

# Preliminary Presentation Functional Survey For Good Governance and Decentralization Project

## Haa

**1. Introduction:**

Functional survey is the nucleus of the study, attempts was made to cover maximum number of GYT members by the survey. For the functional survey, the primary respondents were the GYT members. For cross-reference Dzongkhag Administration staff including extension staff from the field were also included. GYT sample representation is 56%. For the purpose of cross-reference 73 representatives from the Dzongkhag administration were also interviewed FGD was conducted only with the Tshogpas.

Dzongkhag	Geogs	GYT members	GYT sample frame	Administration	
				Extension	Dzongkhag
Trashigang	16	155	98	42	5
Bumthang	4	50	24	12	4
Haa	5	38	26	4	4
Total	25	253	148	60	13
Total sample of the total					

**1.1 The scope of the functional study is to:**

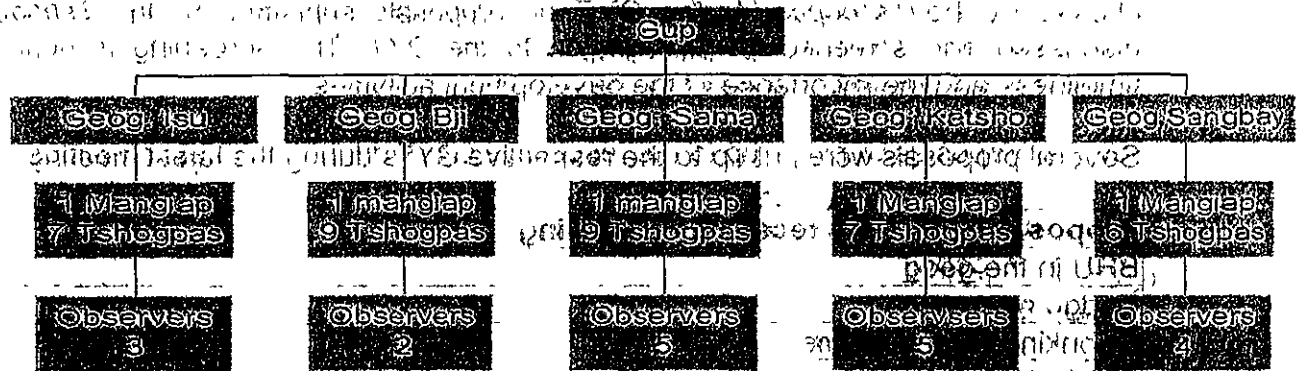
- Carry out the functional review of the GYT and DYT together with the Dzongkha Administration.
- Carry out training needs assessment (TNA) for GYTs and DYT's aiming at increasing effectiveness and efficiency in service delivery.
- Highlight indigenous/informal practices (religious etc.) and similar initiatives taken by other donors, and suggest the synergies based on the identified good practices
- To assist in reconfirming the three pilot districts.
- Examine an environment that would enable communities to participate in planning implementation and the M & E of the local development process.

**1.2 Identification Particulars**

Dzongkhag	Total Tshogpas	Tshogpa interviewed	Age	%	Education level	%
Haa	38	26	25-40	35%	Illiterate	58
			40+	65%	Monastic	23
					NFE	4
					Primary	8
					Secondary	8

From the baseline survey one of the most important quality of the Tshogpas mentioned by the community members was the ability to read and write. From the table above 58% of the Tshogpas elected could not read and write.

### 1.3 Organizational Structure of GYT



The organization of the GYT is more or less prescribed by the GYT Chathims. Observers include *Chimmi*, geog clerks and extension staff. In Sama geog village elders are also invited as observers.

#### 2. Meetings:

The *Gup* is the chairman of the GYT and meetings are held four times a year. In the absence of the permanent *Gup*'s office, meetings are held in RNR centres or schools in respect of Sangbay geog. Other are held in shared venues with ORCs. The GYT members were asked to provide information on the recent GYT meetings to find out if all the GYT members had attended during the last meeting. Most of the GYT meetings were held in May and June mainly to submit proposal for the National Assembly session through the *DYT*. From the information received, all the GYT members had attended the meeting including the two observers of *Chimmi* and *Gup*'s clerk. The attendance in the GYT meeting is very positive although is erratic with regards to observation from the extension staff.

The *Gups*, *Mangmi* and *Tshogpas* take shared responsibilities in arranging the meetings. The *Gup*'s clerk and the *chupons* also provide assistance in the arrangement. All voting and non-voting remembers are provided a sitting fee of NU: 150/= per day.

#### 3. Records:

The *Gup*'s clerk records the minutes of the meetings and often the minutes of the meetings takes between one to two weeks for distribution. Where the *Gups* do not have a permanent office the records are kept in the residence of the *Gups*. The absence of photocopier machines is one reason why distributions of the minutes are delayed.

**4. GYT Roles as Planning and Co-ordination:**

According to the GYT members, proposals are submitted to the GYT after the chhog meetings chaired by the Tshogpas. At the GYT the proposals submitted by the Tshogpas are further discussed and screened for submission to the DYT. The screening is done based on the timeliness and the importance of the development activities.

Several proposals were put up to the respective GYTs during the latest meetings as follows:

Proposal included in recent GYT meeting
BHU in the geog
Bridge renovation
Drinking water scheme
Electricity
Farm Road
FCR
Improved seedlings
Irrigation channel
Lhakhang renovation
Satellite telephone

The respective Tshogpas in consultation with the communities prepare development proposals. Amongst the proposals put up by the communities through the Tshogpas, the following proposals have been set aside for the next meeting from the respective geogs.

Proposal excluded in recent GYT meeting
Farm Road
Bridge construction
Inquiry about high electricity bill
Power tiller supply
River bank protection

The decision to set aside the proposals for the next meeting according to the GYT members is based on the timeliness and the importance of the activities and partly dependent on the sector policies. Most often proposals are put up not in line with the sector policies whereby the GYT has to defer them for further discussions. The strength of the planning process with the community is highly dependent on the knowledge about sector policies. Further more all-planning process is guided by the successive five-year plans. Therefore it is very important that the community members, GYT and extension staff have the overall government development plan and objectives in perspective. Here again since all aspects of development planning, implementation and monitoring of development activities are guided by the GYT and DYT chathrims it is very important for them to understand the chathrims.

**5. Implementation Modalities:**

According to the GYT members the time schedule for the implementation of the development activities is designed by the gup. At times the Mangmi is also responsible to set the time line and in limited cases the Tshogpa decides the time line.

Development activities in the geogs are implemented through various means, i.e centrally executed, geog execution, community execution and on contracts. For geog development activities the decision for the development plan implementation is by far taken at the GYT meeting and in some cases directly decided by the GYT chairman

**6. Monitoring:**

On asked who are responsible at the geogs on monitoring development activities, the responses from the GYT members said that it is the responsibility of the GUP to monitor development activities in the geogs, further more the GYT members felt that it is the responsibility of the Tshogpas to monitor development activities in their respective villages. Some of the GYT member said that the extension staff should also monitor development activities in their respective areas.

**7. Financial and auditing process:**

Geog	Tax Collection 2004	Average tax collection from HHs (Nu)	Tax income utilised on
Isu	12877.80	60	<ul style="list-style-type: none"> <li>▪ Renovation of irrigation channels</li> <li>▪ Renovation of Geog Monastery</li> <li>▪ RWSS renovation</li> <li>▪ Construction of toilets for Shedra</li> </ul>
Bjey	27,360.16	104	<ul style="list-style-type: none"> <li>▪ Feeder road maintenance</li> </ul>
Sama	28,115	102	As of now the tax collected has not been utilised and is deposited in the geog accounts in the bank
Katsho	27,000	81	Similarly it is deposited in the geog accounts
Sangbaykha	-	-	

Note: Sangbaykha since gup's was involved in the DYT familiarization workshop as the chairman at Thimphu, the figure could not be obtained since the records were kept in his residence

Tax collection in Bhutan is basically generated from land holding, house tax, animals and grazing land, which is comparatively very low in terms of contribution towards the national exchequer. Based on the 2002 GYT chathrim, the GYT has the authority to maintain the rural taxes in order to maintain existing development infrastructures. From the responses of the GYT the annual tax returns from the communities' were mostly spent on renovation of RWSS schemes

According to the GYT members, where the rural tax collection has been utilised, the decision to invest on the aforementioned activities was decided at the GYT meetings in consultation with the Dzongkhag administration.

### 8. Accounts:

The geog accounts are maintained by the gup in four of the geogs, in Sama geog the geog funds are maintained by the mangiap.

The GYT members were also asked who should be responsible for monitoring geog funds. Most of the members said that the Dzongkhag administration should be responsible to supervise and provide financial management to the GYT members. Some felt that the Royal Audit Authority should directly carry out the monitoring of financial management at the geogs level.

Finally the GYT members were asked what were some of the problems face while executing development activities in the Dzongkhag. The biggest problems seems to be late delivery of materials, equipments and funds. The other problems were the inability of the GYT members to mobilise labour. This is because in the initial planning, while the development activity is underlined in the plan the sub activity required to implement the total development activity is not underlined. To overcome this problems, management by objective or implementation schedule and modalities will have to be developed so that every development activities underlined are executed in the manner they were marginally planned within the prescribed budget. This exercise is very important for good governance. Good governance means the amalgamation of the peoples needs and government's aspiration to improve the quality of the lives of its citizens.

### 9. Focus Group Discussion with Tshogpas:

Tshogpas are elected members of the GYT. 76% said that the decision to elect a Tshogpa is based on community meetings. 13% said that village elders influenced the election. 3% of the HHs said that the GYT and the DYT influenced the election. In very limited cases a rotation basis is followed. Tshopas are elected every year according to the GYT chathrim,

Tshogpa Tenure	Total	%
Less than 3 months	6	23%
Between 4 to 12 months	7	27%
More than 1 Year	13	50%

23 % of the Tshogpas had been newly elected and has served for less than 3 months while another 27% has served between 4 to 12 months. Although Tshopgpas by the GYT

chhatrim are to be elected every year, 50% of the *Tshopgas* had served more than one year.

*Tshopgas* are not paid any remuneration, however they are expected from Shaptolemi or voluntary labour contribution. They are paid a sitting fee of Nu: 150/= per day during the *GYT* meetings. However, On asked if they were able to speak freely during meeting, a high majority of the *Tshopgas* said they feel free to express, however some of the *tshopgas* mentioned that they were handicapped as they were not educated and felt intimidated in the presence of high authorities.

**9.1 Roles and Responsibilities:**

The *Tshopgas* were also asked what their roles and responsibilities were as a village representative.

Tshopga's roles and responsibilities	Frequency	No. of respondents	Performance rating			
			Perfectly	Fairly	Difficult	Cannot perform
Mediate conflicts	18	20	10	3		4
Represent village in the <i>GYT</i>	14	15	14			
Monitor development activities	12	13	12			
Plan and submit village development proposal to <i>GYT</i>	12	13	12			
Care village temples and chortens	8	9				8
Pass <i>Gup</i> message to people	6	7	6			
Chair village meeting	5	6	5			
Assist government officials coming to village	4	5	4			
Looks after the welfare of the people	3	3	3			
Explain <i>GYT</i> Chhatrim to people	2	2				2
Monitor activities of people	2	2	2			
Looks after budget allocation	1	1	1			
Verfy new census entry	1	1	1			

From the table it seems that the *Tshopgas* are engaged in mediating conflicts in the villages. This is a traditional role of the *Tshopgas*, which has been further strengthened by the *GYT* chhatrim. But this is one major role where the *Tshopgas* seem not confident, which calls for supervision and coaching so that *Tshopgas* can mediate village conflicts more confidently. The other roles and responsibilities according the *tshopas* are much easier to perform except for taking care of village heritage sites like temples and chorten (stupas). While it is the role and responsibilities of the *Tshopgas* to ensure that the village heritages are not vandalised, they find it physically difficult. In response to the inability to

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explain the *Chathrim*s to the communities, two *tshogpas* who said this said that they do not have copies of the *GYT Chathrim*s, thus finding it difficult to explain to the communities:

**9.2 Training**

The *Tshogpas* were asked to if they had attended any training programs in the last two years. Only 6 out of 26 *tshogpas* had attended some training particularly training on RNR and one *Tshopas* had attended training on Health. None of the *Tshogpas* mentioned attending any training on good governance and decentralization.

The *Tshogpas* were asked in general what training programs in future would increase their individual efficiency and effectiveness. The future training requirements can be divided into two aspects i.e. training program on development aspects and training programs on good governance and decentralization. On the development front, 7% of the *tshopas* asked for further training programs on RNR sector. While collectively 4% of the *Tshogpas* said they needed training on health and hygiene and care and management of drinking water supply schemes.

Training area to increase efficiency	Frequency	%
Need RNR training	13	22
Drinking water training	1	2
Need health training	1	2

Understandably, the *Tshogpas* have asked for training programs, which are highly related to good governance.

Training area to increase efficiency	Frequency	%
Basic skills in writing and communication skills	13	22
On depth training on <i>GYT Chathrim</i> s	11	18
Training on book keeping and management	8	13
Planning and putting proposal to get positive impact	7	11
In country/Outside study tour	7	11

22% said they needed training on how to improve their communication skills and basic writing skills. 18% pointed out the need for familiarization training program on the *Chathrim*s. 13% said that they need training on bookkeeping and management. 11% said they needed training on planning and formulating village proposals for forwarding to the *GYT*. Another 11% said they required outside exposure and sharing of experiences with their counterparts in the rest of the country by means of study tours. The *tshogpas* were also asked how the *GYT* and *DYT* could function more effectively and efficiently:



Future course of action to improve <i>GYT</i> and <i>DYT</i> functioning	Frequency (n=67)	%
<i>Gup</i> office with all office accessories such as meeting hall and telephone connections	23	34%
TA/DA for <i>GYT</i> members to be increased	14	21%
Familiarization workshops on <i>GYT</i> Chhatrim and decentralization awareness programs for the communities	11	17%
Training on budget management and geog budget to be disclosed	8	12%
Tenure of <i>GYT</i> members to be increased	6	9%
Tshogpa to attend <i>DYT</i>	4	6%
Cooperation among <i>GYT</i> and <i>DYT</i> members	1	1%

Out of the 67 various responses received from the *Tshogpas*, 34% said the *GYT* can function more effectively with the establishment of a permanent *Gup*'s office with full accessories such as a *GYT* meeting hall and telephone connections. At the moment except for Bji geog where they have a semi-permanent independent office the rest of the four geogs function both as *Gups* office and *ORCs*. Most of the documents in such cases are kept with *GYT* member's residences.

The increase of TA/DA for *GYT* members also feature high on the agenda. Most interestingly, there is a lot of demand for familiarization workshops on the *GYT Chhatrim* not only for the *GYT* members but the communities also. Training on budget management and discussion on budget allocation is also another aspects where the *Tshopas* feel could improve the effectiveness of *GYT* functioning. There is also a small portion of the *Tshogpas* who feel that the tenure of the *GYT* members should be increased. *Tshopas* also feel that as *GYT* members they should be also representing at the *DYT* to ensure that their *GYT* members submit their proposals. It is the feeling that their proposals are not put up by the *GYT* members. This also calls for the *DYT* members to inform the communities and the *Tshopas* about the outcome of the *DYT* to clarify all misunderstandings. The line of communication will between *DYT* and *GYT* will have to be improved interns of informing the *Tshogpas*, so they can further transmit the information to their communities.

#### 10. Knowledge, Attitude towards *GYT* Chathrim:

Out of the 26 *Tshogpas* interviewed, a high percentage of the *Tshogpas* 50% are not aware of the composition of the *GYT* members there is a constant mistakes where the *Tshogpas* said that *Chimmi*, *Gup*'s clerk and chupons are *GYT* members.

*Tshopas* are not aware of the monthly allowances provided to the *GYT* members.

##### 10.1 Election of *GYT* members:

Although the *Chathrim* is read and explained prior to the *GYT* election by the *Chimmi*, and the *tshogpas* are aware of the other aspects of procedures for election of *GYT* members, 35% of the *tshogpas* were unable to tell the adult franchise rights that all registered residents of geog/village, who are 21 years of age and above, with citizenship identity card, shall be eligible to vote,

**10.2 Geog Yargey Tshogchung Meeting Procedures:**

42% of the *Tshogpas* were unable to tell the frequency of GYT meeting in a year. This is because most of the GYT members during the study period were elected recently.

19% of the *tshogpas* had no idea that at least two-thirds of all the members must be present at a meeting to form the quorum and pass any decision.

**10.3 Regulatory powers of Geog Yragey Tshogchung:**

The *Tshogpas* are basically not aware of the regulatory powers of the GYT. This is mainly because the regulatory powers are new roles and responsibilities accorded to the GYT, which was originally in the hands of the *Dzongkhag* administration.

**10.4 Administrative powers and Functions of GYT**

A very high percentage of *tshogpas* 69% did not know the need to discuss and submit three monthly progress reports to the *Dzongkhag* administration on sectors listed including financial and administrative matters, performances of civil servants etc.

**10.5 Financial Powers:**

A steady number of *Tshogpas* had very limited knowledge on the financial powers of GYT. This is clearly reflected by the *Tshogpas* response for training program on book keeping and financial management.

**10.6 Powers and Responsibilities of Gup:**

The financial powers of the *Gups* such as authorizing payments for the works, procurements, and administrative claims, and according financial sanctions for activities costing upto Nu.50,000, was also not clearly known to the *tshogpas*. We can clearly relate this to the *Tshogpas* response where they felt that the geog budget should be made known to the GYT members.

From the focus group discussion with the *Tshogpas*, it is evident that familiarization workshops on the *Chathrims* will have to be introduced and further enhance mainly in the areas of election procedures, regulatory and financial powers of the GYT which are very important for smooth grass roots governance.

On asked why some of the proposals from the GYT are left out at the DYT a high mojoiryt of the *Dzongkhag* representative said that the proposals from the GYT are most often not related to the sector policy.

On asked how they *Dzongkhag* administration staff can influence and promote decentralisation and good governance at the grass roots:

The *Dzongkhag* administration feels that decision-making should be placed on the gups, Chimis and the people. The GYT should be responsible for implementing all development activities with guidance and monitoring from the *Dzongkhag* administration.

What are some of the problems faced by the *Dzongkhag* administration while carrying out their roles and responsibilities in relation to good governance and decentralization?

- Inadequate capacity of civil servants/GYT/DYT members
- Poor infrastructure
- Poor public participation
- Remote location of geog, monitoring problem
- Lack of communication facilities in the geog centre
- Scattered settlement
- Migratory nature of people
- Irregular presence of Gup in the office

The *Dzongkhag* administration was also asked if there were any problems in the communication channel between the GYT and the *Dzongkhag* administration.

Problems Faced in Submit
GYT member not trained
Complicated reporting system
Low literacy rate
lack of awareness on reporting and monitoring work

On the election front the *Dzongkhag* administration staff were asked if it is all-well: The representative of the *Dzongkhag* administration felt that some problems still exist as a result of limited experience of the candidates, illiteracy and misinterpretation of the chathrims and to some extent election based on emotional attachment and not based on performance and experience.

On asked how the co-ordination between the GYT and the *Dzongkhag* administration could be improved:

- GYT members to invite extension staffs in GYT meeting
- Orientation program for GYT members on reporting and monitoring activities

Preliminary Presentation  
Baseline and Functional Survey  
for  
Good Governance and Decentralization  
Project

## 1 Background

- The guiding principle of the 9<sup>th</sup> five-year plan is the intensification of the Decentralization Policy. Renewed efforts are being made by the government to facilitate the capacities of local institutions to shoulder their roles and responsibilities effectively and efficiently to promote harmony between the governed and the governing.
- His Majesty the King has redesigned Bhutan's development objectives. The government while calling for cautious economic prosperity has placed high emphasis on spiritual prosperity advocating for Gross National Happiness.
- People have to know their own priorities in terms of development. GYT will have to play a major role in planning, implementing and monitoring and evaluating development interventions in their geogs.

## 2 Context of the study

- Decentralized governance in Bhutan began in 1981 when the Royal Government initiated the District Development Council, locally called the *Dzongkhag-Yargye Tsnogchung*
- Ten years later, in 1991, the government instituted the GYT (Block Development Committees) to further take decision-making and development planning to the grassroots.
- Endorsed the GYT and DYT *Chathrims*.
- Several development partners have agreed to provide assistance in the Decentralization Support Program of the Royal Government
- Japan International Cooperation Agency (JICA) is one of the many development partners which has agreed on a technical cooperation project to facilitate:
  - Capacities of the RGoB for strengthening local governance and decentralization in Bhutan
  - Improvement in the delivery of public services to communities in order for the RGoB and the Bhutanese people to come closer to achieving "Gross National Happiness"

Within the scope of this over all objectives the project is aimed at.

- a) Institutionalizing and facilitating "GYT and DYT *Chathrims* 2002" throughout the Kingdom
- b) Capacities for local governance in selected districts are enhanced both at organizational and individual level
- c) Capacity of MOHCA is enhanced for policy formulation and coordination
- d) Needs for further development of capacities and institutions for local governance are identified and the scope of the second phase of the projects is formulated
- e) As the part of the project, a comprehensive set of surveys was commissioned at the early stage of implementation in order to ensure that the capacity development needs of the RGoB are appropriately addressed.

### 3 Scope of the study:

The immediate objectives of the study are:

- Collect and analyse basic data on the socio-economic profile of all blocks of the target districts.
- Establish current reality dialogue in relation to service provided by development centre such as geog centres, RNR centres including religious, cooperative, business and public facilities in the target blocks.
- Develop and undertake communities' satisfaction survey in the target districts in order to gauge their views on the quality and quantity of public services.
- Carry out the functional review of the GYT and DYT together with the Dzongkha Administration.
- Carry out training needs assessment (TNA) for GYTs and DYT's aiming at increasing effectiveness and efficiency in service delivery.
- Highlight indigenous/informal practices (religious etc.) and similar initiatives taken by other donors and suggest the synergies based on the identified good practices.
- To assist in reconfirming the three pilot districts.
- Examine an environment that would enable communities to participate in planning implementation and the M & E of the local development process.

### 4. Study Sample:

#### 4.1 Baseline Survey

Dzongkhag	Geogs	Villages	HHs	Sample HHs	Respondent		Remarks
					M	F	
Trashigang	16	201	7577	1050			Originally planned for 1221 HHs. Survey for Merak and Sakteng geogs were abandoned due to inaccessibility as a result of heavy flash floods
Bumthang	4	80	1200	241	46	195	
Haa	5	95	1137	201	71	130	Originally planned 226 HHs, unable to visit four villages (Mochu, Kokha, Yangtse and Tshochen) as result of Amochu suspension bridge being washed away
Total	25	376	9914	1491			
Of total				15%			

IN terms household representation, the sample size at an average is 15%.

#### 4.2 Functional Surveys:

For the functional survey, the primary respondents were the GYT members. For cross-reference Dzongkhag Administration staff including extension staff from the field were also included

Dzongkhag	Geogs	GYT members	GYT sample frame	Administration	
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Total	25	253	148	60	13
Total sample of the total			221		

- GYT sample representation is 56%. For the purpose of cross-reference
- 73 representatives from the Dzongkhag administration were also interviewed
- The FGD was conducted only with the Tshogpas.

#### 5. Methodology:

Objectives	Tools	Applied to
Collect and analyse basic data on the socio-economic profile of all blocks of the target districts. Establish current situation in relation to service provided by development canters undertake communities' satisfaction survey in the target districts in order to gauge their views on the quality and quantity of public services. Establish information on community participation in local governance and local development initiatives	Pre-prepared survey questionnaires	1491 HHs
Carry out the functional review of the GYT and DYT together with the Dzongkhag Administration Carry out training needs assessment (TNA) for GYTs and DYT's aiming at increasing effectiveness and efficiency in service delivery	Repapered questionnaire Focus Group Discussion	87 GYT members and 73 Dzongkhag administration staff 134 Tshogpas

- 19 enumerators were selected
- They were trained for two days after which a
- Pre-test was carried out Namseling in Thimphu.
- The enumerators were divided into three teams led by a supervisor.
- The supervisors were involved in focus group discussions and interviews with the GYT members and extension staff at the geog centers

Haa

1. General Overview

Gewogs	Altitude in meters
Katsho	2850-3100
Sombaykha	1500-3000
Sama	1500-2800
Uesu	2600-3900
Bji	2800-9000

*Number Agriculture of water*

2 Health indicators:

Indicators	2001	2002
Crude birth rate	22.58/1000	20/1000
Crude death rate	1.52/1000	3.47/1000

No. Of BHU	4
No. Of ORC:	9
No. Of hospital (IMTRAT)	1
RWSS <i>Rural Water Supply Scheme</i>	94 schemes

3. Education Indicators:

Community School	1
Primary school	3
Lower secondary School	3
Higher School	1
Total enrollment	3203
Student to teacher ratio	27:1
Enrollment growth rate (%)	2.6
NFE	11

4 RNR Indicators:

Agriculture extension centre	2
Wet land in acres	207.2
Dry land in acres	2,177.9
Tsheri in acres	1,304.7
Kitchen garden in acres	112.1
Orchard in acre	252.3
Sokshing in acres	1,542.4
Tsamdrok in acres	108,010.3
Total agriculture land in use	113,606



## 5. Livestock Population

Indicators	2000	2001	2002
Local cattle	6859	7344	5793
Cross breed	1324	1724	1076
Yak	6404	9114	6288
Poultry	3059	3540	2899
goat	85	99	76
Horse/mule/donkey	1216	1556	1347
Pigs	943	1206	1012

## 6. Respondent Profile:

The population used in this analysis is the resident population of the program villages. The resident population is defined as those persons who have lived at the house for at least six months of the previous year. Royal Government census figures identify the registered population at the household, which includes persons registered at the house but residing elsewhere.

- A total of 201 HH were surveyed in Haa.
- This accounts to 17% of the total HH.
- 35% of the respondents were male and 65% were female

### Demography

The total resident population from the sampled matrix of 201 HHs was recorded at 1197 indicating that the average resident population in a household is six members. From the table the percentage distribution of the population demonstrates a slight, but noticeable gap between male and female population at 49% to 51% respectively. 47% of the resident population is in the age group of 15-45 years followed by 21% in the age range of 46-65, 18% falls under the age group of 6-14 while 0-6 and > 65 constitute 7%

- The total resident population from 201 HH was recorded at 1197
- The average resident population in a HH is six members
- Population ratio for male and female is 49% to 51% respectively
- 7% age group 0-6
- 47% of the resident population is in the age group of 15-45 years
- 21% in the age range of 46-65
- 18% falls under the age group of 6-14
- 7% is above 65+
- 43% of the population surveyed were married
- 23% unmarried
- 8% were either divorced or widowed
- 26% of the population surveyed were minors

### 9.3 Distribution of Crops:

% of Crop allocation	Rice (n=21)	Maize (n=40)	Wheat (n=164)	Millet (n=31)	Buckwheat (n=105)	Barley (n=59)	Pulse (n=7)	Total
Consumption	77	50	48	53	46	47	30	351
Cattle feed	3	23	20	10	21	23	5	105
Seeds reserve	15	14	18	13	19	18	8	105
Marketing	0	1	1	1	0	1	57	61
Alcohol	5	11	13	23	13	12	0	77

From the table it can be seen that crop production is mainly used for consumption (50% for cattle feed and seed reserves are equally shared at 15% each. A small portion of the 9% mainly pulses are sold in the market. Reserves for alcohol-making is 11%.

### 9.4 Animals

Animals	Number of households	Percentage of all houses (n=201)	Number of animals	Average per HH owning
Cows	185	90%	1918	10.4
Horses	102	50%	534	5.2
Pigs	51	25%	102	2
Chicken	128	64%	673	5.3
Yaks	20	9%	854	43

### 9.5 Income Source

Income source	Number of households	Percentage of all houses (n=201)	Total Income	Average per HHS owning
Apple	25	12%	257,600	10304
Potato	40	20%	306820	7671
Cardamom	29	14%	1429250	49284
Piggery	45	22%	43150	959
Poultry	75	37%	73100	975
Dairy	144	72%	1131500	7858
Wage	56	29%	327200	5843
Remittances	72	36%	572000	7944
Business	37	18%	312000	8432

### 10.3 Incidence of Death

Geog	Death cases		Sex	Age
	Yes	No		
Isu	0	28		
Bley	1	49	Female (n=1)	25+
Sama	2	33	Male (n=2)	25+
Katsho	3	55	Female (n=1) →	25+
			Male (n=2) →	25+
Sangbaykha	6	25	Female (n=4) →	25+
			Male (n=2) →	7-12
				0-6

### 10.4 Immunization coverage of less than five:

Immunization coverage of children under six was also studied to gauge one of the primary services of the ORCs and BHUs

Geog	If Yes by Sex		Immunized		Where		
	Male	Female	Yes	No	ORC	BHU	Hospital
Isu	9	6	15	0	9	5	1
Bley	15	5	19	1	0	19	0
Sama	11	12	21	2	11	10	0
Katsho	8	4	12	0	0	11	1
Sangbaykha	6	6	11	1	2	8	1
	49	33	78	4	22	53	3

- Of the total of 82 children recorded under the age of 6
- 95% of the children are immunised.
- 28% are immunised at the ORCs
- 68% are immunized at the BHU
- 4% in the hospital

### 10.5 Village Health Workers

Geog	No of villages visited	Presence of VHW
Isu	11	9
Bley	11	10
Sama	8	2
Katsho	15	12
Sangbaykha	9	4
Total	54	37

- 69% of the villages had VHWs who were mostly appointed by the community.
- Basic medical assistance, and helping the community refer the cases to either the BHU the monitoring and maintenance of environmental sanitation and hygiene
- Spreading the messages on reproductive health.
- Assist the HA during his/her visits to the community.

#### 10.6 Frequency of Visits

Visit frequency by BHW/HA	Isu	Bjey	Sama	Katsho	Sangbaykha	Total
Once a week	5	4	1	1	4	15
Once a month	15	15	14	28	20	107
Once every six months	0	9	1	10	0	20
Once every one year	2	4	3	0	1	10
As and when called	3	15	13	9	3	43
Do not visit	0	0	3	2	1	6

The respondents were also asked to provide information on the services availed from the BHU. From a variance of 343 responses,

- 49% said that the BHU staff mainly monitor and provide educational messages on personnel health and hygiene and environmental
- Visits to the villages are made for the monthly clinic where the children are immunised and pre-natal and postnatal care are provided.
- Health messages on reproductive health are also provided during the visits
- Testing of the salt for iodine

#### 10.7 Health problem

- 71% said that the health services in the communities were very good and they did not face any problems. One of the major problems
- 28% of the households said that transportation mainly those HHs which were far from the facilities resulting in late delivery of health care.
- Other minor problems faced by the communities are lack of adequate health facilities and in some cases the non-availability of women health staff especially while attending to delivery cases
- health facilities closer to their villages through the construction of BHUs and ORCs
- There was a considerable amount of demand for ambulances for the BHU and telephone connections to the BHU
- Women medical staff in the BHUs required

#### 10.8 Health Training:

- A total of 18 people had attended formal health-training program during the last three years.
- 61 % of them were female
- All the VHWs 37 of them who were under the preview of this study had been trained on reproductive health, first aid, personal health and hygiene and environmental sanitation.

### 10.9 Health Delivery Evaluation:

Geog	Very good	Good	Satisfactory	Needs Imprv.	Don't know
Isu	11	9	0	8	0
Bjey	22	18	8	1	0
Sama	4	13	6	10	2
Katsho	34	20	4	0	0
Sangbaykha	25	5	0	1	0
<b>Total</b>	<b>96</b>	<b>65</b>	<b>18</b>	<b>20</b>	<b>2</b>
	<b>48%</b>	<b>32%</b>	<b>9%</b>	<b>10%</b>	<b>1%</b>

- 48% of the HHS said that the services provided by the health facilities in the communities were very good, another
- 32% said the services were good
- 9% found the services satisfactory
- 10% said the services required improvement

### 11. Education:

Geog	Community	Primary	LSS	MSS	HSS	NFE
Isu	0	0	1	0	0	5
Bjey	0	1	1	0	0	0
Sama	0	1	0	0	0	2
Katsho	0	0	1	0	1	2
sangbaykha	1	1	0	0	0	1

- Haa has one community school
- 3 primary schools, 3 lower secondary schools
- one higher secondary school and nine NFE centres
- A total of 442 children between the ages of 6-25 were recorded in the survey

From a total of 442 children recorded from the survey in the school going age category 345 of them are attending school. A total of 15 monks and nuns were also recorded during the survey

#### 11.1 Enrolment

Age	Boys	Girls	Total	School Going		Non-School Going		% School Going		% Non-school Going	
				Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
6 to 12	85	75	160	71	64	14	11	84	85	16	15
13 to 18	50	88	138	48	72	2	16	96	82	4	18
19 to 25	64	80	144	48	42	16	38	75	52	25	48
<b>Total</b>	<b>199</b>	<b>243</b>	<b>442</b>	<b>167</b>	<b>178</b>	<b>32</b>	<b>65</b>	<b>83%</b>	<b>73%</b>	<b>17%</b>	<b>27%</b>
<b>Total enrolment rate in Haa</b>								<b>73%</b>			

- The over all enroiment rate is 78% for Haa.
- 83% of the boys are enrolled
- 73% of the girls are enrolled.
- The enrolment ratio between boys and girls in Haa is 53% and 47% for girls.

## 11.2 School Problem

School Problem	Frequency	%
Facilities such as hostels, class rooms and insufficient teachers and day meals	20	10
Financial problem	41	21
Transportation problem	14	7
School distance far	23	12
No job after dropout	9	5
Safety of child	12	6
No problem	76	39
<b>Total</b>	<b>195</b>	<b>100</b>

- 48% of the respondents said that the education system and the services rendered in the Dzongkhag was very good
- 36% said hat it was good
- 14% said that the services were satisfactory and needed improvement
- Another 2% were unable to evaluate the services because they had no children going to school

## 12. RNR

Geog	No of households	Dry land acres	Average landholdin g per HH	Average production	Irrigate d acres	Averag e Per HH	Ave pro n
Isu	28	70.8	2.53	450 kgs	-	-	-
Bjey	49	136.7	2.79	523 kgs	-	-	-
Sama	35	84.05	2.40	94.40 kgs	-	-	-
Katsho	58	120.01	2.07	489 kgs	-	-	-
SangbayK ha	31	107.05	3.45	567 Kgs	31.08	1.00	287

### 12.1 Frequency of visits

No.	Visit frequency by Agri.staff	Isu	Bjey	Sama	Katsho	Sangbaykha	Total	%
1	Once a week	4	2	2	0	0	8	4
2	Once a month	3	17	11	20	15	66	33
3	Once after two months	4	16	7	20	7	54	27
4	Once every six months	8	7	4	9	3	31	15
5	Once every one year	7	4	9	1	2	23	11
6	As and when called	2	3	2	8	4	19	9

### 12.2 Services Provided BY Agriculture Extension?

- Distribution of seedlings
- Distribution of pesticides
- Distribution of fertilizers
- Agriculture tools and farm machineries

### 12.3 Problems in Agriculture Sector

Agri. Problem By ranking	Frequency	%
High quality seedlings and insufficient seedlings and fertilizers	50	24
Pesticides problem	17	8
Crop damage by wild animals	15	7
Lack of agriculture tools	10	5
Lack of farm machineries	11	5
Infertile land	9	4
Irrigation channel	3	1
No problem	96	46

### 12.4 Service Evaluation:

No	Geog	Very good	Good	Satisfactory	Needs Imprv.
1	Isu	12	7	5	3
2	Bjey	19	24	6	0
3	Sama	6	14	4	11
4	Katsho	23	32	2	0
5	Sangbaykha	27	4	0	0
Total		87	81	17	14
%		43	40	8	7

### 12.5 Livestock:

Animals	Number of households	Percentage of all houses (n=201)	Number of animals	Average per household
Cows	185	90%	1918	10.4
Horses	102	50%	534	5.2
Pigs	51	25%	102	2
Chicken	128	64%	673	5.3
Yaks	20	9%	854	43

### 12.6 Frequency of visits by Livestock Extension:

Visit frequency by H/Stock staff	Isu	Bjey	Sama	Katsho	Sangbaykha	Total	%
Once a week	2	3	2	0	0	7	3
Once a month	6	13	4	14	12	49	24
Once after two months	6	19	10	20	2	57	28
Once every six months	4	11	15	11	1	42	21
Once every one year	4	0	9	1	2	16	8
As and when called	6	3	9	18	4	30	15

### 12.7 Services Provided

- Medical care for animals is the most important services provided by the extension
- Distribution of cross breeds
- Distribution of fodder seeds
- Artificial insemination is another services

### 12.8 Problems Expressed by the Farmers:

- insufficient artificial insemination facilities
- Frequent out break of diseases
- RNR centres are too far from their villages hence the delay in providing curatives services

### 12.9 Services Evaluation:

No.	Geog	Very good	Good	Satisfactory	Needs Imprv.
1	Isu	12	7	4	4
2	Bjey	19	16	14	0
3	Sama	5	13	6	11
4	Katsho	21	33	3	0
5	Sangbaykha	25	6	0	0
Total		82	75	27	15
%		41	37	13	7



### 12.10 Forestry Services:

Forestry services also fall under the RNBR sector and every geog centre has an extension staff looking after the needs and requirement of the farmers.

### 12.11 Services Provided:

- Marking of the trees
- Providing permission for fuel wood and construction
- Encourage social and community forestry

### 12.12 Services Evaluation:

No.	Geog	Very good	Good	Satisfactory	Needs Imprv.
1	Isu	2	5	6	15
2	Bjey	12	9	15	13
3	Sama	0	10	4	18
4	Katsho	13	24	18	2
5	Sangbaykha	21	10	0	0
<b>Total</b>		<b>48</b>	<b>58</b>	<b>43</b>	<b>48</b>
<b>%</b>		<b>24</b>	<b>29</b>	<b>21</b>	<b>24</b>

### 13. Peoples Participation in Development activities:

The geog based planning was introduced in the beginning of the 8<sup>th</sup> FYP where communities GYT and DYT members participated in formulating the geog development plans. For the first time this participatory planning approach was introduced and implemented in all the 202 geogs in the entire country. In the last two years several development activities have been initiated in the geogs.

#### 13.1 Development Activities:

Geog	Development Activities in the last 2 Years
Isu	Bridge construction
	Cross breed cattle distribution
	Drinking water supply
	Electricity
	Farm Road
	Fodder plantation
	Distribution of Improved seedlings
	Trail Rice plantation
	River bank protection
	Distribution of Saplings
	Telephone line connection

Geog	Development Activities in the last 2 Years
Bjey	Bridge construction
	Bridge renovation
	Cross breed cattle
	Drinking water supply
	Electricity
	Farm Road
	Fodder plantation
	Improved seedlings
	Irrigation channel
	Lnakhang renovation
	Initiation of NFE centre
	Telephone line connection
	Additional academic block and drainage system
Saplings	

Geog	Development Activities in the last 2 Years
Same	Gups office
	Construction of ORC
	Initiation of NFE centre
	Construction of RNR centre
	Drinking water supply
	Electricity supply
	Farm Road
	Fodder plantation
	Improved seedlings
	Drinking water renovation
	School in village
Saplings	

Geog	Development Activities in the last 2 Years
Kaisho	Bridge construction
	Bridge renovation
	Cross breed cattle
	Fodder plantation
	Improved seedlings
	Monks hostel
	Drinking water renovation
Piston lever to clean stagnant water	

Geog	Development Activities in the last 2 Years
Sangbaykha	Bridge construction
	Bridge renovation
	Fodder plantation
	Improved seedlings
	Pesticides
	Solar cell
	RNR centre

### 13.2 Decision on the Development Activities

- 36% of the household said that it was the decision of the communities
- 33% said that the development activities were decided by the
- 31% of the HHS said that the decision was made by the DYT

There is a need to allow the people to participate more on planning and deciding on their own activities through community development training workshops

- 80% of the HHS contributed labour towards the implementation of development activities
- 20% contributed in cash

### 13.3 Monitoring development activities

Monitoring developmental activities	Frequency	%
Extension staff	32	10
Geog clerk	11	3
Gup	123	37
Mangap	40	12
Village elders	2	1
Tshogpa	117	35
No idea	5	2

## 14 Good governance

### 14.1 Tshogpa Election:

Through voting system but nominations are done on the basis of

- 76% said that the decision to elect a Tshogpa is based on community meetings
- 13% said that village elders influenced the election
- 3% of the HHS said that the GYT and the DYT influenced the election of the Tshogpas
- 2% traditional rotation basis

**14.2 Qualities of a Tshogpa:**

- 48%) said ability to read and write was very essential.
- 32% of the respondents said that the Tshogpas should be aware of government policies, able to table village development activities to the GYT, take his roles and responsibilities with honesty and sincerity and experienced in discharging development activities in the village. Another
- 10% said that the Tshopa should be a permanent resident of the area.
- 8% of the respondents said that he/she should be able to resolve conflicts arising in the village. 2% of the respondents said Tshogpa should not indulge in substance use

**14.3 Tshogpas Roles and Responsibilities as mentioned by respondents:**

- 36% of the respondents said that the Tshogpas are responsible for mediating between the government (GYT) and the people in terms of representing and submitting village proposals to the GYT and sharing the decisions with the communities
- 33% said his responsibility is to assist planning and monitoring development activities for the village
- 16% of the respondents felt that his responsibility is chairing village meetings.
- 15 % said that his responsibility is to solve minor conflicts in the village.
- Some said arranging logistics for people visiting the village

**14.4 Election of GYT members.**

86% of HHs has participated in the election of the GYT members

The nomination is influenced by.

- 86% through village meetings
- 18% through village elders
- 11% through GYT meetings
- 4% influenced by extension staff

**14.5 Quality of a Gup as expressed by the Communities:**

	%
Ability to read and write	44%
Representing the geoq at the DYT and experienced in community development	21%
Dedicated to TSA-WA-SUM and working for the benefit of the geoq	12%
Sincere and hard working	18%
Resident of that area	4%
Work in line with GYT Chartism	1

#### 14.6 Satisfaction Survey on the GYT members

	Highly satisfied	Satisfied	Not satisfied
Gup	117	75	9
Chimi	93	91	17
Mangiap	94	102	5
Tshogpa	101	93	7

##### 14.6.1 Gup

59% of the HHs said they were highly satisfied.  
 37% of the respondents said they were satisfied while  
 4% said they were not satisfied

##### 14.6.2 Mangiap

- 47% said they were highly satisfied
- 51% said they were satisfied and
- 2% said they were not satisfied

##### 14.6.3 Chimi

Although Chimi is not a member of the GYT the respondents were asked to rate his services rendered to the goegs.

- 46% of the respondents said they were happy with their chimis
- 45% said they were satisfied
- 8% said they were not satisfied

##### 14.6.4 Reasons why they were not satisfied with their GYT members were:

- Delay in development activities and not monitoring development activities
- Unable to substantiate the Geog proposal to the GYT
- Less interaction with the people
- Do not attend village Zomdues
- Unable to represent and put up proposals to the National Assembly
- Unable to share the outcome of the NA with the public
- No regular visits to the villages

#### 15 GYT Chathrim:

60% of the respondents had heard about the GYT chathrim  
 40% had not heard of the GYT chathrim.

(Need more advocacy)

- 36% of those who knew about the chathrim heard from the gup.

- 27% from the tshogpa
- 13% from the chimmi and
- 10% from the village elders
- 12% said that they heard about the GYT chathrim from the extension staff, media and i  
geog clerk.

**16 Village meetings**

- The Tshogpa calls 79% of the meetings as and when required.
- 13% of the villages have their regular village meeting once a month.
- 8% of the villages have their meetings every after three months.

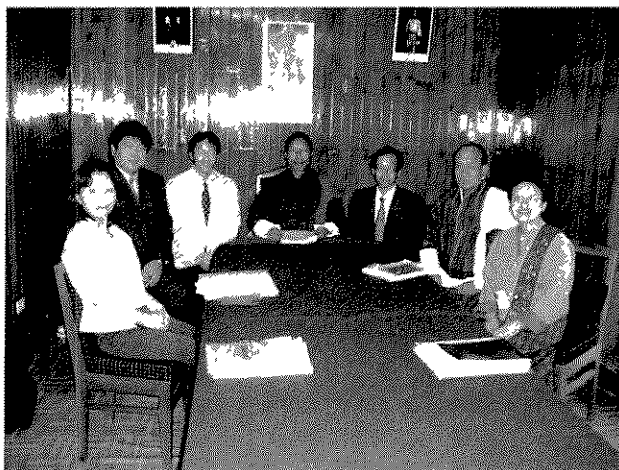
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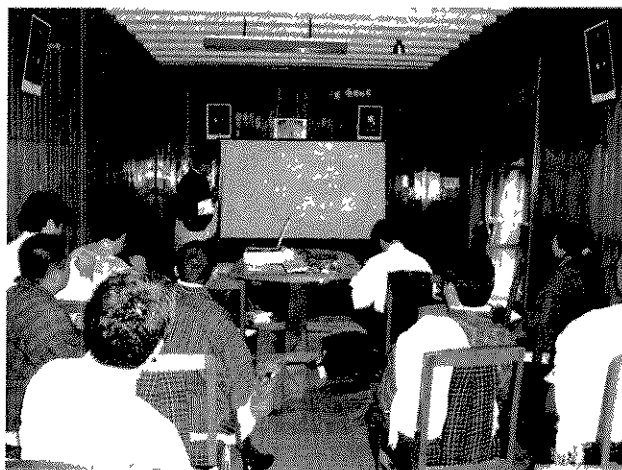
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内務省次官との協議



ハ県ジ地区 GYT メンバー



リトマスのプレゼンテーション



ブムタム県県庁協議







ブムタム県県庁スタッフとの協議



ブムタム県政府設計の地区事務所（建設中）



ブムタム県チョコール地区 BNG センターと  
地区事務所



ブムタム県ウラ地区歩道整備予定地





