacific, and 3: Latin American and the Caribbean), harnessed the participation of 2,400 officials from 1,000 registered local governments. The training offered the opportunity for participants to qualify for a certification if they submitted an AMAP. Given this context, 158 local governments submitted AMAPs. The online courses included a review of the foundations of Asset Management (Introduction to Infrastructure Asset Management and the diagnostic tool), implications from climate resilient asset management, and the importance of information for management.⁵³

Finally, another project activity included distinct communications strategies during the first quarter of 2021, designed to increase the awareness for French and English speakers, which translated into: (1) advertising the Online Solutions Dialogues online (through the UNDESA website) and Twitter;⁵⁴ and (2) raising awareness about the availability of the Handbook, which had been translated into nine languages.

While many stakeholders confirmed that the online training was effective in raising awareness about asset management, there was mixed data about the effectiveness of the training methodology. That is, the online work may have brought asset management to the forefront, but it is uncertain if action followed afterward as was the case with the in-person training. For example, those who provided the training noted that on the one hand, “this virtual space...the number of people who joined was huge”; “polling data showed that there were some takeaways” and that “...the responses were positive...”. On the other hand, it was stated that some people did not switch on their cameras, and “it is already a short timeframe, and it is already streamlined.” Other stakeholders also emphasized that the virtual training does not allow for determining exactly how well the participant is grasping the concepts. For example, one person noted that “You can’t gauge who is not participating actively or not”, and “[with virtual training] You lose the ability to get the feel of what is happening...especially post workshop. Stakeholders also brought up that follow up after the training is a very important step, yet it does not appear that this systematic step was undertaken at country level.

⁵¹ UNDESA. (2020). Progress Report for DA Project “Municipal Asset Management for Sustainable Development in Selected Least Developed Countries in Africa and Asia” for the reporting period of 01/01/20 – 31/12/20, page 2 & Interview_13.

⁵² The languages were Bengali, English, French, Nepali, and Spanish.

⁵³ Interview_00, Interview_06, Interview_11, & Interview_13.

⁵⁴ Both the Official United Nations (@UN) and the UN DESA (@DESA) Sustainable Development accounts featured the training.

One stakeholder noted “It would have been good to follow up with those participants [who received the training].⁵⁵ Two reasons for the lack of follow up are: (1) that the recipients of training are busy officials and therefore have limited time to meet with national consultants; and (2) national elections that replace or reassign the person who received the training.⁵⁶

Currently, FSDO is experimenting with a hybrid model which includes some presentations online and in-person, and the national consultant is physically present for facilitation and support. Based on interview data only, this hybrid model also appeared to have mixed reviews.⁵⁷ Nonetheless, given the pandemic, the FSDO changed planned project activities to include:

- a reallocation of focus and resources by hiring national consultants,
- Created the ER-AMAP framework which provided strategies on how to integrate the pandemic in asset management;
- marketing the Handbook and hosting the Online Solutions Dialogues, and⁵⁸
- carrying out distinct communications strategies designed to increase the awareness through the Online Solutions Dialogues (through the UNDESA website) and Twitter.

While the online model reached several thousand participants, some stakeholders noted it is uncertain if the online training was effective.

4.2. Efficiency

From a review of the workshop questionnaires and data from interviews, results-based evidence was used to modify training content. Except for the workshop questionnaires from Tanzania (n=32) and Nepal (n=15), the questionnaires were filled out comprehensively in all the countries. Interview data confirms that this information was reviewed systematically to determine how best to modify the training, making it more impactful.⁵⁹ This practice also took place for the online training, as polls helped the trainers to decide on what content they needed to repeat to further comprehension. After the experts finished the online work, data indicates there were also opportunities for reviewing, with the whole team (including the UNDESA and UNCDF national consultants), what went well and what could have been improved. This practice aligns with

KEQs #2: EFFICIENCY

Was the monitoring and evaluation system results-based, and did it facilitate a project adaptive management?

⁵⁵ Interview_01, Interview_07, Interview_11, Interview_12, & Interview_18.

⁵⁶ Interview_04, Interview_05, & Interview_14.

⁵⁷ Interview_02, Interview_05, Interview_06, Interview_07, & Interview_12

⁵⁸ This activity was funded by RPTC.

⁵⁹ Interview_02, Interview_06, Interview_11, Interview_12, & Interview_13.

an evaluative culture where data use contributes to continuous improvement, or adaptive management.⁶⁰

4.3. Sustainability & Likelihood of Impact

This section outlines the extent to which tools have been institutionalized and whether the project has sustainable and impactful achievements.

FINDING #5: While institutionalizing the training through government-supported institutions is a suitable direction to pursue, expanding the target audience and focusing future training on data gathering and climate adaptation could enhance the project’s potential sustainability.

As discussed earlier, the diagnostic tool is being institutionalized at varying degrees in Uganda followed by Tanzania. Another potential partner to explore would be the Local Development Training Academy of Nepal.⁶¹ UNCDF’s plan to hire volunteers to support municipal governments to better integrate asset management principals into their existing systems is also a worthy approach to explore.

A prevalent theme from interview data, however, was that there is a need to focus on central government stakeholders to secure the full “buy in”. Recall that the project’s focus for the curriculum of the workshop training was for municipalities.⁶² Currently, however, data suggests that “We need to make them [referring to central government officials] appreciate asset management”, and several stakeholders cited, “it is really important to get buy in from the highest level of government. It is related to sustainability.” Table 3 shows statements that reflect the perception that “buy in” is a necessary next step.⁶³

<p>KEQs #3: SUSTAINABILITY & LIKELIHOOD OF IMPACT</p> <p>Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated by external organizations?</p> <p>To what extent are project achievements sustainable?</p>

Table 3: Data table #2.

“If you don’t get the buy in....., you cannot have what is needed.”

⁶⁰ Laws, E., Pett, J., Proud, E., & Rocha Menocal, A. (2021). *Learn Adapt: a synthesis of our work on adaptive programming with DFID/FCDO (2017–2020)* (Briefing Note). ODI, page 3.

https://cdn.odi.org/media/documents/learnadapt_summary_note_2021.pdf

⁶¹ <http://www.ldta.org.np/> Interview 16&17.

⁶² UNDESA. (2017). Project Document. Municipal asset management for sustainable development in selected Least Developed Countries in Africa and Asia submitted to the United Nations Development Account Project, page 6.

⁶³ Interview_00, Interview_03, Interview_04, Interview_11, Interview_12, Interview_14, Interview_09&15, Interview_13, Interview_22. Proposal on Scaling up Municipal Asset Management practice in Nepal, page 2.

“.....We need to start with the bottom and top at the same time. We need to penetrate the national level. The ministry of finance should buy in this idea of asset management. Ministry of Federal Affairs and General Administration (MOFAGA) makes policy and then instructs the municipal government. There is a policy framework gap in place too.”

“This is new in the country. **UNDESA can take a more inclusive approach.** We coordinated really well with them. They can expand (using another funding source). They can establish this formally. They need this more.”

“Another challenge is political **buy-in which is also linked to the financing.**”

“**Political buy in is important in the beginning,** and they are the ones endorsing the workshops and they are the ones who are recognized in their local context.”

“Once they leave the workshop, it is **important to get that high-level support.**”

Another critical area that future training could focus on is enhancing skills development to better secure / gather information. One stakeholder emphasized that “If you don’t know what you have, you have no idea about what you have to manage. You are not in a position to assess, especially after a hurricane or a flood hits.” Several stakeholders noted that there was only basic information available and “lots of gaps”, because “this requires registers to be created and also updated” and “asset registered data was lacking...” In addition, one stakeholder noted that “We need more guidance on climate proofing of the assets, especially the infrastructure assets with increasing concerns on climate change adaptation, given the current challenges we are facing.”⁶⁴ Therefore, given the evidence, these are two substantive areas that FSDO should consider integrating into future training. In addition, with the online space already created, specific “how-to” videos could be developed and posted on YouTube to support FSDO’s growing demand for support in these areas. It is recognized that the UN Financing for Sustainable Development Office has a YouTube channel with interactive videos which can be accessed independently. (See the links to these in List of Documents Reviewed).

FINDING #6: As policy level changes appear to be unfolding in Uganda, Tanzania, and Nepal, FSDO, in collaboration with UNCDF, are in strategic positions to continue to serve as strong partners and key players in the development and rolling out of asset management and local government financing policies, thereby making the project’s achievements more impactful.

Interview data indicates that strong innovations are taking place at the policy level in Uganda and Tanzania, as both countries are at various stages in policy development to promote asset management at the national and municipal levels. More specifically, Uganda’s Third National Development Plan (NDPIII) 2020/21 – 2024/25 included several activities to invest in transport asset management, which has resulted in the Ministry of Finance, Planning, and Economic Development (MoFPED) formulating an Asset Management Policy. This draft policy, reviewed by FSDO, was presented to Cabinet for discussions in 2020. Data from interviews confirms that not only has this

⁶⁴ Interview_00, Interview_05, Interview_12, & Interview_22.

policy been passed into a law, but “it has already been rolled out at both the local and central government levels.” Based on its formulation, “MoFPED has continued to support the development of the Asset Management Guidelines and ensure for two consecutive years AMAP’s form a major part of budget call circular”.⁶⁵ Therefore, at the subnational level in Uganda, the project has contributed to mainstreaming the financing for asset management.

Moreover, in Nepal, the TDF is an autonomous financing institution established by the Government of Nepal (GoN) in 1989 with a long-term institutional objective of becoming a self-sustaining and complementary part of intergovernmental fiscal transfer system. The TDF is the only financial autonomous intermediary institution in the country presently providing debt financing to local governments. This institution has a unique mandate to facilitate municipal by providing loans through public-private partnerships. In specific, they “unlock public and private finance for the poor”. It was noted scarce resources could be better managed, and so the project assists in asset management and is therefore an appropriate and fitting input.⁶⁶

Given the evidence, FSDO, in collaboration with UNCDF, ought to continue to support these strategic national developments and agencies. FSDO could continue to optimize the momentum established from the rollout of the MoFPED’s Asset Management Guidelines, thereby reinforcing the project’s objectives. The project’s training also complements the TDF’s mandate and work in Nepal.

4. GENDER & HUMAN RIGHTS

FINDING #7: Gender and human rights may be integrated into the design of the project and the implementation of the training, but the principles are not memorable.

The designers of the Handbook had strong perceptions that asset management is a human right and without asset management, the SDGs cannot be reached. As discussed

earlier, this appreciation for gender and human rights was integrated into the Handbook, including examples for both gender and human rights. When the evaluator asked stakeholders to describe whether gender and human rights perspectives were in the delivery of activities, however, they typically responded with the number of female workshop participants who attended the training.

KEQs #4: GENDER & HUMAN RIGHTS

To what extent did the project mainstream gender and human rights perspectives in the design and delivery of its activities?

⁶⁵ [Government of the Republic of Uganda, Ministry of Finance, Planning & Economic Development. \(2020\). Ministerial Policy Statement](#), pages 4, 138, and 217; UNCDF. (2022). Annual Progress Report for the Annual Progress Report for the Development Initiative for Northern Uganda for reporting period of 1 January to 31st December 2021, dated 15th January 2022, pages 18 and 24, and Interview_14 & Interview_22.

⁶⁶ Interview_18, Interview_03, Interview_04, Interview_14 & <https://www.tdf.org.np/>.

When probed further about the delivery of gender and human rights concerns in the workshop materials, only a few could recall gender being integrated into the workshop content. However, one stakeholder highlighted the link between peoples' rights to enhanced delivery of basic services as a human right.⁶⁷

Many stakeholders noted that it is the role of the central government to appoint workshop participants, and municipal governance tends to be a male-dominated sector, especially in Africa and Bangladesh.⁶⁸ One suggestion for improvement was to make more explicit the need to appoint an equal number of males and females for workshop attendance.

5. CONCLUSIONS & LESSONS LEARNED

5.1. Conclusions

In conclusion, FSDO, in partnership with UNCDF, implemented the Municipal Asset Management for Sustainable Development in Selected LDCs project, which was approved under the UNDA 11th Tranche in 2017. Through a diagnostic tool presented through training, the project stakeholders strengthened the capacity of central and municipal government officials in Bangladesh, Nepal, Tanzania, and Uganda to more effectively and sustainably manage infrastructure assets.

There are many successes to this project. First, it exceeded most planned activities falling under EA1 and EA2. This means that the planned activities designed to improve knowledge in asset management have been surpassed for the most part. Second, almost all stakeholders agreed that the project strengthened capacity in asset management and municipal finance. While the number of municipalities to receive training was exceeded, it was not likely that AMAPs had delivered 75% of activities. The many factors limiting this progress were beyond FSDO's control.

Third, the project delivered country-tailored ToT to central government officials, and new capacity development programs have been initiated. The evidence also showed that Uganda and Tanzania have identified government-sponsored training institutions which promote asset management, and

⁶⁷ Interview_12, Interview_13, & Interview_22.

⁶⁸ The Nepali constitution has a quota for females to lead as either Mayor or Deputy Mayor position in the local government structure. While these females in leadership positions may still face discrimination, the likelihood of selecting a female participant for a workshop is likely higher compared to the other LDCs.

stakeholders in Bangladesh and Nepal also understand the importance of institutionalized training, and they suggested that FSDO ought to pursue this opportunity in the future.

Given the impact of the pandemic, several changes occurred, such as the project shifting its: (1) resources by hiring national consultants; and (2) focus to conducting Online Solutions Dialogues to expose the Handbook in a more comprehensive manner. Currently, FSDO is also experimenting with a hybrid model which includes some presentations online and/or in-person, and a national consultant who is physically present for facilitation and support. Results-based evidence was used to modify training content, and the same practice was used to determine how best to modify the online training. This practice aligns with an evaluative culture where data use contributes to continuous improvement.

As training through government-supported institutions may be the most suitable future direction to pursue, expanding the target audience to include central level officials and focusing future training on (1) data gathering and (2) climate proofing of the assets could deepen the project's potential sustainability. Moreover, policy level changes appear to be unfolding in Uganda and Nepal, and FSDO, in collaboration with UNCDF, would be in strategic positions to continue to serve as key players in asset management, which would render this project more effective. Gender and human rights may be integrated into the design of the project and gender issues are present in the training, but the principles were not memorable.

5.2. Lesson Learned

One key lesson learned was that for stakeholders in Africa, accessing the internet was particularly difficult, as connectivity is unreliable. However, connecting to the internet is very expensive for stakeholders, and so future evaluations should include monetary support to ensure that their voices are heard equitably.

6. RECOMMENDATIONS

This evaluation has several recommendations to be considered for the next phase which are subdivided into six substantive areas, namely: (1) workshop model; (2) workshop methodology; (3) workshop substantive areas; (4) furthering institutionalized capacity strengthening; (5) further collaborating with entities to support policy development; and (6) making the future results framework more realistic.

1. **WORKSHOP MODEL:** The following would make the project more **effective**. FSDO may wish to consider:

- Expanding the target audience to include more central level government officials to facilitate buy-in.
 - Requesting explicitly that *a large proportion* the workshop participants are female, which would advance gender, to the extent that this does not compromise calibre of qualified stakeholders.
 - Continuing to experiment with variations of the hybrid model. For example, the delivery of some presentations should continue to be online, but the persons who are physically supporting the capacity development through facilitation, either through an international and/or national consultant working together, could be further tested. The continued use of the workshop questionnaires is a strong practice that should also assist in this process.
 - Offering some form of remuneration, so that connectivity fees are not prohibitive for stakeholders who experience connectivity issues.
2. **WORKSHOP METHODOLOGY:** The following requests would render future workshops more **relevant**. FSDO may wish to consider:
- Providing relevant examples related to asset management which are more aligned with the country context(s). This would also include examples intended to clarify: (1) how gender is linked to asset management; and (2) how asset management is a human right, and without asset management, the SDGs cannot be reached.
 - Spreading out the workshops over the year, such as three or four sessions throughout the year, *if* funding permits this option.
3. **WORKSHOP SUBSTANTIVE AREAS:** The following requests would render future workshops more **useful**.
- Providing more support to address information gaps and climate proofing of the assets. For the consumption of municipal and central government level stakeholders FSDO may wish to consider producing two or three short YouTube videos that help to clarify how information is gathered and how climate-related issues influence asset management.
4. **FURTHERING INSTITUTIONALIZED CAPACITY STRENGTHENING:** FSDO's support to institutionalize training in all four LDC is one of the key strategies to lengthen project sustainability. FSDO may wish to consider:
- Carrying on with initiating the ToT development programs to promote asset management, given the existing momentum in Uganda and Tanzania.
 - Exploring ToT training opportunities in Nepal with the Local Development Training Academy of Nepal at <http://www.ldta.org.np/>.

5. **CONTINUING TO SUPPORT POLICY DEVELOPMENT.** FSDO's support to policy development in Uganda and TDF's mandate would complement the project's objectives. FSDO may wish to consider:

- Providing additional substantive support to the Government of Uganda, as needed, to ensure that the policy effectively facilitates municipal financing, among other investments for asset management.
- Continuing to work with TDF, as its mandate complements the work of this project.

6. **MAKING FUTURE RESULTS FRAMEWORK MORE REALISTIC:** Given that the demand for project training was and continues to be very high, FSDO should consider the notable external factors which impeded the ability to fulfil achievements.

These factors were beyond the control of FSDO and subsequently hampered AMAPs implementation ought to be included as underlying assumptions in the next logical framework. These factors include but are not limited to: (1) Covid 19, (2) lack of funding to implement AMAPs, (3) limited financing for infrastructural maintenance, (4) small revenues base, (5) ineffective coordination between central government and municipalities, and (6) the variation in complexity of the AMAPs and municipal/central level officials.

7. ANNEXES

7.1. Terms of Reference

Financing for Sustainable Development Office, DESA

Final Independent Evaluation: Municipal asset management for sustainable development in selected Least Developed Countries in Africa and Asia

Background

The project under evaluation was approved for implementation under the 11th Tranche of the United Nations Development Account in 2017. The project, conducted in partnership between UNDESA and the UNCDF, aimed to strengthen the capacity of national and local government officials in Uganda, Tanzania, Nepal and Bangladesh to more effectively and sustainably manage infrastructure assets over their entire lifespan in support of SDGs.

The ultimate objective of improving infrastructure asset management is to help officials meet a required level of basic services, in the most cost-effective manner, through the management of physical assets (land, buildings, infrastructure) for present and future customers. The project aimed to accomplish this objective through enhanced lifecycle asset management and portfolio asset management. Lifecycle asset management encompasses all practices associated with physical infrastructure and property so that decisions are made based on the lowest long-term cost rather than short-term savings. Portfolio management involves managing groups of assets to maximize value and investment for the entire portfolio of assets rather than individual or single groups of assets.

The project followed a four-pronged strategy, consisting of: (i) helping target countries assess the needs of their municipalities in asset management by training central government officials in the application of a diagnostic tool to review municipal assets in a holistic and integrated way and identifying critical areas for improvements; (ii) training municipal officials in the formulation and implementation of customized asset management action plans (AMAPs) that can be effectively linked to a medium-term budget and a long-term sustainable development strategy; (iii) increasing the dialogue among different stakeholders, in particular between central government agencies and municipal authorities to better understand the impact of existing policies, laws and regulations on municipal asset management and explore areas of reform and improvement; and (iv) sharing lessons learned and general policy recommendations with local and national government in other countries. Accordingly, the project should result in the creation and implementation of AMAPs in the target countries in support of sustainable development, as well as a comprehensive publication of policy lessons that provides general guidance to other municipal governments in LDCs. Local governments in target countries were chosen in consultation with the cooperating entities and national governments to ensure the project leveraged existing work of partner agencies and fit well into national sustainable development strategies. To make sure the proposed AMAPs were implemented and led to concrete actions on the ground, specific attention was paid to ensuring that the sequencing of recommended actions was tailored to the municipal context; existing skills and technologies were considered; and local ownership was ensured.

As part of FSDO's concerted efforts to support developing countries in their COVID-19 response and recovery by applying risk-informed financing for sustainable development strategies, modifications to the initial planning of the project were introduced at the onset of the global pandemic:

During the course of 2020-2021 several projected activities were adjusted and new ones implemented to support local and central governments in beneficiary countries (Uganda, Tanzania, Nepal and Bangladesh) in their COVID-19 response measures and to ensure the relevance and impact of knowledge products in the context of the social and economic challenges of the pandemic. FSDO and UNCDFG conducted virtual training workshops to provide rapid and targeted support for local and central governments in adjusting their Asset Management Action Plans (AMAPs) and asset management practices to the challenges posed by COVID-19. In addition, the final regional workshop [part of activity 2.3] was cancelled and resources were redeployed to strengthen the final knowledge product in the form of a comprehensive publication entitled "Managing infrastructure for sustainable development: a handbook for local and national governments" ("the Handbook"): In order to strengthen relevance, reach and accessibility of the Handbook, FSDO also redeployed resources to (1) commission an additional thematic chapter on implementing effective asset management when faced with health emergencies and translate the Handbook into multiple languages.

The total budget was \$555,500 and the project will be operationally completed in March 2022.

Evaluation objectives and criteria

The objective of the evaluation is to assess the project implementation and its results as compared to its objective and planned outputs. The evaluation will be conducted for the purpose of accountability, learning and planning and building knowledge. The main purpose of this evaluation is to provide an independent assessment of the achievements of the project, through an analysis of relevance, effectiveness, efficiency, sustainability and orientation to impact of the project.

The evaluation is conducted based on DESA-Capacity Development and Programme Management Office's records in the area of infrastructure asset management. The evaluation will be shared with the project stakeholders, including beneficiary countries, upon their request. The evaluation report will be uploaded to its online evaluation database i-eval discovery.

The evaluation will assess the extent to which the project's objectives were effectively and efficiently achieved, or are expected to be achieved, and the relevance of the project's contributions.

1.Effectiveness: Evaluate the project achievements, taking into account the indicators of achievement provided in the project document, and provide an indication of whether the project is likely to have lasting impacts on the intended beneficiaries. Analyze the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts, including unexpected results and factors affecting project implementation (positively and negatively).

2.Efficiency: Assess the overall value of the project activities and outcomes in relation to the resources expended, including, if possible, the added value by additional resources or substantive contributions, i.e., those beyond the original project's budget or work plan.

2.1. To what extent has DESA delivered its planned activities according to the set timelines? How efficiently did the project overcome operational challenges such as COVID-19?

2.2 To what extent have the project's governance and management structures and processes enabled, or hindered, the delivery of its activities? (this is particularly important in the context of the project to look into what worked and what didn't in co-implementing the project between UNDESA and UNCDF as in the areas of communication, coordination, collaboration, etc.

3.Relevance: Assess the relevance and coherence of the project's design regarding country needs and how the project is perceived and valued by the target groups. Ascertain the significance of the contributions made by the project to beneficiary country individuals, institutions and other key stakeholders. This component should include an assessment of the quantity, quality and usefulness of the activities and outputs.

4.Sustainability: Assess the extent to which the benefits/results/activities will continue after the project has come to an end, from the perspective of beneficiary country individuals, institutions and other key stakeholders.

5.Gender and human rights perspectives: To what extent have gender & HR concerns been integrated into this project's design and implementation?

Furthermore, the evaluation will identify lessons learned, good practices and recommendations for the key stakeholders to improve implementation of project activities on infrastructure asset management and closely related sustainable development issues.

Evaluation questions:

The following are the evaluation questions that have been identified at this stage of the evaluation. The evaluator should identify which questions will be reviewed in the inception report. The questions below will be assessed considering the objective, indicators of achievement, planned activities and outputs as set forth in the project document.

The evaluation will focus on the following main questions:

1. Did the project strengthen the capacity of local government officials in the beneficiary countries about the implications of municipal asset management and municipal finance in support of sustainable development.?
2. Did the project lead to the design of asset management action plans in least 2 local government authorities in each beneficiary country?
3. Is asset management action plan implementation on track in at least two local governments per beneficiary country with at least 75 per cent of the activities delivered as per the asset management action plan?
4. Has the diagnostic tool been implemented in collaboration with the central governments in at least 3 additional municipalities in each selected country?

5. Have new capacity development programmes been put in place to promote asset management in at least three local governments?

6. To what extent did the project mainstream gender and human rights perspectives in the design and delivery of its activities?

Effectiveness:

What have been the achievements of the overall project objectives/outcomes?

Has the knowledge sharing, and communication strategy been effective in raising awareness about municipal asset management and municipal finance with participating local governments in the country and among the cooperating partners?

To what extent have the contextual factors been managed by the project management?

Efficiency of resource use:

To what extent did the project leverage resources to promote gender equality and nondiscrimination; and inclusion of people with disability.

Was the monitoring and evaluation system results-based, and did it facilitate a project adaptive management?

Impact orientation and sustainability:

Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated by external organizations?

To what extent are project achievements sustainable?

Work assignment

This Evaluation will be conducted as an independent exercise, based on documentation related to the project, online communication including interviews and e-mails with the central and local government officials from Uganda, Tanzania, Nepal and Bangladesh, officials from local offices of co-implementing partner (UNCDF) in beneficiary countries; other key individuals from the UN system who engaged in the project implementing organizations, and project stakeholders. The above-mentioned persons are expected to provide information, opinions and assessments to the consultant (henceforth, the “Evaluator”), upon his/her request.

The evaluation will be undertaken from 1 December 2021 to 28 February 2022. The Evaluator will liaise with the DESA/Financing for Sustainable Development Office and the DESA/Capacity Development Programme Management Office (CDPMO) for logistics and administrative issues, while conducting the evaluation independently.

The draft report to be prepared by the Evaluator will be delivered to DESA/FSDO and circulated for comments to UNCDF and national project consultants in beneficiary countries. All comments to the draft report will be compiled by DESA/FSDO and will be transmitted to the Evaluator with suggestions for additions or modifications.

(c.1) Methodology

The evaluation will encompass:

I. **A desk review** of project documents including, but not limited to:

- (a) The project document, reports and other outputs produced by the project, activity reports (such as results of evaluation surveys of workshops, studies), financial reports of DESA/CDPMO, budget information, progress reports, and selected relevant correspondence.
- (b) Other project-related material produced by the project staff, partners, or beneficiary country counterparts;

II. **Interviews** with key individuals from the UN implementing organizations, from the beneficiary countries and other project stakeholders, as described below. The Evaluator shall determine whether to seek additional information and opinions from other persons connected to the implementation of the project.

- a. Uganda
- b. Tanzania
- c. Nepal
- d. Bangladesh

III. Gender and human right perspectives must be integrated and well addressed in the process of the evaluation as well as in the evaluation report. A gender-responsive methodology, methods and tools, and data analysis techniques should be selected. At the same time, human rights considerations should be integrated in the following, where applicable: evaluation scope of analysis; evaluation criteria and questions design; methods and tools, and data analysis techniques; evaluation findings, conclusions and recommendations.

(c.2) Tasks:

Desk review of key reference documents related to the project: project document, workshop reports, coordinators reports, financial reports, the FSDO/DESA mission reports and relevant correspondence and documents produced by the project personnel and country counterparts

- Development of full evaluation methodology as per (c.1)
- Preparation of a brief inception report
- Conducting interviews virtually
- Preparation of the draft report
- Incorporating comments from the stakeholders
- Submission of the final report

Expected outputs and delivery dates

The consultant shall deliver a draft report and a final evaluation report, as follows. An inception outline will be delivered by 31 December 2021, a draft evaluation report (see outline in Annex I) shall be delivered to DESA by 11 February 2022. The final version will be submitted to DESA by 31 March 2022, after incorporating the comments and suggestions.

Outputs	Target due date
<i>(1) Inception outline</i>	31 December 2021
<i>(2) Draft report</i>	11 February 2022

Evaluation ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' (<http://www.unevaluation.org/document/detail/102>). Evaluators should demonstrate independence, impartiality, credibility, honesty, integrity and accountability to avoid any bias in their evaluation. Evaluators must address in the design and implementation of the evaluation, such as procedures to safeguard the rights and confidentiality of information providers. The evaluator will follow the standard Code of Conduct which should be carefully read and signed.

Duration of contract

The consultant will work from 10 December 2021 to 31 March 2022.

Duty Station or Location of Assignment

Home-based.

Performance Indicators

Compliance with the terms of reference, including timeliness and quality of the deliverables, as assessed by DESA/FSDO:

- Quality of consultation and data collection process;
- Clarity of presentation of evaluation report and recommendations;
- Usefulness of evaluation process;
- Timeliness of delivery of outputs.

Qualifications

Advanced university degree (Master's degree or equivalent) in economics, social sciences, engineering or related field is required.

A minimum of 10 years work experience in economic analysis, sustainable development and related issues is required. Knowledge and experience of sustainable development in developing countries, as well as capacity building and training activities is required. Experience in project or programme evaluation is required. Country experience and knowledge of Uganda, Tanzania, Nepal and Bangladesh is an advantage.

Excellent analytical, writing and inter-personal communication skills.

Fluency in oral and written English is required.

Supervisor/Project Manager:

Name: Ms Caroline Lombardo

Title: Chief of Branch

Office/Division: UNDESA/FSDO

Address: United Nations Secretariat

Tel.: +1 6465414334

[E-mail: platz@un.org](mailto:platz@un.org)

Annex I. Contents of the Evaluation Report

The suggested outline of the report is as follows:

CONTENT	PAGES (estimate)	COMMENTS
Title page	1	Title, date of publication Name of the evaluator Name of implementing entity that commissioned the evaluation, web page address where report can be found electronically
Acknowledgments	1	Including to individuals and entities that provided information
Table of contents	1-2	List of chapters, sections, tables, figures and annexes
List of acronyms	1	In alphabetical order, these are written out in full the first time they are used in the report
Executive summary	1-2	Background of the evaluation Purpose, objectives, outputs Scope Methodology Main conclusions Recommendations Other comments
1. Introduction	1-3	<ul style="list-style-type: none"> • 1.1 Background of the evaluation and the succinct summary of the project being evaluated • 1.2 Objectives and outputs of the evaluation • 1.3 Scope (including evaluation questions)
2. Methodology	1-3	<ul style="list-style-type: none"> • 2.1 Description of the evaluation methodology: activities, timeframe, and rationale for selection of sample reports, countries, sites, case studies, and interviewees • 2.2 Limitations of the methodology and scope and problems encountered, if any
3. Findings	5-10	<ul style="list-style-type: none"> • 3.1 General: supporting information for the performance assessment • 3.2 Performance assessment: assessment against the evaluation criteria • 3.3 Other assessment: assessment against other relevant criteria (optional) • 3.4 Sustainability of the project
4. Lessons learned and conclusions	1-5	<ul style="list-style-type: none"> • Lessons learned and Good Practices • General conclusions and comments that follow from the findings • Table of ratings of the evaluation, overall rating and additional comments, if any

CONTENT	PAGES (estimate)	COMMENTS
5. Recommendations	1-3	<ul style="list-style-type: none"> • Recommendations based on the conclusions, which can be addressed to the project management and staff, project partners, and other relevant stakeholders
Annexes		<p>I. Terms of reference for the evaluation</p> <ul style="list-style-type: none"> • List of documents reviewed • List of interviewees <p>Other annexes as required (e.g., schedule of work undertaken by the Evaluator, inception report, reports of meetings, interview summaries, questionnaires etc.)</p>

7.2. Question Guides

STAKEHOLDER #1: FSDO (and Diagnostic Tool Developer)



Introduction: Hello, my name is Tristi Nichols. I am an independent evaluator, and I am evaluating the project called “Municipal Asset Management for Sustainable Development in Selected LDCs Africa And Asia”.

Invitation to participate: You have been selected to take part in this evaluation exercise. The purpose of this evaluation is for both accountability and learning.

How information will be used: The information from today’s meeting will be combined with other information to create general findings, conclusions, and recommendations.

Informed consent: Your participation is voluntary. You can stop at any time or say no without having to provide any justifications. There are no right or wrong answers to any of our questions, and so you can speak freely.

Confidentiality: Everything that you tell me is confidential, and no one will see this information. This interview should take no more than **one hour of you time**.


Do you agree to take part in this interview? The respondent must agree.

First tell me what your title is and how long you have been dealing with Asset Management.

EFFECTIVENESS	EA1	In your opinion, has this project (1) raised awareness about the asset management and municipal finance; and (2) strengthened the capacity of local/central government officials? Please give an example. [Probe: Usefulness of the diagnostic tool]
		In your view, what are some of the challenges in designing and implementing the AMAPs?
		In your opinion, has this knowledge sharing project raised awareness among cooperating partners? Please give an example.
	EA2	Please describe the role that UNCDF has had in this project.
Please describe how the diagnostic tool is supposed to be implemented in collaboration with central governments in beneficiary countries. [Probe: What it is supposed to look like in a given country?]		
Please describe how there is supposed to be new capacity development programs to promote asset management. [Probe: Ideal time for this to happen? Key players involved?]		
EFFICIENCY		Please describe the monitoring and evaluation system that is in place.
		Have the results from the workshop questionnaires been used to plan for other workshops? Please give an example. Are there other examples of how this information is used for adaptive management?

LIKLIHOOD OF IMPACT & SUSTAIN	EA1	<p>Now, moving onto the likelihood of impact. Recall the data on (1) raised awareness about the asset management / municipal finance, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized]</p> <p>Are there any other examples where participants acted on their own to promote new behaviours outside of the project framework?</p> <p>What could be improved?</p>
	EA2	<p>Recall the data on (2) strengthened capacity of local/central government officials, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized or replicated by other organizations]</p> <p>What could be improved?</p>
		<p>In your opinion, how sustainable are the project’s achievements? For example, are there specific examples where any other organizations which are interested to adopt or has already adopted some of the approaches (training or other interventions) developed within the framework of this project?</p> <p>What could be changed for this project to be even more sustainable?</p>
		<p>Please describe how you included the most vulnerable groups during your project design phase. [Probe: vulnerable groups or persons with disabilities.] To what extent were these groups involved in this process? Please give examples.</p> <p>In your opinion, to what extent did the project integrate gender and human rights perspectives in the delivery of activities? [Probe: how gender sensitive was the training content and methodology?]</p> <p>Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?</p>
GENDER & HR		<p>Please describe how you included the most vulnerable groups during your project design phase. [Probe: vulnerable groups or persons with disabilities.] To what extent were these groups involved in this process? Please give examples.</p> <p>In your opinion, to what extent did the project integrate gender and human rights perspectives in the delivery of activities? [Probe: how gender sensitive was the training content and methodology?]</p> <p>Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?</p>

STAKEHOLDER #2: UNCDF



Introduction: Hello, my name is Tristi Nichols. I am an independent evaluator, and I am evaluating the project called “Municipal Asset Management for Sustainable Development in Selected LDCs Africa And Asia”.

Invitation to participate: You have been selected to take part in this evaluation exercise. The purpose of this evaluation is for both accountability and learning.

How information will be used: The information from today’s meeting will be combined with other information to create general findings, conclusions, and recommendations.

Informed consent: Your participation is voluntary. You can stop at any time or say no without having to provide any justifications. There are no right or wrong answers to any of our questions, and so you can speak freely.

Confidentiality: Everything that you tell me is confidential, and no one will see this information. This interview should take no more than **one hour of you time**.

Do you agree to take part in this interview? The respondent must agree.

First tell me what your title is and how long you have been dealing with Asset Management. Please describe the role that UNCDF has had in this project.

EFFECTIVENESS	EA1	In your opinion, has this project (1) raised awareness about the asset management and municipal finance; and (2) strengthened the capacity of local/central government officials? Please give an example. [Probe: Usefulness of the diagnostic tool]
		In your view, what are some of the challenges in designing and implementing the AMAPs? In your opinion, has this knowledge sharing project raised awareness among cooperating partners? Please give an example.
	EA2	Please describe how the diagnostic tool is supposed to be implemented in collaboration with central governments in beneficiary countries. [Probe: What it is supposed to look like in a given country?]
		Please describe how there is supposed to be new capacity development programs to promote asset management. [Probe: Ideal time for this to happen? Key players involved?] How has this project managed contextual factors (Probe: Pandemic and political influences - laws)
EFFICIENCY		Have the results from the workshop questionnaires been used to plan for other workshops? Please give an example. Are there other examples of how this information is used for adaptive management?
LIKLIHOOD OF IMPACT & SUSTAIN	EA1	Now, moving onto the likelihood of impact. Recall the data on (1) raised awareness about the asset management / municipal finance, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized]
		What could be improved?
	EA2	Recall the data on (2) strengthened capacity of local/central government officials, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized or replicated by other organizations]
		What could be improved? In your opinion, how sustainable are the project's achievements? What could be changed for this project to be even more sustainable?
GENDER & HR		Please describe how you included the most vulnerable groups during your project design phase. [Probe: vulnerable groups or persons with disabilities.] To what extent were these groups involved in this process? Please give examples. In your opinion, to what extent did the project integrate gender and human rights perspectives in the delivery of activities? [Probe: how gender sensitive was the training content and methodology?] Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?

STAKEHOLDER #3: Municipal Government



Introduction: Hello, my name is Tristi Nichols. I am an independent evaluator, and I am evaluating the project called “Municipal Asset Management for Sustainable Development in Selected LDCs Africa And Asia”.

Invitation to participate: You have been selected to take part in this evaluation exercise. The purpose of this evaluation is for both accountability and learning.

How information will be used: The information from today’s meeting will be combined with other information to create general findings, conclusions, and recommendations.

Informed consent: Your participation is voluntary. You can stop at any time or say no without having to provide any justifications. There are no right or wrong answers to any of our questions, and so you can speak freely.

Confidentiality: Everything that you tell me is confidential, and no one will see this information. This interview should take no more than **one hour of you time**.

Do you agree to take part in this interview? The respondent must agree.

First tell me what your title is and how long you have been dealing with Asset Management.

EFFECTIVENESS	EA1	<p>How did you find out about this AMAP training? In your opinion, has this project (1) raised your awareness about the asset management and municipal finance? What is the most important skill(s) that you have learned from the training personally? Please give an example. [Probe: Usefulness of the diagnostic tool] In what area(s) do you think you would like to get more help?</p> <p>In your view, what are some of the challenges in designing AMAPs? and implementing AMAPs?</p>
LIKLIHOOD OF IMPACT & SUSTAIN	EA1	<p>Now, moving onto the likelihood of impact. Recall the data on (1) raised awareness about the asset management / municipal finance, in your view how much impact do you think that this project has had on the Municipal Government institution? Please give example. [Probe: Understand if such tools could be institutionalized or further institutionalized]</p> <p>What could be improved?</p> <p>In your opinion, how sustainable are the project’s achievements?</p> <p>What could be changed for this project to be even more sustainable?</p>
GENDER & HR		<p>In your opinion, to what extent did the project include gender and human rights perspectives in the design and delivery of its activities? [Probe: how gender sensitive was the training content and methodology?]</p> <p>Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?</p>

STAKEHOLDER #4: Central Government



Introduction: Hello, my name is Tristi Nichols. I am an independent evaluator, and I am evaluating the project called “Municipal Asset Management for Sustainable Development in Selected LDCs Africa And Asia”.

Invitation to participate: You have been selected to take part in this evaluation exercise. The purpose of this evaluation is for both accountability and learning.

How information will be used: The information from today’s meeting will be combined with other information to create general findings, conclusions, and recommendations.

Informed consent: Your participation is voluntary. You can stop at any time or say no without having to provide any justifications. There are no right or wrong answers to any of our questions, and so you can speak freely.

Confidentiality: Everything that you tell me is confidential, and no one will see this information. This interview should take no more than **one hour of you time**.

Do you agree to take part in this interview? The respondent must agree.

First tell me what your title is and how long you have been dealing with Asset Management. This tool assumes that the person functions at central level and has also undergone the training in Asset Management

EFFECTIVENESS	EA1	How did you find out about this AMAP training? In your opinion, has this project (1) raised your awareness about the asset management and municipal finance? What is the most important skill(s) that you have learned from the training? Please give an example. [Probe: Usefulness of the diagnostic tool] In what area(s) do you think you would like to get more help?
		In your view, what are some of the challenges in designing AMAPs? and implementing AMAPs?
		In your opinion, has this knowledge sharing project raised awareness among cooperating partners? Please give an example.
	EA2	In your view, has this diagnostic tool been implemented in collaboration your central government? [Probe: What how does this look like in a given country?]
In your view, are there any new capacity development programs to promote asset management? Please tell me about them. If not, do you think that there is potential for this to be institutionalized?		
In your view, has the project been good about managing certain issues? (Probe: Pandemic and political influences - laws) Please give an example.		
LIKLIHOOD OF IMPACT & SUSTAIN	EA1	Now, moving onto the likelihood of impact. Recall the data on (1) raised awareness about the asset management / municipal finance, in your view how much impact do you think that this project has had on you personally ? Please give example. [Probe: Understand if such tools could be institutionalized]
		What could be improved?

	EA2	Recall the data on (2) strengthened the capacity of local/central government officials in general. In your view, how much impact do you think that this project has had the government institution. Please give an example. [Probe: impact at municipal and central government level]
		In your opinion, how sustainable are the project's achievements? For example, are there specific examples where participants acted on their own to promote new behaviours outside of the project framework?
		What could be changed for this project to be even more sustainable?
GENDER & HR		In your opinion, to what extent did the project include gender and human rights perspectives in the design and delivery of its activities? [Probe: how gender sensitive was the training content and methodology?] Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?

STAKEHOLDER #5: Consultants



Introduction: Hello, my name is Tristi Nichols. I am an independent evaluator, and I am evaluating the project called "Municipal Asset Management for Sustainable Development in Selected LDCs Africa And Asia".

Invitation to participate: You have been selected to take part in this evaluation exercise. The purpose of this evaluation is for both accountability and learning.

How information will be used: The information from today's meeting will be combined with other information to create general findings, conclusions, and recommendations.

Informed consent: Your participation is voluntary. You can stop at any time or say no without having to provide any justifications. There are no right or wrong answers to any of our questions, and so you can speak freely.

Confidentiality: Everything that you tell me is confidential, and no one will see this information. This interview should take no more than **one hour of you time.**

Do you agree to take part in this interview? The respondent must agree.

First tell me what your title is and how long you have been dealing with Asset Management.

	Intro	Please tell me about the kinds of activities that you are working on. [Probe: Coordination of training, follow up, and organization] How are the participants selected for attending the workshops? What type of attendee is likely to have the most success after the workshop? [Probe: Who to target?] Which training sessions are the most popular? What are the barriers to learning? [Probe: Language of tools] Are there any clues as to how future training sessions could be improved?
EFFECTIVENESS	EA1	In your opinion, has this project raised awareness about the asset management and municipal finance; In your opinion, has this project strengthened the capacity of local/central government officials? Please give an example. [Probe: Usefulness of the diagnostic tool]

		In your view, what are some of the challenges in designing and implementing the AMAPs that you have seen? Please give an example.
		In your opinion, has this knowledge sharing project raised awareness among cooperating partners? Please give an example.
	EA2	Please describe how the diagnostic tool is supposed to be implemented in collaboration with central governments in beneficiary countries. [Probe: What it is supposed to look like in a given country?]
		Please describe how there is supposed to be new capacity development programs to promote asset management. [Probe: Ideal time for this to happen? Key players involved?]
EFFICIENCY		How has this project managed contextual factors (Probe: Pandemic and political influences - laws)
		Please describe the monitoring and evaluation system that is in place.
LIKELIHOOD OF IMPACT & SUSTAIN	EA1	Have the results from the workshop questionnaires been used to plan for other workshops? Please give an example. Are there other examples where the workshop attendee has given feedback and then this changed a future workshop? Please explain.
		Now, moving onto the likelihood of impact. Recall the data on (1) raised awareness about the asset management / municipal finance, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized]
		What could be improved?
	EA2	Recall the data on (2) strengthened capacity of local/central government officials, in your view how much impact do you think that this project has had? Please give example. [Probe: Understand if such tools could be institutionalized or replicated by other organizations] For example, are there specific examples where participants acted on their own to promote new behaviours outside of the project framework?
		What could be improved?
		In your opinion, how sustainable are the project's achievements?
GENDER & HR		What could be changed for this project to be even more sustainable?
		Please describe how you included the most vulnerable groups during your project design phase. [Probe: vulnerable groups or persons with disabilities.] To what extent were these groups involved in this process? Please give examples. In your opinion, to what extent did the project integrate gender and human rights perspectives in the delivery of activities? [Probe: how gender sensitive was the training content and methodology?] Which of these approaches mentioned were, in your opinion, the most effective in facilitating the achievement of results?

7.3. List of documents reviewed

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Other available resources from UN Financing for Sustainable Development Office YouTube Channel

Africa (delivered in English with simultaneous interpretation in French):

<https://www.youtube.com/playlist?list=PL2TGiyJXTdpYeV9KGppawUMwC8QXiMCj>

Latin America and the Caribbean (delivered in Spanish):

<https://www.youtube.com/playlist?list=PL2TGiyJXTdpYlKdyIMty5mQhxBhD4GCpP>

Asia – Pacific (delivered in English with simultaneous interpretation in Bangla and Nepali):

<https://www.youtube.com/playlist?list=PL2TGiyJXTdpwYsm9AWNvEMJRaZDVECKWJ>

7.4. List of interviewees

	Name	Title	Country	Gender	Email
National Consultants					
1	Francis Barabanawe	Public Service Practitioner & Senior UNDESA Consultant	Uganda	M	francis.barabanawe@un.org
2	Mohan Prasad Dhakal	Public Finance Management Expert, Senior UNDESA Consultant	Nepal	M	mohan.dhakal@un.org
3	Bidhan Krishna	Municipal Asset Management and Local Development Finance Expert, National Consultant	Bangladesh	M	bidhankrishna32@yahoo.com
4	Siasa Mzenzi	Tanzania; Senior UNDESA Consultant & Senior Lecturer in Accounting, University of Dar es Salaam Business School	Tanzania	M	siasa.mzenzi@gmail.com
Municipal Government					
5	Suman Meher	Town Development Fund	Nepal	M	sumanmeher@gmail.com
6	Md. Sajjat Islam	Town Planner, Chandpur Municipality	Bangladesh	M	mdjasim1366@gmail.com
7	Sadia Sharmin	Senior Assistant Engineer, Local Government Engineering Department	Bangladesh	F	sadia.lged13@gmail.com
8	Chanda Khadka	Environmental Engineer, Hetauda Sub-Metropolitan City	Nepal	F	chandu.kdk@gmail.com
9	Deputy Mayor Meena Kumari Lama	Office of the Municipal Executive, Hetauda, Makwanpur, Bagmati Province	Nepal	F	
Central Government					
	None				
Communications					
10	Luis Pineda	Jardinco	Columbia	M	lf.pineda@hotmail.com
Trainers & Virtual Technical Support					
11	Ajith Kumar Parlikad	Professor of Asset Management at Cambridge University Engineering Department. Head of the Asset Management research group at Institute for Manufacturing.	UK	M	aknp2@cam.ac.uk
12	Dustin Carey	Capacity Building Officer with the Federation of Canadian Municipalities & Lead, Land Use Sector Development, Green Municipal Fund at Federation of Canadian Municipalities	Canada	M	dustin.m.carey@gmail.com
FSDO & HQ					
13	Linda Newton	Asset Management Consultant & Owner & Principal of Linda Newton Consulting	Canada	F	linda.newton10@googlemail.com
14	Daniel Platz, PhD	Senior Economic Affairs Officer/ DCF Team Leader, International Tax and Development Cooperation Branch, Financing for Sustainable Development Office	USA	M	platz@un.org
UNCDF					

	Name	Title	Country	Gender	Email
15	Jaffer Machano	Global Program Manager, Municipal Investment Finance, United Nations Capital Development Fund (UNCDF).	USA	M	jaffer.machano@uncdf.org
16	Dmitry Pozhidaev	UNCDF Global Advisor for Local Government Finance & Head of Office, Uganda	CET	M	dmitry.pozhidaev@uncdf.org
17	Suresh Balakrishnan	Regional Technical Advisor for South Asia	Canada/Bang/Nepal	M	suresh.balakrishnan@uncdf.org
18	Pragyan Joshi	Program Officer	Nepal	F	pragyan.joshi@uncdf.org
19	Saroj Nepal	Program Coordinator	Nepal	M	
20	Stella Lyatuu	Program Officer	Tanzania	F	stella.lyatuu@uncdf.org
21	Florence Angela Akello	Programme Officer Ministry of Local Government Development Initiative for Northern Uganda (DINU)	Uganda	F	florenceakello2000@gmail.com
22	Joel Mundua	UNCDF Lead Specialist Governance	Uganda	M	joel.mundua@uncdf.org
23	Sunday Denis Aliti	Local Development Finance Officer	Uganda	M	No email
			Male	16	70%
			Female	7	30%
			Total	23	100%