



Step 4: Activity planning



Keys

Key questions:

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?

- Process (key activities & costs, steps to take)
- mode of implementation: contract/community/deposit work
- M&E mechanism (who is accountable to whom?)

Time of the year:

With the assurance of Annual Grants, you can go ahead to prepare detailed plans, and to get clearance, so that you can start as soon as the budget is received! Make sure all is ready by July.



Tip

Financing possibility for monitoring: 20% of 20%

There is a provision in the Annual Grants that 20% of the untied grants can be used for:
 Service costs, hiring additional people for feasibility, engineering, monitoring, etc. (max 5%)
 Social activities such as co-operatives, spiritual development, community vitality, etc. (max 5% for gewogs, 10% for Dzongkhags)
 Chadri items (max 5%)
 In country training (max 5% for Dzongkhags only; Gewogs can use untied grants for in-country farmers training without limitation)

Step 4: Activity planning

What do we mean by activity planning?



Planning means deciding how the Local Government and the people will respond together to achieve the prioritized development activities. In Step 1, the people, Tshogpas, GAO, and extension staff assessed the current situation and identified important priorities. In Step 2, the GT and DT prioritised the development activities for this planning year mainly based on feasibility, impact and sustainability. They discussed if the prioritized activities comply with GNH criteria, have enough impact, and are feasible and sustainable. In Step 3, the activities were differentiated between Gewog and Dzongkhag level implementation. During Step 4, the activity planning stage, local governments will decide how the development activities should be implemented. They need to agree on the practical details of who will do what, when and where. They also need to decide how to monitor progress. A good planning process will smoothen the implementation, monitoring and evaluation.

Why do we plan activities?

Planning helps GAOs, DPOs and the Local Governments to:

- use the experience and knowledge of all involved to make each development activity a success
- inform and raise interest of relevant community members and other stakeholders in development activities that will benefit them
- coordinate the involvement of all stakeholders
- make sure that the plans are appropriate for the community and the groups within it
- build ownership of new infrastructure and the plan
- clarify expectations regarding the development activity and its realisation
- assist effective and efficient use of resources
- provide a framework for implementation (Step 5) and for monitoring progress and evaluation (Step 6).

How do we plan activities?

In the Gewog, the GAO facilitates sub-activity and task planning for each development activity that has been prioritized by the GT. In the Dzongkhag, the DPO coordinates this process for all activities prioritized by the DT. Central programs will be planned in detail with the Central Government. Make sure there are enough resources available for implementing the Central Programs that are important for the Gewog or Dzongkhag.

1. Communicate with the people

Before activity planning can begin, it is very important that the Tshogpas, at a minimum, communicate the results of Steps 2 and 3 back to their communities. At the same time, the Tshogpa can mobilize the community for implementation of a development activity of which it is a beneficiary and for a community monitoring committee when appropriate. At the same time, we should be aware that Zhapto-Lemi Chathrim is abolished. Therefore, it is necessary to discuss their involvement clearly at this stage.

2. Introduce into PLAMS

Each development activity needs to be introduced into PLAMS (see format section). In practice, this means that for each development activity, an Annual Work Plan and Budget (see planning format in the format section at the end of this manual) must be developed. The "What" and "Why" have already been discussed in Step 2, prioritisation of development activities, so it can be copied from the GT minutes.

3. Define sub-activities and tasks

Here we think of everything that needs to be done to implement the activity. Sort out big sub-activities, and the tasks needed to achieve it (See Activity Work Plan on page 54). One sub-activity could be community monitoring which involves:

- Setting up the committee
- Training the committee
- Checking that the committee is doing its work
- Getting a report from the committee upon completion

Do not forget to identify the resources needed (human, material and financial) and include tasks that explain how they will be procured.

4. Who will do the tasks?

Once the sub-activities and tasks are clear, we need to consider who will implement them. First, someone needs to take overall responsibility for the activity. This is usually the Gup or the Dzongdag, but they will want to delegate it to an appropriate Tshogpa, Extension Staff or Sector Head. Second, for each sub-activity, we can assign responsibility and note it in the work plan under "who". If a stakeholder is not present when their roles and responsibilities are being discussed, they must be fully consulted before the work plan is finalised!

GAOs must liaise with DPOs to get Dzongkhag staff assigned to the Gewog work plan. This works best in a workshop situation where the different Gewogs' plans are presented to all the sector heads. The presentation should clearly identify the assistance required of the sectors in terms of quantity and quality, and the time of year. The sectors, on their part, should be able to commit their resources in line with the demands of the different Gewogs and the Dzongkhag. The Dzongkhag should also identify the requirement of additional resources like more and specialised technical backstopping. These should be communicated with the centre.



Planning is nothing new! The annual Chokhu

Visualize how your home will be blessed with all of your family members more healthy and happy. Plan the Chokhu, including

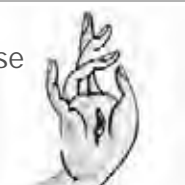
- When it is auspicious to have the Chokhu and how long will it take.
- What type of prayers to recite depending on the circumstances you want in your house?
- Which lama and how many gelongs or gomchens will be involved in the Chokhu?
- What types of things (resources) you need to do the type of Chokhu to produce the type of circumstances you visualize in the first step?
- Where will the choegu take place, which room of the house or tent outside?

Start to implement the Chokhu: Contact the gelongs; Buy the supplies; Prepare the room and necessary offerings;

Inform and invite family and neighbors; Assign tasks to different family members -- cooking, serving, making tea, butter lamps, cleaning, preparing shrine etc.

Finish and clean up, and after some time evaluate how well the Chokhu went, how happy people are and how their well being is enhanced.

Case



Community Implementation: Saving on Money!

Tang Gewog in Bumthang Dzongkhag had received funds (Phase II GDFA project) to be used at the GYT's discretion.

The GYT discussed many issues brought by the Tshogpas. Among those prioritised was furniture for the GYT meeting. This included Diwans, Chodrooms and a Thri (chair) for the Gup. It was decided that the Gup needed a special chair by virtue of his position as the GYT Chairperson.

The GYT also decided that the community had the capacity to implement the work. During the GYT meeting, the people with good carpentry skills were identified. In order to share the income equally with three different parts of the Gewog, the carpenters were chosen from upper, middle and lower Tang. Since the work was given to the people within the community, the Gewog could save funds as the price of the furniture was less than the commercial furniture houses. The money they saved was used for other activities.

5. Where and when do we do the tasks?

We need to consider the following:

- Which tasks are the most important?
- Which tasks are the most urgent?
- What is the most logical sequence of activities?
- When are people available?
- Where will the tasks be implemented?

We can now indicate in the work plan where and when (by month) the sub-activities and tasks will take place. This has to be clearly planned taking into consideration the important events of the people to avoid clashes during implementation. The timeline "when" (months in the work plan can help reveal if the plan is realistic or if there is too much to do. It can also help to identify if additional resources will be required. At this stage, it is important to ensure that the Gewog/ Dzongkhag plan has incorporated all activities including those planned by the next higher level but need to be implemented at Gewog/Dzongkhag levels. This will help to ensure that your resources are not overtasked and unrealistic. Check the **PLaMS Annual Work plan and Budget format** (see the format section of this manual) to make sure that you do not plan development activities at a time when there are not sufficient human resources to carry them out.

6. Budget planning

We need to make a more detailed budget so that all sub activities and tasks can be financed and the money can be available on time. This is often a difficult step for Gewogs, because they lack engineering capacity. GNHC is developing Standard Design and Cost, Templates for basic infrastructure as follows:

As priority :	If time allows:
<ul style="list-style-type: none"> • Farm Roads • Irrigation Works • Rural Water Supplies • Out-Reach Clinic • Community Primary School 	<ul style="list-style-type: none"> • Log bridge • Suspension foot-bridge • Cantilever foot-bridge • Community Learning Centre

Tools



Suggested Activity Planning tool

- **Tool 9 The Planning hand** This tool helps to plan the implementation of a community development activity with the people.

7. How is activity progress monitoring organised and who is responsible?

It has now been agreed who will do what and when they will do it. Next it is useful to identify how to measure that we are:

- doing what we planned (e.g. things are happening on time, within budget and with agreed quality) and
- progressing towards completion of the activity.

By regularly asking these questions we can adjust our plan and tasks according to how sub-activities are progressing. This is called monitoring. The person responsible for the activity implementation (see point 4 above), and the person or group responsible for monitoring should not be the same.

There are many good reasons to organize a **community monitoring committee**. The advantages are:

- it makes good use of human resources in the Gewog,
- the people want this activity, and will be in the best position to make sure it is done with quality,
- the people will want to see the activity finished as soon as possible and
- it increases accountability and transparency.

Committees are more effective if their role is clearly understood and it is important to make sure that committee members communicate well with the people they represent. Also, make sure that community committees represent all sections of the community. It may be necessary to negotiate the inclusion of women or disadvantaged groups.

There are some good experiences now in the country with construction monitoring by communities themselves (see the cases in Step 6, where monitoring is described in more detail).

Checklist for step 4

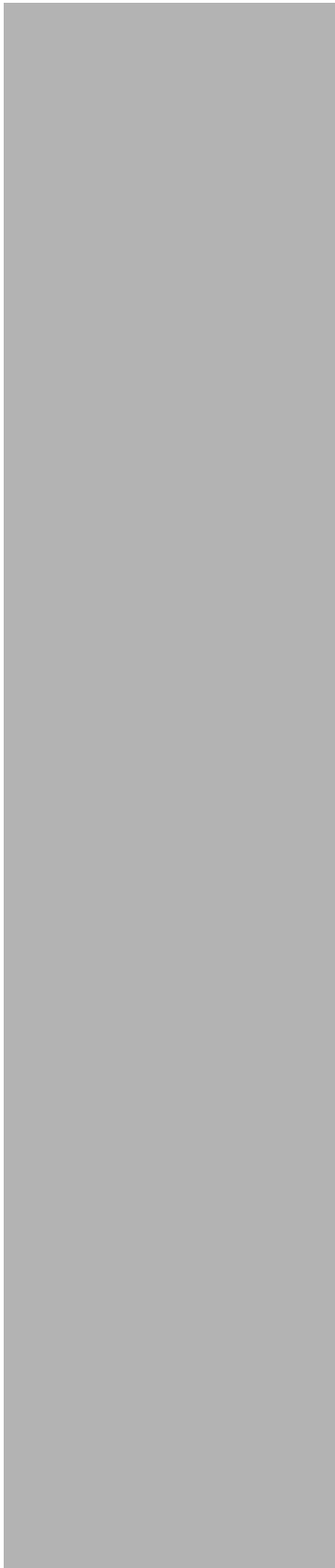
- One person is responsible for the overall activity implementation.
- All sub-activities and tasks to achieve a prioritized development activity have been detailed out in the work plan.
- All tasks have been assigned to a person or group of persons, each of whom has been consulted before the work plan was finalised.
- It is clear where and when tasks need to be implemented and this agreement is made known to the people through the Tshogpa. People should not be surprised when implementation takes place. A budget has been allocated to achieve each task.
- Monitoring has been assigned to a community committee or to a person other than who is ultimately responsible for implementing the activity.
- All activities have been summarized in PLAMS and there is no double planning of the same human resources.



Minimum requirements for Step 4:

- Each development activity that was approved by the GT/DT has a clear work plan that shows sub-activities, tasks (steps to take), timeframe, costs (budget), person responsible and how to monitor progress.
- Monitoring responsibilities have preferably been assigned to the community or to somebody other than the person who is responsible for implementation.
- Dzongkhag staff have been assigned to Gewog activities whenever necessary.
- Each activity is entered into PLAMS

Space for notes





Step 5: Implementation



Keys

Keyquestions:
 How to coordinate with everyone involved?
 How to allocate work and supervise?
 How to stay on track?

Time of the year:
 First budget received in July, and as requested during the year. **NOTE:** Unspent money will be lost. You cannot top-up unspent money to the next year's budget!



Tip

Hiring extra people

The Local Government can hire people to help with implementation, up to 5% of the untied grants in the Annual Grant.

Broadcast your plans and implementation

There are some risks during implementation, and not every problem can be easily handled by the GAO or DPO. The media can help in ensuring transparency and accountability. Engage media carefully in your work. Sometimes this helps in minimizing abuse of powers, or misuse funds. It can also be effective deterrents. Why not think of inviting the media to share good practices with others and discourage bad practices?

The media has a role to play in a transparent and accountable democracy. Think about it!

Consider the role of the media!

Step 5: Implementation

What do we mean by implementation?

We implement activities to improve our and the community's well being. It means putting the plans into actual actions.

Implementation means:

- doing what the Local Government planned with active community participation
- solving difficulties in carrying out the planned tasks
- coordinating with other stakeholders, such as sectors and the communities
- staying motivated and managing expectations
- monitoring, developing, and adapting the work plans.



Why do we implement?

We implement to achieve the objectives that we have identified during planning.

Implementing helps to:

- coordinate the efforts of different stakeholders in order to improve effectiveness and efficiency,
- solve day-to-day problems,
- build the skills and capacity of community members to manage and sustain development activities,
- develop community ownership of the development activity,
- build relationships between different stakeholders and
- use learning to improve the quality and effectiveness of sub-activities and tasks.

How do we implement?

GAOs and DPOs need to make sure that all of the resources and people are in place to carry out the work plan. For example, the plan may involve providing basic training for the community monitoring committee. Preparation for this task will include identifying trainers and participants, preparing training content, inviting participants, planning a budget, and arranging logistics (venue, materials, refreshments, etc.). **Meaningful community participation** is most important and communities that benefit from an activity should continue to play a role in the implementation of the plan. It is only through their active and influential participation that the Local Government will be able to sustain the development activity.

1. Procurement

The implementation of the Gewog plans usually involves “purchase of goods, services or the engagement of contractors for execution of works”. This purchase is defined as procurement in the Procurement Rules and Regulations, 2009 of Ministry of Finance. It is clear that contract falls within this definition. The purchase of services refers to consultancy services that the Dzongkhag and Gewog may require.

There are five different ways through which we can procure goods, consultancy services and contract out depending on the monetary value. These are Open Bidding, Limited Bidding, Limited Enquiry, Direct Contracting and Framework Contracting. Tender Committees need to be formed. Refer the tip for composition of the committee.

For plans which require construction, there are three modes of implementation. These are Deposit Work, Contract to Contractors and Community Contract.

Deposit Work

The work at hand can be done by relevant departments and the budget will have to be given to them. The responsibility of the work is with the department who have this capacity. Here, the Gewog and the Dzongkhag need to ensure that the standards and specifications are adhered to.

Contractor

Construction is awarded to contractors as per standard procedures. It is important to have qualified monitoring committee (an engineer may be necessary) to ensure the agreed quality, time and costs are maintained. Here, the Community's involvement is the implementation just to monitor the work.

Community Contract

The GNHC is developing a Community Contract Protocol which will guide this process. Community Contract has the advantage of enhancing the capacity of the community through experience and could be cheaper at times. The Community can also maintain the income for other works.

2. Coordination with concerned sectors and communities

Implementation brings together many stakeholders. Good coordination by the GAO and DPO improves effectiveness and helps to use resources efficiently. Coordination also encourages networking, collaboration, and the sharing of skills and experiences.



Dzongkhag Tender Committee Composition:

1. The Dzongdag as the chairperson;
2. Dzongrab/Head of AFS;
3. Dzongkhag Sector Head concerned;
4. Head of Finance Section;
5. one (1) elected DYT members;
6. In case of construction, engineer or engineering consultant responsible for preparing the technical documents. In case of goods, appropriate officer responsible for custody/use of goods and technical expert or consultant

Gewog Tender Committee Composition

1. The Gup as the chairperson
2. The Gewog Adm. Officer
3. The Gewog Accountant/Dzongkhag Finance Officer
4. Engineer representative from the Dzongkhag
5. A relevant field staff or Dzongkhag sector head as the case may demand;
6. Two elected GYT members other than the gup for a period of one year.



For details of procurement and contract, refer to the MoF website www.mof.gov.bt/downloads/procurementmanual.pdf.

This website also has Procurement Rules and Regulations, 2009, Standard Bidding Document (for works, goods and services) required for preparation of bidding and tender works.



Conflict resolution

Learn from others. Find out how issues of conflict and tension have been dealt with in the past. What can you learn from other Gewogs and Dzongkhags?

Different Methods applicable for public Procurement and the Threshold values

Above Nu: 200,000	Open bidding	Above Nu:100,00
Between Nu 100,000 and 200,000	Limited Bidding	Between Nu 200,000 and 1000,000
Upto Nu:100,000	Limited Enquiry	Upto Nu:200,000
Upto Nu:20,000	Direct Contracting	Nil
Depends	Framework Contracting	Depends
Procurement of goods & Consultancy		Procurement of works construction

GAOs and DPOs can encourage coordination by:

- **establishing good communication channels** between stakeholders (these can include regular meetings, one-to-one communication, announcements on public notice boards, written reports, etc.) – stakeholders need to know with whom they should communicate, about what and why.
- **discussing** progress, challenges and achievements together in order to learn from experiences and adapt plans as necessary. Community mobilisation often involves shifts in the balance of power between stakeholders. This can be unpopular with some stakeholders as they may feel they are losing authority or status. Measuring what empowers and disempowers people can help avoid this. Others may feel that they have been unfairly excluded from the benefits of the activities. They may even try to sabotage the community mobilisation process. The involvement of stakeholders in the community mobilisation process from the beginning may help reduce sabotage by providing constructive channels for stakeholders to participate. Similarly, a participatory approach will promote transparency, which will help avoid misunderstandings about potential benefits of the activities.

3. Ongoing consultations with stakeholders

Implementation will bring challenges and problems that need to be solved together. The activities may be harder to carry out than expected. There may be obstacles that were not foreseen during activity planning. Conditions may change. Identifying and responding to problems quickly will help us find solutions and prevent small problems growing into big ones. Some problems may be hard to understand. It is important to take the time to reflect so that we can find effective solutions. Group discussion helps to analyse problems and identify solutions.

4. Conflict mediation

Conflict often occurs when people feel left out of the process so the best way to avoid conflict from happening is to involve all stakeholders, including women and men from different segments of the community and disadvantaged groups in the planning process right from Step 1, assessment and identification, until the end of the activity implementation. However, tensions and conflict may still arise. The GAO and DPO may start with limited awareness and understanding of relationships and dynamics in communities and the Gewog or Dzongkhag as a whole. Discussions with different stakeholders may begin to reveal tensions and conflict as well as power relationships and interdependency. The GAO and DPO should be careful not to “take sides” in a conflict, especially if (s)he only has a limited understanding of the situation. Be clear with stakeholders about the role and limitations of the GAO and DPO from the very beginning. This will help to avoid raising expectations which we cannot meet.

5. Adjusting the plan

It is important that regular review meetings are held with stakeholders to discuss progress. These meetings need to discuss if tasks can be carried out according to the plan and what changes are needed so that activities can be completed on time. Step 6 provides information on how to monitor and evaluate together.

6. Community ownership

Community ownership means the local people at the Gewog and the Dzongkhag level become the owners of the development activities. For the people to take ownership of the development activities, they must be involved from the beginning till the end. This means the people must actually be the active participants during the entire process of planning. Their views, aspirations and concerns related with the development activity must be taken into account. We must remember that the people will support their own decisions. The activities initiated by the people stay very long in the community. These are well looked after in terms of care and maintenance and last long. This will eventually contribute to sustainability because the community has a sense of community ownership.

Checklist for Step 5

- The people are participating in a meaningful way
- The supervision of work/contracts is arranged
- Monitoring by the community is checked every now and then
- The procurement documents are in order
- Effective mechanisms for communication between sectors and communities are in place
- Stakeholders are clear on who to contact about what
- People are clear about the way conflicts will be managed
- Problems are communicated and the work plan is adjusted when needed

Minimum requirements for Step 5 :

- Respect Environmental Standards
- Respect Procurement Standards
- Hold regular meetings to discuss progress of the activities
- Communicate delays and adjust the plan accordingly
- Check that monitoring responsibilities are carried out

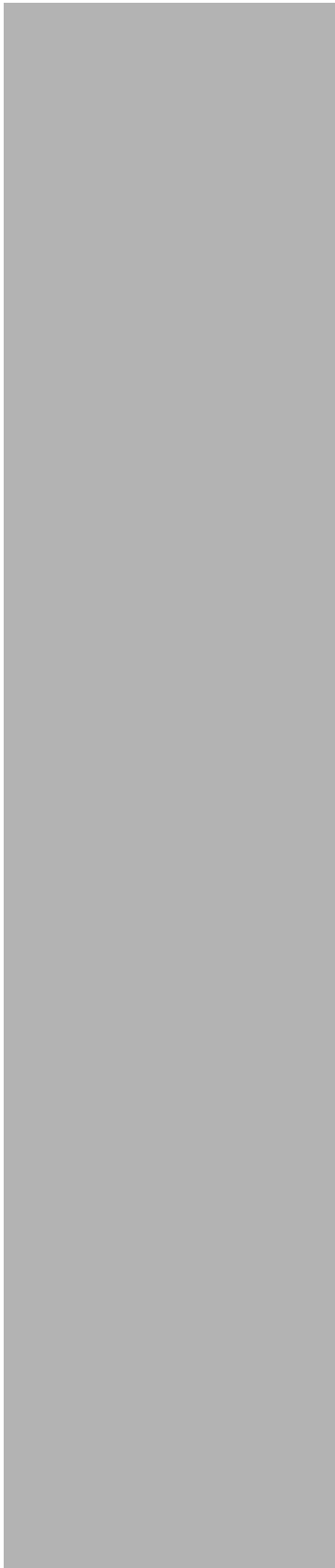


- Procurement Rules and Regulation, 2009
(See website: www.mof.gov.bt)

- National Standards for Ambient Air Quality, Industrial Emission, Workplace Emissions and Noise Levels for Bhutan.

- Interim Guidelines for Mainstreaming Environment in Policies and Programmes.
(Refere website: www.nec.gov.bt)

Space for notes





Step 6: Monitoring and Evaluation



Key questions:

Monitoring:

Are we on track?

- within budget
- within time
- within specified standards and quality

Are we achieving our objectives?
Do we need to adjust our plan?

Evaluation:

Have we made a positive change in the Gewog/Dzongkhag?
What lessons can we draw?

Time of the year:

Progress report October; Mid-Year Budget Review January; progress report April; annual report in July.

Case



Not too much sand in the cement!

Community M&E committee in Dagana Dzongkhag

A community M&E committee was organized to assure quality control of a farm road project. Six people were appointed to the committee, 1 GT member, 2 women and 3 men from the place concerned. The Gup was excluded, because the Gup is the implementer, and there needs to be check and balance!

The community committee took part in activity planning, and received training from the Dzongkhag engineer and the GAO on the quality of materials, how much was needed and why. This enabled the committee to check quality as well as progress of the work. It also checked progress 3-4 times in a month, for which Nu.5000 was paid.

With community monitoring the farm road was finished on time and in good order.

Step 6: Monitoring and Evaluation

What do we mean by monitoring and evaluation?

Monitoring and evaluating helps to assess the progress that is made towards achieving the activities in the annual plan. Monitoring and evaluation often overlap because evaluation uses all information collected during monitoring, but they are also different from each other:

- **Monitoring** is a routine process. We use it to adjust and improve our work plans and tasks on a frequent basis.
- **Evaluation** is a more in-depth assessment of what we have done, what we have achieved and what impact there has been on the people's lives. We evaluate after a longer period of time, such as at the end of the activity (by the GAO and DPO with Local Governments), and after a few years (by GNHC). Evaluation helps us to see if bigger changes are needed in the way we implement activities in Five Year Plans, or in Government Policies.



Why do we monitor and evaluate?

Maybe we think the quarterly progress reports are for GNHC? Well, it is a requirement, but if monitoring and evaluation are done well it helps the GAOs, DPOs and Local Governments to:

- prove whether or not we have achieved the development activity as per the needs of the people
- improve effectiveness by helping to identify strengths and weaknesses in implementation
- revise and adjust the work plan
- improve understanding of how to involve the people by identifying what does or does not work and why

- keep all community members and other stakeholders informed about the development activities
- motivate staff, communities and other stakeholders who work on projects to continue their efforts
- ensure accountability to different stakeholders
- use the money granted to the Local Government efficiently and effectively.

How do we monitor and evaluate?

1. Collect information about our activities

We collect information about what we have done, about what the money was spent on and about the results we have achieved. There are a lot of ways of collecting monitoring information. For example, by observation, by talking to people, and from service and procurement records. Also, if you hear something, cross-check by asking the people if it can be confirmed.

An evaluation uses the information collected during routine monitoring and additional information collected specifically for the evaluation on the following questions:

- Have we made a positive change in the Gewog/Dzongkhag?
- What lessons can we draw for future?

Evaluation involves many stakeholders and is a more in-depth look at what progress we have made. These lessons are crucial inputs for future plans, activities and even policies.

2. Use information to assess what tasks we have done and to adjust work plans

For example, have we done everything we planned to do? If not, why? Have we done things we did not plan? Why? We also review if we are doing the right thing. For example, we might have expected our activities to help increase access to sanitation by latrines construction, but our monitoring tells us that there has been no change. We need to consider whether we should change our strategies of increasing latrine construction. Another example is, we need to construct 2.5 kms of farm road. We look at the information to see whether enough kms have been built so far, and we explore the reasons why progress has or has not been made.

It is helpful to plan regular monitoring to assess progress against the work plan. A monitoring committee at the local level can facilitate this. It could be weekly, in case of monitoring disease outbreak, or monthly for another activity. Use the work plan developed in Step 4 for guidance. Identify the reasons for differences between what was done and what was planned. This will help to decide what to do next.

It is equally important to use the information on lessons drawn from the last evaluation in future activity planning.



Case

Too busy to monitor

A DPO explains about the Tender Committee comprising of Dzongdag, Dzongrab, DPO, DBO, Dzongkhag Engineer and relevant Sector Heads. They meet as a group again at the completion of the project for taking over. For monitoring they rarely go because they are too busy and there is also shortage of funds. This way it is difficult to ensure the quality of the work...



Tip

With a bit of training, community committees can do a quality job, because the activity is for their benefit!

Community monitoring is the preferred option.

3. Share the information with different stakeholders

Agree how and when to share information from monitoring and evaluation with all stakeholders in advance and share with them this disclosure plan. This helps to check information and builds effective and accountable relationships with different stakeholders. It also helps to share lessons we have learned about how to do better next time. Being honest about our own mistakes encourages others to do so we can learn together!

The minimum is that GT and DT meet at least three and two times a year respectively to review progress of the annual plan. Extension Staff, Head Teachers, and the Health Assistant will participate during the GT review meetings. The Dzongdag, DPO, DBO and other Sector Heads will participate during the DT review meetings. The DPO and GAO serve as M&E focal point. For more details, see pages 22-25 of the National Monitoring and Evaluation Manual in the Reference Box that comes with this Local Development Planning Manual.



Checklist

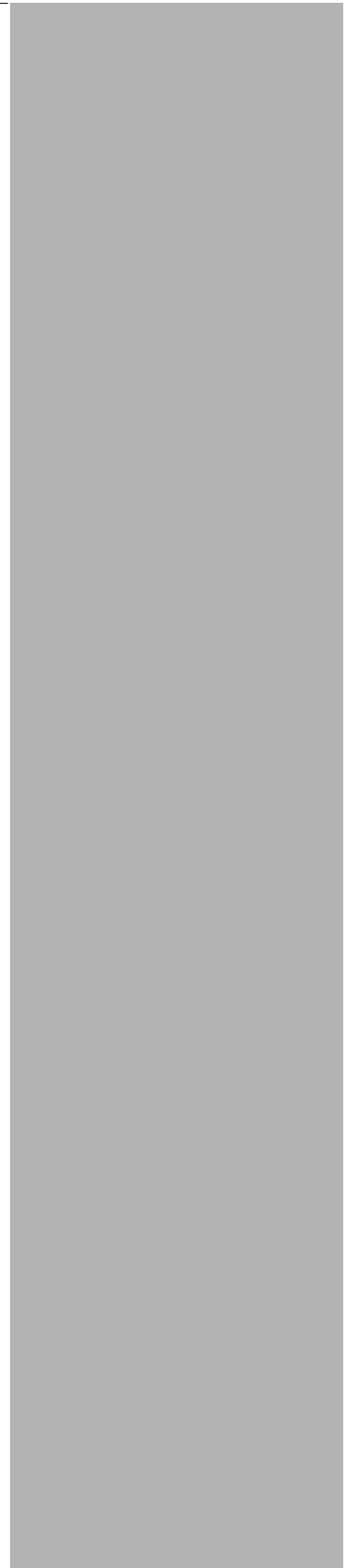
Checklist for Step 6

- The communities have been consulted about a monitoring role.
- Community M&E Committees (if this is the chosen option) have received training to check on quality implementation of the work plan.
- Monitoring frequency has been agreed and the GAO and DPO is prepared to do spot checks.
- The GAO and DPO prepare monitoring information for monthly meetings with the Gup and Dzongdag and relevant Sector Staff.
- The GAO and DPO coordinate and prepare Quarterly Progress Reports and Annual Report.
- The GAO and DPO conduct final evaluation when a work plan is finished, involving all stakeholders according to NMES Manual.

Minimum requirements for Step 6:

- GAO organizes a monthly monitoring meeting for the Gup and Gewog Staff. DPO organizes a monthly monitoring information for the monthly meeting of the Dzongdag with Sector Heads.
- Update Gewog data base (or GPIS) with new data and infrastructure.
- GAO and DPO coordinate work plan monitoring and quarterly progress reporting in PLAMS (includes budget) in line with the National Monitoring and Evaluation System (Note that with PLAMS, this document is being updated).
- GT and DT discuss the progress report at least twice a year (half way), and annual report (end of the fiscal year).

Space for notes





Tools

Tools

SL. #	Tool	Time needed	Size of the group	Literacy required?	Purpose of the tool
1.	Development mapping	¾ to 1 hour	Medium to large	none	To provide an overview of development achievements, resources and services available in the community
2.	Citizen Report Card	Several days	Gewog level survey	Yes for the surveyors, none for the interviewees	To check if the people are happy with a public service and to find out what people want to be improved.
3.	Priority box	½ to 1 hour	Small to medium	none	To discuss different strategies for achieving a development goal, and use criteria to rank them.
4.	Priority matrix	½ to 1 hour	Small to medium	none	To compare different development activities and rank them according to criteria agreed by the GT/DT with the people and members.
5.	Pair-wise ranking	½ to 1 hour	Small to medium	none	To compare and rank similar options in order to make choices.
6.	GNH check	½ to 1 hour	Small	Some	To assess one development priority on 4 criteria sets namely, 1/ Poverty & disadvantaged groups; 2/ Gender equality; 3/ Environment conservation; 4/ Preservation of Culture
7.	Modified SWOT analysis	½ to 1 hour	Small to medium	Some	To discuss if we have the ability to carry out an activity.
8.	Quick LG mandates checklist	5-10 min	Any size	Yes	To get a first indication of what untied funds at the Gewog and Dzongkhag level may be used for.
9.	Planning hand	2-3 hours	Small to medium	Some	To make an activity plan

Small = 2-7 people Medium = 8-14 people Large = 15-30 people

Tools



Tools



Tool 1 Development mapping

What is it?

A development map shows the resources and infrastructure of a particular community, Gewog or Dzongkhag, the places where people live, and the services for the people, such as education, health, extension, and water. You can then indicate what is not there, and prioritise what is most important for this year using other tools.

Why use it?

- To provide an overview of key populations in a community, Gewog or Dzongkhag, including the poor and the disadvantaged groups.
- To start exploring views about development and concerns within the community.
- To identify what services are available and what people think about these services.
- To identify needs of the people

How to use it?

1. Groups of any size can make a development map. Larger groups will take less time to map a large location.
2. Draw a general map of the location to be explored, showing key landmarks like rivers, roads, lhakhangs and other important land marks decided by the people.
3. Divide the participants into small groups. It will help if each group includes members of key populations (e.g. women's group, disadvantaged group, parents group, youth group, etc.). To ensure that the shy groups' points are also included and heard, it may be better to group people according to similar groups. This helps to avoid the domination by the articulate, better off and educated people.
4. The small groups discuss what they would like to show on the map, and prepare symbols. They also discuss concerns they have for the future.
5. Each small group shares what they would like to put on the map, as well as concerns they have. Allow disadvantaged groups and women to share first. They will feel shy to speak after people with more status in the community have "made their points".
6. Discuss differences and commonalities. At this stage there is no need to take any decisions. We are just exploring all the different views that exist.

Ideas for useful maps

Different maps can be drawn depending on the development needs or concerns of the community.

For instance:

- A map indicating the households with access to clean water or to education
- A map showing the natural resources of the community: which are used by women and men. If there are different resources used by men and women, include them.
- A map showing resources and services that help people stay healthy and happy.

Facilitators' notes

Different sections of the community should be invited to the assessment. This will help make sure that the views and knowledge of everybody in the community, Gewog or Dzongkhag are represented in the map.

Tool 2 Citizen report card

What is it?

A tool to assess the quality of public services such as agriculture, livestock and forestry extension, road maintenance, health services, water supply and sanitation, and education in schools.

Why use it?

To check if the people are satisfied with a public service and to find out what people want to be improved.

How to use it?

1. Select one public service that the GT has heard people complain about.
2. Determine how citizens can be consulted, and who will do this. For instance, in education it may be enough to consult all the parent-teacher associations in the Gewog, and the GT may decide that it is best to hire some students during their holidays to make sure there is no bias in the replies. If we ask extension to do the survey, people may be afraid to speak their mind freely. In the case of water supply, we need to do household interviews.
3. Design the questionnaire with the providers of the service (e.g. teachers, extension workers, community road maintenance committees, etc). What have the providers been mandated to provide? What would they like to get feedback on from the public? Use scores from 1 to 10, or another scoring system that is easy for local people to use. Ask the Dzongkhag Sector Heads to give feedback.
4. Select a reasonable number of respondents who will need to fill up the questionnaires (for instance a minimum of 60% of the parent-teacher associations or 10% of the households members).
5. Select and train the people hired to do the survey. Make sure you select both female and male surveyors (depending on the services to be assessed, women and men may feel more comfortable to talk if the surveyor is of the same sex). Ensure that they understand importance of confidentiality and anonymity as some people may feel uncomfortable to express their views honestly.
6. Analyse the data together with the surveyors.
7. Write a report: "The citizen report card for ..." Each item should be scored, and a short explanation given as to what works well and what needs improvement. The findings should be constructive and should not aim to embarrass or applaud a service provider's performance. Gain feedback from these service providers before sharing the findings with others.
8. Share the findings with the people during the assessment and identification step, or with the GT during prioritization.
9. Post the "report card" on the public notice board, and let the media know about it. They usually look for a story and the score card issue could be of interest to them.

Based on: <http://www.capacity.org/en/content/pdf/2899>

Ideas

- Get sample questionnaires from other GAOs
- Write to International Organisations for Assistance (see the Bhutan portal www.bhutan.gov.bt/ for contact addresses of all agencies in Bhutan).
- Organise a Gewog-level meeting between providers and the public. Let them find solutions together! Encourage the providers to listen and seek solutions rather than be defensive.

Tools



Tools



Tool 3 Priority box

	Future need low	Future need high
Present situation Good		
Present situation Poor		Priority box

What is it?

This tool uses the above table to compare and list development strategies in order of importance. For example, if a community is considering ways to improve income from agriculture, this tool can show the different strategies and can help choosing one strategy over another.

Why use it?

The priority box provides a way to identify the most important thing to do.

How to use it?

1. Agree on the subject and options to discuss. For example, the subject can be 'How can we get more income from agriculture? Examples of options might include, using power tiller, using new variety seeds, improving the road, building a market shed, starting a sales cooperative.
2. Draw or write each strategy on a separate card. This is called a strategy card.
3. Draw a table as in the example above.
4. For each strategy card discuss the present situation, and the future need. Is the situation at present good or poor? Is the future need high or low? Now place the strategy card in the appropriate box.
5. When the matrix is finished, encourage the participants to discuss the result. The most important strategy will be in the "priority box" where the present situation is poor and the need in future is also high. Is the most important strategy clear? What is the second choice, the third choice?
6. In case there is more than one choice in the priority box, further prioritization will need to be done through tool 5 pair wise matrix.
7. Discuss and agree on what to do next.

Facilitators' notes

The selection of strategies is a very important part of this activity. Help participants to explore as many options as possible. Accept all ideas without discussion and write them on a card (or draw a picture in case there are illiterate people present). The ideas will be discussed when we begin placing the cards on the table or wall.

Tool 4 Priority matrix

Criteria	Development issue card 1	Development issue card 2	Development issue card 3	Development issue card 4
Easier to do				
More people will benefit				
Good for women				
Less expensive				
Total score				

What is it?

This tool uses a grid to compare and list things in order of priority. For example, if a community is discussing various development activities, this tool can help show the different activities and the criteria for choosing best options.

Why use it?

Matrix scoring provides a way to score and compare different things against the same criteria.

How to use it?

1. Agree on the development activities that will be prioritised. For example, 'a new farm road', 'repair the water system', 'build a new classroom'.
2. Draw or write each development activity on a separate card.
3. Draw a matrix – a big rectangle with rows and columns – as above. The number of columns is one more than the number of development activities. The number of rows is two more than the development activities.
4. Put one development activity card at the top of each column. Do not put a card at the top of the left-hand column.
5. Agree on criteria for prioritising the development activities. This will depend on what is important to the community. These criteria need to be agreed well before the issues are discussed. Otherwise, influential persons can manipulate the criteria to ensure that the issue of their preference stands a better chance. For example, criteria for prioritising might be: 'Easier to do', 'More people can benefit', 'Good for women in our community', 'Less expensive', 'Easily accessible for all in the community' and 'Less negotiation necessary'. It could also be more specific emphasis on GNH.
6. Draw or write the criteria in the boxes in the left-hand column of the matrix. Do not write in the top box of the left-hand column.
7. Agree on a scoring method—for example, numbers 1–3, where 1 is very low and 3 is very high. This has to be in line with how people categorise issues in their own culture and language. In Dzongkha (Rab is excellent, ding...medium and thama... lowest). This is normally used.
8. Give each option a score for each of the criteria. Write each score on the matrix, or participants can use beans or stones to do this. It is OK to give the same score to different options.
9. Add up the scores for each option.
10. When the matrix is finished, encourage the participants to discuss what the matrix shows. Talk about whether the matrix makes sense or whether there should be further discussion.
11. Discuss how to use the information on the matrix.

Facilitators' notes

- The selection of criteria for scoring is a very important part of this process. Help the participants take enough time to discuss and agree on the criteria.
- The criteria for scoring must be either all positive or all negative, because they are to be scored and added up. For example, if the participants are talking about a new road, 'more safe' is a positive reason and 'more dangerous' is a negative reason.
- Using beans or stones to score allows participants to make changes easily during discussion and provides an automatic visual indication of what the scores are.

Tools



Tools



Tool 5 Pair-wise ranking

Development Activity	School latrines	Farm road	Lhakhang renovation	Extension of water supply	Child care facility
School latrines	X				
Farm road					
Lhakhang renovation	X	X			
Extension of water supply	X	X	X		
Child care facility	X	X	X	X	X

What is it?

This tool uses a matrix to compare and prioritise different development activities.

Why use it?

Pair-wise ranking helps to compare and rank similar options in order to make choices. It also helps to sort information gained during an assessment of the current situation (Step 1).

How to use it?

1. Discuss the subject to be explored. For example, 'What are the different development activities we may want to undertake in our Gewog/Dzongkhag this year? Agree on the options or choices to be compared.
2. A list of six to eight options works well for this tool. If there are more than eight options on the list, encourage the participants to remove some options. For instance, those which will not benefit all people in the Gewog.
3. Draw or write each option on two separate cards. Divide the cards into two (identical) sets.
4. Place one set of cards in a line, from bottom to top, and place a blank card at the top of the list.
5. Place the second set of cards in a line from left to right next to the blank card in exactly the same order as they were listed from top to bottom earlier.
6. Cross out all the matrix squares that have the same pair of options in both of the rows. Half of the other boxes on the bottom will also be crossed out because they repeat what's on the top. See example above. All boxes from the below the diagonal line gets crossed out.
7. Compare the first option (school latrines in the above example) at the top of the left-hand column with the second option (farm road in the above example) of the top row. Encourage participants to discuss which option they would choose. Draw or write the chosen option in the box on the matrix in the same way it was done earlier.
8. Continue this process by working along the first row from left to right. Then work along the other rows until all of the options have been compared.
9. At this point, all the empty boxes in the matrix that are not crossed out should now be filled in.
10. Count the number of times each option appears in the matrix and add these up. Rank the options in order according to how many times they appear. The option chosen the most number of times will be ranked first and second most as the second and so on.
11. Discuss the results of the activity. Discuss how to use the information.

Facilitators' notes

- Pair-wise ranking is often used after techniques such as mapping.
- It is often used before a more detailed ranking tool, such as a Priority Matrix.
- The discussion people have about why they choose one option over another is just as important as the result. Reasons why people choose one option over another should be recorded.

Tool 6 GNH check

What is it?

This tool helps to assess a prioritized development activity according to Gross National Happiness criteria.

Why use it?

The GNH check is used to double check if the GT is making a wise decision to invest in a development activity. It helps to assess one development priority against 4 criteria sets namely, 1/ Poverty and disadvantaged groups; 2/ Gender equality; 3/ Environment conservation; 4/ Preservation of Culture.

How to use it?

Discuss each of the prioritised development activity.

Poverty and disadvantaged groups

- Who are the poor? (land holding size, land productivity, number of people in households, access to basic services such as BHU, schools, water, electricity etc..., type of housing, roofing, remoteness)
- Who are the disadvantaged groups such as disabled, elderly, single parents and individuals, children- orphans, HIV affected people?
- How will the poor and disadvantaged groups benefit from the activity? For example, economic benefits, employment opportunity, access to basic services and any other benefits?
- How many poor people/households will benefit from the activity?
- Whether the activity will have any negative impacts on the poor and disadvantaged groups?
- How will this activity reduce vulnerability of the poor and the disadvantaged groups?
- How sustainable is the activity in terms of poverty reduction?

Gender Equality

- Will women and men have equal access to the services provided through the activity?
- Will women and men benefit equally from the activity?
- Whether the activity will have any negative impact on women and men?
- How does the activity take into account and promote gender equality?
- How sustainable is the activity in terms of gender equality?

Environment Conservation

- How much environmental damage would this activity cause for e.g. air and water pollution, and land degradation?
- How much will the activity contribute to environment conservation?
- Are there any measures in place or planned to minimize the negative impacts on environment?
- How sustainable is the activity in terms of environment conservation?

Preservation of Culture

- What impact does the activity have on cultural aspects? Positive and negative impacts should be discussed.
- How much will the activity contribute to preservation of culture?
- Are there any measures planned to minimize the negative impacts that the activity may have on the preservation of culture?
- How does this activity affect community vitality (improves or reduces)?
- How sustainable will the activity be in terms of preservation of culture?

Tools



Tip



To save time, this could be done in small groups of a few GT members with relevant Civil Servants.

Tools



Tool 7 Modified SWOT analysis

	Opportunities in our Gewog, Dzongkhag in relation to this activity:	Threats (constraints) in our Gewog, Dzongkhag in relation to this activity:
Strengths of the activity, strengths of our organization in relation to this activity:	Considering these strengths and opportunities, what can we do?	Considering these threats and these strengths, what can we do?
Weaknesses of the activity, weaknesses of our organization in relation to this activity:	Considering these opportunities and these weaknesses, what can we do?	Considering these threats and these weaknesses, what can we do?

What is it?
 This tool uses a matrix to encourage discussion about what the strengths, weaknesses, opportunities and threats (constraints) of a particular activity are.

Why use it?
 Using a SWOT analysis helps to decide whether we can carry out a activity idea.

How to use it?

- Discuss the meaning of the words:
 - 'strengths' – the good points about the activity and the organization/department/people that need to implement it
 - 'weaknesses' – the weak points of the activity, and the organization/department/people that need to implement it
 - 'opportunities' – the positive openings that exist for the activity and as a result of this activity
 - 'constraints' – the things that are or will get in the way of achieving the activity goals.
- Draw a matrix with three rows and three columns (see example above). Write or agree symbols for headings of each box in the matrix.
- Take each SWOT box in the matrix in turn:
 - Discuss the **strengths** of the organisation to carry out an agreed activity. For example, strength may be that three people have received training. Draw or write all the strengths in the box in the matrix. Discuss also the positive things of the activity and draw or write all these.
 - Discuss the **weaknesses** of the organisation to carry out an agreed activity. For example, a weakness may be the lack of volunteers to carry out the activity. Draw or write all the weaknesses in the box in the matrix. Discuss the weaknesses of the activity and record those as well.
 - Discuss what **opportunities** there are in the Gewog or Dzongkhag that will help to carry out a new activity. For example, an opportunity may be a good relationship with the Dzongkhag engineer. Discuss also the opportunity that could emerge as a result of this particular activity. Draw or write all the opportunities in the appropriate box in the matrix.
 - Discuss what **threats** (or constraints) exist which will prevent or hinder a new activity. For example, a constraint may be that the slope where the road needs to be built is very steep. The other issue that can be discussed is the threats that this activity will bring. These could be problems that this activity will bring. Draw or write all the constraints in the box in the matrix.
- Discuss the remaining questions in the box. How can the strengths and opportunities help to mitigate the weaknesses and threats?
- Agree to stop or to go ahead with the activity idea.

Tool 8 Quick LG mandates checklist

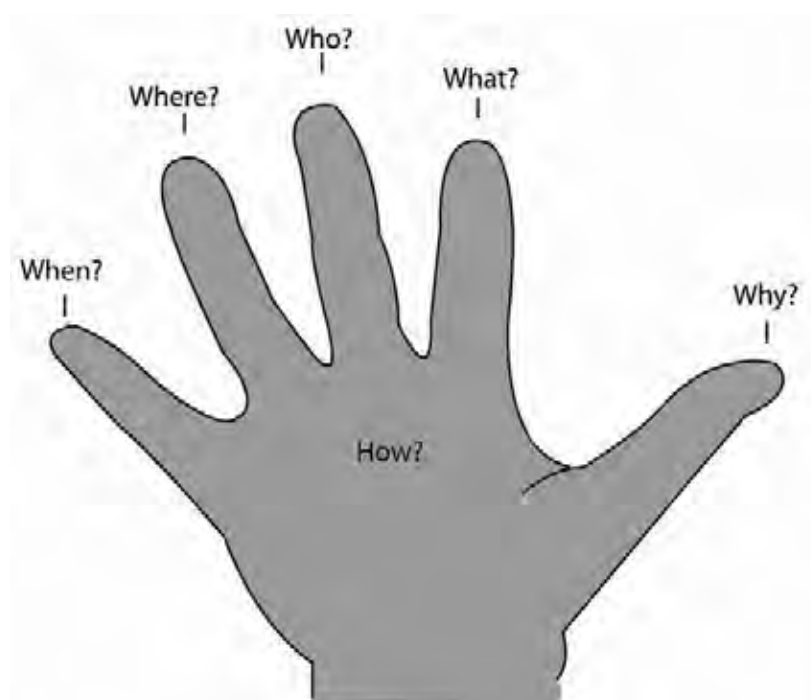
<p>What is it? This is a checklist covering the main items mentioned under untied grant in the Guidelines for Annual Grants.</p>
<p>Why use it? The Annual Grant Guidelines are lengthy, and this checklist gives a first indication of what untied funds at the Gewog and Dzongkhag level may be used for.</p>
<p>How to use it? During the GT meeting as a quick reference guide. To be sure, always check the annexure 1 and 2 of the Guidelines for Annual Grants for Local Governments (Dzongkhags and Gewogs) in the Reference Box, or call GNHC.</p>

Sector	Gewog	Dzongkhag
Administration	GT office Visitor Facilities Recreational area	Guest house (max 10% of Grant) Government offices and safety/fire equipment Crematorium Dzongdag's and Drungpa's residence
Culture	Maintenance of small lhakangs	Maintenance of Dzongs and cultural properties and supporting infrastructure (toilets, kitchen, karmi shed, dormitories, etc) Cultural and recreational centres (museums, parks, etc.)
RNR	None	RNR center & supporting infrastructure/inputs
Agriculture	Farm roads including bridges; power tiller tracks; irrigation canals; market sheds; storage facilities	Large irrigation canals Market sheds Storage facilities
Livestock	Livestock extension centre	Veterinary hospital and supporting equipment Slaughter house
Forestry	Forestry extension center	Supporting forestry infrastructure and equipment
Health	RWSS Supporting infrastructure and equipment for ORC and BHU-II	Construction BHU I and II Maintenance, supporting infrastructure, general lab diagnostic facilities and equipment for BHU I Telemedicine and related IT
Education	Supporting infrastructure and equipment for community Primary Schools	Supporting infrastructure and equipment/furniture Maintenance of Middle and Higher Secondary Schools Stationery, text books, games and sports goods, cultural activity goods, scouting goods
Roads, bridges and tracks	Suspension Bridges; cantilever bridges, bazams and wooden bridges, Mule tracks and footpaths	Identification, prioritisation and maintenance of feeder roads
ICT	Maintenance of community information centre	Not applicable
Environment	Control and prevention of pollution Safe waste disposal Conservation & designation of watershed areas, water bodies/source	Control and prevention of pollution Safe waste disposal Conservation & designation watershed areas, water bodies/source, biodiversity sanctuaries
Energy	Solar equipment	Solar equipment
Other	Check the Annual Grant guidelines annexure 1	Check the Annual Grant Guidelines annexure 2

Tools



Tool 9 The planning hand

**What is it?**

This tool uses the hand to plan what we will do, why, by when, where, who will do it and how. It is especially useful for planning with communities.

Why use it?

The planning hand helps to plan the implementation of a community development activity with the people.

How to use it?

Use your hand to introduce the various components of an implementation plan. Also make a work plan matrix to record the outcome of the planning hand questions.

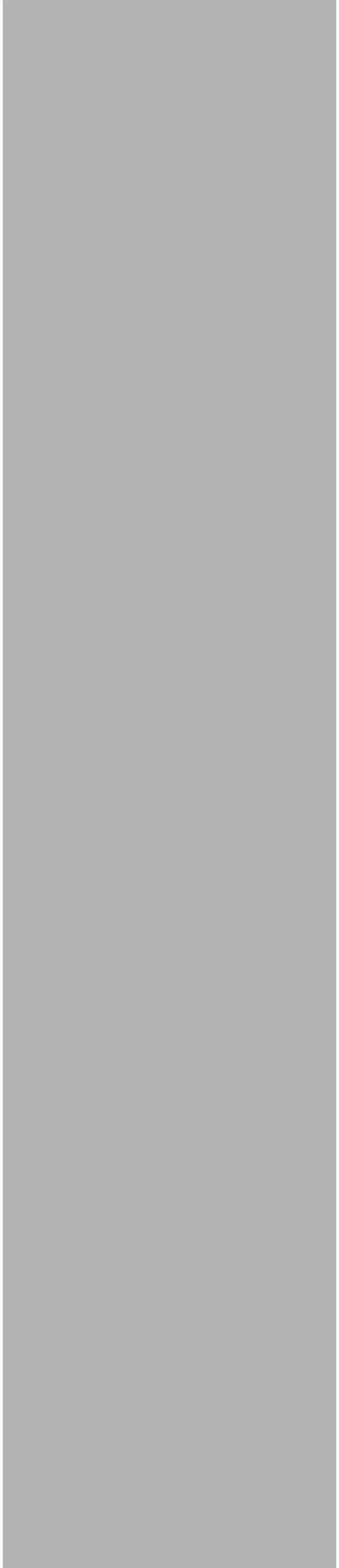
Ideas for useful questions

1. index finger = What? – What is it that we are going to do?
2. thumb = Why? – Why do we want it? Justification requires the detailing of benefits and beneficiaries.
3. middle finger = Who? – Who are the people who will carry out the plan?
4. ring finger = Where? -- Where will the activity take place? Name the specific place.
5. little finger = When? – When do we plan to implement it? When does it start, when does it end? Remember the fiscal year and the important community events.
6. palm = How? – What are the specific steps or tasks required? Here the detailed plan will be laid out and each individual responsibility will have to be mentioned. This includes the type of implementation modality chosen.

Facilitators' notes

- It is important to be very specific when discussing activities and while answering each question. Help participants to break down large activities into small ones.
- If a stakeholder is not present when their roles and responsibilities are being discussed, they must be fully consulted before the plan is finalised!

Space for notes





Formats

Record keeping format

Location:	Date:
Facilitator:	Note taker:
Number of participants: men /___/ women /___/	Comments on the diversity of participants: (young/old, disadvantaged groups, well off/poor, educated/illiterate organizations present, civil servants, etc.)
Topic:	Tools used:
Main discussion points:	

Main conclusions/decisions:

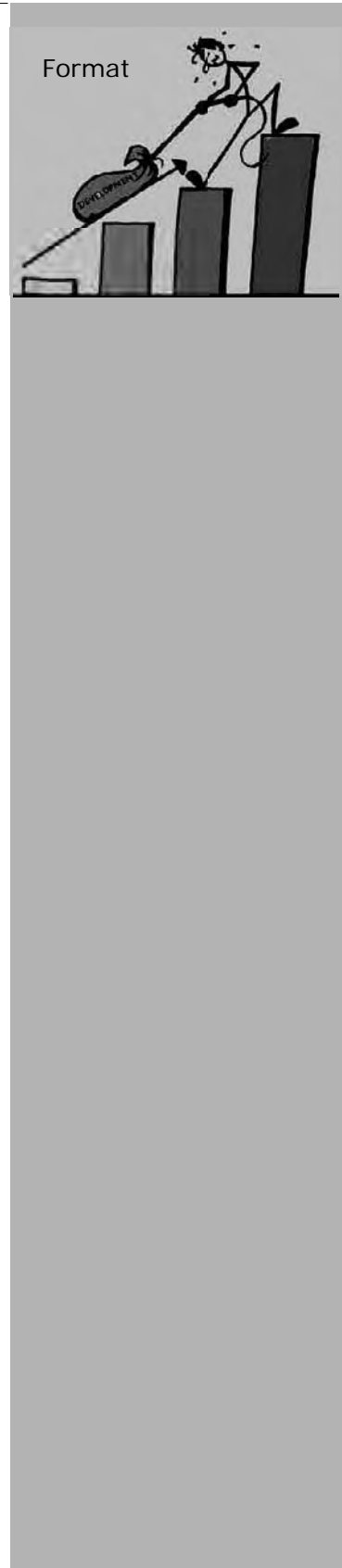
Issues for follow-up:

What is it?
This format helps to keep a good record of meetings with the people.

Why use it?
Records are needed to ensure that information is properly shared with GT and DT members and sector staff. Records are also important for transparency.

How to use it?

1. Copy this format in your notebook.
2. Take notes during the discussions. In case you are facilitating the meeting, ask somebody ahead of time to keep notes for you.
3. Do not wait too long before you finalize your meeting record and file it for future reference.





Activity Work plan
Annual Activity Planning, Monitoring and Evaluation Form
 What (Development Activity as decided by GT/DT): **Why** (who will benefit in what way?): **Where** (location):

Sl. #	What Sub-activity (x) Tasks (x.x)	Who Person responsible and others involved (e.g. engineer, private contractor, etc)	Where Specific place	Budget	When (months)												Remarks (progress, problems encountered and changes)	
					7	8	9	10	11	12	1	2	3	4	5	6		
1		Planned Actual																
1.1		Planned Actual																
1.2		Planned Actual																
Etc.		Planned Actual																
2		Planned Actual																
3		Planned Actual																
4		Planned Actual																
Etc.		Planned Actual																

How is monitoring organised?
 Who is responsible?

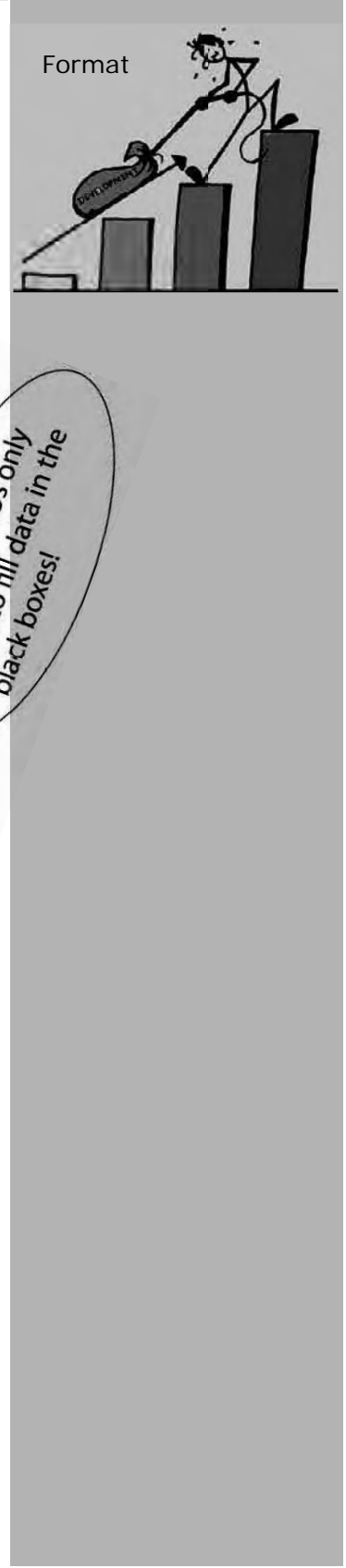
PLaMS: Annual Work Plan and Budget
FINANCIAL YEAR:

Dzongkhag:	Gewog:
Sector:	Program:

Contribution to National & International Goals & Targets :	Baseline	Target
Program Outcomes:	Baseline	Target

Program Activities	Annual Target	Timeframe				Responsibility	Budget (Nu. in million)			Funding Agency (needs to be clarified for Local Governments)	FIC(needs to be clarified for Local Governments)
		Q1	Q2	Q3	Q4		Rec.	Cap.	Total		
Activity1											
Sub-Activity1											
Sub-Activity2											
Activity 2											
Sub-Activity1											
Sub-Activity2											
Total											

DPOs and GAOs only need to fill data in the black boxes!





PLaMS: Quarterly Progress Report
TENTH PLAN (2008-2013), REPORTING PERIOD:

Dzongkhag:	Gewog :
Sector:	Program:

1. Activity Progress (no indicators required for the time being)

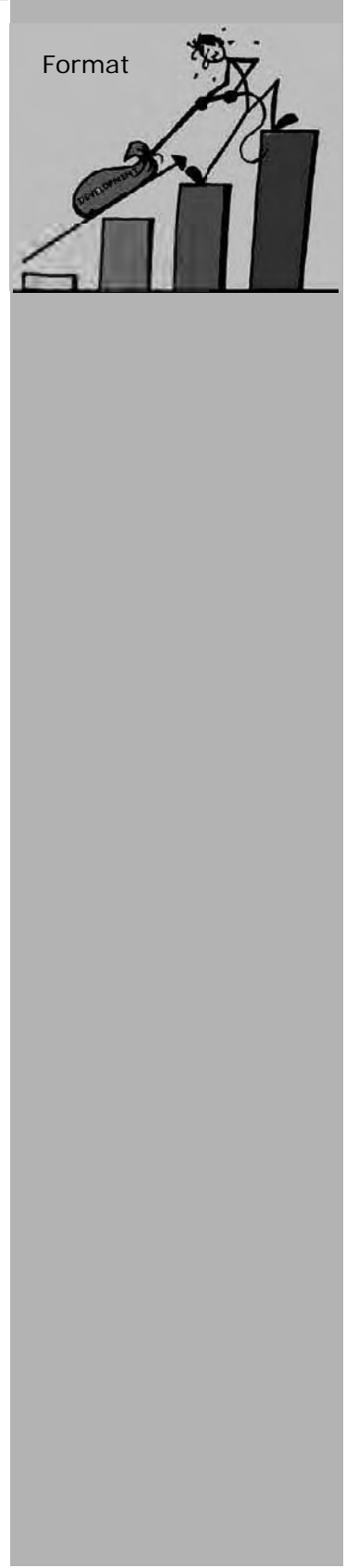
Activities	Annual Target	Actual (Progress)	Budget (Nu. in million) (A)	Expenditure (Nu. in million)		Funding Agency	FIC (Project Name)	Remarks (explain progress in detail)
				Current Quarter	Cumulative (B)			
Output 1					Balance (A) - (B)			
Activity 1				Manual entry until integration with MYRB & PEMS				
Sub-Activity 1								
Sub-Activity 2								
Activity 2								
Sub-Activity 1								
Sub-Activity 2								
Output 2								
Activity 1								
Sub-Activity 1								
Sub-Activity 2								
Activity 2								
Sub-Activity 1								
Sub-Activity 2								

Summary of Issues and Recommendations

Key Achievements: (Highlight the main achievements in the current Quarter)	
Constraints & Issues: (List the constraints/problems and issues faced)	
Recommendations: (Suggest your recommendations/remedial actions to improve implementation.)	
Additional comments	

Prepared by:	Name	Designation	Agency
Contact Numbers:	Telephone	Fax	Email
Date:	Day/Month/Year		

Verified by:	Name	Designation	Agency
Contact Numbers:	Telephone	Fax	Email
Date:	Day/Month/Year		



Endnotes

1. The design of this manual and some of the texts was inspired by a toolkit from International HIV/AIDS Alliance (2006) **All Together Now!**
2. Based on **The Local Governments' Act of Bhutan, 2007**, Functions of Local Governments.
3. Though Article 22 (2) of the **Constitution of Bhutan** includes Thromde Tshogde as part of the Local Government, this manual is not specifically meant for them. However, it can be useful for reference.

