

Kingdom of Bhutan

PROJECT ON SUPPORT FOR COMMUNITY
ENGAGEMENT IN LOCAL GOVERNANCE (SCLG)

The Project Completion Report

March, 2021

Japan International Cooperation Agency (JICA)

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Project Completion Report

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Submission Date: March 6th, 2021

I. Basic Information of the Project

1. Country: Kingdom of Bhutan

2. Title of the Project: Project on Support for Community Engagement in Local Governance (SCLG)

3. Duration of the Project (Planned and Actual)

Planned: August 2015 ~ November 2018

Actual: (first extension) May 2019 ~ September 2020

(second extension, due to COVID-19) September 2020 ~ March 2021

4. Background (from Record of Discussions(R/D))

The local governments (Dzongkhags and Gewogs) are where all the plans and programs culminate and it is stipulated in the Constitution of the Kingdom of Bhutan as follows: "power and authority shall be decentralized and devolved to elected Local Governments (LG) to facilitate the direct participation of the people in the development and management of their own social, economic and environmental well-being".

The objective of the local governments shall be to:

- a) Provide democratic and accountable government for local communities,
- b) Ensure the provision of services to communities in a sustainable manner;
- c) Encourage the involvement of communities and community organizations in matters of local governance; and
- d) Discharge any other responsibilities as may be prescribed by law made by parliament.

The efficient, effective and accountable local government is vital to achieving the overall goal of self-reliance and inclusive green socio-economic development in the country (11th Five Years Plan). The Royal Government of Bhutan adopted Local Government Act of Bhutan (2009), and Local Government Rules and Regulations (2012), to provide

clear direction for the strengthening of local governments, to prepare them for opportunities and challenges of democratization and decentralization, to ensure that they play instrumental role in deepening democratization and decentralization in the country. However, the local governments in the country face considerable challenges that inhibit performance to their full potentials towards fulfilling their mandates. Some of the key challenges faced by the local governments are as follows:

- Limited human and capital resources
- Low technical and institutional capacity
- Limited access to training opportunities for capacity development
- Limited coordination among community leaders, local government officials, civil society activists, farmers and entrepreneurs
- Unclear linkages with the local governments and central ministries/agencies
- Limited/lack of "sense of community ownership"

The critical challenge is the lack of capacity at the local level. With an aim to strengthen it, the Ministry of Home and Cultural Affairs endorsed the Capacity Development Strategy (CDS) for Local Governance in 2012. The LG functionaries still need capacity development interventions in various fields and therefore in line with CDS, the Department of Local Governance (DLG) is taking initiative in strengthening the capacity of the LG functionaries.

JICA has been supporting capacity building of the LG functionaries since 2004 through technical cooperation projects, i.e. the Local Governance and Decentralization Projects (LGDP Phases 1, 2 and 3). The LGDP Phase 3 developed Integrated Capacity Building Plan (ICBP) which consists of 10 fundamental training courses for LG functionaries at Gewog level. ICBP is already institutionalized by being a part of CDS.

With a view to stepping forward in decentralization and democratization processes in Bhutan, and in line with the 11th Five Years Plan (2014-2018) (FYP), DLG requested JICA to provide further support in building the capacity of the LG functionaries and user groups in order to improve community's ownership and participation toward planning and implementation of LG services.

5. Overall Goal and Project Purpose (from Record of Discussions(R/D))

【Original】

Overall Goal: Measures for promoting community groups' engagement in local governance are taken nation wide

Project Purpose: The mechanism for strengthening ownership and engagement of community groups in local governance is established

DLG and 8th Project Advisory Mission of JICA dispatched in February 2019 reviewed the

progress of the Project and amended Overall goal and Project purpose as follows.

【Revised Version】

Overall Goal: Measures for promoting community groups' engagement in local governance are taken to other selected Gewogs and Dzongkhas.

Project Purpose: The mechanism for strengthening ownership and community engagement in local governance is established

6. Implementing Agency: Department of Local Governance, Ministry of Home and Cultural Affairs, Royal Government of Bhutan (RGoB)

II. Results of the Project

1. Results of the Project

1-1 Input by the Japanese side

(1) Amount of input by the Japanese side:

145 million Japanese Yen

(2) Expert dispatch:

Inputs	Title	Duration
Mr.Tsugawa Tomoaki	Chief Advisor	August 2015-August 2018
Ms.Komura Tomoko	Project Coordinator	November2015-November 2018
Mr. KIYOKA, Masanobu (Senior Advisor, JICA)	Chief Advisor	May 2019-March 2021
Ms. OTA, Miho (Associate Professor, Tamagawa Univ.)	Advisory Mission	1. August-September, 2019 2. February-March, 2020

(3) Receipt of training participants:

- Participants of the CP Training in Tokushima Prefecture, Japan (SCLG, January-February, 2017): 11 persons
- Participants of the CP Training in Tokushima Prefecture, Japan (SCLG, October, 2017): 12 persons
- Participants of the CP Training in Tokushima Prefecture, Japan (SCLG, September-October, 2019): 5 persons
- Participants of the Young Leaders Training in Ama Town, Shimane Prefecture (Local Government, November 2019): 10 persons

(4) Overseas activities cost: 27.6 million Japanese Yen
(JPY million yen)

FY2015	2.3
FY2016	3.7
FY2017	7.3
FY2018	2.0
FY2019	5.3
FY2020	7.0
	27.6

1-2 Input by the Bhutan side

(1) Counterpart assignment:

DLG assigned Project Director and Project Manager. During the extension period, SCLG team was formed at respective pilot Dzongkhag and Gewog(see annex 1 for the details).

(2) Provision of offices, etc.:

DLG office was transferred to the Tashichhoedzong upon arrival of the Chief Advisor in May 2019, and sufficient office space was provided for him in the new DLG office.

(3) Other items borne by the counterpart government:

Travel expense of the DLG counterpart staff was shouldered by DLG.

1-3 Activities

SCLG Project has gone through major conceptual changes during implementation period including the period of extension. At the onset of the Project in 2015, activities were focused on the capacity-building of the local governments and users' groups (UGs) to enhance community engagement in managing small-scale rural infrastructure including farm road, drinking water and irrigation facilities. In the course of implementation, however, the emphasis was sifted to the issues on decision-making and planning at the community level. Major reasons for this change were: (a) those infrastructures should be better managed by the sector agencies but not by DLG and Gewog Administrative Officer (GAO) whose major task was coordination at the Gewog level; and (b) no significant shortcoming was found in the GAO's coordination capability through monitoring those small-scale projects.

On the other hand, the conventional social venue for community decision-making and development planning, i.e., Chiwog Zomdu, was found malfunctioning, and meeting

fatigue was widely observed among community members. SCLG/DLG identified this fundamental issue as a core for community engagement in the decentralized society, and Community Engagement Platform (CEP) was conceived to address this issue within the framework of SCLG. However, the remaining period of SCLG implementation did not allow this conceptual change to get integrated appropriately into the project activities, and SCLG failed to produce the expected outputs. In response to the request of DLG for the project extension, JICA agreed to extend the project period to achieve the purpose of SCLG from May 2019 to September 2020.

At the beginning of the extension period in May and June, 2019, project activity was reconsidered and redesigned to make it fit to the conceptual changes mentioned above. SCLG/DLG produced a new work plan toward the end of the Project, including refined concept of CEP together with “Rural Life Improvement” with an intention to activate CEP.

However, enabling environment for the SCLG Project has been disrupted by the COVID-19 since March 2020 when the Project was about to enter into the final stage which was designed to promote exchanges of CEP experiences among Dzongkhags, Gewogs and CEPs as an indispensable process of capacity building. This process was also expected to form the basis of developing CEP Handbook, the final output of SCLG. The negative impact of COVID-19 still remains significant today.

2. Achievements of the Project

2-1 Outputs and indicators

1) Output 1: “The modality to promote/facilitate the community engagement in local governance is strengthened.”

Indicators and level of achievement

- a) Provisions for conduct of Zomdu in Local Government Rules and Regulations (LGRR) 2012 are revised by DLG

Achievement: complete

- b) CEPs hold the meetings before Chiwog Zomdu, implement community activities including Annual Development Activities (ADAs) for FY2019/2020 and plan ADAs for FY2020/2021 in pilot Chiwogs.

Achievement: complete

- c) Community activities including Annual Development Activities (ADAs) in each pilot Gewog are supported and monitored by pilot Dzongkhags and Gewogs.

Achievement: complete

All these indicators have been satisfactorily achieved. DLG and JICA shared the common direction that SCLG should aim at making CEP function as a local social apparatus in the process of decentralization through introducing and modifying Japanese Jichi-kai/Jo-kai model and Rural Life Improvement experiences to make them fit properly in the Bhutanese context. Concept of CEP was refined with the following two distinctive roles of CEP:

- (a) the passive role in information receiving and sharing mechanism; and
- (b) the active role in planning and implementing community-based activities.

Field activities were rigorously implemented, aiming at strengthening these two functional roles of CEP. Information sharing modality was developed with reference to the part of “Jichi-kai/Jo-kai” model while Rural Life Improvement (RLI) Program through seminars and workshops introduced Japanese experiences in participatory rural development with operational tools. Through these field activities, local governments and community people designed and implemented a wide range of local development activities. It should be noted here that improvement/developmental activities were categorized into three groups through discussion at the CEP workshops: (a) activities without external financial help (self-help); (b) activities with mutual help; and (c) activities with public help (or to generate money). In so doing, SCLG intended to overcome “dependency syndrome” (see ANNEX 6 for CEP activities). Pictures of some outputs of CEP activities are shown below.



“Improvement” at the individual household level (self-help) at Dogaak Chiwog, Goshi Gewog (Dagana Dzongkhag). Without proper steps ⇒ With steps

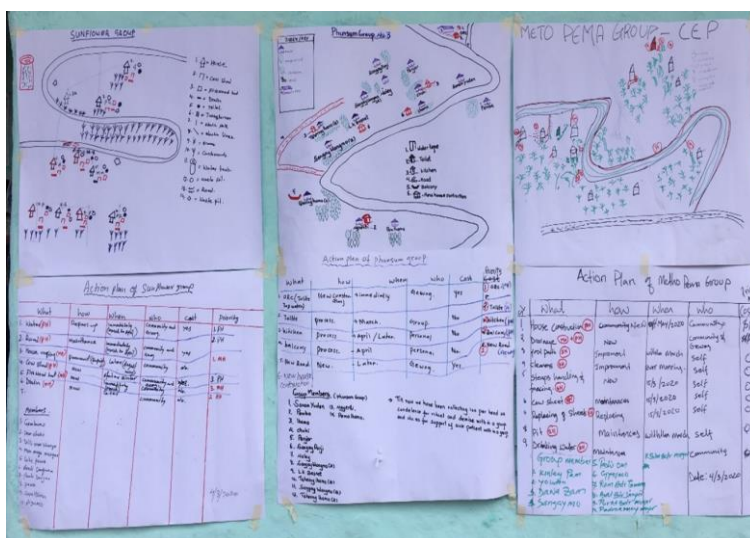


“Improvement” by mutual help at Dogaak Chiwog, Goshi Gewog (Dagana Dzongkhag).
Without proper steps ⇒ With steps



CEP workshop at Drujegang Gewog, Dagana (left).

Outputs of the workshop:
community scanning and plan of activities (below)



2) Output 2: “Technical and managerial capacity of LG functionaries and Community groups on community engagement in local governance is enhanced.”

Indicators and level of achievement:

- a) 90 staffs of LG functionaries are trained for supporting community engagement in local governance.

Achievement: complete

- b) CEPs members in 6 pilot Chiwogs received technical support from LG functionaries.

Achievement: complete

All these indicators have been satisfactorily achieved. With the clearly defined functional roles of CEP, local governments and community people in the pilot areas became motivated to participate in the SCLG activities, particularly RLI seminars and workshops.

Staff of the Bhutan Government, regardless of being at central or local level, are highly competent in understanding the conceptual and theoretical frameworks related to local governance such as community engagement and people’s participation. The next step is to acquire practical methods and good references that help them realize and materialize the essential values of their good understanding of local governance with the community people. Rural Life Improvement (RLI) Program was conceived to make a good contribution to this next step forward within the framework of the SCLG Project, and it did.

The 1st RLI Program was carried out in Dagana and Punakha and the 2nd one in Mongar. Associate Professor of the Tamagawa University, Ms. OTA Miho assisted SCLG in designing and implementing the RLI Program. The RLI Program was designed with two components: (1) RLI seminar for 3.5 days to introduce theory and practice of RLI mainly developed in Japan; and (2) RLI workshop for 1.5 days with the community people to practically apply the knowledge acquired in the seminar. Staff of the Dzongkhag and Gewog, in addition to those elected Gups and Mangumis, actively participated in the seminar, and the RLI Program also provided them with an opportunity to play a role of facilitators in the workshops.

Following tables show the number of participants (local government staff and

functionaries) in the 1st and 2nd RLI Program.

Table 1: 1st RLI Program

	Venue	Number of Participants
Dagana	RLI seminar	29
	Workshop @Goshi	24
	Workshop @Drujegang	23
Punakha	RLI seminar	26
	Workshop @Limbukha	32
Participants from Mongar		8
Total		142

Table 2: 2nd RLI Program

	Venue	Number of Participants
Mongar	RLI seminar	41
	Workshop @Drepong	33
	Workshop @Chali	30
Dagana	Workshop @Goshi	36
	Workshop @Drujegang	51
	RLI seminar @Tsangkha	40
Total		231

In addition to the in-country trainings, SCLG partners participated in Training of Community Engagement (September-October 2019, @Prefecture of Tokushima) and Young Leaders Training (November 2019, @Municipality of Ama, Prefecture of Shimane) in Japan. Both made a significant contribution not only to develop good understanding of the experiences of community engagement and local governance in Japan but also team spirit among the participants. List of participants of the trainings is included in annex 1.

3) Output 3: “Information sharing on community engagement in local governance is promoted in pilot Dzongkhags and nationwide.”

Indicators and level of achievement:

- a) 3 study visits/other experience sharing activities are conducted.

Achievement: complete

- b) Experiences in 6 pilot Chiwogs in local governance are shared in pilot Dzongkhags / nationwide.

Achievement: complete

- c) Information, Education and Communication (IEC) materials developed.

Achievement: . Three video clips will be produced by March 2021. CEP Handbook will also be used for IEC purpose.

2-2 Project Purpose and indicators

Project purpose: "The mechanism for strengthening ownership and community engagement in local governance is established."

Indicators and level of achievement:

- a) Community engagement guideline is formulated through verification on monitoring establishment and management of CEP in pilot Gewogs.

Achievement: . Achieved in the form of CEP Handbook.

- b) Rollout plan of the model and good practices of pilot Gewogs is drafted.

Achievement: likely to be achieved.

In order to achieve the project purpose, SCLG Project was extended for the period of one and half year from May 2019 to September 2020. Extension period was originally planned with the following four phases:

Phase	Period	Major Activity
1st Phase	May 2019~ Dec.2019	<ul style="list-style-type: none"> ➤ redesigning the SCLG Project through conceptualizing Community Engagement Platform (CEP) and introducing new implementation structure. ➤ Implementation of Trainings in Japan ➤ implementation of 1st Rural Life Improvement (Drongsep Yardrak) Program.

2nd Phase	Jan.2020~ Mar.2020	<ul style="list-style-type: none"> ➤ Follow-up of CEP activities ➤ Implementation of 2nd Rural Life Improvement (Drongsep Yardrak) Program.
3rd Phase	Apr. 2020~ Jun.2020	<ul style="list-style-type: none"> ➤ Exchange of CEP experiences among project partners at the Dzongkhags, Gewogs and Chiwogs.
4th Phase	Jul.2020~ Sept. 2020	<ul style="list-style-type: none"> ➤ CEP Handbook through compilation of the implementation experiences

As stated earlier, due to the pandemic, the 3rd and 4th phases faced a serious constraint in planned implementation. Various policy measures were introduced to combat the spread of COVID-19, including prohibition of inter-Dzongkhag travels and social gatherings which made it impossible to implement the activities of the 3rd phase and consequently the 4th phase. Although remote management of the Project through internet communication between Bhutan and Japan worked well to maintain mutual understanding, the prevailing environment did not allow the Project to make steady progress as planned.

In the absence of the Chief Advisor who left Bhutan in March 2019, DLG and JICA agreed to deploy local consultancy services to make a preliminary assessment of the CEP performance and develop CEP Handbook on-the-web. Procurement process is completed, and local consultants are engaged in the following tasks in accordance with the terms of references.

2-2-1. CEP Assessment

CEP became operational after the extension period of SCLG commenced in May 2019, and experiences of CEP are accordingly limited. However, toward the end of the Project, it was found imperative to make a preliminary assessment of CEP which would form the basis of the CEP Handbook. SCLG has introduced two major functions to operationalize CEP: (a) passive function (information receiving and sharing mechanism); and (b) active function (Drongsep Yardrak). Further, management tools (Five-finger model) have been introduced to improve the managerial capacity of CEP. These three measures are interactive and should be comprehensively assessed.

2-2-2. Purpose and concept of CEP Handbook

Data and information collected and analyzed through the process of CEP assessment form the fundamental basis of producing CEP Handbook. DLG is determined to replicate CEP nation-wide in coming years, and CEP handbook contains the major instrumental guideline and references for replication at the field level. In this respect, CEP Handbook is an alternative form of Community Engagement Guideline.

Because experiences in operation and management of CEP are still limited, CEP Handbook to be developed cannot be a perfect printed one for nation-wide distribution but should be treated as a living document. SCLG/DLG consider the most preferable form of the Handbook be on-the-web style which allows and encourages: (a) regular updating and additions; and (b) easy and free access for the users regardless of the location.

As of the middle of January 2021, despite the prevailing unfavourable working environment in Bhutan, it is reported that preliminary assessment is kept on-going to produce the CEP Assessment Report on time.

3. History of PDM Modification

DLG/PMU had intensive discussions at the commencement of the extension period in May and June, 2019 and produced a new workplan toward the end of the SCLG Project. Activities listed in the previous PDM looked obsolete because: (1) no activities was specified for CEP; 2) focus was narrowly put on ADA only; and (3) attention was unnecessarily paid to monitoring of ADA. In addition, DLG/PMU explicitly included new important activity, i.e., “Rural Life Improvement Program” in accordance with the refined concept of CEP.

4. Others

4-1 Results of Environmental and Social Considerations

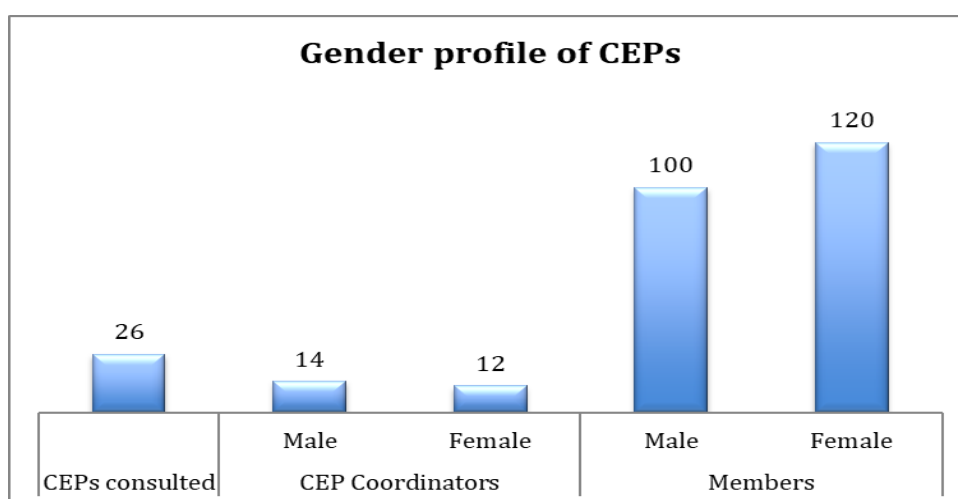
The Government of Bhutan has placed sustainable development and environmental conservation at the core of its development strategy within the framework of Gross National Happiness. In designing the counterpart trainings in Japan, accordingly, waste management was an integral component, and the participants visited successful cases in Japan including Zero Waste Academy of the Kamikatsu Municipality and observed a community-based management approach adopted in Sanagochi Municipality in Tokushima Prefecture.

Most of the CEPs have incorporated waste management as one of their recurring monthly activity on Duezang (auspicious religious day). Checking hygiene and safety forms an integral perspective of community scanning which is one of the Drongsep Yadrak tools. It is reported that CEP groups developed footpaths, made drainages, and toilets. CEP groups maintained water sources, farm roads, and built proper cowsheds, which contributed to improving health and hygiene of the people.

4-2 Results of Considerations on Gender/Peace Building/Poverty Reduction

CEP has enhanced women's participation in the Nangzoms, enabling them to engage in the planning and decision-making processes. Within 26 CEP groups, although the number of male CEP Coordinators was slightly higher, it can be seen from Figure 1 that the number of female CEP members exceeds male members.

Figure 1: Gender Profile of CEPs



Source: "CEP Assessment Report", the Institute for Learning Solutions, February, 2021

III. Results of Joint Review

1. Results of Review based on DAC Evaluation Criteria

1) Relevance

SCLG Project has a high degree of relevance in terms of the policies of the Royal Government of Bhutan (RGoB) and the Government of Japan (GoJ) as well as the needs of DLG. Results are summarized below.

(1) Consistency with the RGoB policies

(a) SCLG clearly fits the objective of the 12th Five Year Plan of RGoB, i.e., “Just, Harmonious and Sustainable Society through Enhanced Decentralization”. Action Plan for National Decentralization Policy (draft, 2019) includes the section that clearly states “develop and institute Community Engagement Platforms (CEP), including e-platforms for enhanced civic engagement, and develop an accompanying guideline.”

(b) JICA has consistently provided technical supports for RGoB in the process of decentralization through three phases of the Local Governance and Decentralization Project (LGDP, 1st phase: 2004/03-2006/10, 2nd phase: 2007/10-2010/10, and 3rd phase: 2011/02-2014/8), aiming at capacity building of the local government staff and elected personnel. SCLG is designed and implemented on the human resource foundation, particularly Gewog Administrative Officers (GAO), formed through the previous undertakings of LGDP.

(2) Necessity of SCLG

As stated earlier in “2-1-2) Output 2”, RGoB staff, both at the central and local level, need to acquire practical tools/methods and good references that help them realize the essential values of their good understanding of local governance with the community people. SCLG provided practical tools and knowledge mainly through “RLI Program” and trainings in Japan which were well received by the participants.

(3) Appropriateness of the project design

As explained in “1-3 Activities”, SCLG changed its conceptual framework in the course of implementation. Though this can be regarded as “theory failure” as discussed in “1-3”, SCLG/DLG took an appropriate initiative to refine project activities and work plan through intensive discussions with Chief Advisor and partners at pilot Dzongkhags and Gewogs.

2) Effectiveness

The effectiveness can be assessed remarkably high.

(1) Achievement of the project purpose and contribution of outputs

The project purpose is on track and expected to be achieved.

(2) Effects generated by the Project and factors that promoted the effectiveness of the Project

SCLG has produced the following remarkably positive outcomes.

➤ Implementation organization

A team-based implementation structure was established both at the Dzongkhag and Gewog level during the extension period because weakness of the previous project management was found in the absence of “team spirit” of the SCLG Project. SCLG Teams were formed to address this critical drawback both at the Dzongkhag and Gewog level, through discussion with the respective Dzongdag and Gup who appointed the team members. This structure worked well to share the ownership of the Project between DLG and the local governments.

➤ Drongsep Yardrak

Dzongkha term of “Drongsep Yardrak” has been applied to RLI as equivalent to “Seikatsu Kaizen” in Japanese. This development enhanced participants’ strong appreciation and support to the essential messages of RLI, i.e., transforming “working farmers” to “thinking farmers” that further lead rural community to breaking away from “dependency syndrome”. Three types of “Kaizen (improvement)”, i.e., Kaizen that requires money, that generates money and that does not require money, have also attracted thoughtful supports because it provokes reconsideration and new perspectives to assess local resources in the community.

- Besides the 2nd RLI Program in Mongar, the Program was also organized in the new settlement community, Namleythang, Tsangkha Gewog in Dagana. This community was formed under “Kidu” program which provided land for the impoverished landless people. The RLI seminar was organized by the planning officer of Dagana Dzongkhag supported by SCLG, in response to the request posed by the Dasho Dzongdag (Governor) who also participated in the training in Japan. This testified that the effectiveness of the SCLG approach was highly recognized by the decision-makers at the Dzongkhag level.

➤ T-Shape Family Tree Analysis

No clear community profiles of the pilot Chiwogs were prepared until the extension period. Family Tree (T-shape) analysis was conducted to address this drawback. The following sessions were held:

- (1) Classroom-style introductory session at DLG (7th June)
- (2) On-site session at Pangthang Chiwog, Chali Gewog in Mongar Dzongkhag (15th June)
- (3) On-site session at Dogaak Chiwog, Goshi Gewog in Dagana

Dzongkhag (2nd July)

This analytical method, focusing on “community sustainability” from the demographic perspective, produced an objective basis to identify community-issues caused by the rural-urban migration from the location-specific aspect.

➤ COVID-19

Two cases should be noted here, both being directly related to COVID-19. One is related to health. As CEP is expected to be “information receiving mechanism” at the community level, it has helped in community surveillance, sensitization on the pandemic, distribution of welfare benefits for beneficiaries and medicines for old age. Instructive measures against pandemic such as “seven steps for handwashing” was efficiently and effectively delivered to and shared among CEPs through Gewog administration.

Another case is for reviving the tradition. Following is extracted from the project proposal prepared by the planning officer of Dagana Dzongkhag, Mr. Sonam Jamtso. “In olden days, when there were no road connection and when the shops were too far to reach, people used to send their shopping list popularly known as *Zong Choel* (མོང་ཇོལ་) through whoever visits the shop. During those days, the importance of *Zong Choel* was never felt as it was only a burdensome for the one who took *Zong Choel*. However, this culture is deemed best fit for the people living in the Lockdown situation when the movement is restricted. Therefore, the Community Shopping is a revival of *Zong Choel* culture in the community during Lockdown situation. It is an initiative whereby the people in the community take turns to do shopping for other households.” CEP is regarded as the basic unit of the community shopping.

➤ Other donors

Helvetas, Swiss-based NGO implementing “Decentralization and Local Governance Project” with DLG, is an indirect beneficiary of SCLG. With the strong commitment of DLG to replicate CEP in wider areas, SCLG Team as a group of trainers, cooperated with Helvetas to provide local government officials and functionaries with the CEP trainings similar to the Rural Life Improvement Program. Those Dzongkhags including Haa, Tsirang, Trongsa, and Bumthang were the beneficiaries.

The above has enhanced the overall effectiveness of the Project

3) Efficiency

The efficiency can be assessed moderate.

- During the planned period of implementation from 2015 to 2018, SCLG did not produce the expected outputs, and it was decided to extend the project period. Within a short span of the extended period, the Project managed to achieve the project purpose in a very challenging environment caused by COVID-19. The prevailing world-wide unfavorable environment caused by the pandemic did not allow the project management to be highly efficient.
- In the absence of a project coordinator during the extension period, administrative burden on the PMU in general and Chief Advisor in particular was found beyond an acceptable level. JICA Bhutan Office was considerate enough to introduce an accounting method wherein DLG first pays and JICA reimburses. This method worked well to significantly reduce administrative burdens on Chief Advisor, and in this regard, Resident Representative of JICA, Mr. WAKABAYASHI Kota and newly appointed Project Formulation Advisor, Ms. OGUMA Chisato deserve special appreciation. On the part of DLG, Project Manager, Mr. Passang Wangchuk, explored each and every possible source of finance within the Ministry of Home and Cultural Affairs and successfully identified one for the smooth implementation of the field activities, especially 1st and 2nd RLI Program. His commitment to the Project and competent work for resource mobilization are highly worthy of notice.

4) Impact

Prospect of achievement of the overall goal is high.

As Helvetas showed a strong interest in applying the SCLG approach to its project operation, other agencies, both public and non-government in the field of community engagement and decentralization, may make use of the CEP Handbook on-the-web. This may enhance the impact in coming years.

DLG took an initiative to prepare a project with an aim of expanding “human resource” for CEP replication so as to enhance the capacity of the RGoB in facilitating decentralization and community engagement. The project takes a form of

“country-focused training”, incorporating the outputs of SCLG, i.e., CEP with RLI. Basic design of the new project has been completed, and the proposal for JICA assistance has been submitted to the Government of Japan for consideration. Assuming that JICA assistance will be provided for the implementation of the proposed project, human resources of RGoB will be further enhanced, and it is likely to produce wide impact in the country.

5) Sustainability

DLG is strongly determined to replicate CEP nation-wide and, as presented above, its emphasis on human resource development for replication should be highly appreciated. However, COVID-19 makes socio-economic environment in coming years unpredictable although quite an encouraging policy framework is in presence. Assuming that negative influence of the pandemic in coming years is minimal, sustainability can be high.

(1) Policy aspect

Sustainability from the policy aspect is very high. As discussed in “III-1-1) Relevance”, we find enabling policy environment for the CEP. Also, RGoB’s intension in establishing and operationalizing CEPs are clearly mentioned in Draft Decentralization Policy 2020.

(2) Financial aspect

Cost sharing between DLG and local governments for replication will be one of the key issues in coming years. With the development of CEP Handbook, major items for expenditure may include: (a) organizing the CEP workshop; (b) monitoring and follow-up of CEP activity; and (c) exchange visits for sharing experiences of CEP management, both intra and inter-Dzongkhag. Role of the local governments will be of significant importance to finance (a) and (b) above.

In this respect, we find the following encouraging evidence. Dagana Dzongkhag has allocated N.200,000 for CEP activity in its 2021 budget. Even in the unfavourable environment caused by COVID-19, Mongar SCLG team has been actively engaged in monitoring CEP activities in the field which apparently requires financial inputs from the Dzongkhag administration. Although economic situation in Bhutan is not predictable due to the pandemic, sustainability from the financial aspect is expected high in view of these evidence.

(3) Organizational aspect

Although DLG is a core agency for sustainability, organizational capacity should be viewed with a wider perspective which includes existing human resources in the local governments. SCLG has developed a pool of resource persons both at the central and local governments who already provided CEP trainings in Helvetas project areas in Haa, Paro, Chuka and Bumthang Dzongkhags. Organizational capacity will be further enhanced with the proposed “country-focused training” that focuses on human resource development for CEP.

2. Key Factors Affecting Implementation and Outcomes

1) In addition to the “theory failure” mentioned earlier in “III-1-1)- (3)”, another one is found in the approach taken for preparing the CEP manual and community engagement guideline (CEG). While CEP was new to Bhutan and nobody in the country had empirical basis, the Project deployed a local consultant for preparing these documents. As a natural consequence, outputs were of low quality and not for practical use without properly describing 5W+1H of CEP. These setbacks have been addressed during the extension period as previously discussed.

2) As discussed earlier, enabling environment for the SCLG Project has been disrupted by the COVID-19 since March 2020 when the Project was about to enter into the phase 3 and 4.

Project Manager and DLG have been keeping regular contacts with Chief Advisor who left for Japan in March 2020, to consider and figure out “what to do next” together in cooperation with the JICA Bhutan Office. Quite responsive working relation has been maintained through e-mail communication. This forms a firm basis of making progress of the Project, with particular reference to preparation of CEP Handbook, in the unfavorable environment.

3. Evaluation on the results of the Project Risk Management

Same as above.

4. Lessons Learnt

1) Training in Japan

SCLG effectively provided the “trainings in Japan” as strategic inputs to the Project. Conceptual framework of CEP was elaborated and eventually translated into the Action Plan in Japan that formed the basis of project activities back home in Bhutan. Essential

points are listed below.

- Role of JICA expert(s) in the process of designing the training is significantly important for incorporating the reality at the field level into the training.
- JICA expert(s) should participate in the training in Japan with the counterpart personnel for providing appropriate motivation, guidance and advice.
- Training is an integral part of human resource development but not almighty. JICA expert(s) should provide follow-up through OJT and motivate the ex-participants to do self-learning.

2) Expenditure for the refreshment

“Expenditure for refreshment, i.e., tea, coffee, lunch etc. at community workshop can be justifiable for the donor agency?” is always an issue widely recognized. SCLG used the money not only to cover the expenditure but also as a seed money for the women’s group formation as well as to promote their activities. It is always women’s role in the rural community to prepare refreshments and lunch for the participants of seminars and workshop, and their contribution should be properly appreciated in the form of payment.

Original idea came from Project Manager, Mr. Passang Wangchuk. He was thoughtful in this regard and introduced this innovative method. DLG, RGoB and other donors should be further encouraged to adopt this innovative thinking.

IV. For the Achievement of Overall Goals after the Project Completion

1. Prospects to achieve Overall Goal

Overall goal and indicators are set as follows:

Overall goal: “Measures for promoting community engagement in local governance are taken to other selected Gewogs and Dzongkhags.”

Indicators:

- a) Rollout plan of the model and good practices of pilot Gewogs is approved and implemented;
- b) Community engagement platforms (CEP) are established in non-pilot Gewogs and Dzongkhags; and
- c) Training on community engagement in local governance is conducted in non-pilot Gewogs.

Relevant action is already being taken by DLG in other non-pilot Dzongkhags including

Haa, Tsirang, Trongsa, and Bumthang. Resource persons trained and capacitated through SCLG provided the CEP and RLI trainings for the local government officials and elected functionaries in those areas. This is an encouraging development of reinforcing donor assistances with DLG/RGoB. This fact also testifies the competent coordination capacity and strong commitment of DLG to replicate CEP in other parts of the country. Further, DLG also took an initiative to prepare a project with an aim of expanding “human resource” for CEP replication so as to enhance the capacity of the RGoB in decentralization and community engagement.

With the high level of commitment of DLG together with the expected output of the proposed project, i.e., increased human resources for CEP replication, it is highly likely to achieve the overall goal.

2. Plan of Operation and Implementation Structure of the RGoB side to achieve Overall Goal

Under consideration.

3. Recommendations for the RGoB side

Continued efforts in replicating the CEPs and for good maintenance and active updates on the online CEP handbook by DLG are recommended.

In case the unfavourable environment caused by the pandemic continues in coming years, DLG may have to consider the alternative ways to replicate CEP in the country.

4. Monitoring Plan from the end of the Project to Ex-post Evaluation

JICA and DLG have been working closely since 2004 when the 1st phase of LGDP was implemented. Responsive and harmonious relationship has been developed, and joint monitoring framework is currently under consideration.

SCLG Project assigned the Institute for Learning Solutions, a local consultancy firm in Bhutan, to assess CEP performance in pilot sites toward the end of SCLG Project in February 2021. The assessment was quite positive in terms of the conventional evaluation criteria and proposes a set of recommendations for enhancing capacity of CEPs, local and central governments. These recommendations may guide RGoB/DLG and JICA to consider and design together the future course of action for enhancing community engagement in local governance.

ANNEX 1: Results of the Project

(List of Dispatched Experts, List of Counterparts, List of Trainings, etc.)

ANNEX 2: List of Products (Report, Manuals, Handbooks, etc.) Produced by the Project

ANNEX 3: PDM (All versions of PDM)

ANNEX 4: CEP Activities

Annex 1

Inputs by the Japanese Side

Inputs	Title	Duration
Mr.Tsugawa Tomoaki	Chief Advisor	August 2015-August 2018
Ms.Komura Tomoko	Project Coordinator	November2015-November 2018
Mr. KIYOKA, Masanobu (Senior Advisor, JICA)	Chief Advisor	May 2019-March 2021
Ms. OTA, Miho (Associate Professor, Tamagawa Univ.)	Advisory Mission	1. August-September, 2019 2. February-March, 2020

Inputs by the Bhutanese Side (DLG)

Inputs	Title	Duration
Dasho Dorji Norbu (Director General,DLG)	Project Director	August 2015-April 2016
Dasho Lungten Norbu (Director General,DLG)	Project Director	June2016-May 2018
Mr. Kado Zagnpo (Director, DLG)	Project Director	May 2019-March 2021
Mr. Kinzang Tshering/ Coordination and Monitoring Division	Project Manager	August 2015-November 2016
Mr. Karma Kuenga Zangpo/ Governance Division	Project Manager	November 2016- February 2017
Mr. Rinzin Norbu/ Knowledge Management Division	Project Manager	March 2017- November 2018
Mr. Passang Wangchuk (Program Officer, DLG)	Project Manager	February 2019-March 2021

Training in Japan

Participants of the CP Training in Tokushima Prefecture, Japan (SCLG, September-October, 2019)

Name	Designation	Agency
Mr. Passang Wangchuk	Program Officer	DLG

Mr. Kado	Program Officer	DLG
Mr. Sonam Jamtso	Planning Officer	Dagana Dzongkhag
Mr. Choeda	Agric. Extension	Punakha Dzongkhag
Mr. Karma	Planning Officer	Mongar Dzongkhag

Participants of the Young Leaders Training in Ama Town, Shimane Prefecture
(Local Government, November 2019)

Name	Designation	Agency
Mr. Sonam Tobgay	Gup	Limbukha, Punakha
Mr. Tashi Dendup	Gup	Chali, Mongar
Ms. Kezang Lhaden	Livestock Extension/oftg. GAO	Goshi, Dagana
Mr. Sonam Tshenley	Dy. Chief Program Officer	DLG
Ms. Chimi Dem	Procurement officer	Mongar Dzongkhag
Mr. Sonam Yarphe	Program Coordinator	DCD, GNHC
Ms. Deezangmo	HR officer	HRDD, RCSC
Mr. Tshewang Lhendup	Desk Officer	BD, MFA
Mr. Kinley Gyeltshen	Chief Program officer	DSE, MoE
Mr. Tshering Penjor	Dy. Chief Program Officer	DSE, MoE

Implementation Organization (SCLG Team at Dzongkhag and Gewog)

September, 2019

SCLG Team

DLG Team

No.	Name	Designation
1	Kado Zangpo	Director, DLG/ Project Director, SCLG
2	Kiyoka Masanobu	Chief Advisor, SCLG
3	Passang Wangchuk	Project Manager, SCLG
4	Kado	Member
5	Sonam Tshenley	Member

Dagana Dzongkhag Team

No.	Name	Designation
1	Phintsho Choden	Dasho Dzongdag
2	Nima Tshering	DT Secretary, Dagana
3	Sonam Jamtsho	Planning Officer, Focal

Gozhi Gewog Team

No.	Name	Designation
1	Tandin	Gup
2	Kezang Lhadon	Offtg. GAO, Focal
3	Santa Bahadur Gurung	Mangmi
4	Sangay Wangmo	Tshogpa, Dogaak chiwog
5	Ran Bahadur Rai	Forest Extension Officer
6	Puran Lama	Agriculture Extension Officer

Drukjegang Gewog Team

No.	Name	Designation
1	Karma Tshering	Gup
2	Lhakpa Dorji	GAO, Focal
3	Jigme Tshering	Mangmi
4	Jamtsho	Tshogpa, Pangna-Patala chiwog
5	Tshering Dendup	Agriculture Extension Officer
6	Leela Ram Rai	Livestock Extension Officer

7	Moni Kumar	Forest Officer
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Monggar Dzongkhag Team

No.	Name	Designation
1	Choeda	Dasho Dzongrab
2	Karma	DT Secretary, Focal
3	Thinlay	Planning Officer
4	Karma Chophel	Planning Officer
5	Sonam Tenzin	District Engineer
6	Tshering Dekar	Environment Officer
7	Chimi Dem	Procurement Officer

Chali Gewog Team

No.	Name	Designation
1	Tashi Dendup	Gup
2	Lobzang Chophel	Offtg. GAO, Focal
3	Pema Gyeltshen	Mangmi
4	Pema Tenzin	Tshogpa, Pangthang chiwog
5	Tandin Penjor	CEP leader

Drepong Gewog Team

No.	Name	Designation
1	Sangay Tenzin	Gup
2	Sonam Chophel	GAO, Focal
3	Sonam Zangmo	Mangmi
4	Karma Choden	Tshogpa, Laptsa chiwog
5	Dorji Zangmo	CEP leader

Punakha Dzongkhag Team

No.	Name	Designation
1	Karma Drukpa	Dasho Dzongda
2	Ugyen Tshering	Dasho Dzongrab
3	Tshewang Phuntsho	DT Secretary, Focal
4	Phub Tshering	Planning Officer
5	Chhoeda	Agriculture Extension Officer
6	Ugyen Dorji	Livestock Extension Officer

Lingbukha Gewog Team

No.	Name	Designation
1	Sonam Tobgay	Gup
2	Dorji Wangchuk	Offtg. GAO, Focal
3	Phurba Thinley	Agriculture Extension Officer
4	Kencho Wangdi	Tshogpa, Dompala chiwog
5	Kencho Wangdi	Tshogpa, Napchi chiwog

Goenshari Gewog Team

No.	Name	Designation
1	Yeshi Dorji	Gup
2	Tandin Wangmo	GAO, Focal
3	Pem Tshering	Mangmi
4	Tshewang Lhamo	Agriculture Extension Officer
5	Sonam Jamtsho	Livestock Extension Officer

Total members**54**

1. Monitoring reports by CPs

- Status of the SCLG Project by Project Manager (November 2019)
- Reports on how CEP Coordinators and Members have progressed thus far by Mr Karma (December 2019)
- CEP Activation Plan Tour Report by Mr Sonam Jamtso (January 2020)
- Business trip to Paro by Project Manager (PM, July 2020)
- Report on the Experience in Community Engagement in Pilot Project by Project Manager (September 2020)
- Review of CEP activities in Mongar by Mr Karma (November 2020)

2. Documents prepared by Chief Advisor (Mr KIYOKA)

- Article in Kuensel (October 2017)
- Paper on CEP submitted to DLG (September 2017)
- Presentation Material of Survey Output (September 2017)
- Training Material for T-shape Analysis (June 2019)
- PDM の活動に関して (Japanese text, June 2019)

3. 1st RLI(DY) Program reports

- SCLG and Women's Group by Chief Advisor (June 2019)
- Report on the RLI Program by Chief Advisor (September 2019)
- SCLG_DY_Report by Ms OTA (October 2019)
- LIA by Ms OTA (October 2019)

4. 2nd RLI (DY) Program reports

- 第2回生活改善プログラム（モンガル） by Chief Advisor (Japanese text, February 2020)
- Reprot_RLI_Namleysang by Mr Sonam Jamtso (March 2020)
- SCLG 第10回運営指導調査報告書 by Ms OTA (March 2020)
- Drongsep Yardrak Report by PM (March 2020)

Project Design Matrix (PDM)

ANNEX 3

Ver. 01 (November 2016)

Project Title: Support for Community Engagement in Local Governance (SCLG)

Implementing Organization: Department of Local Governance (DLG), Ministry of Home and Cultural Affairs (MoHCA)

Duration: 3 years 3 months (August 2015 - November 2018)

Target Group: LG Functionaries and Community Groups¹

Target Districts & Counties: Dagana (Drujeygang and Ghozhi Gewogs), Mongar (Chaling and Drepong Gewogs), Punakha (Goenshari and Limbukha Gewogs)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal			
Measures for promoting community groups' engagement in local governance are taken nation wide	a) Roll out plan of the model and good practices of target Gewogs is presented to other local governments. b) Community coordination platforms are established in non-target Gewogs and Dzongkhags for decision making. c) Training on community engagement in local governance is conducted in non-target Gewogs.	- Roll out plan - Gup conference / GAO symposium - Training reports from non-target Dzongkhags and Gewogs	
Project Purpose			
The mechanism for strengthening ownership and engagement of community groups in local governance is established.	a) Community engagement guideline is formulated. b) Number of functional/active Community Groups is increased.	- Community engagement guideline - End line survey report	There is no resistance from the line ministries/agencies to perform under one policy guideline. The budget and the personnel in charge for the training are secured. The community engagement guideline is authorized.
Outputs			

¹ "LG functionaries" means the LG officials and the elected personnel (Dzongdags, Gups, Magmis, and Tshogpas).

"Community Groups" means Community Groups including User Groups.

1. The modality to promote/facilitate the community engagement in local governance is strengthened.	<p>a) Provisions for conduct of Zomdu in Local Government Rules and Regulations (LGRR) 2012 are revised by DLG.</p> <p>b) Coordination platforms among Community Groups for implementation of Annual Development Activities (ADAs)² in pilot Chiwogs are established.</p> <p>c) Annual Development Activities (ADAs) in each target Gewog is supported and monitored in the implementation.</p>	<p>- Revised LGRR</p> <p>- ADA monitoring reports</p> <p>- End line survey report</p>
2. Technical and managerial capacity of LG functionaries and Community groups on community engagement in local governance is enhanced.	<p>a) ICBP training courses are improved/ modified based on the needs of LG functionaries and Community Groups.</p> <p>b) XX staffs of LG functionaries are trained for supporting community engagement in local governance.³</p> <p>c) XX members of community groups received training from LG functionaries.³</p>	<p>- Revised ICBP Training curriculum</p> <p>- Training report from target Dzongkhags and Gewogs</p>
3. Information sharing on community engagement in local governance is promoted in target Dzongkhags and nationwide.	<p>a) XX study visits/other experience sharing activities are conducted.³</p> <p>b) XX good practices on community engagement in local governance are shared in target Dzongkhags / nationwide.³</p> <p>c) Information, Education and Communication (IEC) materials developed.</p>	<p>- Report of the study visits, and seminar/workshop</p> <p>- IEC materials</p>

² Annual Development Activity (ADA) is the development activity at Chiwogs funded by the RGoB.

³ Number of XX will be decided by November 2017.

Narrative Summary	Input	Important Assumptions
<p>Activities</p> <p>Output-1:</p> <p>1-1. To conduct in country and/or ex-country training / seminars / workshops for DLG and LG functionaries on community engagement in local governance.</p> <p>1-2. To review existing manuals and guidelines related with community participation and forming community groups.</p> <p>1-3. To set the standard of selecting target Gewogs.</p> <p>1-4. To conduct baseline survey for situation analysis and clarifying the area needed for capacity development of LG functionaries and community groups.</p> <p>1-5. To develop community engagement guideline through coordination and consultation with relevant stakeholders.</p> <p>1-6. To identify relevant pilot Chiwogs in consultation with target Dzongkhags and Gewogs.</p> <p>1-7. To support Gewog for supporting Chiwog planning in Zomdu in terms of ADA formulation in pilot Chiwogs.</p> <p>1-8. To monitor Gewog planning for ADAs in target Gewogs.</p> <p>1-9. To support Gewog and Chiwog for establishment of coordination platforms among community groups for implementation of ADAs in pilot Chiwogs.</p> <p>1-10. To support Gewog and Chiwog to facilitate the community groups for ADA implementation including Community Contract Protocol (CCP) in pilot Chiwogs.</p> <p>1-11. To monitor and support target Dzongkhags and Gewogs for necessary technical and managerial advice/consultations to Chiwogs / community groups.</p> <p>1-12. To support target Dzongkhags and Gewogs for conducting ADA monitoring.</p> <p>1-13. To monitor and support target Dzongkhags' focal person to organize the regular meetings among LG officials concerned for sharing experiences and lessons and considering the measures for improvement of ADA process in each target Dzongkhags.</p> <p>1-14. To conduct end line survey on community engagement in local governance.</p> <p>1-15. To revise provisions for conduct of Zomdu in LGRR 2012.</p>	<p style="text-align: center;"><Bhutanese side></p> <p><u>Project Personnel concerned:</u></p> <ol style="list-style-type: none"> 1) Project Director (DLG) 2) Project Manager (DLG) 3) Counterpart (CP) personnel (DLG) 4) Personnel from organizations concerned (GNHC, MoAF, MoH, LGs and any other agencies as may be relevant) <p><u>Project Implementation costs:</u></p> <ol style="list-style-type: none"> 1) Budget for Annual Development Activities in Gewogs 2) Target Gewogs will fund the implementation of their Annual Development Activities through Gewog resources 3) CP's travel allowances for target Dzongkhags /Gewogs 4) Budget for implementation of existing ICBP courses <p style="text-align: center;"><Japanese Side></p> <p><u>Japanese Experts and Local Consultants:</u></p> <ol style="list-style-type: none"> 1) Long-term experts 2) Short-term experts <p><u>Training in Japan/Third Country</u></p> <p><u>Provision of Equipment and Materials</u> (if necessary)</p> <p><u>Project Implementation costs</u></p> <ol style="list-style-type: none"> 1) Costs for JICA experts 2) Costs for local consultants 3) Training costs for the target Dzongkhags and Gewogs 4) Costs for workshops/seminar and fieldwork 	<p>- The relevant ministries cooperate with DLG for authorization of the community engagement guideline.</p> <p>- The sufficient number of LG functionaries as trainers for community engagement in local governance is secured.</p>
<p>Output-2:</p> <p>2.1. To develop training modules, curriculums and materials on community engagement in local governance.</p> <p>2.2. To conduct Training of Trainers (ToT) for LG functionaries.</p> <p>2.3. To support the trained LG functionaries to conduct technical and managerial trainings for community groups.</p> <p>2.4. To conduct ex-country training programs on community engagement in local governance.</p> <p>2.5. To institutionalize the developed training courses into revised ICBP.</p>	<p>1) Costs for JICA experts</p> <p>2) Costs for local consultants</p> <p>3) Training costs for the target Dzongkhags and Gewogs</p> <p>4) Costs for workshops/seminar and fieldwork</p>	<p style="text-align: center;">Preconditions</p>

<p>Output-3:</p> <p>3.1. To implement information / experiences sharing meetings among stakeholders in target Dzongkhags.</p> <p>3.2. To conduct seminars/workshops for DLG and LG functionaries on good practices of community engagement in local governance.</p> <p>3.3. To organize study visits to pilot Chiwogs in target Dzongkhags.</p> <p>3.4. To conduct networking workshops among the participants of ex-country trainings for sharing their observations of community engagement in local governance.</p> <p>3.5. To develop IEC materials for promoting community engagement in local governance.</p>		
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Project Design Matrix (PDM)

Project Title: Support for Community Engagement in Local Governance (SCLG)

Implementing Organization: Department of Local Governance (DLG), Ministry of Home and Cultural Affairs (MoHCA)

Duration: 3 years 3 months (August 2015 - September 2020)

Target Group: LG Functionaries and Community Groups¹

Target Districts & Counties: Dagana (Drujeygang and Ghozhi Gewogs), Mongar (Chaling and Drepong Gewogs), Punakha (Goenshari and Limbukha Gewogs)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal			
Measures for promoting community engagement in local governance are taken <u>to other selected Gewogs and Dzongkhags.</u>	a) Rollout plan of the model and good practices of <u>pilot</u> Gewogs is <u>approved and implemented.</u> b) Community <u>engagement</u> platforms(CEP) are established in non-pilot Gewogs and Dzongkhags. c) Training on community engagement in local governance is conducted in non- <u>pilot</u> Gewogs.	Roll out plan Gup conference / GAO symposium Training reports from non- <u>pilot</u> Dzongkhags and Gewogs	
Project Purpose			
The mechanism for strengthening ownership and <u>community engagement</u> in local governance is established.	a) Community engagement guideline is formulated <u>through verification on monitoring establishment and management of CEP in pilot Gewogs.</u> b) <u>Rollout plan of the model and good practices of pilot Gewogs is drafted.</u>	Community engagement guideline End line survey report	There is no resistance from the line ministries/agencies to perform under one policy guideline. The budget and the personnel in charge for the training are secured. The community engagement guideline is authorized.
Outputs			

¹ “LG functionaries” means the LG officials and the elected personnel (Dzongdags, Gups, Magmis, and Tshogpas).

“Community Groups” means Community Groups including User Groups.

<p>1. The modality to promote/facilitate the community engagement in local governance is strengthened.</p>	<p>a) Provisions for conduct of Zomdu in Local Government Rules and Regulations (LGRR) 2012 are revised by DLG.</p> <p>b) <u>CEPs hold the meetings before Chiwog Zondu, implement community activities including Annual Development Activities (ADAs) for FY2019/2020 and plan ADAs for FY2020/2021 in pilot Chiwogs.</u></p> <p>c) <u>Community activities including Annual Development Activities (ADAs) in each pilot Gewog are supported and monitored by pilot Dzongkhags and Gewogs.</u></p>	<p>Revised LGRR ADA monitoring reports End line survey report</p>	
<p>2 Technical and managerial capacity of LG functionaries and Community groups on community engagement in local governance is enhanced.</p>	<p>a) <u>ICBP training courses are improved/ modified based on the needs of LG functionaries and Community Groups.</u></p> <p>b) <u>90</u> staffs of LG functionaries are trained for supporting community engagement in local governance.²</p> <p>c) <u>CEPs members in 6 pilot Chiwogs are received technical support from LG functionaries.</u></p>	<p>Revised ICBP Training curriculum Training report from <u>pilot</u> Dzongkhags and Gewogs <u>Project Report</u></p>	
<p>3 Information sharing on community engagement in local governance is promoted in <u>pilot</u> Dzongkhags and nationwide.</p>	<p>a) <u>3</u> study visits/other experience sharing activities are conducted.</p> <p>b) <u>Experiences in 6 pilot Chiwogs are shared</u> in local governance are shared in <u>pilot</u> Dzongkhags / nationwide.</p> <p>c) Information, Education and Communication (IEC) materials developed.</p>	<p>Report of the study visits, and seminar/workshop IEC materials</p>	

Narrative Summary	Input	Important Assumptions
<p>Activities</p> <p>Output-1:</p> <ol style="list-style-type: none"> 1.1 To conduct in country and/or ex-country training / seminars / workshops for DLG and LG functionaries on community engagement in local governance. 1.2 To review existing manuals and guidelines related with community participation and forming community groups. 1.3 To set the standard of selecting pilot Gewogs. 1.4 To conduct baseline survey for situation analysis and clarifying the area needed for capacity development of LG functionaries and community groups. 1.5 To develop community engagement guideline through coordination and consultation with relevant stakeholders. 1.6 To identify relevant pilot Chiwogs in consultation with pilot Dzongkhags and Gewogs. 1.7 To support Gewog for supporting Chiwog planning in Zomdu in terms of ADA formulation in pilot Chiwogs. 1.8 To monitor Gewog planning for ADAs in pilot Gewogs. 1.9 To support Gewog and Chiwog for establishment of coordination platforms among community groups for implementation of ADAs in pilot Chiwogs. 1.10 To support Gewog and Chiwog to facilitate the community groups for ADA implementation including Community Contract Protocol (CCP) in pilot Chiwogs. 1.11 To monitor and support pilot Dzongkhags and Gewogs for necessary technical and managerial advice/consultations to Chiwogs / community groups. 1.12 To support pilot Dzongkhags and Gewogs for conducting ADA monitoring. 1.13 To monitor and support pilot Dzongkhags' focal person to organize the regular meetings among LG officials concerned for sharing experiences and lessons and considering the measures for improvement of ADA process in each pilot Dzongkhags. 1.14 To conduct end line survey on community engagement in local governance. 1.15 To revise provisions for conduct of Zomdu in LGRR 2012. 	<p style="text-align: center;"><Bhutanese side></p> <p><u>Project Personnel concerned:</u></p> <ol style="list-style-type: none"> 1) Project Director (DLG) 2) Project Manager (DLG) 3) Counterpart (CP) personnel (DLG) 4) Personnel from organizations concerned (GNHC, MoAF, MoH, LGs and any other agencies as may be relevant) <p><u>Project Implementation costs:</u></p> <ol style="list-style-type: none"> 1) Budget for Annual Development Activities in Gewogs 2) Pilot Gewogs will fund the implementation of their Annual Development Activities through Gewog resources 3) CP's travel allowances for pilot Dzongkhags /Gewogs 4) Budget for implementation of existing ICBP courses <p style="text-align: center;"><Japanese Side></p> <p><u>Japanese Experts and Local Consultants:</u></p> <ol style="list-style-type: none"> 1) Long-term experts 2) Short-term experts <p><u>Training in Japan/Third Country</u></p> <p><u>Provision of Equipment and Materials</u> (if necessary)</p> <p><u>Project Implementation costs</u></p> <ol style="list-style-type: none"> 1) Costs for JICA experts 2) Costs for local consultants 3) Training costs for the pilot Dzongkhags and Gewogs 4) Costs for workshops/seminar and fieldwork 	<p>The relevant ministries cooperate with DLG for authorization of the community engagement guideline.</p> <p>The sufficient number of LG functionaries as trainers for community engagement in local governance is secured.</p>
<p>Output-2:</p> <ol style="list-style-type: none"> 2.1. To develop training modules, curriculums and materials on community engagement in local governance. 2.2. To conduct Training of Trainers (TOT) for LG functionaries. 2.3. To support the trained LG functionaries to conduct technical and managerial trainings for community groups. 2.4. To conduct ex-country training programs on community engagement in local 		

governance. 2.5. To institutionalize the developed training courses into revised ICBP.		
Output-3: 3.1. To implement information / experiences sharing meetings among stakeholders in pilot Dzongkhags. 3.2. To conduct seminars/workshops for DLG and LG functionaries on good practices of community engagement in local governance. 3.3. To organize study visits to pilot Chiwogs in pilot Dzongkhags. 3.4. To conduct networking workshops among the participants of ex-country trainings for sharing their observations of community engagement in local governance. 3.5. To develop IEC materials for promoting community engagement in local governance.		Preconditions

Project Design Matrix (PDM)

Project Title: Support for Community Engagement in Local Governance (SCLG)

Implementing Organization: Department of Local Governance (DLG), Ministry of Home and Cultural Affairs (MoHCA)

Duration: 3 years 3 months (August 2015 – November 2018) **Extension:** April 2019 –March 2021

Target Group: LG Functionaries and Community Groups¹

Target Districts & Counties: Dagana (Drujegang and Goshi Gewogs), Mongar (Chali and Drepong Gewogs), Punakha (Goenshari and Limbuka Gewogs)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal			
Measures for promoting community engagement in local governance are taken to other selected Gewogs and Dzongkhags.	a) Rollout plan of the model and good practices of pilot Gewogs is approved and implemented. b) Community engagement platforms(CEP) are established in non-pilot Gewogs and Dzongkhags. c) Training on community engagement in local governance is conducted in non-pilot Gewogs.	Roll out plan Gup conference / GAO symposium Training reports from non-pilot Dzongkhags and Gewogs	
Project Purpose			
The mechanism for strengthening ownership and community engagement in local governance is established.	a) Community engagement guideline is formulated through verification on monitoring establishment and management of CEP in pilot Gewogs. b) Rollout plan of the model and good practices of pilot Gewogs is drafted.	Community engagement guideline End line survey report	There is no resistance from the line ministries/agencies to perform under one policy guideline. The budget and the personnel in charge for the training are secured. The community engagement guideline is authorized.

¹ “LG functionaries” means the LG officials and the elected personnel (Dzongdags, Gups, Magmis, and Tshogpas).

“Community Groups” means Community Groups including User Groups.

Outputs			
<p>1. The modality to promote/facilitate the community engagement in local governance is strengthened.</p>	<p>a) Provisions for conduct of Zomdu in Local Government Rules and Regulations (LGRR) 2012 are revised by DLG.</p> <p>b) CEPs hold the meetings before Chiwog Zomdu, implement community activities including Annual Development Activities (ADAs) for FY2019/2020 and plan ADAs for FY2020/2021 in pilot Chiwogs.</p> <p>c) Community activities including Annual Development Activities (ADAs) in each pilot Gewog are supported and monitored by pilot Dzongkhags and Gewogs.</p>	<p>Revised LGRR ADA monitoring reports End line survey report</p>	
<p>2 Technical and managerial capacity of LG functionaries and Community groups on community engagement in local governance is enhanced.</p>	<p>a) 90 staffs of LG functionaries are trained for supporting community engagement in local governance.²</p> <p>b) CEPs members in 6 pilot Chiwogs are received technical support from LG functionaries.</p>	<p>Revised ICBP Training curriculum Training report from <u>pilot</u> Dzongkhags and Gewogs <u>Project Report</u></p>	
<p>3 Information sharing on community engagement in local governance is promoted in pilot Dzongkhags and nationwide.</p>	<p>a) 3 study visits/other experience sharing activities are conducted.</p> <p>b) Experiences in 6 pilot Chiwogs are shared in local governance are shared in pilot Dzongkhags / nationwide.</p> <p>c) Information, Education and Communication (IEC) materials developed.</p>	<p>Report of the study visits, and seminar/workshop IEC materials</p>	

Narrative Summary	Input	Important Assumptions
Activities		
<p>Output-1:</p> <ol style="list-style-type: none"> 1.1 To conduct in country and/or ex-country training / seminars / workshops for DLG and LG functionaries on community engagement in local governance. 1.2 To review existing manuals and guidelines related with community participation and forming community groups. 1.3 To set the standard of selecting pilot Gewogs. 1.4 To conduct baseline survey for situation analysis and clarifying the area needed for capacity development of LG functionaries and community groups. 1.5 To develop community engagement guideline through coordination and consultation with relevant stakeholders. 1.6 To identify relevant pilot Chiwogs in consultation with pilot Dzongkhags and Gewogs. 1.7 To assist pilot Local Governments(LGs)/chiwogs in forming and functionalizing Community Engagement Platforms(CEPs). 1.8 To assist pilot LGs/Chiwogs in monitoring and assessing the community activities. 1.9 To conduct end line survey on community engagement in local governance. 1.10 To revise provisions for conduct of Zomdu in LGRR 2012. 1.11 To conduct Rural Life Improvement Program. 1.12 To follow-up Rural Life Improvement Program. 	<p style="text-align: center;"><Bhutanese side></p> <p><u>Project Personnel concerned:</u></p> <ol style="list-style-type: none"> 1) Project Director (DLG) 2) Project Manager (DLG) 3) Counterpart (CP) personnel (DLG) 4) Personnel from organizations concerned (GNHC, MoAF, MoH, LGs and any other agencies as may be relevant) <p><u>Project Implementation costs:</u></p> <ol style="list-style-type: none"> 1) Budget for Annual Development Activities in Gewogs 2) Pilot Gewogs will fund the implementation of their Annual Development Activities through Gewog resources 3) CP's travel allowances for pilot Dzonghkags /Gewogs 4) Budget for implementation of existing ICBP courses <p style="text-align: center;"><Japanese Side></p> <p><u>Japanese Experts and Local Consultants:</u></p> <ol style="list-style-type: none"> 1) Long-term experts 2) Short-term experts <p><u>Training in Japan/Third Country</u></p> <p><u>Provision of Equipment and Materials</u> (if necessary)</p> <p><u>Project Implementation costs</u></p> <ol style="list-style-type: none"> 1) Costs for JICA experts 2) Costs for local consultants 3) Training costs for the pilot Dzonghkags and Gewogs 4) Costs for workshops/seminar and fieldwork 	<p>The relevant ministries cooperate with DLG for authorization of the community engagement guideline.</p> <p>The sufficient number of LG functionaries as trainers for community engagement in local governance is secured.</p>
<p>Output-2:</p> <ol style="list-style-type: none"> 2.1. To develop training modules, curriculums and materials on community engagement in local governance. 2.2. To conduct Training of Trainers (TOT) for LG functionaries. 2.3. To support the trained LG functionaries to conduct technical and managerial trainings for community groups. 2.4. To conduct ex-country training programs on community engagement in local governance. 2.5. To institutionalize the developed training courses into revised ICBP. 2.6. To form a pool of resource persons. 2.7. To establish organizational structure for enhancing implementation capacity of SCLG activities. 2.8. To conduct refresher course on rural improvement program. 		
<p>Output-3:</p> <ol style="list-style-type: none"> 3.1. To implement information/experiences sharing meetings among stakeholders in 		Preconditions

<p>pilot Dzongkhags.</p> <p>3.2. To conduct seminars/workshops for DLG and LG functionaries on good practices of community engagement in local governance.</p> <p>3.3. To organize study visits to pilot Chiwogs in pilot Dzongkhags.</p> <p>3.4. To conduct networking workshops among the participants of ex-country trainings for sharing their observations of community engagement in local governance.</p> <p>3.5. To develop IEC materials for promoting community engagement in local governance.</p> <p>3.6. Experiences in 6 pilot Chiwogs are shared to pilot Dongkhags/nationwide.</p>		
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Table 1: Social and Economic activities generated in the pilot Chiwogs

Pilot Chiwogs	Social activities	Economic activities
Dogak	Attended Devi Sansari Puja Planted tree saplings Contributed vegetables to Dratsang Lhentshog, Desung and quarantine centers during national lockdown Celebrated New Year Organized group picnics	Mushroom cultivation Growing and selling vegetables Community contract works Opened joint bank account
Pangna Patala	Celebrated <i>Chunipai Losar</i> Made offerings at Lhakhangs Played <i>Khuru</i> . Donated 2 tons of Cabbage & Cauliflower to the quarantine centers during the first nationwide lockdown Welfare contribution	Community Contracts
Dompala	Celebrated New Year Played archery and <i>Khuru</i> Celebrated HM's Birthday Offered butter lamps Made contribution for <i>Lagatshachu Serto</i>	Developed community-financing scheme Contributed Group Seed Funds Opened group bank account
Laptsa	Painted 10 <i>Chortens</i> at Laptsa Chiwog Helped weeding 1acre maize field for a sick couple Offer butter lamps at Samtenling Lhakgang Celebrated <i>Losars</i>	Carried out vegetable plantation
Pangthang	Celebrated special occasions Contributed money for poor & disadvantaged Contribute money for bereaved households	No group economic activities

Table 2: Voluntary activities generated by CEPs in the pilot Chiwogs

CEP Chiwogs	Voluntary activities
Dogak	<p>Construction of toilet for 75 years old widow</p> <p>Clearing farm road blocked by monsoon, providing access to 19 households</p> <p>Construction of community gates and managing movement of people and vehicles</p> <p>Carrying out monthly cleaning and waste management activities</p> <p>Maintenance of footpath to old school</p> <p>Maintenance of water supply scheme</p> <p>Clearing bushes in and around the community.</p>
Pangna Patala	<p>Building house for homeless</p> <p>Helping to roof a community member's house</p> <p>Constructing retaining wall for CEP member</p> <p>Making drainage for a member</p> <p>Developing footpath in the community.</p> <p>During the first nation-wide lockdown constructing gates and managing movement of vehicle and people in their Chiwogs,</p> <p>Carrying out monthly cleaning and waste management activities.</p>
Dompala	<p>Clearing irrigation canal once a year before paddy plantation</p> <p>Carrying out monthly cleaning and waste management activities</p> <p>Coordination of the repair of five-kilometer-long GC road between Norbuthang and Tachuthungsa</p> <p>Construction of community Lhakhang at Tongcheykha</p> <p>Contribution of Power Tillers services for Chiwog related work.</p>
Laptsa	<p>Cleaning community main water source and tank</p> <p>Clearing farm road leading to Phijur which was blocked by monsoon</p> <p>Construction of house for Kidu Recipient (labour contribution)</p> <p>Carrying out cleaning and waste management activities</p> <p>Painted/whitewashed 10 chortens.</p>

Source of Table 1 and 2: "Assessment of Community Engagement Platform", prepared for DLG and JICA by Institute for Learning Solutions, February 2021, Thimphu, Bhutan