

Local Development Planning Manual

Standards for annual planning at Dzongkhag and Gewog level



Royal Government of Bhutan
Gross National Happiness Commission

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Tip



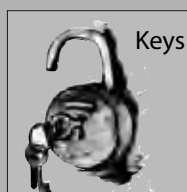
Case



Summary



Reference



Keys



Tools



Format



Checklist

Abbreviations

CDG	Constituency Development Grant
DANIDA	Danish International Development Agency
DBO	Dzongkhag Budget Officer
DNB/MoF	Department of National Budget/Ministry of Finance
DPO	Dzongkhag Planning Officer
DRAP	District Rural Access Planning
DT	Dzongkhag Tshogdu (District Local Government)
GAO	Gewog Administrative Officer
GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
GPIS	Gewog Profile Information System
GT	Gewog Tshogde (Block Local Government)
IPF	Indicative Planning Figure (Formula based)
JICA	Japan International Cooperation Agency
MNA	Member of National Assembly
MYRB	Multi-Year Rolling Budget
NA	National Assembly
PEMS	Public Expenditure Management System
PLaMS	Planning and Monitoring System
RIM	Royal Institute of Management
SNV	Netherlands Development Organisation
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program

Introduction

Background

The governance system of Bhutan has changed a lot in the first decade of the new millennium. Formal decentralisation started in the early 80s and has continued. Today, Gewogs and Dzongkhags receive an Annual Grant for Local Governments from the central government, which enables them to plan and implement development activities that are a priority for the local people.

Our people enjoyed the first democratic election (adult suffrage instead of the previous system of household votes) of the Gups in 2002, and just six years later we elected our democratic government for the first time. These rapid changes place a heavy burden on elected officials and their local governments, engendering new questions. How to ensure the provision of social and economic services for the general wellbeing of the people in a sustainable and equitable manner? How to ensure that development occurs in a planned and harmonious manner? How to undertake activities consistent with relevant laws and policies of the country? How to encourage involvement of communities and their organizations?²

The Local Development Planning Manual aims to support local governments, especially the Gewog Administrative Officer and the Dzongkhag Planning Officer in these functions. By setting basic standards for the annual planning process, local governments can set out to work in an effective, transparent and accountable manner.

What is this manual about?

This manual describes the annual process and the basic techniques for Local Development Planning. In this process, Local Governments partner with the people, community organizations, cooperatives, and businesses to plan, carry out and evaluate development activities in a participatory and sustained manner to improve the wellbeing of all. Development activities occur either at the initiative of individual stakeholders or by Local Government leadership.

The manual uses approaches that have been tried and tested in Bhutan and elsewhere to help Local Governments to facilitate communities to become actively involved in the assessment, planning, implementation, monitoring and evaluation of development activities. The philosophy of the manual is that Local Governments and the people should work closely together if they are to address development successfully. Using the manual, Local Governments and communities can:

- **assess** the current development situation, and identify annual development activities
- **prioritise** annual development activities
- **differentiate** between Gewog, Dzongkhag and Central planning responsibilities.
- **plan** development activities
- **implement** the plan
- **monitor and evaluate** development activities



Tip

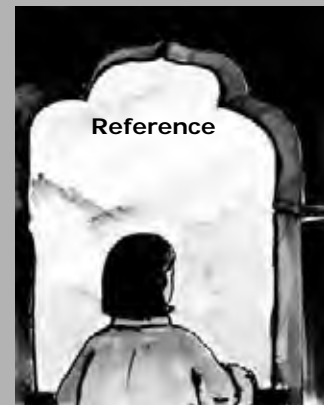
All tools and formats can be found in the tools and format sections at the end of this manual

Summary



This chapter provides an overview of what the manual is about, who it is for and how it can be used.

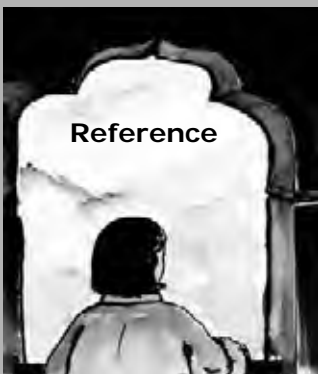
Reference



This Local Development Planning Manual comes with all the documents that we refer to. These documents can also be consulted on the GNHC website
<http://www.gnhc.gov.bt/>



The manual can also assist Civil Society Organisations and donors who wish to support communities to assess a particular situation, such as domestic violence, child care, or the needs of visually impaired people: to reflect on their situation, identify ways forward, plan, implement, monitor and evaluate social activities.



- Guidelines for Annual Grants for Local Governments (Dzongkhags and Gewogs)
- Constituency Development Grant Guidelines
- Tenth Five Year Plan 2008 – 2013
- GT & DT Chathrims
- Local Government Act, 2009
- Functional and Financial Assignment of Responsibilities
- Community Contract Protocol
- Costing templates for basic infrastructure
- Procurement Manual for basic infrastructure
- Procurement Rules and Regulations, 2009
- Financial Rules and Regulations
- National M&E manual
- ICBP Curriculum
- National Standards for Ambient Air Quality, Industrial Emission, Workplace Emissions and Noise Levels for Bhutan.
- Interim Guidelines for Mainstreaming Environment in Policies and Programmes.

Who is this manual for?

This manual is intended to help Local Governments³ and the people to work together to develop their Gewog and Dzongkhag with respect to agriculture, education, water and sanitation, health, roads, cultural identity, and economic development through the sustainable use of forest products or tourist attractions. This manual is written for Dzongkhag Planning Officers and Gewog Administrative Officers, but it may also be used by Elected Officials, Sector Heads and Extension Staff, Dzongkhag Finance Officers, and Gewog Clerks and Accountants.

How did we develop this manual?

The Gross National Happiness Commission hired the Royal Institute of Management (RIM) to develop and design this manual. RIM has over twelve years of experience in capacity building for Local Development Planning in Bhutan. These experiences include projects like Training of Four Planning Officers, Gewog Development Facilitating Activities (GDFA), Decentralized Support Programme (DSP), Local Governance and Decentralization Project Phase 1 and 2 (LGDP 1 and 2), Agreed Agreement 4 (AA4) and Integrated Capacity Building Plan (ICBP) with different donors and key government agencies. A common theme of RIM's work has been encouraging community participation in the assessment, design, implementation, monitoring and evaluation of local development activities. The experience of RIM is that involving communities at each stage of an activity greatly enhances their capacity to take charge of their own development and contributes to sustainability.

With support of Bhutan's development partners such as DANIDA, JICA, SNV, UNDP, and UNCDF, various reviews of Local Development Planning experiences were carried out. All the steps, tools and formats described in this manual were developed or adapted in the field by RIM and others with Local Governments and communities. In the process of manual development, various stakeholders, especially the primary users, Gups, Gewog Administrative Officers, and Dzongkhag Planning Officers were consulted to ensure the design fits their needs, addresses their questions and concerns, and is adapted to current capacities of the Local Governments.

How will GAOs and DPOs use this manual?

- **Steps** The next page provides an overview of the six steps in the annual planning cycle and when each step takes place during the course of the year. For each step the manual explains what needs to be done, why and how.
- **Tools** This section of the manual provides practical tools that enhance participation and help the GAOs and DPOs perform a certain step well.
- **Formats** This section provides formats that GAO and DPO need to use in the planning cycle for transparency, accountability and effectiveness.
- **Tips and cases** The manual contains "text boxes", which give suggestions and describe experiences of communities and Local Governments in Bhutan.
- **Checklist** This section provides assistance to ensure that the process is followed to arrive at the product.
- **Minimum requirements** Although GAOs and DPOs are free to select tools that work for their Local Government, there are minimum standards that need to be respected by all. These standards enhance transparency and accountability in the planning process and are indicated in this manual.
- **Reference box** This manual comes with a box of reference materials. These can also be consulted on the GNHC website. <http://www.gnhc.gov.bt/>

Overview of the steps in the annual planning cycle

Steps in the annual planning cycle	Time of the year
<p>Step 1. Assessment and identification of development activities</p> <p>Key questions:</p> <p>Who to consult and in what way? What infrastructure and services do we have? Which services and infrastructure do we need to maintain? What are our additional needs?</p>	<p>December</p> <p>Even if the Indicative Planning Figure is not yet announced this phase can already start!</p>
<p>Step 2. Prioritization of development activities</p> <p>Key questions:</p> <p>What do we consider? Why is this important (Who will benefit and in what ways?) What can we do with our own resources? How do we prioritize and take decisions? How do we account back to the people? What is the rough estimate for the prioritized activities? Have we considered for land acquisition, environment clearance, etc? Have we consulted other sectors for their advice? Which criteria do we use?</p>	<p>January</p> <p>Prioritisation must be done within the Indicative Planning Figure as released by GNHC for Annual Grants to DNB/MoF.</p>
<p>Step 3. Differentiation between Gewog and Dzongkhag plans</p> <p>Key questions:</p> <p>What is in our mandate, and what needs to be forwarded to the next higher level?</p>	<p>Deadline for DNB and GNHC is 15th of March!</p>
<p>Step 4. Activity planning</p> <p>Key questions:</p> <p>What will we do? Why is this important (who will benefit in what way)? Where will it happen? When will we do it (fiscal year)? Who will be involved and who is responsible? How will we do it and what resources do we need? How will the activities be sequenced?</p>	<p>With the assurance of Annual Grants, you can go ahead and prepare, so that you can start as soon as the budget is received!</p> <p>Make sure all is ready by July.</p>
<p>Step 5. Implementation</p> <p>Key questions:</p> <p>Implementation: How will we tackle adhoc problems? How is the quality of the work? Is the work carried out as per the plan (physical and financial)? Are there any problems during implementation? How do we coordinate with everyone involved? How do we allocate work and supervise? How do we stay on track?</p>	<p>First budget is received in July, and as requested during the year. NOTE: Unspent money of each fiscal year will lapse. You cannot top-up unspent money to the next year's budget!</p>
<p>Step 6. Monitoring and Evaluation</p> <p>Key questions:</p> <p>Monitoring: Are we on track? Are we achieving our objectives? Do we need to adjust our plan?</p> <p>Evaluation: Have we achieved our objectives? Have we made a positive change in the Gewog/Dzongkhag? What lessons can we draw for future plans?</p>	<p>Progress report October; Mid-Year Budget Review January; progress report April; Annual report is due in July.</p>



Who is involved in Local Development Planning and why?

Dzongkhag Planning Officer and Gewog Administrative Officer

At the start of the annual planning process in December:

- Convene all parties involved: GT and DT members, the people, and the Civil Servants, ensuring adequate participation of women and men of different segments of communities and disadvantaged groups.
- Develop an activity plan with budget for the planning process (5% of untied grant can be spent on activities such as planning, feasibility, and monitoring).

During the process:

- Facilitate discussions. Do NOT decide for others!
- Gather and analyse issues arising out of the discussions.
- Facilitate the formulation of activities.
- Finalise the annual plan after adoption by the GT or DT.

Gewog Tshogde and Dzongkhag Tshodu members

- Participate in data collection.
- Mobilize community members.
- Facilitate the needs assessment and identification of development activities by the people.
- Prioritise development activities and approve the annual plan.
- Monitor plan implementation and ratify quarterly and annual reports in accordance with the M and E manual.

The people

- Men and women, young and old, poor and better off, educated and illiterate, disadvantaged women and men.
- Shop keepers and business people and their associations.
- Cooperatives
- Civil Society Organizations



Dzongkhag and Gewog civil servants

Government officials provide critical support to the planning process because they have important information and knowledge about government policies.

Gross National Happiness Commission

- Provide relevant data, maps, and information for the preparation of the annual plan.
- Organize guidance and backstopping to the GAOs and DPOs.
- Monitor the annual plans according to the annual grant guidelines and other relevant RGoB policies and guidelines.
- Organise assistance to Gewogs and Dzongkhags which have no GAOs and DPOs.

Space for notes



Step 1: Assessment and Identification

Tip



Who knows best?

The Gup or the Government Official does not always know what the people need!

The Gup may not always be very supportive of community involvement in the identification of development priorities, because (s)he may have made different promises when (s)he was elected.

The Gup is however not elected to serve only the needs of those who elected him/her, but must serve the needs of all the people.

On the other hand a government official may think that a certain issue is a priority for the people. However, the local situation could be different and the people understand that well and have other priorities.

That is why we have developed minimum requirements for this important first step in the planning process. It is not for the Gup or the government officials to decide what the people need.

We must hear the views of as many people as possible.

IT IS THE LAW!

How is our Gewog or Dzongkhag?

GNHC is reviving the Gewog Profile Information System (GPIS), so if you like to work these GIS-based maps, find out what is available for your Gewog or Dzongkhag Profile from the GNHC secretariat!

Note that many data exist for all Gewogs in the country from the District Rural Access Planning (DRAP) database. If it is not yet available through GPIS in GNHC, you may get the DRAP data from the Ministry of Agriculture, or contact: Khandu Dorji at khandu@gnhc.gov.bt

Step 1: Assessment and Identification

What do we mean by assessment and identification?

Assessment means exploring and discussing the development situation in the Gewog and the Dzongkhag. It should be conducted in collaboration with the people. The assessment focuses on all areas of development, so that we can identify what activities should be prioritized for the next fiscal year:

1. The services which we need to maintain:

- Renewal Natural Resources Extension (crops horticulture, livestock, forestry etc.); Irrigation; Roads; Markets
- Schools
- Health facilities
- Water and sanitation
- Energy (fuel wood, electrification, etc.)
- Telephone
- Community Information Centres
- Mule tracks and bridges



2. The activities in the Five Year Plan, including central programs, which we need to achieve.

3. The new emerging needs of the people. The Local Government decides how to allocate a proportion of its untied grants to cover some of these projects. GNHC provides oversight to ensure the proposal falls within guidelines.

The GAO coordinates the involvement of the people, by engaging a series of participatory tools that enable different communities, and groups of people within the community to identify and analyse issues, share knowledge and ideas, enhance their knowledge of the situation, and begin to identify the way forward. Assessment of the current situation includes:

- The GAOs and DPOs support the Tshogpas and the relevant Civil Servants to carry out participatory assessments and identification with the people
- We find out what the specific development needs and concerns are for women and men, and for disadvantaged groups within the community
- We begin to mobilise the community for involvement in development activities that are their priority.

Why do we assess and identify?

Assessing the current situation together with the people helps to:

- enable Tshogpas, Civil Servants, and the people to share knowledge and ideas, to build relationships and trust.
- build understanding of the perspectives and views of different people, men and women, old and young, poor and better off, educated and illiterate, disadvantaged group etc. These different groups of people will have different views and needs which need to be addressed.
- increase Tshogpa awareness, knowledge and understanding of development issues and concerns that different people in the Gewog may have for the future.
- build community ownership of the Local Development Planning process for more effective and sustainable development action.
- provide detailed information about development issues in the Gewog for Step 2, prioritisation of development activities by the GT/DT.

How do we assess and identify?

1. Decide what to assess and identify who to involve

The GAO and DPO are responsible for planning and facilitating the assessment and identification. They need to organize feed back and report findings to the GT and DT respectively. We need to ensure the Tshogpas listen to the people's issues and concerns. We need to consider how various groups of people in the Gewog can be heard in the planning process. Who do we involve and in what ways do we involve them?

2. Integrate central programs

Central programs are centrally budgeted before GT/DT decides on annual priorities (Step 2 and 3). It is important to discuss these programs with the people.

DPOs and GAOs will:

- Check on relevant central programs via Sector Heads at the start of Step 1, assessment and identification
- Seek the views of the people on central programs
- Discuss implementation modalities and assign responsibilities in a clear work plan in Step 4, activity planning
- Implement agreed central program (Step 5), including monitoring and evaluation (Step 6), as incorporated in the work plan (see formats section in this manual)

Central agencies will:

- Inform the Local Government about centrally executed activities to be implemented in their jurisdictions in a timely manner, and make every effort to ensure their active involvement. Do this via the Dzongkhag Sector Heads, who will liaise with DPOs and GAOs as needed.
- Consider incorporating in the plans, the central activities identified as very high priority by the people and forwarded via their DT because these are not within the mandates of the Gewog and Dzongkhag to implement.



Key questions:
Who to consult (social inclusion) and in what way?
What do we have?
What do we need to maintain?
What do we need?

Time of the year:
December – January
Even if the Indicative Plan Figure is not yet announced this phase can already start!



Local Governments have Annual Capital Grants to meet the needs of the people:

- Tied Grants: 80% of total resources allocated to the Local Government
- Earmarked Grants: determined by the Central Government (similar to deposit work).
- Untied Grants, 20%, of total resources allocated to the Local Government.

Note : The untied grant can also be used for the realization of the Five Year Plan activities (whose budget is not immediately available) if the GT/DT so decide

Case



Development in a parachute?

Some time ago, a central agency and development partner provided development, for instance water schemes, directly to the people without consulting them. They just assumed the need would be there. They bought everything necessary for construction, for instance pipes for water supply scheme, and left it at the road head to be transported to the village. However, the DPO had trouble mobilizing the people, because they did not see water as their priority.

In future all central agencies, Local Governments and development partners must consider the real needs of the people and involve them during community assessment and identification in step 1. GAOs and DPOs are invited to remind all agencies and development partners, so that we learn from past mistakes!

- Provide technical backstopping, budget and any other support as may be desired by the Local Government.
- Collaborate for progress reporting and evaluation with Sector Heads, DPOs and GAOs.



Development parachute

3. Prepare for people's participation

In order to allow people to analyse and learn from each other about their situation fully, GAOs can facilitate a number of participatory activities. It helps to answer the following questions in advance:

- **What are the objectives of the assessment and identification?** Which assessments were done before in the Gewog and Dzongkhag? What data are already available that we can build on? What does the FYP tell us?
- **What tools to use?** Check with GNHC if there is an updated map with the Gewog or Dzongkhag Profile. If this is not available, what data will you bring that will support the people to make a development map? Useful tools at this stage are:
 - **Tool 1 development mapping** To provide an overview of development achievements, resources and services available in the community.
 - **Tool 2 citizen report card** To check if the people are happy with a public service and to find out what people feel should be improved.
 - **Tool 3 priority box** To discuss different strategies for achieving a development goal and use criteria to rank them.
 - **Tool 4 priority matrix** To compare different development activities and rank them according to criteria agreed to by the people.
- **When and where to do the assessment?** What is happening in the Gewog at the moment? Will people be free to come to one Gewog meeting, or is it better to organize several community meetings? May-

Tools



be you can organize thematic meetings, such as a meeting on education with representatives from all the parent teacher associations in the Gewog? How to invite so that many people come from all walks of life? What is the best venue and time to ensure desired participation from different groups of people in the gewog?.

4. Carry out the participatory assessment, recording, and feedback

It is necessary to have an accurate and detailed record of the assessment and identification step because the findings will be presented to the GT in Step 2. It is equally important to record information on participation. For help with notetaking **see record keeping** in the format section. Maps and diagrams drawn by the community should remain with them, so be prepared to copy them. This will encourage ownership of the assessment and identification findings by the community, and it improves transparency.

You need to make sure that the information accurately reflects the needs of the different groups within the community. You can do this by making a presentation to the community of your findings. In this presentation you can ask the community whether the assessment reflects their issues or not. Where it does not, they can correct you. This is called verification.

5. Collect and sort information

During the participatory assessment and identification stage, many development priorities will have been identified. The GAO will have to collect all this information and sort it into a manageable level of data without disregarding any of this information. The best way to do this is to organize the information. For example, sort the health information together and then separate this into information into categories like prevention, cure, infrastructure, health staff, supplies and laws and policies.

6. Explore root causes

Once the information is properly sorted, we need to find out if there are any problems. In case, there are problems the root causes of each of these needs to be identified. By identifying root causes, we can think of activities that might improve the situation effectively. For example, a problem may be identified as the water scheme is not functioning. The root cause of this may include a lack of spare parts as a result of people not making contributions or the trained plumber having left the village. If we understand why something is a problem, it becomes easier to think of solutions. Often this is done during the participatory assessment and identification stage together with the community.

7. Identify priorities

It is not possible to tackle all development needs and concerns at once. So it is helpful for each Tshogpa at Step 1 to decide with the community which issues are most important for them to focus on. It is important here to clearly identify the proper sequencing of priority activities so that individual interventions mutually support each other, and thereby heighten probability of overall development gains.



Get your National Assembly Member involved!

The GAO can liaise with the Member of National Assembly about the Constituency Development Grant. Suggest that this may be an appropriate time to hear about the needs of the people. Later on in the process, the constituency grant may be used for activities that do not get funded under the Annual Grant.

Procedure for request and approval of Constituency Development Grants:

1/ The MNA shall announce publicly to his/her constituency the availability of the fund, its actual amount and the period within which it is available. He/she shall also inform the public periodically of the changes in the funding position.

(Full text in the reference box to this manual.)

Difficult issues during identification

- Elites rule and decide for the people.
- Vocal and influential people dominate.
- No proper deliberations why an activity is important.
- Participation is time consuming and there are limited resources, human and financial.

How to deal with this?

- Work with small groups of people (women, farmers, disadvantaged, youth, etc), and allow the least influential to speak first
- Knowledge on the importance of visual aids; use of pictures and colours
- Prompting (asking people to "tell me more...")
- Ask for more detailed explanation.
- Invite people to talk about benefits of an activity.
- Use the local language.
- Use story telling, role play and acting.

8. Thank everyone

At the end of the meeting be sure to thank the people and to explain that the Tshogpa will come back to them with the development activities that will be taken up this year after the GT meeting. Explain that not all activities identified at this level can be taken up because of limited budget and implementation capacity of the government and the people.

Checklist



Checklist for step 1

- A good cross-section of the people (men and women, of different segments of the community, disadvantaged groups, etc) has been heard and their views and needs considered during the assessment and identification step, and this is reflected in the verified records of assessment meetings.
- The Gewog or Dzongkhag Profile or data are available. The data support the assessment and identification findings.
- Civil Servants have been consulted for pre-feasibility of the development activities identified by the different villages and groups of people in the Gewog.
- The people have been helped to consider FYP activities and central programs while planning. This avoids duplication.
- There is a record on file of the main development needs and concerns of the people, which can be used during the next step, identification of development priorities.

Minimum requirements for Step 1:

The GAOs write an assessment and identification report that covers:

1. A report on the satisfaction of citizens with at least one of the public services (i.e. health, education, water and sanitation, agriculture, roads, electricity, telephone etc.).

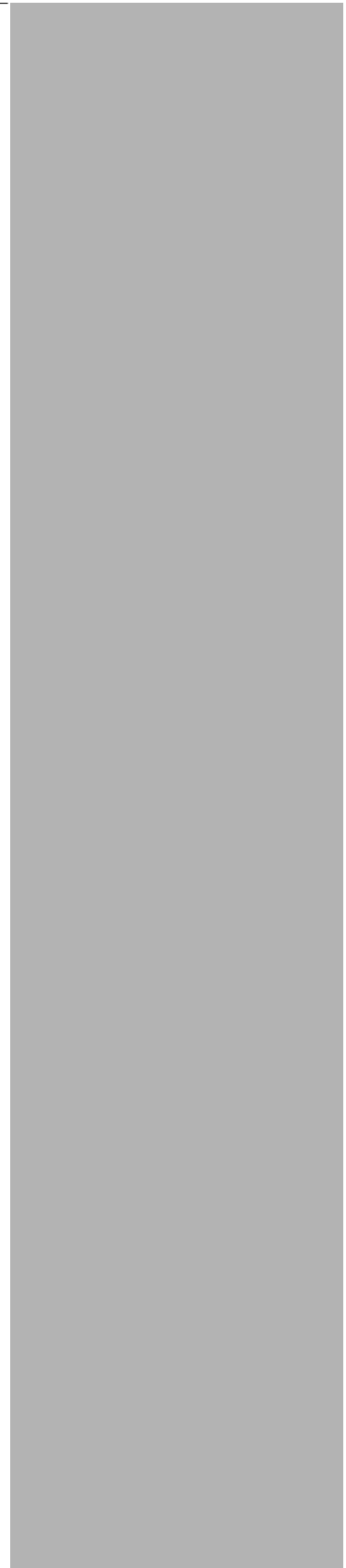
Tools



Suggested Tools

- **Tool 2 Citizen report card** This helps to measure the perception of people's satisfaction with public services and identify those that need to be improved.
2. How women and men from different segments in the community and disadvantaged groups have been involved in the assessment and identification process? Why the people want a particular FYP activity in the upcoming fiscal year?
 3. Identification of emerging activities, what they are, and why they are important, including relevant data that support need for this activity and the type of beneficiaries.

Space for notes





Step 2: Prioritisation of development activities

Step 2: Prioritisation of development activities

What do we mean by prioritization of development activities?

During the assessment and identification step, we have made efforts to hear the needs and concerns of many different people and groups in the communities. We must now decide among all these needs and concerns, which are the most important to deal with in the coming year.



Why do we identify annual priorities?

The GT and DT must wisely allocate the limited resources they have. They must do so in response to the needs of the people. They must be able to clearly explain to the people why certain needs will be met this year and others will not.

How do we identify annual priorities?

Identifying priorities

It is not possible to tackle all development needs and concerns in the Gewog at once. The GAO will present key findings of Step 1 to the GT including the priorities that various Tshogpas bring after having consulted the people. At this stage, the GT must decide which issues and concerns are most important for them to focus on in this annual plan, always taking full consideration of the people's priorities. This decision is not made arbitrarily but must be based on a set of criteria. It is important that the decision is made in an objective manner. Questions for GT discussion that help prioritising development activities include:

- **How serious is the problem?** For example, does the problem impact many people in the Gewog or does it only concern few (in which case, who are they - the disadvantaged?). Does it have a very severe impact on affected people? The potential seriousness of a problem may be important to consider. Is the problem likely to grow if it is not addressed?

Keys



Key questions:

What to consider (GNH: poverty, environment, gender, culture, population, sector policies)?

What can we do with our own resources?

How to prioritize and take decisions?

What criteria to use?

How to account back to the people?

Time of the year:

January – early March

Prioritisation must be done within the Indicative Planning Figure as released by GNHC for Annual Grants to DNB/MoF.

Tip



Consider the best sequence of development activities!

Case



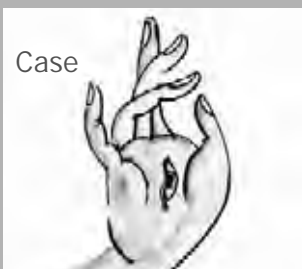
What comes this year, what next year?

One Gewog was prioritizing different activities to be taken up in the coming year. Among these were a new BHU, and many sector activities including a new road construction. Somebody suggested: Why not let the road be completed first and then construct the BHU and other activities? It will be cheaper to build the BHU after the road is there. Transport will be much cheaper. Hence, other sectors also supported the road construction which would facilitate other activities later on.

Tools



Case

**Road Renovation First!**

After deliberating on the list of plans, the Gewog Yargay Tshogchung (GYT) in Tang Gewog, Bumthang Dzongkhag prioritized feeder road renovation as their priority under Gewog Development Facilitating Activities (GDFA) Project.

The road was the bloodline to development, and would benefit the majority of the people. The community owned a dairy farm and needed to transport the products to the nearest market. In addition, most of the households in the community engaged in potato cultivation.

The feeder road would reduce the transportation cost of potatoes and dairy products and would also help in reaching the perishable products to the nearest market on time to fetch a good price. Hence, the income of the people would be increased.

- **How worried are the people?** If the people are particularly worried about a problem they are more likely to mobilise towards addressing it. It is an indication of the importance of the issue at hand. If the people are not so worried, a problem may be a low priority. In this case, it is important to explore why it is a low priority with the people. For example, is the problem perceived to affect only a few people or to affect only disadvantaged people?

Are there gaps in current services that should address the problem? Are public services such as schools, health facilities, water schemes, and roads maintenance effective? How can this improve?

Suggested identification tools:

- **Tool 3 Priority box** To discuss different strategies for achieving a development goal, and use criteria to rank them.
- **Tool 4 Priority Matrix** To compare different development activities and rank them according to criteria agreed to by the people.
- **Tools 5 Pairwise Ranking** To compare and prioritise different development activities against each other.

Discussing Gross National Happiness

Now that we have prioritized all possible development activities we need to select the ones most suitable for achievement of GNH. In other words, which development activities will have the right impact, are feasible and sustainable? Important questions to consider when discussing the prioritized development activities include:

- **How feasible is the activity?** For example, do the Local Government and the people have the capacity and experience to implement the activity? Are the necessary resources available or likely to become available (e.g. budget, local resources, engineer)? How acceptable is the activity to other stakeholders? How possible is it for community members to participate in realizing the activity?
- **What impact is the activity likely to have?** For example, how many people will the activity reach and where are these people in the Gewog? How well does the activity target disadvantaged and vulnerable groups? How will this activity improve our well being?
- **How sustainable is the strategy likely to be?** For example, will the community be able and willing to take responsibility for the activity in the future (e.g. maintenance of a school, a farm road, a water scheme, etc.)? Will the benefit of the activity continue after this year.
- **Tool 6 GNH check** To assess one development priority on 4 sets of criteria namely: 1/ Poverty and disadvantaged groups; 2/ Gender equality; 3/ Environment conservation; 4/ Preservation of Culture
- **Tool 7 Modified SWOT analysis** To discuss if we have the ability to carry out a development activity.

Tools



Checklist for step 2

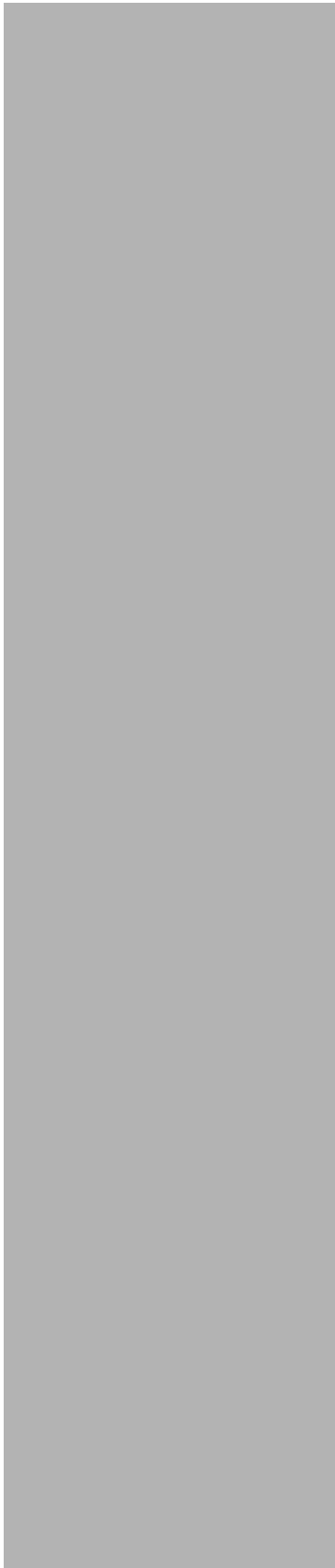
- The prioritised activities can be supported within the Annual Grant guidelines.
- The prioritized activities are expected to have a big positive impact that is sustainable in the long run and would promote GNH.
- The Local Government has the capacity and resources to implement the prioritized activities.
- An Initial Environmental Examination questionnaire is filled up for the prioritized activities.



Minimum requirements for Step 2:

- The GT/DT meeting minutes reflect the process of prioritisation and the result. A prioritised list of development activities, including why other proposed activities were not selected is clearly recorded.
- This section of the minutes is posted at the public notice board(s) of the Gewog/Dzongkhag.
- Each Tshogpa has to report back to his/her constituency the process of prioritization and the prioritized development activities to the people, explaining clearly why certain activities have been omitted. (**Note:** At the same time, Tshogpas will do community mobilization for Step 4, implementation).

Space for notes





Step 3: Differentiation between Gewog and Dzongkhag plans



Key questions:

What is in our mandate and what needs to be forwarded to the next higher level?

Time of the year:

Deadline for DNB and GNHC is 15 March!



Passing the blame

With the new annual grants in place, Dzongkhags and Gewogs are required to comply with minimum conditions.

One of the DTs had not discussed development plans for several years. It was the Dzongkhag Administration that decided.

Now they are blaming each other: You didn't put it in the agenda! ...You decided and never gave us the chance to discuss!

With decentralization, GTs and DTs are getting more grants to use wisely. It is becoming more interesting for the GT and DT to discuss development, because development is no longer in the hands of Central Government.



Make development progress a regular issue on the GT and DT agenda!

Step 3: Differentiation between Gewog and Dzongkhag plans

What do we mean by differentiation?

By differentiation we mean the process of sorting out which development activities would be handled by either the Gewog or the Dzongkhag annual plan. Subsequently, activities beyond the mandate of the Dzongkhag is identified to be forwarded upwards. At the Gewog level, participatory activities are organized to identify people's needs (see Step 1, assessment and identification). Some of these needs can be met by the Gewog Local Government while others must be passed on to the Dzongkhag Local Government. Some activities may only fit within Central Programs and will be centrally executed.



Why do we differentiate between the Gewog and Dzongkhag plans?

When development priorities of the people are clear, we must check if these fall within the mandate of the Gewog and Dzongkhag. The GT and DT chathrim explain this mandate. The Annual Grant guidelines also indicate what the grant can be used for at the Gewog and Dzongkhag levels. We can only plan for the development priorities that fall within our mandate.

How do we differentiate?

- Some development activities can be done without any outside help or resources. These can be planned at the Gewog level.
- For other development activities, the Gewog needs to request Dzongkhag resources (e.g. time of engineers). At this stage, the Dzongkhag Planning Officer and Sector Heads must liaise with the Gewog office to identify support available to the Gewog. The GAO must facilitate the liaison. Alternately, the Dzongkhag may need to request central level assistance for some work. These could be facilitated by the DPO for the Dzongkhag.
- It may be that the people have expressed the need for important development activities that are not within the mandate of the Gewog (e.g. maintenance of RNR centre or high school), in which case the activity would fall under the purview of the Dzongkhag. These must be passed on to the DT for discussion and prioritisation in the Dzongkhag development priorities.

Suggested tools for differentiation

Tool 8 quick LG mandate checklist This tool helps to differentiate between Gewog and Dzongkhag mandate.

Tools



Checklist for step 3

- Identified development priorities have been checked with mandates in GT and DT Chathrim and with the Annual Grant Guidelines.
- GT and DT meeting records confirm people's priorities for development planning.

Checklist



Minimum requirements for Step 3:

- GT minutes indicate development activities which are prioritised but are not in GT mandate. These will be presented at the DT prioritisation meeting.
- The DT prioritisation meeting minutes (as Step 2) reflects that the inputs from all the GTs have been considered and indicates why certain activities have not been prioritised.
- This section of the minutes is posted at the public notice boards.
- The Gup and Mangmi report back to GT. Tshogpas report back the process and result to the people (linked with community mobilisation, Step 5, for implementation).

Space for notes