



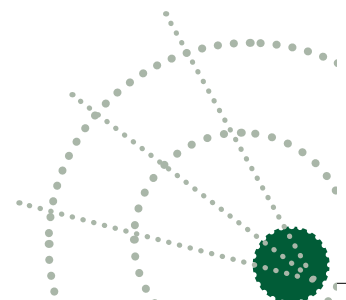
RAPID IMPACT ASSESSMENT OF RURAL DEVELOPMENT



Planning Commission
Royal Government of Bhutan

NOVEMBER 2007

Planning Commission | RGoB



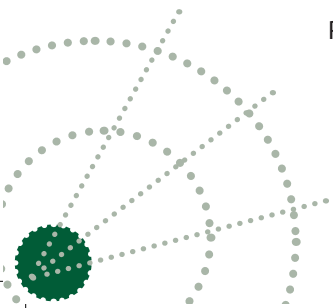


NOVEMBER 2007

Copyright © November 2007
Planning Commission
Royal Government of Bhutan

Concept & Design :
BHUTAN TIMES LTD.
bms@druknet.bt

Photos : Bhutan Times Ltd.





FOREWORD



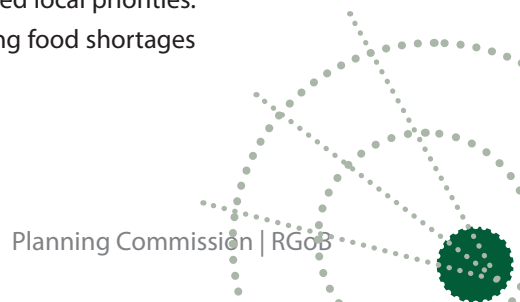
དཔལ་ལྷན་འབྲུག་གཞི་རིམ་
ROYAL GOVERNMENT OF BHUTAN
PLANNING COMMISSION

Since the inception of First Five Year Plan in 1961, Bhutan has made major investments on social services like health and education, agriculture and livestock services and the development of essential infrastructure to improve the living conditions of the rural population.

In early 2007, Planning Commission conducted a nationwide study to assess the effectiveness of the past development interventions, policies and strategies and their impacts on the livelihoods of the rural population.

As confirmed through this study, the country has experienced tremendous improvements in all spheres of life. More than 80% of the people have access to basic development services and facilities such as health, education, water and sanitation, and agricultural services. The impacts of these and other services such as roads on income, food security, and housing are rated highly by the people.

The study also assessed the planning process currently used since it is closely linked to the success of development plans. Among others, the survey found that participation in the planning process was high with over 75% of the people participating in plan formulation. Perceptions about the planning process were also highly rated with more than 90% of the people saying that the villagers are consulted on their needs and priorities and that the government has honoured local priorities. However, the survey still recorded over 35% of the people reporting food shortages during some period of the year.

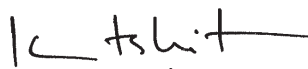


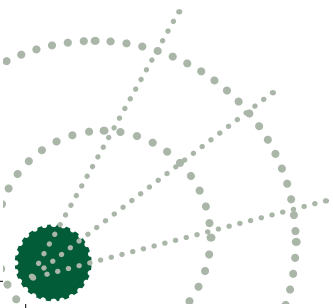


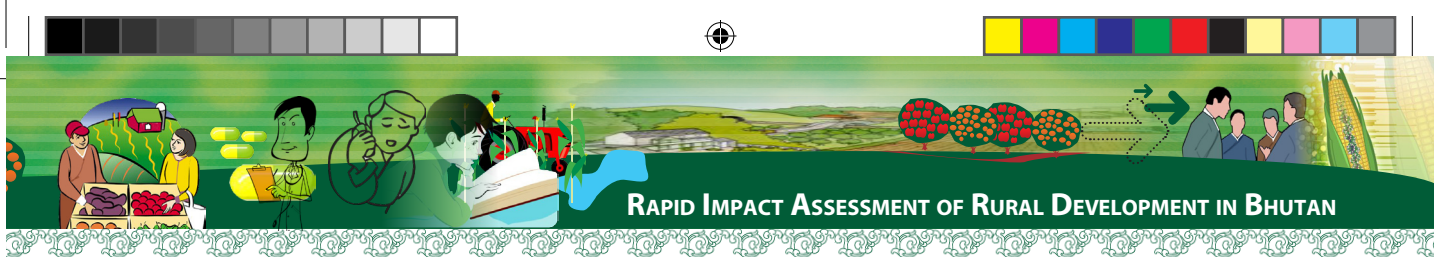
We hope that the findings and recommendations of this study will be useful to the policy makers and planners in formulating strategies and interventions to promote rural development in Bhutan.

We would like to thank the UNDP Country Office for their financial and technical support in undertaking this impact assessment study.

Tashi Delek!


Karma Tshiteem
Secretary



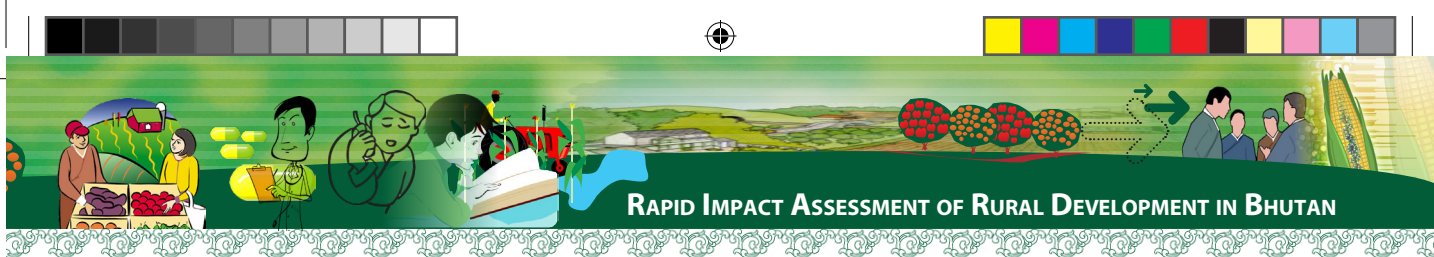


CONTENTS

	FOREWORD	
1	EXECUTIVE SUMMARY	
15	1. INTRODUCTION AND BACKGROUND	
	1.1 Country Background	15
	1.2 Report Background	16
	1.3 Objectives of the Report	16
19	2. METHODOLOGY	
	2.1 Assessment Questions	19
21	3. FINDINGS AND ANALYSES	
	3.1 Sample Demographics	21
	3.2 Findings of Access to Services and Development Impacts	22
	3.2.1 Access to services	22
	3.2.2 Impact of service facilities	26
	3.2.3 Key findings and analysis on access to services and development impacts	35
	3.2.4 Recommendations	37
	3.3 Food Sufficiency and Poverty	38
	3.3.1 Key findings and analysis	43
	3.3.2 Recommendations	46
	3.4 Planning Process	47
	3.4.1 Participation in the planning process	47
	3.4.2 Evolution of development planning	49
	3.4.3 Challenges in the planning process	52
	3.4.4 Improving the planning process	53
	3.4.5 Key findings and analysis	55
61	References	
63	Annex-1 Notes on Methodology	
77	Annex-2 Survey Tools	
93	Annex-3 Number and Percentage of Respondents Without Access to Services	
96	Annex-4 Responses of Dzongkhag Sector Officials on Development Impact on Income	
98	Annex-5 Output from FGDs/Interviews with Dzongkhag Sector Officials on Planning Process	

Acronyms and abbreviations

ANOVA	Analyses of Variance
BDFC	Bhutan Development Finance Corporation
BHUs	Basic Health Units
CGI	Corrugated Galvanised Iron (sheets used for roofing houses)
DYT	Dzongkhag Yargye Tshogdu (Dzongkhag Development Committee)
FGD	Focus Group Discussions
FYP	Five-Year Plan
GYT	Gewog Yargye Tshogde (Block Development Committee)
H/h	Household
Kg	Kilogram
MoA	Ministry of Agriculture
NE	North East
NSB	National Statistical Bureau
NW	North West
PC	Planning Commission
PHCB	Population & Housing Census of Bhutan
RGoB	Royal Government of Bhutan
RNR	Renewable Natural Resources
SE	South East
SMEs	Small and Medium Enterprises
SW	South West
ToR	Terms of Reference
UNDP	United Nations Development Programme
WFP	World Food Programme



Glossary of Bhutanese words

<i>Chimi</i>	Elected member to the National Assembly of Bhutan
<i>Chiwog</i>	A village (if large) or a number of small hamlets under a tshogpa (village head)
<i>Chipon</i>	Village messenger
<i>Dzong</i>	A structure used as a fortress in earlier times but now houses the Dzongkhag administration offices and residence of monks
<i>Dzongkhag</i>	A district - administrative unit
<i>Gewog Yargye Tshogde</i>	Block Development Committee
<i>Gewog</i>	A block – administrative unit consisting of several villages
<i>Gup</i>	Head of gewog elected as per provisions of GYT Chathrim
<i>Maangmi</i>	Elected representative of a gewog
<i>Tseri</i>	Shifting cultivation
<i>Tshogpa</i>	Representative of a village or a cluster of villages to the GYT



NOVEMBER 2007



Rapid in



EXECUTIVE SUMMARY



Background

Bhutan's planned development started in 1961 when the 1st Five-Year Plan (FYP) was initiated. Currently, the RGoB is on the threshold of starting the 10th FYP from 2008. This is the first study to assess the impact of the last 45 years of planned development and the effectiveness of planning procedures on rural development.

While it is generally acknowledged that development interventions have resulted in tremendous improvements in all spheres of life, more than 38% of rural Bhutanese continue to live under the poverty line. With this in mind, the two main goals of this study are: (1) to assess the impact of past development strategies and interventions on the livelihood of the rural population and (2) to assess the planning culture, including system and process, and suggest improvements to address the needs of the poorest segments of society mainly by:

- *Evaluating the access of rural communities to development services such as education, health, roads, electricity, renewable natural resources (RNR), water and sanitation, telecommunications and rural credit;*
- *Assessing the overall impact of development on the basic needs of the rural population. Basic needs are understood as food sufficiency, income, and quality of housing;*
- *Assessing the efficiency and relevance of the existing planning approach and recommending ways to improve it;*
- *Assessing the participation of rural communities in decision-making and planning at the local level, including procedures for identifying their needs and priorities; and;*
- *Identifying problems affecting the poorest segments of rural Bhutan through assessment of the food security situation.*

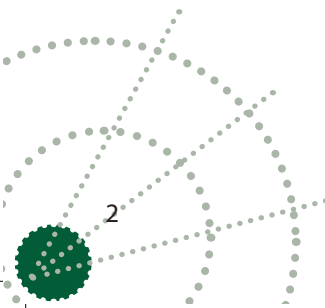


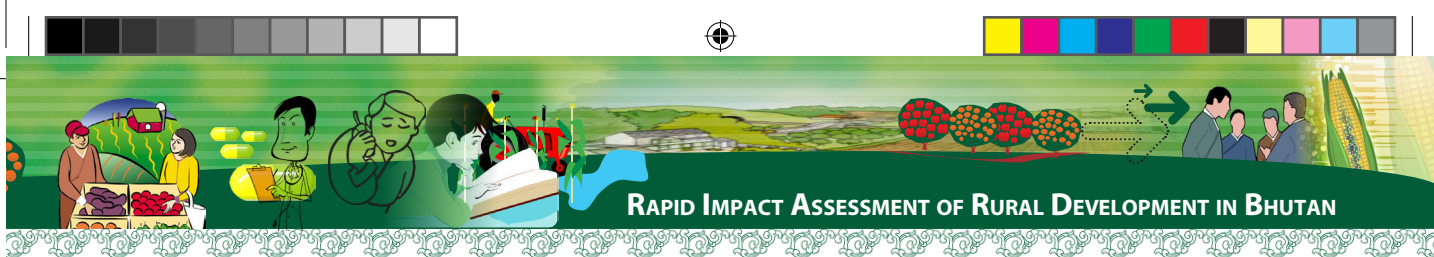
Methodology

The study used a nationwide interview survey documentation of the perceptions of stakeholders at multiple levels. A structured questionnaire was administered on representatives of rural households. In-depth interviews with central level stakeholders, and dzongkhag officials were also conducted along with Focus Group Discussion (FGDs) with villagers in selected villages.

The sampling frame and sample size were designed to optimize representativeness and statistical validity of summary descriptive results. The sample selection was based on a quasi-stratified random sample, with varying degrees of purposeful and random sampling by district, gewog, village, distance of village from the nearest road, and a categorization of household wealth. The 20 districts constituted the first level in the sampling scheme. There was a weighted sample of 57 gewogs chosen across the 20 districts, such that each gewog selected, in turn, typically had a sample of 20 households surveyed from a single village within a given gewog. Therefore, the average of 20 households from 57 gewogs provided a total sample approximate to the targeted 1,200 household interview surveys. The actual number of households surveyed was 1,141 of which, 37% were located near the road, 28% mid-way and 35% were away from the road.

The survey was carried out by six teams of enumerators led by officials from the Planning Commission and were fielded in an equal number to regions.





Findings on Access to Services and Development Impacts

The survey confirmed that the country has experienced tremendous improvements in all spheres of life due to development interventions. More than 80% of the people have access to basic development services and facilities such as health, education, water and sanitation, and agricultural services. However, access to income generating support was particularly low, relative to other services.

The impact of these and other services such as roads on income, food security, and housing are rated high by the people. While electricity, roads, and water were the three services deemed the most important by the household interviews, the village FGDs selected education and agricultural services as having the biggest impact on basic needs.

Access to services

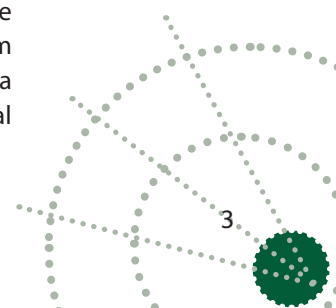
The survey revealed that access to most services by villagers was high. Education was the most accessible with 98% of the villagers having access to education. Health, water and sanitation, RNR services, and rural credit all had more than 80% access. However, there is a distinction between access and use. For instance with regard to rural credit while most people had access to such services, only 15% actually availed loans. The least accessible services were income generation support with only 16% access followed by electricity with 55% and roads with 71%. The most common reason reported by the villagers for the lack of access to services was that the government was not able to meet their requests for provision of such services.

Impact of development

Overall, development was reported as having had a huge impact on village livelihoods. It was clear that there is a direct correlation between the proximity to the road and higher access to services and stronger development impact. Around 90% of respondents felt that the impact of development on their villages were positive and significant. Education facilities, agriculture services and roads were perceived to have had the highest impact.

Impact on income

Electricity, roads, piped water, and rural credit (by those who availed it) were seen as the four most effective interventions in improving household incomes. Forestry, telephone, and educational services were perceived as not having significant impact in the short term. Villages that were located mid-way from motor roads saw the highest impact on income apparently because while they could still benefit from roads, they were able to ward off disadvantages that roads bring. FGDs noted that a wide range of activities such as off-farm labour, tourism, collection and sale of natural resources like *cordyceps* and mushrooms are proven income generating activities.





Impact on housing

Electricity, roads and rural credit were considered as having the most impact in improving housing quality. An increase in income seems to have significant contributing factors towards improvement of housing. Road access has also facilitated the transportation of house building materials to villages. Roads, forestry services, and electricity were most frequently mentioned by village FGDs as having significant impact on improving quality of housing.

Impact on food sufficiency

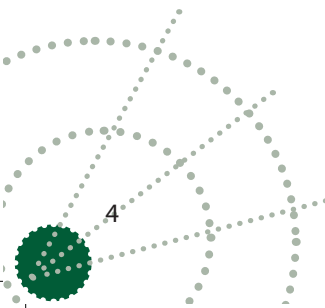
Electricity, agriculture services, piped drinking water, and roads were rated as having the biggest impact on food sufficiency. Sector heads and villagers generally perceived that food sufficiency had improved substantially with development. Access to technology has led to increase in agricultural productivity of cereal and cash crops. This has enabled more food reserves at the household level, either grown on the farm or purchased from the market with cash crop earnings. The impact of roads on food sufficiency was also acknowledged.

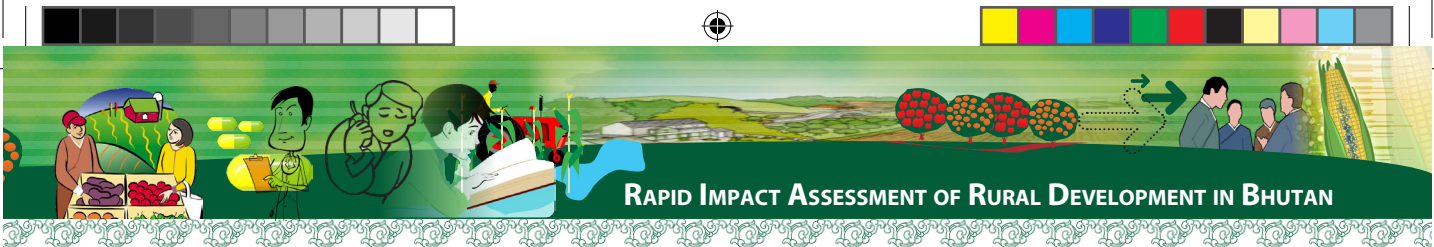
Impact of development on environmental conservation

Some farmers have favourable views of development on culture, while some are skeptic. On the positive side, respondents noted that the regeneration of forest, through scientific forest development and management practices, resulted in increased forest products, viz, fodder, firewood, leaf litter, timber and other high



Rapid Impact Assessment of Rural Development in Bhutan





value non-timber products like mushroom, cordyceps etc. Conversely, some respondents contend that the enforcement of stringent forest rules and regulations have deterred them from having access to forest resources, thus impacting their food self sufficiency negatively

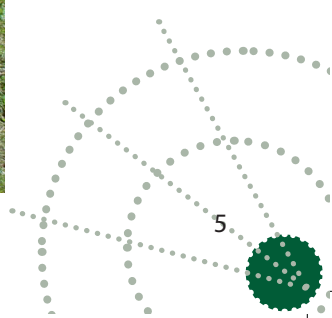
Impact of development on culture

The household interviews and FGDs noted the re-building, renovation and maintenance of community temples, monasteries etc, by the government through its annual development plans, as the primary positive impact of development on culture. The respondents, on the other hand, highlighted that as a result of development, social network, cohesion and trust among the communities, also referred to as social capital, were gradually dwindling.

Impact of development on women

Development is perceived to have mostly positive impact on women. Equal access to health and education, the two most basic services, have enabled women to improve their physical and intellectual well-being and increasingly participate in the development process as compared to before. Other services like water and electricity have reduced the drudgery of tasks performed by women.

Many women and men in the FGDs mentioned that maternal and child health services have impacted the lives of women most significantly. The reproductive and family planning services provided have resulted in reduced number of pregnancies.





Analysis: Access and Impacts

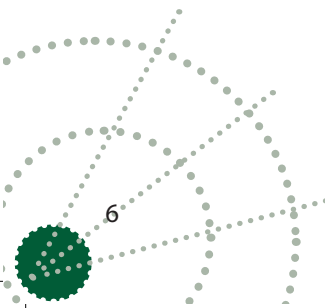
Bhutan's villages have benefited greatly from development. Those surveyed reported that, in general, development efforts had "a lot" of impact on their village. While electricity, roads, and water were the three services deemed the most important by the household interviews, the village focus groups selected education and agricultural as having the biggest impact. This can be explained by the fact that focus group respondents had time to discuss each question in detail and could discuss longer term impacts. In most instances, the groups reached consensus about sector impacts, with a single sector such as education being selected by group consensus as the most important. Household interviews did not entail any discussion and were generally conducted one-on-one. The arrival of electricity in the house seems to have created the biggest impression on household members.

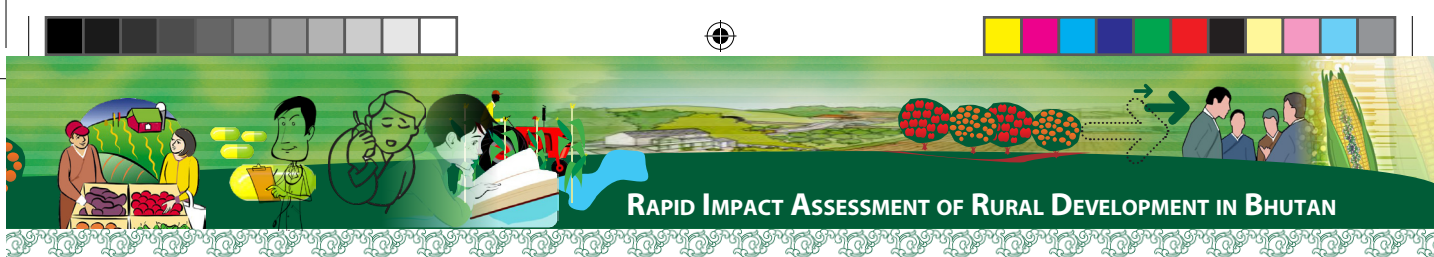
Relatively, access to income generating support was particularly low. The reason for poor access to income generating activities was clearly that the RGoB's efforts to stimulate rural enterprises are currently very basic and not widespread in the rural areas. With greater access to most services, villages have the basis to improve the rural economy, but services in terms of income generating activities, rural credit, and potential market identification will require support from the government or, in time, from civil society organizations.

Villagers' perceptions of the level of impact increased with the decrease in distances from the nearest motorable road. This implies that rural access can be considered as the precursor to other developmental activities and services, facilitating access to services and markets and enabling initiative and enterprise in rural areas. The fact that farm roads for the 9th and 10th Five-Year Plans were the priority requests for development support underlines the importance of motorable roads for rural development.

It is also evident that villages near roads tend to have better access to other services as well. The exception was education where the access to schools was better in the more remote villages. This could be due to the education sector's effort to increase provision of community schools, especially to remote areas. The strategy of the education sector to 'reach-the-unreached' was reflected in the survey results.

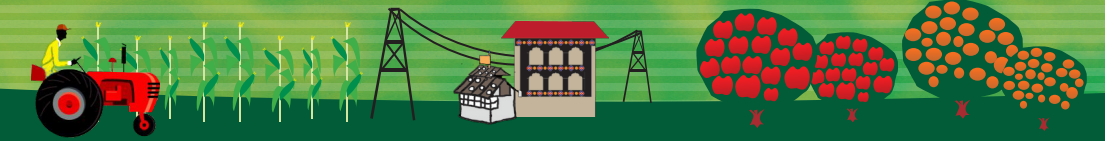
The main reasons for non-access, "requested but was not provided (no reason)", implied that respondents were not entirely aware or informed of the reasons why assistance is not always forthcoming from the government though their requests were submitted.





Recommendations: Access and Impacts

1. While access to services was generally high, the low access reported for income generating activities is a cause for concern and increased focus on rural income generation is needed. At the moment such activities by the various ministries are scattered and the creation of a single focal agency to coordinate rural enterprise and income generating activities is recommended. Such an agency, like the Rural Development departments and even ministries that exist in many developing countries, would provide the much needed impetus to poverty alleviation.
2. The low use of BDFC loans, even though they have wide coverage and accessibility, highlights the need for more targeted and innovative micro financing schemes. Rural credit needs to be made available on more user friendly manner and made easily accessible. Ensuring fair and equitable use of services is required by removing barriers to use.
3. Considering the importance of RNR services to rural agrarian communities, there is a need to increase accessibility to such services. Only 35% of the respondents reported having an RNR center within 1 hour walking distance and this needs to be greatly improved. Even telephone services were accessible by 41% of respondents within an hours walking distance.
4. The consensus arrived at by most focus groups across the districts on the question “which sectors have had the biggest impact on village development” was that education and agriculture were the most important services for improving livelihoods in rural Bhutan. Telephone, sanitation, forestry services, and rural credit were rarely seen as most important. Therefore, emphasis on improving access to schools and RNR services needs to be strengthened. About 70% of respondents reported having schools within 1 hr distance. Increasing this figure to 100% will have huge impact on rural development.
4. Electricity, roads, and health services were also important sectors which have a huge impact on village development. While only 55% of the surveyed households reported having access to electricity, 57% have access to roads within an hour’s distance, and 63% have a BHU within an hour’s walking distance. Improving these figures will also greatly enhance the impact of rural development.



Findings on Food Sufficiency Situation

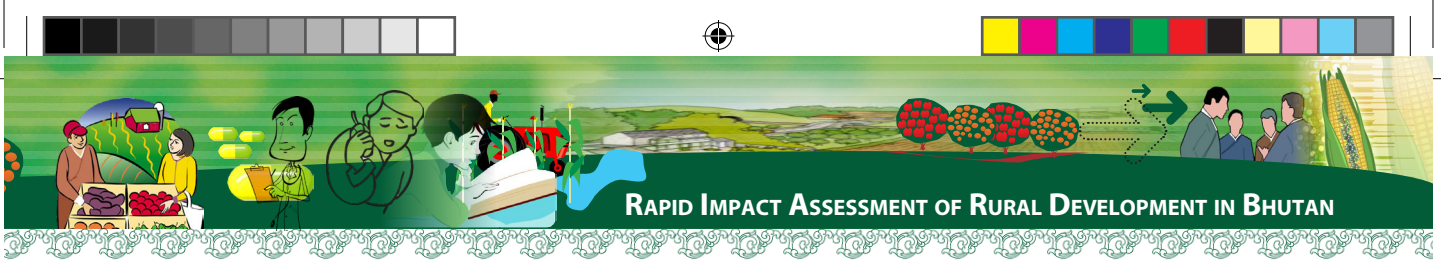
A total of 35% of respondents reported food shortages during the year. The main reason cited for food shortages was inadequate land (43%) followed by wildlife damage to crops (31%). This was followed by unproductive land (22%), shortage of land (15%) and landlessness (4%). When disaggregated by gender, 31% of female respondents reported food shortages as compared to the 39% for males.

Borrowing money from neighbours was the most common means by which food shortages were addressed (69%). Working as wage labour for others was also widespread (63%) followed by borrowing grain from neighbours (41%). Some respondents resorted to all three strategies to meet food shortages during the year.

Of those who borrowed money or grain, on average, 177 kg of rice was used annually to repay loans while Nu.7,258 was repaid in cash. In addition, 91 days of labour were performed to repay loans.

The most frequent suggestion from the household interviews for helping the poor was to provide direct aid such as food, money, and other basic needs (33%). Giving land to the poor was also a priority (25%). It was also suggested that the poor need to work harder and take advantage of opportunities (9%). Another 8% suggested that the planning process should pay more attention to the needs of the poor.





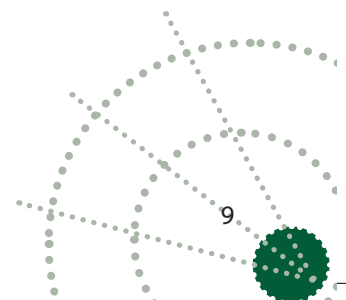
Analysis: Food Sufficiency

The 35% of the survey respondents reporting food shortages corresponds closely with the 38.3 % of the rural population of Bhutan living under the poverty line as reported in the Poverty Analysis Report (NSB, 2004). Hence, although development has had major impact on improving the basic needs of the population, there appear to be a substantial number of people who still face food shortages. As 39% of male respondents reported food shortages during the year compared to only 31% of female respondents, poverty seemed to affect males and females equally. Likewise, there was no difference between male-headed and female-headed households on socio-economic category, since on average about 60% of all households (rich, middle, and poor) were male-headed. This suggests that factors other than gender may be responsible for poverty.

The reasons cited for food shortage hinged around the central theme of food and agricultural productivity. In fact, about 70% of the reasons reported for food shortage were directly land-related (inadequate, unproductive, and lack of land). Since the respondents were largely dependent on subsistence agriculture, increasing productivity was seen as a key factor in achieving food self sufficiency. However, and in spite of the low endorsement of debt as a reason for food shortages, other results made it clear that a critical factor in alleviating food shortage and achieving food security may in fact be debt. In the absence of a food welfare system, those who face food shortages often borrowed food and money, and also worked for the well-off in the village to stave off hunger.

The implications of these finding is that, on an average, poor people work 91 days every year for others to pay off debt. This is about three months annually and often this work was performed during the peak agricultural seasons of the year such as during transplanting, sowing, and harvesting, as pointed out during the FGDs. This means the poor were working less on their own land during the peak agricultural season and by the time they start work in their own fields, it often is too late to produce a good harvest. This in turn affects the following year's productivity and leads to another cycle of borrowing to meet food shortages. At times, debts are also paid back in kind through the little grain poor farmers manage to grow. This again leads to more borrowing during the lean months of the year which usually corresponds to the 3rd, 4th, and 5th months of the lunar calendar (May, June and July).

There is cause for worry that poor farmers may be in the grasp of a vicious cycle of borrowing and repayment that carries over through generations. Lack of disposable income means that the poor often cannot make use of opportunities provided by the government such as farm roads, schools, and rural credit.

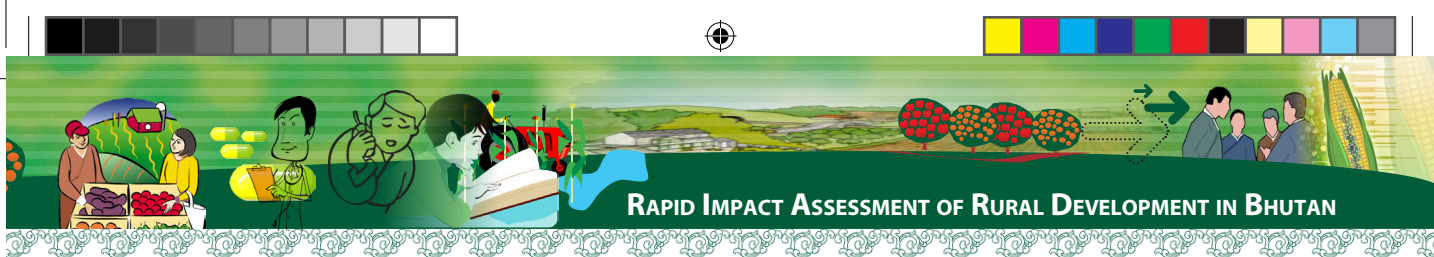


Recommendations: Food Sufficiency

1. The most frequent recommendation from the villagers for helping the poor, as reflected in the FGDs and the individual interviews, hinged around providing welfare for the poor. Providing direct aid such as food and money was a top priority. So providing a one-time emergency food aid, coupled with food banks operating on revolving mechanisms, and managed by the communities themselves, is essential. For instance, money or food aid could be provided to households facing food shortage initially for a year to break cycles of borrowing and working for others for food. A grain bank (rice or maize) could be set up with initial donations. Food short households could borrow from this food bank during the second year at no interest rather than from neighbours at the normally high interest rates. In the following harvest season, borrowers replenish the amount borrowed.
2. Support for charities and civil society organizations, such as Tārayāna Foundation, that are already having an impact on the ground need to be increased. A vast increase in activities, such as cash support for vulnerable individuals, sponsorships of disadvantaged students, helping with housing for the poorest, and other activities is needed to reach the most vulnerable in the villages who face food shortages. Support by allocating budgets for such civil society organizations can be a regular feature of national level development plans.
3. Regular development planning had a huge impact on development as highlighted above but the poorest have been left behind and more targeted and specialized interventions are needed to address their situation. In other



Rapid Impact Assessment of Rural Development in Bhutan



words, a village may have all development facilities and services provided through planned development, yet there are households who still face food shortages. Specialized and targeted planning for the poor is then essential. Welfare schemes for food aid and other basic needs can be a regular feature of gewog development plans in addition to infrastructure development and service provision.

4. Providing land for the poor is also necessary to overcome food shortages. This may be more difficult than the other suggested interventions since all arable land is already under cultivation. But where feasible, relocation from remote scattered settlements to areas with more productive land and larger settlements may increase productivity as well as reduce loss of crops to wildlife.
5. Management of problem species of wildlife is another critical necessity to overcome food shortage. However, in the absence of reliable data on wildlife population dynamics, it is difficult to manage wildlife such as the wild boar. It is therefore important to support research on problematic wildlife and their habitats as findings from such research can be used to manage wildlife populations.
6. In addition to material support, social advocacy, such as providing guidance and support for the poor to take advantage of opportunities, are also important.
7. Examples from other countries show that cash transfer programmes are now widely supported as an effective mechanism to reduce poverty. Not only can they encourage greater use of services, such as education and health, but also they can provide vitally needed income support to poor households. Such programmes have been successful in other developing countries.



Findings for Planning Process

The survey found that participation in the planning process was high with over 75% of the people participating in plan meeting. Perception about the planning process was also highly rated with more than 90% of the respondents agreeing that the needs and priorities of villagers are consulted and that the government has honored local priorities.

However, numerous challenges were also reported that need to be overcome to ensure successful grass-roots planning. A key challenge was that people could be better informed on the planning process to enable greater participation. Also, there are capacity gaps at several levels, for instance planning facilitation at the central and district level agencies, and implementation capacity at the gewog and village levels. Capacity building at all levels is essential. Though women attend the planning meetings and constitute an equal majority as men, they largely do not participate actively in such meetings. Generally, influential male villagers tend to dominate discussions and decision-making.

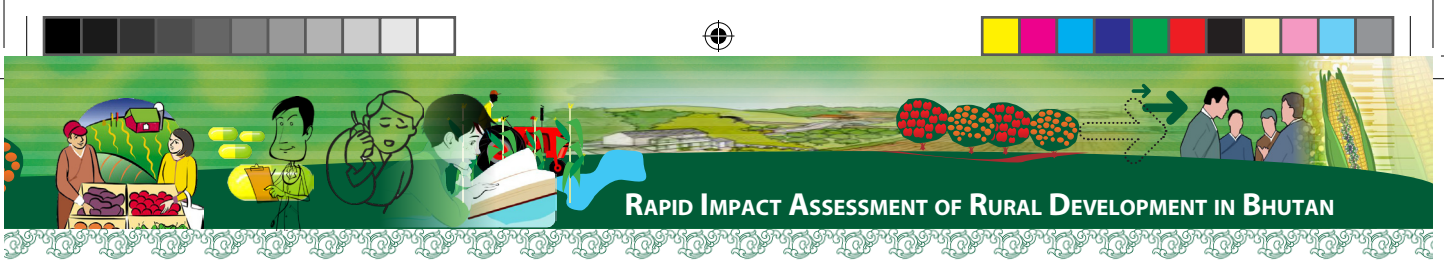
Analysis: Planning Process

Planning meetings need to be made more inclusive with stronger participation from the poor and women. There is also a need to improve the planning process by focusing on the poor specifically to target poverty reduction. As of now, plans are made in consultation with the entire village and often these meetings are dominated by a few individuals. There is a need for holding separate plan formulation meetings with those identified as poor and with women groups.

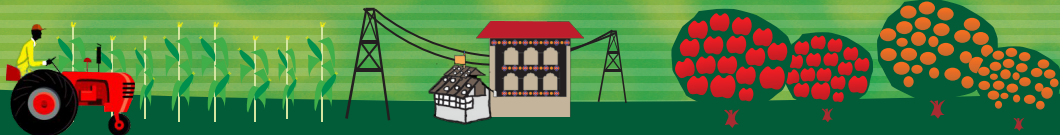
Well-intended procedures, if backed up with sufficient time, resources and qualified facilitation, can ensure better planning. Better facilitation to encourage all-round participation, especially by the poor and women, rather than a few influential persons seems important. User friendly procedures and formats for the planning process could ensure smoother transition to use of new procedures.

Recommendations: Planning Process

1. Sufficient time for planning and scheduling of planning sessions by aligning such activities with farmers' free time. Sensitization of villagers on the planning process through awareness campaigns to ensure better attendance and participation.
2. Capacity-building of Gewog functionaries and GYTs to manage (plan, implement, monitor, and evaluate) development activities at the gewog level and to ensure financial decentralization and transparency at village level occur. Capacity-building of village functionaries in planning processes should also be built to achieve wider participation.



3. Capacity-building for dzongkhag and gewog-based government staff in facilitation of planning processes to deter domination by the influential and ensure participation and decision-making, particularly of women, in the planning process.
4. Development of a planning, monitoring & evaluation manual for gewog and village levels describing participatory approaches, including participatory rural appraisals, that facilitators can use with villagers, along with simple formats for planning and M&E.
5. Regular dialogue between the Planning Commission and ministries and departments to improve efficiency of the planning process and implementation of development activities.
6. Greater coordination of inputs (time, planning, formats, budgets, manpower) to support uniform planning process and implementation of development activities.
7. Funding cycles that are synchronized with planning processes.



NOVEMBER 2007





INTRODUCTION AND BACKGROUND

1

1.1 Country Background

Bhutan is located in the Eastern Himalayas, spanning an area of 38,394 sq. km. and has a population of 634,982 (PHCB, 2005). It is bordered by the Tibetan autonomous region of China in the north and India in the east, west and south. The altitudinal range is from 200m to more than 7,500m. There are three distinct physiographic zones namely the southern foothills (200m-2000m), the inner Himalayas (2000m to 4000m), and the great Himalayas (above 4000m). These characteristics create a corresponding range of climatic conditions varying from hot and humid tropical and subtropical conditions in the southern foothills to cold and dry tundra conditions in the north and an equally amazing diversity of flora and fauna. In 2005, it was determined that 72.5% of the country is under forest cover. Protected areas comprise 35% of the land.

The Poverty Analysis Report (2004) identified 31.7% of the population living below the lower poverty line. For the first time the poverty line was established at Nu. 740.36 per month. The study also identified poverty in the country as a relatively rural phenomenon with 38.3 % of the rural population falling below the national poverty line compared to 4.2 % of the urban population.

Despite this, Bhutan has made considerable development achievements according to the Human Development Index (HDI) over the last 45 years. In the global HDI of 2006 Bhutan is ranked 135 out of 177 countries (UNDP, 2006). It now belongs to the category of countries listed under 'medium human development'.

Current institutional developments in Bhutan are taking place at a rapid pace and drastic changes are envisaged in the institutional set-up of the country. The Constitution was released for public comment and review in March 2005. By early 2006, public consultations on the Constitution by His Majesty the King were completed. In 2007 several political parties have declared their intent to contest in the upcoming elections in 2008.

1.2 Report Background

While Bhutan has invested heavily in the development of infrastructure and social services in rural Bhutan through the previous nine Five Year Plans, an impact assessment has not been conducted to determine the degree of success of these plans. In particular, there is some concern that past development plans may not have had a significant impact on improving the living standards in the remote and poorer sections of rural communities. Hence, the Planning Commission (PC) was directed by the government to carry out an impact assessment on the effects of development plans on past efforts to improve the livelihoods of the rural population. Additionally, PC was also charged with assessing the planning culture itself so as to suggest improvements in addressing the needs of the poorest sections of society. This study is the result of that directive and seeks to contribute to assessing impacts and examining planning process efforts to date.

1.3 Objectives of the Report

The two main objectives were:

- *to assess the impact of past development strategies and interventions on the livelihoods of the rural population, and*
- *to assess the planning culture itself, and suggest improvements to address the needs of the poorest sections of society.*

To achieve the main objectives, the impact assessment involved the following specific activities:

- *Evaluation of the access of rural communities to development services such as education, health, roads, electricity, renewable natural resources (RNR), water and sanitation, telecommunications and rural credit.*
- *Assessment of the overall impact of development on the basic needs of the rural population. Basic needs are understood as food sufficiency, income, and quality of housing.*
- *Assessment of the efficiency and relevance of the existing planning approach and suggestions for improvement. This includes the assessment of the participation of rural communities in decision-making and planning at the local level (how decisions were made when identifying the needs and priorities of the community, selecting sites for construction of BHUs, schools, RNR centres, irrigations canals etc.)*
- *Identification of problems affecting the poorest sections of rural Bhutan through assessment of food security.*



RAPID IMPACT ASSESSMENT OF RURAL DEVELOPMENT IN BHUTAN





NOVEMBER 2007



2

METHODOLOGY

2.1 Assessment Questions

Primary Impact Assessment Questions

Two primary impact assessment questions were gleaned from the objectives listed above and served as a summary device to facilitate the many in-depth discussions about potential survey content for the impact assessment:

- *How have development efforts impacted rural livelihoods and standards of living?*
- *Which aspects of the planning process have worked well, which aspects have not worked well, and how does the planning process need to be modified to promote greater gains in living standards and well-being in rural areas?*

The study used a cross-sectional, mixed method and interview survey documentation of the perceptions of stakeholders at multiple levels. A structured questionnaire was administered on representatives of rural households. In-depth interviews with central level stakeholders and dzongkhag sector officials and FGDs with villagers were also conducted.

The sampling frame and sample size was designed to optimize representativeness and statistical validity of summary descriptive results. The sample selection was based on a quasi-stratified random sample, with varying degrees of purposeful and random sampling by dzongkhag, gewog, village, distance of village from the nearest motor road, and a categorization of household wealth. The 20 dzongkhags constituted the first level in the sampling scheme. There was a weighted sample of 57 gewogs chosen across the 20 dzongkhags, such that each gewog selected, in turn, typically had a sample of 20 households surveyed from a single village within that gewog. Therefore, the average of 20 households from 57 gewogs provided a total sample approximate to the targeted 1,200 household interview surveys. The actual number was 1,141 households. The sample provided a plus or minus 2.9% margin of error, at a confidence level of 95%. Due to our intended over-sampling, this 2.9% margin of error was an atypically liberal margin of error, and was much stronger than the traditional +/-5% value employed by most survey studies.

The survey was carried out using six teams of enumerators fielded in an equal number of regions and led by officials from the PCS. The enumerators were responsible for interviewing heads of households while the supervisors conducted village FGDs. One third of the enumerators selected were women. In total 1,141 household respondents were visited from 57 gewogs of which 37% were located near the road, 28% mid-way and 35% were away from the road.



NOVEMBER 2007



20



3

FINDINGS AND ANALYSES

3.1 Sample Demographics

The number of female respondents (52%) was slightly higher than male respondents (48%). Females are over-represented in our sample compared to the Population & Housing Census of Bhutan 2005 results which show national gender ratio of 53% males to 47% females (PHCB, 2005).

Male headed households, with 59%, comprised the majority of the population sampled. However, it should be noted that female headed households have a higher representation in the study's sample compared to the national average which shows 72% of households to be male headed and 28% to be female headed (PHCB, 2005).

The average household size of the sampled population is 5 family members and is shown Fig. 1. This is comparable to the national average of 4.6 family members (PHCB, 2005).

The age of interview respondents, as given in Fig. 2, ranged from 15 to 88 with a mean age of 45 years (median also = 45, mode = 50). This means that most respondents were born in 1960 or earlier and witnessed all nine of the five-year development plans, the first of which was started in 1961.

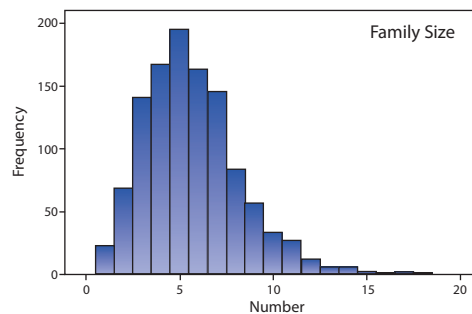


Fig. 1 Average Household size of sampled population

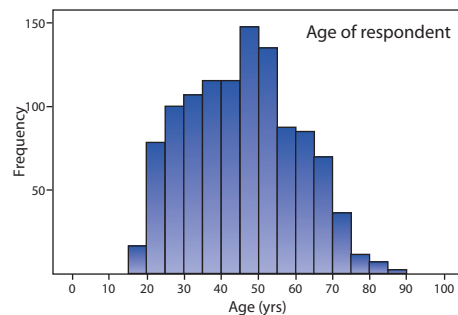


Fig. 2 Age distribution of respondents

3.2 Findings of Access to Services and Development Impacts

3.2.1 Access to services

Household survey

Education is perceived as the most accessible service and, on a national average, 98% have access to education (see Fig. 3). Sanitation, renewable natural resource services (livestock, forestry, agriculture) and rural credit are also highly accessible with more than 90% reporting access to these services. Access to health (88%), water (82%), telephone (77%), and roads (71%) are also relatively high. More than half the rural population (55%) reported having access to electricity. The least accessible service sector was government support for income generating activities other than for crop and livestock services with only 16% reporting access. The term ‘access’ is taken to mean whether respondents could avail the service by virtue of the service being available in the village or nearby.

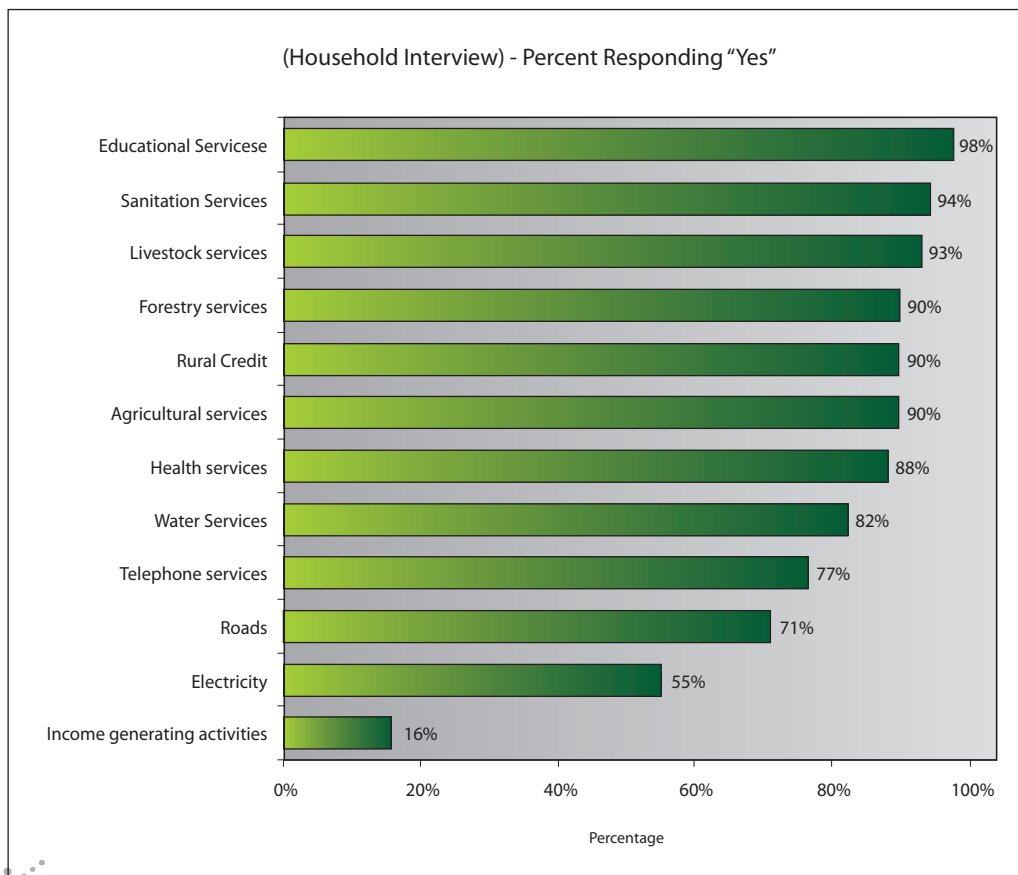


Fig. 3 Access to service sectors



A more in-depth look at access to services is provided in Table 1, which summarizes access to services by time taken to walk to the service facility. Of the respondents that answered this question, the data shows that schools are highly accessible (71% within 1 hr distance), followed by health services (63% within 1 hr distance), roads (57%), telephone services (41%) and RNR services (35%).

It is important to emphasize that 12% of respondents reported having no access to health (BHU) services. Of those without access to health services, 36% live far from the road, 36% mid way and 28% near the road. Compared to the other services, health is the second-most accessible service within one hour walking distance, after education. At 6.4% of the total budget (Nu. 4505.8 million), the health sector received a major portion of the outlay for the 9th FYP. Overall, from the 1st FYP to the 9th FYP average spending on the health sector has constituted about 6% of the budget. The government has spent, on average, about 11% of the budget over the last 45 years on the education sector.

However, there is a difference between access and use since having access to a service does not indicate use of the service as will become apparent later with regard to rural credit services.

Table 1. Access to services by walking distance

Access to service	Distance in hrs.	No.	Percent
How many hours walk away is the road from your village?	1 hr or less	649	57
	up to 2 hrs	81	7
	more than 3 hrs	74	6
	No access	337	30
	Total	1141	100
How many hours walk away is the school from your village?	1 hr or less	808	71
	up to 2 hrs	137	12
	more than 3 hrs	153	13
	No access	43	4
	Total	1141	100
How many hours walk away is the BHU from your village?	1 hr or less	724	63
	up to 2 hrs	171	15
	more than 3 hrs	109	10
	No access	137	12
	Total	1141	100
How many hours walk away is the telephone facility from your village?	1 hr or less	463	41
	up to 2 hrs	289	25
	more than 3 hrs	69	6
	No access	320	28
	Total	1141	100
How many hours walk away is the RNR Center from your village?	1 hr or less	394	35
	up to 2 hrs	376	33
	more than 3 hrs	243	21
	No access	128	11
	Total	1141	100

As presented in Figure 4 below, the most common reason cited for not having access to services is 'requested but was not provided (no reason)' for roads, agriculture, electricity, forestry, health, school, livestock and water. 'Did not request for assistance' is the next most frequently cited reason for rural credit, sanitation, and income generating activities. The number of respondents citing 'requested but did not fulfill the criteria' was quite high in the electricity, rural credit and water sectors.

A follow-up question on the household survey questionnaire on rural credit was to ask those with access to rural credit whether or not they availed rural credit. Only 167 of the 1,141 respondents in the sample had availed rural credit through BDFC. This is about 15% of the respondents. So although 90% reported access to rural credit, only 15% make use of this service.

Reason for No Access to Services

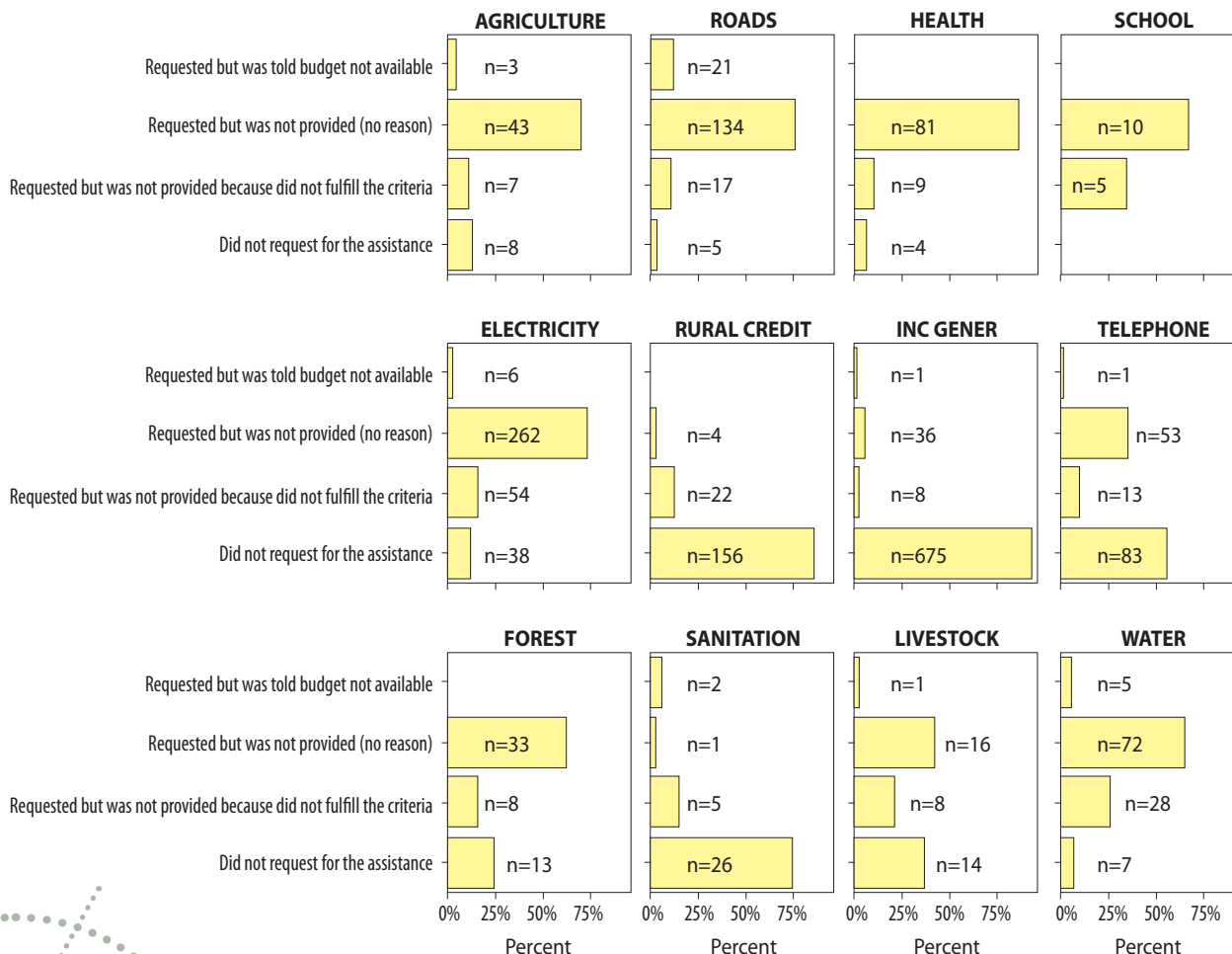
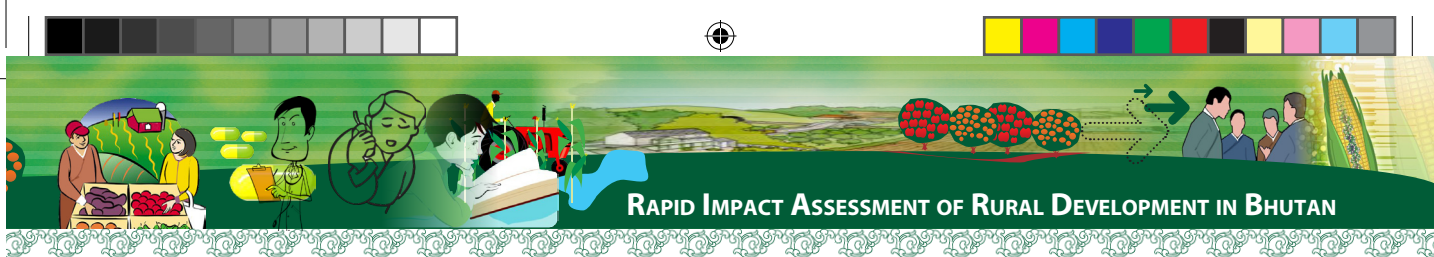


Fig. 4 Reason cited for lack of access to services



The level of access to each basic service by distance from the road with data from the household survey questionnaire is shown in Figure 5. The graph supports the common expectation that ‘the nearer places are to the roads, better is the access to services’ for most of the basic services (rural credit, agriculture, health, water, telephone, roads, and electricity). There were exceptions though, as noticed in the case of the education service, far off villages reported slightly higher access to education. There was no difference in access to other services such as sanitation, forestry, and livestock services.

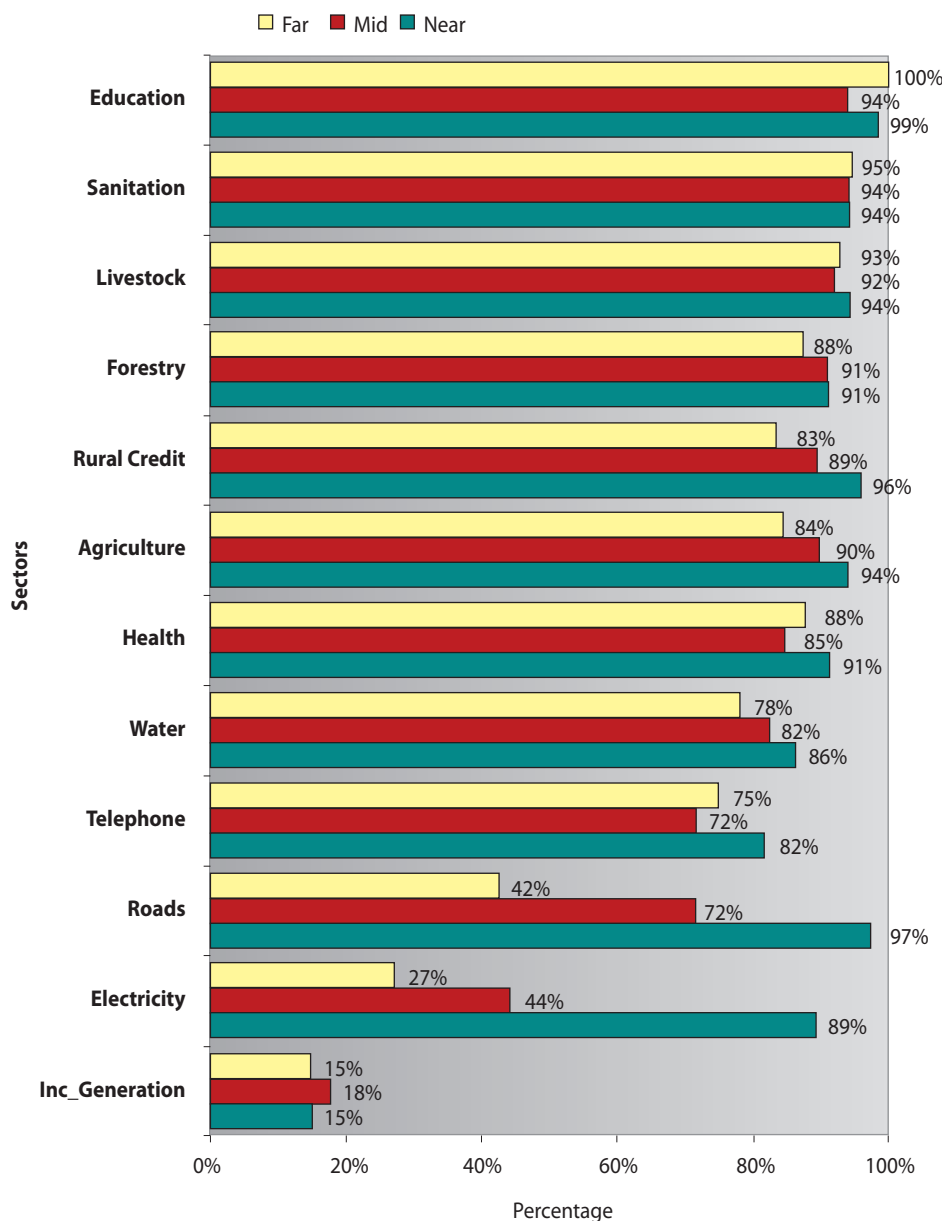


Fig. 5 Access to service facilities by distance from roads



3.2.2 Impact of service facilities

Questions on the impact of development on the three chosen indicators namely income, food sufficiency and housing quality sought to ascertain a broad understanding of villagers' perceptions about overall impacts of development, impacts of specific sectors, and whether impacts differed by access to roads. The results are discussed below:

Overall impact of development

An opening question that was posed to ensure a smooth transition to the interview was to inquire about respondents' sense of the overall impact of developmental efforts on their village. Figure 6 shows that the majority of respondents (51%) reported that development had made "A lot" of impact on their village. In fact, a very high percentage (89%) of responses fell in the top two ratings, "Quite a bit" and "A lot."

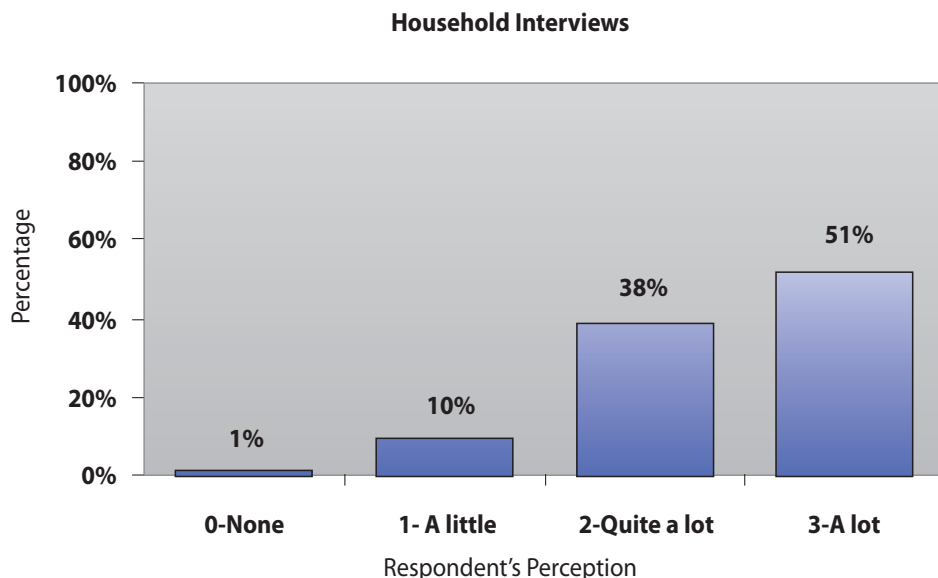
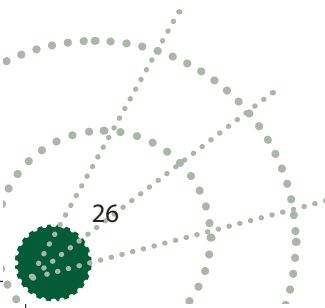


Fig. 6 Level of development impact on the village

The consensus arrived at by most focus groups on the question 'which sectors have had the biggest impact on village development' was that education and agriculture were the most important services for improving livelihoods in the rural villages. Telephone, sanitation, forestry, and the rural credit were hardly cited as most important. Table 2 summarizes responses from different village FGDs.



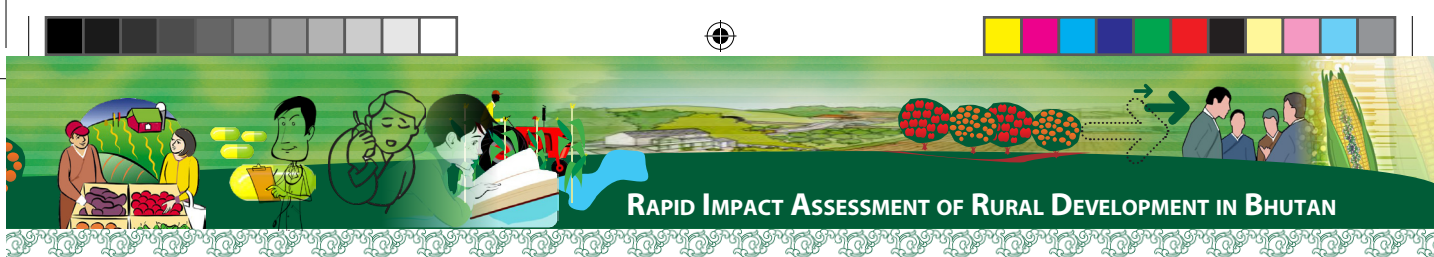
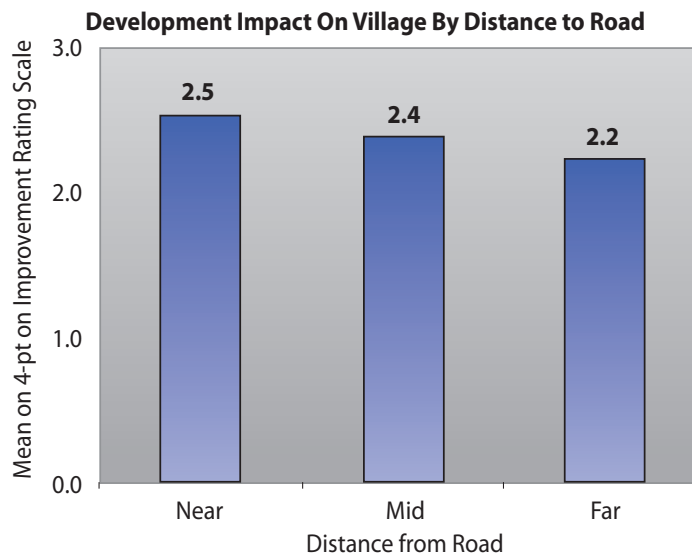


Table 2 Sectors having the biggest impact as per village focus group discussion summaries

Grouping code	Range of responses
Education	<p>“Education had the biggest impact on our livelihood. The graduates of our community primary schools are now working elsewhere, and their remittances sent home are high.” (Korphu, Trongsa)</p> <p>“Education had the biggest impact. Through non-formal education, people who were unable to avail education, are now availing education.” (Nimshong, Zhemgang)</p> <p>“The school has had the biggest impact, but they anticipate that the road will have a bigger impact once its construction is complete.” (Dorokha, Samtse)</p>
Agriculture	<p>“Agriculture services have had the biggest impact. The production of potato, the main cash crop, has dramatically increased. Livestock production has also increased.” (Bumthang, Wangdicholing)</p> <p>“Agricultural services have increased productivity and income greatly. Dairy products have increased income from Nu 10 to Nu 150” (Bayling, Trashiyangtse)</p> <p>“Agriculture services have had the biggest impact. High yielding seeds and training on farming practices have greatly improved income.” (Kikorthang, Tsirang).</p> <p>“Legalization of collection and selling of <i>cordyceps</i> has had the biggest impact on our livelihoods. Now around 95% of Layaps are self sufficient.”(Laya, Gasa).</p>
Electricity	<p>“Electricity has had the biggest impact since it makes our household chores much easier. With electricity, we can also work at night.” (Women of Tsento, Paro).</p>
Roads	<p>“The road has had the biggest impact. It has helped us to attain food self-sufficiency through the sale of potatoes.” (Geney, Thimphu).</p> <p>“The road has had the biggest impact since we do not have to carry loads.” (Men, Tsento, Paro).</p>
Health	<p>“Given the overwhelming distance of road from our community, the outreach clinic has had the biggest impact on us. Other services such as agriculture, water supply, roads, and electricity are not available.” (Silambi, Mongar)</p> <p>“Health facilities has impacted our livelihoods the most. It is now easier to reach the BHU, without which we have to walk all the way to Sarpang or Gelephu.” (Dovan, Sarpang).</p>

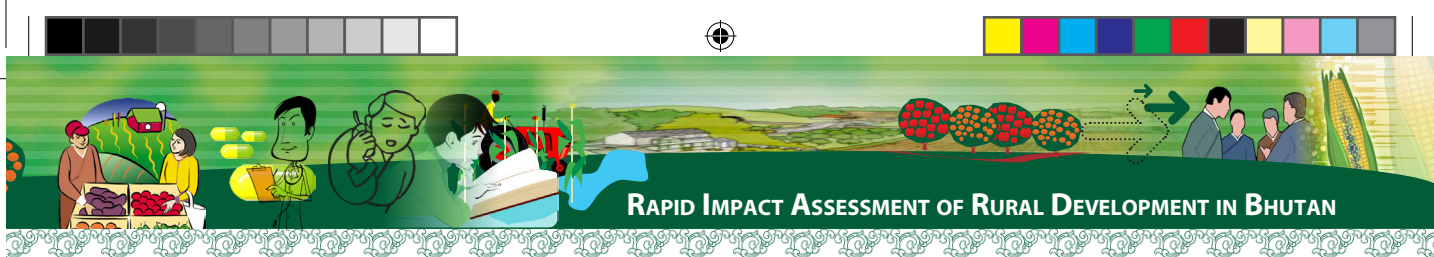
Grouping code	Range of responses
Multiple sector impacts	<p>“Education, health and livestock services have had the biggest impact. Livestock services, in particular, have increased our income from 10% to 40%.” (Merak, Trashigang).</p> <p>“The school has had the biggest impact since we can educate our children without incurring much expenditure. Health facilities have also had positive impact on us” (Lepchagaon, Samtse).</p> <p>“Education and piped drinking water have had the biggest impact. In the past, we had to fetch water from far places .” (Marthsala, Samdrup Jongkhar).</p> <p>“Agriculture and road services have had the biggest impact on our livelihoods. With these services, we grew potatoes and transported to Phuentsholing.” (Ngawang, Wangdue).</p> <p>“Electricity has had the biggest impact on our community. So is drinking water supply.” (Petari, Punakha).</p> <p>“Electricity and road have had the biggest impact.” (Nangkhor, Pema Gatshel,).</p>

As given in Figure 7 below, respondents who lived near the roads felt the most development impacts as compared to those that lived midway or far away from the roads. Those near the road reported a mean impact of 2.5 on a 4 point scale from 0 (no impact), 1 (a little impact), 2 (quite a lot) to 3 (a lot). Respondents living midway reported a mean impact of 2.4 and those living far away reported a mean impact of 2.2. All means are significantly different from each other.



Note: All means were statistically significantly different from one another

Fig. 7 Level of development impact by distance to road



Impact of development on income

Respondents expressed their perceptions about the impact of service sectors on the improvement of their household incomes using a four-point scale that ranged from “no” (or “none”) to “a lot.” Based on comparing scale means for the twelve service sectors, it appears that electricity, roads, piped water, and rural credit were seen as the four most effective in improving household incomes (see Fig. 8). However, it should be kept in mind that only 15% of respondents had availed rural credit and the rating could be skewed by the high scores of the few who availed of this service. Forestry, telephone, and educational services had the least perceived effect on household incomes.

Figure 9 shows perceived improvements in income by service sector and distance from the road. In many instances, villages that were midway from roads reported the highest impacts on income from the service sectors. Roads had the highest impact on income of villages that were midway and so did electricity, agriculture, health, livestock, and forestry services. A possible explanation is that maybe midway villages (between 1 hour to 1 day’s walk) were protected from the negative impacts of roads such as resource loss and exploitation while benefiting from the positive impact of the road at the same time. While roads on the whole, bring beneficial changes, negative aspects include extraction of forestry resources by outsiders, land speculation and purchase of agricultural land at cheap rates by outsiders for other purposes (such

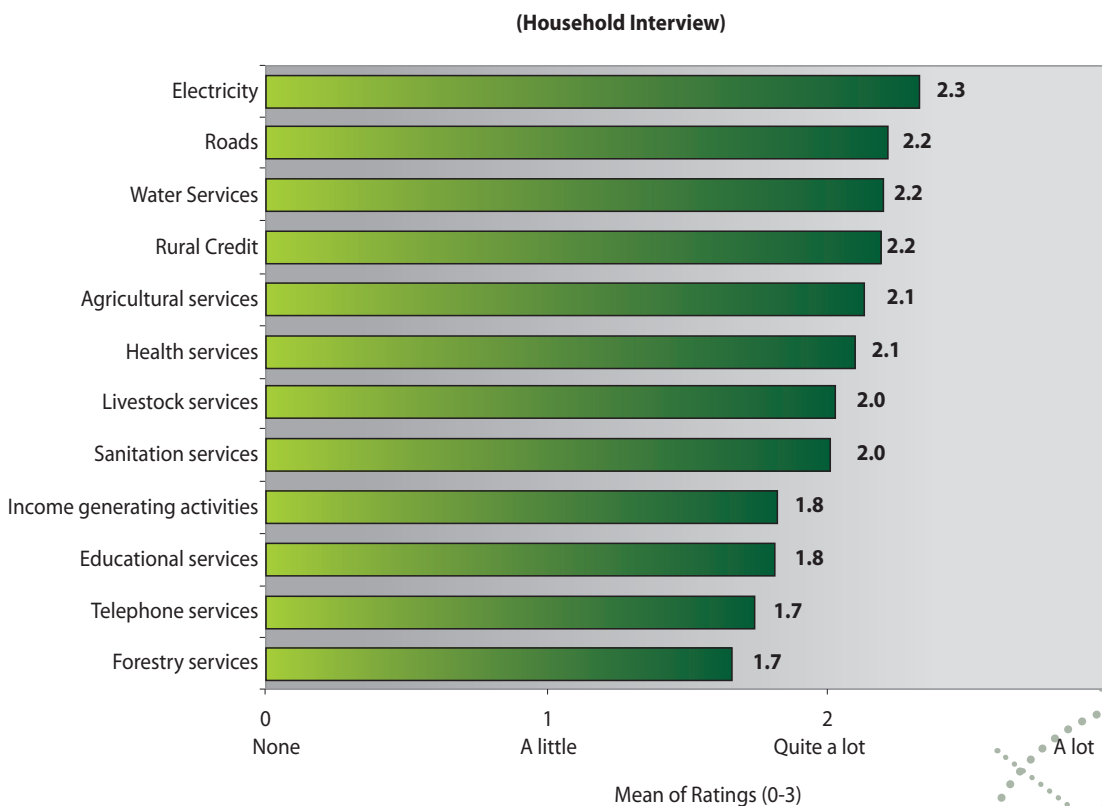


Fig. 8 Impact of service facility on income



as housing), loss of social relationships, negative impact on cultural traditions and lifestyles, and adverse impact on families and village institutions.

These issues were also highlighted by an earlier study, the Pilot Participatory Policy Impact Assessment of Rural Roads on Rural Poverty (2003). The study found that roads in general helped to improve the living conditions of the people through improved transportation, increased mobility, and better access to markets and goods. However, the study also found that exploitation of poorer people increased (by unscrupulous business people) with the coming of roads to the village and that it brought greater benefit to the richer members of the community. Poorer households

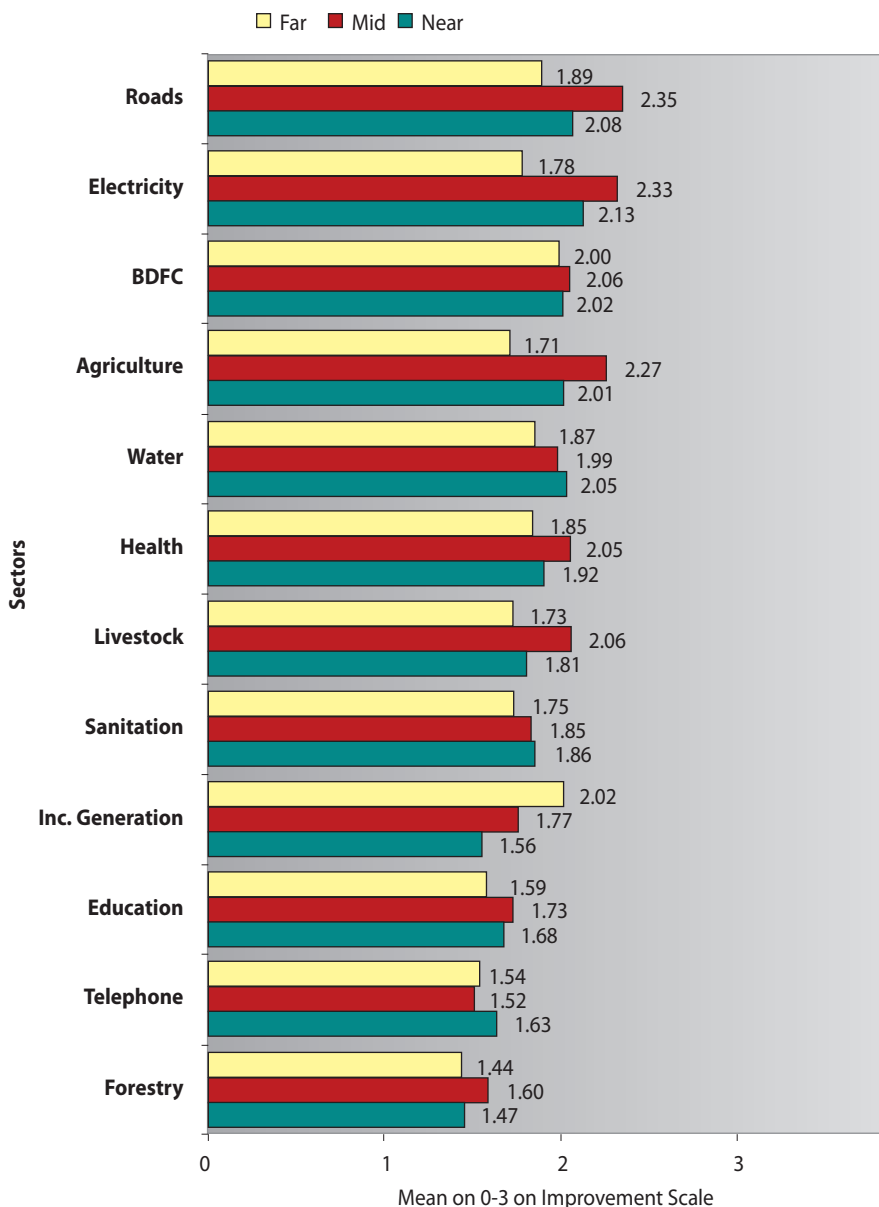
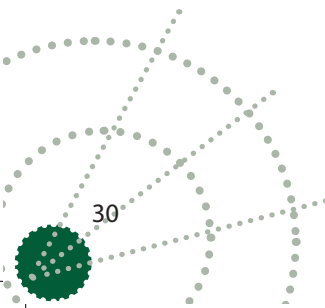
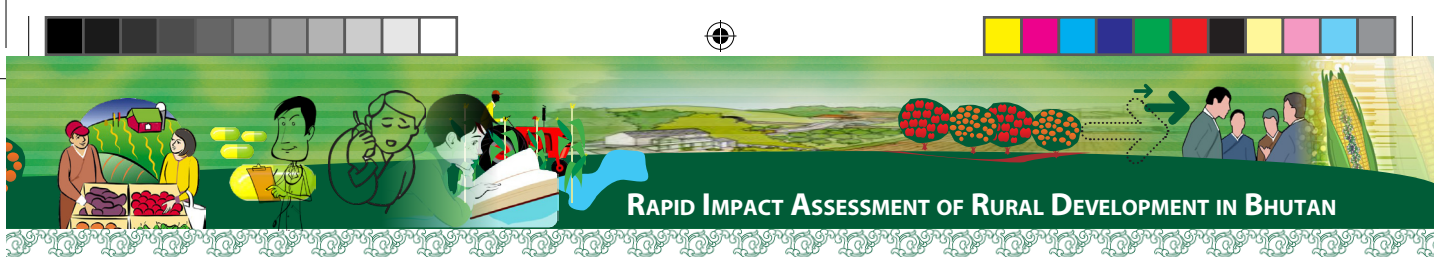


Fig. 9 Improvements in income by service sector and distance from road





also lacked capacity to take advantage of the opportunities offered by the road.

In the FGDs on the impact of development on income, villagers cited a wide spectrum of activities that contribute to household income. Besides agricultural cash crops that are sold and access to roads that have impacted on farmers' ability to generate income, other means like tourism, collection and sale of open access resources like *cordyceps* and ferns, handicrafts, portage of goods and off-farm labour were important income earning activities.

Annex 4 summarizes the responses of dzongkhag sector officials on the impact of development on income. The sector officials stated that with the improvement in agriculture services people have been able to enhance their crop production, mainly cash crops. Concurrent development in rural access has enabled them to market their cash crops enhancing their income. However, the discussions also brought out that there still are people in the dzongkhags that have not benefited as they have failed to enhance their cash income.

Impact on quality of housing

Quality of housing refers to the construction of new houses or upgrading of houses and the quality parameters are, among others, replacement of roofing to a higher quality (generally CGI), upgrading of walls and other structures to masonry, interior incorporation of facilities like kitchens, toilets and water supply, wooden or concrete flooring and more space.

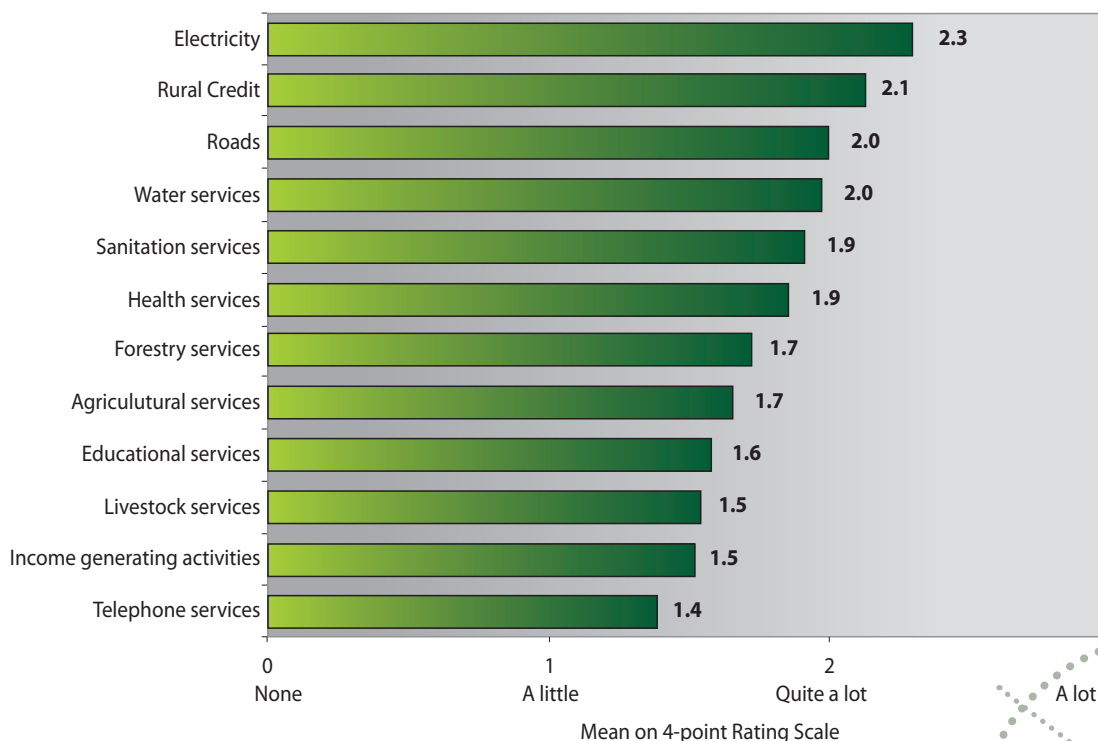
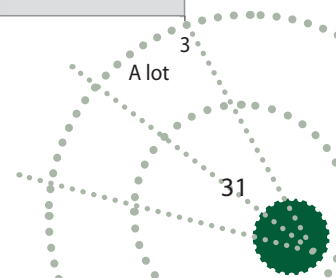


Fig. 10 Perceived improvement of services on housing quality (household interviews)





As in the case of income and food sufficiency, electricity was perceived to be the most important service for improving the quality of housing (Fig. 10). Roads, water services, and rural credit were, as before, rated relatively high. Livestock and agricultural services were rated lower in importance to housing quality as compared to their importance for food sufficiency. Telephone services remained low in the level of apparent importance.

According to the FGDs with dzongkhag sector officials, the enhancement in rural income had enabled villagers to invest in better housing. Villagers connected to roads could transport the materials for house construction. However, the sector officials noted that there were still villages where people had not been able to upgrade the quality of their housing because they could not afford it. Roads, forestry services, and electricity were most frequently mentioned by village FGDs as having the biggest impact on improving quality of housing.

Impact on food sufficiency

Figure 11 shows the impact on food sufficiency by services. Electricity, agriculture services, piped drinking water, and roads were rated as having the highest impact on food sufficiency. A more detailed analysis of food sufficiency and poverty is provided below in section 3.3.

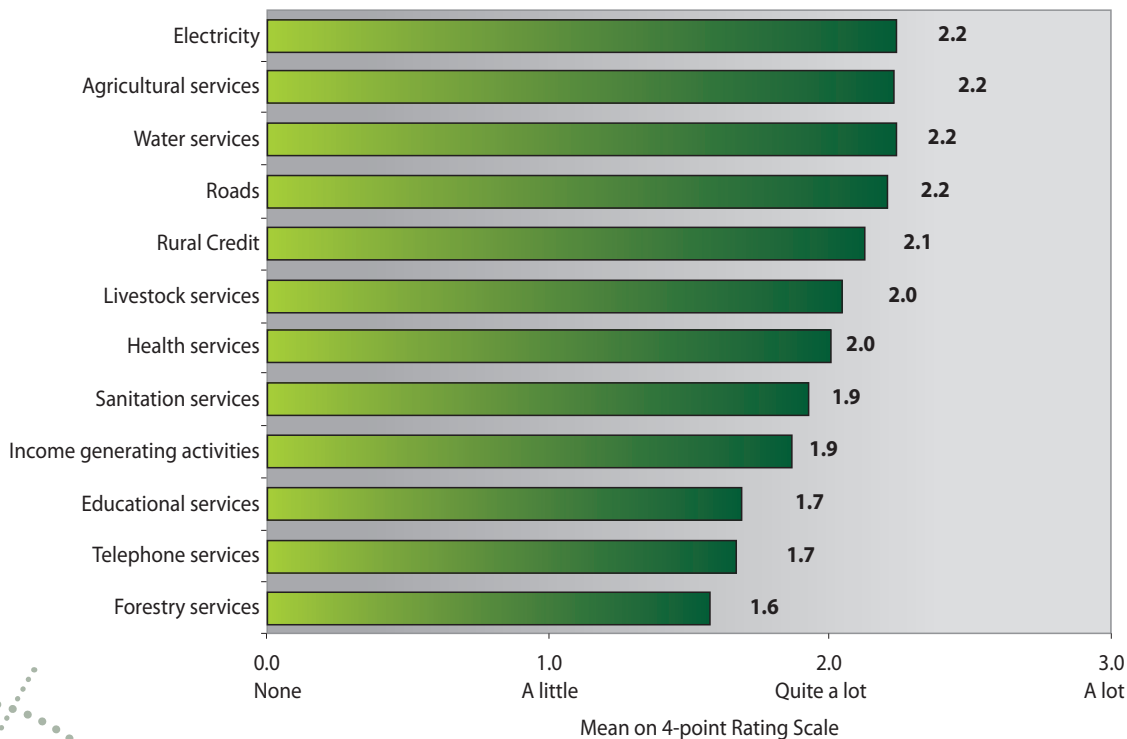
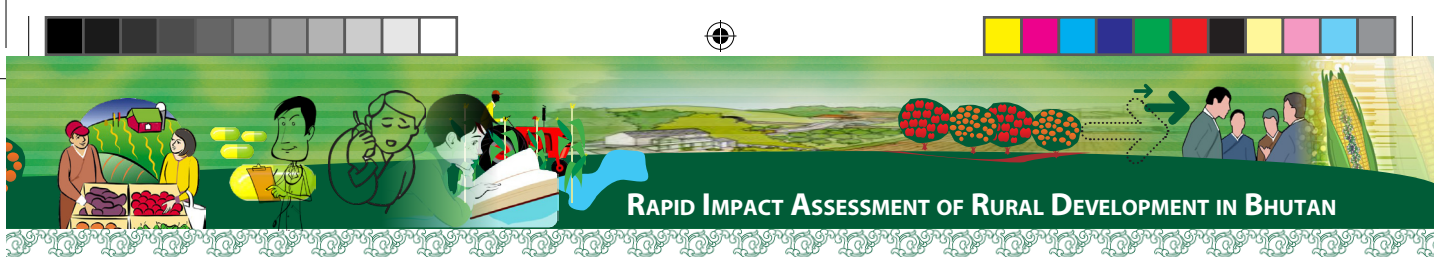


Fig. 11 Impact on food sufficiency by services



The focus groups agreed that increases in agricultural produce, particularly cash crops such as oranges and potatoes, have greatly increased food sufficiency. In special cases, regulation of collection of *cordyceps* in Laya, and ensuing high market prices for the collected resource has made wealth creation beyond subsistence needs possible. Roads have facilitated marketing of cash crops, hand woven textiles and other produce such as dairy products.

Dzongkhag officials generally perceived substantial impact of development on food sufficiency. Agriculture production and productivity and the opening of remote areas with road access had enabled both supply of modern farming inputs and techniques as well as marketing of farm surpluses. Therefore, food sufficiency was met with on-farm production and with purchases of rice with income earned from cash crop sale. However, there seemed to be areas that were still confronted with seasonal food shortages. These areas may have been remote and with less favorable conditions for enhancing crop production.

Impact of development on environment, gender and culture

The following sections elaborate on the perceptions of farmers on the impact of development on three cross-cutting issues of environment, gender and culture. Information on these issues was collected through village FGDs conducted at least in one village of each dzongkhag visited.

Impact of development on environmental conservation

Some farmers have favorable views of development on culture, while some are skeptic. On the positive side, respondents noted that the regeneration of forest, through scientific forest development and management practices, resulted in increased forest products, viz, fodder, firewood, leaf litter, timber and other high value non-timber products like mushroom, cordyceps etc. Conversely, some respondents contend that the enforcement of stringent forest rules and regulations have deterred them from having access to forest resources, thus impacting their food self sufficiency negatively. Wildlife depredation of crops is also a huge negative impact on food sufficiency.

Impact of development on culture

The household interviews and FGDs noted the re-building, renovation and maintenance of community temples, monasteries etc, by the government through its annual development plans, as the primary positive impact of development on culture. The respondents, on the other hand, highlighted that as a result of development, social network, cohesion and trust among the communities, also referred to as social capital, were gradually dwindling.

Development impact by gender

Figure 12 shows that impact of development is rated differently by men and women. Overall, men tend to rate the impact of development services higher than do women. The impact of roads, education, health, agriculture, livestock, and forestry on basic needs (food, income and housing) is rated at significantly higher levels by men than by women.

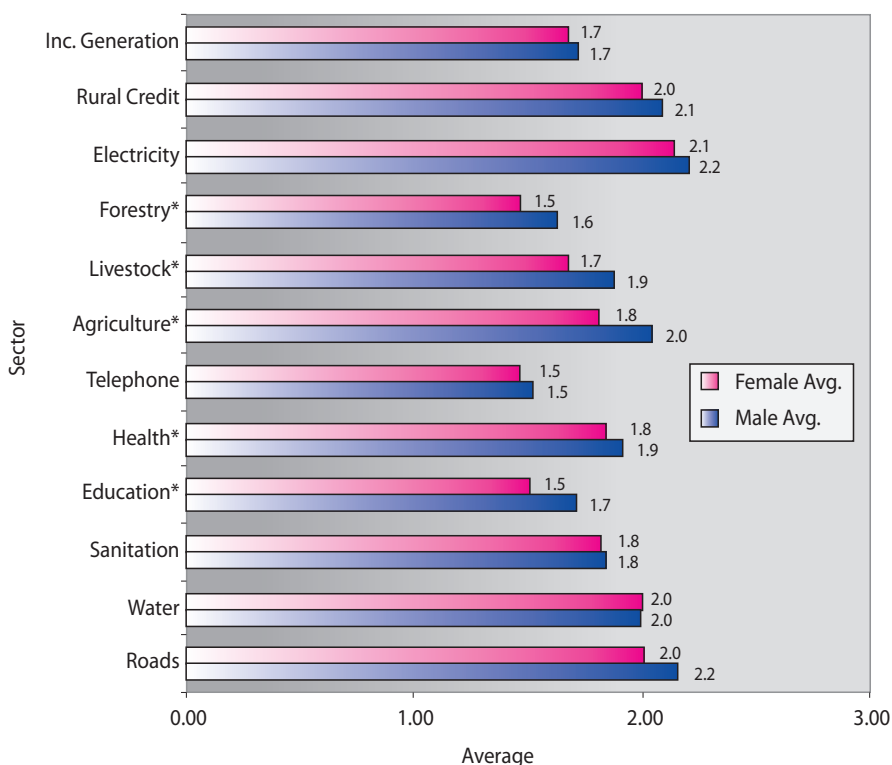
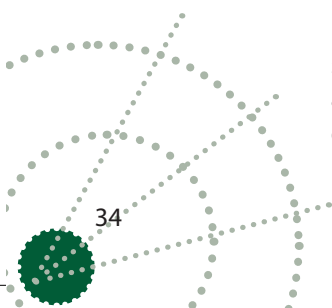


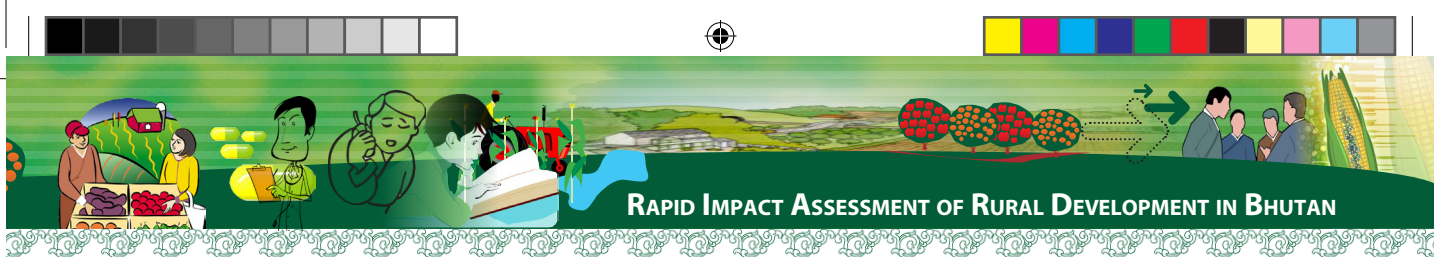
Fig. 12 Perceptions of development impact by services and gender

Impact of development on women

The summary of information from FGDs on the question of impact of development on women is given in Annex 8. The responses show that development has had mostly positive impact on women as equal access to health and education, the two most basic services, have enabled women to improve their physical and intellectual well-being to increasingly participate in the development process. Other services like water and electricity have reduced the drudgery of tasks taken up by women.

Many women and men in the FGDs mentioned that health services have had the most significant impact on the lives of women. The reproductive and family planning services provided by the health centers have reduced the number of pregnancies and children women have. One elderly man recalled his sister having 21 children out of which only three survived infancy.





3.2.3 Key findings and analyses on access to services and development impacts

Access to services

Villagers indicated that most service sectors were accessible, with 8 out of 12 service sectors being accessible by 80% or more of the villagers. Those sectors with less than 80% accessibility by villagers were roads, telephone service, electricity, and support for income generating activities. Electricity and income generating support were particularly low, relative to others. It may be noteworthy, although not necessarily negative, that these four services with the least access are often seen as indicators of more highly developed nations. It is positive that education, sanitation, and the other services identified by villagers as highly accessible are also crucial for the improvement of livelihoods and well-being over the long run.

The reason for poor access to income generating activities is that the RGoB's efforts through programmes to stimulate rural enterprises are very basic and not widespread in the country. If the service was made available in the dzongkhag and gewogs there probably would be a demand for it. There is also a lack of a single government agency for dealing explicitly with improving rural income. Such an agency, if created, along the lines of the Rural Development departments and ministries that exist in many developing countries, would provide much needed impetus to poverty alleviation.

Rural electrification is an expensive investment and accounts for the rather low accessibility reported.

It is also evident from this survey that villages with better access, i.e. with a road near the village, tend to have better access to other services as well. The exception is education where the access to schools is better in the remoter villagers. This could be due to the education sector's drive to increase provision of community schools especially in remote areas.

The fact that the majority of the reasons for non-access is given as 'requested but was not provided (no reason)' implies that respondents are not entirely aware or informed of the reasons why assistance is not always forthcoming from the RGoB although request may have been submitted. The government may be short of funds and needs to mobilize funds from donors or through loans. Schemes are sometimes not always feasible as they do not fulfill the required resource allocation criteria. Some projects are not approved as they may be rated as unfeasible on, among others, technical, social, economic and financial criteria. Some services like rural credit by nature of the operations specific to the service impose conditions to be fulfilled that are not always conducive for poor small-holder farmers. Villagers lack the necessary collateral for loans and generally do not have diverse or reliable sources of income to repay loans. Therefore, the fear of inability to pay or delay in repayment could deter many from availing loans even though the service may be available to all, at least in principle.



Development Impacts

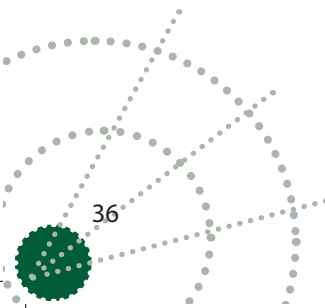
The results from this study show that Bhutan’s villages have benefited greatly from development. Those surveyed reported that, in general, development efforts had “a lot” of impact on their village. Electricity, roads, and water were the three services deemed the most important to improvements on all three impact indicators, namely: income, food sufficiency, and quality of housing. Education was usually rated quite low.

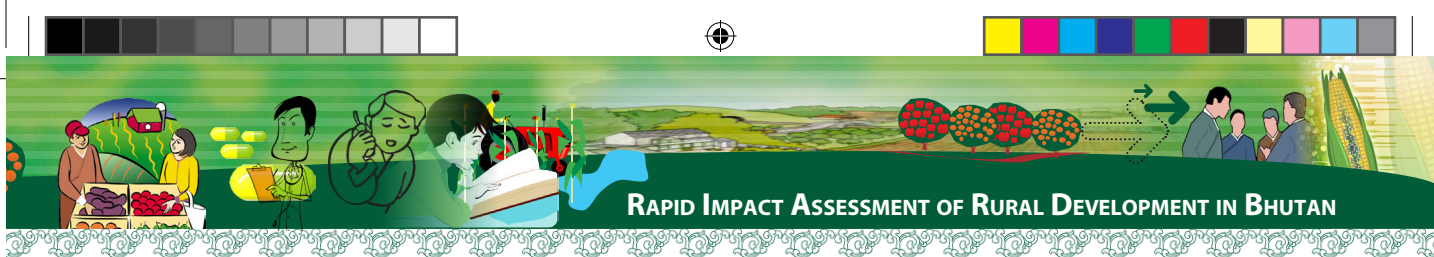
These findings, based on the responses to the items asking for a rating of the impacts of the twelve sector services, may have seemed at odds with the results from the focus groups. When asked a much more general question about impacts (“Which sectors have had the biggest impact”) in a much more open-ended manner, it was education, agricultural, and health services that were most often named as having the biggest impact. So the two methods of assessing perceptions appeared to place education at different levels of importance. This can be explained on the basis that focus group discussants had time to discuss each question in detail and could discuss longer term impacts. In most instances, the groups reached consensus, naming a single sector such as education as being the most important. Household interviews did not entail any prior related iterative discussions because the interviews were generally conducted one-on-one. The arrival of electricity in the house seems to have created the biggest impression on respondents when asked specifically about all 12 sectors.

It should be noted that agriculture was often cited as the having the second-most important impact by the focus groups, and was also rated as having the greatest effect on improving food sufficiency, based on the interviews.

Villagers’ perceptions about the level of impact increased with the decrease in distances from the nearest motor road. This implied that rural access can be considered as the precursor to other developmental activities and services to follow. Roads have many benefits and inject initiative and enterprise in rural economies. The fact that most of the requests from the gewogs were for farm roads in the 9th and 10th Five Year Plans is testimony of where the priorities of Bhutan’s villages lie. Education and agricultural services were the most frequently mentioned sectors that had the most general positive impact for villagers.

Impact of services on income was directly related to the location of the community from the road and consequently to markets. Those communities that were near the road could capitalize on the services more than those distant from the road for income generating activities. Agricultural production, manufacturing of products of use or handicrafts, weaving and food processing seemed to receive an impetus in view of the better access to markets enabling farmers to diversify their sources of income.





3.2.4 Recommendations

1. While access to services was generally high, the low access reported for income generating activities is troublesome. More focus on rural income generation is needed as at the moment such activities are scattered throughout the various ministries. A single focal agency specially created to coordinate rural enterprise and income generating activities is recommended. Such an agency, if created, along the lines of the Rural Development departments and ministries that exist in many developing countries, would provide much needed impetus to poverty alleviation.
2. The low use of BDFC loans even though they have wide coverage and accessibility highlights the need for more targeted and innovative micro financing schemes. Rural credit needs to be made available on more user friendly manner and made easily accessible. Ensuring fair and equitable use of services by both the well-off and the poor is required by removing barriers to use.
3. Considering the importance of RNR services to rural agrarian communities, there is a need to make RNR services more accessible. Only 35% reported having an RNR center within 1 hour walking distance and this could be greatly increased. Even telephone services were accessible by 41% of respondents within an hour's distance.
4. The consensus arrived at by most FGDs in the dzongkhags on the question "which sectors have had the biggest impact on village development" was that education and agriculture were the most important services for improving livelihoods in the rural villages. Therefore, improving access to schools and RNR services needs to be re-emphasized. Although about 70% of respondents reported having schools within 1 hour distance, increasing access to 100% will have huge impacts on village development. Telephone, sanitation, forestry services, and credit were not cited as most important.
5. Electricity, road, and health services are also important sectors which have a big impact on village development. While only 55% had access to electricity, 57% had access to roads within an hours distance, and 63% have had a BHU within 1 hour walk. Further improving access to these services will also greatly enhance the impacts of development in the villages.



3.3 Food Sufficiency and Poverty

Results from individual household surveys

The survey revealed that overall 35% of respondents faced food shortages during the year. Of this, 51% faced food shortages for more than four months while 49% had inadequate food for three months or less.

As given in Figure 13, of those who reported food shortage, most (37%) lived far (more than a day's walk) from the road. Another 34% lived near the road (less than 1 hr walk). Only 29% of those with food shortages lived at mid distance from the road (more than 1 hr and less than 1 day) and experienced the lowest food shortage.

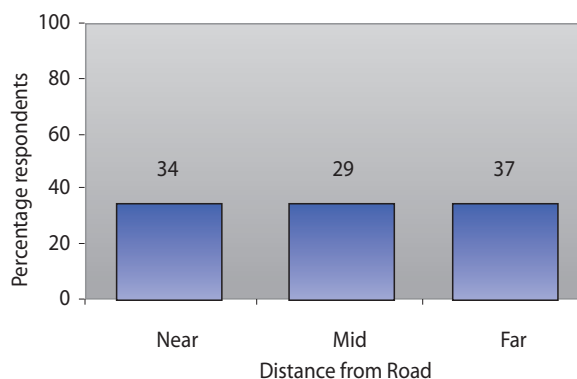


Fig 13 Food Shortage by distance from road

When disaggregated by gender, 31% of female respondents reported food shortage as compared to the 39% of male respondents who experienced food shortages.

Figure 14 shows the socio-economic category of the household by gender of head of the household as determined by the dzongkhag administration. On average, about 60% of all households (rich, middle, and poor) were male headed while 40% of all households were female headed regardless of socio-economic category.

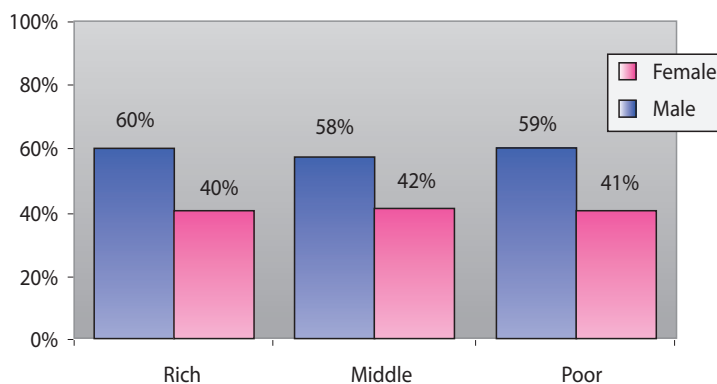
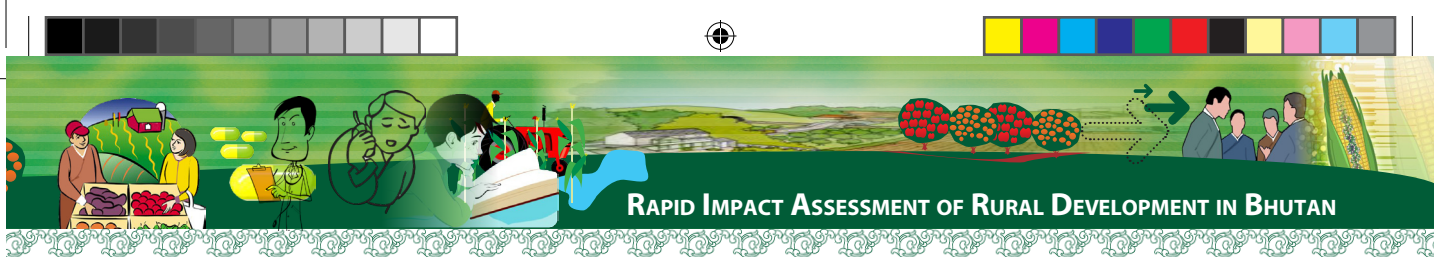


Fig 14 Socio-economic categories by gender of head of household



As brought out in the following figure, the main reason cited for food shortage was inadequate land (43%) followed by wildlife damage to crops (31%), unproductive land (22%), shortage of land (15%) and landlessness (4%). Some respondents cited more than one reason for food shortage, for example they had inadequate land and also lost crops to wildlife.

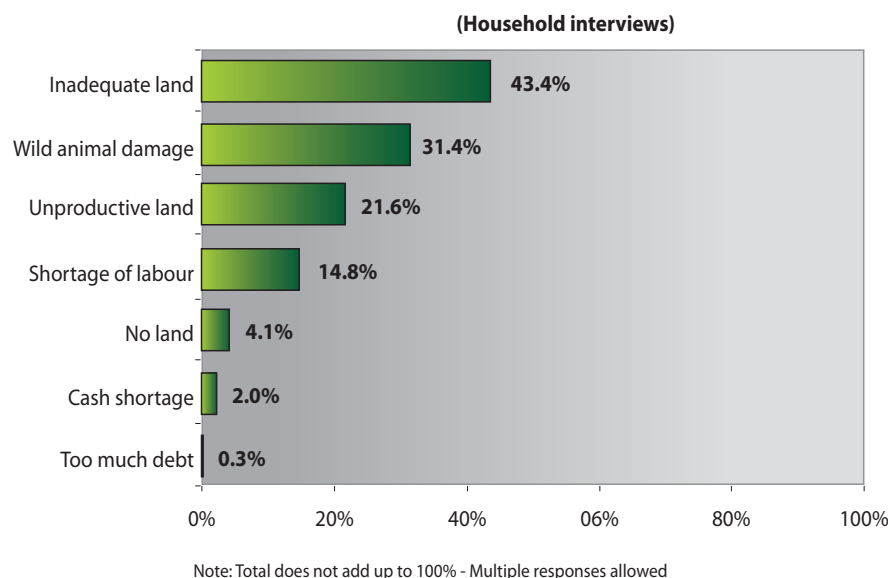


Fig. 15 Reasons for food shortage

At 69%, borrowing money from neighbours was the most common means by which food shortages were addressed. Working as wage labour for others was also widespread (63%) followed by borrowing grain from neighbours (41%). Some respondents resorted to two or more strategies to meet food shortages during the year. *For instance, they either borrowed money or grain, or borrowed money and worked for others.* On average, about Nu 6,800 is borrowed to meet food shortages while 295 kg of grain is borrowed through the year. The monetary value of borrowed grain, estimated at Nu 25 per kg of rice, amounts to around Nu 7,400.

Of those who faced food shortages and took loans, annually 177 kg of rice on average was used to repay loans while Nu 7,258 was repaid in cash, and 91 days of labour were performed to repay the loans (see Fig. 16). The monetary value of grain works out to Nu 4,424 and Nu 9,122 for labour at the estimated rates of Nu 100/day for labour and Nu 25/kg for grain.

It should be noted that some respondents resorted to all three means of repayment. For instance, some may have borrowed grain but repaid some portion of the grain loan by working for the lender, some amount by paying back money, and some amount by returning grain. Therefore, the amount of grain borrowed (on average 295 kg) does not necessarily correspond with the amount repaid (on average 177 kg). Likewise money borrowed (Nu 6,827) does not necessarily have to correspond with amount repaid (Nu 7,258).



NOVEMBER 2007

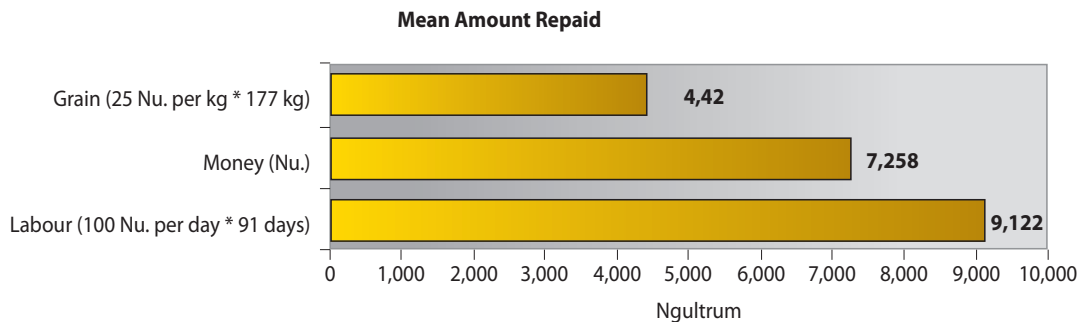
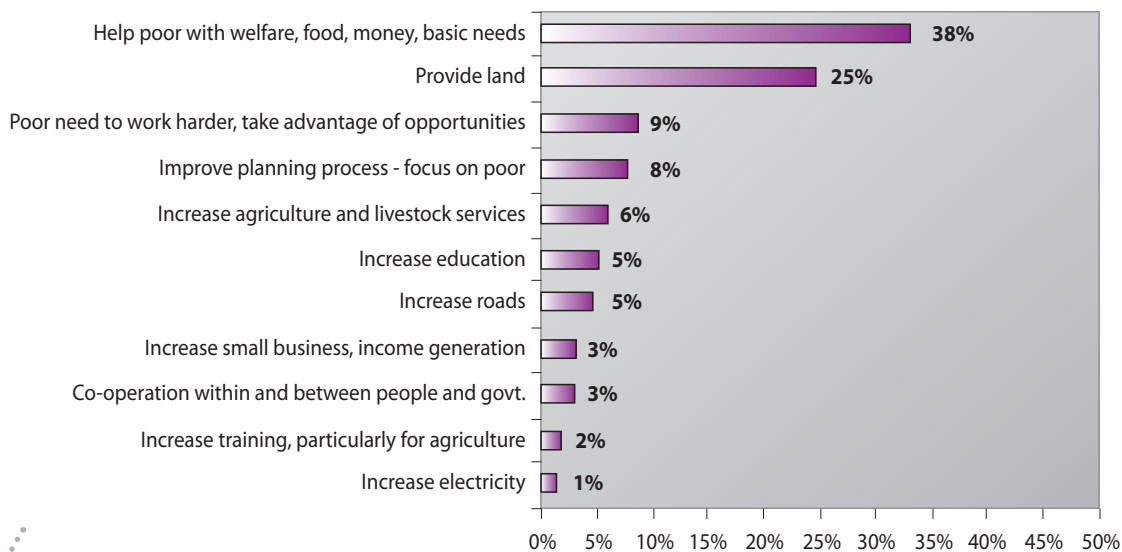


Fig. 16 Average amount repaid per year to meet food shortage

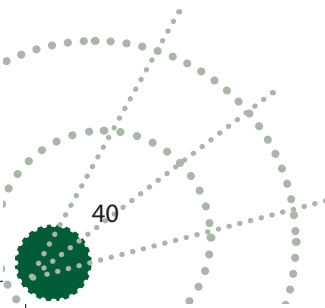
Suggestions from individual household interviews on helping the poor are given in Figure 17. The most frequent suggestion was to provide direct aid such as food, money, and other basic needs (33%). Giving land to the poor was also a priority (25%). It was also suggested that the poor need to work harder and take advantage of opportunities (9%). Another 8% of the respondents were of the opinion that the planning process should pay more attention to the needs of the poor. Multiple suggestions were allowed and some respondents may have suggested providing land for the poor as well as providing food and money aid and so on.

Suggestions for helping the poor (Household Interviews)

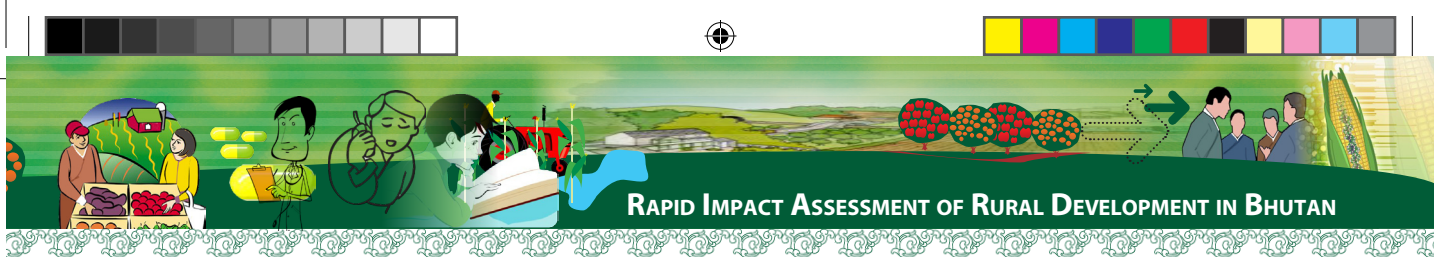


Note: Totals do not add up to 100% - Multiple suggestions allowed

Fig. 17 Suggestions for helping the poor



40



In terms of access to services, people facing food shortages also tended to have less access to services even though they may be living in the same village (Fig 18).

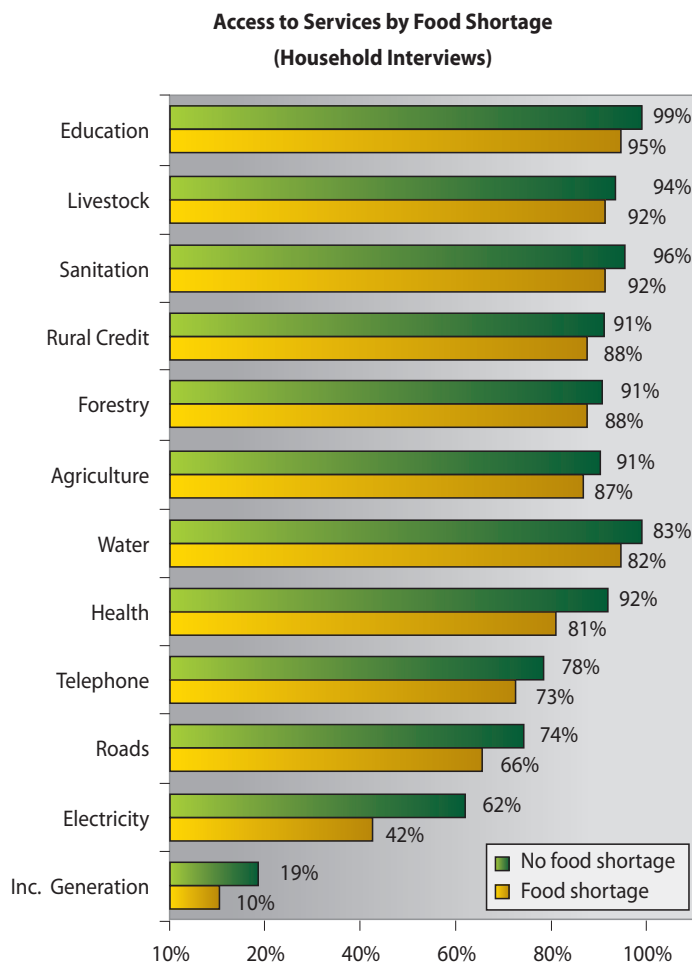


Fig. 18 Respondents' access to services by food shortage

The poor also tended to see less impact of development compared to those who did not face food shortages (Fig. 19). On a four point scale, those who faced food shortages rated development impacts at 2.2 while those who did not face food shortage rated it higher at 2.5.

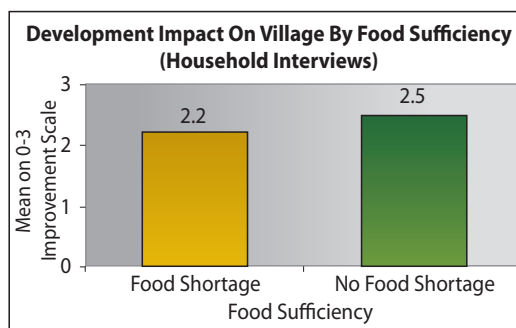


Fig. 19 Development impact on village by food sufficiency



Households who did not face food shortages perceived the impacts of all the sectors in a more positive light (on a four point scale) on food sufficiency, with the exception of forestry, than those who did face shortages. Those reporting food shortages considered forestry as more important for food sufficiency than those who did not face food shortages (see Fig. 20).

Improvement in Food Sufficiency: By Sector and Food Shortage (Household Interviews)

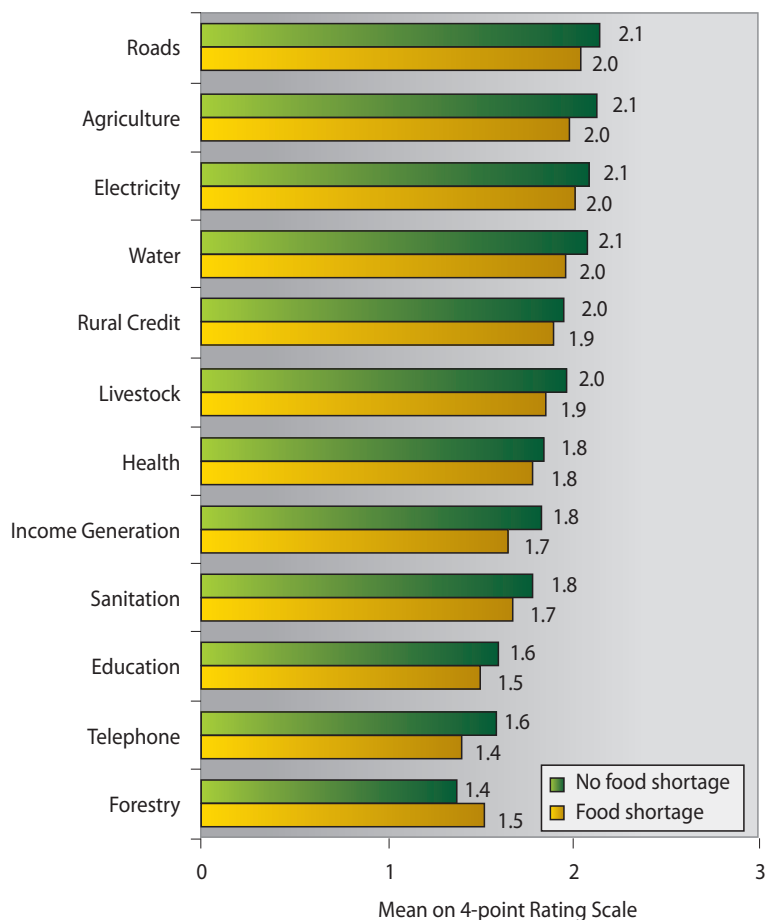
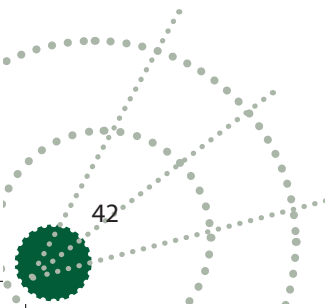
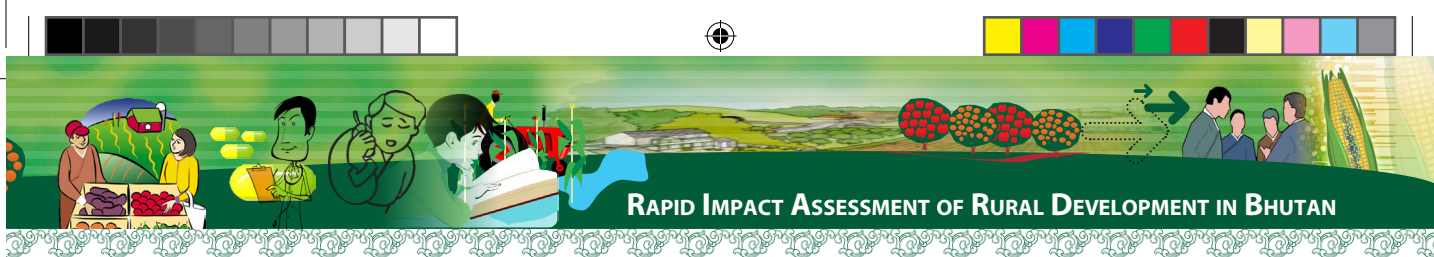


Fig. 20 Perceived impact of sectors on food sufficiency

An analysis to determine the service sectors that have the greatest and least impact on whether respondents reported perceived food shortages was undertaken. This analysis differs from that previously presented in that the interrelationships that obviously exist between service sectors is accounted for by a multivariate statistical process that weights the collinearity (relationships) between service sectors. The appropriate procedure is binary logistic multiple regression because the dependent variable, food shortage, is dichotomous (yes or no). The results are expressed as an odds function, namely the degree to which the service sectors increase or decrease the odds that a respondent reports food shortages.





It was found that education, with odds of more than five times, had by far the greatest power to predict food shortages. The simplest interpretation of this result is that education may be the most important factor in reducing food shortages for families; namely, education access reduces the odds for food shortage by more than five times. As can be seen from Figure 21, access to education increased the odds for not having food shortages more than five times, while access to health and sanitation doubled the odds of not having food shortages.

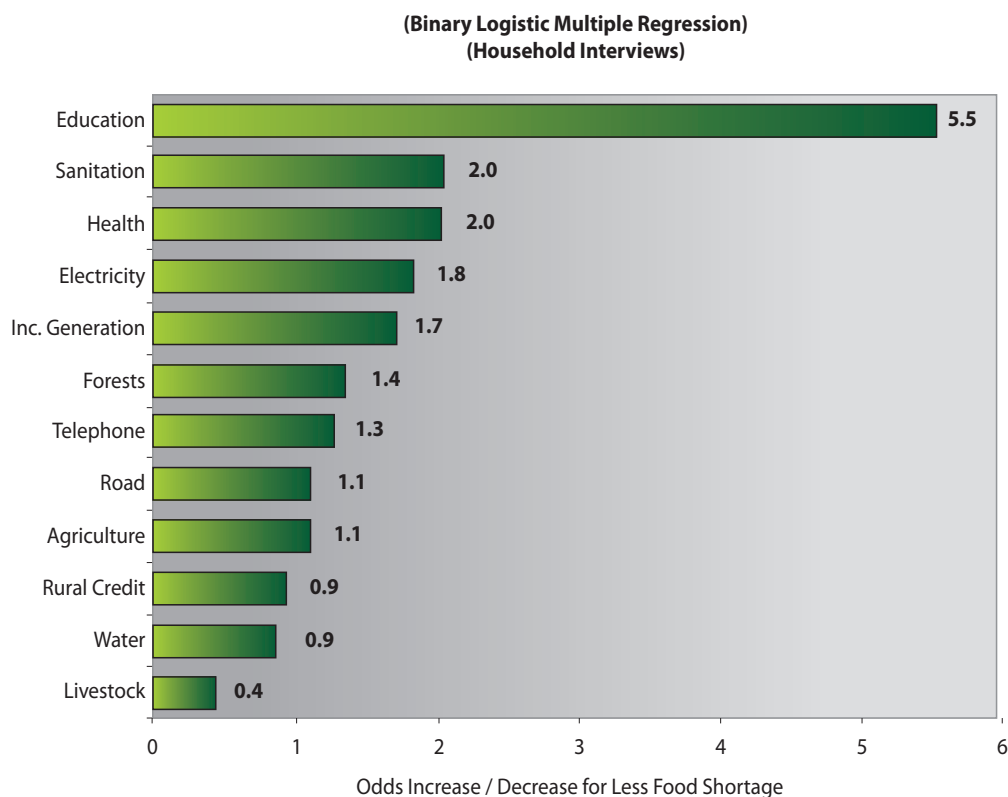
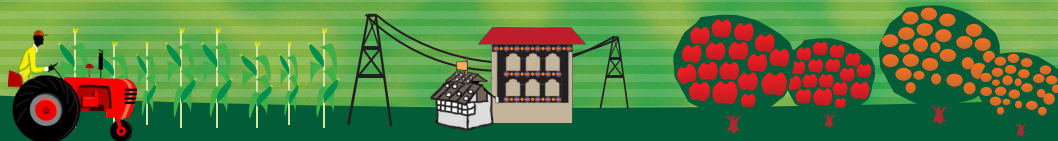


Fig.21 Relative impact on food shortage by access to services

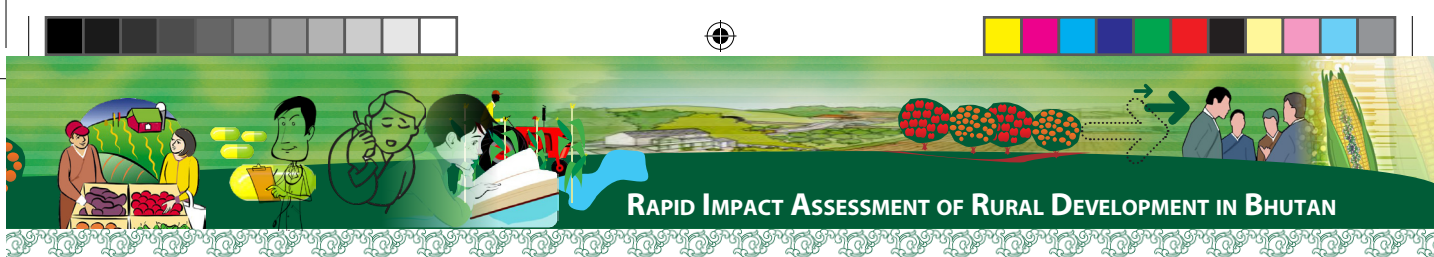
3.3.1 Key Findings and Analyses

1. The 35% of the survey respondents reporting food shortage corresponds closely with the 38.3 % of the rural population of Bhutan living under the poverty line as reported in the Poverty Analysis Report (NSB, 2004). So although development appeared in many ways to have had major impacts on improving the basic needs of the people, there are a substantial number of people who were still facing food shortages. About 50% of those who faced food shortage were food insufficient for more than four months which is a significant period of time. Poverty seemed to affect males and females equally with 39% male respondents reporting food shortages for the year as compared to 31% of female respondents. Likewise,



there was no difference between male headed and female headed households on socio-economic category since on average about 60% of all households (rich, middle, and poor) were male headed. This suggests that factors other than gender are responsible for poverty.

2. Of interest is the fact that the present survey recorded people facing food shortage from all the villages surveyed regardless of whether they were classified as least vulnerable or most vulnerable to food insecurity by the Vulnerability Analysis and Mapping (VAM) report (WFP/MoA, 2005). For instance, the VAM classified Kabjisa Gewog as one of the least vulnerable yet the present survey found that 15 out of 20 respondents in the village of Petari, Kabjisa Gewog face food shortages during some time of the year. This discrepancy can be explained by the fact that the VAM used the Knowledge Based Scoring (KBS) and asked only the dzongkhag sectoral officers to score the vulnerability of gewogs without actually doing an extensive field survey. On the other hand, the present survey actually went to the villages and asked the villagers themselves whether they faced food shortages or not and other details. This approach provided a more precise and refined tool for analyzing food vulnerability in Bhutan.
3. Inadequate land was reported to be the main factor for food shortage by about 43% of respondents and 31% reported wild animal damage to crops as the reason for food shortage. Unproductive land (22%), shortage of labour (15%) and landlessness (4%) are also important factors. All these factors hinge around the central theme of food and agricultural productivity. In fact, about 70% of the reasons reported for food shortage were directly land-related (inadequate, unproductive, and lack of land). Since the respondents are largely dependent on subsistence agriculture, increasing productivity is seen as a key factor in achieving food self sufficiency. However, and in spite of the low endorsement of debt as a reason for food shortages, other results made it clear that a critical factor in alleviating food shortage and achieving food security may in fact be credit. In the absence of a food welfare system, those who face food shortages often borrow food and money, and also work for the well-off to stave off hunger.
4. In monetary terms, working for others to pay off loans was the highest expenditure. Although money borrowed was paid back most frequently, on average, smaller amounts were paid back (Nu 7,258) when compared to repayment by working for others (Nu. 9,122). Repayment in grain was the least (Nu.4,424).
5. The main implication of these findings is that on average poor people spent 91 days per annum working for others to pay off debt. This is about three months of the year and often this work was performed during the peak agricultural seasons of the year such as transplanting, sowing, and harvesting as pointed out in the FGDs. This means the poor worked less on their own land during the peak agricultural season and by the time they start working in their own fields, often it is too late to produce a good crop. This in turn affects next year's productivity and leads to another cycle of borrowing to meet food shortages. In addition, what little grain they grew is sometimes used for repayment (on average 177 kg). This again leads to more borrowing during the lean months of the year, which



usually correspond with the 3rd, 4th, and 5th months of the lunar calendar (May, June, and July).

6. The poor may likely be getting caught in a cycle of borrowing and repayment through the generations. Lack of disposable income means that the poor often cannot make use of opportunities provided by the government such as farm roads, schools, and rural credit. A case study is presented in the box below.

Poverty and Debt

A field visit was made to the village of Chorten Neap, Kabjesa Geog, Punakha Dzongkhag between 22 Dec to 24 Dec 2006. The reason for visiting this village was that a recent farm road had been built and other development facilities such as an RNR centre, Gup's office, school, BHU, rural electricity, and drinking water had arrived over the years as part of the regular five year development programs. Mobile phones arrived in 2005. In short, all development facilities were available. In preparation for conducting the current study, the visit was made to get a general survey of the village and see the impacts of such development on the poor of the village.

Meetings with the entire village, *tshogpa* and *maangmi* were also held and individual meetings with households classified as living in poverty by the villagers themselves were conducted.

The villagers considered households which had to borrow food grains (rice) to tide them through the year as living in poverty or simply as those who did not have enough to eat. Out of a total of 48 households in the village, 10 households were classified as living in poverty.

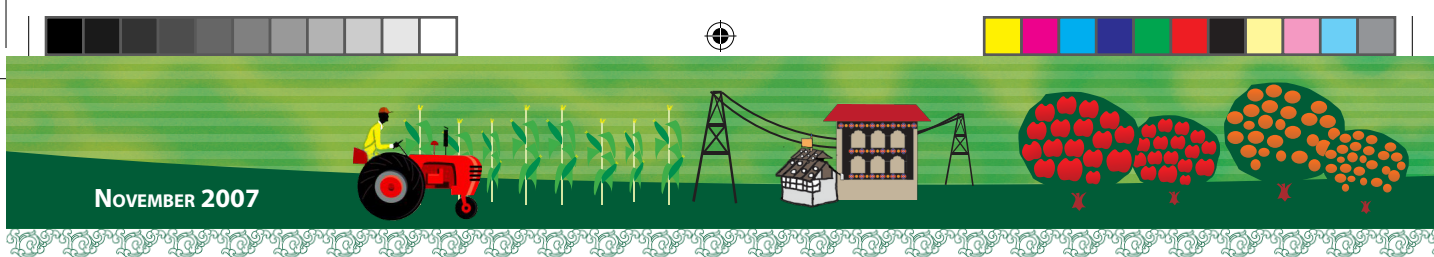
The reasons pointed out by the villagers during the meeting for the root causes of these households' poverty largely related to not having adequate land for farming or being landless. Having many mouths to feed, such families borrowed grain from neighbors since what they grow is not enough. They try to pay back the following year either in grain or in labour. Both burden such families as working for others to pay off debt means that they neglect their own work. Working to pay off debt is calculated at the national minimum wage rate of Nu 100 a day. The families are of the opinion that if they work for themselves, their labor is worth four or five times more in terms of productivity. If they repay the debt in grain, this leads to another cycle of borrowing and debt the following year. Thus they are caught in a debt trap.

The village meeting reached the consensus that release from debt will release the families from poverty.

The meeting suggested direct food grain aid for a year to these families to break the cycle of debt. Roughly, about 300 kgs of rice made available to a family for a single year. In cash value this is about Nu 7,500 (US\$ 160) per family. For the 10 families of Chorten Neap this is a total cost of Nu 75,000 (US\$ 1,600).

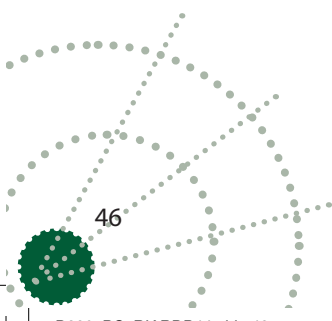
The ten families agreed that such food relief for a year will allow them to work for themselves in that year without having to work for others. They felt this would give them a chance to stand on their own feet.

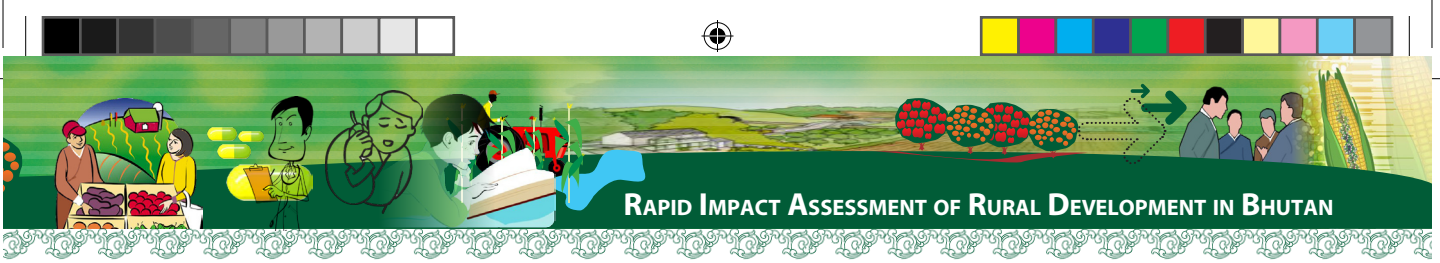
From: Poverty and Debt-Trap (Wangchuk, 2007)



3.3.2 Recommendations

1. The most frequent recommendation from the villagers for helping the poor, as reflected in the FGDs and the individual interviews, hinged around providing welfare for the poor. Providing direct aid such as food and money was a top priority. Hence, providing a one-time emergency food aid coupled with food banks operating on revolving mechanisms and managed by the communities themselves is essential. For instance, food or money aid could be provided to households facing food shortage initially for a year to break cycles of borrowing and working for others for food. A food bank (rice or maize) could be set up with initial donations. Food short households could borrow from this food bank during the second year at no interest rather than from neighbours at high interest. In the following harvest season they could replenish the bank the amount borrowed and so forth.
2. Support for charities and civil society organizations such as the Tārayāna Foundation that are already having an impact on the ground needs to be increased. A vast increase in activities such as cash support for vulnerable individuals, sponsorships of disadvantaged students, helping with housing for the poorest and other activities is needed to reach the 35% of the rural population who face food shortages. Support by allocating budgets for such civil society organizations is recommended when preparing national level five-year development plans.
3. Regular development planning has had a huge impact on development as highlighted above but the poorest have been left behind and more targeted and specialized interventions are needed to help the poorest. In other words, a village may have all development facilities and services provided through planned development, yet there are households who face food shortages in the same village. This indicates the need for specialized and targeted planning for the poor. Welfare schemes for food aid and other basic needs can be a regular feature of gewog development plans in addition to infrastructure development and service provision.
4. Providing land for the poor is also necessary to overcome food shortages. This may be more difficult to carry out since all arable land is already under cultivation. Where feasible, relocation from remote scattered settlements to areas with more productive land and larger settlements is recommended so as to increase productivity and reduce loss of crops to wildlife.
5. Management of problem species of wildlife is another critical necessity to overcome food shortage. However, in the absence of reliable data on wildlife population dynamics, it is difficult to manage wildlife such as the wild boar. It is therefore critical to support research on problem wildlife and their habitats as data from such research can be used to manage wildlife populations.





6. In addition to the material support, social advocacy such as providing guidance and support for the poor to take advantage of opportunities are also important.
7. Examples from other countries show that cash transfer programmes are now widely supported as an effective mechanism to reduce poverty. Not only can they encourage greater use of services, such as education and health, but also they can provide vitally needed income support to poor households. They have been successful in middle-income countries, such as Brazil, Mexico and South Africa. Other Latin American countries and low-income countries in Sub-Saharan Africa and Asia are considering them as a starting-point for integrated social protection systems.

8. 3.4 Planning Process

An objective of this assignment among others is “to assess the efficiency and relevance of the existing planning process and suggest ways of improving it”. To address this requirement, views on experiences with the planning process were solicited from senior officials of selected agencies at the central level in individual in-depth interviews. The survey teams also interviewed dzongkhag sector officials individually and in groups. Lastly, views were sought from villagers through a structured questionnaire in individual interviews. A separate group of villagers across gender and age groups also participated in FGDs.

The study tried to assess the extent to which the planning process led by the government has been successful or not. This is to provide feedback to the Planning Commission to enable it to chart successful procedures, but more importantly, to improve procedures or areas in the planning process with notable weaknesses and gaps.



NOVEMBER 2007

**Reasons Why Respondents (n=286)
Did Not Participate in Planning Process**

Reason	Percentage
Was not in the village	20
Did not know about it/Do not know what it means	20
Knew about it but was not invited	19
Another household member participated	18
Knew about it, but did not want to be involved	15
Other	8

Fig. 22 Reasons for non-participation in the planning process

3.4.1 Participation in the planning process

Household survey interviews

From the household survey that sampled a total of 1,141 respondents, 75% had attended planning meetings in their village. As given in Figure 22, the reasons cited by those that did not participate include: not being in the village (20% of respondents); did not know about it/do not know what it means (20%); knew about it but was not invited (19%); another household member participated (18%); knew about it but did not want to be involved (15%) and other reasons like other members attended, not confident, physical disability, venue too distant (8%).

Interviews with dzongkhag sector officials

Dzongkhag sector officials rated the general participation of villagers in the planning process as positive. However, they noticed that participation in the planning process could improve. The need for improvement is based on their observation that high attendance of meetings did not mean that participation was high. They noted a tendency for those villagers that were knowledgeable and influential and with some exposure to government, and therefore vocal members, to dominate planning session discussions and decisions. The responses of dzongkhag sector officials in the FGDs are given in Annex 4.

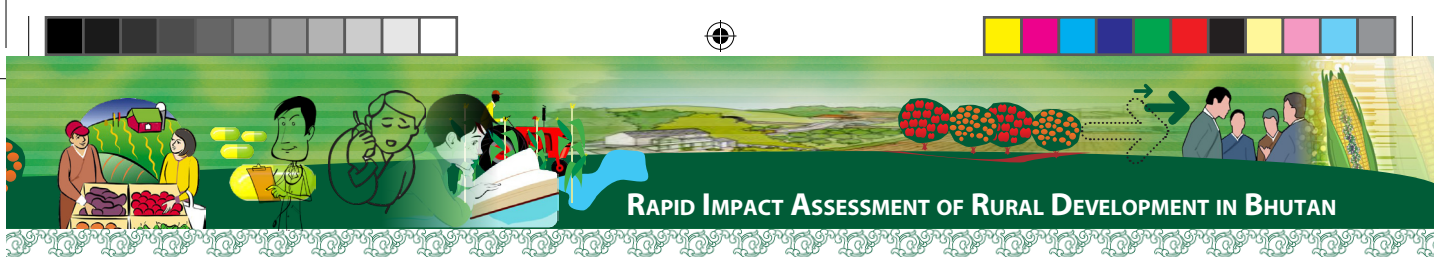
Regarding the participation of women in the planning process, the general opinion of sector officials was that their participation was poor (see Annex 5: Table 2). There were a few respondents who mentioned that participation was good and improving. Sector officials observed that, compared to the past, the number of women attending village planning sessions had increased. Some sector officials noted about an equal proportion of men and women attendees. Most sector officials rated women's

48

Rapid Impact Assessment of Rural Development in Bhutan

D290_PC_RIARDB4.indd 48

1/17/2008 4:25:04 PM



participation as poor since they claimed that women typically remained silent and did not express their views or even answer questions if asked. Sector officials also mentioned that there are very few women in posts like *Tshogpa*, *Gup*, *Maangmi* and *Chimi*.

In terms of participation of women in the decision-making process, again most sector officials were of the opinion that their participation was poor. The common understanding was that women usually were active in decision-making only in domestic matters. Although there were some sector heads that noted good participation of women in decision-making during planning, the majority of sector officials rated the involvement of women in the decision-making process as poor. They reported that it was always the men that decide issues in the planning process. Women remained silent and when asked for input, they usually corroborated the views of the men. The responses of dzongkhag sector officials in the focus group interviews on participation of women in decision-making process are given in Annex 5: Table 2.

3.4.2 Evolution of development planning

Central level

Discussions at the central level revealed that, since 1961, development has improved the quality of life in rural Bhutan. However, the government's role in development has been seen as the provider of '*kidu*', which may have made peoples' expectations even higher. This may be due to the recent history of grassroots planning and implementation of development plans. Bottom-up planning was initiated only from the 8th FYP, with community participation including labour contribution as well as articulation of their development needs and priorities.

Household survey interviews

The household survey questionnaire was framed to include aspects of the planning process implemented at the village level and the participation of community members in planning developmental activities for government assistance for the five-year development plans. The results indicate that most respondents noticed a difference in planning with the process becoming more transparent, community-centered and consultative in recent times. They reported being consulted on their priorities, needs were honored by local leaders and the government, activities delivered were of a good quality with staff progressively de-concentrated to gewog level. However, timeliness of service delivery appears to be a concern. The increased involvement of women in the planning process was noticed by most respondents. Almost three quarters of respondents were also aware of the budget constraints faced by the government for funding development activities (see Fig. 23).

The most negative responses from half of the respondents concerned contributing labour for developmental activities in their village or gewog. The community's proposal for activities was not always endorsed as brought out by the fact that more



NOVEMBER 2007

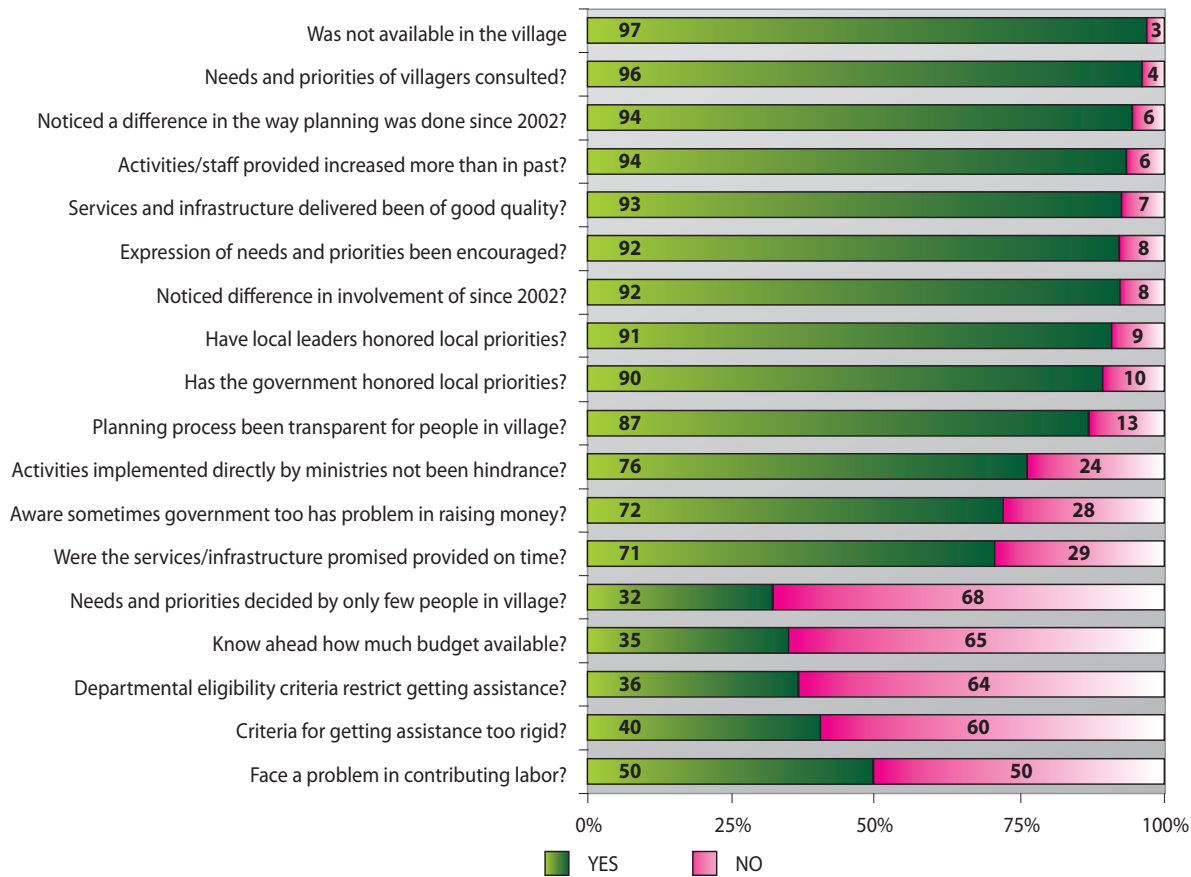
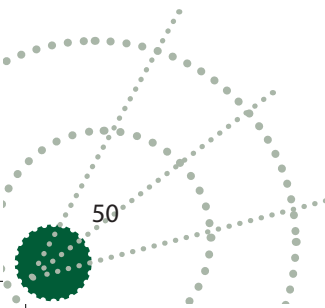
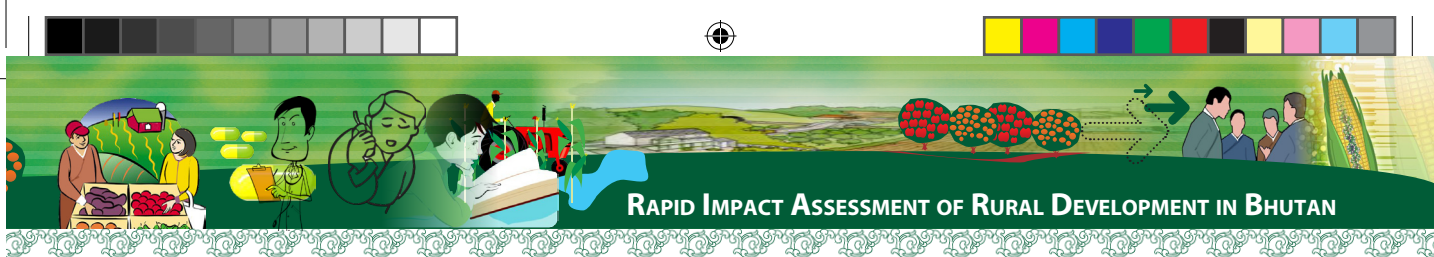


Fig. 23 Households' perceptions on the planning process

than a third of respondents did not receive support for all the activities proposed. According to the respondents, this was because of the prohibitive departmental criteria disqualifying the village for assistance. Three quarters of the respondents also reported that centrally implemented projects like telecommunications, power, and feeder roads are not a hindrance to village development. Only about a third of the respondents knew the amount of budget available for their village development. About a third of the respondents also stated that needs and priorities are decided by only few people in the village.

Figure 24 presents the percentage of total male and female respondents that answered "Yes" to the same list of questions on the planning process in the household survey discussed above. It is observed that about the same proportion of male and female respondents answered in the affirmative to most of the items. A higher percentage of males than females perceived that their expressions and needs had been encouraged. Also a higher proportion of men felt that the planning process had been transparent and more men were aware that the government sometimes faced constraints in mobilizing funds for local development. On the other hand, a higher percentage





Perceptions about Planning Process Characteristics By Gender

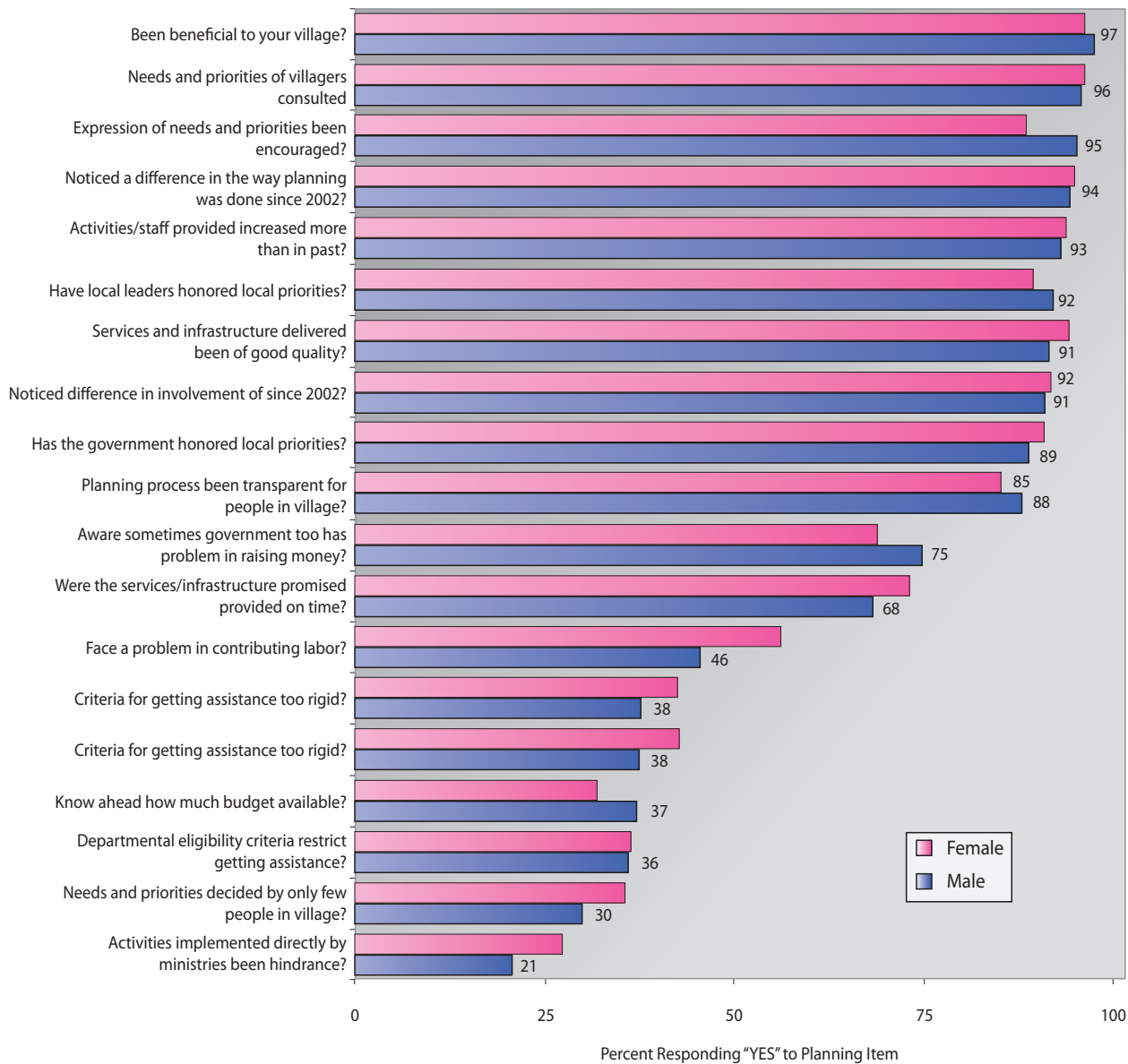


Fig. 24 Perceptions on the planning process by gender

of women felt that local leaders honoured local priorities and that infrastructure delivered was of good quality. Figure 24 also shows that the responses of females are higher in the items such as: facing a problem in contributing labour; those perceiving rigid departmental criteria for qualifying for assistance and activities implemented by central level ministries and agencies had hindered local development. A higher proportion of males knew of the budget available for their village development.

Dzongkhag sector officials

Dzongkhag sector officials were also asked through focus group and in-depth interviews about their perception of changes in the planning process. It was widely observed by sector heads that, as compared to the past, bottom-up planning was taking place. This implied that planning was now more based on needs of communities and that increasingly decisions were being made at the grass-roots. However, there were also views that there had been minimal financial decentralization (budgeting, expenditure and accounting) to lower levels.

The main change observed by the sector officials in the planning process while preparing the last two Five Year Plans was that planning now was more consultative and is initiated at the *chiwog* and *gewog* levels (see Annex 8: Table 4 for details). They confirmed that the needs and priorities were then discussed in forums like the GYT and DYT in contrast to the past when planning was done centrally and then imposed on local government institutions like the GYT and villages. Sector officials felt that, increasingly the views and needs of the village and *gewogs* were more central rather than those of the dzongkhag or the ministries, and local governments were given substantial authority to propose and prioritize required development activities.

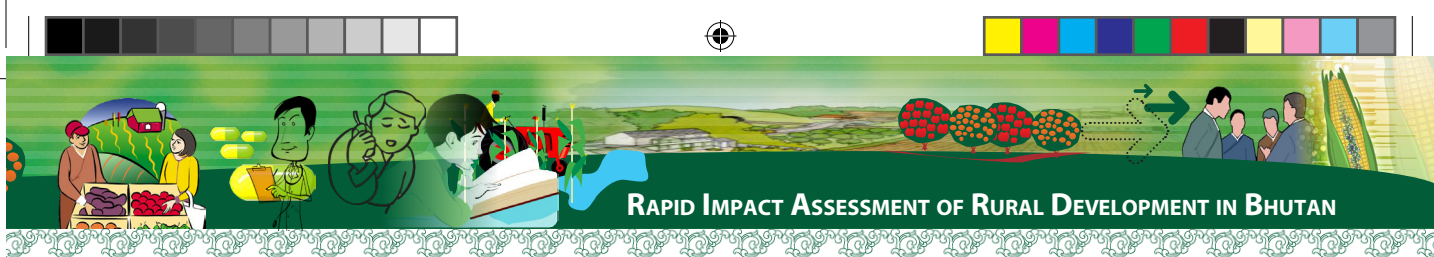
3.4.3 Challenges in the planning process

Central level sector heads

Central level stakeholders felt that the planning process could have been better managed through facilitation for envisioning, planning, and prioritization. The lack of such facilitation resulted in 'shopping lists' from *gewogs*. Most of the central stakeholders interviewed strongly suggested that the planning process would best be served by a greater focus on providing increased time and human resources. Sufficient time in the up-front planning would encourage greater understanding, sharing of knowledge and skills, and most importantly, facilitate greater coordination between the many entities working to implement an ambitious mix of development activities. If increased time and human resources can be provided in concert with a more appropriate funding cycle, there would likely be net savings in the down stream implementation activities.

The recommendations most strongly voiced for improving the intended bottom-up planning and implementation efforts are listed below:

1. Allocate more time for the planning process.



2. Synchronize funding cycles with planning processes.
3. Provide more trained sectoral staff for interaction with GYT during the planning process.
4. Provide more GYT support staff, along with increased training, to manage (plan, implement, monitor, and evaluate) development activities at the gewog level.
5. Increase and regularize dialogue between PCS with ministries and departments to improve the efficiency of the planning process and implementation of development activities.
6. Foster greater co-ordination of inputs (time, planning, formats, budgets, manpower) to facilitate uniformity of the planning process and implementation of development activities.

Dzongkhag sector officials

One of the main challenges confronted by dzongkhag sector officials in the planning process was their limited capacity for facilitating planning. Most dzongkhag sector officials were of the opinion that the time allocated for planning was inadequate, resulting in rushed planning and consequently ambitious plans from villages. Sector heads said that an outcome of this deficiency, in “over-planning” as they called it, was that many activities were not implemented. The limited capacity of village and gewogs to plan better was also seen as a challenge. They observed that this situation presented opportunities for local elite to dominate planning sessions. Sector officials’ recommended training of GYT members, particularly in resource analysis, prioritization of activities and financial management for effective planning to occur.

There were a number of challenges mentioned by sector officials pointing to possible inadequacies in the content and procedures of the planning process. An example quoted is the limited concurrent financial decentralization with administrative decentralization. The sector officials also mentioned that in terms of content, implementers like dzongkhag staff lack capacity in understanding and delivering procedures for planning. As a result they were unable to effectively facilitate the planning process with local governments. Some sector officials expressed that the planning techniques of the Planning Commission such as the Results-Based Management was complex and that the diverse planning and reporting formats among ministries was inconvenient.

3.4.4 Improving the planning process

Household survey

In the household interviews, respondents were presented with an open-ended question that asked for suggestions on improving the planning process and the narratives were then coded into identified categories. It is notable that there were



470 out of 1,141 persons in the category of those that did not have any suggestion or did not answer the question. It was also noted that, apart for some response like “improve planning process” and “promote greater cooperation within and between people and government”, most of the respondents did not really answer the question on improving the planning process. Some responses appeared like desired outcomes of planning processes. However, most responses did shed light on suggestions of villagers on actions that the government could consider for targeting the poor sections of rural society. Topping the list of suggestions is providing land (n=130) followed by helping the poor with finances or loans and tax breaks (n=117). Others suggest provision of basic facilities and services in rural areas.

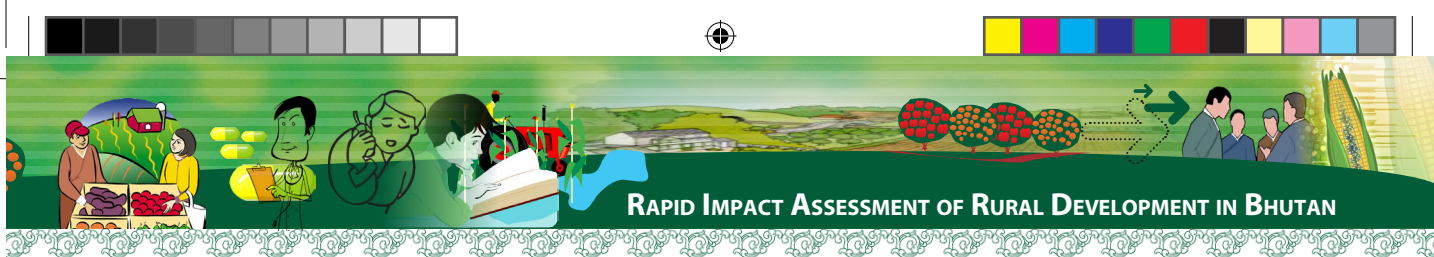
Dzongkhag sector officials

Dzongkhag sector officials’ suggestions to improve the planning process included the importance of training gewog and *chivog* level functionaries on planning techniques and budgeting. They felt that training of gewog and village functionaries would ensure that realistic plans and prioritized activities are proposed based on implementation capacity of the village and for the general benefit of the village. Sector officials also mentioned that adequate time is necessary for planning. They saw the need for information on sectoral policies and procedures to be disseminated widely. Some suggested increased efforts to avoid coincidence of planning process with peoples’ activities, better linkage of gewog with dzongkhag and central plans, greater capacity building for dzongkhag planning facilitators, central planners coming to dzongkhags to work in the planning process, increasing communication facilities, instituting a more targeted approach, initiating procedure for implementation of non-planned activities, monitoring and evaluating the planning process by PC, regrouping smaller villages with larger ones, relaxing criteria, simplifying the planning process, and standardizing the planning procedures for all dzongkhags (see Annex 5: Table 6 for details).

Table 7 in Annex 5 summarizes information from the household survey of the open-ended question on improving the planning process for the poorest villagers. The information shows that, whilst villagers suggested encouraging ways of integrating the poor actively in the planning process through more pro-poor planning, there were also suggestions on spending time for pro-poor needs assessment with better communication.

Village focus group discussions

The villagers in FGDs, to improve the planning process, suggested greater grassroots planning and transparency in planning operations. Some discussants felt that plans should go directly to the central level as they claimed that the DYT often slashed their priorities. Others also supported sector heads in the need for training/capacity-development and more time for effective planning. Other suggestions included the need to decentralize budgeting and have better cooperation between all stakeholders involved in the planning process.



FGDs on the planning process indicated that in order to improve the planning process for the poorest people in their villages, more time was needed for planning so that the needs of the poor could also be accommodated. Villagers also advocated a comprehensive awareness campaign on the planning process to ensure good participation among villagers. Some villagers also felt that influential persons should be prevented from dominating the planning meetings.

3.4.5 Key Findings and Analyses

Experiences with the planning process

The fact that 25% of the total respondents did not participate in the planning process, as shown from the household interview responses, is of concern. The reasons cited for non-participation suggest that procedures could be improved for ensuring better turn-out of villagers to these meetings. That two fifths did not know about it or were not invited suggests that information stressing the importance of the meeting may not have been relayed clearly and widely. The 15% that knowingly did not want to be involved also points to the need for better information and education dissemination. A campaign may have to precede the planning process so that people are not only available in the village at the time the event is held but also to ensure they are motivated and interested to participate. The need for more time to accommodate such activities becomes all the more important.

Since the 9th Plan, the planning process started at the *chiwog* level with villagers discussing and prioritizing their development needs before submission to the next administrative level (i.e., the Gewog Yargye Tshogchung). The process may not have been perfectly implemented, as acknowledged by most planners in the government. This may have been due to the varying capacity within dzongkhags to facilitate such an approach, capacity constraints at the village and gewog levels to work with the newly-introduced approach, and government agencies being unprepared to facilitate such a process. Still, villagers have noticed a reversal of roles that now places more responsibility of planning at village and gewog levels. This was a drastic change from former practice whereby developmental activities and programmes flowed down from higher levels. The new approach is coupled with the government listening more than before to people's views and acknowledging their priorities as evidenced in priorities being forwarded to the GYT, and onward, inducing broad-based participation of local players in the development process.

The fact that decentralized planning and prioritization activities may not have entirely succeeded is evidenced by the responses in this survey that just a few people typically decide the priorities of the village. In some villages responsibility appears to have been transferred from the government to the rich, influential and vocal few. This indicates a need to improve the planning process to prevent elite capture, for it defeats the purpose of grass-roots participatory planning and development. A review of the 10th Plan Guidelines issued by the Planning Commission indicates that the guidelines issued are quite broad and dzongkhag-centric with very little guidance for gewogs. It



appears that more specific and clear guidelines devoted for gewogs and villages are necessary. As the forms contained in the Guidelines are more relevant for use by the dzongkhags, simpler forms that gewog and village functionaries can understand and use for planning need to be developed. On the other hand, the National Monitoring & Evaluation Manual decentralizes M&E up to gewog-level.

The government has been proactive in making available additional staff for better quality services delivery in the villages but activities are not implemented or completed on time. The delay in implementation and completion can be attributed to an inherent weakness in the system of fund releases for development activities to dzongkhags from the centre. The delay impacts adversely on the work plans of the dzongkhag sector implementers and the farmers (for their labour contribution). Often implementation is planned during peak and critical work periods in the farmers' agricultural calendar. The short working season in the dry months of the year for construction of infrastructure may also contribute to late completion of projects.

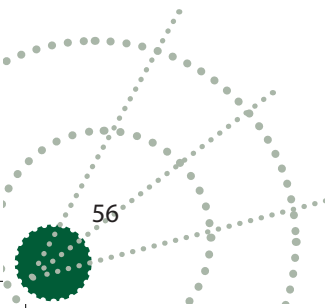
With the on-going exodus of young and qualified people for education and employment and the migration of the more physically able-bodied people to urban growth centers for better opportunities, Bhutan's villages already face a severe shortage of economically-active people. Increasing farm labour shortages in all parts of the country is a problem. Given such a scenario, if centrally-planned and executed programmes further require villager labour, it could stress the already labour-deficient rural households.

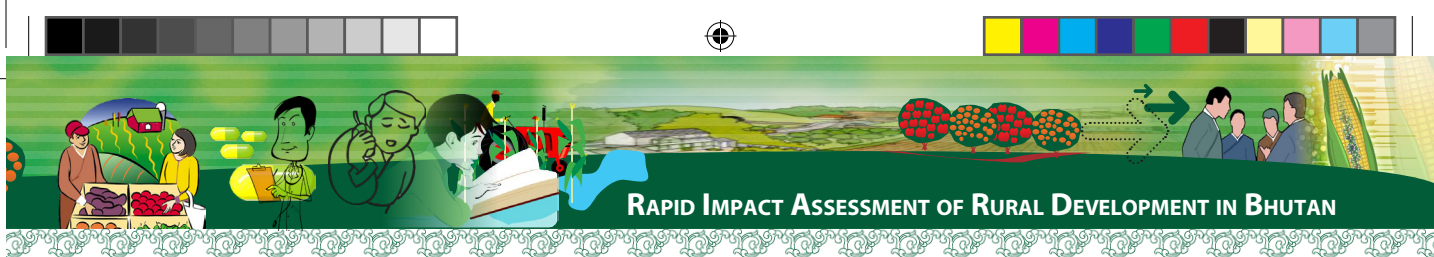
Another pertinent area in the planning process is transparency. Although planning may be done in a public meeting, people could be made more aware of budget allocations for activities to be implemented. People also need to know of constraints in government budget that sometimes dictate whether projects are taken up or not or deferred. Dissemination of such information could avoid misunderstanding and possible loss of faith between the government and communities.

The planning process currently carried out is a one-off event and commences at the village level. Once the plans are made, a system for farmers to check on the plans does not exist as monitoring is done by the GYT. Since planning starts at the village level, the process should include M&E at the *chivog* level. Therefore, in order to allow villagers more involvement with their development plans, and at the same time get accustomed to the planning culture, it may be worthwhile to institute a system for monitoring village projects by villagers themselves. Similar systems for monitoring the progress of projects have already been instituted by some sectors such as rural water supply and community forestry management groups which could be used as a benchmark for design. Capacity-building of gewog and village leaders has been mentioned as a suggestion at all levels to improve the planning process.

Participation in the planning process

Participation may sometimes be interpreted solely as attendance in meetings. Participation takes on a deeper meaning of involving oneself in a meeting besides physical presence through expressing views, making one's point, asking questions,





seeking clarifications and among others engaging in dialogue. If these are some of the attributes of participation, then it appears that the planning sessions are currently the domain of men from the results of the interviews and group discussions. Lack of representation of women in political posts could also be an indicator of limited women's participation in planning and politics. This is an area that emerges as a weakness. In view of such gaps, the planning process could include special procedures for encouraging women's participation by addressing their concerns to induce fuller participation.

The participation of women is very high in terms of labour contribution in the construction of facilities in rural areas. This is because mostly women stay back in the households while men are away on business or to attend to matters that have to be taken up at the dzongkhag headquarters. Therefore, this may suggest that labour for facilities benefiting whole villages is being increasingly contributed by women. Since women balance domestic work with agricultural tasks and such labour contribution, the survey findings suggest that they bear a 'double burden'.

Improving the planning process

It is noteworthy that most responses did not really answer the question on improving the planning process except for some responses like "improve planning process" and "promote greater cooperation within and between people and government". Other responses appear to more about desired outcomes of planning processes, rather than the process itself. However, the responses did shed light on suggestions of villagers on actions that the government could consider for targeting the poor sections of rural society.

Land is the most precious resource in rural areas in Bhutan and the acreage of land a villager holds is an indicator of a farmer's socio-economic status in the community. The poor have small landholdings or very unproductive land. Therefore, the suggestion for land *kidu* for improving the condition of the poor deserves consideration. Though land is a scarce resource, the landless or those with very small parcels of land can apply to the government for land. Resettlement schemes in the past have provided many landless households with the opportunity to successfully improve their livelihoods.

In view of the challenges confronted and the suggestions proposed by the sector heads and villagers, it seems that the planning process can be improved. Sufficient time for planning and adequate capacity-building in planning techniques and tools of both dzongkhag staff, who will facilitate the process, and gewog and village functionaries that will participate in the planning sessions are important. Simple and uniform procedures across ministries could ensure that dzongkhags fulfill the minimum planning and reporting purposes and yet meet requirements.

Survey responses as well as outputs of the dzongkhag sector officials' interviews and village level FGDs suggest that planning sessions are dominated by relatively few people. It appears that village planning could benefit by increasing fully inclusive participation. Facilitators could ensure all-round participation in the planning process rather than acceptance of views and priorities forwarded by a few persons. Again,

this calls for a need for capacity-building in staff to induce participatory planning with appropriate methods and techniques.

Women traditionally enjoy the status of decision makers in the domestic front but when it comes to the public sphere, they seem to lack the confidence in expressing their views and in contributing to decisions. That this continues to occur during the village planning sessions indicates a need for reorientation in approach to ensure the full and active participation of women. It needs skilled and patient facilitators to encourage women's expression in a public gathering of men and government officials. Carrying out planning procedures separately with women, preferably with women facilitators, could also ensure that women's voices are heard and acknowledged.

3.4.6 Recommendations

1. Provide sufficient time for planning and schedule planning sessions with farmers' free time. At the same time, sensitize villagers on the planning process through awareness campaigns to ensure better attendance and participation.
2. Build capacity of GYT support staff to manage (plan, implement, monitor, and evaluate) development activities at the gewog level and ensure that financial decentralization and transparency at village level occurs. The capacity of village functionaries in planning processes should also be built to achieve wider participation.
3. Build capacity of dzongkhag and gewog-based government staff in facilitation of planning processes to deter domination by the influential and ensure participation and decision-making, particularly of women in the planning process.
4. Develop a Planning and Monitoring & Evaluation Manual for gewog and village levels including participatory rural appraisals describing participatory approaches that facilitators can use with villagers, including simple formats that villagers can use for planning and M&E.
5. Increase dialogue between the Planning Commission and the ministries and other agencies to improve the efficiency of the planning process and implementation of development activities.
6. Affect greater coordination of inputs (time, planning, formats, budgets, manpower) to support more uniform planning process and implementation of development activities. At the same time, synchronize the funding cycles with planning processes.



RAPID IMPACT ASSESSMENT OF RURAL DEVELOPMENT IN BHUTAN





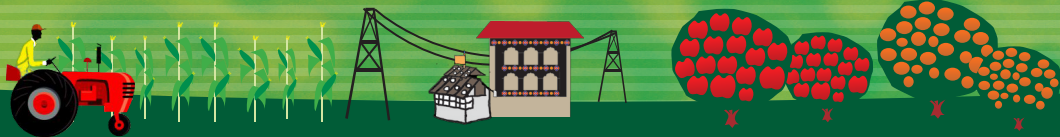
NOVEMBER 2007



REFERENCES



- Bhutan Living Standards Survey 2003, National Statistical Bureau, July 2004
- Decentralization Outcome Evaluation Report, (UNCDF, Danida, JICA, Helvetas & SDC), 2005
- Household Income & Expenditure Survey (Pilot), CSO, Planning Commission, October 2001
- Human Development Report 2006, UNDP, New York, 2006
- Ninth Five Year Development Plan (2003-2007), Planning Commission, 2003.
- Pilot Participatory Policy Impact Assessment of Rural Roads on Poverty, Department of Planning, 2003
- Planning Commission Brochure, Planning Commission, October 2006
- Population & Housing Census 2005, RGoB-UNFPA, 2006
- Poverty Assessment & Analysis Report, Planning Commission, 2000
- Poverty Assessment Report, National Statistical Bureau, August 2004
- Poverty Outcome Evaluation, UNDP, November 2005
- Poverty and Debt in Rural Bhutan, unpublished report to UNDP by Wangchuk, T., 2007.
- Vulnerability Analysis and Mapping, WFP and MoA, 2005.



NOVEMBER 2007



Notes on Methodology for Rapid Impact Assessment of Rural Development (RIARD)

1. Study Design

This study was a cross-sectional, mixed methods interview survey documentation of the perceptions of stakeholders at multiple levels. It constituted a formative, guiding exploratory effort, as well as a summative, albeit non-judgmental, documentation of the perceptions from a variety of stakeholder respondents.

This study began with qualitative pilot evaluation visits to five selected villages in order to provide guidance in constructing a more valid mixed methods quantitative study. Qualitative methodologists, in using naturalistic approaches, pay careful attention to context, and favor breadth, depth, and richness of the information they can collect over the efficiency and strict consistency of purely quantitative methodologies. Qualitative evaluation strategies also tend to encourage greater collaboration and partnering among stakeholders in the formulation of studies and interpretations of results. On the other hand, it was also recognized that qualitative evaluations were vulnerable to bias, whether intentional or not, and require a great deal of time, resources, and energy to complete in a valid manner. In comparison, a great advantage of more traditional quantitative survey methods is the reduced time and energy required, thus generally allowing for much larger samples than qualitative studies.

The funding for the current study clearly required, at minimum, a mixed-methods approach to increase time efficiency, yet allow sufficient qualitative input to provide greater richness to the coded data. Therefore, this study was designed to meld the positive aspects of both qualitative and quantitative methods. For example, twenty focus groups and multiple central level stakeholder interviews were included along with a large number of structured household surveys (n = 1,141). Yet, while these household surveys necessarily contained mostly closed-ended items, respondents were repeatedly asked if they would like to add comments to their responses. The depth of experience and knowledge of the stakeholders both at the central and village level and the knowledge of local experts and consultants, Planning Commission Secretariat, and UNDP provided rich background and context.

General Survey Question Domains

Irrespective of the specific assessment protocol (e.g., household survey, FGDs), questions aimed at the following two aspects related to the following impact assessment questions:

For Impact Assessment Question 1: How have development efforts impacted rural livelihoods and standards of living?

- Questions about changes in access to sector services (see below) for households
- Questions about impacts of sector services on rural livelihoods and basic needs for households viz.:
 1. Income
 2. Food Security
 3. Quality of Housing

For Impact Assessment Question 2: Which aspects of the planning process have worked well, which aspects have not worked well, and how does the planning process need to be modified to alleviate rural poverty?

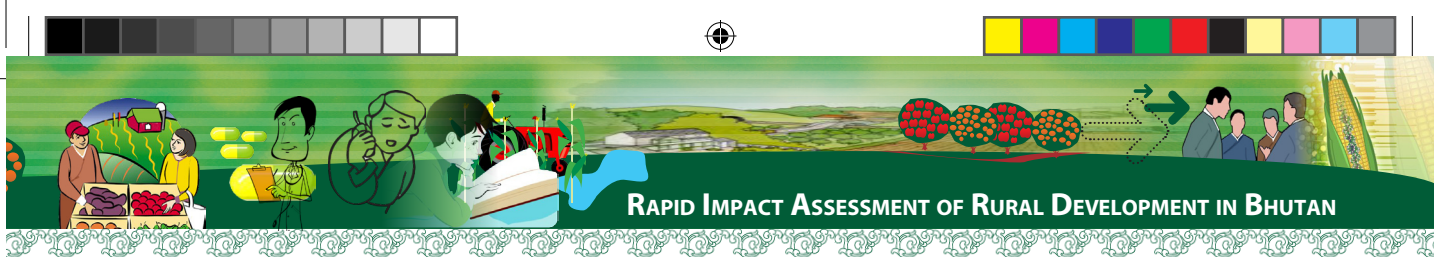
- Questions about the effectiveness of the planning process for households
- Questions about rural poverty assessed mainly through food shortage

The most important point made above is that the questions about development impacts contained the key operationalization of “rural livelihoods and basic needs.” Given that the Prime Minister’s directives emphasized a focus on the rural poor, it was decided that the most salient aspects of a viable livelihood and a positive standard of living were (1) income (2) food security and (3) quality of housing. Income, quality of housing, and food security (or ‘food sufficiency’ as it was referred to in the surveys) were also concrete concepts, which contributed to reliability and validity of responses from participants. In summary, income, food security, and quality of housing became the primary indicators, and thus the specific defining terms for rural livelihood and standard of living.

Service Sectors Assessed

Interview items with respect to the above impact assessment questions were addressed within the following sectors of development efforts:

1. Agriculture
2. Education
3. Electricity
4. Forestry
5. Health
6. Income generation
7. Livestock



8. Roads
9. Rural credit
10. Sanitation
11. Telephone
12. Water

A series of questions was asked about whether it was the perception of the respondent that access to services and infrastructure within the above sectors increased, and if so, whether increases improved income, food security, and quality of housing.

Information across Many Sources

Interpretation of data, summaries, and recommendations for the final report were based on qualitative and quantitative data gathered from individual and group interviews based on the following sources:

1. **Field Visits:** Observations, open-ended interactions for field testing of survey items
2. **Central Level Stakeholders:** Open-ended, semi-structured interviews addressing respondent perceptions
3. **Dzongkhag Level Stakeholders:** Open-ended, semi-structured interviews addressing respondent perceptions
4. **Village Groups:** FGDs with respect to participant perceptions
5. **Household Interviews:** Semi-structured interview survey addressing respondent perceptions

The Nature of Assessing Perceptions

It is very important to recognize the value as well as the caveats in documenting respondents' perceptions rather than focusing on potentially verifiable facts. A guiding assumption of this outcome assessment was that while perceptions may or may not reflect actual realities, perceptions are indeed realities for the individual. Of course this assumption was predicated on the additional assumption that a respondent will, in general, sincerely and honestly express their experiences. Prior studies have demonstrated that with proper training, enumerators can effectively explain the intent of the study to respondents, gain their trust, and offer full assurances of confidentiality. With this process, respondents were typically very willing to share their true beliefs, values, attitudes, and opinions. Of course, even if questions were asked that might be verifiable, a respondent could still offer incomplete or inaccurate information. However, in offering biased information on a given item, intentionally or not, respondents tend to err just as often in a direction inflating statistics as in a direction deflating statistics. Therefore, these errors introduced by intentional or unintentional deception tend to be random in the big picture, thus statistically canceling and producing point (e.g., means, percentages) or co-relational estimates that were still quite accurate.

2. Sample

The sampling frame and sample size was designed to optimize representativeness and statistical validity of summary descriptive results. In addition, the sampling design adequately addressed the challenges of practical study constraints, such as those imposed by the logistics of contacting and surveying households in remote areas of Bhutan.

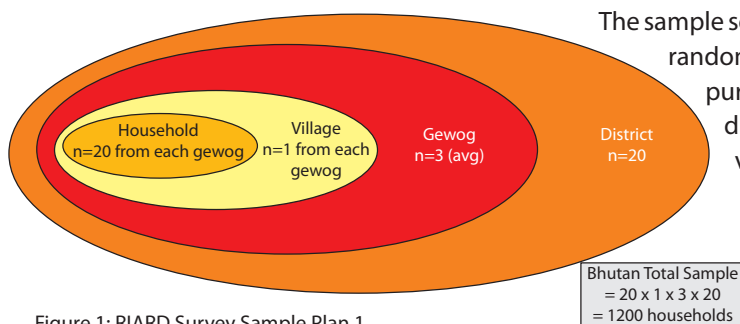


Figure 1: RIARD Survey Sample Plan 1

The sample selection was based on a quasi-stratified random sample, with varying degrees of purposeful and random sampling by district, gewog, village, distance of village from the nearest road, and a categorization of household wealth. The intention was to provide a balanced mix of representation based on both relative population and political boundaries for the 20 districts and 205 gewogs distributed within them.

The 20 districts constituted the first level in the sampling scheme. There was a weighted sample of 57 gewogs chosen across the 20 districts, such that each gewog selected, in turn, typically had a sample of 20 households surveyed from a single village within a given gewog. Therefore, the average of 20 households from 57 gewogs provided a total sample near the targeted 1,200 household interview surveys (actual n = 1,141). See Figures 1 and 2 for two visual representations for the intended sampling structure.

The survey sample of 1,141 households provided ample representativeness and optimum summary statistics. Namely, with an assumption of non-bias in the selection of the 1,141 households, the sample provided a plus or minus 2.9% margin of error, at a confidence level of 95%. Due to our intended over-sampling, this 2.9% margin of error was an atypically liberal margin of error, and was much stronger than the traditional +/-5% value employed by most survey studies. It is acknowledged the specific sample selection procedure (see below) was not a pure hierarchical stratified random sample. However, our over-sampling and systematic selection adjustments insured sufficient representativeness and validity of statistical results.

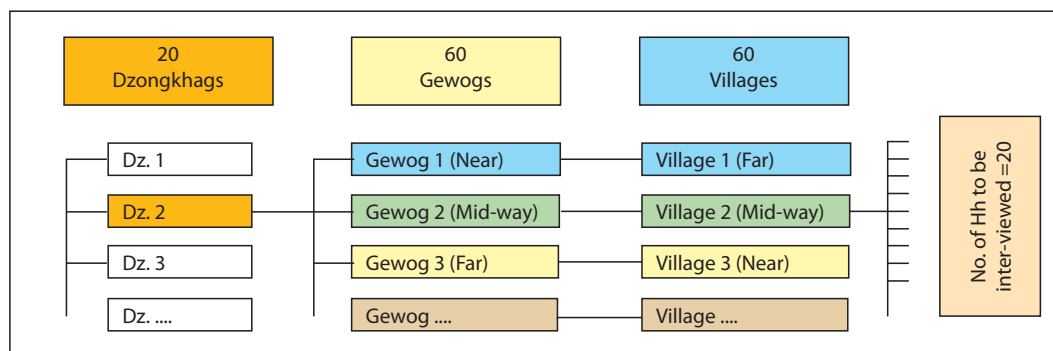
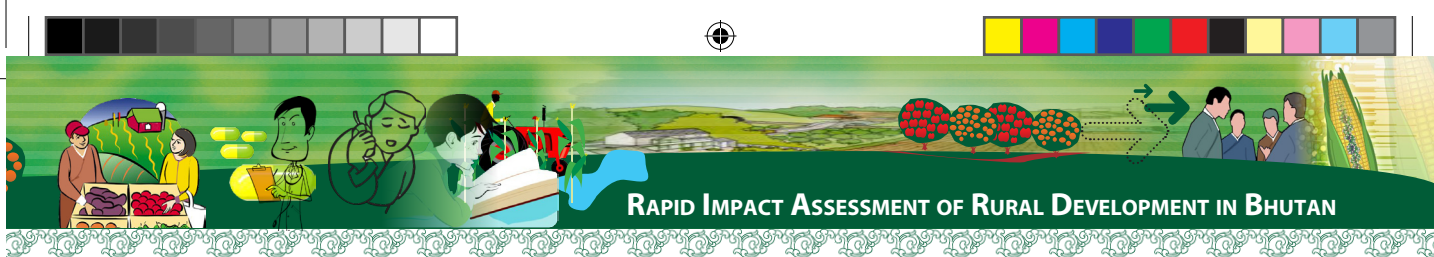


Figure 1: Sample Plan 2, RIARD Survey



Sample Stratification by District and Gewog

The 60 gewogs selected from the total of 205 gewogs were weighted, based on the relative proportion of gewogs that existed in each of the districts. This means that a district like Mongar, with 16 gewogs had a greater number of gewogs selected (i.e., 5 selected) than Ha with 5 gewogs (i.e., 1 selected). It should be noted that the specific gewogs selected as well as actual numbers of gewogs selected was purposeful, based on the availability of villages within the gewog having certain varying distance categories from the nearest feeder road.

Sample Stratification by Distance from Nearest Road

It was expected that heads of households were likely to respond to the survey about development in very different ways depending on the distance of a village from a road. Therefore, villages were selected from each gewog, based on one of the following three distance categories:

- **Near:** Up to one 1 hour from the nearest road
- **Mid-distance:** More than an 1 hour, but less than 1 day from the nearest road
- **Far:** greater than 1 day from the nearest road

Whenever possible, an equal number of households within each district were selected from each distance category. If only one gewog was sampled, a village with the most typical distance category from a road was randomly selected from all villages at the specified distance. If 2 gewogs were sampled, then only Near and Far villages were randomly selected. If 3 gewogs were sampled, then villages in each distance category were randomly selected. If 4 gewogs were sampled, then 1 Far village, 2 Mid-distance villages, and 1 Far village were randomly selected. If 5 gewogs were sampled, then 2 Near villages, 1 mid-distance-village, and 2 Far villages were randomly selected. Of course, all above selection rules were subject to availability of appropriate village distances, and adjustments to equalize representation across distance categories. Tables 1 and 2 present the target estimates of the distribution of distance categories by number of gewogs sampled in a district, and household totals by district.

Table 1 Proposed Typical Distance Category Assignments

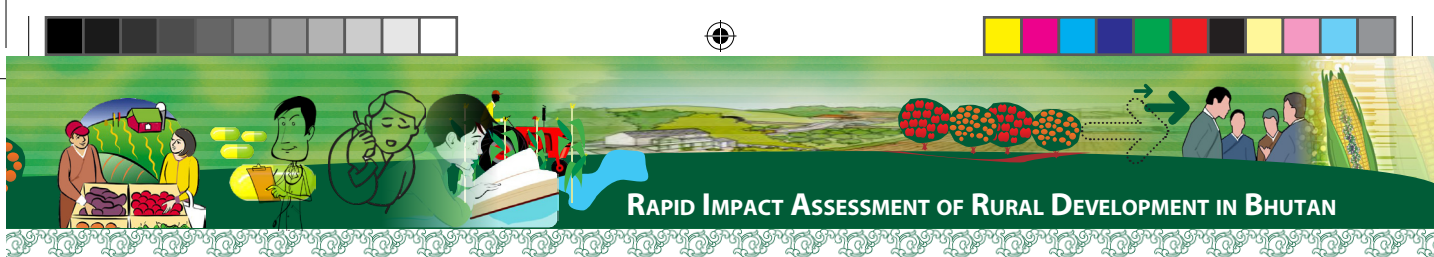
# gewogs selected in district	Distance Category		
	Near	Mid-distance	Far
1	1 at most typical distance		
2	1		1
3	1	1	1
4	1	2	1
5	2	1	2



Table 2 RIARD Sampling Worksheet

No.	Region	District	Geogs in Dist	Rounded and Weighted by prop of total geog	Weighted by prop of total geog	near	mid	far	Pct of geogs	Rural Popn.	Dist Pct of Bhu Pop	Rounded/ Weighted Smpl for Target n = 1200	Weighted Smpl for Target n = 1200	Tot Rural Hh w/in Dist
1	West	Thimphu	10	3	2.99	1	1	1	5.0%	19,491	4.4%	60	59.7	895
2	West	Paro	10	3	2.99	1	1	1	5.0%	33,501	7.6%	60	59.7	7968
3	West	Gasa	4	1	1.19	1	0	0	2.0%	2,714	0.6%	20	23.9	1183
4	West	Punakha	9	3	2.69	1	1	1	4.5%	15,423	3.5%	60	53.7	3014
5	West	Wangdue	15	4	4.48	1	2	1	7.5%	23,613	5.4%	80	89.6	1126
6	West	Chukha	11	3	3.28	1	1	1	5.5%	41,461	9.4%	60	65.7	2477
7	West	Ha	5	1	1.49	0	0	1	2.5%	9,153	2.1%	20	29.9	738
8	West	Santse	16	5	4.78	1	3	1	8.0%	49,961	11.4%	100	95.5	1982
9	Central	Bumthang	4	1	1.19	1	0	0	2.0%	11,913	2.7%	20	23.9	1508
10	Central	Trongsa	5	1	1.49	0	0	1	2.5%	10,724	2.4%	20	29.9	1217
11	Central	Zhemgang	8	2	2.39	1	0	1	4.0%	15,250	3.5%	40	47.8	1414
12	Central	Sarpang	15	4	4.48	1	2	1	7.5%	28,953	6.6%	80	89.6	738
13	Central	Tsirang	12	4	3.58	1	2	1	6.0%	15,848	3.6%	80	71.6	1021
14	Central	Dagana	11	3	3.28	1	1	1	5.5%	16,264	3.7%	60	65.7	824
15	East	Lhunise	8	2	2.39	1	0	1	4.0%	13,919	3.2%	40	47.8	1137
16	East	Mongar	16	5	4.78	2	1	2	8.0%	29,916	6.8%	100	95.5	1211
17	East	Trashiyangse	8	2	2.39	1	0	1	4.0%	14,722	3.3%	40	47.8	1115
18	East	Trashigang	16	5	4.78	1	3	1	8.0%	44,318	10.1%	100	95.5	1696
19	East	Penagatshel	7	2	2.09	1	0	1	3.5%	13,795	3.1%	40	41.8	1486
20	East	Stongkharchar	11	3	3.28	1	1	1	5.5%	28,997	6.6%	60	65.7	2258
Tots			201	57	60	19	19	19	100.0%	439,936	100%	1140	1200	35008

Note: While the number of geogws has recently changed as part of the election delimitation process, this study is based the original 201 geogws since it did not significantly impact the sampling frame.



Sample Stratification by Household Wealth

Within selected villages, households were randomly selected and enumerators assigned to interview household representatives. The enumerators were advised to assess the socio-economic status of the household through proxy indicators like quality of housing, items of use or luxury in the house as well as some casual questions on household assets like land size, number of cattle and the like as a basis to judge the socio-economic status of the household which was later verified by the Team Leader with the village head. Wealth was defined by the village leader's perception of each household's relative income level and food security within the village being surveyed. Note that while this categorization of wealth is highly prone to unintentional and intentional bias, it was likely not a substantial threat to the validity of results. This was because this categorization on wealth was to simply help insure an adequate mix of respondents across wealth categories. The survey itself provided householder perceptions of their own respective wealth.

Practical Aspects of Sampling Strategies

Again, it is important to note that selections across all levels of stratification were not fully random. Enumerator supervisors needed to make site- and time-specific decisions about sampling based on district, gewog, and village contexts as well as other logistical constraints, such as geography, weather, village isolation, local leadership, and other unanticipated events. When appropriate, impacts on the sampling plan as a whole were assessed and further adjustments were made to insure balanced representation from all segments of Bhutan's population.

Final Sample

A total of 1,141 household were interviewed. These respondents were drawn from 57 villages, one village from each of 57 gewogs, which were in turn drawn from all 20 dzongkhags, as per the sampling plan outlined above. The profile of village selections is shown below in Fig 3 which clearly highlights the national level sampling representation aimed at by the survey. However, district-wise comparisons are difficult since it will not make sense to compare districts where more villages were sampled with those where fewer villages were sampled. For instance Mongar where five villages were sampled cannot be compared to Trongsa where only one village was sampled.



Villages (n=57) Sampled By Dzongkag (n=20)

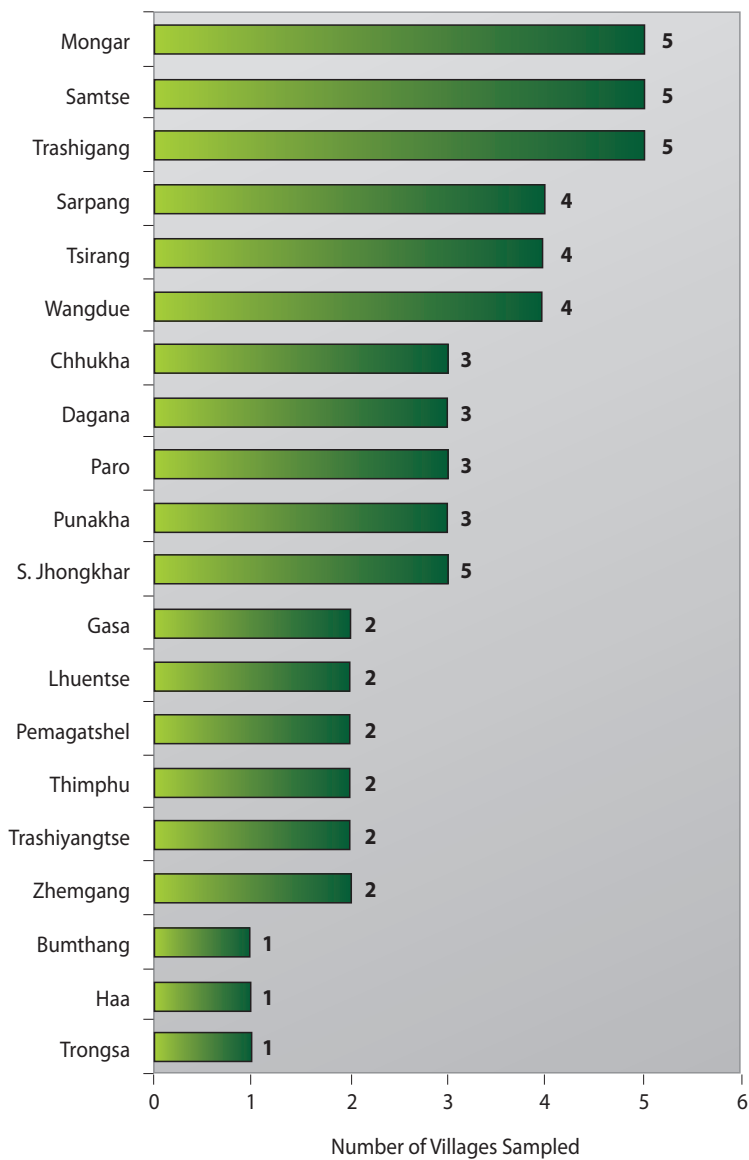
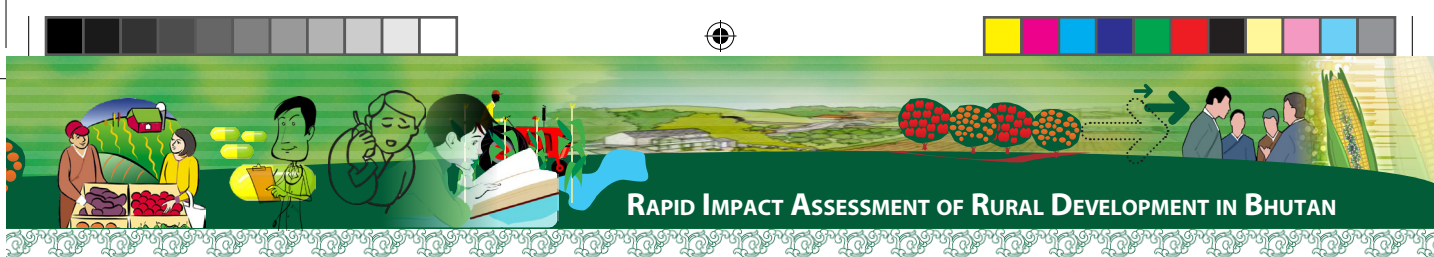


Figure 3: Number of sampled villages by dzongkag



The following table classifies the location of sampled villages from the road.

Table 3 Villages sampled by district, gewog, and distance

Dzongkhag	Gewog	Village	Distance category
Bumthang	Choekor	Wangdicholing	Near
Chukha	Phuntsholing	Ahaley	Near
	Bongo	Bachu	Far
	Getena	Ketokha	Mid-way
Dagana	Tseza	Norbuzingka	Far
	Tsangkhā	Petekha	Mid-way
	Tsendagang	Tsanglaykha	Near
Gasa	Khame	Damji	Near
	Laya	Pazhi	Far
Ha	Katso	Jhenkana	Near
Lhuntse	Gangzur	Chazam	Far
	Kurtoe	Nimshong	Near
Mongar	Tsamang	Banjar	Mid-way
	Thangrong	Bowcheling	Far
	Chali	Chulibi	Near
	Mongar	Kilikhar	Near
	Silambi	Silambi	Far
Paro	Wangchang	Geptey	Near
	Tsento	Khandra	Far
	Naja Dogar	Tsento Shari	Mid-way
Pemagatshel	Dungmin	Dungmin	Far
	Shumar	Nangkor	Near
Punakha	Kabji	Petari	Near
	Talo	Talo	Mid-way
	Toewang	Tamidamchu	Far
Samtse	Chengmari	Dipujhora	Mid-way
	Bara	Lepchagaon	Far
	Dorokha	Manay	Far
	Samtse	Mechetar	Near
	Lahreni	Pokhari	Mid-way
Sarpang	Doban	Maugaon	Far
	Shompakha	Pakhay	Near
	Singye	Sisty	Mid-way
	Jigmecholing	Sukumbashi & Tormay	Mid-way
S'jongkhar	Martsala	Martsala	Mid-way
	Orong	Orong	Near
	Serthi	Serthi	Far
Thimphu	Geney	Genekha	Mid-way
	Kawang	Kabjisa	Near
Trashigang	Khaling	Brekha	Near
	Udzarong	Jomtsang	Far
	Kangpara	Kangpara Lower	Mid-way
	Samkhar	Melphay	Near
	Merak	Sakteng	Far
Trashiyangtsee	Yangtse	Bayling	Near
	Bomdeling	Bomdeling	Far
Trongsa	Korphu	Korphu	Far
Tsirang	Kikorthang	Bokray	Near
	Semjong	Daragaon	Mid-way
	Mendregang	Lower Mendegang	Mid-way
	Pataley	Pataley	Far
Wangdue	Thedtso	Bajothang	Near
	Nyisho	Gelingkha	Mid-way
	Athang	Lopokha	Far
	Bjena	Ngawang	Mid-way
Zhemgang	Trong	Dankar	Near
	Shingkar	Nimshong	Far



As can be seen in Fig 4, the final sample interviewed was very close to that originally proposed in both the intended representation of *dzongkhags* and *gewogs*, and the degree to which villages were near, mid-distance and far from roads. For example, the numbers of villages proposed for each *dzongkhag* was exactly as originally proposed. In addition, as shown in Fig 4, the target was to have equal numbers of villagers interviewed from each of the distance categorizations.

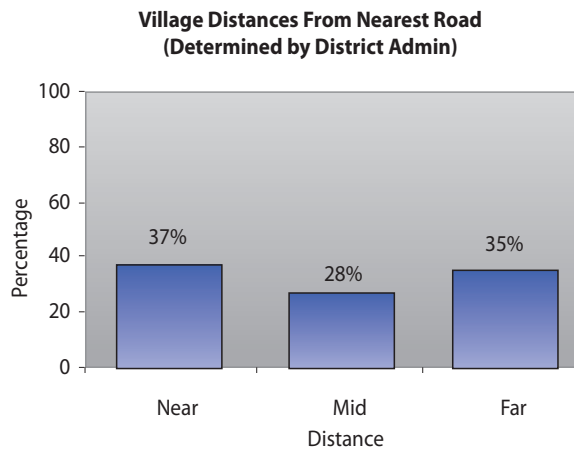


Figure 4: Proportion of sampled villages by location from the road

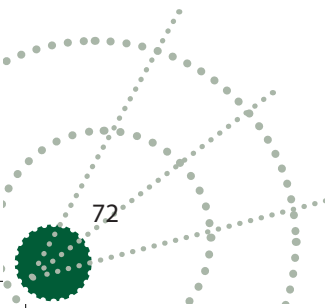
3. Survey Instruments

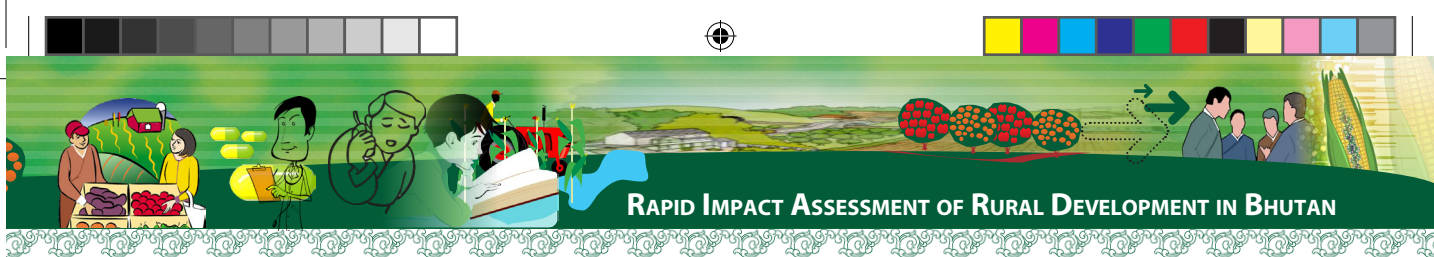
General Survey Design Considerations

As introduced above, all assessment instruments were based on an interview format and include the following three types of survey questionnaires:

1. **Open-ended protocol** – Central Level Stakeholder Interview
2. **Semi-structured questionnaire** - Household Interview Survey
3. **Open-ended protocol** – District Level Stakeholder Interview
4. **Open-ended group discussion protocol** – Village Focus Group Discussion

The construction of survey items for all instruments was first guided by overall objectives and the eight specific objectives listed in the Terms of Reference for Rapid Impact Assessment of Rural Development and by the two Impact Assessment Questions that summarized the eight objectives. After multiple brainstorming and discussion sessions within the primary assessment team, potential survey items were culled and edited based on the degree to which a survey item met the intent of the ToR. Concurrent with this process, document reviews (see Reference List) were conducted to consider the kinds of studies, findings, and survey instruments that already exist. The lists of draft items were then extensively discussed on an ongoing basis with stakeholders in informal and formal, individual and group settings. The final drafts of the three primary types of interview instruments are presented below.





Central Level Stakeholder Interview

Some very important pieces of the triangulation of perceptions about impacts of the five-year plans and the planning process came from the experience and views of those who have overseen the process. To this end, six central level stakeholders were interviewed by a team of three evaluators: the international consultant, national consultant, and an assistant planning officer from the planning commission. An open-ended interview of up to one-hour in duration was conducted with each stakeholder, with each of the three team members taking notes.

While the interview team did discuss some of their impressions about the interviews amongst themselves when opportunities arose, the primary strategy for summarizing interview content was an independent effort. Each interview team member independently reviewed their notes, and created a list of the most noteworthy content heard during the interview. These lists were created for each individual stakeholder and then for the stakeholders as a group.

Noteworthiness of content was taken to mean that something heard was either surprising or unexpected, or deemed not surprising, but important because it provided confirmatory evidence for a favored hypothesis. For example, if a stakeholder stated that education services had not increased in Bhutan overall, that would be noteworthy for the first reason. If a stakeholder said that there had been inappropriate use of funds at times that might be noteworthy for the second reason.

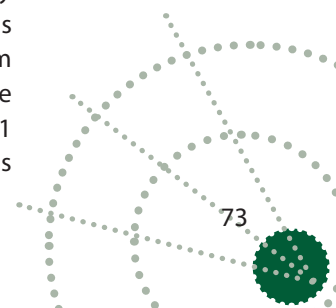
The lists of noteworthy content were then analyzed by the international consultant, who was responsible for the final summary of central stakeholder interview results. The analysis and summary of the interviewer lists was an informal qualitative content analysis, with the aim of gleaning any patterns within and across the experiences and views shared by stakeholders.

District Level Stakeholder Interview

An additional means of triangulation of perceptions about impacts of the five-year plans and the planning process came from the experience and views of implementing agencies in the districts. In some districts group interviews were conducted as intended while in others, sector heads were interviewed individually. The qualitative information in the transcripts of the interviews were analyzed identifying themes and linkages and by assessing prominent findings.

Household Interview Survey

The final draft of the impact assessment survey to be individually administered to heads of households in their homes is presented in Annex 2. The household survey follows the outline presented in the above General Survey Design Considerations and its main purpose was to help document the perceptions of stakeholders from the villages of Bhutan without creating an undue time burden (target interview time was 40 minutes, unless the respondent desires more). The survey sample size of 1,141 (see Sample section) provided a complete picture of how village heads of households



view the effects of past development plans. In addition the survey provided valuable insights about the experiences of heads of households with the underlying planning processes, and their suggestions on improving that process.

A Note about Suggestions for Survey Items and Final Selection

There were many valuable suggestions offered for additional survey questions during the development of the household survey instrument. These suggestions were made in both formal and informal settings such as individual discussions and input during meetings and two formal presentations to the Planning Commission Secretariat. Several of these suggested questions were added, including items regarding increases in available credit and impacts on traditions, spirituality, and environment. On the other hand, some suggestions were not included because it turned out that answers to some suggested questions could be found in existing documents; were best subsumed under existing sector questions; or fell outside the scope of this study.

4. Field survey Team

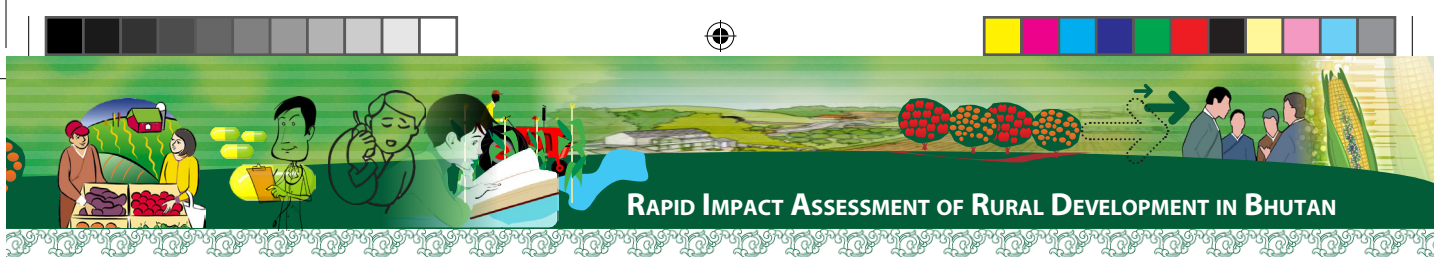
Employment requirements for the 36 enumerators to be hired for one month

1. Bachelor's degree
2. Language proficiency according to the following:
 - 9 enumerators who speak Dzongkha
 - 9 enumerators who speak Dzongkha and *Lhotsamkha*
 - 9 enumerators who speak Dzongkha and *Khengkha/Bumthangkha*
 - 9 enumerators who speak Dzongkha and *Shar chopkha*
3. Able-bodied and willing to walk between villages
4. Good communication and social skills
5. Ability to work independently

In addition, six planning officers from the Planning Commission led the enumerator teams resulting in six teams of six enumerators. An additional requirement was that a third of the enumerators selected would be women. The six teams covered all of Bhutan, divided into six zones for logistical purposes.

Employment requirements for four data entry clerks

- General computer skills
- Experience with spreadsheet formats



5. Data Collection Procedures

Central Level Stakeholder Interview

As discussed above an open-ended interview of up to one-hour in duration were conducted with each stakeholder, by team of three evaluators. The teams were made up of the international consultant, national consultant, and an assistant planning officer from the Planning Commission Secretariat. Each team member recorded their own notes.

District Level Stakeholder Interview

An open-ended group interview of up to one-hour in duration was planned in each district with sector heads. The Survey Team Leader for that region was responsible for conducting the group interview aided by an enumerator who took notes of the discussions. While the survey teams reported that it was possible to conduct group interviews in some districts, in others the survey group interviewed individual sector heads. This was resorted to as sometimes it became apparent that discussants could be overly constrained by hierarchy restraining articulation of views in group discussions.

Survey Administration

The enumerators administered the targeted 1,141 surveys. The choice of working in just 60 gewogs was partially based on the realities imposed by the hiring, training, and effective management of enumerators. The enumerators worked in six teams with six enumerators per team, lead by a supervisor drawn from the Planning Commission, UNDP and the national consultant.

Each of the six teams was assigned to one of six regions (i.e., NW, SW, North Central, South Central, NE, and SE regions). With these six regions, efficiency was fostered for travel and other logistic considerations in completing the surveys.

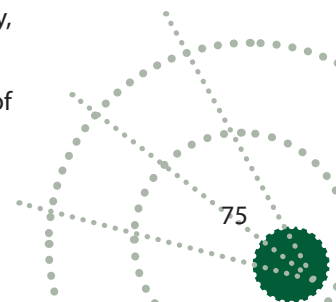
Focus Group Administration

Focus groups were facilitated by the six enumerator team supervisors who were also trained as a part of the enumerator training procedure.

6. Data Entry and Cleaning

Data entry was under the direct supervision of the national consultant, with support from the international consultant. Since accuracy of data entry was a high priority, two strategies were employed:

1. A 15% random sample of entered data was checked for accuracy. If rates of errors exceed 0.5%, steps were taken to improve the data clerk's accuracy.



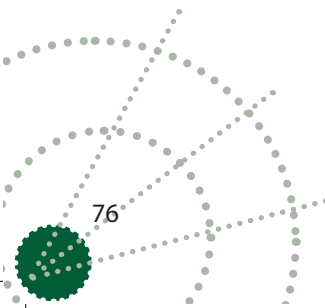


2. All data were cleaned using visual examinations, displays of minimum and maximum values to determine existence of out of range values (impossible data values), use of procedures to identify extreme values (outliers).

7. Data Analysis

Data analyses were performed by the international consultant. Some of the most important analyses were the most basic, statistically speaking. Analysis emphasized both numerical calculations and graphical displays, whenever appropriate. Statistical procedures included univariate descriptions of central tendency such as means, medians, and modes, and measures of dispersion such as standard deviations and ranges. In addition, tabular and graphical displays of the frequencies and percentages for response categories (i.e., histograms and/or bar graphs) were produced.

Bivariate analyses, such as between group comparisons, were also undertaken when required. For example, it was useful to compare how men and women responded to questions about the impact of increased services on improvement in their household's food security. This was accomplished with cross-tabulations of data, bivariate correlations, and the use of one-way analyses of variance (ANOVA) when the analysis was for more than two subgroups. In addition, multiple linear and logistic regression analyses were performed, as appropriate.





ANNEX

2

Survey Tools

PART 1: HOUSEHOLD INTERVIEW SURVEY

Individual Respondent Questionnaire to be answered by a knowledgeable adult representative of a Household

Dzongkhag		Gewog		Village		HH ID	
-----------	--	-------	--	---------	--	-------	--

Enumerator Information

Enumerator's Name	
Date	

Process	Administered, Re-checked by enumerator	Checked by supervisor	Data punched by
Name/ Signature			
Comments			

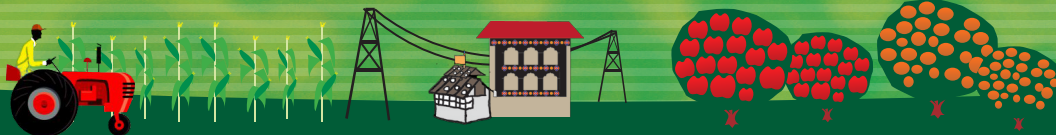
Introduction:

"My name is We represent the Planning Commission. We want to ask you about how development has impacted your village but particularly your household. The information you give us will be very helpful in improving services for the well being of your family and your standard of living as well as the planning process. Whatever you say will not be directly linked to you since the information will be summarized so you need not be afraid in sharing your views.

We will be asking you about services such as education, health, or roads that have been provided by our government sometime in the past five decades, since 1961. We will ask if you remember changes in the services and infrastructure. If you have noticed an increase in these services, we want to know if the increase has in some way improved the income or the food sufficiency for your household.

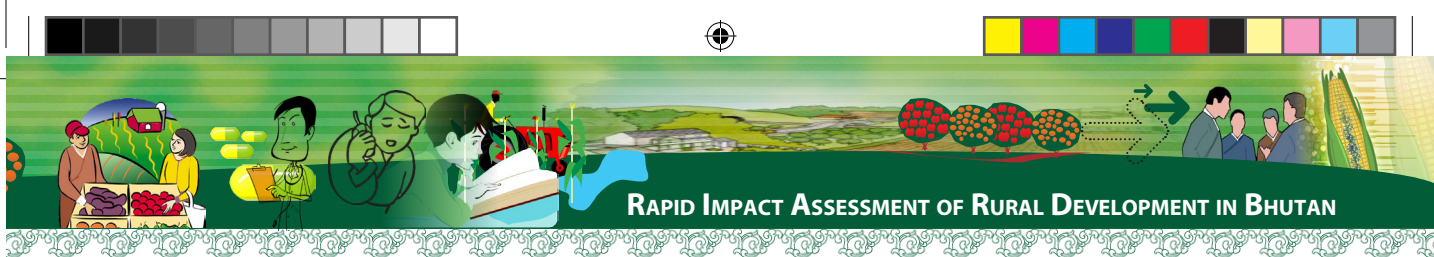
We will also be asking a family member that attended the planning meeting in your village to answer a different form.

Note to enumerators:
 Definition of response categories:
 Food sufficiency might mean: enough food for the year for the family.



General

1.	Socio-economic category of household	0 Rich 1 Middle 2 Poor
2.	Gender of the respondent	0 Male 1 Female
3.	Age of respondent	_____ years
4.	Is head of household male or female <i>(Use the term 'tsochen' and follow up with 'who is the person in the household making decisions')</i>	0 Male 1 Female
5.	Number of family members living in household presently:	No. of males _____ No. of females _____
6.	Do you have enough food to feed your family all year?	0 No <i>Go to Q 7</i> 1 Yes <i>Go to Q 17</i>
7.	If no, how many months are you short of food?	_____ months
8.	What is the reason you are short of food? <i>(Note: Respondent can give more than one answer BUT DO NOT READ OUT THE OPTIONS)</i>	1 Less land 2 No Land 3 Unproductive land 4 Shortage of labour 5 Wild animal damage 6 Cash shortage 7 Too much debt 8 Others specify
9.	What suggestions do you have to increase your food sufficiency?	
10.	Do you have to work for others to earn food/grain?	0 No 1 Yes
11.	Do you have to borrow grain from others?	0 No <i>Go to Q 13</i> 1 Yes
12.	If yes, how much grain do you borrow from others in a year?	_____ kg
13.	Do you have to borrow money to buy food?	0 No <i>Go to Q 15</i> 1 Yes
14.	If yes, how much in a year?	Nu. _____
15.	In what form do you repay the loans taken for food? <i>(Note: Respondent can give more than one answer BUT DO NOT READ OUT THE OPTIONS)</i>	1 Labour 2 Money 3 Grain 4 Others specify
16.	What was the amount (labour, money or grain) you repaid to clear the loans taken for food? <i>(Note: Respondent can give more than one answer BUT DO NOT READ OUT THE OPTIONS)</i>	1 Labour _____ days 2 Money _____ Nu. 3 Grain _____ kg 4 Others (specify _____)



IMPACT OF DEVELOPMENT ACTIVITIES

Notes to enumerators

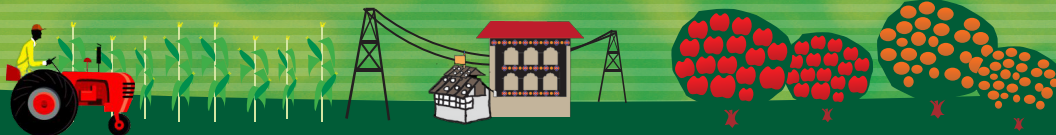
For following sector items (1-32) that follow:

- Possibly begin the interview with a general warm-up question such as, "How has your life changed in the last 10 to 20 years?"
- **NA** = "not applicable"
- **DKR** = "do not know," "refuses to answer," or any other reason for a non-response
- If respondent answers "yes" to the filter items about increases in sector services (e.g., "1. Has there been an increase in water and sanitation services provided for your household?" then go on to the a and b follow-up questions about income and food sufficiency)
- If respondent answers "no" to the filter then circle "NA" for parts a and b that follow and go on to next sector item.
- Gender prompt to detect differences within household regarding income and food sufficiency

17. Please explain the developmental changes/or lack of changes in the village. (How has your village changed over the last 40 years or so?)

Note: Explain to the respondent that: No (no increase at all); A little (about 25% increase); Quite a lot (75%) and a lot (over 90%)

18. Does your household have access to roads		0 No				1 Yes Go to Q 21	
19. How much impact has development had on your village?		No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
20. If No, what is the reason? <i>Then go to Q 23)</i>		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) i. 3 Requested but was told budget not available ii. 4 Other (specify) _____ 5 Don't know					
21. How many hours walk away is the road from your village		0 1 hour or less 1 Up to 2 hours 2 More than 2 hours					
22. How much has the road benefited your household? <i>If 0, 4 or 5 go to 23. If 1,2,3 go to A, B and C</i>		No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
A	How much has roads improved your household income?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
B	How much has roads improved your (household) food sufficiency?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
C	How much has roads improved your quality of housing?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5



23. Do you have access to piped drinking water? <i>Prompt: Piped drinking water is a basis for good health.</i>		0 No	1 Yes				Go to Q 25
24. If No, what is the reason? <i>Then go to Q 26)</i>		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
25. How much has the water provided benefited your household? <i>If 0, 4 or 5 go to 26. If 1,2,3 go to A, B and C</i>		No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
A	How much has water provision improved your household income? <i>(Prompt: With good water, if you did not fall sick, was that a basis for you to enhance your income?)</i>	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
B	How much has water services improved your (household) food sufficiency? <i>(Prompt: With good water, if you did not fall sick, was that a basis for you to enhance your food sufficiency?)</i>	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
C	How much has provision of water improved your quality of housing?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5

f. Other notes:

26. Do you have access to sanitation? <i>Prompt: Sanitation is means latrines.</i>		0 No	1 Yes				Go to Q 28
27. If No, what is the reason? <i>Then go to Q 29)</i>		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
28. How much has sanitation services provided been useful for your household? <i>If 0, 666 or 777 go to 29. If 1,2,3 go to A, B and C</i>		No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5



RAPID IMPACT ASSESSMENT OF RURAL DEVELOPMENT IN BHUTAN

A	How much has sanitation services improved your household income? (Prompt: With good sanitation, if you did not fall sick, was that a basis for you to enhance your income?)	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has sanitation services improved your (household) food sufficiency? (Prompt: With good sanitation, if you did not fall sick, was that a basis for you to enhance your food sufficiency?)	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has sanitation improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
29. Does your household have access to a school (includes NFE and monastic school) (If 0 go to Q 30)		0 No			1 Yes Go to Q 31		
30. If No, what is the reason? Then go to Q 33)		0 Did not request for the assistance 1 Requested but was not provided because fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					did not
31. How many hours walk away is the school from your village		0 1 hour or less 1 Up to 2 hours 2 More than 2 hours					
32. How much has educational services available been useful for your household members? If 0, 666 or 777 go to 33. If 1,2,3 go to A, B and C		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has educational services improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has educational services improved your (household) food sufficiency?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has educational services improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

f. Other notes:

33. Does your household have access to health facilities (at least 1 hour from your village)? (If 0 go to Q 34)		0 No		1 Yes Go to Q 35			
34. If No, what is the reason? Then go to Q 37		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) i. 3 Requested but was told budget not available ii. 4 Other (specify) iii. 5 Don't know					
35. How many hours walk away is the BHU from your village		0 1 hour or less 1 Up to 2 hours 2 More than 2 hours					
36. How much has health services available been useful for your household members?		No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
A	How much has health services improved your household income?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
B	How much has health services improved food sufficiency for your household?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5
C	How much has health services improved your quality of housing?	No	A little	Quite a lot	A lot	NA	DKR
		0	1	2	3	4	5

f. Other notes:

37. Does your household have access to telephone?		0 No Go to 38		1 Yes Go to Q 39			
38. If No, what is the reason? Then go to Q 41)		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available i. 4 Other (specify) _____ 5 Don't know					
39. How many hours walk away is the telephone facility from your village		0 hour or less 1 Up to 2 hours 2 More than 2 hours					



40. How much has telephone services available been useful for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has telephone services improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has telephone improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has telephone services improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

f. Other notes:

41. Does your household have access agricultural services?		0 No Go to 42		1 Yes Go to Q 43			
42. If No, what is the reason? (Then go to Q 45)		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
43. How many hours walk away is the RNR Center from your village		0 hour or less 1 Up to 2 hours 2 More than 2 hours					
44. How much has agricultural services been useful for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has agricultural services improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has agricultural services improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has agricultural services improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

Enumerator Note: RNR (Renewable Natural Resources)

Three sub-sectors in agriculture:

- a. Agriculture/crop services
- b. Livestock/Veterinary services
- c. Forestry services

45. Does your household have access to livestock services?		0 No Go to 46		1 Yes Go to Q 47			
46. If No, what is the reason?		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
Then go to Q 48							
47. How much has livestock services been useful for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much livestock services improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much livestock services improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much livestock services improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

48. Does your household have access to forestry services?		0 No Go to 49		1 Yes Go to Q 50			
49. If No, what is the reason?		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
Then go to Q 51							
50. How much has forestry services been useful for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has forestry services improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5



RAPID IMPACT ASSESSMENT OF RURAL DEVELOPMENT IN BHUTAN

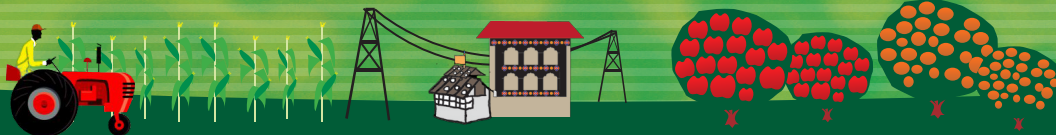
B	How much has forestry services improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has forestry services improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

51. How has environment conservation impacted your household's income and food sufficiency?

52. Does your household have access to electricity?		0 No Go to 53		1 Yes Go to Q 54			
53. If No, what is the reason? Then go to Q 55)		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Request 4 ed but was told budget not available 4 Other (specify) _____ 5 Don't know					
54. How much have electricity services been useful for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has electricity improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has electricity improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has an increase in electricity improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

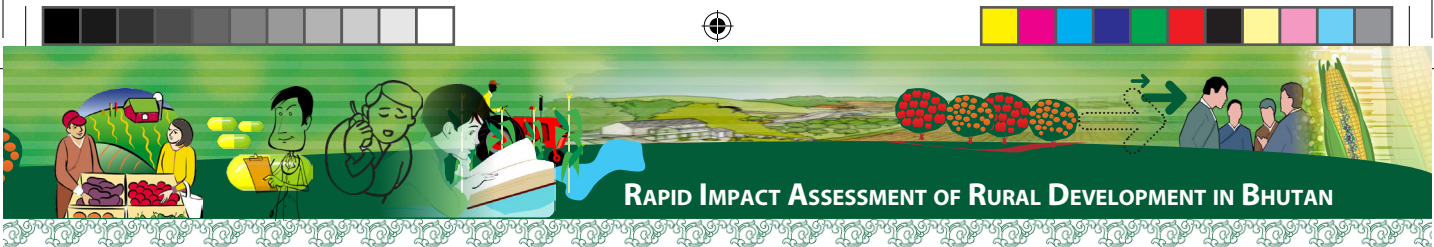
f. Other notes:

55. Does your household have access to BDFC loans?		0 No Go to Q 57		1 Yes Go to Q 58			
56. Have you taken BDFC loans?		0 No		1 Yes			
57. If No, what is the reason? Then go to Q 59)		0 Did not request for the assistance 1 Requested but was not provided because did not fulfill the criteria 2 Requested but was not provided (no reason) 3 Requested but was told budget not available 4 Other (specify) _____ 5 Don't know					
58. Is it easier to avail BDFC loans for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5



A	How much has BDFC loans improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much BDFC has loans improved food sufficiency for your household?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has BDFC loans improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5

59 Does your household have access to government support for income generating activities (other than from crop and livestock)?		0 No Go to Q 60		1 Yes Go to Q 61			
60. If No, what is the reason?		0 Did not request for the assistance					
End of Interview		1 Requested but was not provided because did not fulfill the criteria					
		2 Requested but was not provided (no reason)					
		3 Requested but was told budget not available					
		4 Other (specify) _____					
		5 Don't know					
61. Besides income from crops and livestock, how much government support has there been for other income generating activities for your household?		No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
A	How much has government support for other income generating activities improved your household income?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
B	How much has government support for other income generating activities improved your household food sufficiency?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5
C	How much has government support for other income generating activities improved your quality of housing?	No 0	A little 1	Quite a lot 2	A lot 3	NA 4	DKR 5



PART 2: HOUSEHOLD SURVEY — ASSESSMENT OF THE PLANNING PROCESS

Introduction:

“The next set of questions is on the planning process facilitated by the government. If you remember, it was the time that members of this village discussed developmental activities your village needed for the Five Year Development Plan. We would like to understand how the planning process was conducted and if your needs and priorities were fulfilled. This information is important for the Government to identify the problems in the way local-level planning was done and to find ways to rectify identified problems. This would help the government to facilitate village planning for development better in future.”

1. Have you ever been a part of the planning process in your village that helped decide what kinds of government aid (e.g. education, health, road construction) should be provided for your village and surrounding areas?

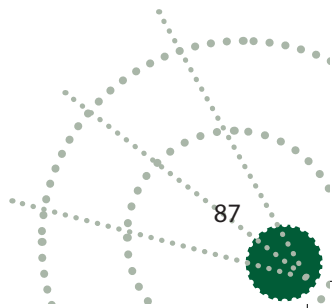
Yes – SKIP to item 3 (next page)

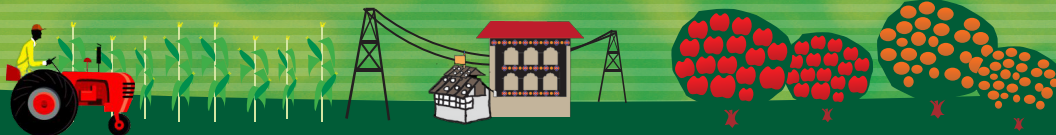
No – CONTINUE below with item 2

2. Why you were not involved in the planning process?
 - a. Did not know about it/Do not know what it means
 - b. Knew about it but was not invited.
 - c. Knew about it, but did not want to be involved.
 - d. Was not available in the village
 - e. Another household member participated (then schedule interview)
 - f. Other: _____

END OF INTERVIEW

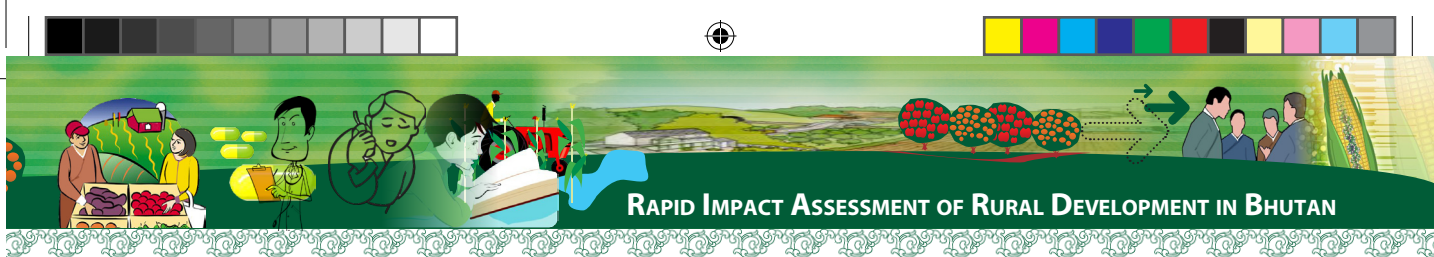
(OR...Continue to next page if Item 1 had “Yes” answer)





Item	No	Yes	NA	DKR
1. Have expression of your needs and priorities been encouraged as part of the planning process?	No 0	Yes 1	NA 2	DKR 3
2. Were the needs and priorities of all villagers consulted during the planning process?	No 0	Yes 1	NA 2	DKR 3
3. Are the needs and priorities decided by only few people in the village?	No 0	Yes 1	NA 2	DKR 3
4. Did you know ahead of time how much budget is available for development?	No 0	Yes 1	NA 2	DKR 3
5. Has the departmental eligibility criteria for assistance (e.g. 20 number of households in a village required to qualify for a farm road) restrict your village in getting assistance?	No 0	Yes 1	NA 2	DKR 3
6. Are the criteria for getting assistance too rigid?	No 0	Yes 1	NA 2	DKR 3
7. Have the services and infrastructure delivered been of good quality?	No 0	Yes 1	NA 2	DKR 3
8. Were the services/infrastructure promised provided on time?	No 0	Yes 1	NA 2	DKR 3
9. Do you face a problem in contributing labor for developmental activities being implemented in your village or gewog?	No 0	Yes 1	NA 2	DKR 3
10. Has the planning process been transparent for people in your village (e.g. the planning process is known by everyone; the steps taken to arrive at decisions is clear)?	No 0	Yes 1	NA 2	DKR 3
11. Have activities implemented directly by ministries (e.g. power lines, roads, dams, telecom) been a hindrance to village development (in terms of labour demands, loss of land and livelihoods and poor consultation)?	No 0	Yes 1	NA 2	DKR 3
12. Have development activities and staff been provided to gewog levels increased than in the past?	No 0	Yes 1	NA 2	DKR 3
13. Have local leaders (Gup, Mangmi, Tshogpa) honored local priorities in the planning process?	No 0	Yes 1	NA 2	DKR 3
14. Has the government honored local priorities in the planning process?	No 0	Yes 1	NA 2	DKR 3
15. Have you noticed a difference in the way planning was done recently in the 9 FYP (since 2002) as compared to the previous plan periods in your village/gewog?	No 0	Yes 1	NA 2	DKR 3
16. If you have noticed a difference in the planning process has it been beneficial to your village?	No 0	Yes 1	NA 2	DKR 3
17. Are you aware that sometimes the government too has a problem to raise money for developmental activities to be implemented at the gewog level?	No 0	Yes 1	NA 2	DKR 3
18. Have you noticed a difference in the involvement of women in the planning process recently in the 9 FYP (since 2002) as compared to the previous plan periods in your village/gewog?	No 0	Yes 1	NA 2	DKR 3
19. What suggestions do you have on how the government can improve the planning process to help the poorest people in your village?				

Please note additional comments on back of page.



Focus Group Discussion

Impact of Development Efforts and the Planning Process Since 2002

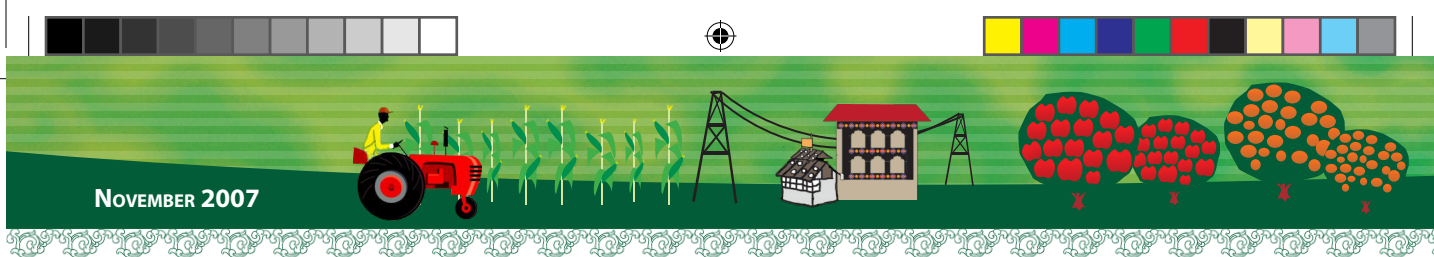
Confidentiality declaration: Responses will be summarized and reported in a manner that preserves the confidentiality of the village group as a whole.

Introduction: Say: "My name is Welcome to this meeting. We have come here on behalf of the Planning Commission in Thimphu. Our team is spread out in many gewogs and villages in Bhutan for the same task. We are conducting household visits to interview a knowledgeable person in the household. We are also conducting group discussions with a number of well informed villagers. This is one such group discussion. We are grateful that you could come for the meeting. Thank you for sparing your time. "

"The main purpose of this meeting is that we want to understand if development in the country and in your village have benefited you or not. We also want to understand how effective, or not, the planning process – through which requests for government support are made has been. The questions we will ask are not unusual or difficult but will require you to think back in time. The aim of this meeting is not that you all have to agree on issues but we would like you to express your views however different they may be. Your contribution to this study will be very important as it will help the government to improve its development services. Please feel comfortable to clarify the questions if you do not understand. Please also ask us questions if you want to"

Focus Group Discussion (FGD) Items

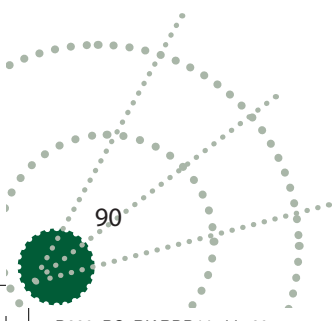
1. What has been the impact of development activities in your village?
 - a. Which sectors have had the biggest impact (e.g. roads, agriculture, BHUs, water/sanitation, education, telecommunication, electricity, availability of credit)
(Follow up with How? Why?)
 - b. What are the impacts of development on the incomes for people living in your village?
(Follow up with How? Why?)
 - c. What are the impacts of development on the food security for people living in your village?
(Follow up with How? Why?)
 - d. What are the impacts of development on the shelter and housing in your village?
(Follow up with How? Why?)
 - e. What are the impacts on women living in your village?
(Follow up with How? Why?)

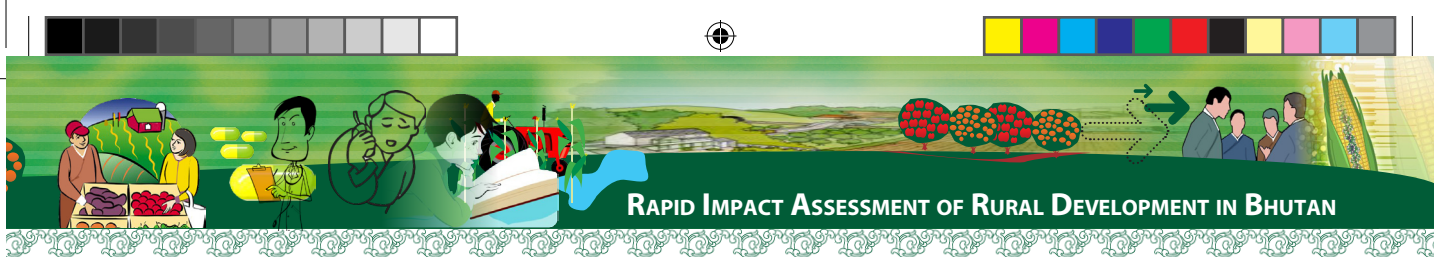


2. How has the planning process been working in your village?
 - a. Pre 2002 - before 9th plan
 - b. Post 2002- 9th plan onwards

FGD leader prompt: Make note if the participants mention that they noticed that the planning process began to shift from the central level to the local level after 2002.

3. What parts/aspects of the local planning process have worked well?
(Follow up with How? Why?)
4. How are women being included in the planning process?
(Follow up with Why? How can women's participation be improved?)
5. What parts/aspects of the planning process have not worked as well?
(Follow up with How? Why?)
6. What is your advice on how the planning process can be done better in the future?
(Follow up with How? Why?)
7. How has the development programs impacted on your culture and traditions?
(Follow up with Why?)
8. How can the planning process be improved to address the needs of the poorest people living in your village?
(Follow up with Why?)
9. Is there anything else that you would like the Planning Commission to know that will help you in the future?
(Follow up with What? Who? How? Why?)





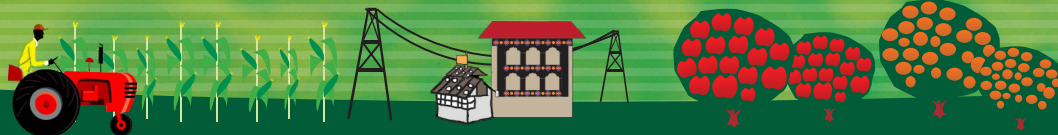
Form 4

Checklist of topics to be discussed with Dzongkhag Administrator and sector staff

1. What has been the impact of sectoral developmental activities in your district since the start of planned development in 1961?
2. What changes have you observed in the planning process for 5 Year Plan development activities?
3. What are the challenges you have encountered in the planning of activities in your dzongkhag?
4. What suggestions do you have to make the planning process more effective and efficient?
5. How do you rate the general participation of village people in the planning process?
6. How do you rate the participation of women in the planning process?
7. How do you rate the involvement of women in the decision-making process?
8. What has been the overall impact of development on the income of the village people in your district?
9. What has been the overall impact of development on the food sufficiency of the village people in your district?
10. What has been the overall impact of development on the quality of housing of the village people in your district?

Note

(Please use the helpers to probe – What, Where, Why, How, When, Who)



Dzongkhag	Gewog	Village	Distance category	School		Health	
				No	%	No	%
Bumthang	Choekor	Wangdicholing	Near	0	0.0	0	0
Chukha	Phuntsholing	Ahaley	Near	0	0.0	0	0
Chukha	Bongo	Bachu	Far	0	0.0	0	0
Chukha	Getena	Ketokha	Mid-way	1	0.1	0	0
Dagana	Tseza	Norbuzingkha	Far	0	0.0	0	0
Dagana	Tsangkha	Petekha	Mid-way	0	0.0	0	0
Dagana	Tsendagang	Tsanglaykha	Near	0	0.0	0	0
Gasa	Khame	Damji	Near	0	0.0	0	0
Gasa	Laya	Pazhi	Far	0	0.0	0	0
Ha	Katso	Jhenkana	Near	0	0.0	0	0
Lhuntse	Gangzur	Chazam	Far	0	0.0	0	0
Lhuntse	Kurtoe	Nimshong	Near	0	0.0	0	0
Mongar	Tsamang	Banjar	Mid-way	0	0.0	0	0
Mongar	Thangrong	Bowcheling	Far	0	0.0	0	0
Mongar	Chali	Chulibi	Near	0	0.0	9	1
Mongar	Mongar	Kilikhar	Near	0	0.0	6	1
Mongar	Silambi	Silambi	Far	0	0.0	1	0
Paro	Wangchang	Geptey	Near	0	0.0	0	0
Paro	Tsento	Khandra	Far	0	0.0	0	0
Paro	Naja Dogar	Tsento Shari	Mid-way	0	0.0	0	0
Pemagatshel	Dungmin	Dungmin	Far	0	0.0	0	0
Pemagatshel	Shumar	Nangkor	Near	0	0.0	4	0
Punakha	Kabji	Petari	Near	0	0.0	0	0
Punakha	Talo	Talo	Mid-way	0	0.0	0	0
Punakha	Toewang	Tamidamchu	Far	0	0.0	0	0
Samtse	Chengmari	Dipujhora	Mid-way	0	0.0	0	0



ANNEX

3

Number and percentage of respondents not having access to services by dzongkhag, gewog and village



Roads		Telephone		Agriculture		Livestock		Forestry		Electricity		Rural credit		Inc. gen. activ	
No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
0	0	3	0	0	0	1	0	1	0	1	0	0	0	16	1
1	0	6	1	1	0	1	0	1	0	2	0	0	0	16	1
18	2	20	2	0	0	0	0	0	0	3	0	0	0	13	1
14	1	16	1	0	0	0	0	1	0	0	0	0	0	20	2
0	0	3	0	0	0	0	0	0	0	19	2	1	0	19	2
0	0	2	0	0	0	0	0	0	0	19	2	2	0	15	1
0	0	6	1	2	0	1	0	0	0	6	1	0	0	17	1
0	0	2	0	0	0	0	0	0	0	0	0	1	0	16	1
18	2	0	0	0	0	0	0	0	0	1	0	0	0	4	0
0	0	2	0	0	0	0	0	0	0	0	0	0	0	16	1
0	0	0	0	0	0	0	0	0	0	6	1	0	0	20	2
0	0	2	0	0	0	0	0	0	0	0	0	0	0	20	2
17	1	1	0	14	1	7	1	10	1	20	2	2	0	17	1
0	0	1	0	0	0	0	0	0	0	20	2	0	0	13	1
0	0	8	1	1	0	0	0	1	0	0	0	0	0	19	2
1	0	2	0	4	0	5	0	4	0	0	0	0	0	16	1
18	2	19	2	19	2	19	2	19	2	20	2	2	0	17	1
0	0	1	0	0	0	0	0	0	0	0	0	2	0	14	1
0	0	1	0	0	0	0	0	0	0	0	0	0	0	17	1
0	0	2	0	0	0	0	0	0	0	0	0	0	0	8	1
17	1	19	2	0	0	0	0	0	0	20	2	7	1	19	2
0	0	0	0	1	0	0	0	3	0	0	0	0	0	19	2
0	0	3	0	0	0	0	0	0	0	0	0	0	0	19	2
0	0	3	0	0	0	0	0	0	0	2	0	5	0	15	1
0	0	7	1	0	0	0	0	0	0	20	2	0	0	20	2
0	0	10	1	0	0	0	0	0	0	0	0	0	0	16	1

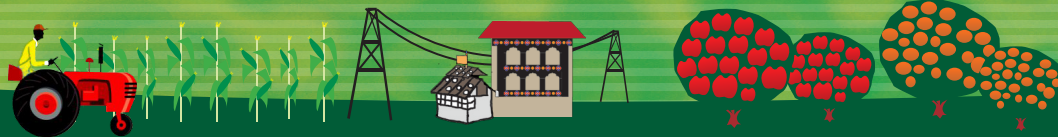
Dzongkhag	Gewog	Village	Distance category	School		Health	
				No	%	No	%
Samtse	Bara	Lepchagaon	Far	0	0.0	2	0
Samtse	Dorokha	Manay	Far	0	0.0	0	0
Samtse	Samtse	Mechetar	Near	0	0.0	0	0
Samtse	Lahreni	Pokhari	Mid-way	16	1.4	12	1
Sarpang	Doban	Maugaon	Far	0	0.0	20	2
Sarpang	Shompakha	Pakhay	Near	5	0.4	8	1
Sarpang	Singye	Sisty	Mid-way	0	0.0	5	0
Sarpang	Jigmecholing	Sukumbashi	Mid-way	2	0.2	19	2
S'jongkhar	Martsala	Martsala	Mid-way	0	0.0	0	0
S'jongkhar	Orong	Orong	Near	0	0.0	0	0
S'jongkhar	Serthi	Serthi	Far	0	0.0	3	0
Thimphu	Geney	Genekha	Mid-way	0	0.0	0	0
Thimphu	Kawang	Kabjisa	Near	1	0.1	1	0
Trashigang	Khaling	Brekha	Near	0	0.0	9	1
Trashigang	Udzarong	Jomtsang	Far	0	0.0	1	0
Trashigang	Kangpara	Kangpara Lower	Mid-way	0	0.0	0	0
Trashigang	Samkhar	Melphay	Near	0	0.0	0	0
Trashigang	Merak	Sakteng	Far	0	0.0	0	0
Trashiyangtsee	Yangtse	Bayling	Near	0	0.0	0	0
Trashiyangtsee	Bomdeling	Bomdeling	Far	0	0.0	0	0
Trongsa	Korphu	Korphu	Far	0	0.0	0	0
Tsirang	Kikorthang	Bokray	Near	0	0.0	1	0
Tsirang	Semjong	Daragaon	Mid-way	0	0.0	8	1
Tsirang	Mendregang	Lower Mendegang	Mid-way	0	0.0	4	0
Tsirang	Pataley	Pataley	Far	0	0.0	7	1
Wangdue	Thedto	Bajothang	Near	0	0.0	0	0
Wangdue	Nyisho	Gelingkha	Mid-way	0	0.0	0	0
Wangdue	Athang	Lopokha	Far	0	0.0	15	1
Wangdue	Bjena	Ngawang	Mid-way	0	0.0	0	0
Zhemgang	Trong	Dankar	Near	0	0.0	0	0
Zhemgang	Shingkhar	Nimshong	Far	0	0.0	0	0

Note: Only village by village comparisons are feasible since some dzongkhags are disproportionately represented by as many



Roads		Telephone		Agriculture		Livestock		Forestry		Electricity		Rural credit		Inc. gen. activ	
No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
20	2	0	0	20	2	0	0	14	1	20	2	4	0	20	2
16	1	0	0	0	0	0	0	0	0	20	2	7	1	13	1
0	0	6	1	0	0	0	0	0	0	0	0	0	0	16	1
19	2	2	0	18	2	18	2	17	1	20	2	5	0	20	2
2	0	0	0	0	0	1	0	1	0	20	2	6	1	19	2
2	0	9	1	2	0	1	0	2	0	18	2	2	0	19	2
18	2	11	1	0	0	0	0	0	0	19	2	3	0	19	2
1	0	6	1	0	0	0	0	0	0	19	2	3	0	19	2
19	2	7	1	0	0	0	0	0	0	0	0	4	0	18	2
0	0	3	0	0	0	0	0	0	0	0	0	0	0	19	2
15	1	5	0	6	1	1	0	13	1	20	2	8	1	20	2
0	0	1	0	0	0	0	0	0	0	0	0	0	0	4	0
0	0	1	0	0	0	0	0	2	0	0	0	5	0	17	1
7	1	12	1	13	1	14	1	12	1	1	0	4	0	21	2
1	0	0	0	1	0	2	0	2	0	0	0	5	0	20	2
18	2	16	1	0	0	0	0	0	0	20	2	8	1	12	1
0	0	0	0	0	0	1	0	11	1	0	0	2	0	11	1
18	2	0	0	11	1	0	0	0	0	8	1	6	1	20	2
0	0	3	0	1	0	0	0	0	0	0	0	0	0	19	2
0	0	7	1	0	0	0	0	0	0	19	2	0	0	16	1
20	2	0	0	0	0	0	0	0	0	15	1	5	0	11	1
0	0	0	0	0	0	0	0	0	0	15	1	0	0	17	1
1	0	2	0	0	0	0	0	0	0	20	2	2	0	18	2
0	0	0	0	0	0	0	0	0	0	20	2	0	0	19	2
0	0	0	0	0	0	0	0	0	0	20	2	4	0	19	2
0	0	2	0	0	0	0	0	0	0	0	0	0	0	18	2
0	0	4	0	0	0	0	0	0	0	0	0	0	0	19	2
20	2	0	0	5	0	5	0	0	0	19	2	0	0	20	2
0	0	6	1	0	0	0	0	0	0	17	1	0	0	20	2
0	0	6	1	0	0	0	0	0	0	3	0	1	0	17	1
20	2	19	2	0	0	0	0	0	0	20	2	11	1	18	2

many as five villages whereas other dzongkhags are represented by only a single village.



ANNEX

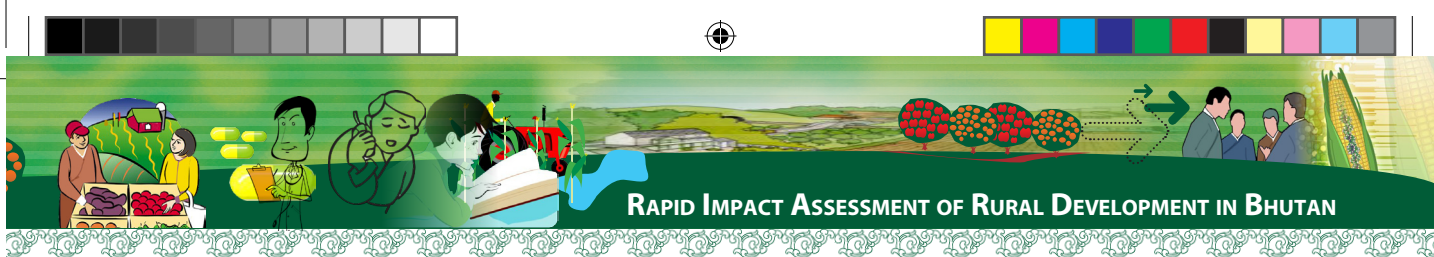
4

Responses of Dzongkhag Sector Officials on Development Impact on Income

Grouping Code : RNR

Range of responses

- Increased productivity of potatoes and improved access to markets through the farm and feeder roads has increased income to a great extent. The development of tourism in the district has also boosted income through sale of vegetables to local restaurants (Bumthang, Wangdicholing)
- Livestock productivity has increased due to the extension services. The sale of livestock products has increased income. (Zhemgang, Nimshong).
- The introduction of irrigation channels, pesticides, and fertilizers, has increased productivity and we can sell surplus to the local government staff and nearby towns (Trongsa, Korphu)
- Livestock productivity has increased due to the extension services. The sale of livestock products and services (pony portage) has increased income. (Zhemgang, Nimshong).
- Agricultural services also have resulted in increased productivity and surplus which can be sold. (Lhuntse, Gangzur).
- Increased productivity due to the irrigation channel and being close to the road, (Trashiyangtse, Bayling).
- Legalization and marketing of cordyceps has increased people's income (40 - 80%) (Gasa, Laya).
- Productivity of cash crops (potatoes) combined with road accessibility has increased income. (Thimphu, Geney).
- Agriculture and livestock services have improved productivity and income (Dagana, Tseza).
- Increased agricultural and livestock productivity can be sold because of easy accessibility to farm road. (Tsirang, Kikorthang).
- Income has increased due to better facilities provided by the agriculture sector (Sarpang, Dovan).
- Agricultural and livestock services provide new varieties of crops and medicine. (Samtse, Dorokha)



- Increases their income by selling agricultural products.
- They could increase their income from between 10% to 40% through selling livestock products to nearest market (Trashigang, Merak).
- Agriculture (orange orchard) has the greatest benefit on their income. (P/gatshel, Nangkor).
- - Services like pony portage have increased income. (Zhemgang, Nimshong).

Grouping Code : Other sectors and activities

Range of responses

- Providing labor for government projects has increased income dramatically. Handicrafts produced in Gangzur (earthen pots) have also found a market due to the road. (Lhuntse, Gangzur).
- Services (pony portage) have increased income. (Zhemgang, Nimshong).
- The residents have benefited from accessibility and many other services that have been made easier due to the road. (Trashiyangtse, Bayling).
- The widening of the mule track has increased income due to porter charges. Other services have had limited impact since Silambi is three days away from the nearest road. (Mongar, Silambi).
- Transportation of goods from Gasa to Laya (transportation charges) has helped with income. (Gasa, Laya).
- Remittances received from government employees also play a crucial role in boosting personal disposable income (Zhemgang, Nimshong).
- Educated and employed children send home money when required. Due to the Basic Health Unit facilities people are getting cured early and have less sick days. (Samtse, Dorokha)
- Electricity also increases their income by selling arrows made at night time (Paro, Tsento).
- Development activities have increased income by 9 fold. (S/jongkhar, Martshala)

Grouping Code : Other sectors and activities

Range of responses

- Not much because the distance they have to walk is large since they don't have roads. (Samtse, Lepchagaon).
- No impact on income because of absence of road they cannot sell their products in the market (Chukha, Ketokha).

ANNEX

5

Output from FGDs/Interviews on the Planning Process

Responses of dzongkhag sector officials on participation of villagers in the planning process

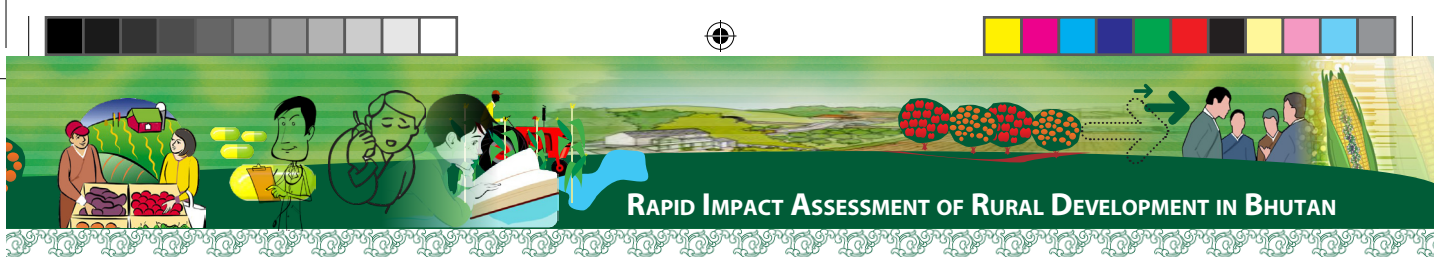
Grouping Code : RNR

Range of responses

- No participation at all – instead it’s decreasing (Samdrup Jongkhar)
- People do attend planning process at the grassroots level but rarely in development activities because maybe they lose trust when their requests are not incorporated in plans. (Pemagatshel)
- Participation also depends on social status so low status people do not participate. (Trashi Yangtze)
- Not very active as under aged people are sent to meetings. (Chukha)
- General participation doesn’t seem convincing. Participation should be encouraged from chiog levels as well. (Samtse)
- There is no consistent participation as different people attend from a household at different sessions. (Tsirang)
- Participation is average and only few talk and the neediest people do not voice their needs. (Wangdue)
- General participation of the people is very poor as villagers are less aware of the planning process.(Trongsa, Zhemgang)
- Not very satisfactory.
- Generally participation is low and even if they attend they have little idea on what to say. (Zhemgang)

Grouping Code : Participation is poor

Range of responses



Grouping Code : Improving as compared to before

Range of responses

- Has reached a commendable stage and has increased manifold (Sarpang)
- People are aware of planning so participation is good but lack seriousness in discussion. (Wangdue, Punakha)
- The general participation of village people is gradually improving. (Dagana)
- Most of the planners in the gewog are not educated and plan blindly. So the planner in the community will be 30%. (Tashigang)
- The interest of the general public in the gewog has a positive trend in their participation in the planning process. (Haa, Lhuntse)
- General participation of villagers has increased a lot over time and was high only during certain meetings e.g. 10 FYP. (Wangduephodrang)
- Interest of general public in participation of planning have positive trend.
- There is active involvement. (Thimphu)
- Participation has been very encouraging.
- Participation has drastically improved. Maybe 65% is the overall rate of participation. (Paro, Punakha)
- Consultative due to lack of enough time for planning. Sector staff brief people about policies and let people formulate plans so there is less time to facilitate problem finding and intervention. (Zhemgang, Sarpang)
- People are interested whether they can optimally participate or not.
- Participation is improving but not up to the government's expectations.
- Compared to the past there is better participation. (Mongar)
- People are aware that they are empowered through decentralization so they are participating. (Samtse, Haa, PemaGatshel)
- Participation is satisfactory and improved as compared to before.
- More are participating but some feel that they are compelled to attend.
- Villagers have started participating. (Gasa, Lhuntse, Tashi Yangtse)
- Before villagers just sat and listened but now they have started talking. (S'Jongkhar)

Grouping Code : Participation is good

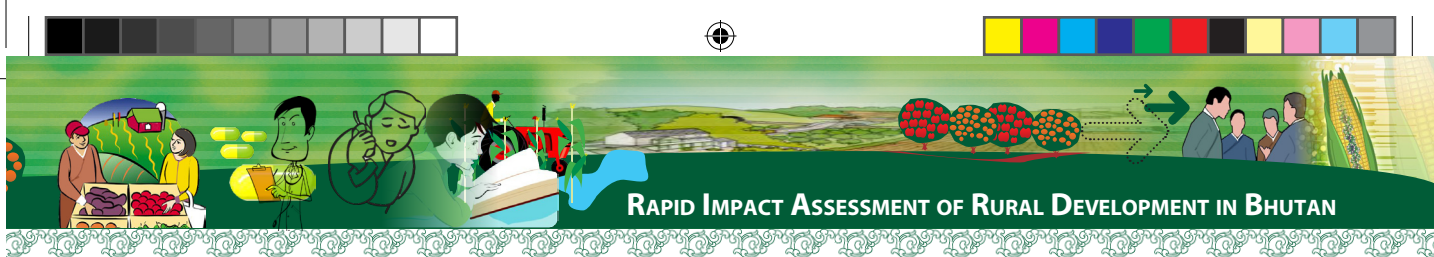
Range of responses

- 92 to 95% of GYT participated and about 80% of villagers participated.
- Participation is encouraging.
- General participation is very high and encouraging though only done during formulation of plans and after that they lack ownership. (Punakha)
- General participation of the people is active. (Bumthang)
- There is good participation but more policy guidance needed from the sector heads.
- Good rate of participation (Paro, Punakha)
- General participation of the people is active. (Paro, Trongsa)
- Good composition of men and women.
- Participation is good.
- Because of bottom-up planning participation is better.
- Compared to before participation is good. (Chukha)
- More are turning up for meetings so participation is good.

Grouping Code : Participation is good but few persons dominate

Range of responses

- Participation is forthcoming although promotion of personal interest is becoming a problem (Paro)
- Participation is good and Bumthaps are making use for decision-making (Bumthang). However, if there is no intervention a few highly vocal and influential persons dominate the sessions. (Bumthang)
- Participation mostly dominated by the rich and talkative persons. (Thimphu, Paro, Punakha)
- Almost 70-80% participate however most decisions made by a few people. (Punakha, Wangdue)
- Meetings usually dominated by few persons as they are the always the ones to speak and others just listen. (Thimphu, Paro, Punakha)
- People are not aware of what planning means. -They have to attend without participating so people dominate sessions in decision making. (Mongar)



Responses of dzongkhag sector officials on participation of women in the planning process

Grouping Code : Improving and good

Range of responses

- Participation of women is encouraging in planning as the ratio to that of men is equivalent (Paro)
- Really encouraging but numbers are still less as compared to men (Thimphu)
- More women are coming forward to attend but also to participate (Punakha)
- The number of women has increased as compared to the last decade.
- Improving.
- Participation of women is equally good as men. (Paro)
- Participation is very high. (Wangdue)
- Most of the participants during village meetings are women (Paro)
- Planning meetings are generally attended by women (Paro)
- More women participate in the planning process (Punakha)
- Women's' participation is 100%
- Many women attend zomdues mainly to replace men (Haa)
- About 70-80% of participants are women (Paro)
- Decision-making is made jointly (Punakha)
- As compared to before interest of women to participate has increased (Chukha)

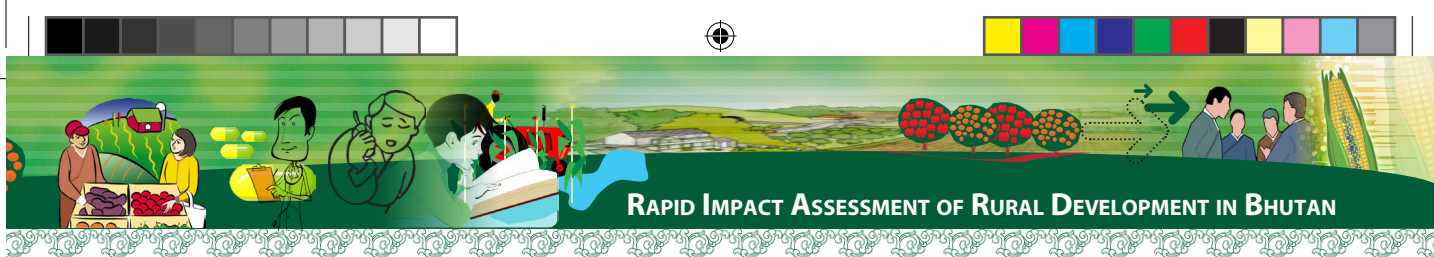
Grouping Code : Poor participation of women

Range of responses

- Less women get involved in planning activities (Punakha)
- In Trongsa no women in local political institutions so women lag behind (Trongsa)
- Ratio of participation of men to women is 2:1 (Wangdue)
- In rural areas women's participation is still low (Tsirang)
- Women are participating but not have ideas on planning process



- In general its poor as its men that attend most meetings (Gasa)
- Lack of opportunity for women to participate (Sarpang)
- Not satisfactory (Lhuntse)
- Women do not take part in decision-making (Sarpang)
- Improving but no significant input in the planning process as women are illiterate (Tashigang)
- Still less participation of women (Zhemgang)
- Women are not vocal although participation is good (Thimphu)
- Majority of women participate in the planning process (Paro)
- Participation of women in upper Zhemgang is better than lower. (Zhemgang)
- Varies from community to community but generally its about 40%
- Participation is poor and low as compared to other dzongkhags (Zhemgang)
- Very poor as women are unaware of development activities taking place. (Gasa)
- Few women are participating in the process (Samtse)
- Rate of women participation is fair. (Mongar)
- Rate of women participation as compared to men is half. (Paro)
- Less participation of women (Tsirang)
- Still women depend on men for decisions and feel they are inferior. (Thimphu)
- Women participate just in numbers only but are inactive (Punakha)
- Women participation is very low (Zhemgang)
- Very less but with NFE women may now become more confident to participate (Wangdue)
- Participation of women in the east not on par with others (Trashigang, Mongar)
- Women's participation is only 5% to that of men. (Dagana)
- Participation is low but has to be encouraged (S/Jongkhar)
- Women are discriminated in rural areas and not given full freedom to participate
- Very less participation and not forthcoming. (Sarpang)



Responses of dzongkhag sector officials on participation of women in decision-making

Grouping Code : Participation in decision-making is good

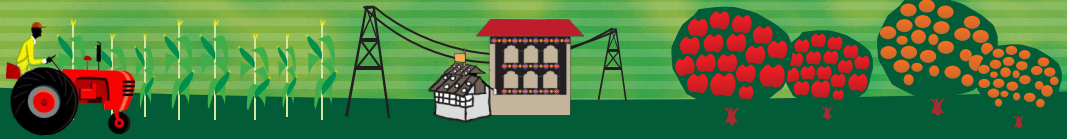
Range of responses

- As most village elite are men, women don't decide
- Increasing and now roughly 50% (Wangdue)
- Has improved a lot as compared to before (Tashigang)
- Women do take part in the decision-making process (Thimphu)

Grouping Code : Participation in decision-making is poor

Range of responses

- Women are the ones that make household decisions (Wangdue)
- In household women have an upper hand in decision-making (Paro, Thimphu, Punakha)
- In almost all households women decide but in public matters it is the men (Punakha)
- Generally men decide and women are not usually involved (Zhemgang)
- Decision-making of women particularly in households is increasing (Bumthang)
- Other than in the household women don't make decisions (Sarpang, Dagana)
- Decisions at the home are made by the nangi-aum (Chukha)
- When it comes to decision-making, women hardly raise issues (Chukha)
- Involvement of women in decision-making is low (Lhuntse)
- Very less
- Involvement in decision-making is only 2% (Mongar)
- Involvement in decision-making is 25% (Punakha)
- Women agree to men's decisions (Wangdue, Samtse, Haa)
- Women depend on men for decision-making
- Very poor (TrashiYangtse)
- Rate of decision-making is about 50-50% (Paro)



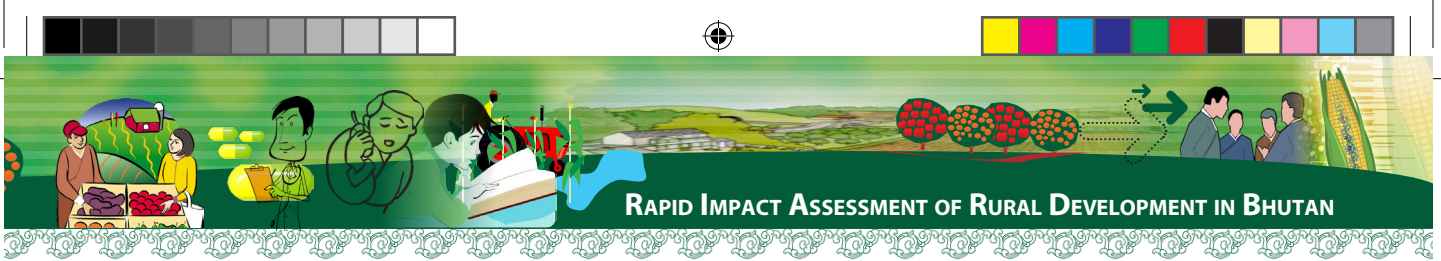
- Depends on personal character so even women may decide (Wangdue)
- Women are passive in decision-making (PemaGatsel)
- Attending meetings has nothing to do with deciding as women are generally silent (Thimphu)
- All external matters are handled and decided by men (Sarpang)
- Less participation so less decision-making (Samtse)
- Women's decision-making is medium as men are more vocal (Punakha)
- Women can not decide in a proper way (Tsirang)
- In upper Zhemgang women participate in decision-making
- Women's decision-making only 10% (Zhemgang)

Responses of dzongkhag sector officials on changes in the planning process

Grouping Code : Bottom-up planning

Range of responses

- Now done consultatively where villages can decide their activities (Thimphu)
- People free to decide their activities (Haa)
- Now grassroots level decision-making is emphasized (Wangduephodrang)
- Now villages make their plan (Gasa)
- People express their needs and concerns through the GYT and DYT (Punakha)
- Now participatory planning processes in place (Mongar)
- More needs oriented (Paro)
- People have been empowered and promotion of ownership (Thimphu, Wangduephodrang)
- Planning has been decentralized (Sarpang, PemaGatsel, Trongsa)
- Earlier mismatch between actual need and provision of activity (Tsirang)
- Now bottom-up planning (Bumthang)
- Involvement of public in the planning process (Trongsa)
- Planning earlier was top-down, then consultative and now focused on



results (Thimphu, Bumthang)

- All was pre-planned in the past at central level (Thimphu)
- Now people decide on their own development (Bumthang, Sarpang)
- Planning at grass-roots (Lhuntse)
- Number of staff at gewog level has increased but burden has increased- (Wangduephodrang)
- People's aspirations and desires now being fulfilled (Punakha)

Grouping Code : Challenges in planning

Range of responses

- Funds have not been decentralized (Tashigang, Lhuntse)
- Decisions on the money envelope is still decided at central (Tashigang)
- Decentralization has created in gewogs and villages authority but with little responsibility (Paro)
- Number of staff at gewog level has increased but burden has increased- (Wangduephodrang)

Responses of dzongkhag sector officials on challenges faced in the planning process

Grouping Code : Dzongkhag challenges

Range of responses

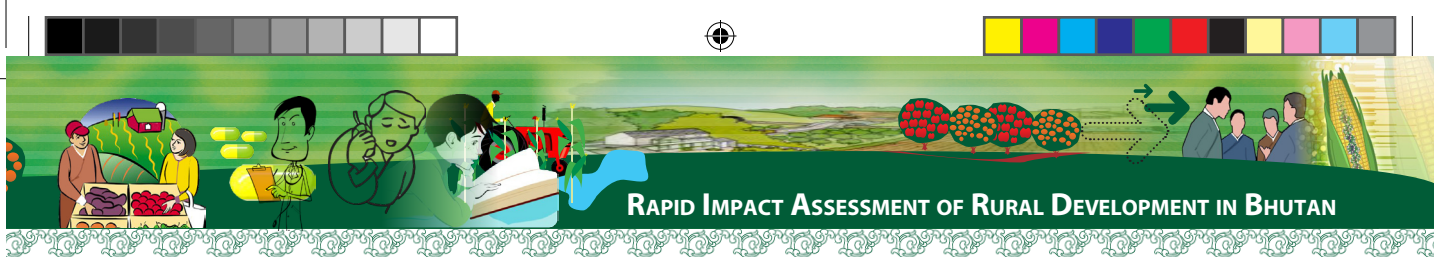
- People's proposals not considered by the Planning Commission
- (Wangduephodrang)
- Lack of coordination between Planning Commission, Ministries and National Budget (Paro)
- Formats of Planning Commission inconvenient (Mongar)
- Difficult to plan as can't visit many scattered villages (Trashigang, Zhemgang)
- Inadequate mobility of Dzongkhag staff for planning Punakha)
- Capacity building of dzongkhag staff required (Haa)
- Too many activities proposed so burden on dzonghags (Chukha)
- Integration of village and dzongkhag plans problematic

- Too many proposals from gewog and limited implementation activities in the dzongkhags
- (Punakha, Wangduephodrang)
- Need to educate people in the planning process (Tsirang)
- Lack of planning schedule (Samtse)

Grouping Code : Gewog/Village challenges

Range of responses

- Lack of funds (Zhemgang)
- Lack of coordination between GYT and villagers (Thimphu)
- Lack of capacity(Thimphu)
- Over planning (Paro)
- Fund utilization is less (Samtse)
- Long wish lists are proof of people thinking of unlimited authority(Haa)
- Limited capable staff at gewog level (Trashiyangtse)
- Gewogs lack financial planning and management (Wangdue)
- Few influential dominate planning (Paro)
- People do not see general benefit while planning (Lhuntse)
- Labour contribution for planned activities a problem because of migration (Gasa, Zhemgang)
- People cannot prioritise (Zhemgang, Trongsa)
- People have little knowledge of fund availability (Lhuntse)
- Shortage of time for planning so plans also unrealistic (Haa)
- Over-interest of villagers in infrastructure (Paro)
- Gewog staff unable to facilitate planning processes (Bumthang)
- Contradiction of some government policies (Thimphu)
- Plans are too ambitious (Wangduephodrang)
- Budget is limited so plans cannot be funded (Samtse)
- Villagers need training on planning process (Samdrupjongkhar)
- Monitoring and evaluation lacking (Mongar)
- Lack of capacity and skills in gewog staff (Chukha)
- Difficult to make people understand (Tsirang)



- Lack of time to facilitate problem analysis (Samtse)
- Lack of experience in planning (Trashigang)
- Lack of up to date information from gewogs (Punakha)
- Mismatch between budget available and activities planned (Mongar)
- Poor transport and communication (Zhemgang)
- Lack of participatory tools for villagers planning (Trashi Yangtse)

Suggestions of dzongkhag sector officials to improve the planning process

Grouping Code : Capacity-building

Range of responses

- Facilitation skills to make planning by villages effective (Thimphu)
- Training is necessary for planning (Pemagatshel)
- Gewog staff need guidance during planning (Trashigang)
- GYT need training on financial management and planning
- GYT need training on planning process (Sarpang)
- Capacity building at village level (Gasa)
- Local leaders need to be educated and sensitized (Samdrupjongkhar)
- Capacity-building at gewog and district levels (TashiYangtse)
- Capacity-building of local level important (Trashigang)
- Facilitators have to be thoroughly trained (Chukha)

Grouping Code : Appropriate and more time for better planning

Range of responses

- Select correct time for planning (Tsirang)
- Enough time for sensitization on national plans and objectives before planning can start (Sarpang)
- Provide enough time and projected budget for dzongkhags (Haa)

Grouping Code : Increase awareness

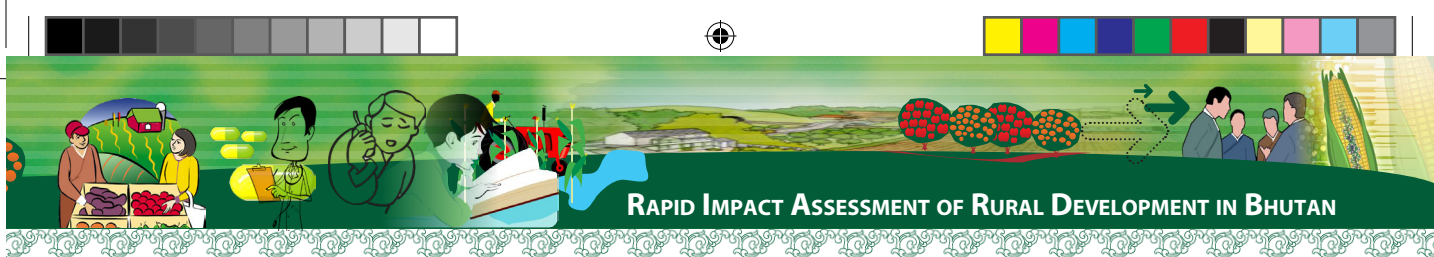
Range of responses

- People to be made aware of their responsibilities under the new planning process (Samdrupjongkhar)
- Awareness campaigns necessary (Sarpang)

Grouping Code : Better planning procedures

Range of responses

- More workable (Sarpang)
- Ensure productive persons from household participate in the planning
- Simplify planning (Pemagatshel)
- Planning Commission and PPDs to come to districts to plan and learn together (Chukha)
- For centrally executed programmes, the central agencies to discuss and coordinate with dzongkhag (Lhuntse)
- Proposals by villages to be based on their capacity to implement (Wangdue)
- Need to place more planning officers in dzongkhags (Punakha)
- Approval for gewog plans should be done at gewog level itself (Chukha)
- Need to ensure the poor are participating especially (Sarpang)
- Facilitate problem identification and strategizing among villagers (Chukha)
- Mechanism for taking up non-planned activities and approval for such activities delegated to dzongkhags (Thimphu)
- Planning to go in accordance with budgets
- Uniform planning process among all dzongkhags (Thimphu)
- Have uniform formats issued by the Planning Commission (Wangdue, Punakha)
- Community leaders to be educated (Zhemgang)
- Central staff should discuss local plans and finalise at that level before submission (Bumthang)
- Consult people before making changes in plans (Haa)
- Avoid delays in sanction of budgets and approvals (Wangduephodrang)
- Planning should not be ambitious but tied to budget available (Chukha)
- -Regroup small villages with large ones for planning (Zhemgang)



Household survey responses to improving the planning process for the poorest people in the village

Grouping Code : Greater participation by poor

Range of responses

- Give more developmental activities to the least developed society
- Encourage poor in planning process
- Involvement of poor people in the planning process
- Poor people were never consulted/ask them
- Equal participation from poor people
- Community should involve poor people in the process
- By actively participating in planning process
- encourage active participation among the poor
- Promote people's participation
- Proper planning
- Look into planning process
- Separate planning process
- Segregate gewog and village plan

Grouping Code : Identify Needs

Range of responses

- Conduct survey on poor people's needs
- GYT has to plan what is important and needed for the villagers
- GYT has to plan what is important and needed for the villagers
- They should identify the problems of the villagers and help them
- According to needs of people

Grouping Code : Improve Communication within Villages

Range of responses

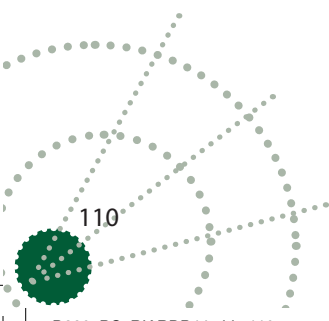
- Good discussion among the villagers
- Good discussion among the villagers
- Good discussion among the villagers
- Planning process should be properly monitored



Grouping Code : Others

Range of responses

- Government should look for the problems that they are facing
- Meeting with Gup
- Budget disappears from middleman and should direct from central government
- Pre training session on planning process
- Government should implement directly and not the stakeholders
- Development should take place gradually not at one go
- General consensus on a leader
- Give more importance on developmental activities
- Respect grassroots level
- Gewog administration should look into the matter





What suggestions do you have on how the government can improve the planning process to help the poorest people in your village?

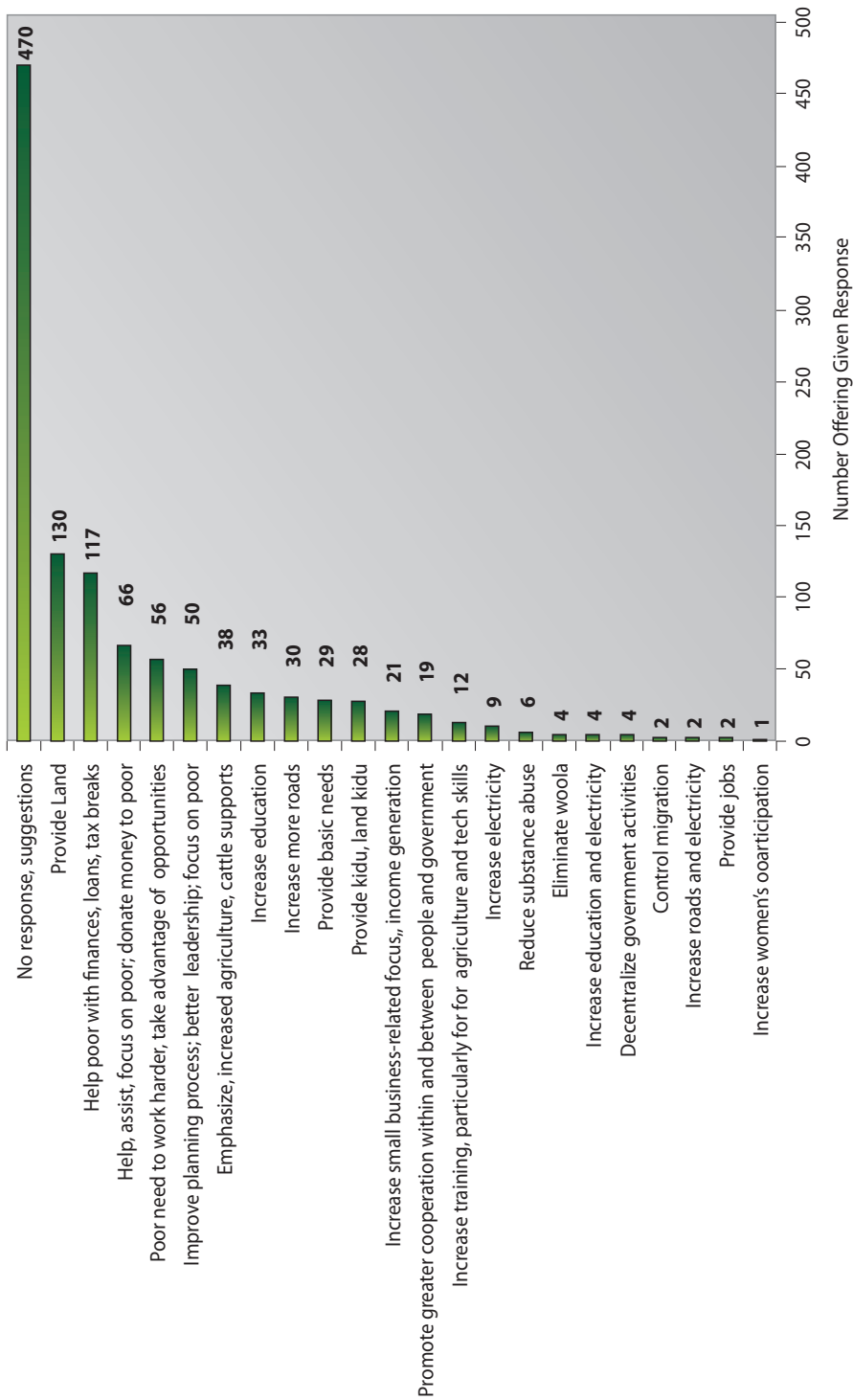


Fig. 1 Number of respondents by type of suggestions for helping the poorest people in the village





