LOCAL DEVELOPMENT PLANNING MANUAL

Standards for Planning at Dzongkhag, Gewog and Thromde level

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Local Development Division
Gross National Happiness Commission Secretariat
Royal Government of Bhutan
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PREFACE

The Local Development Planning Manual (LDPM) was designed to assist the Local Governments (LGs) in undertaking the planning process in a participatory and objective manner facilitated by Dzongkhag Planning Officers, Sector Officials and the Gewog Administrative Officers. The first two editions of LDPM, 2009 and 2014 have guided the Local Governments in developing plans that represent the true needs and aspirations of the people of Bhutan. In this context, the LDPM was developed with comprehensive steps and various tools that cover the key aspects of development planning.

The LDPM is revised in 2021, to accommodate and streamline the new sectoral reforms and emerging issues that have happened after 2014 and also those that might occur in the future in terms of planning, prioritization and budgeting. The manual will also guide the LG functionaries to frame plans that consider systematic views, future scenarios, cross-cutting issues and promote the goal of Gross National Happiness. The steps and tools in the manual are intended to address the above views and issues as an outcome of the development discussion. The inputs received during the consultation processes with the LGs and relevant stakeholders have made the revised LDPM more practical and we hope similar support will be rendered in terms of implementation.

This manual is a living document and will be updated periodically to enhance its relevance.

(Rinchen Wangdi)
Secretary
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BACKGROUND

The local governance system in Bhutan has evolved since the establishment of Dzongkhag Yargay Tshogdu in 1981 and Gewog Yargay Tshogchhung in 1991. The Local Government (LG) institutions were established to enhance people's participation in decision making for planning and implementation of their local plans and developmental activities. The Constitution of the Kingdom of Bhutan 2008, the Local Government Act 2009, and the Local Government Rules and Regulations (LGRR), provide the legal and regulatory framework for formation and strengthening of the local governance system. Article 22 of the Constitution of the Kingdom of Bhutan is dedicated to LGs which states, "Power and authority shall be decentralized and devolved to elected Local Governments to facilitate the direct participation of the people in the development and management of their own social, economic and environmental well-being." In pursuit of the above and guided by the overarching development philosophy of Gross National Happiness, the Royal Government of Bhutan introduced the LDPM in 2009.

The first two editions of LDPM have guided LGs in terms of planning, prioritization, implementation and monitoring of local development plans, programs and activities. There have been many sectoral reforms instituted to meet the changing dynamics in planning, budgeting and governance processes since 2014. These reforms have overridden the LG's planning process, thereby limiting the use of LDPM. Thus, the need is felt to review and revise the LDPM 2014 to adapt to the changing scenario in local governance and development processes.

OBJECTIVES

The objectives of the LDPM are as follows:
a. To facilitate in establishing linkages between the National and the Local Governments' goals and objectives;
b. To bring clarity in the roles and responsibilities of different levels of government based on the Principle of Subsidiarity and guided by the Division of Responsibilities Framework (DoRF) and Resource Allocation Formula (RAF);
c. To bring clarity on the planning and budgeting processes through the provision of appropriate processes and tools;

d. To guide LGs in prioritizing developmental activities against the available resources and its effective utilization; and

e. To strengthen citizens' participation in enhancing economic, social and environmental well-being and promoting informed decision making at the local level.

NATIONAL STRATEGIC PLANNING FRAMEWORK

The National Strategic Planning Framework is guided by the development philosophy of Gross National Happiness and its nine domains. The framework specifies the medium and long-term objectives of the country and is supported by the results framework at the national, sectoral and local levels.
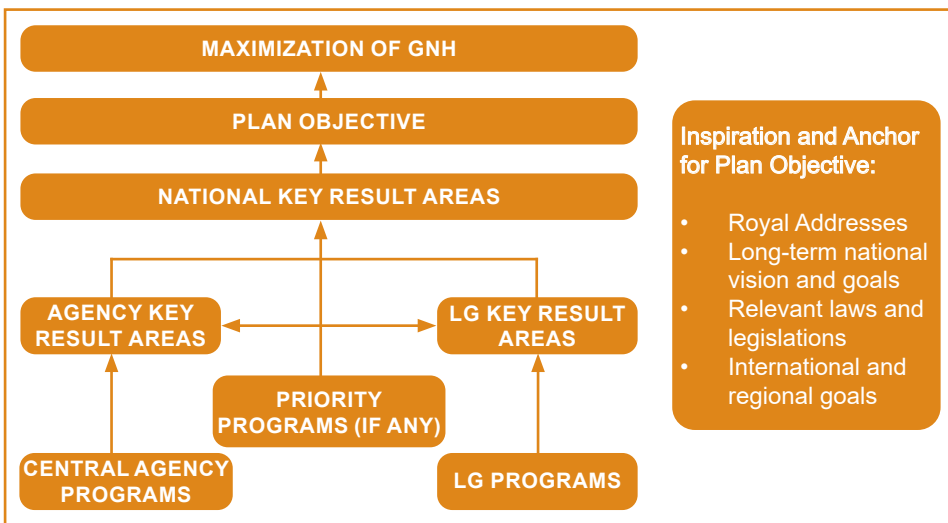
The DoRF determines the delineation of responsibilities and resources (functional and financial) between the Central and Local Governments, in the implementation of policies, plans and programs in a coordinated manner.

The results framework at local level are the medium-term goals of the LGs, which are drawn from the national results framework to achieve the long and medium-term national objectives. The annual planning, prioritization and budgeting processes of the LGs should align with, and contribute towards achieving the medium and long-term objectives of the country. To achieve these objectives, the resources to the LGs are provided based on the RAF, which is applied through the Annual Grants.

The RAFs and their criteria reflect the present level of development, issues and needs in LGs and thus serve as a compass and direction for LGs to primarily pursue and target priority areas for developmental interventions and investments to achieve the plan objectives.

LOCAL GOVERNMENT PLANNING CYCLE

The LG comprises Dzongkhag Tshogdu (DT), Gewog Tshogde (GT) and Thromde Tshogde (TT). The Local Government Act and LGRR empower LGs to formulate and implement their own plans and programmes in a holistic and integrated manner through the planning cycle. The planning cycle at the LGs consist of the following steps:

1. Situation Assessment and Identification;
2. Prioritization;
3. Decision-making/ Approval;
4. Implementation; and
5. Monitoring and Evaluation.
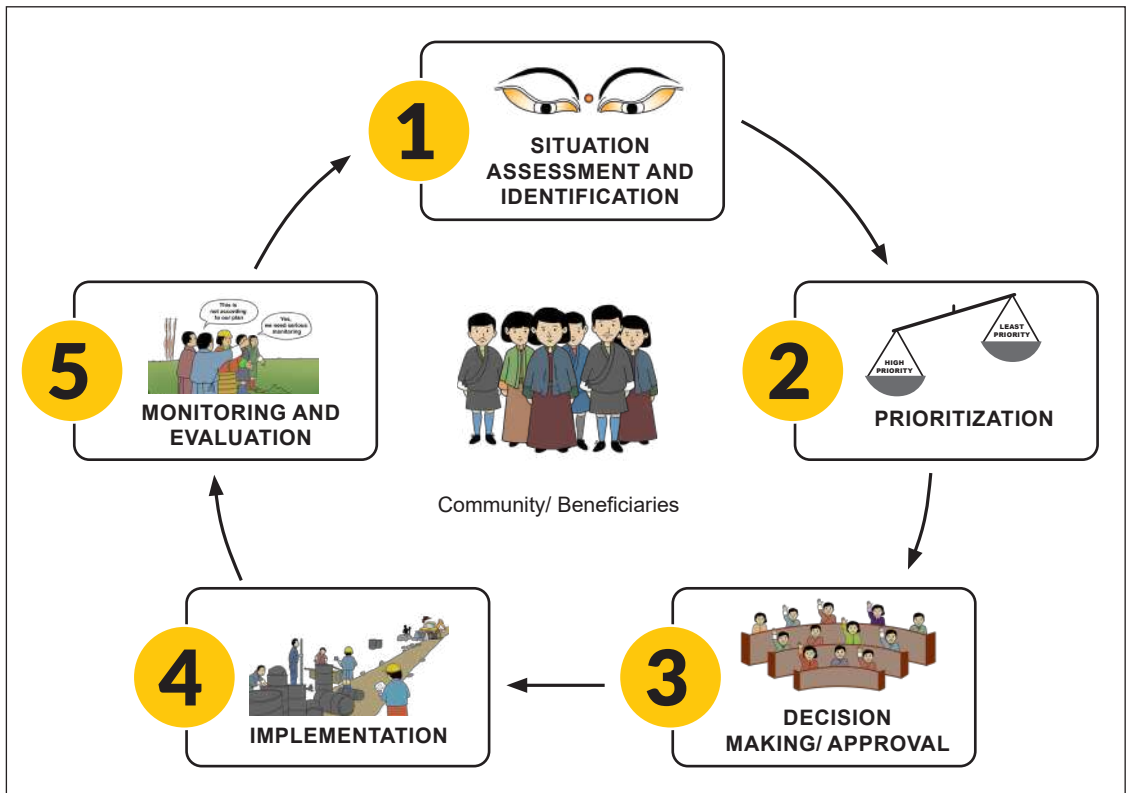
1. Situation Assessment and Identification
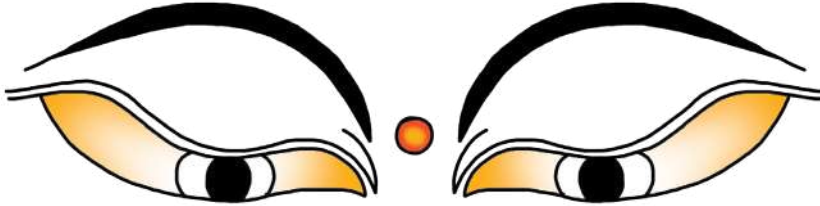
This step involves brainstorming and a holistic understanding of the development situation, emerging issues and opportunities in the LGs. It includes review of the existing development situations including the impact of past actions and inactions consisting of developmental activities, undertaken and/or overlooked. This has to be done in consultation with the beneficiaries to identify their needs. The step shall facilitate mainstreaming and integration of cross-cutting issues in the local plans to make informed and inclusive decisions.

2. Prioritization
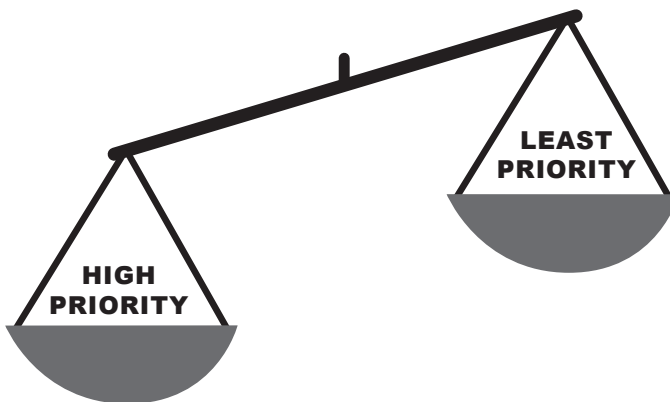
Following the situation assessment and identification, prioritization is necessary to perform the tasks to meet the needs of people within the available resources and implementation capacities. This step ensures that the prioritized activities are aligned to the national objectives and targets, considering cross-cutting issues.

3. Decision-making/ Approval

The respective LG institutions shall review, deliberate and approve plans and budget which have been submitted to them. This shall ensure greater responsibility, ownership and accountability by the LG institutions and enable better coordination and collaboration between the elected functionaries and the administration.

4. Implementation
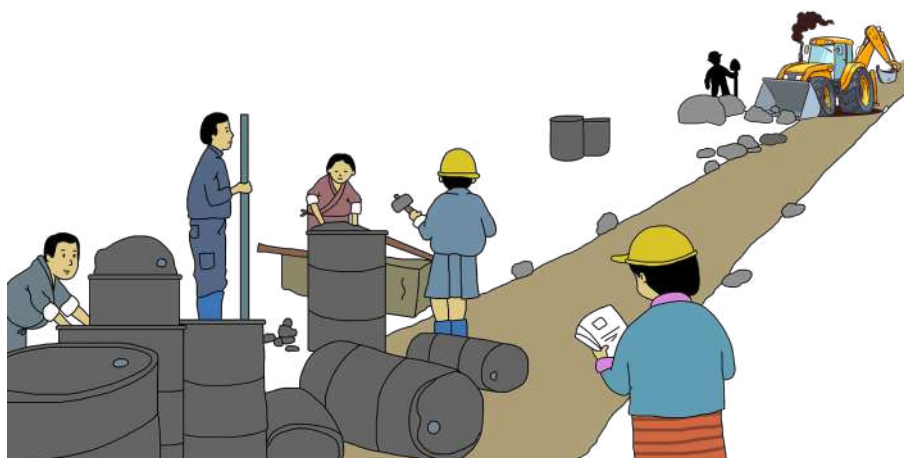
This step involves the implementation of the approved plans and programs originated through active community participation in collaboration with relevant stakeholders to improve the community's socio-economic wellbeing. This step clearly delegates the roles and responsibilities through a work plan and ensures efficiency and effectiveness in delivering the desired results.

5. Monitoring and Evaluation
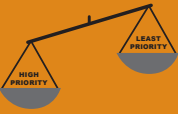
The step involves monitoring and reporting the progress of the developmental activities at the local level, and evaluating plans and programs that have strategic importance. This provides a platform to gauge the outcome of implemented activities, assess the impact on the people's lives and provide timely de-bottlenecking support to implementation issues and challenges. Best practices and lessons learnt shall be documented and used as inputs in the next planning cycle.

The details of planning cycles for Dzongkhag, Gewog and Thromde are presented in the following tables:

DZONGKHAG PLANNING PROCESS

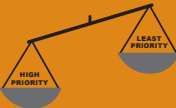| Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Situation Assessment and Identification	Sectors	1. Formulate sectoral plans embracing the Results Based Management (RBM) and Theory of Change (ToC) approach in a participatory manner considering the socio-economic situations of the respective Dzongkhags. 2. Ensure mainstreaming and integration of cross-cutting issues in local plans and programs. 3. Review existing development situations in the Dzongkhag and conduct gap analysis by referring to the relevant plans such as Valley Development Plan (if any), Local Area Plans (LAPs), Structural Plans, emerging needs and lessons from past experiences. 4. Assess and review plans and programs according to the LG plan objectives. 5. Prepare and submit a list of proposals including drawings, designs and cost estimates along with other prerequisites to the committee responsible for Dzongkhag planning, prioritization and budgeting for further review and endorsement. 6. Prepare draft annual performance targets by respective sectors for further submission to the committee responsible for performance targets.	Community Scanning and Mapping SWOT Analysis Stakeholder Analysis Gender Analysis: Cobweb Exercise Participatory Rural Appraisal Annual Performance Agreement (APA)	Prior to Budget Call Notification	Plan and other relevant Documents Guided by the Resource Allocation Formula (RAF) Integrate cross cutting issues such as GECDP Guidelines for Annual Performance Agreement (APA)
	Committee responsible for performance targets	1. Review the Dzongkhag and sector annual performance targets.	Annual Performance Agreement (APA)		Guidelines for Annual Performance Agreement (APA)

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Prioritization	Committee responsible for planning, prioritization and budgeting	1. Review plans and programs from the lens of strategic outcome to be achieved by the respective Dzongkhag. 2. Review proposals received from the GT through Gewog Administration. 3. Apportion budget within the LG annual grants. 4. Submit 'endorsed activities' with recommendation and 'activities not recommended' with rationale to committee responsible for agenda finalization for review and further submission to DT. 5. Present the outcome of the planning and prioritization exercise to the DT session by the committee responsible for planning, prioritization and budgeting as directed by the DT Chairperson.	Prioritization Matrix Participatory Rural Appraisal Cost Benefit Analysis	As per the Budget Call and Mid-Year Notification	Guided by the Resource Allocation Formula (RAF) Guided by Division of Responsibilities Framework (DoRF)
Decision making /approval	Committee responsible for agenda finalization	1. Review and finalize the agenda for DT. 2. Review, deliberate and recommend plans and budget for submission to DT.		Prior to DT Session	Protocol for Local Government Proceedings
	Dzongkhag Tshogdu	1. Review, deliberate and approve plans and budget for Dzongkhag based on the submission by the committee responsible for planning, prioritization and budgeting. 2. Disseminate the DT resolutions (both the approved and non-recommended proposals) to the public via LG Members.	SWOT Analysis Cost-Benefit Analysis	During DT Session Within 2 weeks after the receipt of resolution	Protocol for Local Government Proceedings
	Dzongkhag Administration	1. Disseminate and follow-up on the resolutions of the DT (both the approved and non-recommended proposals) to/with the sectors and relevant stakeholders.		Within 2 weeks after the receipt of resolution	Protocol for Local Government Proceedings

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Implementation	Committee responsible for performance targets	1. Review and align the annual performance targets with the approved activities and budget.	Annual Performance Agreement (APA)	As per the deadline provided by Government Performance Management Division (GPMD)	Guidelines for Annual Performance Agreement (APA)
	Sectors	1. Individual Work Plan (IWP) finalization and implementation.	Annual Performance Agreement (APA) Managing for Excellence (MAX)	As per the deadline provided by RCSC	Guidelines for Annual Performance Agreement (APA) and Managing for Excellence (MAX)
	Committee responsible for tendering and award of works	1. Prepare the tender documents and initiate tendering processes in compliance with government financial and procurement norms. 2. Timely awarding of works.	Electronic Government Procurement (e-GP) system		Procurement Rules and Regulations

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Monitoring and Evaluation	Dzongkhag Administration	1. Monitor work progress of activities periodically and submit the reports to relevant stakeholders. 2. Resolve issues and challenges faced during implementation.			As per the Work plan
	Committee responsible for monitoring of planned activities	1. Monitor progress of activities against the agreed work plan and submit the progress reports to the respective Dzongkhag Administration. 2. Carry out roles as prescribed in the LGRR and relevant rules. 3. Resolve issues and challenges faced during implementation. 4. Provide feedback on activities being implemented within the Dzongkhag, including central activities. 5. Document best practices and lessons learnt to be implemented in the next planning cycle.	Budget Monitoring Tool (BMT)	As per the deadline provided by MoF	Guidelines for Monitoring and Evaluation Manual for Budget Monitoring Tool (BMT)
	Committee responsible for performance targets	1. Evaluate the achievements of Dzongkhag performance targets.	Annual Performance Agreement (APA)	As per the deadline provided by GPMD	Guidelines for Annual Performance Agreement (APA)

GEWOG PLANNING CYCLE

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Situation Assessment and Identification	Committee responsible for Gewog planning	1. The committee shall be spearheaded by Gewog Administrative Officer (GAO) with members consisting of respective Chiwog Tshogpa and other relevant sectoral representatives. 2. The committee shall carry out consultation with the people and guide them in terms of government policies and directives. 3. Formulate the Gewog plan embracing the Results Based Management (RBM) and Theory of Change (ToC) approach in a participatory manner considering the socio-economic situations of the Gewog/Chiwogs. 4. Ensure mainstreaming and integration of cross-cutting issues in local plans and programs. 5. Assess and review plans and programs according to the LG plan objectives. 6. Conduct and facilitate Chiwog Level Planning Exercise prior to Chiwog Zomdu. The outcome of the Chiwog Planning Exercise shall be presented during Chiwog Zomdu for deliberation and prioritization. 7. Prepare draft annual performance targets for review by the committee responsible for performance target.	Community Scanning and Mapping SWOT Analysis Seasonal Calendar Gender Analysis: Cobweb Exercise Participatory Rural Appraisal Vulnerability and Wellbeing Matrix Happiness Tree Analysis Annual Performance Agreement (APA)	Prior to Budget Call Notification	Plan and other relevant Documents Guided by the Resource Allocation Formula (RAF) Integrate cross cutting issues such as GECDP Guidelines for Annual Performance Agreement (APA)
Prioritization	Chiwog Zomdu	1. Respective Tshogpas shall chair the Chiwog Zomdu. 2. GAO shall present the Chiwog level planning exercise outcome to the Chiwog Zomdu for deliberation and prioritization. 3. Respective Chiwog Tshogpas shall submit the list of proposals to the committee responsible for agenda finalization.	Community scanning and mapping Participatory Rural Appraisal Prioritization Matrix	As per the notification from the Gewog	Protocol for Local Government Proceedings Division of Responsibilities Framework (DoRF)

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Decision-making/ approval	Committee responsible for agenda finalization	1. Review and finalize the agenda for GT. 2. Review, deliberate and recommend plans and budget for submission to GT.		Prior to GT session	Protocol for Local Government Proceedings
	Gewog Tshogde	1. Review, deliberate and approve plan activities and budget for Gewog Plan as per the laws and guidelines in place for LGs. 2. Disseminate the GT resolutions (both the approved and non-recommended proposals) to the public via respective Tshogpas.	SWOT Analysis Prioritization Matrix	During GT Session Within 2 weeks after the receipt of resolution	Protocol for Local Government Proceedings Guided by the Resource Allocation Formula (RAF) Division of Responsibilities Framework (DoRF)
	Gewog Administration	1. Disseminate and follow-up on the resolutions of the GT (both the approved and non-recommended proposals) to/with the sectors and relevant stakeholders. 2. Submit the list of approved activities to the Dzongkhag Administration for information. 3. Submit proposals to committee responsible for Dzongkhag planning, prioritization and budgeting through Dzongkhag Administration.		Within 2 weeks after the receipt of resolution	Protocol for Local Government Proceedings

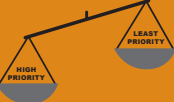| Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Implementation	Gewog Administration (GAO to spearhead)	1. Review and align the annual performance targets with the approved activities and budget. 2. Individual Work Plan (IWP) finalization and implementation.	Annual Performance Agreement (APA)	As per the deadline provided by GPMD and RCSC	Guidelines for Annual Performance Agreement (APA)
	Committee responsible for tendering and award of works	1. Prepare the tender documents and initiate tendering processes in compliance with Government financial and procurement norms. 2. Timely awarding of works.	Electronic Government Procurement (e-GP) system		Procurement Rules and Regulation

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Monitoring and Evaluation	Committee responsible for monitoring of planned activities	1. Monitor progress of activities against the agreed work plan and submit progress reports to the respective Gewog Administration and stakeholders. 2. Carry out roles as prescribed in the LGRR and relevant rules. 3. Resolve issues and challenges faced during implementation. 4. Provide feedback on activities being implemented within the Gewog jurisdiction, including central activities. 5. Document best practices and lessons learnt to be implemented in the next planning cycle.	Budget Monitoring Tool (BMT)	As per the deadline provided by MoF	Manual for Budget Monitoring Tool (BMT)
	Gewog Administration	1. Monitor work progress of activities periodically and submit the reports to relevant stakeholders. 2. Resolve issues and challenges faced during implementation. 3. Facilitate evaluation of Gewog annual performance targets by committee responsible for annual performance targets.	Annual Performance Agreement (APA)	As per the deadline provided by GPMD	Guidelines for Annual Performance Agreement (APA)

THROMDE PLANNING CYCLE

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Situation Assessment and Identification	Divisions/ Sectors	1. Formulate sectoral plans embracing the Results Based Management (RBM) and Theory of Change (ToC) approach in a participatory manner considering the socio-economic situations of the respective Thromdes. 2. Ensure mainstreaming and integration of cross-cutting issues in local plans and programs. 3. Review existing development situations in the Thromde and conduct gap analysis by referring to the Thromde Structural Plan, Local Area Plans (LAPs), emerging needs and lessons from past experiences. 4. Assess and review plans and programs according to the local government plan objectives. 5. Prepare and submit a list of proposals to the committee responsible for Thromde planning, prioritization and budgeting for further review and endorsement. 6. Prepare and submit a list of proposals including drawings, designs and cost estimates along with other prerequisites to the committee responsible for planning, prioritization and budgeting for further review and endorsement. 7. Prepare draft annual performance targets by respective divisions/sectors for further submission to the committee responsible for performance targets.	Community Scanning and Mapping SWOT Analysis Stakeholder Analysis Gender Analysis: Cobweb Exercise Participatory Rural Appraisal Vulnerability and Wellbeing Matrix Annual Performance Agreement (APA)	Prior to Budget Call Notification	Plan and other relevant documents Guided by the Resource Allocation Formula (RAF) Integrate cross cutting issues such as GECDP Guidelines for Annual Performance Agreement (APA)
	Demkhong Zomdu	1. Issue notification to Tshogpas for the conduct of Demkhong Zomdu. 2. Tshogpas shall conduct Demkhong Zomdu to discuss and identify the needs of the people. 3. Prioritize the needs of the people and submit to the relevant divisions/committee responsible for planning, prioritization and budgeting for review and endorsement, and Tshogde for approval.	Community scanning and mapping		Protocol for Local Government Proceedings

Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Prioritization	Committee responsible for performance targets	1. Review Thromde and division annual performance targets.	Annual Performance Agreement (APA)	As per the Budget Call and Mid-Year Notification	Guidelines for Annual Performance Agreement (APA) Guided by the Resource Allocation Formula (RAF)
	Committee responsible for planning, prioritization and budgeting	1. Review the proposals received from different divisions/sectors, public requests/complaints and Tshogpas' proposals based on the available resources. 2. Apportion budget within the LG annual grants. 3. Endorse the list of prioritized activities and non-recommended activities with rationale for further submission to the TT for deliberation and approval. 4. Present the outcome of the planning and prioritization exercise to the TT session by the committee responsible for planning prioritization and budgeting as directed by the Tshogde Chairperson.	Prioritization matrix	As per the Budget Call and Mid-Year Notification	Guided by the Resource Allocation Formula (RAF) Guided by Division of Responsibilities Framework (DoRF)
Decision making/ approval	Committee responsible for agenda finalization	1. Review and finalize the agenda for TT. 2. Deliberate on the proposals submitted by Tshogpas for further submission to Tshogde.		Prior to TT Session	Protocol for Local Government Proceedings
	Thromde Tshogde (TT)	1. Review, deliberate and approve plans and budget for Thromde as per the laws and guidelines in place for LGs. 2. Disseminate and follow-up on both the approved and non-recommended proposals to the public via respective Tshogpas.	SWOT Analysis Cost-Benefit Analysis	During the TT session Within 2 weeks after the receipt of resolution	Protocol for Local Government Proceedings
	Thromde Administration	1. Disseminate and follow-up on the resolutions of the TT (both the approved and non-recommended proposals) to/with the divisions/sectors and relevant stakeholders.		Within 2 weeks after the receipt of resolution	

| Planning Processes	Stakeholders/ Committees	Roles	Suggested Tools	Timeline	References
Implementation	Committee responsible for performance targets	1. Review and align the annual performance targets with the approved activities and budget.	Annual Performance Agreement (APA)	As per the deadline provided by GPMD	Guidelines for Annual Performance Agreement (APA)
	Divisions/ Sectors/ Thromde Administration	1. Individual Work Plan (IWP) finalization and implementation.	Annual Performance Agreement (APA) Managing for Excellence (MAX)	As per the deadline provided by GPMD and RCSC	Guidelines for Annual Performance Agreement (APA) Guidelines Managing for Excellence (MAX)
	Committee responsible for tendering and awarding of works	1. Prepare the tender documents and initiate tendering processes in compliance with Government financial and procurement norms. 2. Timely awarding of works.	Electronic Government Procurement (e-GP) system		Procurement Rules and Regulations
Monitoring and Evaluation	Thromde Administration	1. Monitor work progress of activities periodically and submit the reports to relevant stakeholders. 2. Resolve issues and challenges faced during implementation.	Budget Monitoring Tool (BMT)	As per the deadline provided by MoF	M&E Guidelines Manual for Budget Monitoring Tool (BMT)
	Committee responsible for monitoring of planned activities	1. Monitor progress of activities against the agreed work plan and submit progress reports to the respective Thromde Administration. 2. Carry out roles as prescribed in the LGRR and relevant rules. 3. Resolve issues and challenges faced during implementation. 4. Provide feedback on activities being implemented within the Thromde jurisdiction, including central activities. 5. Document best practices and lessons learnt to be implemented in the next planning cycle.	Budget Monitoring Tool (BMT)	As per deadline provided by MoF	Manual for Budget Monitoring Tool (BMT)
	Committee responsible for performance targets	1. Evaluate the achievements of Thromde performance targets.	Annual Performance Agreement (APA)	As per the deadline provided by GPMD	Guidelines for Annual Performance Agreement (APA)

LINKAGES AMONG VARIOUS LEVELS OF PLANNING

Linkages between Dzongkhag and Gewog Planning Process
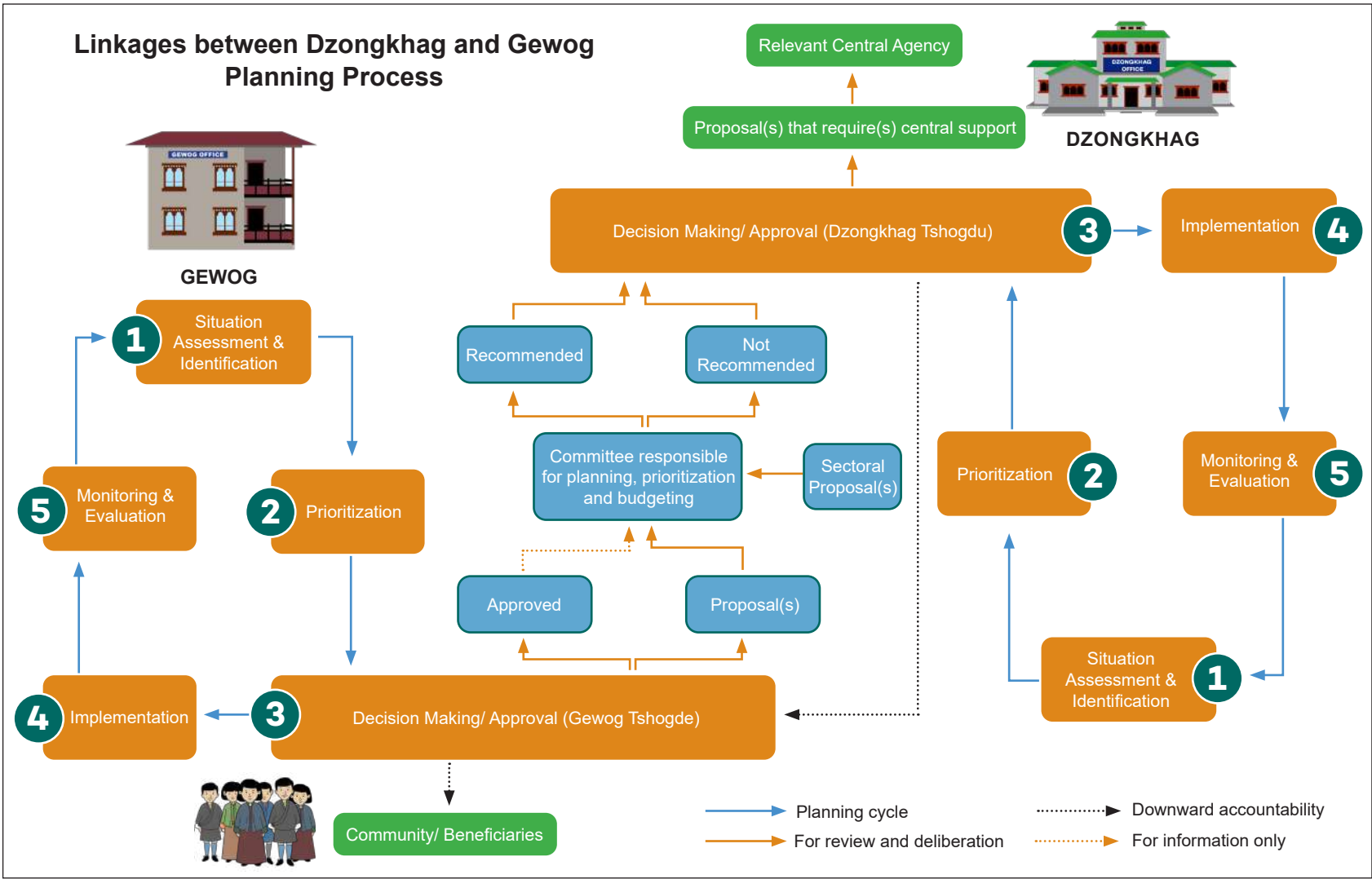
Given the three respective planning processes at the Dzongkhag, Gewog and Thromde level, the section highlights the need to establish linkages among the LGs. The linkages shall promote coordination, collaboration and partnership among the different levels of LG. The Dzongkhag, Gewog and Thromde shall plan and execute their respective plans within their respective jurisdictions. However, to promote synergies among different plans and to avoid duplication, the Dzongkhag, Gewog and Thromde shall consult, collaborate and share information at different stages of the planning cycle.

The Dzongkhag and Gewog plans shall be reviewed at the prioritization stage and the committee responsible for planning, prioritization and budgeting shall be responsible to ensure the synergies. The GT approved Gewog plan shall be submitted to the committee for information to avoid duplication while assessing and identifying the sectoral proposals. The proposals that are not within the Gewog's mandate and capacity shall be submitted as proposals to the same committee for further assessment and prioritization along with the sectoral proposals. The Committee upon review and prioritization shall endorse and submit both recommended and not recommended proposals to the Dzongkhag Tshogdu (DT) for deliberation and approval.

The DT resolution and outcome of the plan shall be communicated back to the communities through LG members for transparency and accountability. The proposals requiring functional and financial support from central agencies shall be submitted to the respective agencies through the Dzongkhag Administration. Similarly, any central activity at the local level, the Dzongkhag Administration shall be duly consulted with and informed from the initial stage itself for better coordination and ownership. The LGs may document and share lessons learnt from implementation, monitoring and evaluation for better coordination and collaboration.

Linkages between Thromde Planning Process with Dzongkhag, Gewog and relevant central agencies

Legend:
- → Planning cycle
- ⇢ Information sharing and collaboration
- ⋯▶ Downward accountability

Proposal of mutual interests and resource sharing (such as water sources, landfill sites, etc.)

1 Situation Assessment & Identification

Dzongkhags and Gewogs

5 Monitoring & Evaluation

2 Prioritization

For necessary clearances and technical backstopping

Progress report submission/ Collaboration

Relevant Central Agencies

4 Implementation

3 Decision Making/ Approval

Relevant Central Agencies

Community/ Beneficiaries

To enhance coordination among LGs, the Thromde will share their plans with Dzongkhag for addressing shared goals, objectives, issues and challenges. The Thromdes may strive to promote strategic thrust areas in governance, environment, economy, employment and other cross-cutting issues and take collective effort towards addressing matters of common interest among LGs. For any central activity within the Thromde jurisdiction, the Thromde Administration shall be duly consulted with and informed from the initial stage itself for better coordination and ownership.

TOOLS

Following tools are recommended to facilitate in carrying out the various steps in the planning cycle.

Sl. No.	Name of the Tool	Description
1	Community scanning and mapping	The community scanning and mapping tool helps to identify issues and needs. Communities can scan their community, identify needs, map into community plans, then prioritize and segregate needs into self-help, mutual-help and public help. This tool provides basic guidance on what to scan in the community based on the defined parameters.
2	Stakeholder Analysis	Stakeholder analysis is an important tool to identify stakeholders and manage them to win the support in achieving the desired results. This will help build understanding among stakeholders, improve communication, pool resources and understand influence and power relations in planning and implementation of local plans.
3	Participatory Rural Appraisal (PRA)	A method used to enable workers to collect and analyze information in terms of past, present and future situations to understand rural populace and the condition that exists in rural areas. This would provide a thorough and comprehensive idea regarding problems, potentials, resources and solutions to formulate realistic development practitioners to achieve the desired goals within a specific time.
4	SWOT Analysis	This tool enables users to discuss if they have the ability to carry out an activity by identifying the strengths, weaknesses, opportunities and threats. It helps to leverage on what you do well, to tackle what you're lacking, to mitigate risks, and to make the best use of chances.
5	Seasonal Calendar	A seasonal calendar is a visual method of showing the distribution of seasonally varying phenomena (such as economic activities, resources, production activities, problems, illness/disease, and natural events/ phenomena) over time for a community. It can be used for gathering information for fact findings which may help in understanding a community better.

6	 Happiness Tree Analysis	Happiness Tree Analysis is a planning tool to collect information on the factors that make people in the community happy. The information is arranged in a logical sequence so that it helps to plan actions to achieve them. It is introduced to enable people in the community to identify the cause of their happiness so that they collectively work towards achieving them. It is expected to strengthen community vitality.
7	 Gender Analysis: Cobweb Exercise	The cobweb analysis helps map the status of women in different aspects of social and economic life relative to men. The analysis will reveal areas where women enjoy equality and those where interventions are needed.
8	 Vulnerability and Wellbeing Matrix	Vulnerability and Wellbeing analysis will help the communities to discover the extent of vulnerability and highlight the groups of people who may be vulnerable to livelihood change, at risk of possible 'disasters' such as landslides, crop failure etc., or whose livelihoods are affected after a disaster. All of this will contribute towards understanding the community's overall well-being, and provide a baseline of how many households are affected, and where these vulnerable places or groups may be.
9	 Priority Matrix	To compare different development activities and rank them according to criteria agreed by the respective LG institutions with the people and members.
10	 Citizen Report Card	To check if the beneficiaries are satisfied with a particular public service and to find out what people want to be improved. The tool will help both service providers and beneficiaries to understand issues, challenges and area of improvement.

Sectoral Tools		
11	Annual Performance Agreement	The Annual Performance Agreement is an important accountability mechanism for inculcating a performance-based culture at all levels of the government. It provides clear objectives, success indicators and targets for the agencies.
12	Budget Monitoring Tool	The Budget Monitoring Tool is a tool for monitoring budgeted activities on a real-time basis and reporting thereof, and is also aimed at facilitating budgetary agencies in having a proper work plan for capital activities and accordingly keep track of their financial and physical progress. This should ultimately result in optimal utilization of the allocated resources.
13	Electronic-Government Procurement	The Electronic Government Procurement (e-GP) System facilitates all Procuring Agencies to publish the Tenders, Corrigendum and Notification of Contract Award electronically. The primary objective of this portal is to provide a single point access to the information on procurements made across various procuring agencies.
14	Cost-Benefit Analysis	Cost-benefit analysis is a systematic approach to estimate the strengths and weaknesses of alternatives used to determine options which provide the best approach to achieving benefits while preserving savings.
15	Managing for Excellence (MaX)	The MaX is an online system that will ensure easy access for monitoring, while facilitating discipline in planning and evaluation of performance within the stipulated schedules with enhanced accountability to both the supervisor and supervisee.
Concepts		
16	Cross-cutting issues	To integrate cross-cutting issues such as Gender, Environment, Climate, Disaster and Poverty (GECDP) during the planning, prioritization and budgeting process.
17	Results Based Management and Theory of Change	Results Based Management (RBM) is a management tool used for orienting all actions and resources towards achieving clearly defined and verifiable results.
18	Gross National Happiness (GNH) Lens	Ensuring that the local development plans and activities are in line with, and contribute towards achieving Gross National Happiness.
19	Division of Responsibilities Framework (DoRF)	The prioritization of any activity for implementation must be based on the Division of Responsibilities Framework (DoRF). The DoRF assigns and delineates roles, responsibilities and accountability between Central and Local Government.

ACKNOWLEDGEMENT

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ANNEXURE

ANNEX 1: TOOLS

7.1. Community scanning and mapping

Community scanning and mapping is a tool used for engaging community people in taking ownership of developing their own communities by persistently striving for improvement, using local knowledge, expertise and resources. In communities, most populaces are 'working citizens', who are mainly engrossed in their day-to-day work and lack innovations. These people need to be encouraged to transform into 'thinking citizens', having the drive to explore opportunities to improve their livelihood. The final stage of prosperity is developing 'the visionary citizens', who are not only able to elevate their lives but are able to think for the common interests, goals and aspirations, and plan long-term visions for their communities. Such strong desire to transform will drive them to chalk out a clear vision and mission for their communities and strive to achieve the same through active participation in local governance and development processes.

The development process per se requires coordination, collaboration and consolidation at the central, local and community levels. This tool encourages the integrated approach in planning, decision making and implementation. Three approaches of self-help, mutual-help and public-help will enable segregating roles based on the community capacity. Self-help activities do not require money and can be addressed at the individual household levels. Mutual-help activities are beyond the individual capacities and require community-based support. Public-support activities are those which cannot be addressed by the community alone, requiring government support in terms of financial and human resources.

The community scanning and mapping tool helps to identify issues and needs. Through this, communities can be scanned to identify their needs and, then prioritize and segregate the needs into self-help, mutual-help and public help. This tool provides basic guidance on what to scan in the community. It is recommended to use the following parameters for carrying out scanning exercise:

Theme	Checkpoints	Remarks
Safety	Any chance of fire, landslide, flood, traffic accident, security measures, disabled friendly infrastructures	Narrow view, fragile shoulder of road, too risky for children to play, danger at night, previous disasters
Hygiene	Scattered garbage, inadequate drainage, loud noise, lack of sunshine and ventilation, water and air pollution	Too dusty, very humid, terrible smell, lots of mosquitoes and flies
Convenience/facilities	Availability of public institution, road network, traffic/cattle jam, market, educational institution, gender friendly infrastructure	Low availability, difficulty to cross the roads, distance to facilities
Comfort, culture	Landscape, view, recreational/sport facilities, children's park, local cultural festival, historical and natural monuments	Places and amenities to be valued and enjoyed

After completing the community scanning, the same community groups are required to be facilitated for the mapping. The mapping provides the existence of the events and occurrences which needed attention for development as shown below:
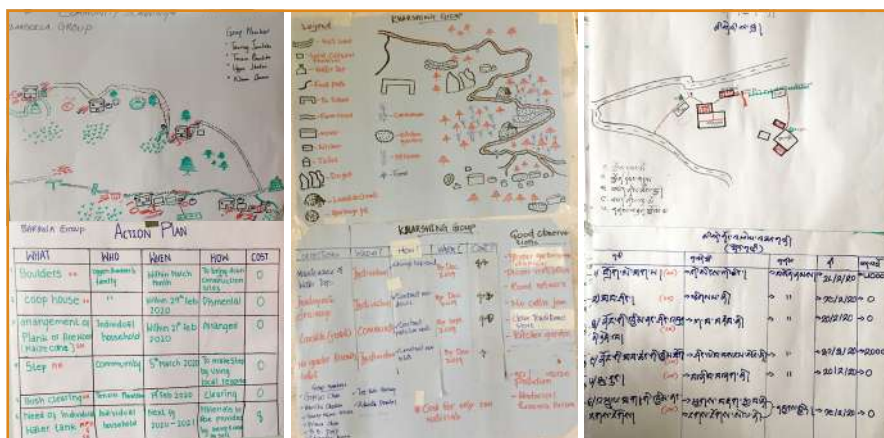
The scanning map identifies a number of actions or activities that needs to be implemented by the community. The community members discuss these activities amongst themselves and prioritize and segregate them by asking the following questions:

1) "What" - (What needs to be done?)
2) "How" - (How to do it? What materials are required? Can it be mobilized internally?)
3) "Who" - (Who will do it? Self-help? Mutual support? Public support?)
4) "When" - (When to do it?)
5) "Cost" – (What is the cost?)

Communities are suggested to use the template provided below to segregate and prioritize their needs:

What?	How?	Who?	When?	Cost?
1. Old toilet	Fill the pit	Head of family (Self-help)	Immediately	Nu. …
2. Wastes	Clean up	All the residents (Mutual-help)	March 1, 2022	Nu. …
3. Old school	Renovate to use as a meeting hall	Community and Gewog (Public help)	Dec. 2022	Nu….

For further details, refer https://www.dlg.mohca.gov.bt/cep

7.2. Stakeholders Analysis

Stakeholder analysis is an important step to identify stakeholders and manage them to win the support in achieving the desired results. This will help build understanding among stakeholders, improve communication, pool resources and understand influence and power relations in planning and implementation of local plans. Stakeholder Analysis involves four important steps;

1. **Stakeholder identification;**

    a. Start with a brainstorming session to identify potential stakeholders at different levels of planning steps.
    b. Prepare flipchart and note down all the relevant stakeholders involved in planning, implementation, monitoring and evaluation of development plan and activities

2. **Prioritize stakeholders;**

    a. Prioritize the identified stakeholders using the interest and influence matrix
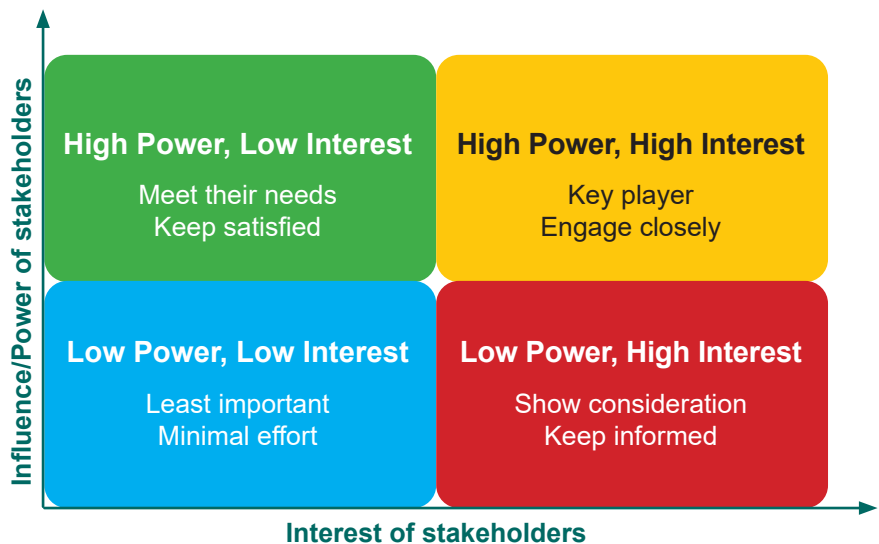
3. High Influence, highly interested people (Engage Closely): you must fully engage these people, and make the greatest efforts to satisfy them.

c. High Influence, less interested people (Meet their needs, keep satisfied): Keep persuading them and keep them satisfied.

d. Low Influence, High Interest (Keep Informed): adequately inform these people, and talk to them to bring them on board.

e. Low Influence, Low Interest (Monitor): Monitor these people, but minimal effort.

3. Understand key stakeholders

You now need to know more about your key stakeholders - how they are likely to feel about and react to your project. You also need to know how best to engage them in your project and how best to communicate with them. Key questions that can help you understand your stakeholders are:

a. What financial or emotional interest do they have in the outcome of the plan?

b. Is it positive or negative? What motivates them most of all?

c. What information do they want?

d. How do they want to receive information from the LGs?

e. What is the best way of communicating your message to them?

f. What is their current opinion on the development plans and activities? Is it based on good information?

g. Who influences their opinions generally, and who influences their opinion on the development plans?

h. Do some of these influencers therefore become important stakeholders in their own right?

i. If they are not likely to be positive, what will win them around to support the plans?

j. If you don't think you will be able to win them around, how will you manage their opposition?

k. Who else might be influenced by their opinions? Do these people become stakeholders in their own right?

Step 4: Plan Your Stakeholder Management Strategy

Use the information you gained through interview and analysis to plan your strategy for managing your stakeholders. Review your stakeholder analysis and your strategy throughout the planning cycle.

Stake-holder	Interest/ Influence/ concerns	Quadrant	Strategy	Who	When
E.g., Gewog Administrative Officer	- Educate LG members on FYP objectives and LGKRA	Engage Closely	Ensure facilitation and provide technical backstopping to LG members	DLG/ Gup	During situation assessment and identification

7.3. Participatory Rural Appraisal

Participatory rural appraisal (PRA) is a participatory approach used by officials/facilitators engaged in the fields. PRA describes the approaches and methods to enable local people to share, enhance and analyze their knowledge of life and conditions, to plan and to act.

PRA is a flexible, low cost and time saving approach used to enable officials/facilitators to collect and analyze information in terms of past, present and future situations to understand the rural populace and the rural conditions. This would help in comprehending the problems, potentials, resources and solutions to achieve the desired goals within the specific time.

There are five key principles that form the basis of any PRA activity irrespective of objective or setting:

1. PARTICIPATION - PRA relies on participation of the community. As such, it enables active involvement of the community, not only as sources of information, but as partners with the PRA team in gathering and analyzing the information.

2. FLEXIBILITY - The size and skills of the participants and PRA team, availability of time and resources, discussion topics and location of work and the development context would determine the use of appropriate techniques.

3. TEAMWORK - PRA can be facilitated by the sector officials preferably speaking the native language with a significant representation of women and vulnerable groups.

4. OPTIMAL IGNORANCE - To be efficient in terms of both time and money, PRA work intends to gather just enough information to make the necessary recommendations and decisions.

Role Descriptions of PRA Team Members

A team is required to perform an exercise before and during fieldwork while using PRA tools and techniques. The team members must identify topics or subtopics or checklists on which questions are built before going to the fields. The team approach is necessary in this method since a great deal of diverse information is generated rapidly, which might not be

possible with a single member due to their lack of proficiency in multiple fields. Therefore, an interdisciplinary team approach is recommended for this method.

Role description of PRA-Facilitator

The PRA facilitator must ensure the following while facilitating a focus group:

» Introduces the PRA tool to the group;
» Facilitates the event;
» Moderates the whole process;
» Finds ways of integrating dominant and quiet people and makes sure that all group members are able to express their opinions;
» Makes sure that the group keeps to the topic but is also flexible in handling additional important information;
» Repeats in their own words what people say in order to confirm that there is a good understanding of the discussion; and
» Listens carefully to any group member and does not teach.

Livelihood resource/asset	no rain	increased summer heat	river floods	illness in the family	forest fire
Forest	ᴑ			ᴑ	ᴑ ᴑ ᴑ ᴑ
Stream	ᴑ ᴑ	ᴑ			
Irrg⁰ channel	ᴑ ᴑ		ᴑ ᴑ ᴑ ᴑ	ᴑ	
Road			ᴑ ᴑ ᴑ		
FUG marketing network				ᴑ	

7.4. SWOT Analysis

SWOT Analysis is a simple but useful tool for analyzing strengths, weaknesses, opportunities, and threats. It helps to leverage on what you do well, to tackle what you're lacking, to mitigate risks, and to make the best use of chances for success.

	Opportunities in our Gewog/Dzongkhag/ Thromde in relation to this activity:	Threats (constraints) in our Gewog/Dzongkhag/ Thromde 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, strengths 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 an activity idea.

How to use it?

1. Discuss the meaning of the words:

    a. `strengths' - the good points about the activity and the organization/ department/ people that need to implement it
    b. `weaknesses' - the weak points of the activity, and the organization/ department/ people that need to implement it
    c. `opportunities' - the positive openings that exist for the activity and as a result of this activity

d. `constraints' - the things that are or will get in the way of achieving the activity goals.

2. Draw a matrix with three rows and three columns (see example above). Write or agree symbols for headings of each box in the matrix.

3. Take each SWOT box in the matrix in turn:

   a. Discuss the strengths of the organization 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.

   b. Discuss the weaknesses of the organization 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.

   c. 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 or achieve multiple objectives by implementing one or fewer activities. 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.

   d. 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.

4. 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.

7.5. Seasonal Calendar

A seasonal calendar is a visual method of showing the distribution of seasonally varying phenomena such as, economic activities, resources, production activities, problems, illness/disease, and natural events/ phenomena over time for a community. It can be used for gathering information for facts findings which may help in understanding a community better. The Local Government Administration can prepare a seasonal calendar for a community seeking inputs from Tshogpa or a few village people who have clear information about the community. Seasonal Calendar is useful for:

» Understanding seasonal distribution of events and activities
» Identifying periods of changing climate
» Exploring the benefits (or costs) at different times of the year
» Scheduling of community events based on the seasonal activity patterns

Suggested steps:

1. Communities can identify aspects in their lives that fluctuate on a seasonal basis, for example - livelihoods systems or climate change.

   These can also include (but are not limited to):

   » Holidays and festivals
   » Rainfall / wet seasons / dry seasons
   » Water availability
   » Periods of food scarcity / plenty
   » Expenditures (times of higher and lower expenditure)
   » Planting and harvest seasons
   » Labour for agriculture (intensity)

2. The calendar can be drawn as a table with months along one matrix and events and changes along the other, as shown below:

ཨང་	ལས་སྣ ⬇ ཟླ་ཕུ ➡	༡	༢	༣	༤	༥	༦	༧	༨	༩	༡༠	༡༡	༡༢
༡	སོ་ནམ་གྱི་ལཱ།		√ ཞམ་བཏོག་གི	√ ཤི་ཚོ་གི	√ པཝགཉབ་གུ་གི	√ གུ་ག	√ གི་ཚགི་གི	√ གུག་ཀུ་གི	√ སེ་ལུ་གི			
༢	ཕོང་འབབ	√ གུ་ག	√ ཚོ་ཀྱ								√ གསཝ	√ གུ་ག	√ ཚོ་ཀྱ
༣	ཆོས་ཕྱོགས/ལོ་གསར་དགའ་སྟོན།								√ ཀུརུ་གཀཻབམ་གི	√ ཀུརུ་གཀཻབ་ གི	√ ཞམ་ཚོ	√ ཞམ་ཚོ
༤	ཟད་འགྲོ།		√ སྤོ་ཉུ	√ བགཀ་ཆུན།	√ བནཝ་ཚ།		√ སྤོ་ཉུ	√ ཆེ་ཚུ	√ ཞམ་ཚོ	√ ཀུག་ཀོ		
༥	ཞབས་ཏོག་གི་རིགས།	√ དུཝ།	√ གྱིཝ་གཝ།								√ ཟར་ཉི།	√ མཚོ་ཉི།	
༦	དགའ་སྐྱིད།			√ ཆེ་ཚུ།	√ དུ་ཝ་ཆོ།				√ ཆེ་ཚུ			
༧	གླ་ཐོག་ལཱ་གི་རིགས།	√ ལཝ་ཐོ།	√ ཀྱིཝ།							√ ལཝ་ཚ།	√ ཚོ་ཀྱ།	√ གླགཝ།	√ ལཝ་ཚ།
༨	ནད་རིགས།				√ གི་རྒུ།	√ ཨུ་ག་ཉེ།	√ ལཝ་ག་ཉེ།	√ གཔ་ལཱ།				

3. Taking each variable in turn, the facilitator fills the events under each box gathering inputs.

4. Discuss and analyze the results. It is important to note different perspectives from different community members.

Suggested template for the preparation of a Seasonal Calendar is as follows:

Sl. No.	Activities/ Events	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
1	Farm works												
2.	Income												
3.	Festivals												
4.	Expenditure												
5.	Volunteer works												
6.	Contract works												
7.	Pest and Diseases												
8.	Happiness												
9.	Add any others...												

*For further details, refer https://www.dlg.mohca.gov.bt/cep*

7.6. Happiness Tree Analysis

Happiness Tree Analysis is a planning tool to collect information on the factors that determines the happiness of the people in the community. The information is arranged in a logical sequence so that it helps to plan actions to achieve them. It is introduced to enable people in the community to identify the cause of their happiness so that they collectively work towards achieving them. It in turn is expected to strengthen the community vitality.

Happiness is a complex subject for easy comprehension. Happiness differs from people to people, community to community with various underlying factors. Happiness of a community can be looked from two angles:

• What is the thriving factor for a community's happiness?
• What is the undermining factor for a community's happiness?

Some of the factors or strengths for a community's happiness may be due to thriving community bonds, healthy economy, good health of the community members and others which may form the ardent pillar for community happiness. Another way to look at community happiness is based on the Problem Analysis that will analyze the issues in the community. Example of Happiness Tree Analysis is as follows:
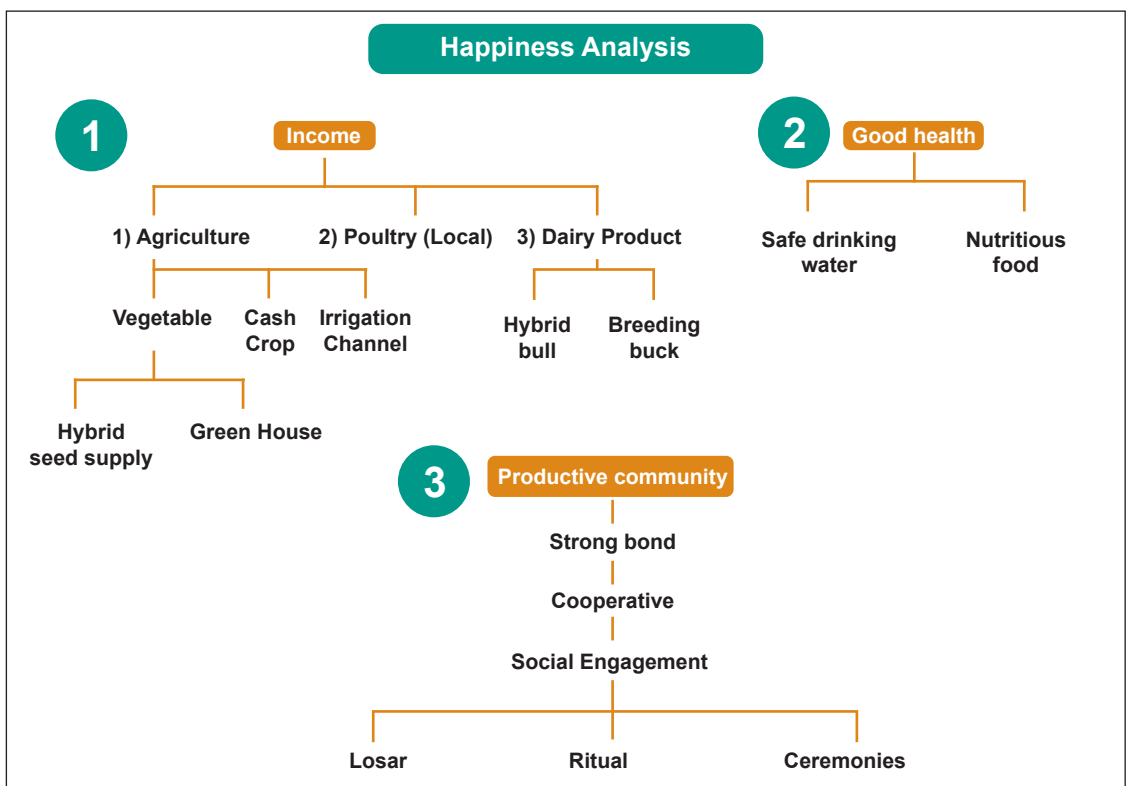
Based on the Happiness Tree Analysis, it is important to implore community sustainability with regard to program identification and implementation. Communities may be able to identify a set of priorities for their progressive development. All priorities are difficult to prioritize and implement given the limited resources available. Hence, it is important to re-look at thriving community initiatives first as it will have more sustainable impact in the society. If there are already existing community initiatives, there will be a prevalence of strong will, ownership, technical capacity and local resources to implement activities on the community's own initiative. It becomes easier for the local administrations to achieve results based on the aim of happiness. It is recommended first to tap local ownership on the programme through constant morale support, encouragement and motivation. After securing the required ownership, it is important to check on the community capacity and resources. Local Administration can make efforts in assessing ownership, capacity and resources and accordingly act upon nurturing a self-reliant community with social values, ethos and mindset for prosperity and happiness. Financial resources can be provided, if at all necessary and inevitable. The end result of this tool is to instill in a community people the mindset to pursue happiness-aim based goals over problem-based objectives.

For further details, refer https://www.dlg.mohca.gov.bt/cep
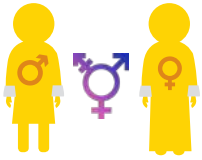
7.7. Gender Analysis: Cobweb Exercise

The cobweb exercise helps map the status of women in different aspects of social and economic life relative to men. The analysis will reveal areas where women enjoy equality and those where interventions are needed.

Area/dimensions can be jointly agreed as relevant and applicable during the exercise. Following are some of the suggestive dimensions;

Employment opportunities, income, safety, access and control over resources, ownership, leadership, decision-making in public affairs, participation in public affairs, access to education, access to health etc.
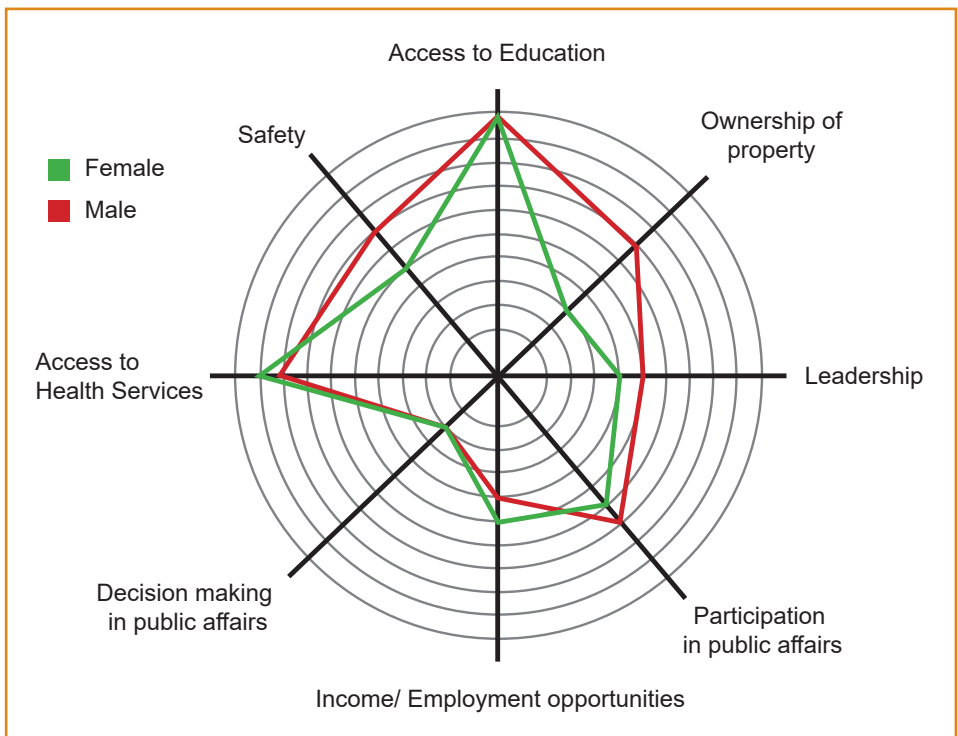
How to conduct the Cobweb exercise and analyze it?

1. Prior to the meeting, prepare enough Cobwebs. Take a flipchart, make a point at the center and draw a big circle. Draw lines in different directions from the center. Mark up a scale of 0-10 on each line/ component. 10 is the highest score at the outer end of the line, while 0 is the lowest score at the center.

2. Organize a separate meeting for women and men groups. Explain the purpose of the exercise and why it's important to understand gender differences, statuses and conditions in the community.

3. Initiate a brainstorming session on the key dimensions (suggestive above) of women's development, and what they perceive about their situation. Do the same for the male group in terms of having them brainstorm on what their perception is on men's development in the community. Ask the participants to place the aforementioned dimensions on each line at the outer edge of the circle. Participants in both groups may also brainstorm new dimensions they deem important for their development in the community and then place them on a new line.

4. Ask the participants in both groups to score on the scale of 0-10 on each dimension with regard to their own status in the community. Explain that the score is based on how they perceive the current situation. After completing the marking on all the lines, join the markings using one particular color.

5. After all the participants have completed their cobwebs individually, find out the average score under each dimension for the women's group and do the same for the men's group.

6. Highlight the dimensions that are common in both male and female groups. On a new cobweb, place the common dimensions on each line at the outer edge of the circle and plot the average scores of the women's and men's groups for each dimension. Join the scores of men's and women's statuses with separate colors so that the difference between the status of men and women is clearly seen in the diagram

7. Document the key points in the following meeting minutes format.

Place: (Name of community, gewog, district, thromde)
Purpose of Meeting: (Main reason for having the meeting)

Date: …………………............. Start Time: …………………… ....

Finish Time: …………………… Place of Meeting: …………................

Facilitator's name: ……………………………

Topic	Discussion (key points)	Conclusion/ Recommendation

8. After completing the exercise, facilitate discussion on each component that has been considered in the cobweb. The discussion would highlight gender differences in the community; delve into the underlying causes for these differences and what impacts they can have on society.

Sample question for Cobweb Analysis

1. What are the key reasons for differences in the scores in each component?
2. What are the key challenges women are facing? What can be done to address those challenges?

Adapted from A GNH-Based Toolkit for Participatory Community Analysis - BCMD

7.8. Vulnerability and Wellbeing Matrix

Vulnerability and Wellbeing analysis will help the communities to discover the extent of vulnerability and highlight the groups of people who may be vulnerable to livelihood change, at risk of possible 'disasters' such as landslides, crop failure etc., or whose livelihoods are affected after a disaster. All of this will contribute to understanding the community's overall well-being, and provide a baseline of how many households are affected, and where these vulnerable places or groups may be.

The vulnerability and wellbeing matrix analyses various groups of people that exist in the community and the factors contributing to their vulnerability and wellbeing.

Category of people (e.g., low-income group, farmers, business community, elderly, Persons with disabilities (PWD), etc.,)	Vulnerability				Wellbeing	
	Vulnerability (mention the kinds of vulnerability)	Number of people/households affected	Number of people/households increasing in wellbeing status	Reasons	Number of people/households decreasing in wellbeing status	Reasons

How to organize the Vulnerability and Wellbeing Matrix and analyze it?

1. Gather people for the meeting in a convenient place that everyone can access.

2. Explain the purpose of the analysis. Note that the vulnerability analysis is about people becoming vulnerable due to disasters, risk and underlying causes.

3. Facilitate the community to identify groups of people who are considered needy or disadvantaged (for example, determined by lack of jobs or low income), vulnerable (elderly, sick, youth in conflict with the law etc.) and people who are comfortable. Write the names of all the groups and various categories in the matrix. Try to identify who and even where such persons reside. Record how many people/households were affected by the vulnerability and the short and long-term socio-economic consequences on them.

4. Next, discuss if there are some groups/families whose well-being status has improved in recent years? Have they become better off or more needy and vulnerable? Identify the reasons or factors responsible for their vulnerability or wellbeing.

5. After completing the exercise, facilitate the community to identify the category of people who are facing the greatest difficulties and are the most vulnerable. Let people decide who these groups are and what the community can do to assist such groups and address their vulnerabilities.

6. Identify the locations of these vulnerable people on the social map; this will help pinpoint the vulnerable people in the community. The consultations may even wish to identify which households are prone to vulnerability so that the development plan and activities can reach them with assistance and services.

7. Document the key points in the meeting minutes format.

**Sample questions for Vulnerability and Wellbeing Analysis**

- What are the key challenges faced by the most vulnerable groups in the community?
- What are the short and long-term consequences of risks and disasters (on health, education, social problems etc.)?
- What can the community do to assist such groups and address their vulnerabilities?
- What are the factors that contribute to people's overall well-being?

Sample baseline indicators for the Vulnerability and Wellbeing Situation

- Number of people that are vulnerable and who they are (For example, PWD etc.).
- The underlying reasons for their vulnerability.
- Number of households that consist of the elderly living with no regular source of income (from either paid jobs or farm work etc.).
- Number of households with PWDs (learning difficulties, disabilities etc.).
- Number of households experiencing chronic sickness, substance abuse, divorce and domestic violence and other debilitating issues etc.

Adapted from A GNH-Based Toolkit for Participatory Community Analysis - BCMD
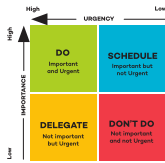
7.9. Priority Matrix

This tool uses the table below 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.

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

Why use it?

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

How to use it?

Agree on the developmental activities and strategies 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.

1. Draw or write each strategy on a separate card. This is called a strategy card.

2. Draw a table as in the example above.

3. 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.

4. 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?

5. 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.

6. 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 people who cannot read). The ideas will be discussed when we begin placing the cards on the table or wall.

7.10 Citizen Report Card

What is it?

A tool to assess the quality of public services such as agriculture, live- stock and forestry, road maintenance, health services, water supply and sanitation, education, and other aspects from the users' (people's) perspectives including environmental services.

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 LG institutions have 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? Question could also include whether GECDP issues were adequately addressed. Use scores from 1 to 10, or an- other 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 household's members including women and disadvantaged people).

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 the importance of confidentiality and anonymity as some people may feel uncomfortable to express their views honestly.

6. Analyze 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

ANNEX 2: LIST OF STAKEHOLDERS CONSULTED

Sl. No.	Name	Designation	Agency
1	Sangay Pemo	AMCO	Bumthang Dzongkhag
2	Tshering Penjor	FO	Bumthang Dzongkhag
3	Wangdi Gyelpo	DPO	Chhukha Dzongkhag
4	Tshewang Dorji	DT Secretary	Chhukha Dzongkhag
5	Sonam Jamtsho	DPO	Dagana Dzongkhag
6	Dorji Wangchuk	DHO	Dagana Dzongkhag
7	Tashi Dhendup	DPO	Gasa Dzongkhag
8	Thinley Jamtsho	ADLO	Gasa Dzongkhag
9	Rabgye Tobden	Dzongdag	Haa Dzongkhag
10	Ashok Gurung	Accountant	Haa Dzongkhag
11	DN Chapagai	ADLO	Haa Dzongkhag
12	Ngawang Loday	Urban Planner	Haa Dzongkhag
13	Ugyen Lhamo	Legal Officer	Haa Dzongkhag
14	Cheda Jamtsho	DPO	Haa Dzongkhag
15	Tendral Zangmo	DT Secretary	Haa Dzongkhag
16	Passang	Gup	Bji Gewog, Haa Dzongkhag
17	Ugyen Dorji	Internal Auditor	Haa Dzongkhag
18	Ugyen Chungwa	Mangmi	Eusu Gewog, Haa Dzongkhag
19	Kencho	Gup	Katsho Gewog, Haa Dzongkhag
20	Bumpa Tshering	DEO	Haa Dzongkhag
21	Tashi Wangchuk	ADAO	Haa Dzongkhag
22	Karma Thinley	DSO	Haa Dzongkhag
23	Kinga	ADHO	Haa Dzongkhag
24	Chimmi Lhamo	AMCO	Lhuentse Dzongkhag

25	Karma Chewang	CDAO	Lhuentse Dzongkhag
26	Karma Chophel	DPO	Mongar Dzongkhag
27	Sonam Choden	AMCO	Mongar Dzongkhag
28	Phuntsho Tashi	DPO	Paro Dzongkhag
29	Loden Jimba	DLO	Paro Dzongkhag
30	Lhendup Dorji	AMCO	Pemagatshel Dzongkhag
31	Tashi Phuntsho	DAO	Pemagatshel Dzongkhag
32	Phub Tshering	DPO	Punakha Dzongkhag
33	Sangay Thinley	FO	Punakha Dzongkhag
34	Rinzin Lhamo	AMCO	Punakha Dzongkhag
35	Sonam Wangchuk	EDO	Samdrup Jongkhar Dzongkhag
36	Sangay Duba	AMCO	Samdrup Jongkhar Dzongkhag
37	Kezang Dawa	AMCO	Samtse Dzongkhag
38	Chimi Dorji	GAO	Phuntshopelri Gewog, Samtse Dzongkhag
39	Kinley Wangmo	GAO	SangNgagChhoelling Gewog, Samtse Dzongkhag
40	Tenzin Phuntsho	FO	Sarpang Dzongkhag
41	Sita Devi Gautam	AMCO	Sarpang Dzongkhag
42	Pema Tenzin	DPO	Thimphu Dzongkhag
43	Sonam Zangpo	CDAO	Thimphu Dzongkhag
44	Chemi Tshering	AMCO	Trashigang Dzongkhag
45	NS Tamang	DLO	Trashigang Dzongkhag
46	Suraj Gurung	ADAO-I	Trashigang Dzongkhag
47	Tshering Tobgay	AMCO	Trashiyangtse Dzongkhag
48	Rinchen Dorji	FO	Trashiyangtse Dzongkhag

49	Dawa Tshering	AMCO	Trongsa Dzongkhag
50	Tshewang Norbu	DT Secretary	Trongsa Dzongkhag
51	Karma Wangmo	DPO	Tsirang Dzongkhag
52	Yeshi Rigzin	GAO	Patshaling Gewog, Tsirang Dzongkhag
53	Sonam Phuntsho	DT Secretary	Tsirang Dzongkhag
54	Passang Dorji	DPO	Wangdue Phodrang Dzongkhag
55	Pema Dorji	CDEO	Wangdue Phodrang Dzongkhag
56	Sonam Nima	DT Secretary	Zhemgang Dzongkhag
57	Needup Zangmo	TPO	Gelephu Thromde
58	Pelna Wangchuk	TPO	Phuentsholing Thromde
59	Ugyen	Sr. Urban Planner	Phuentsholing Thromde
60	Kezang Lhaden	TPO	Samdrup Jongkhar Thromde
61	Karma Wangchuk	Urban Planner	Samdrup Jongkhar Thromde
62	Dorji Gyeltshen	AMCO	Samdrup Jongkhar Thromde
63	Karma Dorji	TPO	Thimphu Thromde
64	Ugyen	Thuemi	Thimphu Thromde
65	Kinley Zangmo	BO	Department of National Budget, Ministry of FinanÎ
66	Lengay Tshering	BO	Department of National Budget, Ministry of FinanÎ
67	Dorji Wangchuk	PO	Government Performance Management Division, Prime Minister's Officer
68	Rinchen Dema	APO	Government Performance Management Division, Prime Minister's Officer

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