



## **EU Technical Assistance Complementary Support Project (EU-TACS) – Bhutan**

**Service Contract N° BPV/2021/LG Act-Compliance**

***Study and Assessment on compliance of LG Act, LGRR and other LG functions***

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## Study and Assessment on Compliance of LG Act, LGRR and other LG functions

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## LIST OF ABBREVIATIONS/ACRONYMS

ACC	Anti- Corruption Commission
BBS	Bhutan Broadcasting Service
BICMA	Bhutan InfoComm and Media Authority
CATI	Computer Assisted Telephonic Interviews
CDRD	Compliance and Development Review Division
CIC	Community Information Centre
CEP	Community Engagement Platform
CFMG	Community Forest Management Group
CSO	Civil Society Organisation
DHS	Department of Human Settlement
DLG	Department of Local Governance
DPO	Dzongkhag Planning Officer
DoRF	Division of Responsibility Framework
DT	Dzongkhag Tshogdu
ECB	Election Commission of Bhutan
e-PEMS	Electronic Public Expenditure Management System
EU	European Union
FGD	Focused Group Discussions
FYP	Five Year Plan
GAO	Gewog Administrative Officer
GT	Gewog Tshogde
GNHC	Gross National Happiness Commission
GNH	Gross National Happiness
HR	Human Resource
HRD	Human Resource Development
HRO	Human Resource Officer
JNKE	Junior Non Key Expert
KII	Key Informant Interviews
LAP	Local Area Plan
LDD	Local Development Division
LG	Local Government
LGA	Local Government Act
LGRR	Local Government Rules and Regulations
MoAF	Ministry of Agriculture and Forests
MoE	Ministry of Education
MoEA	Ministry of Economic Affairs
MoF	Ministry of Finance
MoH	Ministry of Health
MoHCA	Ministry of Home & Cultural Affairs
MoWHS	Ministry of Works and Human Settlement
MRP	Maximum Retail Price
MSMT	Marketing Surveillance and Monitoring Team
NCWC	National Commission for Women and Children
NLC	National Land Commission
RAA	Royal Audit Authority
RCC	Reinforced Cement Concrete
RCSC	Royal Civil Service Commission
RBP	Royal Bhutan Police
SOP	Standard Operating Procedure
ToR	Terms of Reference
TPO	Thromde Planning Officer
TT	Thromde Tshogde
WUG	Water Users Group



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## **EXECUTIVE SUMMARY**

The Constitution of the Kingdom of Bhutan provides for the power and authority to be decentralised and devolved to the elected Local Governments (LG) to facilitate direct participation of the people in the development and management of their own social, economic and environmental well-being. The Local Government Act 2009-Amended (LGA) and the Local Government Rules and Regulations 2012 (LGRR 2012) further stipulates systems, powers, functions, and procedures that govern the LGs. The Study focuses on the compliance level of the LGs in undertaking the functions as stipulated under the Powers and Functions and in implementing the principles of Good Governance.

The Study adopted a 3 stage process: (i) Literature Review and Key Informant Interviews (KIIs) of key stakeholders including officials from Gross National Happiness Commission (GHNC), Ministry of Finance (MoF), Ministry of Works and Human Settlement (MoWHS) and Department of Local Governance (DLG) of the Ministry of Home and Cultural Affairs (MoHCA). (ii) Administration of a telephonic survey targeting a mix of Gups and Gewog Administrative Officers representing 70 percent of the Gewog administrations, Dzongkhag Planning Officers (DPOs) representing 70 percent of Dzongkhag administrations and Thromde Planning Officials (TPOs) representing 70 percent of the Thromde administrations. (iii) Validation of the survey results and identifying challenges/issues and recommendations thereof with officials of 10 Gewog administrations, 6 Dzongkhag administrations and 2 Thromde administrations through Key Informant Interviews and Focused Group Discussions (FGD).

The limitations of the Study relate to inaccessibility of the some of the LGs because of the prevailing Covid 19 protocols which was addressing by using alternative (online) methods.

The Study rates the compliance level as high for Health and Wellbeing, Preservation and Promotion of Culture, Conservation of Forests and Environment, and Financial Administration. The compliance level for Law and Order, Socio Economic Development, Monitoring and Coordination, Resource mobilisation, Administrative Functions, Transparency & Accountability and Public Participation is rated medium. Overall, the compliance level related to formulation of local rules and regulations and their enforcement is low across Gewogs, Dzongkhags and Thromdes. In contrast, the compliance level for program implementation is medium to high across all themes/functions. There are no significant regional variations to these findings.

Non-compliance is due to lack of awareness, relevance and capacities. The most difficult provisions to implement relate to enforcement of some central laws and regulations such as enforcing the Road Right of Way, addressing encroachment on government land and controlling price of commodities in the local markets.

Despite numerous constraints under which LGs operate, there are many notable initiatives emerging from these administrations. These include Paro's Drop-in Centre for non-degradable household wastes, Thangrong Gewog's Migrant Protocol and Public Compact for Alcohol Control, Yakpugang's Community Forest Management Group (CFMG) and Water Users Group (WUG), Samdrup Jongkhar Thromde's Zero Waste Program and Beautification Program and the Use of social media by the LGs.

The Study notes that many of the local leaders are not fully aware of the functions of the LGs as provided by the Act, and that some of the provisions related to their powers are causing confusion and misunderstanding between the LGs and other agencies. Accordingly, the Study recommends that the presentation of the Act be improved by clearly stating the governing principles for LGs, separating functions from powers, and mapping the role of stakeholders when multiple agencies are involved in implementing a particular provision of the Act. There is also a need to review what should be in the Act and what should be in Rules and Regulations.

To address a range of underlying and systemic issues faced by the LGs, it is recommended that more discourse and advocacy be undertaken amongst the policy makers to make LG a shared national goal. The Study also argues for an LG system that evolves from within rather than following detailed prescriptions. Towards this, it recommends the Central agencies to focus on outcomes and outputs and leave the processes related decisions to the LGs. Central agencies also



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need to enhance the space for their field staff to provide inputs for new policies and programs that impact LGs.

To strengthen the LG administrations, the Study recommends that RSCC consider posting its best officers as section heads for LGs. To start with new appointments for these positions should have a minimum rating of level 3 and above in the Competency Behaviour for 3 consecutive years. Furthermore, the Human Resource Development (HRD) for the Civil Servants needs to be reoriented from training bureaucrats to that of nurturing dedicated public servants.

To improve citizen engagement in the LGs, the Study recommends the LGs moving beyond the Zomdus and adopting more effective formats for citizen engagement, including greater participation by women; improve coordination; and all institutions providing services in the LGs need to do so with the involvement and knowledge of the LG administrations.

To ensure that the LGs continue to evolve into strong institutions of governance and public services, DLG has to strengthen the LG monitoring system and play a more proactive role in resolving the many issues raised by the LGs on different occasions.

The Study notes that Gewogs and Dzongkhags operate as a two-tier governance system with Gewogs receiving support from the Dzongkhag administrations, and its people also being served directly by the Dzongkhag administrations. There is a need to articulate this relationship clearly to help mitigate the current misunderstanding and clashes between the officials of the two administrations.

In the Gewogs, the Tshogpas play a very important role in information dissemination and engineering grass-root level participation in planning and governance amongst their constituent populations. Accordingly, measures need to be undertaken to get competent candidates to fill these positions. Furthermore, the position of Gewog clerks needs to be formalised and made permanent positions. While engineering support can continue to be provided by the Dzongkhag administration, a recommendation is made to post a junior engineer in each Gewog who will help plan and supervise engineering works. The Study also recommends that the management of Community Information Centres (CIC) be integrated with the Gewog administration to improve the range of services that are critically important to the rural people. Furthermore, Gewogs with male Mangmis should appoint a woman focal person from amongst their officials and provide them with the requisite training to support the Mangmis to manage and address domestic violence cases.

The Study notes that several Dzongkhag Tshogdus (DT) have defaulted on their functions to approve Dzongkhag annual plans and undertake reviews thereof because of lack of capacity. Since these are critical functions, it is recommended that these be included in the future DT sessions and appropriate measures be taken for the civil service to support them in their tasks. The Study also recommends that Dzongkhag Administrations ensure that Standard Operating Procedures (SOP) and standards are defined for all services delivered to the Gewog administration and they be strictly monitored and implemented. Several vacancies prevailing in the Dzongkhag administrations need to be filled as a matter of priority because of the high impact these have on the services to the Gewog administrations, the Dzongkhag municipalities and the people.

For Thromdes, it is recommended that the Thromde Tshogde's (TT) representations be expanded to encompass not only the registered population but the property owners within the Thromdes. The Study also notes that Thromde administrations does not reflect fully the mandates provided by the Act and therefore recommends a restructuring in accordance to the Thromdes' mandate. The Study notes the very weak position of the Thromde Tshogde compared to its mandates, and recommends upgrading of the profile of the Tshogpas by raising their qualification, experience and compensation levels. The Study also recommends that Thromdes be provided with greater Human Resource (HR) autonomy so that they are able to build the required team to address complex development challenges faced by them. It also proposes that the Thrompon's position and benefits be made comparable to that of other elected members of the Parliament. Finally, the Study also recommends an appropriate mechanism/ agency be put in place that will help Thromdes quickly resolve policy and other issues associated with the rapidly growing Thromdes.



## 1 OBJECTIVES AND METHODOLOGY FOR THE STUDY

Article 22.1 of the Constitution of Bhutan<sup>1</sup> provides for power and authority to be decentralised and devolved to the elected LGs to facilitate the direct participation of the people in the development and management of their own social, economic and environmental well-being. It provides for LGs to be set up in 20 Dzongkhags comprising the Dzongkhag Tshogdu, Gewog Tshogde and Thromde Tshogde. The LGA stipulates the composition of the LGs, their powers and functions, and process of conducting business to promote transparency and accountability. The LGRR 2012 sets rules for procedures, obligations, finances, budget, revenue, tax, land management, and other relevant systems to be implemented within the jurisdiction of the LGA and other laws of the Kingdom of Bhutan. It also details the job description of the key functionaries in the LG administration, notably that of the Dzongdags, Dzongrabs, Dungsas and Gewog Administrative Officers (GAO) who guide and support the elected functionaries of the LGs.

The findings of the Study shall inform the DLG to develop and implement appropriate monitoring requirements and interventions to strengthen LGs' compliance practices and functions. The Study builds on and complements the information and various other studies<sup>2</sup> commissioned by DLG and other agencies to help guide actions to strengthen the LG system. It focuses on the functions of the LGs rather than on the processes, and probes into the fundamental objectives and purpose of LGs consisting of the following themes and functions:

- i) Health, Safety and Wellbeing of Citizens
- ii) Preservation and Promotion of Culture.
- iii) Law and Order.
- iv) Conservation of Forests and Environment.
- v) Socio Economic Development.
- vi) Monitoring and Coordination.
- vii) Financial Functions.
- viii) Resource mobilisation.
- ix) Administrative Functions.
- x) Transparency & Accountability.
- xi) Public Participation.

The Study seeks to ascertain compliance of the relevant provisions as well as reasons for non-compliance, identify best practices and provide recommendations to strengthen the LG system.

**Methodology of the Study:** The Study was undertaken in three stages. **Stage one** consisted of literature review of key documents including various monitoring and assessment reports of oversight agencies such as that of the Royal Audit Authority (RAA) and Anti-Corruption Commission (ACC) to determine the distinct issues, if any associated with the LGs. At the same time KIIs were conducted with officials from DLG, Gross National Happiness Commission (GNHC), MoF and MoWHS, the key agencies supporting the LGs. This helped provide a rough outline of the status and range of issues facing the LGs. Based on this, indicators for determining the compliance of 11 themes and functions were identified, and agreed with the DLG. Next, questionnaires were framed against each of the indicators. These were restricted to the type that could easily be verified and also amenable to a yes or no type or a numeric response. This was tested for six random Gewogs, a Dzongkhag and a Thromde, not listed in the survey samples. Based on the pilot testing, some of the questionnaires were reformulated, a few follow up questions were added for clarity, and some questions that were redundant were deleted. All these were undertaken with support and advice from the EU-TAC and DLG officials.

In **Stage two**, an online survey was conducted targeting 70 percent of the LGs. The survey sought to address the substantive part of the queries related to compliance/non-compliance of the relevant LG provisions and their reasons thereof. Five trained surveyors administered the survey

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<sup>1</sup> Constitution of The Kingdom of Bhutan, Royal Government of Bhutan.

<sup>2</sup> Please refer to Annex 1.4 for the full list of literature consulted





questionnaires using *KoBo Toolbox*.<sup>3</sup> Respondents comprised of Planning Officers representing the Dzongkhag and Thromde administrations, and Gups and GAO representing the Gewog administrations. The actual respondents comprised of 55 percent of the Dzongkhags, 68 percent of the Gewogs and 75 percent of the Thromdes representing 67 percent of the LGs as presented in the table below.

Table 1: Number of LGs surveyed

LG Level	Numbers	Survey Target	Actual respondent	Percent of LGs respondent
Dzongkhag	20	14	11 <sup>4</sup>	55 %
Gewog	204	148	139	68%
Thromde	4	3	3	75%
<b>Total</b>	<b>228</b>	<b>165</b>	<b>153</b>	<b>67%</b>

55 percent of the respondents had a minimum of a Bachelor’s degree, 29 percent had a Secondary Education or equivalent and 8 percent were Ex-Monks. Also, 17 percent of the survey respondents and FGD participants were female.

Cleaning the data: Data cleaning involved a series of data validation checks to free the data from errors such as illogical data, out-of-range data, wrong data and outliers. One surveyor was tasked to follow-up with the respondents on some of the perceived anomalies.

Weighting the Data: To make the results representative of the entire target population, the collected data was weighted using:

- probability of selection (sample weight);
- non-response (non-response weight);
- differences between the sample population and target population (population weight).

Data analysis was carried out in STATA 15 using mostly univariate analysis. The final results were transformed into descriptive tables and charts and are included in this report. The following rules have been applied to determine the compliance level of the provisions across the LGs:

Table 2: Rating used to determine Compliance Levels

Percentage of LGs complying to the provisions	Compliance Rating
75 percent - 100 percent	High
50 - 75 percent	Medium
50 percent and below	Low

**Stage three** consisted of KIIs with 4 Dzongdags<sup>5</sup> and 2 Thrompons, FGDs with 10 Gewog administrations, 6 Dzongkhag administrations and 2 Thromde administrations to validate the results of the survey and get information on the best practices, and discuss issues and possible solutions. The participants of the FGDs included Gups, Mangmis, selected Tshogpas and RNR staff of the Gewogs, the Dzongrabs, Dzongkhag Tshogdu Secretaries, Dzongkhag Thromde Ngotshabs and relevant Sector Heads of the Dzongkhags, the Executive Secretaries, selected Thromde

<sup>3</sup> **KoBoToolbox**, developed by the Harvard Humanitarian Initiative, is an open source suite of tools for data collection and analysis in humanitarian emergencies. Please see <https://www.kobotoolbox.org>.

<sup>4</sup> In addition, the FDG covered one of the non-respondent Dzongkhags.

<sup>5</sup> The plan was to meet 6 Dzongdags, but one was on official trip to Thimphu and another was attending an unexpected VIP duty.



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Tshogpas and relevant Sector Heads of the Thromdes. FGDs for one Gewog and the two Thromdes were undertaken through Zoom because of the prevailing Covid-19 situation. A summary of the findings of the survey and guiding questions were shared with all the LGs in advance to help the participants prepare for the ensuing discussions.

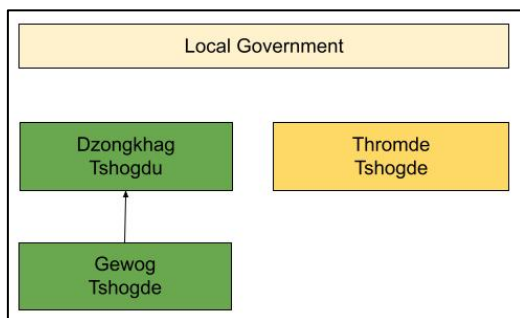
The FGDs and KIIs found the results of the survey generally reflective of the situation in their respective administrations and Tshogde/Tshogdus. Given the limited time, it was not possible to run through all the functional/thematic areas or the full list of guiding questions in each and every FGD. Therefore, the guiding questions were selectively administered to elicit more in-depth information on the common issues. The results of the FGDs form the substantive part of this Study report.

There were two limitations of the Study. One was the inaccessibility of some of the sample LGs in the South due to the Covid 19 restrictions. This was addressed by replacing the face to face KIIs and FGDs by telephonic and online meetings. Another was the non-response from some of the Gewogs and the Dzongkhags. This was however, not significant to impact the weighted national and regional results, given the high number of responses at 67 percent of the LGs as against a target of 70 percent.

## 2 FINDINGS OF THE STUDY

### 2.1 The Current LG System and its overall impact:

The basic institutional infrastructure for LGs as provided for by the Act has largely been established. The Local Government comprises of 20 Dzongkhag Tshogdus, 205 Gewog Tshogdes and 4 Thromde Tshogdes. Gewog Tshogde members comprise Gups and Mangmis and 5 to 8 Tshogpas each representing a Chiwog. Where there are Yenlag Thromdes (also referred to as satellite towns), a representative can be included in the Gewog Tshogde. The Dzongkhag Tshogdu consists of the Gups, Mangmis of the Gewogs and a Dzongkhag municipality Ngotshab<sup>6</sup> as well as a representative from the Thromde, where it exists. The Dzongkhag Tshogdu is chaired by a Thrizin who is elected amongst the Tshogdu members. The Thromde Tshogde consists of the Thrompon and the Thromde Tshogpas, each representing a constituency of the Thromde.



**Figure 1: The Current Local Government System**

The LG system operates as a single tier system for the Thromdes and as a two-tier system for Dzongkhag and Gewog administrations, in representations as well as functions. For example, while the Thromde Tshogde reports directly to the Parliament and other Government agencies, the Gewog Tshogdes are required to submit any matters arising from the Tshogdes to the Dzongkhag Tshogdus for resolutions/endorsement or for forwarding to appropriate authorities.

Also, the Gewog administrations comprising of the Gup and the Mangmis, supported by a listed number of civil servants has no other functions than implementing activities determined by the Gewog Tshogdes. In contrast the Dzongkhag

administrations are fully staffed by civil servants who are technically responsible to their respective parent agencies and administratively responsible to the Dzongdags, the CEO of the Dzongkhag administrations. The primary responsibilities of the Dzongkhag administrations are to plan and implement functions decentralised by the central administrations to the Dzongkhag administrations and carry out the resolutions of the Dzongkhag Tshogdus. In practice, however, much of the Dzongkhag administration is engaged in servicing the needs of the Gewog population. For example, all of the resources within the Land and Survey, Agriculture and Livestock Sectors in the Dzongkhags exist to serve the Gewog development needs. Similarly, most other sectors such as Finance, Engineering, Environment, Education and Health exist to service the needs of the Gewogs, whether it be availed directly by the people or through the Gewog administrations.

Thromdes are administratively and functionally independent from the Dzongkhag administrations. The most important connection between the two is on law and order matters, since the Dzongdags are responsible for all law and order matters within the geographical boundaries of their respective Dzongkhags. The Thromdes function like the Dzongkhags, with the Thrompons signing the Annual Performance Agreement (APA) with the Prime Minister. But unlike Dzongkhag administrations which are headed by the Dzongdags, appointed by His Majesty, Thromde administrations are headed by the elected Thrompons.

LGs have brought governance much closer to the population and made the government more accessible and humane. For example, the Gups in the Gewogs are more grounded with the community; they may not invoke the reverence provided to senior civil servants, but on the other hand, any member of the community can walk into their offices and speak freely about his/her issues. The impact of empowerment to the LG is also manifested in other ways. One of the most visible aspect of this is the network of farm roads penetrating deep into the remotest hamlets. While many critics of governance see this as a misguided and unsustainable investment, it is also a manifestation of choice made by the communities.

<sup>6</sup> There are 18 Dzongkhag Municipalities.



There is great variance in the extent of powers and functions decentralised to the LGs by the central agencies. The MoF is way ahead with its untied block grant system which provides significant leverage and freedom to the LGs to plan and execute programs, even going beyond Five Year plans. At the other end of the spectrum, is the HR management. The power to hire and fire the civil servants is retained by the RCSC and very little HR action has been decentralised to its Human Resource Officers (HRO) or the decentralised administrations such as the Dzongkhags and the Thromdes. In between are the Ministries which provides varying degrees of empowerment to the LGs, many of them token at best.

There are unexpected outcomes of the LGs. The foremost is the polarization between the elected leaders and civil servants. This is particularly pronounced in Dzongkhag-Gewog relationships because of the constant interactions between the two. The Dzongkhag administration officials have little patience for those who do not understand their policies and systems, while the elected leaders feel the sector officials lack understanding of their plights. To add to this is the clashes of ego between these officials. This has affected the Gewog administrations in different ways. Some Gups have become overly cautious, doing just the minimum required to keep their constituents happy. A few Gups are demanding that they be treated better.

### 2.1.1 The compliance level of the LGs by major themes

The compliance level for Health and Wellbeing, Preservation and Promotion of Culture, Conservation of Forests and Environment, and Financial Administration is rated high. The compliance level for the rest of the thematic areas and functions are rated medium. There is not much regional variations to these findings, and where there are some variations, they appear to be due to the context in which the LGs operate, such as the natural resource endowment and level of economic activities. Also more public awareness and proximity of LGs to central institutions do not necessarily translate to higher compliance.

Overall, the compliance level related to formulation of local rules and regulations and their enforcement is low, across Gewogs, Dzongkhags and Thromdes. In contrast, the compliance level for program implementation is high. The detailed results for each functional and thematic areas are as follows:

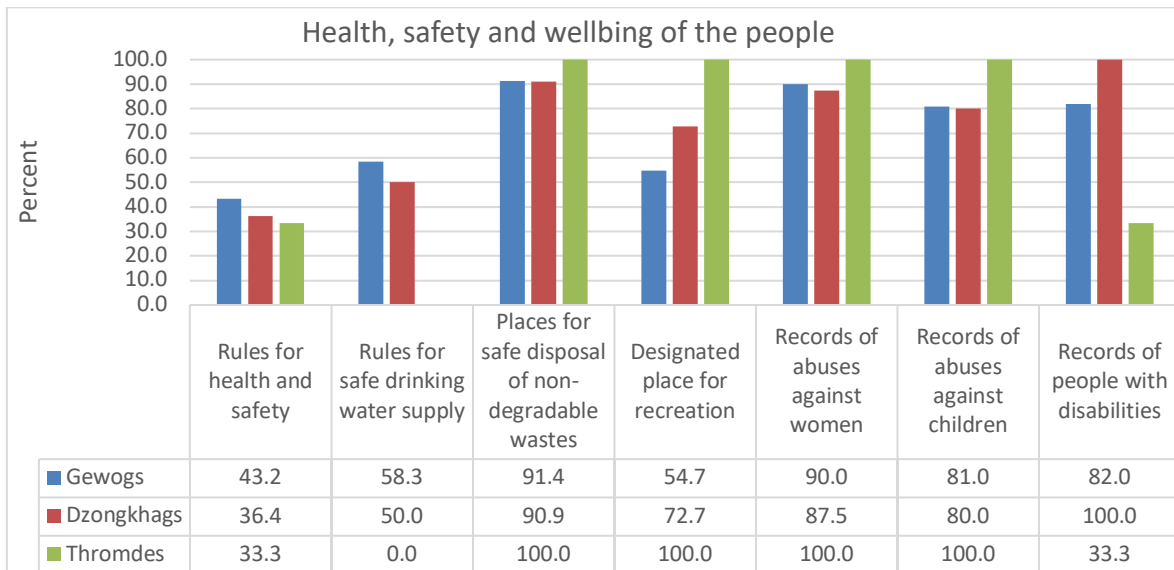
### 2.1.2 Health and Wellbeing

Compliance level for formulating and passing local rules and regulations for health and safety is low.

Compliance level for programs related to health and safety is high.

Compliance level for programs related to women, children and people with disabilities is high.

Section 48j, 48k, 50a, 53a and 62b of the LG Act provide the responsibility for health and wellbeing to their respective LGs. Accordingly, the Study assessed the existence of rules and regulations in place for health and safety, rules for safe drinking water supply, systems for safe disposal of wastes, places for recreation and record keeping system for abuses against women and children and of people with disabilities.



**Figure 2: Health and Wellbeing**

Between 30-40 percent of the LGs reported that they had rules and regulation to promote health and safety of their communities. Also, 58.3 percent of the Gewogs and 50 percent of the Dzongkhags reported they had rules and regulation for allocating clean and safe drinking to its communities. Of the two items, only 50 percent were reported to have been passed by their respective Tshogdus/Tshogdes. The reason for the low rate is that there are already well-established programs both at national and local levels, and therefore LG level rules and regulation are not seen as adding value. In contrast, the LGs reported a high level of compliance at the programme level. 97 percent of the LGs reported activities related to promotion of health during the last 2 years, and according to the Ministry of Health’s (MoH) Annual Health Bulletin, national household level coverage of access to safe drinking water supply is 99 percent.

All Thromdes, 91.4 percent of the Gewogs and 90.9 percent of the Dzongkhags have designated places for disposal of non-degradable waste. Of these, 14.7 percent is reportedly at the village level, 49.6 percent is at the Chiwog level, and 61.7 percent is at the Gewog level. The Gewogs that do not have designated places for this (8.7 percent) are mostly confined to the Eastern and Central region of the country. The reason for this is the unwillingness of the population to use designated places. Some Dzongkhags such as Paro are well ahead of the others in addressing this, with a Fund created for waste management. 4 Gewogs are using the Fund so created to implement a Drop-In-Centre system for household waste; the actual collection is outsourced to a local private firm. As expected, all the Thromdes have designated places for disposal of both bio-degradable and non-degradable wastes, and 33 percent of the Thromdes have a system of segregation at the household level.

Comparatively, there is less rigour in enforcement of this aspect of rules and regulations. 20.9 percent of the Gewog administration admitted they had no system of fines for littering. Apart from the lack of capacity (to be covered in another section), LG administration are reluctant to take actions that are unpopular with their constituencies. For example, 74.82 percent of the Gewog administration provided verbal reminders about the need to keep garbage bins in and outside of the shops clearly indicative of some monitoring system for shops and lack of compliance to the rules. On the other hand, only 2.2 percent imposed fines during the same period of recall.

Pollution control is a mandate of the Dzongkhag administrations. While Environment Officers are appointed in every Dzongkhag, 50 percent of the respondents of the survey believed it is not their mandate while 33.3 percent reported they do not have the capacity to undertake this function. In Dzongkhags where there was monitoring system in place, their attention was on industry units.



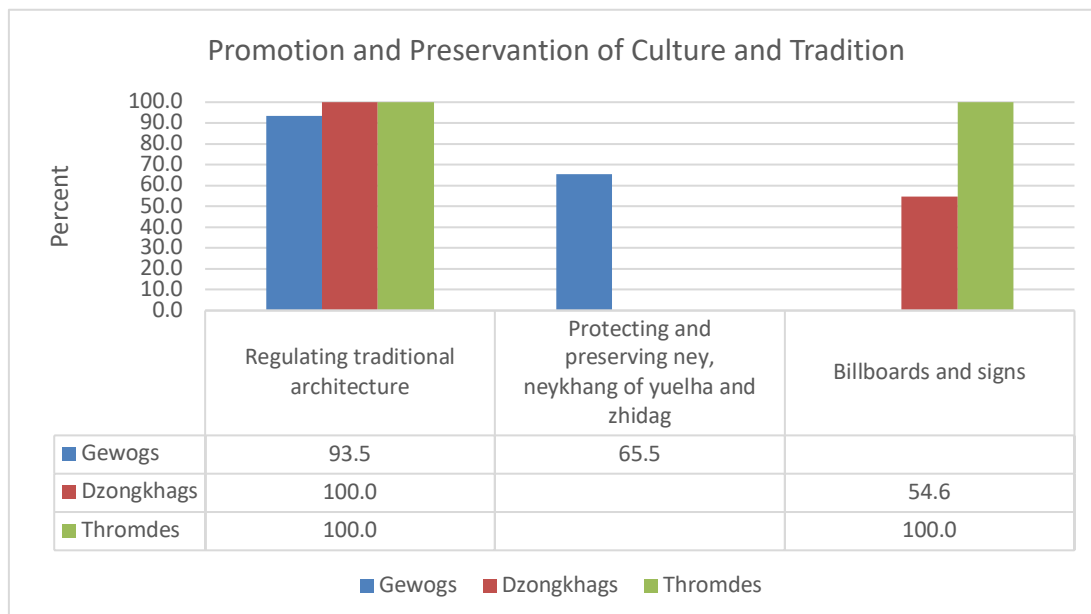
Regarding recreation, 54.7 percent of the Gewogs reported they have designated places for recreation, such as Gewog archery grounds. Only 5.8 percent of the Gewogs reported they had designated places for recreation in every village. Similarly, 72.7 percent of the Dzongkhags reported they had designated government land for recreation and outdoor games. Furthermore, 31.8 percent of the Gewogs and 33.3 percent of the Dzongkhags which had no designated recreation places said that it was not a priority for their respective administrations.

The compliance level related to Wellbeing of Women, Children and People with Disabilities was ascertained from existence of records related to these groups of population. 10 percent of the Gewogs and 12.5 percent of the Dzongkhag administration reported they did not maintain any records related to abuse against women; 19.5 percent of the Gewogs and 20 percent of the Dzongkhags do not maintain records of abuse against children; and 17.9 percent of the Gewogs and 66.7 percent of the Thromdes do not maintain records of physical disabilities of its population. The Study noted that during the Covid-19 pandemic, and under the direction of the National Commission for Women and Children (NCWC), all the Dzongkhags and Thromdes have stepped up their vigilance against domestic violence. The Study also noted too that some of the Dzongkhag Kidu Offices had their own information system for people with disabilities.

### 2.1.3 Promotion and Preservation of Culture.

Compliance level for regulating and promoting traditional architecture is high.  
Compliance level for protection of Neydag and Zhidag and for regulating signboards and road signs is moderate

Section 48d, 49f, 50d, 50e, 53g, 54g and 61b relate to promotion and preservation of culture. To assess these provisions, the Study focused on the system of regulating and promoting traditional architecture, support provided to culturally significant sites such as Neydag and Zhidags, and the regulation of billboards and public signages.



**Figure 3: Preservation & Promotion of Culture and Tradition**

Traditional architectural designs for new houses and buildings are ensured through approvals for new structures by the respective LGs. At the Gewog level, all new constructions with traditional structures need to be approved by the Gewog administration, while Reinforced Concrete Cement



(RCC) structures require the approval of the Dzongkhag administration. There is a high level of compliance, with all Thromdes and Dzongkhags and 93.6 percent of the Gewogs implementing a system of approvals. Also, all the Thromdes and 93.5 percent of the Gewogs have a monitoring system in place to ensure that the approved designs are adhered to. 33 percent of the Thromdes and 28 percent of the Gewogs reported undertaking corrective measures such as rectification/dismantling works during the last 2 years and 66.67 percent of the Thromdes reported that they had imposed fines against the defaulters during the preceding one year. However only 33.3 percent of the Gewogs reported having distributed literature to households to promote traditional architectural designs, as required by the Act. As part of protecting and preserving Ney, Neykhang of Yuelha and Zhidag, 65.5 percent of the Gewogs reported they had various programmes to support these, mostly through budgetary support (53.2 percent), appointment of caretakers (16.6 percent) and regulating the timing of visits (15.1 percent). The Gewogs (34.5 percent) which did not provide any support reported the communities were already taking care of these facilities (79.2 percent) and that they had no such places (16.7 percent).

All of the Thromdes and 40 percent of the Dzongkhags regulate the billboards/signboards in their jurisdictions. However, 40 percent of the Dzongkhags are not aware that this is their mandates. None of the administrations reported having imposed fines/penalties against the defaulters during the period of recall. 71.4 percent of the Dzongkhags and 66.7 percent of the Thromdes believed that there were no defaulters; and 14.3 percent of the Dzongkhags and 33.3 percent of the Thromdes reported that levying fines and penalties against the defaulters was not seen as the mandate of their administrations.

#### 2.1.4 Law and Order:

Compliance level for regulating structures in accordance to the Road Right of Way is high.

Compliance level for regulating gambling activities, places of entertainment and prices of goods sold is moderate.

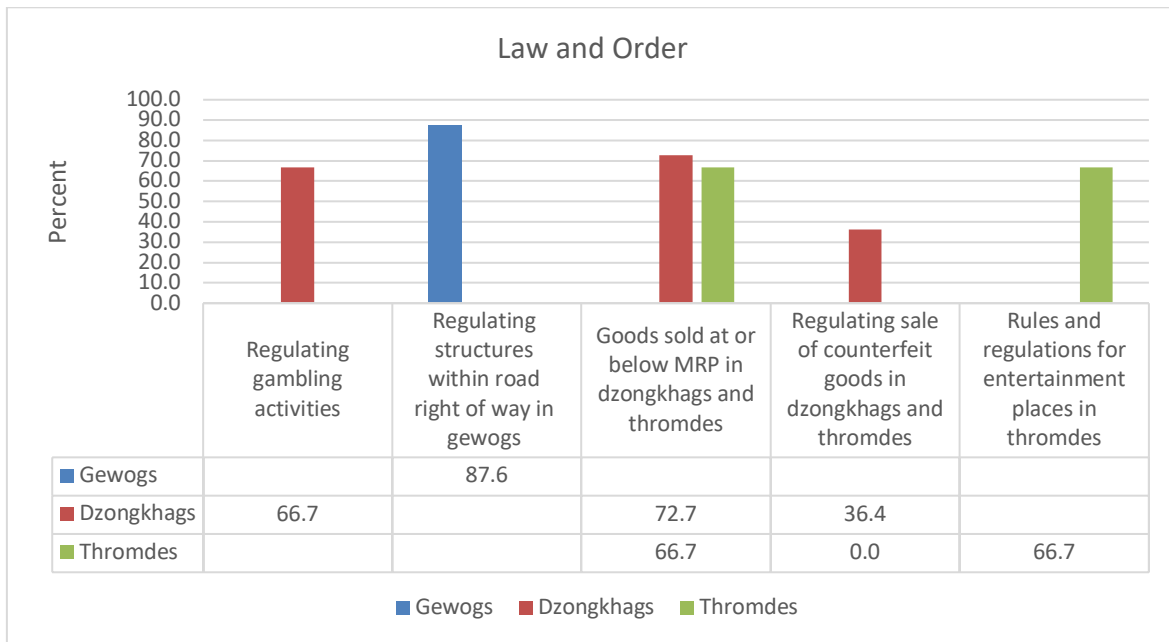
Compliance Level for regulating sale of counterfeit goods is low.

Section 48c, 49e, 50f, 53hand 62e pertain to law and order. The Road Right of Way is a function of the Gewog, the rest are the functions of the Dzongkhags and the Thromdes.

66.7 percent of the Dzongkhags reported they monitor gambling activities. Of these, 18.3 percent of the Dzongkhags have imposed fines/penalties against unlawful gamblers during the last 3 years; these were all in the Eastern parts of the country and none from the West and Central parts. On the other hand, 33.33 percent of the Dzongkhags (out of which 50 percent were in the Western part and 33.3 percent from the Central parts) believe that monitoring unlawful gambling activities and imposing fines and penalties against gamblers in their Dzongkhags is not their mandate.

During the last 3 years, 69.8 percent of the Gewogs issued notifications against owners of structures that contravene the provisions related to Road Right of Way of the Roads Act of the Kingdom of Bhutan. Of the remaining 30.2 percent, no such structures existed (76.3 percent). 12.4 percent of the Gewogs, however, believe that regulating structures within the Right of Way of the Roads Act of the Kingdom of Bhutan is not their mandate.

All the Thromdes implement the rules against squatters. 33.3 percent of the Thromdes have evicted squatters from the Government land during the last 2 years. The rest reported there were no squatters within their jurisdiction.



**Figure 4: Law and Order**

66.7 percent of the Thromdes have come up with guidelines for entertainment and recreational venues within their jurisdiction. 33.3 percent of the Thromdes believe the existing guidelines provided by other competent agencies is sufficient, thus obviating the necessity for such guidelines to be framed by the Thromdes.

72.7 percent of the Dzongkhags and 66.7 percent of the Thromdes enforce and ensure that goods sold in their administrative jurisdictions are priced at or below Maximum Retail Price (MRP). The Dzongkhags that comply with the MRP are evenly distributed across the three regions. Only 36.4 percent of the Dzongkhags monitor counterfeit goods; they also maintain an inventory of goods that are critical to the health and safety of the citizens. The Dzongkhags that are compliant to this regulation are more in the East (50 percent) compared to the West (33.3 percent) and Central (25 percent). The others (66.7 percent of Thromdes and 71.4 of Dzongkhags) do not see monitoring of counterfeit goods as their mandate. 14.3 percent of the Dzongkhags also mentioned lack of capacity as a constraint.

It may be mentioned that COVID-19 has helped provide greater attention to the need for price control of essential goods. All the Dzongkhags have now instituted a Dzongkhag Marketing Surveillance and Monitoring Team (MSMT). In Trashigang Dzongkhag for instance, this is comprised of a representative each from Bhutan Agriculture Food Regulatory Authority (BAFRA), Agriculture, Livestock, Economic Development sectors, and the Thromde Ngotshab. The team visits the Dzongkhag Municipality and the satellite towns three times a month. The MSMT is also available to respond to complaints made by customers.

Occupancy certificates are issued and renewed annually by all the Thromdes and the Dzongkhag municipalities.

**2.1.5 Conservation of Forests and Environment:**

Compliance level for protecting water sources and waterways, addressing encroachment in government and community land and regulating the establishment of mines/quarries is high.

Compliance level for addressing encroachments and monitoring of mines is medium.

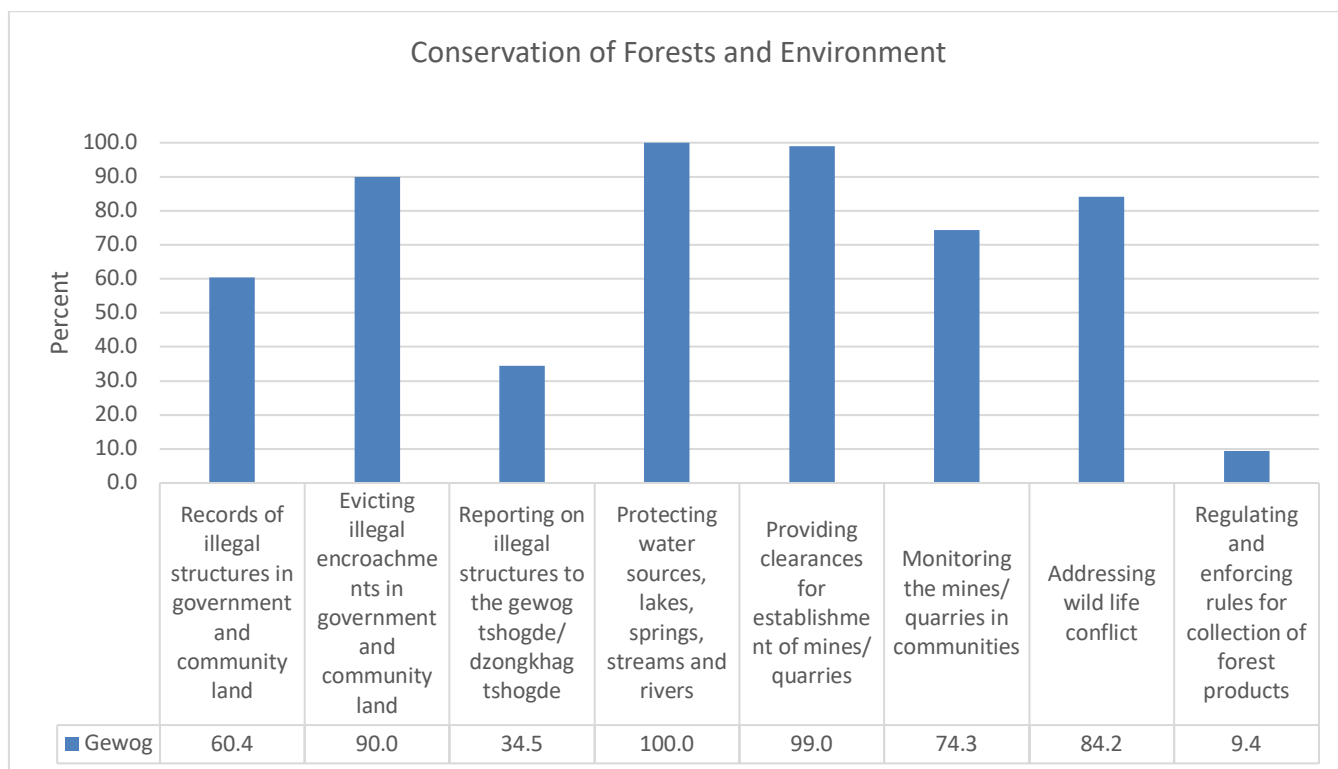
Compliance level for reporting to higher authority is low.





These are functions provided specifically to the Gewog Tshogdes and their administrations. These include sections 53d, 53f, 53i, 54e, 54f and 54h. The Gewog administrations, according to the LG Act, are custodian of community land, community forests, including Sokshing, Nyekhor Tsamdro, and medicinal herbs and accordingly prevent illegal house construction and all other types of encroachments in such community land as well as on government land.

While 60.4 percent of Gewogs maintain record of the Government and community land, only 3.5 percent reported that they also maintained records of medicinal herbs; these were mostly in Thimphu (50 percent), Trashigyangtse (16.7 percent) and Chhukha (14.3 percent). Only 60.43 percent of the Gewogs maintain records related to encroachment on government/community land. The Gewogs that do not maintain records on encroachment are mostly in the East with 53.1 percent of the Eastern Gewogs confirming they do not maintain such records compared to 33.1 percent of the Gewogs from the West and 31.3 percent of the Gewogs from the Centre.



**Figure 5: Conservation of Forests and Environment**

90 percent of the Gewogs reported that they ensure there are no encroachment on government/community land. 56.1 percent of the Gewogs reported that during the recall period of the survey, they issued notice against the encroachers, while 8.6 percent of the Gewogs reported imposing fines and 5 percent reporting evictions. Of the fines and penalty cases, most were in the Western Dzongkhags (16.7 percent) followed by the Central Dzongkhags (10.4 percent). Of the eviction cases, most were in the East (8.2 percent) compared to the 4.2 percentage in the Central and 2.4 percent in the West. Furthermore, 43.2 percent of the Gewogs have not taken any action against encroachments. 10 percent of the Gewogs, mostly from the Central region believe that this is not their mandate, while 3.3 percent believe there are other competent agencies responsible for this.

34.5 percent of the Gewogs have a system where the Chairperson provides an annual report of the Government/community land to the Gewog Tshogde. Similarly, only 18.7 percent of the



Gewogs report the same to the Dzongkhag administrations. Of these, 80.8 percent reported that they were not aware of the requirement.

All the Gewogs protect their water sources and water ways/bodies through budget support as well as mobilization of community labour. Most of the support is for protecting of water source (95.7 percent), springs, streams and river (49.6 percent) and lakes (18 percent).

45.5 percent of the Dzongkhags have designated Government land as park/ sanctuaries. Of those Dzongkhags that have not done this, 83.33 percent believe there are other competent agencies responsible for this while 16.67 percent believe it is not their responsibility.

Only 9.4 percent of the Gewogs issue permits for the collection of edible forest products to its citizens. This appears to be restricted to high value products such as cordyceps and local tea. These include Bumthang, Gasa, Paro, Pemagatshel, Samdrup Jongkhar, Thimphu and Wangduephodrang. Other items are reported to be controlled by the Forestry Offices who take responsibility for issuing permits as well as monitoring.

99 percent of the Gewogs are aware of their power to provide clearances for the establishment of mines and quarries within their jurisdictions. However, during the period of recall, only 25 percent of the Gewogs have provided necessary approvals (community clearances) for the establishment of mines/quarries. These are mainly from the West (31.7 percent), followed by the Central (27.1 percent) and the East (16.3 percent). Of the remaining Gewogs, 89.4 percent did not get any applicants and 9.6 percent received applications but had denied clearances, indicating that the Gewog Tshogde is playing a decisive role in the matter. Furthermore, 74.3 percent of the Gewogs with mines monitor their operations through regular monitoring visits as well as through informal community engagement (reporting, feedback).

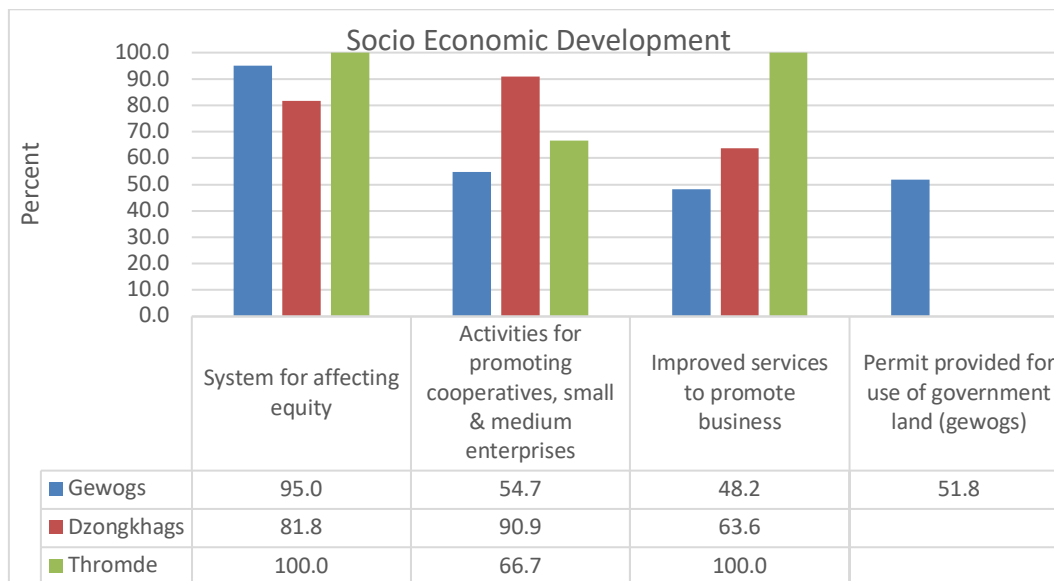
84.2 percent of the Gewogs have implemented electrical/solar fencing to protect their crops from wildlife during the last 3 years. 38.85 percent of the Gewogs have supported the farmers in other ways to protect their crops from wild life.

#### 2.1.6 Socio-Economic Development

Compliance level for ensuring equity across the administrative regions and population is high.

Compliance level for promotion of cooperatives, small and medium enterprises and use of government land is medium.

Socio-economic development continues to be one of the critical functions of all the LGs. The details of how the functions are distributed across the LGs and the central Government are covered under the Division of Responsibility Framework (DoRF). The Study focused on relevant Sections of 48f, 49a, 49b, 54c, 54j of the Local Government Act and Section 193 of LGRR 2012. In particular it assessed the systems affecting equity across the population groups, activities for promoting local industries, services for promoting business and the exercising of the power of the Gewogs' use of land for specified purposes.



**Figure 6: Socio Economic Development**

All the Thromdes, 81.8 percent of the Dzongkhags and 95% of the Gewogs implement some measures to affect equitable development across their different administrative units and population. Of these, 22.2 percent of the Dzongkhags and 50.8 percent of the Gewogs adopt a formula-based tool to determine resource allocations across different Gewogs and Chiwogs. 57.6 percent of the Gewogs have rules and regulations to allocate irrigation water to the respective communities in a fair manner, and 42.4 percent don't have such rules and regulations. Of these, 74.6 percent reported that it was not required because the communities had their own traditional systems of water sharing, while 20.3 percent reported that their Gewogs had no irrigation schemes.

50.4 percent of the Gewogs, 90.9 percent of the Dzongkhags, and 66.7 percent of the Thromdes conducted activities during the last 3 years to promote cooperatives, small and medium industries, comprising mostly of training workshop (94.6 percent of LGs) and advocacies (57.7 percent of LGs). Besides, all the Thromdes, 63.6 percent of the Dzongkhags and 48.2 percent of the Gewogs reported they either introduced new services or improved old services such as access to raw materials and markets, transportation services, credit schemes, and lease of government land. In addition, all the Thromdes and 17.2 percent of the Gewogs reported this was not the responsibility of their administrations. Of the 41.7 percent of the Gewogs which reported they did not undertake such activities, 68.9 percent reported they did not have adequate capacity to carry out this function.

45.5 percent of the Dzongkhags have provided clearances for the establishment of mines during the last 3 years. 40 percent of the Dzongkhags reported that no applications were received while 20 percent reported they were not approved because of lack of other clearances such as environment and community clearances.

51.8 percent of the Gewogs also reported that during the last 3 years, they had approved various entities to use public land as per the provisions of the LG Act. This consists mainly of seasonal markets, religious activities and entertainment. The main reasons why the rest did not approve this was because there were no applicants (88 percent). In addition, 10.4 percent of the Gewogs reported that this was not their mandate.

66.7 percent of the Thromdes reported that their structural plans were prepared by the MoWHS, while 33.3 percent of the Thromdes reported that their plans were prepared by the Thromde administration, indicating flexibilities in the execution of this function. All the Local Area Plans (LAP) were, however, reported to be prepared by the Thromdes with the help of MoWHS. Also,



67.7 percent of the Thromdes reported the LAP was approved by the MoWHS while 33.3 percent reported it was approved by the Thromde Tshogde in accordance with the provision of the Act.

All the Thromdes have rules and regulations to govern the provision of water supply, sewerage services, solid waste management and drains. 66.7 percent of the Thromdes also have rules and regulation to govern the services related to animal control, plantation and disposal of unclaimed bodies. However, water supply and solid waste management rules and regulations were reported to have been passed by their respective Thromde Tshogdes. 66.7 percent of the Thromdes reported their Tshogdes also were involved in approving the sewerage services, drains and animal control. Only 33.3 percent of the Thromde reported their Tshogdes approved the rules and regulations related to plantation and disposal of unclaimed bodies.

### 2.1.7 Monitoring and Coordination

Compliance level for submitting annual reports to the Parliamentarians is high.

Compliance level for submitting reports by the Gewogs to Dzongkhags and by the Dzongkhags to the central agencies is moderate.

Monitoring and coordination are important features of any Government and become more important for LG system, where there are multiple stakeholders involved in implementing the different facets of development and services. The functions related to monitoring and coordination are provided in Section 48c, 49c, 49g, 51c, 52a, 52c, 54d, 55a, 55d, 63a, and 202-215. The review focused on the reporting systems as well as the review functions of the Tshogdes and Tshogdus.

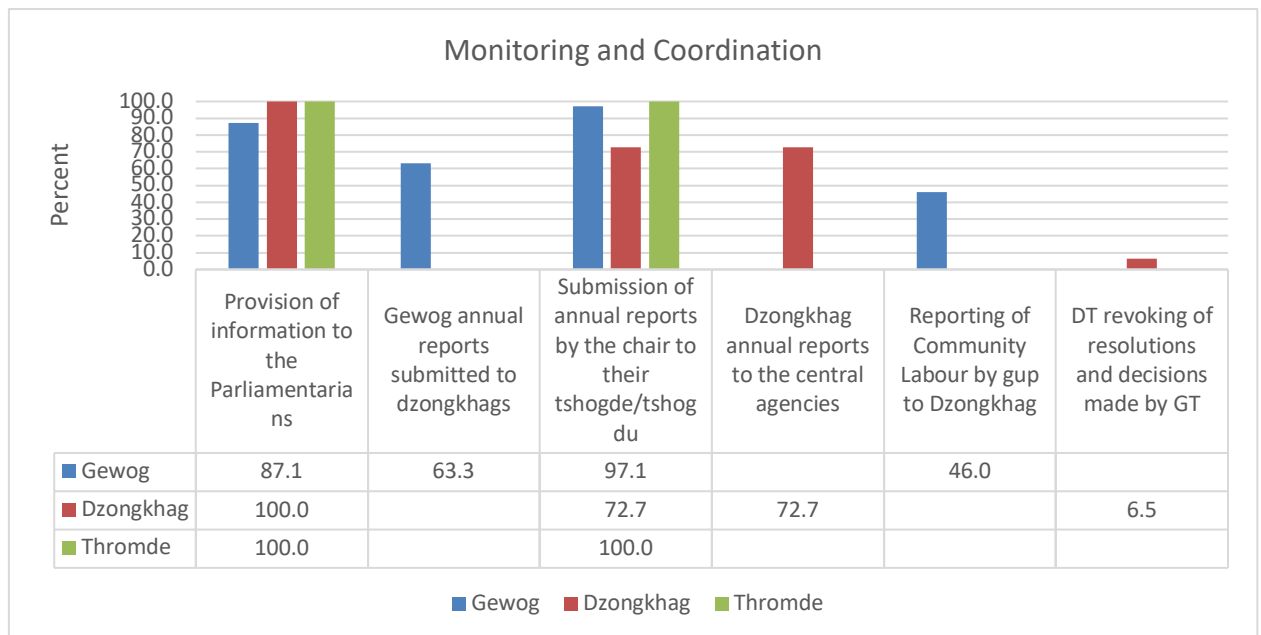


Figure 7: Monitoring and Coordination

All the Thromdes, 81.8 percent of the Dzongkhags and 69.8 percent of the Gewogs reported that there were central Government programs within their jurisdictions. All the LGs reported that they were consulted by the Ministries for development programs within their jurisdictions. However, during the FGDs it was ascertained that coordination between these agencies and the LGs were still very weak, and far from being satisfactory.

All the Thromdes and Dzongkhags and 87.1 percent of the Gewogs provide information comprising of progress reports of the developmental activities and resolutions of the respective LG sessions to their Members of Parliament. The reasons provided by those that did not submit the reports



(13 percent of the Gewogs) as required by the LG Act was that they did not receive such requests from their parliamentarians.

63.3 percent of the Gewogs submit annual reports to the Dzongkhags, with the Eastern region having a higher reporting rate at 79.6 percentage, compared to Western (59.5 percent) and the Centre (50 percent).

All Thromdes, 97.1 percent of Gewogs and 72.7 percent of the Dzongkhags reported the Chairperson of their Tshogde/Tshogdu presented annual reports to their respective LG sessions. The main reasons provided by those not submitting the annual reports (27.3 percent of the Dzongkhags and 2.9 percent of the Gewogs) was that they were not aware of the mandate. Also, 72.7 percent of the Dzongkhags reported they submitted semi and annual reports to the central agencies as required by the LG Act.

17.3 percent of the Gewogs, 18.2 percent of the Dzongkhags and 33.3 percent of the Thromdes reported there were national projects implemented within their jurisdictions. The LGs are involved during the implementation of the projects. Most of the involvement are to support land acquisitions (60.2 percent), labour mobilization (30.1 percent) and resettlement (15 percent).

Also, only 26.6 percent of the Gewogs, 27.3 percent of the Dzongkhags, and 33.3 percent of the Thromdes, where Civil Society Organizations (CSO) are active, currently monitor their programs. All the Thromdes, 60 percent of the Dzongkhags and 64.8 percent of the Gewogs believe that monitoring of Civil Society Organizations (CSOs) activities is not their mandate.

Only 9.1 percent of the Dzongkhags and 5.8 percent of the Gewogs reported that the rules, regulations, fines and levies passed by the Gewog Tshogdes were revoked by Dzongkhag Tshogdu because they contravened the LG Act or were not in the public interest. The low percentage does not necessarily indicate low compliance, rather the low number of such cases. More significantly, 30 percent of the Dzongkhags and 20 percent of the Gewogs reported there was no such system of reviews.

All Thromdes, 81.8 percent of the Dzongkhags and 89.2 percent of the Gewogs reported their respective Tshogde/Tshogdus monitored, evaluated the planned activities in accordance to the monitoring framework of the government. The rest (18.2 percent of the Dzongkhags and 10.8 percent of the Gewogs) reported they did not have such systems.

90.9 percent of the Dzongkhags reported they were involved in addressing coordination issues between their Gewogs. In contrast, only 50 percent of the Dzongkhags with Thromdes reported they were involved in addressing coordination issues between the Dzongkhags and the Thromdes. The rest reported there were no issues to be addressed.

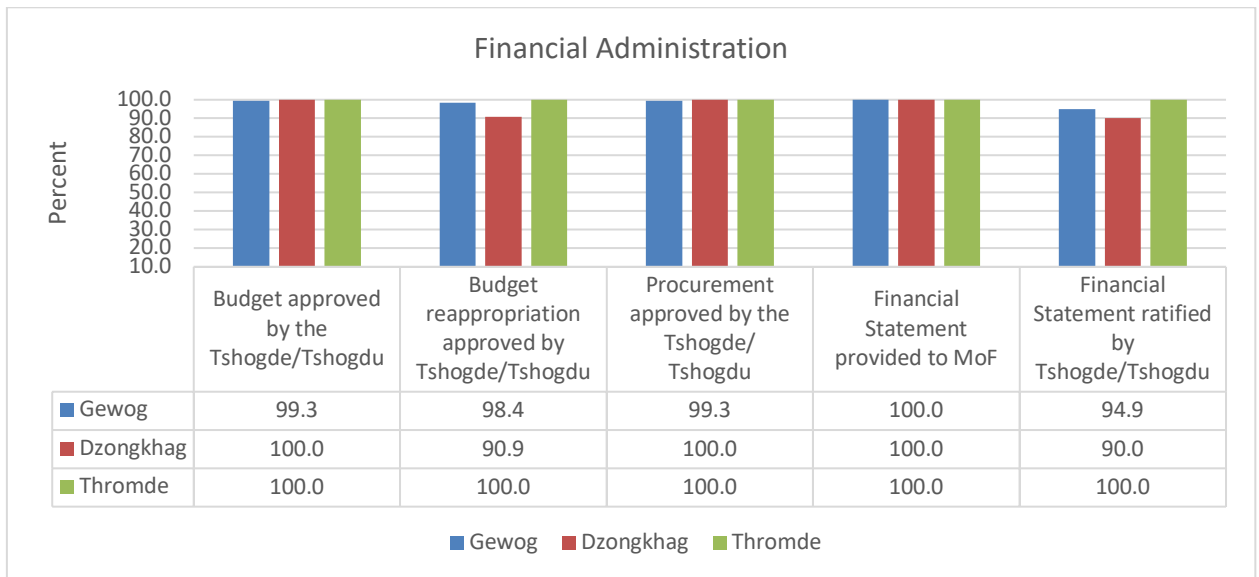
All the Dzongkhags and Thromdes and 65.5 percent of Gewogs reported that they have instituted Finance Committees. Also, 90.9 percent of the Dzongkhags, 48.9 percent of the Gewogs and 33.3 percent of the Thromdes reported they have also instituted Agenda Setting Committees for their respective Tshogde/ Tshogdus.

All the Dzongkhags, Thromdes and 97.1 percent of the Gewogs prepared the Mid-Term Review Report of the 12<sup>th</sup> Five Year Plan. Of these, only 9.1 percent of the Dzongkhags and 0.7 percent of the Gewogs had the report endorsed by the Tshogdes/ Tshogdus. This may have been due to the COVID-19 situation.

### 2.1.8 Financial Administration

Compliance level of the financial administration is high

The financial powers and functions are detailed under Section 52a-c, 55a-d, and 63 a-c, 64a-e, 64(i) and 65 a-c. The Study focused on the role of the Tshogdes in approving the budget, budget reappropriations, procurement, and ratification of financial statement as well as the timely submission of financial statements to the MoF.



**Figure 8: Financial Administration**

Almost all the LGs reported that the annual budget is endorsed by their respective Tshogdus and Tshogdes. Similarly, 98.4 percent of the Gewogs, 90.9 percent of the Dzongkhags, and all the Thromdes reported that their Tshogdes/Tshogdus approved the reappropriation as required by the LG Act.

All the Dzongkhags and Thromdes, and 99.3 percent of the Gewogs reported they had their procurement plan approved by their respective Tshogdes/Tshogdus. Most, however, were approved as part of the budget approval, not as a separate procurement document.

As per the officials of the MoF, there are no issues related to financial reporting. The relevant agencies are able to track their transactions status including expenditures on a continuing basis using electronic Public Expenditure Management system (e-PEMS). The accountants are also able to provide financial reports to the LGs, as and when required. All the Thromdes, 98.56 percent of the Gewogs and 90.91 percent of the Dzongkhags reported that the annual expenditures reports were presented and endorsed by the respective Tshogdes/Tshogdus.

### 2.1.9 Resource Mobilization

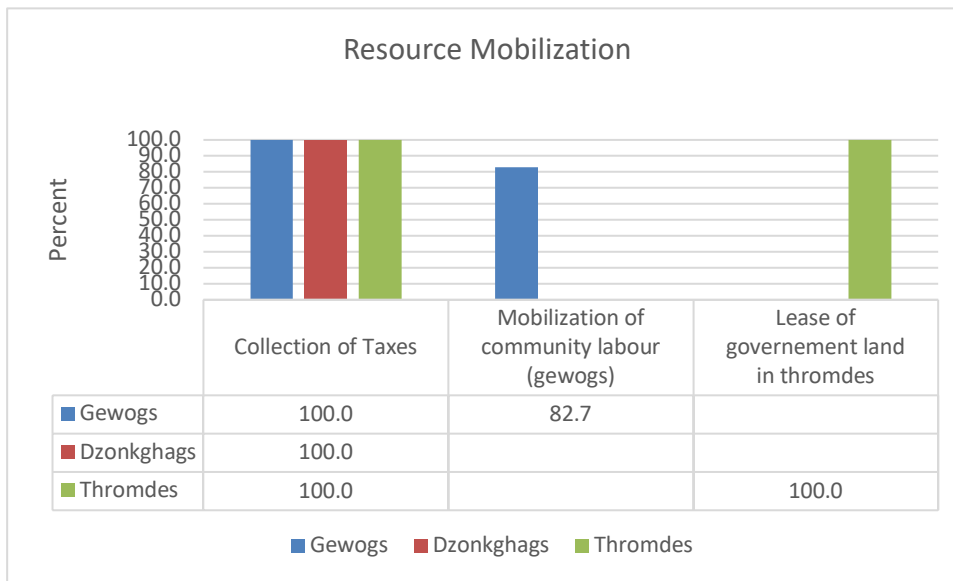
Compliance level for revenue collection is high.

Mobilization of community labour (Gewogs) and lease of Government land (Thromde) is high.

Compliance level for monitoring of the community labour by the Dzongkhags is low.

The powers and functions of LGs to mobilize resources are provided under Section 54k, 57a-g, 58, 59,60a-c,63d, 64a-c, 64(1),65a-c, 216, 217, 218, and 219of the LG Act. A detailed Study on LG revenue and its utilization was undertaken by another Study,<sup>7</sup> so this was not included in this Study. However, it has been reported that the compliance rate for revenue collection is high. The Study looked at two elements of resources- community labour mobilization of the Gewogs and the leasing of Government land to private agencies and disposal of property by the Thromdes.

<sup>7</sup> Readers are referred to two studies: Fiscal Decentralisation in Bhutan, 2017, Department of Local Governance and Revenue Collection and Management in Thromdes, 2018, Performance Audit, Royal Audit Authority, Bhutan



**Figure 9: Resource Mobilization**

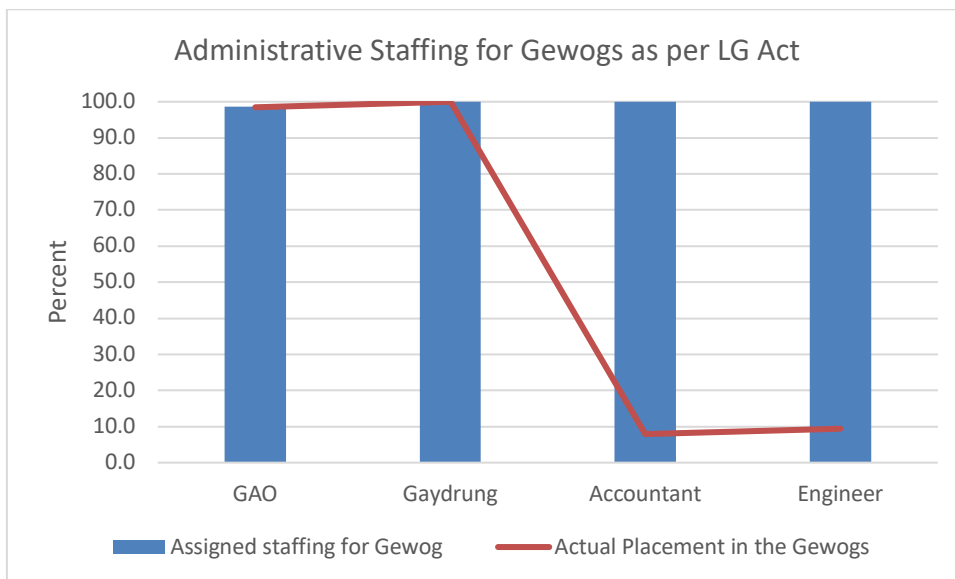
82.7 percent of the Gewogs reported they employed community labour during the last two years. Of these, 73.9 percent reported that they were formally approved by Gewog Tshogde. Only 46 percent of the Gewogs submit half yearly and annual reports of use of community labour to the Dzonkghag administrations. Of those who did not submit these reports, 42.7 percent believed it was not their responsibility and 33.3 percent reported it was not seen as necessary.

33.3 percent of the Thromdes reported that the administration had purchased, leased-in or otherwise acquired land and property. These were all reported to be approved by the respective Thromde Tshogdes. All the Thromdes reported they leased land for business enterprises, 66.7 percent reported they were leased for labour camps and social services, 33.3 percent reported they were leased for recreational activities and for religious activities. No property were disposed-off by the Thromdes during the last 3 years.

**2.1.10 Administrative Functions:**

Compliance level in terms of adequacy of staffing and their deployment is low.

The administrative powers and functions are provided under Sections 51a-c, 54a-m, 61a-i as well as in Chapter 17 of the Act covering Sections 246-277. The review chose to focus on the status of staffing of the Gewog administration because of the critical function the Gewog administrations played in supporting programs for the majority of the Bhutanese population.



**Figure 10: Administrative Functions (Staffing level)**

A detailed analysis of the capacity of the LGs has been undertaken by a different Study, this Study therefore only focuses on the levels of staffing in the Gewogs<sup>8</sup>. Every Gewog has a designated GAO, Gaydrung, Gewog Accountant and Gewog Engineer as per the LG Act. All Gaydrungs, 95.8 percent of the GAOs, 9.4 percent of the Gewog Engineers and 7.9 percent of the accountants are placed in the Gewog administration office, while the rest function from the Dzongkhag administrations. In addition, every Gewog is provided with an Agriculture Extension Officer and a Livestock Extension Officer, both of whom work closely with the Gewog administration. The placement of the accountants and engineers in the Dzongkhags have become subjects of debate between the Gewog and Dzongkhag administrations and will be covered in another section.

#### 2.1.11 Transparency and Accountability

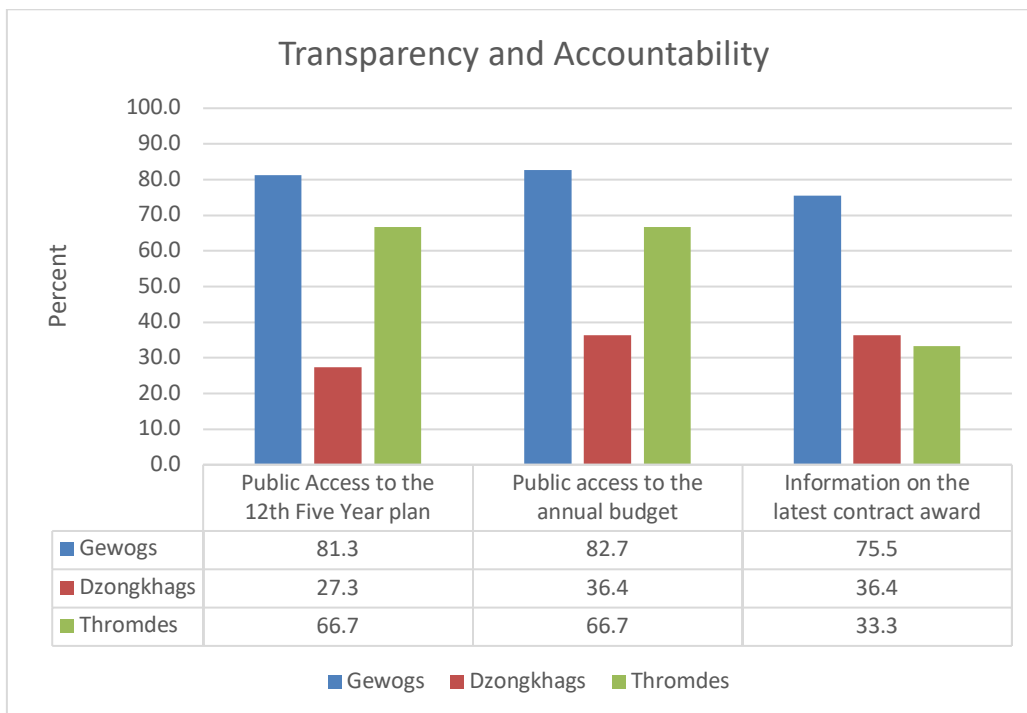
Compliance Level for dissemination of the 12 Five Year Plan and the Annual Budget is high.

Compliance Level for dissemination of information related to procurement is medium.

Transparency and accountability underpin a Good Governance system, a primary objective of the Act. These are detailed out in Sections 141-150 under Chapter 10 of the Act. The Study focused on the information dissemination systems of the LGs relating to budget and procurement.

<sup>8</sup> Please refer to the Capacity Needs Assessment Report and LG CD Strategy, DLG, 2021.





**Figure 11: Transparency and Accountability**

There does not seem to be a uniform policy or system for information-sharing across the LGs, it is left up to the discretion of the respective administrations. All the LG administrations deploy multiple systems to disseminate information to the public. These include the media, public notice boards, social media forums, Zomdus, and agency websites. Given these multiple channels, it was a difficult task to accurately determine what level of public disclosure prevails across the different administrations. For this Study, any information made available through public noticeboards was accounted for. Accordingly, Gewog administrations rate quite high at around 82 percent score for providing information related to Five Year Plans as well as the Annual Plans and Budget. The Thromdes score is moderate at 66.7 percent for both Five Year Plan and the Annual Plans and Budget. Dzongkhags score the least at 27.3 percent for Five Year Plan and 36.4 percent for the Annual Plans and Budget.

Only Dzongkhag administrations use Bhutan Broadcasting Service (BBS) and Kuensel to inform the public on the dates of the Tshogdus. The Thromdes and the Gewogs use their Tshogpas to communicate the dates to the public. All the LGs also use social media to disseminate information. Interestingly, Gewogs reported the highest use of this technology at 81.3 percent compared to 66.7 percent of the Thromdes and 36.4 of the Dzongkhags. Only 18.2 percent of the Dzongkhags and 1.4 percent of the Gewogs use Kuensel to inform the general public about the contract works that have been awarded by the administration.

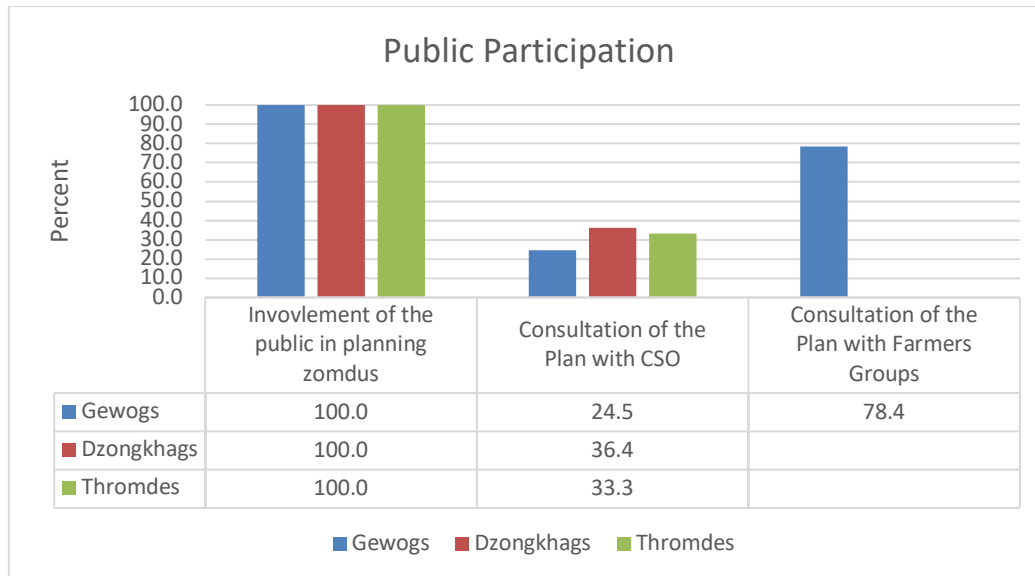
#### 2.1.12 Public Participation:

Compliance level for public participation for the formulation of the Five Year Plan and annual budget is high.

Compliance level of involving CSOs in planning is low.

Direct public participation is closely associated with democracy and good governance. Sections 48I, 145 and 146 directly relate to this theme.

All the Thromdes and Gewogs reported they organized Zomdus while formulating the 12<sup>th</sup> Five Year Plan, averaging around 5-7 Zomdus. In addition, all the Thromdes and 94.2 percent of the Gewogs reported they organized Zomdus to help finalize the 2019/2020 and 2020/2021 budget. Similarly, all the Thromdes and 90.7 percent of the Gewogs reported they organized Zomdus to finalize the agenda for the forthcoming Tshogde sessions. All the Thromdes and 95.7 percent of the Gewogs maintain attendance registers for the Zomdus. 19.4 percent of the Gewogs reported they had imposed fines for non-attendance of Zomdus. Furthermore, 22.2 percent of the Gewogs reported they never submitted the minutes of the Zomdus to their respective Tshogdes as required by the LG Act.



**Figure 12: Public Participation**

90.7 percent of the Gewogs, 63.6 percent of the Dzongkhags and 33.3 percent of the Thromdes agreed that compared to the 11<sup>th</sup> Five Year Plan (2013-2018), the 12<sup>th</sup> Five Year Plan (2018-2023) gave them greater power to allocate the annual grants across sectors/programs/projects.

24.5 percent of the Gewogs, 36.4 percent of the Dzongkhags, and 33.3 percent of the Thromdes reported that they consulted the CSOs during the formulation of the 12<sup>th</sup> Five Year Plan. The reasons for this low compliance rate is the lack of CSOs' presence in these LG; 18.2 percent of the Dzongkhags and 38.1 percent of the Gewogs do not have any CSOs operating within their jurisdictions.

78.4 percent of Gewogs consulted with farmers' groups while formulating the 12<sup>th</sup> Five Year Plan, the rest reported they were not aware of such a requirement (38.9 percent) and that it was not practical to do so (38.9 percent).



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### 3 REASONS FOR NON-COMPLIANCE:

#### 3.1.1 General reasons:

**Not aware that it is their responsibility:** Many of the GAOs, Gups and Planning officers are unaware that regulating fair trade practice, control of substance abuse, wellbeing of women and children including domestic violence, pollution control, social harmony and ensuring law and order are the mandate of their respective administrations. They believe the administration's responsibility is to support central or regional agencies who have the mandate to deal with these issues. Therefore, the involvement of the administration is mostly to respond to an incident, and rarely for addressing these holistically as part of their overall functions. Many of these key officials are also not aware about the reporting requirements of the Gewogs to the Dzongkhags and the review functions of the relevant Dzongkhag Tshogdus. This clearly indicates that the LG officials are not very familiar with the provisions of the LG Act. Some admitted that they only referred to it to help them navigate through a legal issue. It was also noticed that some LGs do not even have the copy of the amended LG Act.

**Not seen as relevant or a priority:** Most Gewogs find the provisions related to local rules and regulations as unnecessary at this stage. For example, most LGs have not passed local rules related to health and wellbeing because there are already numerous directives from different agencies as part of their promotional and advocacy programmes. In cases such as fair allocation of irrigation water, most communities already have a well-established traditional system and practices that address this. Protecting of Neydag and Zhidag including the conduct of annual propitiation rituals is also carried out by the respective communities, with limited role for the LGs. In one community, an effort was made by the Gewog to finance an annual ritual traditionally carried out by the communities of two Chiwogs. However, it was reportedly objected by the Government (members of Public Accounts Committee who were visiting the Gewog that year) for sustainability reasons; the community now continues to shoulder the responsibilities of the annual rituals. Similarly, the Bhutan InfoComm and Media Authority's (BICMA) rules regarding broadcasting and operation of entertainment places are seen as sufficient to cater to local needs, thus obviating the need for local level guidelines. Lastly, many have not seen the need to dedicate Government land for recreational purposes.

**No capacity:** A number of administrations reported the lack of capacity to implement the provisions related to law and order, regulating the pollution level (air, water and noise), monitoring and authenticating encroachment on Government land, and the functions related to controlling prices and counterfeit goods detrimental to health and wellbeing of the population.

**Rescinded powers/functions:** It appears that some of the powers given to the Gewog administration have been further reviewed and rescinded. An example is that of the power to regulate the construction of new houses in the rural area as per national codes, which by the LG Act, is mandated to the Gewog administrations. The MoWHS's Rural Construction Rules 2013 now confers this responsibility to the Dzongkhags which may delegate the responsibility to the Gewogs, in writing. In practice now only the traditional structures are approved by the Gewog administrations; RCC construction has to be approved by the Dzongkhag administrations. Similarly, a number of rules regarding the regulation of forest products are handled by the Forest Department, and not by the Gewog administration as stipulated by the LG Act.

**Tshogdes not involved:** A number of rules and regulations adopted by the Gewog and Thromde administrations have not been passed by their Tshogdes. There are varying reasons for this. Some rules are based on an implicit understanding established within a community, and these have never been formalized by their Tshogdes. Some have been initiated by a particular officer in LGs but were not made part of the formal Tshogde agenda. Some Gewog administrations have deliberately avoided passing such a resolution because it entails further review by their Dzongkhag Tshogdu, in which case there is no surety of DT's endorsement, putting an important local regulation in jeopardy. For the Thromdes, this is because the rules existed prior to the establishment of the Thromdes, and they have never seen the need for formalization with the Thromde Tshogdes.



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### 3.1.2 Provisions that are difficult to implement

The most difficult provisions to implement is the Road Right of Way and encroachment on Government land and forests. There are multiple reasons for the structures that contravene the Road Right of Way. Some are historical, some structures have been in existence before the law, and removing these structures based on a new law is always problematic. Also, livelihoods are often at stake, some have invested their life time's savings, some have built the structure with the help of loan which can only be paid through the earnings of these structures. There is also conflict between the Gewog administration and the Dzongkhag administration on the subject. In at least one Gewog, the Gewog administration has approved several structures on the highway to serve as outlets for local farm produces, while the Dzongkhag administration is seeking to dismantle these as per the law.

Regarding encroachment on the Government land, some Gewogs observe that it is impossible to take actions against the defaulter because they do not have the services of the surveyors to determine the exact boundaries. Others in the peripheral part of the country have no issue. One such Gewog reported its administration successfully relocated houses and structures encroaching on government land, within a span of under five years. It appears, however, that the National Land Commission (NLC) has now entrusted this responsibility to the Dzongkhag administration. Since 2017, the Survey and Land records of the Dzongkhag Administration has assigned a Land Inspector to oversee and implement this aspect of the Act. The Dzongkhag administrations and Thromdes also face difficulties in protecting consumers from unfair pricing and counterfeit goods. All they can do is to monitor whether the retailers are selling the items at or under the marked MRP but the Study was informed that in most cases the marked prices are scratched off, or replaced by alternative prices.

**Provisions not understood:** Some of the terminologies in the LG Act are not adequately defined and therefore not well understood by the LG functionaries. A case in point is Section 54(c) "Promote holistic and integrated area-based development planning." During the FGDs, different functionaries even within the same LG had different interpretations on this.



## 4 BEST PRACTICES

The intent here is to present some exemplary initiatives in the LGs which can be replicated by others. They were not part of the general survey, but were discussed during the FGDs. Therefore, they are limited to the examples shared by 6 Dzongkhags, 10 Gewogs and the 2 Thromdes<sup>9</sup>. Some of them were posited by the officials as their best practices, whilst some were picked up by the FGD facilitators as practices worth sharing with others. Some are recent initiatives, which have yet to demonstrate success, and some have stood the test of time. They are presented below in no particular order. Given these many examples from a very limited number of LGs, one can postulate there are numerous such practices across the LGs.

**Paro's drop-in centre for non-degradable household wastes:** Plastic and tetra packaging have become a conspicuous feature of consumption pattern even in the most remote hamlets. While numerous places have been designated for their disposal, some even at the household levels, they are not managed well. Some are simply dumped over a precipice or burnt. In Paro, every Gewog is provided an annual budget of Nu. 60,000 for this function. Four of the Gewogs are using their funds to implement a drop-in centre for their non-degradable waste. The collection from the drop-in centre is outsourced to a private firm. It may be also mentioned that Bumthang Dzongkhag and Shelgana Gewog under Punakha also implement a drop-in concept, but the current output is not quite adequate to entice a regular collection. Nevertheless, for the larger communities and satellite towns, this could be a concept worth promoting.

**Thangrong Gewog's Migrant Protocol:** Thangrong Gewog in Mongar does not have enough arable land, therefore most of its men go out to work as skilled construction workers in other parts of the country. In the past, the Gewog administration was inundated with cases of employers not paying their workers, but, without strong legal contracts, it was difficult for the administration to pursue these cases. To address this, the Gewog administration now requires all their migrant workers to go through a labour contractor; and the Gewog administration makes the contractor liable for all unpaid dues. Not only this, every individual that goes out for work is required to inform the Gewog administration and provide his/her contact numbers. The information is used by the administration to monitor the whereabouts of its citizens during emergencies such as the current pandemic and provide necessary advice and information. This, according to the Gup, Mangmi and Tshogpas has helped strengthen the community bond.

**Thangrong Gewog's Public Compact for Alcohol Control:** Not long ago, Thangrong community was known as one of the poorest in Mongar Dzongkhag. This was not only due to the limited arable land but also because of alcoholism amongst its population. Apart from the consumption at home, alcohol was a prominent feature of any social and religious rituals. This also aggravated domestic violence in the communities. To combat the issues holistically, the Gewog administration initiated a discussion with the public and together resolved to ban the serving of alcohol in social and religious functions. They also agreed that if a person is found drunk the person who serve the alcohol and anyone found drunk would be penalized with physical labour at the Gewog office. Since then alcohol consumption has drastically reduced. For example, before the compact, the local beer supplier would import 60-70 cases which would be sold out before the end of the month; now they cannot sell even 10-20 cases a month. Domestic violence and other related cases, according to the Mangmi has also reduced drastically. This, according to the Gup, has released the time for Mangmi and the administration to engage in other services for the communities.

**Agreement between Yakpugang Community (FMG) and Water Users Group (WUG) of Mongar town and Mongar Referral hospital on Payment of Services:** This agreement ensures that the Yakpugang Community FMG gets paid for protecting the water sources that feed into the drinking water supply system for Mongar town and its major users such as the Mongar Regional Referral hospital. The agreement details the obligation of the two parties, the system and rate of payment. The scheme initiated in 2010, provides an incentive to the Community Forestry members of Yakpugang to protect the forest from excessive grazing and over-harvesting. It also obliges the community to continue protection work of the catchment area. The revenue

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<sup>9</sup> If examples are not included from the all the LGs where FGDs were undertaken, it does not necessarily mean that these LGs had no best practices, it means the discussants had no time to cover this aspect of the topic.



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generated goes to a community fund to finance projects beneficial to the community as well as for providing short term loans to its members. Although the program was initiated by the Forestry Division, this remains one of the successful examples of a collaborative efforts of different stakeholders, including the LGs.

**Use of social media:** The Gewog officials including the Tshogpas are using group chats to communicate to their constituencies. This has made their tasks much easier, reducing household visits to disseminate and collect information. In events such as earthquakes and natural calamities, the Tshogpas are able to get the information including the images of damages to properties and crops quickly and with greater accuracy. The group chats are also widely used by the Farmers' Groups and Cooperatives to keep their members informed about important matters that concern them.

**Getting the Forest Office to be part of the Gewog Administration (Shaba Gewog and Kanglung Gewogs):** Besides various permits associated with forestry products, almost all new construction works have to have clearances from Forest Offices which function outside of the LG system. Some Gewog administrations have taken extra steps to build rapport with these officers. The forest officials are invited for all important Gewog level functions. This and informal socializations make the forest officials feel they are part of the establishment. This setup has eased the processes related to permits and clearances from the Forest Offices, which otherwise is a major issue across the Gewogs.

**Samdrup Jongkhar Thromde's Zero Waste Program:** With increased population and the changing consumption pattern of the population, Samdrup Jongkhar Thromde has seen a steady increase in household waste. To stem the waste at source, the Thrompon initiated a zero-waste project for the Thromde in 2016, in collaboration with the Samdrup Jongkhar Initiative. This included banning of plastic bags in the shops and instead encouraging the use of handcrafted carrying bags made out of recycled waste. This was accompanied by aggressive public education and campaigns involving the Tshogpas, schools and government institutions. As a result, in some places, the project recorded a 50 percent reduction in waste. Eventually the project lost out to the pressures of the vendors, many of whom complained that it impacted their sales, with customers leaving for other vendors that were providing plastic bags. Furthermore, with COVID-19 further impacting business, the Thromde was not able to pursue the program with the same vigour. Nevertheless, the project remains exemplary in terms of its objectives and imbibing amongst the wide group of population, consciousness on issue of household waste. There are also valuable lessons that can be drawn from the experience for revamping this programme as well as replicating it in other Thromdes.

**Samdrup Jongkhar's Beautification Program:** Till very recently, Samdrup Jongkhar Thromde was a dusty, little border town with nothing much to distinguish it from other border towns in Bhutan's southern borders. In 2019, it hosted the 5<sup>th</sup> Royal Bhutan Flower Exhibition. As part of the exhibition, 1710 saplings of plants and flowers that thrive in the southern climates including the Queen of Bhutan Rose, begonia, poinsettia and bauhunia among others were planted around the town. After the event, the Thromde continued to invest in the beautification of the town. Each section of the town now has their own flower gardens, which are taken care of by a dedicated government/ corporate agency. Every Friday afternoon, all the staff of the different agencies including the Thrompon come out and work on their gardens. Samdrup Jongkhar Thromde, today is a changed town. It is arguably Bhutan's most beautiful town, according to an article in Kuensel<sup>10</sup>. The impact of this goes far beyond Samdrup Jongkhar Thromde. Other small towns around the country appear to be suddenly more interested in investing in floriculture and beautification projects.

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<sup>10</sup> Beautification Audit is Welcome, Kuensel, January 10, 2020.



## 5 CHALLENGES TO COMPLIANCE AND POSSIBLE SOLUTIONS

### Systemic Issues, Challenges and Possible Solutions

**The Powers and Functions do not come out strongly in the LG Act:** One of the several reasons for this is the presentation. The Act is not an easy read. The topics are not structured in a logical manner. Also, there is a lot packed in the Act, covering diverse topics from election matters to powers and functions to minute procedural details. Considering most of the LG leadership is only functionally literate, this is a challenge.

Possible Solutions: (i) The determination of the powers and functions for the LGs should be based on clearly stated set of principles either in the preamble of the Act or as a separate section. One such principle is that of the principle of subsidiarity.

(ii) There is also a need to clearly determine what should be in the Act and what should be in Rules and Regulations.

(iii) The powers and functions of each LG have to be segregated and articulated separately. The functions would cover the broad scope of responsibilities that the LGs are accountable for. The powers would cover the scope of activities that the LGs can undertake within each function. A case in point is the protection of children and women from mental and physical abuse, which is assigned as functions of the LGs. However, as per the DoRF<sup>11</sup>, LGs are only accountable for undertaking advocacy programs and mainstreaming gender issues across their programs, while the case managements and other related services such as shelters are to be handled by NCWC, Ministry of Health (MoH) and the Royal Bhutan Police (RBP). Therefore, while the functional responsibility may be same across these multiple agencies, the actual scope of actions is circumscribed by the DoRF. This needs to be made explicit within the Act itself and not left to an administrative directive. One way of bringing clarity to this would be to adopt the following matrix for each LG entity (Gewog Tshogde, Dzongkhag Tshogdu and Thromde Tshogde):

The Functions of the LG	Powers		
	Regulatory Powers	Administrative Powers	Other Powers

**Conflicts and confusions promoted by the LG Act:** There are multiple Acts governing the actions of the LGs, some of which contradict the LG provisions<sup>12</sup>. Also, several provisions of the LG Act provide a false notion of empowerment. For example, Section 59 and 64(1) empowers the Gewog and the Thromde Tshogdes to levy and vary rates of fees and charges as provided for in the LG Rules and Regulations and at such rates as may be approved by the Government. On closer reading, it becomes clear that the power of the Tshogdes is only to propose; there is no guarantee that it will be approved or when it will be approved; and it does not provide for any recourses if the proposal is not approved. There are numerous other provisions under Powers and Functions which in practice require approvals from other Government agencies. These need to be made explicit and the relevant sections put under a more appropriate heading. When the empowerment is contingent on several layers of approvals it only adds to confusion.

Possible Solutions: (i) All the conflicting provisions need to be resolved through discussions with the relevant competent agencies and taken up with the respective parliamentary committees.

(ii) Where the Functions/Powers require further approval, they need to be mapped out clearly so as not to be confused with full empowerment. Where required, representatives of LGs should be involved in these tasks.

<sup>11</sup> Twelfth Five Year Plan Guidelines, Gross National Happiness Commission.

<sup>12</sup> The Study did not delve into the details as it was understood DLG already has undertaken such a task as part of the proposed LG Act 2021.



**LG system is too prescriptive:** The system of governance outlined in the LG Act and LG Rules and Regulations requires every LG to adopt a uniform pattern of structure, systems and processes, which is associated with efficiency and consistency. This has led to a situation of one size fits all LG Government<sup>13</sup>, resulting in a system which is more preoccupied with process rather than their effectiveness, more concerned by form than substance. For instance, prolonged public meetings in a single sitting instead of engaged discussions are passed off as participations, collective decision making system through committees is equated with transparent practice. On the other hand, there is limited space provided to the population for holding their elected leaders accountable for their actions, such as through social accountability systems. More importantly, very little space is provided for the local leaders to come up with creative management solutions to address good governance concerns such as accountability, transparency and efficiency.

Possible Solutions: While revising the LG Act, the provisions of the Act need to be kept broad and focused on its ends, and not the means.

**The One-Size Fit approaches of the Central Agencies do not address the needs of the LGs:** The prescriptive system goes beyond the LG Act and is reflected in the policies of the different Ministries and Agencies. This limits the power of the LGs as well as the central agencies to respond to the differing local contexts. It also militates against equity considerations. A case in point is the minimum number of beneficiaries to warrant a particular service. While this is certainly a desirable criterion for affecting efficiency and sustainability, it favours those communities which have higher population density, and penalises those that are in the peripheral areas. Similarly, the current practice of some agencies to post their staff purely based on the administrative units and not on workload provides a situation where some staff are overloaded, and some are under- utilized. This has also created the feeling amongst many LG leaders that their voices and reasoning are being ignored by the bureaucrats who tend to hold their process and systems sacrosanct.

Possible Solutions: (i) Central agencies should be looking for outputs and outcomes and leave the processes related decisions to the LGs.

(ii) The systems and policies that govern the operation and activities of LGs have to be reviewed and made consistent with the basic principles of decentralisation, including the principle of subsidiary. For instance, according to the DoRF, sector policies are the responsibility of the Ministries and central agencies; LGs role is only to implement them. However, without a delimitation of the term **policy**, this has provided unlimited ways for some central agencies to intervene in the plans and programs of LGs.

**LGs feel they have no control over the use of natural resources within their jurisdiction:** According to the Land Act of the Kingdom of Bhutan 2007<sup>14</sup>, any mineral resources found in any registered land shall belong to the State and shall be governed by the prevailing Mines and Minerals Management Act. According to the Forest and Nature Conservation Act of Bhutan 1995, all forests are declared Government Reserved Forests<sup>15</sup> and the exploitation of any timber or non-wood products can be undertaken only with the approval and permits issued by the relevant forest offices. LGs have been provided only limited authority such as regulating the collection of non-wood forest products, that too only within community forests.

Possible Solutions: While natural resources are national resources, priority may need to be given to the needs of the local people before it is shared with people from other parts of the country. Accordingly, the LGs have to be adequately empowered to have greater say in the use of natural resources within their jurisdictions. Both the Land Act and the Forest and Nature Conservation Act were enacted before the Constitution, and the relevant provisions need to be reviewed within the context of providing greater empowerment to the LGs.

**The concept of LGs and decentralisation not widely supported:** There appears to be a great deal of ambivalence amongst the key Government stakeholders about the value and advantages

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<sup>13</sup> Local Government Assessment Study, National Council of Bhutan, 2016, Royal Government of Bhutan

<sup>14</sup> Section 69, Land Act of the Kingdom of Bhutan 2007

<sup>15</sup> Section 8a, Forests and Nature Conservation Act of Bhutan 1995





of a decentralised LG system over the centralised system of governance. Several factors and belief systems have contributed to this. First and foremost, most of the elected officials lack academic qualifications as well as the depth and breadth of experience associated with civil servants. This has led to a lack of confidence in these leaders amongst the civil servants. Second, the elected leaders are perceived as being partial to their constituencies and driven by self-preservation or narrow communal interest as opposed to being nationalist. This puts them at a lower moral pedestal to that of the civil servants. These perceptions have consequently undermined the standing of the local elected officials, and therefore the course and the evolution of the LGs. Such a notion prevails despite favourable ranking of the LGs compared to the central government in terms of budget execution and good governance.<sup>16</sup>

**Possible Solutions:** Make LG goals a shared national goal: There has to be much more discourse and advocacy about the fundamental premise and purpose of LGs and decentralisation amongst the policy makers including politicians, Civil Society and senior and mid-level civil servants. This has to be supported by facts and case studies and based on well-established good practices such as Principles of Subsidiary. In the end, development of LG as an effective representative body for the people has to be a shared Goal, that is universally understood and supported like the Gross National Happiness (GNH). This should be the foundation for the LGs. Also, of importance is to reflect on the relevant provisions of the Constitution which states that "Power and authority shall be decentralised and devolved to the 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<sup>17</sup>." Therefore, deconcentration or even comprehensive devolution of powers and functions from the central to a particular local administration is not sufficient, these powers have to be assumed by the elected officials, according to the Constitution.

**Planning system does not fully address the LG development needs:** Much of what happens in the LGs is determined by the Five-Year Plans and annual plans. Being sector driven, the plans do not provide adequate attention to cross sector issues and subjects such as decentralisation, empowerment, and self-regulation, which are features of the LG Act. Therefore, there has been very little progress on these fronts since the enactment of the Act. Also, while LGs are empowered to prioritise and approve the plans and programs, in practice, this is only true for the Gewogs, and that too with limitations. In the Dzongkhags and the Thromdes, it is the civil servants who play a decisive role in determining the priorities and plans for their agencies. Besides their role as technical leads, the Agenda Setting Committee for the DT/ TT and the Finance Committees are powerful platforms through which these roles are exercised.

**Possible Solutions:** (i) The planning system has to give more space to non-sector issues such as communal harmony, poverty, physical and mental wellbeing of the citizens, domestic violence, and special programs for women, children, the elderly and the people with disabilities.

(ii) The Dzongkhag Tshogdus and the Thromde Tshogdes have to provide adequate space during their sessions on reviewing the plans and programs under their jurisdictions.

**Human Resources – mismatch between demand and supply:** Unlike the central agencies, civil servants in the LGs have to function with very little on-site supervision or peer support. Part of their role is to intermediate between the elected leadership and the interests of the sectors. This requires sensibilities, tact and experience. More so, it requires people highly devoted to public service. There are reported cases of how a single officer in a Dzongkhag has brought about remarkable progress in a Gewog<sup>18</sup>. Against this, the LGs at present are compelled to simply

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<sup>16</sup> Annual Financial Statement, 2019-2020, Ministry of Finance, Royal Government of Bhutan shows that percentage of budget utilized was 96.9 percent for Thromdes, 95.7 percent for Gewogs, 88.8 percent for Dzongkhags and 79.1 percent for the Ministries. The National Integrity Assessment 2019 of ACC rates the Gewogs at 8.21, the Thromdes at 8.12, the Dzongkhags at 8.10, and the Ministries at 7.86, with 10 being the highest rating possible.

<sup>17</sup> Article 22.1 of the Constitution of the Kingdom of Bhutan

<sup>18</sup> Chali Gewog was once considered as one of the poorest Gewogs in Mongar. Some decades ago, an Agriculture Officer in the Dzongkhag Administration made it mandatory for every household in Chali to come and sell their produces in the Mongar market, and fined those that did not. Now Challipas are believed to have one of the highest saving rates amongst all the Gewogs in Mongar.



manage with whatever human resources are made available by the Royal Civil Service Commission (RCSC); LGs don't have any role in their appointments or selection process. They can only appoint the Elementary and Support category of staff.

Possible Solutions: (i) RCSC needs to involve the Dzongdags and the Executive Secretaries in the selection of officers of their respective administrations.

(ii) Recruitment Policy and Human Resource Development Strategies have to be reoriented so that the best officers are posted as section heads in the LGs. As a starter, it is recommended that only those who have been rated at level 3 and above consecutively for the last 3 years in the Competency Behaviour be considered for posting as section heads in the LGs.

(ii) The RCSC selected graduates should as far as possible be first posted to the LGs, where they can be trained to be public servants and service providers rather than becoming bureaucrats.

(iii) HRD programmes need to focus on team building and orienting the civil servants to become service providers. This needs to be addressed as a core objective of the HRD.

(iv) While the central agencies need to continue delivering education and training programs to keep the knowledge and skills of their sector officers current, the actual nominations for such education/training should be left up to the LG administrations.

**Small size organization HR issues:** Most services provided by the LGs are dependent on a single staff member or two. When such staff members take leave of absence or goes on tour, that service is often closed, because there are no other staff member to substitute for that person.

Possible Solutions: RCSC need to recognize this as an issue and accordingly compensate for such eventuality during their staff planning.

**Lack of system for LG to learn from each other:** Every LG is trying to address a multiplicity of similar issues. Some have been quite successful in addressing land encroachment issues, some Gewogs appear to be well managed and have built up a rapport with different sections of the communities including religious figures, retired senior servants and ex-servicemen while others are at loggerheads with them. There is no documentation of the experiences of the individual LGs, and no formal system for cross learning.

Possible solutions: (i) In addition to the annual Gups' conference, DLG should consider conferences amongst the GAOs, and sector heads where field level officers share best practices to address common issues.

(ii) The central agencies also need to provide greater space to their field staff while determining new policies and programmes that impact the services and programmes in LGs. This should also help the LG system to move away from a prescriptive system to one that evolves from within.

**Issues related to full citizen engagement in the LGs:** Getting people to attend Zomdus in the Gewogs and Thromdes is a major challenge in many LGs. In some Gewogs, the attendance level is only around 30 percent, unless there is a lunch or freebies associated with the meetings. To address this, some Gewog administrations now have a system of imposing fines for absentees, ranging between Nu. 50 to 500 and enforced at the Chiwog level. Also, while in most Gewogs women's participation is as high as 80 percent, the discussions tend to be dominated by a few people, and mostly men. Nevertheless, it was also pointed out that, in smaller groups, women's participation is equal to that of men. This shows constraints to participation by women can often be addressed by simply changing the format of participation.

On the issue related to getting more women to fill in the LG elected posts<sup>19</sup>, the FGD participants believed that while there may be some biases, these would not be at a level to upset the primary considerations of the voters, which is to choose the best candidates to represent their interests.

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<sup>19</sup> According to the ECB, there are only 2 female Gups, 24 female Mangmis and 129 female Tshogpas in the country



A pertinent point that emerged during FGDs was that for domestic violence, women preferred to confer and report to women officials including Mangmis, Tshogpas and GAOs.

Possible solutions: (i) The format for citizen engagement needs to move beyond public Zomdus. The Community Engagement Platform (CEP) being piloted could be one way forward, however the LGs should be encouraged to come up with other creative formats.

(ii) CSO engagement should be encouraged for such activities.

(iii) Gewogs with male Mangmis should appoint a woman focal person from amongst their officials and provide them with the requisite training to support the Mangmis to handle Domestic Violence cases.

**Issues arising from Forestry Offices being delinked from LG Offices:** Even the simplest of infrastructure projects, such as the development of an archery range require forestry clearance. While the Forest Department's functionaries were part of the Dzongkhag administration, this was relatively easy to manage. Its segregation from the LG has caused considerable delays for both Dzongkhag and Gewog level projects/services. The reasons provided for the move is that the Forestry function is regulatory and therefore it is not right for Forestry Officers to be co-located with the other administrators. But this is also true of agencies such as National Environment Commission which have their designated officers in the Dzongkhags and the Thromdes. Also, other sectors such as Land Records, Housing, Education and Health have a regulatory function as well as services, and all of these sectors are part of the LG administrations.

Possible Solutions: Forest Offices should be either co-located with the LG Offices or made part of the LG administrations.

**Coordination Issues:** While regular reporting and consultations are conducted by most Ministries and central agencies with the LGs, coordination issues still persist. Many central and regional institutions such as Regional Trade Offices, Regional Transport Offices and Regional Revenue and Customs Offices, the different Forest Offices providing services in the LGs have no regular, formalized communication channel with LG administration such as the Dzongkhags or the Thromdes. These institutes only choose to communicate with the relevant administrations only when they have issues or require assistance.

LGs sometimes have to tackle multiple agencies with multiple mandates for a single program, not all of whom see eye to eye, frustrating the LGs and the common people.(Please refer to the box).

**Box 1: A case of frustrated Coordination- as related by the officials of Thangrong Gewog.**

Thangrong was once part of Chaskhar Gewog. Upon its bifurcation into two Gewogs, the people of Chaskhar continued to control the grazing rights over their Tsamdro in Thangrong Gewog. With the enactment of the Land Act 2007, the Tsamdro was taken over by the State. However, people from Chaskhar continued to reign over the Tsamdro, and would not let in the cattle from Thangrong. Historically, grazing was allowed only between Thruwab Duechen and 10<sup>th</sup> day of the 4<sup>th</sup> Bhutanese month to minimize impact on forests and water sources. But after the passing of the Land Act 2007, the cowherds from Chaskhar also no longer followed the grazing season, letting their cattle into the Tsamdro throughout the year. Thangrong Gewog administration protested numerous times, and tried to exercise their lease rights over the Tsamdro as per the Land Act provisions. They approached the Forest officials, who directed them to the Livestock officials who in turn redirected them to the Forest officials. The matter was submitted to the Dzongkhag administration, which is responsible for resolving coordination issues between Gewogs. The two Gewog administrations were informed that a Tshamdro Regulation was being finalised to resolve such issues. And after 12 years, the issue has still not been resolved, instead, the bitter feud has spilled over into almost every aspect of life between the two Gewogs.



Coordination issues in the LGs are also a reflection of issues amongst the central agencies. An example is the legal status of Five-Year Plans. While the GNHC is quite clear that the 12th Five Year Plan (FYP) is an overall guide, and that sectors and LGs can implement programs outside of these within the broad parameters provided by the Key Indicators, the Ministries and agencies seem to have a different position on this<sup>20</sup>. This confusion gets further amplified by the field officers who get their directives from their parent agencies. The result is multiple interpretations of the legal status of the same plan<sup>21</sup>.

#### Possible Solutions

All agencies working in the Gewogs, Dzongkhags and Thromdes need to establish a system to inform the respective LG administration about their activities. The Tshogdes and the Tshgodus are ultimately responsible for the wellbeing of their citizens and their administration has to be fully informed and be involved in matters that impact their population. This should encompass not only matters related to delivery of services to the population but also law and order matters, unless there are special reasons for not doing so.

**Weak Support/Response System for LG related issues:** Many of the issues and challenges highlighted have been identified elsewhere in other reports or made known in formal forums, including the Gups conferences. However, most of them stand unresolved and continue to fester, eroding the confidence of the LGs of the central institutions.

Possible Solutions: DLG has to play a more proactive role in resolving all issues and keeping the LGs on track of their development. A monitoring system has to be created by DLG and made transparent to all (since some issues will likely be pertinent to other central agencies), to respond efficiently and effectively to issues arising from the LGs, whether it is raised formally or not. Towards this, DLG also needs to get the LGs to populate its portal<sup>22</sup>, which provides much of the basic information required for basic monitoring.

### **Institutional Issues, Challenges and Possible Solutions**

#### **5.1.1 Gewogs**

The LG Act does not have detailed job descriptions for the **Tshogpas**. However, as members of the Gewog Tshogde, Tshogpas have to understand the aspirations and issues of their respective communities. As leaders of Chiwogs, they have to lead discourses amongst the communities to identify and think through various issues affecting their communities through Zomdus and other forums. As stakeholders of development in the Chiwogs, they have to strategize and negotiate through government processes and systems, and as development agents they have to become first adopters of good practices and act as change agents and educators within their communities.

Possible solutions: (i) To attract candidates who can fulfil these responsibilities, the compensation levels for Tshogpas have to be accordingly enhanced.

(ii) Concurrently, the capacity development programme need to provide special focus towards developing and implementing a course/ training program covering the skills mentioned above.

**Chipons:** The LGRR leaves the matter of appointment of Chipons to the existing practices of the respective Chiwogs<sup>23</sup>. None of the Chipons are compensated for their work.

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<sup>20</sup> For example, Ministry of Agriculture and Forests (MoAF) clearly expects all line agencies and LGs to use its 12<sup>th</sup> FYP as a "bible" for the duration of the Plan.

<sup>21</sup> One Chiwog had prioritized the development of footpaths for the current financial year. However the Dzongkhag would not approve the plan because it was not featured in the 12<sup>th</sup> Plan. The Gewog ended up spending that money to construct a meeting hall for the Chiwog instead.

<sup>22</sup> According to DLG officials, the portal is being redesigned by the National Statistical Bureau.

<sup>23</sup> LGRR 381 and 382



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Possible solutions: The position of Chipons need to be reviewed given the use of mobile technology and social media for conveying information traditionally assumed by the Chipons. Where they are still required, they need to be compensated for their tasks.

Not all the Gewogs have **GAOs**, some are on extended leave, some are vacant.

Possible Solutions: This is a critical position and cannot be left vacant. DLG needs to continue investing in these group of officers, filling the GAO positions with new RCSC selected graduates. There are also many GAOs who are on contract, and are not RCSC- selected. The feedback about GAO's performance is generally positive. DLG needs to ensure that the good ones are retained in the system by providing appropriate incentives that match their job responsibilities and experience.

**Gewog accountants** and related service: Two or three Gewogs share a single accountant who is placed in the Dzongkhag. Some Gewogs complain that the services are not always available when they need it.

Possible Solutions: There is a need to further streamline the working relationship between the accountants and the Gewogs administration, so that the Gups have some measure of administrative control over their designated accountants.

**Gewog engineers:** According to the LG Act, every Gewog is entitled to an engineer. This has not been possible for two reasons. First, there is a limited number of engineers in the civil service. Second no engineer possess all the requisite skills required to execute a project, and even if engineers are posted to the Gewogs, they still depend on support from other engineers. The issue of placing engineers in the Gewog administration has become a major bone of contention between the Gewog and the Dzongkhag administrations.

Possible solutions: Given the nature and the differing workload across gewogs, the best arrangement is to invest in developing a core group of engineers in the Dzongkhags with all the necessary expertise related to range of architectural and civil works in the Gewogs and the Dzongkhags. In addition, considerations should be made to post a junior engineer in each Gewog who will help plan and supervise the engineering works. For Gewogs executing larger projects, a case-by-case considerations should be made for appointment of additional engineers by the Dzongkhag administration.

**Gewog Clerks/Gaydrungs:** Gewog Clerks provide an important function in the Gewog administrations, both to support the administration as well as providing services to the people. However, it is not clear whether this is a civil service post, or that of a position to be appointed by the Gewog administration. The general position of the Gewog administrations is that it should be that of a civil servant with associated service benefits such as leaves, gratuity and pension.

Possible solutions: The matter should be resolved by the DLG in discussions with the RCSC.

Issues related to **online services in the Gewogs:** While the online services provided through the CIC has eased the delivery of key services to the local population, it is held hostage by a single operator, who is not even accountable to the LG, although the CIC is co-located with the LG office. There are cases when the CIC operator goes on unannounced leave, or denies services on flimsy excuses, such as lack of paper. Network issues, and hardware problems are also frequent problems associated with CICs.

Possible solutions: CIC is a critical service for the communities and should be made part of the responsibility of Gewog administrations. The CIC operator has to be trained to communicate better with the users of the services, and also be able to follow up on delays. To ensure continuity of services in absence of CIC operator, the Gewog Clerk should be also trained to operate the centre.



### 5.1.2 Dzongkhags

Planning and monitoring role: Some **Dzongkhag Tshogdes** have defaulted on their key functions of approving the Dzongkhag plans and monitoring the implementation of its plans as provided by the LG Act. This is attributed to the lack of capacity.

Possible solutions: To address this, the DT members need to be oriented for this role with a series of capacity development programs implemented right after their election. Separate orientation and support are required to be provided to the DT committee including appointment of co-opted members<sup>24</sup> or setting up of expert panels to guide the committees.

**Antagonistic relationship between some Gewogs and Dzongkhag administrations:** While Gewog administration functions as a subordinate to that the Dzongkhag administration, the working relationship, and the reporting requirement are left to be worked out by the individuals heading the sectors. Most of the misunderstanding and friction that prevails between these institutions and the administrations appear to arise out of a lack of proper standard procedures, and conflicting expectations.

Possible solutions: To improve efficiency and predictability, the principles of such relationships have to be made explicit in the LG Act. While there are standard operating procedures (SOPs) and service delivery standards for most services, these are not being implemented strictly. Therefore, the Dzongkhag administrations need to ensure that SOPs and service delivery standards exists for all services delivered to the Gewog administrations and its people and that everyone is aware of them and they are monitored and enforced. Priority should also be accorded to fill the prevailing vacancies in the Dzongkhags as these impact the services.

### 5.1.3 Thromdes

The **Thromde Tshogde** is elected by and represents only the registered population in the Thromdes. But all Thromdes have a population base that is many times over that of the registered population. The Thromde administrations and the Thromde Tshogdes currently do not make a distinction between the two population groups while undertaking development activities and provisions of services, because issues are generally the same for the two groups, and addressing the issues of one group by default addresses the other group. But in future this could potentially lead to a conflict, with the interests of the non-registered resident population taking on a secondary importance or even neglect.

Possible Solutions: Thromde Tshogdes have to be made a representative body of not just the registered population but also residents that own property within the Thromdes. This will also help expand the pool of qualified people to elect.

**Thromde Tshogpas:** The current Thromde Tshogpas lack the experience and skills to undertake the tasks listed under the LG Act. Some are just functionally literate; some are fresh college graduates without any experience in leadership or governance. Because of this, the Thromde Tshogdes do not exercise many of the functions attributed to them by the LG Act.

Possible solutions: The roles of Tshogpas of the Thromdes can be equated to that of Council members in municipalities of other LG systems. Given the nature of the functions, the Thromde Tshogpas should be renamed as Thromde Council members to distinguish them from the Gewog Tshogpas and given commensurate responsibilities in leading the affairs of the Thromde including some oversight functions of the Thromde administration. To attract such candidates, their academic qualifications, age and emoluments also need to be enhanced.

**Thromde's Role:** The existing organograms of the Thromdes are more focused towards development control of urban infrastructure and specific development services that have been decentralised to the Thromdes under the DoRF. The administration has no designated sections

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<sup>24</sup> This is allowed by Section 198 of the LG Act.



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dealing with health, culture, business support, employment issues, or support services for its vulnerable population such as children, the elderly, the destitute and the people with disabilities.

Possible Solution: The Thromde organogram has to be revised to reflect its functions as provided in the LG Act.

**Thromde Human Resources:** The issues facing the urban sector are markedly different from that of the Dzongkhags and the Gewogs. Apart from child care, health care and education, Thromdes are faced with issues related to housing, mass transport, servicing trading and service sectors, urban sanitation, waste management, employment and in-migration. The staff approved by the RCSC are far too junior, and without the necessary expertise to deal with the complexities of these issues.

Possible Solutions: More HR powers should be provided to the Thromdes. While the senior level staffs could still be filled in by civil servants, other category of professionals should be recruited on contract by the Thromdes. This will also provide greater leverage to the Thromde over its employees to improve services.

**Lack of competent agency to address Thromde issue:** Unlike the other LGs, Thromdes have attained a certain level of financial autonomy, with at least two Thromdes<sup>25</sup> being able to finance their recurrent costs out of their revenue. This opens up avenues for the Thromdes to initiate reforms, improve services and introduce new services for the growing population. Much of their success, however, will continue to depend on the policy and technical support they receive from the central agencies. At present the issues arising out of the Thromdes are expected to be routed through DLG, which in turn has to follow up with the relevant agencies in the government, over which DLG has little influence.

Possible solutions: Several solutions appear to have been discussed in the past amongst the Thromdes, including the establishment of a body within the PMO/Parliament to coordinate and facilitate the resolutions of issues facing the Thromdes. These need to be further discussed and an appropriate mechanism put in place that will help Thromdes quickly resolve policy issues while receiving technical support from relevant agencies.

**Thrompon's entitlement in terms of allowances and benefits** are not at par with other similar elected positions: Although the electoral base and the service rendered to their constituencies are comparable if not more than that the Members of Parliament, in terms of entitlements the Thrompons are ranked much lower.

Possible Solutions: The existing allowances and benefits provided to the Thrompons need to be reviewed and enhanced and made comparable to other elected public servants holding similar positions.

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<sup>25</sup> Phuntsholing and Thimphu Thromdes



## 6 CONCLUSIONS

The objective of this Study was to assess the extent and degree of compliance by the LGs in managing local affairs and implementing decentralised functions in line with the provisions of the Local Government Act 2009 (Amended), and Local Government Rules and Regulations 2012. Towards this the Study has established that there is a medium to high-level compliance rate for the provisions of the LG Act related to the Powers and Functions. Lack of awareness amongst the functionaries, competing priorities, lack of capacities, difficulties in enforcement are some of the issues highlighted as the reasons for noncompliance.

The Study has not focused on the impact of implementing the provisions of the LG Act. Nevertheless, it is clear from the observations made during the field visits that there may be a gap between the implementation and its impact. For example, this can be seen in the way household waste is managed in the rural areas. While there are designated places for non-degradable wastes, they are often dumped beside a path, in a ravine, over a precipice or in bushes. Many of the LGs are at a loss as to how to manage these. This also exposes the weakness of a governance system which provides more attention to the process rather than the goals or impact.

Another obvious but understated outcome is the conflicting roles expected from the LGs and the elected leadership. LGs are expected to enforce the national laws and policies. At the same time, LGs have to represent the interest of their constituencies. In some cases, there is a convergence of the two but often, the two clash, pitching the elected leaders into what can be presumed to a moral battle amongst themselves resulting in inconsistencies of actions. A case in point is that of encroachment of government land. In some Gewogs, the administrations have chosen to support the affected people to seek recourse from a higher authority. In others, the administrations have simply implemented the government policies. There are also cases where the administrations have issued notices without decisive follow-up actions.

The Study encountered numerous programs to support and strengthen the LG system. DLG has tried several times to get an amendment to the Act where according to its officials, many of the prevailing issues would have been resolved. Similarly, DLG has come up with a revised LGRR and the first National Decentralisation Policy (draft). These are, however, yet to be approved by the Government. Institutions such as GNHC and DLG also continue to invest in new management systems and HRD for the LGs. On the other hand, there are also conflicting mechanisms such as the Finance Committees where the role of elected leaders in planning and budgeting have been curtailed, and adoption of project implementation methods such as project-tied assistance, where the local administration's roles are curtailed.

The Study provides a list of challenges and proposes solution for each. The LG Act needs to provide greater clarity, particular on the Powers and Functions. Where there are multiple Acts governing the actions of the LGs, these need to be stipulated and mapped to address confusion and misunderstanding associated with the current Act. The content needs to be pared down to its essence by removing the procedural matters of governance into a separate set of regulations. Overall, a balance has to be struck between a prescriptive system that kills innovation and a system that best meets individual local needs; the current system is tilted towards the former. To address the resulting *one size fit all system*, the central agencies including the line Ministries have to focus on monitoring outputs and outcomes rather than the detailed processes.

While significant decentralisation have been affected particularly in the use of financial resources for community determined needs, this need to be consolidated and deepened. Overall, the decentralisation system has to move beyond deconcentration to devolution. Also, LGs need be provided a greater say in the use of natural resources within their jurisdictions. LG administrators also need to be involved in the selection of civil servants to serve in their LGs. For all this to happen, the concept of LG underpinning the current governance reforms need to be understood and accepted by the broad spectrum of decision makers, including the civil servants who play a critical role in facilitating policy decisions and translating them into actions.





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While the functions attributed to the LGs are extensive, this has not been matched by human resource development. This needs to be addressed through reforms in HR policies and strategies. In particular compensations of the Tshogpas in the Gewogs and the Thomdes need to be enhanced to attract better candidates. The Thomdes also need to be reorganized in accordance with their mandates, and given greater autonomy in terms of HR.

The plans and governance systems need to promote greater cross sectoral issues such as communal harmony and wellbeing of the population. DLG needs to encourage and create cross-learning opportunities amongst the administrators and functionaries of the LGs. While zomdus are promoted on a wide scale, these need to move beyond the current format to improve citizen engagement and inclusivity. There are also broader organizational issues that need to be resolved such as the placement of Forest Offices, and improved coordination between agencies.

Many of the issues highlighted in this report are old issues that have been festering for years. Towards addressing the systemic issue, the role of the RCSC continues to be critical; it has to transcend from its role as a promoter of bureaucratic systems to one that is committed to the creation of a dedicated body of public servants who can serve in the new system. Similarly, GNHC has to reorient its role from that of directing and controlling the content of the plans to that of a coordinator, enabler and solution provider for socio economic development. Both must take greater responsibilities for strengthening the governance system based on decentralised principles. All the other Ministries and agencies need to embrace the LGs as equal partners in development by entrusting greater responsibilities to the LGs and providing matching support where they may lack capacities.

This requires reorienting the mindset of the senior civil servants. It also requires the government and the fledgling CSOs to work in consort towards the goals of the Constitution.



## 7 RECOMMENDATIONS

The only recommendation that this Study makes is to implement the solutions that have been identified in the previous section. The solutions suggested are of three types. Some can be implemented right away, some need more discussion, and some need a longer time frame:

### Recommendations (General)

Challenges/Issues	Actions	Responsibility	Time line	Possible Stakeholders
The powers and functions of the LG Act does not come out strongly	Determine the core principles that underpin the Powers and Functions of the LGs.	The Committee revising the Act and Regulations	1-3 years	All the relevant Ministries and Central Agencies
	Determine what should be in the LG Act and what should be in Rules and Regulations	-do-	1-3 years	All the relevant Ministries and Central Agencies
	Separate Functions from Powers	-do-	1-3 years	All the relevant Ministries and Central Agencies
Conflicts and confusions promoted by the Act	The conflicting provisions need to be taken up with relevant agencies for revisions	-do-	1-3 years	All the relevant Ministries and Central Agencies
	Provisions where multiple agencies need to Act need to be fully mapped	-do-	1-3 years	All the relevant Ministries and Central Agencies
LG system is too prescriptive preventing the system to evolve from within	Review and remove those provisions that are prescriptive.	-do-	1-3 years	
The one size fit approach of the Central Agencies does not address the needs of the LGs	Ensure that Central Agencies set targets related to outputs and outcomes and leave the processes related decisions to the LGs	DLG	1-3 years	MoAF, MoH, MoE, NCWC, MoEA, RCSC, GNHC.
	Delimit the term "Policy" which is used as a handle to exercise control over the LGs' actions.	-do-	1-3 years	GNHC
LGs feel they have to have some control over the use of natural resources within their jurisdiction	Discuss the possibility of revising the relevant provisions of Land Act of the Kingdom of Bhutan 2007 and Nature	DLG to take this matter up the Government body concerned	1-3 years	MoAF



Challenges/Issues	Actions	Responsibility	Time line	Possible Stakeholders
	Conservation Act of Bhutan 1995			
The concept of LGs and decentralisation not widely supported	Discourse about the fundamental premise and purpose of LGs amongst the policy makers including politicians, Civil Society and senior and mid-level civil servants	DLG to coordinate with relevant CSOs and government agencies	1-3 years	CSOs, Centre for Bhutan Studies, EU, UN agencies and Development Partners
Planning System does not fully address the LG development needs	The planning system has to give more space to non-sector issues such as communal harmony, wellbeing, etc.	DLG to coordinate with relevant agencies	1-3 years	GNHC, NCWC, GNH centre
Human Resources-Mismatch between Supply and Demand	Institute a system whereby the appointment of officers in the Dzongkhag and Thromde Administration are undertaken with the involvement of the respective Dzongdags and Executive Secretaries.	DLG to discuss with RCSC	1-3 years	DLG, RCSC
	Reorient the Recruitment Policy and Human Resource Development Strategies the best officers are posted as section heads in the LGs. As a starter, ensure that only those who have been consecutively graded for the last 3 years at level 3 and above in the Competency Behaviour be considered for posting in the LGs.	DLG to negotiate with the relevant Ministries	1-3 years	MoAF, MoH, MoE, NLC, MoWHS, MoEA, MoHCA, RCSC.
	Reorient the HRD programmes on team building and orienting the civil servants to become service providers	DLG to negotiate with the relevant Ministries	1-3 years	MoAF, MoH, MoE, NLC, MoWHS, MoEA, MoHCA, RCSC.
	Nominations for education/trainings should be left upto the LG administrations	DLG to negotiate with the relevant Ministries	Immediate	MoAF, MoH, MoE, NLC, MoWHS, MoEA, MoHCA, RCSC.
Small size organization HR issues	RCSC need to recognize this as an issue and accordingly compensate for such eventuality during their staff planning	DLG to come up with a proposal to be taken up with RCSC for addressing this	1-3 years	RCSC



<b>Challenges/Issues</b>	<b>Actions</b>	<b>Responsibility</b>	<b>Time line</b>	<b>Possible Stakeholders</b>
Lack of System for LGs to learn from each other	DLG should consider conferences amongst the GAOs, and sector heads where field level officers share best practices to address common issues.	DLG	1 year	MoAF, MoH, MoE, NLC, MoWHS, MoEA, MoHCA, RCSC.
	Central agencies need to provide greater space to their field staff while determining new policies and programs	DLG	1 year	MoAF, MoH, MoE, NLC, MoWHS, MoEA, MoHCA, RCSC.
Issues related to citizen engagement in the LGs	LGs should be encouraged to come up with other creative formats	DLG	1-3 years	
	Engage CSOs to support multiple ways of citizen engagement in resolving community level issues.	DLG	1-3 years	CSOs
	Gewogs with male Mangmis should appoint a woman focal person from amongst their officials and provide them with the requisite training to support the Mangmis to handle Domestic Violence cases	DLG	1-3 years	NCWC
Issues arising from Forestry Offices being delinked from LG Offices.	Co-locate the forest offices with the LG offices in the Dzongkhags and the Gewog where possible, or make them part of the respective LG administrations	DLG	1 year	MoAF
Coordination Issues	Ensure all institutions providing services in the LGs do so with the involvement and knowledge of the LG administrations	DLG	1 year	All relevant Government Organizations, CSOs, Law enforcement Offices.
Weak Support/Response System for LG related issues	Create a system in LG to respond and address issues arising out of the LG sessions	DLG	1 year	DLG
	Make the LG portal active and keep it current	DLG	1 year	DLG



## Recommendations (specific to different LG levels)

Challenges/Issues	Actions	Responsibility	Time line	Possible Stakeholders
Gewogs				
Most Tshogpas are not adequately qualified to undertake their responsibilities.	Upgrade the position of Gewog Tshogpas in terms of compensations to attract more competent candidates	DLG	5 years or the next LG election	ECB
	Develop a Set of courses and implement them to prepare the Tshogpas for their roles.	DLG	1-3 years	CSOs/ Training Institutions
Position of the Chipons not clear	Review the need of Chipon's position and compensate them	DLG	5 years or the next LG election	
Position of GAOs	Consolidate the positions of the GAOs	DLG	3 years	RCSC
Gewog accountants and related service.	Ensure the Gups have some measure of control over the designated accountants	DLG	1 year	MoF
Gewog engineers and related services	Develop a core group of engineers at the Dzongkhag level	DLG	3 years	RCSC
	Appoint junior engineers in the Gewogs	DLG	3 years	RCSC
Issues related to Online services in the Gewogs	Make CIC manager accountable to the Gup	DLG	1 year	National CSI Development Bank Limited
	Ensure continuity of service of the CIC when the operator is on leave	DLG	1 year	National CSI Development Bank Limited
Dzongkhags				
Dzongkhag Tshogdus defaulting its key functions- review of annual plans and its implementation	Ensure all the Dzongkhag Tshogdus undertake these functions	DLG	1 year	
	Establish support system to enable the Tshogdu members to undertake the above tasks by appropriate capacity building and administrative measures.	DLG	1 year	
Antagonistic Relationship between some of the Gewogs and	Principles of Gewog- Dzongkhag administration relationship have to be made explicit in the Act	DLG	1-3 years	



Challenges/Issues	Actions	Responsibility	Time line	Possible Stakeholders
Dzongkhag administrations	Dzongkhag administration need to ensure that SOPs and service delivery exists for all services delivered to the Gewog administration	DLG	1-3 years	
	All the vacancies in the Dzongkhag administrations need to be filled	DLG	1-3 years	RCSC
Thromdes				
Thromde Tshogdes not representative of the Thromde residents	Make the Thromde Tshogdes representative of the registered population as well as those with property in the Thromdes	DLG	5 years	ECB
Thromde Tshogpas not competent to undertake its responsibilities	Upgrade the qualification, age and compensations as well as the TOR of the Tshogpas	DLG	5 years	ECB
Thromde administration does not reflect fully the mandates provided by the Act	Review the organogram of the Thromdes and ensure all the key functions are addressed by the administration	DLG	1-3 years	RCSC
Thromde staff not able to respond to the prevailing and evolving needs of the Thromdes	Decentralise the recruitment and other HR functions in the Thromdes	DLG	1-3 years	RCSC
Lack of competent agency to address Thromde issue	An appropriate mechanism/ agency put in place that will help Thromde quickly resolve policy issues and receive technical support from relevant agencies	DLG	1-3 years	GNHC Cabinet
Thrompon's Entitlement in terms of Allowances and Benefits not at parity with other similar elected positions	Allowances and benefits provided to the Thrompons need to be reviewed and enhanced.	DLG	1-3 years	Relevant Parliament Committee



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## 8 GLOSSARY

**Chipon:** A messenger of a village appointed by the village on rotation basis.

**Chiwog:** The territorial constituency for the election of Tshogpas to the Gewog Tshogde. Every Gewog has between 5-8 Chiwogs.

**Dungkhag:** Administrative Division of a Dzongkhag

**Dungpa:** Officer heading a Dungkhag.

**Dzongdag:** Head of the Dzongkhag administration, appointed by the King.

**Dzongkhag:** District. The country has 20 Dzongkhags

**Dzongkhag Tshogdu:** Dzongkhag council which is comprised of the chairpersons and deputy chairpersons of the Gewog Tshogdes, the Thromde Tshogde Thuemi and Dzongkhag municipality Ngotshab.

**Dzongrab:** Deputy or Assistant Dzongdag

**Gaydrung:** Gewog clerk

**Gewog:** The territorial constituency for election of Gup and Mangmi. The country has 205 Gewogs.

**Gewog Tshogde:** Gewog Council

**Gup:** The elected head of the Gewog Tshogde and Gewog administration

**Mangmi:** The elected deputy head of the Gewog Tshogde. He/ she is also responsible for matters pertaining to law and order in the Gewog.

**Ney and Neykhang:** Holy sites for pilgrimages.

**Ngotshab:** Representative.

**Ngeydag Zhidag:** Religious and holy sites

**Sokshing:** A plot of the Government Reserved Forest land leased out for leaf litter production and collection.

**Thrizin:** Chairperson. In the LG Act, this is used to refer to the Chairperson of the Dzongkhag Tshogdu only.

**Thromde:** A municipality, town or city.

**Thromde Tshogde:** The municipality/ town or city council.

**Thrompon:** Head of the Thromde Tshogde/ Thromde administration. This is an elected position and often equated to a Mayor in other countries.

**Threbab Duechen:** Blessed Rainy Day.

**Thuemi:** An elected representative to Local Government.

**Tsamdro:** Government Reserved Forests Land leased out for grazing and improved pasture management

**Tshogpa:** Elected representatives of Chiwogs and local constituencies in Thromdes.

**Yenlag Thromde:** Satellite townships.

**Yuelha:** Deities protecting a village

**Zomdu:** A meeting of residents of villages or communities. Usually, each house is represented by one adult member.



## ANNEXES

### 1.1. Questionnaires for the Survey

LG Act and LGRR Compliance Survey Questionnaire

Respondent No. 

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Dear Sir/Madam,

On behalf of the **Department of Local Governance**, Tenzin Consultancy Services is assessing the compliance of LG Act and LG Rules and Regulation. In the current stage we are undertaking a telephonic interview of the Gups and GAOs of Gewogs, and Planning Officers of the Dzongkhags and Thromdes. In the second stage, a team will visit selected Gewogs/ Dzongkhags and Thromdes to undertake indepth discussions with the senior officials of these administrations. Thank you for participating in this Study. We request you to be frank and honest with your answers. Your responses will be treated as confidential, and your identity shall not be disclosed.

#### Section A. RESPONDENT IDENTIFICATION

**A1. Gewog** .....

**A2. Dzongkhag**

**A3. Designation of the respondent:**

**A4: Gender**

Male	1
Female	2

**A5. Qualification**

**A6. Years of service as GAO/DPO/TPO/Gup**

**A7. Terms of service for officials other than Gup**

Regular	1
Contract	2

#### Section B. HEALTH, SAFETY AND WELLBEING OF CITIZENS

*INTERVIEWER READ OUT: The next set of questions will help us to understand the activities undertaken by the Gewog administration and Gewog Tshogde to promote health, safety and wellbeing of the citizens of the Gewog. All the questions arise from the LG Act and LGRR.*

**B1. Does your Gewog have designated places for safe disposal of plastics and other non-degradable wastes? (Multiple options allowed)**

Yes, every village	1
Yes, every Chiwog	2
Yes, at Gewog level	3
None	4
Don't Know	99

**(CATI: Response other than 4, skip the next question)**

**B2. Provide the reasons(Multiple options allowed)**

It is not a priority	1
No suitable places	2
Not enough waste	3





People are unwilling to use designated places	4
Other(specify)	88

**B3. In the last 2 years, did your Gewog Administration undertake any activities to promote cleanliness and hygiene? (Multiple options allowed)**

Yes, by Primary Health Centre staff	1
Yes, by the Gewog Office with help from Primary Health Centre staff	2
Yes, by the Gewog Administration on its own	3
Yes, by the CSOs	4
No	5
Don't Know	99

**(CATI: Response other than 5, skip the next question)**

**B4. Provide the reasons (Multiple options allowed)**

It is not a priority activity for the Gewog	1
No budget	2
No cooperation from the Community	3
Other(specify)	88

**B5. In the last 2 years, did your Gewog Administration impose any fines against littering? (Multiple options allowed)**

Yes, fines imposed for transporting and dumping wastes in bulk in places other than a designated place	1
Yes, fines imposed for disposal of hazardous wastes in other than designated area	2
No, there was no requirement to impose any of the fines	3
No, we have no system for imposing any of the fines	4

B6. If Yes, (1,2) were receipts for fines issued?

Yes	1
No	2
Don't Know	99

**B7. In the last 2 years, did your Gewog Administration impose any fines/warnings against shops without garbage bin inside and outside the shops? (Multiple options allowed)**

Yes, fines imposed	1
Yes, issued written warning	2
Yes, informed verbally	3
No, we have no system of monitoring	4

B8. If Yes, (1,2,3) were receipts for fines issued?

Yes	1
No	2
Don't Know	99



**B9. In the last 2 years, did your Dzongkhag Administration impose any penalties/fines/warnings against shops for breaking rules related to sale of distillery product? (Multiple options allowed)**

Yes, fines imposed for selling to minors	1
Yes, fines imposed for selling without license	2
Yes, fines imposed for selling on dry days	3
No fines imposed	4

**(CATI: Response other than 4, skip the next question)**

**B10. Provide the reasons(Multiple options allowed)**

It is handled by other relevant agencies	1
We do not have staff to monitor	2
It is not seen as our mandate	3
Other(specify)	88

B11. If Yes, (1,2,3) were receipts for fines issued?

Yes	1
No	2
Don't Know	99

**B12. Are there Dzongkhag rules regarding control of alcohol? (Multiple options allowed)**

Yes, sale of locally brewed alcohol not allowed	1
Yes, alcohol not allowed to be served during rituals	2
Yes, alcohol not allowed to be offered in local Lhakhangs	3
No	4

**B13. In the last 2 years, did your Dzongkhag Administration impose any penalties/fines/warnings against sale of drugs?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**B14. Provide the reasons(Multiple options allowed)**

It is not seen as our mandate	1
We do not have staff to monitor	2
Other(specify)	88

B15. If fines were imposed, were receipts for fines issued?

Yes	1
No	2
Don't Know	99

**B16. In the last 2 years, did your Dzongkhag Administration impose any penalties/fines/warnings against air, noise and water pollution? (Multiple options allowed)**



Yes, for air pollution	1
Yes, for noise pollution	2
Yes, for water pollution	3
No	4

**(CATI: Response other than 4, skip the next question)**

**B17. Provide the reasons(Multiple options allowed)**

It is not seen as our mandate	1
We do not have staff to monitor	2
Other(specify)	88

B18. If Yes, (1,2,3) were receipts for fines issued?

Yes	1
No	2
Don't Know	99

**B19. Does your Gewog have designated places for recreation? (Multiple options allowed)**

Yes, every village	1
Yes, every Chiwog	2
Yes, at Gewog level	3
None	4
Don't know	99

**B20. Provide the reasons(Multiple options allowed)**

It is not a priority	1
No suitable places	2
People are unwilling to use designated places	3
Other(specify)	88

**B21. In the last 1 year, did your Administration (Gewog, Dzongkhag, Thromde) handle any cases regarding abuse against women? (Multiple options allowed)**

Yes, the case was mediated by the Administration	1
Yes, the case was referred to the police/NCWC/RENEW	2
Yes, the case was referred to the court	3
No, no cases reported	4

B22. Does your Administration (Gewog, Dzongkhag, Thromde) keep a record of abuses against women?

Yes as part of case record handled by the Administration	1
Yes as a separate record	2
No	3
Don't Know	99

**B23. In the last 1 year, did your Administration(Gewog, Dzongkhag, Thromde) handle any cases regarding abuse against children? (Multiple options allowed)**

Yes, the case was mediated by the Administration	1
--	---



Yes, the case was referred to the police/NCWC/RENEW	2
Yes, the case was referred to the court	3
No, no cases reported	4

B24. Does the Administration (Gewog, Dzongkhag, Thromde) keep records of abuses against children?

Yes as part of case record handled by the Administration	1
Yes as a separate record	2
No	3
Don't Know	99

**B25. In the last 2 years, did your Administration(Gewog, Dzongkhag, Thromde) handle any cases regarding people with physical disabilities? (Multiple options allowed)**

Yes, the case was referred to a CSO	1
Yes, the case was referred to the Hospital	2
Yes, the case was referred to school for special education needs	3
No	4

**B26. Provide the reasons(Multiple options allowed)**

No cases	1
It is not seen as our mandate	2
Families unwilling to seek help	3
Other (specify)	88

B27. Does the Administration (Gewog, Dzongkhag, Thromde) keep records of people with physical disabilities?

Yes	1
No	2
Don't Know	99

## Section C. PRESERVATION AND PROMOTION OF CULTURE

*INTERVIEWER READ OUT: The next set of questions will help us to understand the activities undertaken by the Gewog administration to preserve and promote culture.*

**C1.In the last 1 year, did the Gewog Administration issue clearances for construction of new houses and building confirming to traditional architectural designs?**

Yes	1
No	2

**C2.In the last 1 year, did the Gewog Administration visit any construction site to ensure traditional design as approved are adhered to?**

Yes	1
No	2



**C3. Provide the reasons (Multiple options allowed)**

No capacity to monitor	1
Other(specify)	88

**C4. In the last 3 years, did the Gewog Administration issue any notification for dismantling or alteration of structures to incorporate traditional features?**

Yes	1
No	2

**C5. Who is responsible for keeping a record of the clearances/ notifications related to structures and construction of new houses and buildings?**

	1
Don't Know	99

**C6. In the last 3 years, did the Gewog Administration distribute any literature concerning national standards for architecture to promote local consciousness and public commitment?**

Yes	1
No	2

*(CATI: Response 2, skip the next question)*

**C7. Is the copy of the literature available in the Gewog Administration office?**

Yes	1
No	2

**C8. As part of protecting and preserving ney, neykhang of yuelha and zhidag which are not part of custody of the monastic body or central agencies, what are the activities undertaken by the Gewog Administration? (Multiple options allowed)**

Appointment of care takers	1
Ensuring the visitors respect the seasonal timings	2
Providing budget for maintenance/development	3
Other(specify)	88
No such activities undertaken	4

**C9. If 4, provide the reasons (Multiple options allowed)**

Local communities are already involved in the protection and preservation of these facilities	1
No budget	2
It is not seen as our mandate	3
Other(specify)	88

**C10. Does the Thromde administration have approval systems for new construction to promote cultural, architectural and aesthetic aspect of Thromde?**

Yes	1
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No	2
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**C11. In the last 1 year, has the Thromde administration imposed fine/penalties against defaulters?**

Yes	1
No	2

**C12. If fines were imposed, were receipts for fines issued?**

Yes	1
No	2
Don't Know	99

**C13. In the last 1 year, has the Thromde administration dismantled structures of defaulters?**

Yes	1
No	2

**C14. Which Division/ Section is responsible for keeping records of structures that have been dismantled?**

	1
Don't Know	99

**C15. In the last 1 year, has your Administration(Dzongkhag/ Thromde) approved any postings of billboards, road signs, posters and other commercial advertisements?**

Yes	1
No	2
Don't Know	3

**(CATI: Response other than 2, skip the next question)**

**C16. Provide the reasons(Multiple options allowed)**

Not seen as our mandate	1
No new signs are erected	2
Other(specify)	88

**C17. If yes which Division/ Section is responsible for issuing approvals and keeping records of the same.**

	1
Don't Know	99

**C18. In the last 1 year, did your administration (Dzongkhag/ Thromde) impose any fines against the defaulters?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**C19. Provide the reasons(Multiple options allowed)**

No defaulters	1
No capacity to monitor	2



Not seen as our mandate	3
Other(specify)	88

C20. If fines were imposed, were receipts for fines issued?

Yes	1
No	2
Don't Know	99

## SECTION D. LAW AND ORDER

**READ OUT:** The next set of questions will help us to understand the activities undertaken by the LG administration to maintain law and order.

**D1. In the last 2 years, has the Dzongkhag Administration impose fines/penalties against individuals for unlawful gambling activities?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D2. Provide the reasons**

No defaulters	1
No capacity to monitor	2
Not seen as our mandate	3
Other(specify)	88

C21. If Yes, which Division/ Section is responsible for monitoring and issuing fines/penalties?

	1
Don't Know	99

**D3. In the last 2 years, has the Gewog Administration issued notification for dismantlement of structures within Road Right of Way in accordance with the Road Act of the Kingdom of Bhutan?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D4. Provide the reasons(Multiple options allowed)**

No such structures exist within the Gewog	1
Not seen as our mandate	2
Other(specify)	88

**D5. If yes, are copies of notifications available in the Gewog Administration Office?**

Yes	1
No	2
Don't Know	99



**D6. In the last 2 years, has the Thromde Administration evicted any squatters or illegal settlement?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D7. Provide the reasons(Multiple options allowed)**

No such squatters/settlement exist within the Thromde	1
Other(specify)	88

**D8. If Yes, Which Division/ Section is responsible for monitoring and taking actions against the defaulters.**

	1
Don't Know	99

**D9. Does the Thromde Administration have guidelines for entertainment and recreational activities and venues?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**D10. Is the copy of the guidelines available in the Thromde office?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D11. Provide the reasons(Multiple options allowed)**

Not seen as our mandate	1
Other government regulations are seen as sufficient	2
Other(specify)	88

**D12. Are all the goods within the Dzongkhag sold at or below MRP?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D13. Provide the reasons(Multiple options allowed)**

No capacity to monitor	1
Not seen as our mandate	2
Other(specify)	88

**D14. Does the Dzongkhag Administration monitor that no counterfeit goods are sold?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**D15. Provide the reasons(Multiple options allowed)**

No capacity to monitor	1
Not seen as our mandate	2
Other(specify)	88





**D16. Does the Dzongkhag Administration maintain an inventory of counterfeit goods that may harm the health and safety of citizens?**

Yes	1
No	2

**SECTION E. CONSERVATION OF FORESTS AND ENVIRONMENT**

**READ OUT:** The next set of questions will help us to understand the activities undertaken by the LG administration to conserve forests and environment.

**E1. In the last 2 years, has the Gewog Administration issued any permits for local edible forest products collection?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**E2. Provide the reasons (Multiple options allowed)**

Permits are provided by other competent agencies	1
Not seen as our mandate	2
Other(specify)	88

**E3. If Yes, who maintains the record of the permits issued?**

	1
Don't Know	99

**E4. In the last 2 years, has the Gewog Administration imposed fines/penalties against defaulters?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**E5. Provide the reasons (Multiple options allowed)**

No capacity to monitor	1
Not seen as our mandate	2
Other(specify)	88

**E6. If fines were imposed, were receipts for fines issued?**

Yes	1
No	2
Don't Know	99

**E7. Are there mines and quarries operating in your Gewog?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**E8. Does the Gewog Administration monitor its operations?**

Yes, through regular monitoring	1
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Yes, through public feedback system	2
No	3

**E9. Does the Gewog Administration keep monitoring reports?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**E10. Provide the reasons(Multiple options allowed)**

No capacity to monitor	1
Other competent agency is monitoring	2
Not seen as our mandate	3
Other(specify)	88

**E11. Does the Gewog Administration keep records of the following? (Multiple options allowed)**

Community land	1
Community forests	2
Sokshing	3
Nyekhor tsamdro	4
Medicinal herbs	5
Other(specify)	88

**E12. Does the Gewog Administration have records of illegal structure and encroachment?**

Yes	1
No	2

**In the last 2 years, has the Gewog Administration undertaken any of the following? (Multiple options allowed)**

Issued notices against defaulters	1
Eviction of defaulters	2
Fines and penalties imposed	3
None of the above	4

**(CATI: other than 4, skip the next question)**

**E13. Provide the reasons(Multiple options allowed)**

No defaulters	1
Other competent agency is responsible	2
Not seen as our mandate	3
Other(specify)	88

**E14. In the last 1 year, were reports on the government land submitted to Gewog Tshogde and Dzongkhag Tshogdu? (Multiple options allowed)**

Yes, submitted to Gewog Tshogde	1
Yes, submitted to Dzongkhag Tshogdu	2
No	3

**(CATI: Response other than 3, skip the next question)**



**E15. Provide the reasons(Multiple options allowed)**

Was not in the agenda	1
Was not aware of the requirement	2
Nothing to report	3
Other(specify)	88

**E16. If Yes, are the copies of the report available in the Gewog Administration?**

Yes	1
No	2

**In the last 3 years, has the Gewog allocated any budget for protecting water sources, lakes, springs, streams and rivers? (Multiple options allowed)**

Yes for water sources	1
Yes for lakes	2
Yes for springs, streams and rivers	3
Other(specify)	88

**In the last 2 years, was community labour mobilized for protection of the following(Multiple options allowed)**

Yes for water sources	1
Yes for lakes	2
Yes for springs, streams and rivers	3
Other(specify)	88

**E17. In the last 3 years, has the Gewog Administration provided material or budgetary support for electrical/solar fencing to protect crops?**

Yes	1
No	2

**E18. In the last 3 years, has the Gewog Administration supported in other ways to protect crop?**

Yes, specify	1
No	2

**Section F. ECONOMIC DEVELOPMENT**

**READ OUT:** The next set of questions will help us to understand the activities undertaken by the LG administration to promote economic development.

**F1.In the last 3 years, has the Dzongkhag Administration conducted any activities for promoting cooperatives, small & medium enterprises?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**F2. Provide the reasons**

Not seen as our mandate	1
No capacity	2
Not seen as a priority	3
Other(specify)	88

**F3. If Yes, which Division/ Section was leading this?****F4. In the last 3 years, has the Dzongkhag Administration introduced any new services or improved existing services to encourage the establishment of cooperatives, small & medium enterprises?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)****F5. Provide the reasons(Multiple options allowed)**

Not seen as our mandate	1
No capacity	2
Not seen as the priority	3
No interest from the community	4
Other competent agency are responsible	5
Other(specify)	88

**F6. If Yes, which Division/ Section was leading this?****F7. In the last 3 years, has the Dzongkhag Administration issued clearances for the establishment of mines and quarries?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)****F8. Provide the reasons(Multiple options allowed)**

No applicant	1
Lack of community clearance	2
Lack of environmental clearance	3
Other(specify)	88

**F9. In the last 3 years, has the Gewog Administration introduced any new services or improved existing services to encourage the establishment of economic enterprises?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)****F10. Provide the reasons(Multiple options allowed)**

Not seen as a priority in Gewog	1
No capacity	2
Other agencies are responsible	3



Other(specify)	88
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**F11. If Yes, list no more than three most important services**

**F12. In the last 3 years, has the Gewog Administration granted permission for use or occupation of Government land for period not exceeding three years, in respect of the following events? (Multiple options allowed)**

Exhibition	1
Entertainment	2
Religious activities	3
Seasonal markets	4
Lawful game or sport	5
Labour camps or stores for construction activities	6
None of the above	7

**(CATI: Response other than 7, skip the next question)**

**F13. Provide the reasons(Multiple options allowed)**

No applicants	1
Not seen as our mandate	2
Other(specify)	88

## Section G. MONITORING AND COORDINATION

**READ OUT:** The next set of questions will help us to understand the systems established to improve monitoring and coordination.

**G1. In the last 1 year, have the following sectors consulted your [Gewog/Thromde/Dzongkhag] administration regarding their activities within your jurisdiction? (Multiple options allowed)**

Education	1
Health	2
Agriculture/livestock	3
Forestry	4
Road	5

**G2. In the last 1 year, have your [Gewog/Thromde/Dzongkhag] administration provided information related to the implementation of developmental activities to your parliamentarians? (Multiple options allowed)**

Yes, MP of NC	1
Yes, MP of NA	2
None of the above	3

**(CATI: Response other than 3, skip the next question)**

**G3. Provide the reasons(Multiple options allowed)**

Requests not received	1
Information not ready	2
Other(specify)	88



**G4. If Yes, are copies of the reports available in the Gewog/ Dzongkhag/ Thromde Office?**

Yes	1
No	2
Don't Know	99

**G5. In the last 1 year, were the following progress reports of the Gewog Administration submitted to the Dzongkhag Tshodu?**

Yes, semi-annual report	1
Yes, annual report	2
No	3

**(CATI: Response other than 3, skip the next question)**

**G6. Provide the reasons(Multiple options allowed)**

Insufficient information to prepare the report	1
No capacity	2
Not aware of this mandate	3
Other(specify)	88

**G7. If Yes, does the Gewog Administration have copies of the reports?**

Yes	1
No	2

**G8. For the last 1 year, did the Chairperson of GT/TT/DT submit an annual report to the GT/TT/DT?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**G9. Provide the reasons(Multiple options allowed)**

Insufficient information to prepare the report	1
No capacity	2
Not aware of this mandate	3
Other(specify)	88

**G10. If Yes, does the Administration have copies of the reports?**

Yes	1
No	2

**B1. In the last 1 year, were the following progress reports of the Dzongkhag Administration submitted to the Government and ministries and agencies concerned? (Multiple options allowed)**

Yes, semi-annual report	1
Yes, annual report	2
No	3

**(CATI: Response other than 3, skip the next question)**

**G11. Provide the reasons(Multiple options allowed)**

Insufficient information to prepare the report	1
No capacity	2



Not aware of this mandate	3
Other(specify)	88

**G12. If Yes, does the Administration have copies of the reports?**

Yes	1
No	2

**G13. In the last 2 years, were there any national projects planned in your Gewog/Thromde/Dzongkhag?**

Yes	1
No	2

**(CATI: other than 1, skip the next question)**

**G14. Was your administration consulted?**

Yes	1
No	2

**G15. In the last 2 years, were there any national projects implemented in your Gewog/Thromde/Dzongkhag?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**G16. Was your administration (Gewog/ Dzongkhag/ Thromde)involved in the implementation of the national projects? (Multiple options allowed)**

Yes, in addressing issues related to land acquisition	1
Yes, in addressing issues related to resettlement	2
Yes, in addressing issues related to labour mobilization	3
Yes, in addressing issues related to community clearances	4
Other(specify)	88

**G17. Did your administration (Gewog/ Dzongkhag/ Thromde) consult with any CSOs during the formulation of the 12 FYP?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**G18. List the CSOs. (Multiple options allowed)**

Tarayana	1
RENEW	2
BAOWE	3
BNEW	4
Draktsho	5
Other(specify)	88

**G19. If Yes, does the Administration have the minutes of the consultations?**

Yes	1
No	2
Don't Know	99

**G20. List the CSOs currently operating under your jurisdiction. (Multiple options allowed)**



Tarayana	1
RENEW	2
BAOWE	3
BNEW	4
Draktsho	5
Other(specify)	88

**G21. In the last 1 year, have your administration [Gewog/Thromde/Dzongkhag] undertaken any monitoring of the CSO activities?**

Yes	1
No	2

*(CATI: Response 1, skip the next question)*

**G22. Provide the reasons(Multiple options allowed)**

Not seen as our mandate	1
Not seen as necessary	2
Other(specify)	88

**G23. If Yes, does the Administration have the copies of the monitoring report?**

Yes	1
No	2

## Section H. FINANCIAL FUNCTIONS

**READ OUT:** The next set of questions will help us to assess the financial functions of the LGs.

**H1. Was the last budget (FY 2020/21) approved by the Tshogdu/Tshogde of [Gewog/Thromde/Dzongkhag]?**

Yes	1
No	2

*(CATI: Response 2, skip the next question)*

**H2. Is it reflected in the resolution/minutes?**

Yes	1
No	2

**H3. in the FY 2020/21, was the procurement, approved by the Tshogdu/Tshode of [Gewog/Thromde/Dzongkhag]?**

Yes	1
No	2

*(CATI: Response 2, skip the next question)*

**H4. Is it reflected in the resolution/minutes?**

Yes	1
No	2
Don't know	99

**H5. In the FY2020/2021, were there any re-appropriation of budget at [Gewog/Thromde/Dzongkhag]?**

Yes	1
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No	2
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**(CATI: Response 2, skip the next question)**

**H6. Was it approved by Tshogdu/Tshogde?**

Yes	1
No	2

**H7. Is it reflected in the resolution/minutes?**

Yes	1
No	2
Don't Know	99

**H8. For the FY2019/20, were the accounts reviewed by Tshogdu/Tshogde of [Gewog/Thromde/Dzongkhag]?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**H9. Was it ratified by Tshogdu/Tshogde?**

Yes	1
No	2
Don't Know	99

**H10. Is it reflected in the resolution/minutes?**

Yes	1
No	2
Don't Know	99

**SECTION I. RESOURCE MOBILIZATION**

**READ OUT:** The next set of questions will help us to assess the functions related to resource mobilization of the LGs.

**I1. In the last two years, has the Gewog administration implemented any projects/activities that involved community labour?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**I2. Did the Gewog Tshogde approve community labour?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**I3. Is it reflected in the resolution/minutes?**

Yes	1
No	2

**I4. Has the Gup submitted half-yearly report of the use of community labour to the Dzongkhag administration?**

Yes	1
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No	2
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**(CATI: Response 1, skip the next question)**

**I5. Provide the reasons(Multiple options allowed)**

Not seen as our mandate	1
Not seen as necessary	2
Dzongkhag administration has not asked for it	3
Other(specify)	88

**I6. If yes, is the report available in the Gewog Administration?**

Yes	1
No	2

**I7. In the last 2 years, has the Thromde purchased, leased or otherwise acquired land and property?**

Yes	1
No	2

**(CATI: Response 2, skip the next question)**

**I8. Was it approved by the Tshogde?**

Yes	1
No	2

**I9. Is it reflected in the resolution/minutes?**

Yes	1
No	2
Don't Know	99

**In the last 2 years, did the Thromde dispose off land or property? (Multiple options allowed)**

Yes, land	1
Yes, property	2
No	3

**(CATI: Response other than 3, skip the next question)**

**I10. Was it approved by the Tshogde?**

Yes, land	1
Yes, property	2
No	3

**(CATI: Response other than 3, skip the next question)**

**I11. Is it reflected in the resolution/minutes?**

Yes	1
No	2
Don't Know	99

**SECTION J. ADMINISTRATIVE FUNCTIONS**

**READ OUT:** The next set of questions will help us to assess the administrative capacity and functions of the LGs.



**J1. Are the following officials based in the Gewog office?**

GAO	1
Accountant	2
Engineer	3

**(CATI: if 'No' for each option, following question will repeat)**

**J2. Are there designated officials for the Gewog operating from the Dzongkhag office?**

Yes	1
No	2

**(CATI: if 'No' skip the next question)**

**J3. List the officials**


**SECTION K. TRANSPARANCY AND ACCOUNTABILITY**

**READ OUT:** The next set of questions will help us to assess the transparency and accountability systems of the LGs.

**K1. Who maintains the records of the proceedings of the sessions?**

Tshogde/Tshogdu Secretary	1
Other(specify)	88

**K2. Is the 12<sup>th</sup> FYP for your administration made available to the public(Multiple options allowed)**

Different websites (Gewog, Dzongkhag,Thromde)	1
Copies in the administration offices which are accessible to the public	2
None of the above	3
Other(specify)	88

**K3. Is the annual budget for your administration available to the public? (Multiple options allowed)**

Different websites (Gewog, Dzongkhag,Thromde)	1
Copies in the administration offices which are accessible to the public	2
None of the above	33
Other(specify)	88

**K4. For the last LG session (Gewog, Dzongkhag,Thromde), how were the dates made known to the public? (Multiple options allowed)**

Announcement in BBS	1
Announcement in Kuensel	2
Notice board	3
Social media such as WeChat	4
In Zomdus	5
None	6
Other(specify)	88



**K5. If the answer is yes for any of the above, does the Administration have copies of the notifications?**

Yes	1
No	2
Don't Know	3

**K6. For the last award of the contract, did your administration (Gewog, Dzongkhag, Thromde) communicate the contract amount and other details to the public? (Multiple options allowed)**

Yes, through BBS	1
Yes, through Kuensel	2
Notice board	3
Social media such as WeChat	4
In Zomdus	5
None	6
Other(specify)	88

**K7. If the answer is yes for any of the above, does the Administration have copies of the notifications?**

Yes	1
No	2
Don't Know	3

**K8. Does your administration (Gewog/ Dzongkhag/ Thromde) have a notice board for the public?**

Yes	1
No	2

**(CATI: Response 1, skip the next question)**

**K9. Tell me if the following are displayed.**

Agenda for the next session	1
Annual budget	2
Annual work plan	3
Call for tenders	4

**(CATI: if 'No' for each option, following question will repeat for each response)**

**K10. Provide the reasons (Multiple options allowed)**

Updated Information not available	1
Summary Information not available	2
Not seen as relevant	3
Not aware of the mandate	4
Other(specify)	88

**K11. For the 12<sup>th</sup> FYP, how many Zomdus were conducted to discuss policies, plans and programs? (Gewog, Dzongkhag/ Thromde) (CATI: if No or 0, skip the next 3 questions)**

**K12. Provide the reasons (Multiple options allowed)**

No quorum was met	1
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No time	2
Other(specify)	88

**K13. During the last one year, how many Zomdus were conducted to inform the public about the resolution of the LGs? (Gewog, Dzongkhag/Thromde) (CATI: if 'No', skip the following question)**

**K14. Provide the reasons(Multiple options allowed)**

No quorum was met	1
No time	2
Other(specify)	88

**K15. For formulation the FY2020/21 Gewog budget, were Zomdus conducted to determine the priorities? (Multiple options allowed)**

Yes	1
No	2

**(CATI: Response 1, skip next question)**

**K16. Provide the reasons(Multiple options allowed)**

No quorum was met	1
No time	2
Not seen as necessary as community priority already known by the administration	3
Other(specify)	88

**K17. For the last session, were Zomdus conducted to determine the agenda for the upcoming Tshodus/Tshogdes for GT/DT and TT?**

Yes	1
No	2

**(CATI: Response 1, skip the following question)**

**K18. Provide the reasons(Multiple options allowed)**

No quorum was met	1
No time	2
Other(specify)	88

**K19. Does your administration maintain attendance register for the Zomdus?**

Yes	1
No	2

**K20. Do you have anything to share to improve the LG Act and LGRR?**

.....  
 .....  
 .....

**K21. Contact Number of the Respondent (confirm):**



♣♣♣END OF SURVEY♣♣♣



## 1.2. List of LGs Surveyed

(1) List of Gewogs Surveyed- Shaded shows non respondents

Sl.No.	Dzongkhag	Gewog	Respondent
1	Bumthang	Ura	Gup
2	Bumthang	Chhoekhor	Gup
3	Bumthang	Tang	GAO
4	Chukha	Bongo	GAO
5	Chukha	Getana	GAO
6	Chukha	Darla	Gup
7	Chukha	Chapchha	Gup
8	Chukha	Bjagchhog	GAO
9	Chukha	Loggchina	Gup
10	Chukha	Samphelling	GAO
11	Chukha	Geling	Gup
12	Dagana	Tashiding	GAO
13	Dagana	Lhamoi Dzingkha	GAO
14	Dagana	Tsenda-Gang	GAO
15	Dagana	Gesarling	Gup
16	Dagana	Largyab	Gup
17	Dagana	Drukjeygang	GAO
18	Dagana	Gozhi	Gup
19	Dagana	Karmaling	Gup
20	Dagana	Khebisa	GAO
21	Dagana	Tsangkha	Gup
22	Gasa	Lunana	Gup
23	Gasa	Khatoed	GAO
24	Gasa	Laya	GAO
25	Haa	Gakiling	Gup
26	Haa	Bji	GAO
27	Haa	Sangbay	Gup
28	Haa	Uesu	GAO
29	Lhuentse	Kurtoed	Gup
30	Lhuentse	Maenbi	GAO
31	Lhuentse	Gangzur	Gup
32	Lhuentse	Maedtsho	Gup
33	Lhuentse	Tsaenkhar	GAO
34	Lhuentse	Jarey	GAO
35	Mongar	Chhaling	GAO
36	Mongar	Thang-Rong	GAO



37	Mongar	Monggar	GAO
38	Mongar	Jurmed	GAO
39	Mongar	Dramedtse	GAO
40	Mongar	Kengkhar	Gup
41	Mongar	Tsakaling	Gup
42	Mongar	Ngatshang	GAO
43	Mongar	Silambi	Gup
44	Mongar	Drepoong	Gup
45	Mongar	Saling	Gup
46	Mongar	Chagsakhar	Gup
47	Paro	Sharpa	GAO
48	Paro	Doteng	GAO
49	Paro	Tsento	Gup
50	Paro	Lamgong	Gup
51	Paro	Nagya	Gup
52	Paro	Dokar	Gup
53	Paro	Loong-nyi	GAO
54	Pema Gatshel	Zobel	Gup
55	Pema Gatshel	Norboogang	Gup
56	Pema Gatshel	Yurung	GAO
57	Pema Gatshel	Dechhenling	Gup
58	Pema Gatshel	Dungmaed	GAO
59	Pema Gatshel	Shumar	GAO
60	Pema Gatshel	Chhimoong	Gup
61	Pema Gatshel	Khar	GAO
62	Punakha	Shelnga-Bjemi	Gup
63	Punakha	Chhubu	GAO
64	Punakha	Toedpaisa	GAO
65	Punakha	Dzomi	Gup
66	Punakha	Barp	GAO
67	Punakha	Guma	Gup
68	Punakha	Talog	GAO
69	Punakha	Kabisa	Gup
70	Samdrup Jongkhar	Martshala	GAO
71	Samdrup Jongkhar	Langchenphu	GAO
72	Samdrup Jongkhar	Samrang	Gup
73	Samdrup Jongkhar	Phuentshogthang	GAO
74	Samdrup Jongkhar	Dewathang	Gup





75	Samdrup Jongkhar	Pemathang	Gup
76	Samdrup Jongkhar	Gomdar	Gup
77	Samdrup Jongkhar	Lauri	GAO
78	Samtse	Tading	GAO
79	Samtse	Phuentshogpelri	GAO
80	Samtse	Pemaling	Gup
81	Samtse	Doomtoed	GAO
82	Samtse	Tashichhoeling	Gup
83	Samtse	Samtse	Gup
84	Samtse	Sang-Ngag-Chhoelin	GAO
85	Samtse	Dophuchen	Gup
86	Samtse	Tendruk	GAO
87	Samtse	Norboogang	GAO
88	Samtse	Namgyalchhoeling	Gup
89	Sarpang	Samtenling	GAO
90	Sarpang	Chhuzanggang	Gup
91	Sarpang	Dekiling	GAO
92	Sarpang	Jigme Chhoeling	Gup
93	Sarpang	Shompangkha	GAO
94	Sarpang	Serzhong	Gup
95	Sarpang	Gakiling	Gup
96	Sarpang	Gelegphu	GAO
97	Thimphu	Lingzhi	GAO
98	Thimphu	Ge-nyen	GAO
99	Thimphu	Darkarla	Gup
100	Thimphu	Maedwang	GAO
101	Thimphu	Naro	Gup
102	Thimphu	Kawang	Gup
103	Trashigang	Shongphu	GAO
104	Trashigang	Phongmed	Gup
105	Trashigang	Khaling	GAO
106	Trashigang	Bartsham	Gup
107	Trashigang	Yangnyer	Gup
108	Trashigang	Kanglung	GAO
109	Trashigang	Kangpar	GAO
110	Trashigang	Samkhar	Gup
111	Trashigang	Merag	GAO
112	Trashigang	Thrimshing	Gup
113	Trashigang	Lumang	Gup
114	Tashi Yangtse	Toedtsho	GAO



115	Tashi Yangtse	Khamdang	GAO
116	Tashi Yangtse	Jamkhar	GAO
117	Tashi Yangtse	Boomdeling	Gup
118	Tashi Yangtse	Ramjar	Gup
119	Tashi Yangtse	Yangtse	Gup
120	Trongsa	Nubi	GAO
121	Trongsa	Korphu	Gup
122	Trongsa	Langthil	Gup
123	Trongsa	Tangsibji	GAO
124	Tsirang	Kilkhorthang	Gup
125	Tsirang	Semjong	GAO
126	Tsirang	Pungtenchhu	GAO
127	Tsirang	Gosarling	GAO
128	Tsirang	Tsholingkhr	Gup
129	Tsirang	Barshong	Gup
130	Tsirang	Rangthangling	Gup
131	Tsirang	Tsirang Toed	GAO
132	Wangdue Phodrang	Nyishog	GAO
133	Wangdue Phodrang	Bjenag	GAO
134	Wangdue Phodrang	Darkar	GAO
135	Wangdue Phodrang	Gangteng	GAO
136	Wangdue Phodrang	Dangchhu	Gup
137	Wangdue Phodrang	Ruebisa	GAO
138	Wangdue Phodrang	Phobji	Gup
139	Wangdue Phodrang	Kazhi	Gup
140	Wangdue Phodrang	Gase Tshogom	Gup
141	Wangdue Phodrang	Nahi	GAO
142	Wangdue Phodrang	Phangyuel	Gup
143	Zhemgang	Ngangla	GAO
144	Zhemgang	Bardo	GAO
145	Zhemgang	Bjoka	Gup
146	Zhemgang	Phangkhar	GAO
147	Zhemgang	Trong	Gup
148	Zhemgang	Goshing	Gup

**(ii) List of Dzongkhags Surveyed: Shaded shows non-respondents**

Region	Dzongkhag DPOs
Eastern	Lhuentse
	Mongar
	Pemagatshel
	Trashigang
Central	Bumthang
	Dagana
	Sarpang
	Trongsa
	Zhemgang
Western	Chhukha
	Gasa
	Haa
	Paro
	Samtse

**(iii) List of Thromdes Surveyed**

Thimphu Thromde	Thromde TPO
Phuentsholing Thromde	Thromde TPO
Samdrup Jongkhar Thromde	Thromde TPO

**1.3. List of Meetings****A: Officials met during the Kick-Off Meeting and during the Inception report presentation**

1. Mr. Kado Zanpo, Director, Department of Local Governance, MoHCA.
2. Mr. Melam Zangpo, Chief Programme Officer, LGDD, DLG, MoHCA.
3. Mr. Sonam Tashi, Programme Officer, EU-TACS Focal.
4. Mr. Tshering Chopel, JNKE, EU-TACS.
5. Mr. Kinley Tenzin, Chief Programme Officer, CCD, DLG, MoHCA.
6. Mr. Sonam Thuenley, Deputy Chief Programme Officer, CCD, DLG, MoHCA.
7. Mr. Tshering Dorji, Deputy Programme Officer, LGDD, DLG, MoHCA.
8. Mr. Passang Wangchuk, Sr. Programme Officer, LGDD, DLG, MoHCA.
9. Mr. Sangay Dorji, Programme Officer, LGDD, DLG, MoHCA.
10. Ms. Sonam Dolma Namgay, Legal Officer, LGDD, DLG, MoHCA.

**B: Officials met during the Stakeholder Consultations in GNHC, DPA (MoF), DBA (MoF) and DHS (MoWHS) offices.**

11. Ms. Tandin Wangmo, Chief Programme Officer, LDD, GNHC.
12. Mr. Kuenzang Dorji, Planning Officer, LDD, GNHC.
13. Mr. Tek Bahadur, Assistant Planning Officer, LDD, GNHC.
14. Mr. Pema Ngawang, Chief, DPA, MoF.



15. Mr. Phuntsho Wangdi, Chief Budget Officer, DBA, MoF.
16. Mr. Namgay Wangchu, Chief Budget Officer, DBA, MoF.
17. Mr. Gawa Zangpo, Budget Officer, DBA, MoF.
18. Ms. Sonam Choden, Budget Officer, DBA, MoF.
19. Ms. Kinley Zangmo, Budget Officer, DBA, MoF.
20. Mr. Tshering Dorji, Chief, CDRD, DHS, MoWHS.
21. Mr. Jigme Jamtsho, Deputy Chief, CDRD, DHS, MoWHS.
22. Mr. Samdrup Norbu, Urban Planner, CDRD, DHS, MoWHS.

### **C: List of LG Officials met for KIIs and Focus Group Discussions in the LGs**

#### ***Paro Dzongkhag***

23. Mr. Karma Thinley, Dzongdag.
24. Mr. Kinley Gyeltshen, Dzongrab.
25. Ms. Chimi Yuden, Dzongkhag Election Officer.
26. Ms. Kezang Choden, Dzongkhag Culture Officer.
27. Ms. Karma Yangdon, Land Records Officer.
28. Mr. Ngawang Dorji, Environment Officer.
29. Mr. Phuntsho Tashi, Dzongkhag Planning Officer.
30. Mr. Dechen Wangdi, Census and Civil Registration Officer.
31. Mr. Naphey, DT Secretary.
32. Mr. Jambay Dorji, ICT Officer.
33. Mr. Loden Jimba, Livestock Officer.
34. Mr. Tshering N Penjor, Agriculture Officer.
35. Mr. Ngawang Dorji, Chief Education Officer.

#### ***Sharpa Gewog, Paro***

36. Mr. Chencho Gyyeltshen, Gup.
37. Mr. Sangay Dorji, Mangmi.
38. Mr. Shabir Tamang, Livestock Extension Officer.
39. Mr. Phub Thinley, Forest In-Charge.
40. Mr. Lotay Gyeltshen, Tshogpa.
41. Ms. Tshencho Zangmo, Tshogpa.
42. Mr. Tandin Tshering, Agriculture Extension Officer.
43. Ms. Kunzang Choden, Gewog Administrative Officer.

#### ***Punakha Dzongkhag***

44. Mr. Thuji Tshering, Dzongdag.
45. Mr. Ugyen Tshering, Dzongrab.
46. Mr. Tshewang Phuntsho, DT Secretary.
47. Mr. Phub Tshering, Dzongkhag Planning Officer.
48. Mr. Sangay Thinley, Finance Officer.
49. Mr. Pasruram Rai, Chief Education Officer.
50. Mr. Tashi Dorji, HR Officer.

#### ***Shelgena Bjemi Gewog, Punakha.***

51. Mr. Samten Phuntsho, Gup (also Thrizin for Punakha).
52. Mr. Namgay Rinchen, Tshogpa.
53. Mr. Rinchen Dorji, Tshogpa.
54. Mr. Sindhu Nagphey, Tshogpa.
55. Ms. Phub Om, Mangmi.
56. Ms. Sangay Choden, Gaydrung.



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**Trongsa Dzongkhag**

57. Mr. Phub Rinzin, Dzongdag (KII).
58. Mr. Karma Wangdi, Internal Auditor.
59. Mr. Karma Wangchu, Deputy Chief Agriculture Officer.
60. Mr. Tharchen, Dzongkhag Engineer.
61. Mr. Sonam Dorji, Dzongkhag Beautification Officer.
62. Mr. Karma Letho, Thromdey Ngotsab.
63. Mr. Pema T. Gyeltshen, Chief Education Officer.
64. Mr. Ram Charndra, Land Records Officer.
65. Mr. Phuntshok Rigzin, Dzongkhag Planning Officer.
66. Mr. Dorji Gyeltshen, Dzongkhag Health Officer.
67. Mr. Sonam Wangdi, Dzongkhag Statistical Officer.
68. Mr. Tashi Wangdi, Elections Officer.
69. Mr. Tshering Dhendup, Livestock Officer.

**Drakten Gewog, Trongsa**

70. Mr. Kinzang Wangdi, Gup.
71. Mr. Karma Dorji, Mangmi.
72. Ms. Sonam Tshomo, Tshogpa.
73. Mr. Dawa Tshering, Livestock Extension Officer.
74. Mr. Rinzin, Tshogpa.
75. Ms. Tashi Yangzom, Gewog Administrative Officer.

**Mongar Dzongkhag**

76. Mr. Jambay Choeda, Dzongrab.
77. Mr. Tenzin Tobgyel, Assistant Engineer.
78. Ms. Tshering Yangzom, Assistant Finance Officer.
79. Mr. Namgay Dorji, Thromde Thuemi.
80. Mr. Karma, DT Secretary.
81. Mr. Ugyen Thinley, Chief Education Officer.
82. Mr. Gem Tshering, Dzongkhag Statistical Officer.

**Mongar Gewog, Mongar.**

83. Mr. Tenzin Wangchu, Gup.
84. Mr. Tharpa Gyeltshen, Mangmi.
85. Ms. Tshering Chenzom, Livestock Extension Officer.
86. Mr. Sangay Wangdi, Agriculture Extension Officer.
87. Mr. Tshewang Penjor, Tshogpa.
88. Mr. Tshering Dorji, Tshogpa.

**Ngatshang Gewog, Mongar.**

89. Mr. Dorji Leki, Gup.
90. Mr. Ugyen Wangdi, Mangmi.
91. Mr. Phuntsho Namgay, Tshogpa.
92. Mr. Kinzang, Tshogpa.
93. Mr. Sonam, Tshogpa.
94. Mr. Norbu, Tshogpa.

**Thangrong Gewog, Mongar**

95. Mr. Chenga, Gup.
96. Mr. Sonam, Mangmi.



97. Mr. Sangay Rinchen, Tsogpa.
98. Ms. Rinchen Choden, Livestock Extension Officer.
99. Mr. Thinley Phuntsho, Tsokpa.
100. Mr. Lhendup, Tshogpa.
101. Mr. Chungku, Agriculture Extension Officer.

### ***Trashigang Dzongkhag***

102. Mr. Cheki Gyeltshen, Dzongdag (KII).
103. Mr. Wangchu Dorji, Dzongrab.
104. Mr. Phuntsho, Chief Education Officer.
105. Mr. Dorji Duba, Dzongkhag Planning Officer.
106. Mr. Gang Dorji, Dzongkhag Health Officer.
107. Mr. Lakjey, Dzongkhag Engineer.
108. Mr. Dorji, Dzongkhag Agriculture Officer.
109. Ms. Tandin Wangmo, Assistant Finance Officer.
110. Ms. Sangay Zangmo, Land Records Officer.
111. Mr. Thinley Namgyel, Thromde Ngostab.

### ***Kanglung Gewog, Trashigang***

112. Mr. Kunzang Wangdi, Gup (also Thrizin for Trashigang).
113. Mr. Kinzang Tobgyel, Mangmi.
114. Mr. Langa Dorji, Tshogpa.
115. Mr. Tashi Namgay, Tshogpa.
116. Ms. Gale Wangmo, Tshogpa.
117. Mr. Samdrup, Tshogpa.
118. Mr. Karchung, Forest-In-Charge.

### ***Khaling Gewog, Trashigang***

119. Mr. Tshewang, Mangmi.
120. Ms. Tshering Choeki, Agriculture
121. Mr. Thinley, Tsogpa.
122. Ms. Tshering Choden, Tshogpa.
123. Ms. Phuntsho Wangmo, Tshogpa.
124. Mr. Kezang Jigme, Gewog Administrative Officer.

### ***Bumthang Dzongkhag***

125. Mr. Tandin Dorji, Dzongrab.
126. Mr. Chungla Dorji, Chief Education Officer.
127. Mr. Tashi Dorji, HR Officer.
128. Mr. Jigme Tenzin, Dzongkhag Health Officer.
129. Ms. Karma Seldon, Accounts Officer.
130. Mr. Nidup Dorji, Surveyor.
131. Mr. Tshering Dorji, Census and Civil Registration Officer.
132. Mr. Jamphel Dorji, Dzongkhag Livestock Officer.
133. Mr. Sonam Gyeltshen, Dzongkhag Agriculture Officer.
134. Mr. Tshering Penjor, Chief Finance Officer.
135. Mr. Chogyel Tenzin, Dzongkhag Planning Officer.
136. Ms. Rinzin Wangmo, DT Secretary.



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### ***Tang Gewog, Bumthang***

- 137. Mr. Uygen Nima, Gup.
- 138. Mr. Damdrela, Mangmi.
- 139. Mr. Lobzang Dhendup, Gewog Administrative Officer.
- 140. Ms. Chimi Choden, Gaydrung.
- 141. Ms. Deki Dema, Agriculture Extension Officer.
- 142. Mr. Nima Dorji, Livestock Extension Officer.
- 143. Mr. Rinchen Phuntsho, Tshogpa.
- 144. Mr. Sangay Tshewang, Tshogpa.
- 145. Mr. Leki, Tshogpa.

### ***Sershong Gewog, Sarpang (by Zoom)***

- 146. Mr. Tshering, Gup.
- 147. Mr. Ugyen Tshering, Mangmi.
- 148. Ms. Tshering Delkar, Gewog Administrative Officer.
- 149. Mr. Sangay Dorji, Livestock Extension Supervisor.
- 150. Mr. Tandin Wangdi, Tshogpa.
- 151. Mr. Dorji Rinchen, Tshogpa.
- 152. Mr. Karchung, Tshogpa.

### ***Phuntsholing Thromde (By Zoom)***

- 153. Mr. Uttam Kumar Rai, Thrompon (KII).
- 154. Mr. Lungten Jamtsho, Executive Secretary.
- 155. Mr. Pelna Wangchuk, Planning Officer.
- 156. Mr. Ashok Sunwar, Chief Engineer.
- 157. Ms. Pompa Devi Ghalley, Tshogpa.
- 158. Ms. Santa Man Galley, Tshogpa.

### ***Samdrup Jongkhar Thromde (By Zoom)***

- 159. Mr. Karma Sherab Tobgyel, Thrompon (KII).
- 160. Mr. Tougay Choedup, Executive Secretary.
- 161. Mr. Uygen Penjor, Deputy Chairperson.
- 162. Mr. Jigme Wangchuk, Tshogpa.
- 163. Ms. Seldon, Tshogpa.
- 164. Mr. Cheki, Tshogpa.
- 165. Ms. Kelzang Lhaden, Planning Officer.



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## 1.4. List of Documents Consulted

### **Policies and Guidelines**

- Bhutan 2020: Vision for Peace, Prosperity and Happiness, Royal Government of Bhutan
- Enhancing Good Governance: Promoting Efficiency, Transparency and Accountability for GNH (GG99), Royal Government of Bhutan.
- Good Governance Plus: In pursuit of Gross National Happiness 2005 (GG+), Royal Government of Bhutan.
- Draft National Decentralisation Policy 2019 DLG, MoHCA.

### **Legislation, Rules and Regulations**

- Constitution of the Kingdom of Bhutan, Royal Government of Bhutan.
- Public Finance Act, 2007, Royal Government of Bhutan.
- Local Governance Act (with Amendment) 2009, Royal Government of Bhutan.
- Civil Service Act of Bhutan 2010, Royal Government of Bhutan.
- Financial Rules and Regulations, MoF, Royal Government of Bhutan.
- Local Government Rules and Regulations 2012, MoHCA, Royal Government of Bhutan.
- Local Government Entitlement Act, Royal Government of Bhutan.
- LG Members' Entitlement Rules and Regulations 2018, Royal Government of Bhutan.
- Bhutan Civil Service Rules and Regulations 2018, RCSC, Royal Government of Bhutan.

### **Protocols, Strategies, Study Reports**

- Division of Responsibilities Framework (GNHC), Royal Government of Bhutan.
- Annual Grant Guidelines, MoF, Royal Government of Bhutan.
- Local Development Planning Manual 2014, GNHC, Royal Government of Bhutan.
- 12th FYP Guidelines, GNHC, Royal Government of Bhutan.
- Assessment Study on DT and GT, 2019, DLG, MoHCA.
- Fiscal Decentralisation Report 2017, UNDP.
- LG Assessment Study Report, National Council of Bhutan.
- DLG Capacity Development Assessment, DLG, MoHCA.
- LG Capacity Development Assessment, Strategy and Plan, DLG, MoHCA.
- Protocol on Proceedings of DT and GT, DLG, MoHCA.
- Draft LG Capacity Assessment and Strategy, DLG, MoHCA.
- DLG Capacity Assessment, DLG, MoHCA.
- Performance Audit on Gewog Development Grants, RAA, 2016.
- Performance Audit on Thromde Revenue, RAA, 2018.
- Royal Audit Reports 2018, 2019, RAA.
- The National Integrity Assessment 2019, ACC.
- Assessment of Community Engagement Platform (CEP), DLG, MoHCA, Jan 27, 2021.
- Report on LG Act Vitalization Program, DLG, MOHCA, April, 2018.
- Report of LG Protocol (For effective Functioning of LG), DLG, MoHCA, 2020.
- Annual Financial Statement, 2019-2020, Ministry of Finance, Royal Government of Bhutan