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BHUTAN

**Analysis Report of
CZ, GT and DT
Resolution of 2nd LG.
(Trongsa Dzongkhag)**

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Acknowledgement

This analysis report has been developed in 2021 to provide brief analysis of the Local Government sessions such as Dzongkhag Tshogdu, Gewog Tshogde and Chiwog Zomdu of 2nd LG and provide recommendations to the newly elected LGs for the effective and productive conduct of LG sessions. It is prepared based on the analysis conducted among sector heads and Gewog Administrative officers.

This piece of analysis was never a solo effort. I would like to thank the Department of Local Government for providing support under Decentralization and Local Government Project. Without the Department's support, this compilation work would not be a success story. The same credit goes to HELVETAS Bhutan Country Office for providing necessary fund support to compile DT & GT resolutions, make analysis of the resolutions and print the report. I would like to acknowledge Mr. Lekey Wangdi, the Project Advisor of DLGP, HELVETAS for your constant guidance and support. Without your guidance, this project would not be a fruitful one.

I would also like to acknowledge Dzongkhag Administration, Trongsa and all Gewog Administration for providing support till the end. Following officials of Dzongkhag Administration: 1) Tharchin, Chief District Engineer. 2) Lham Dorji, Deputy District Education Officer. 3) Karma Wangchuk, Deputy District Agriculture Officer. 4) Jigme Chopel, Sr. District Livestock Officer. 5) Norbu Tshering, District Finance Officer. 6) Karma Wangdi, Internal Auditor and Gewog Administration: 1. Tashi Yangzom, GAO, Drakten Gewog, 2. Tashi Choden, GAO, Korphu Gewog, 3. Sonam Choki, GAO, Langthel Gewog, 4. Tashi Dorji, GAO, Nubi Gewog were involved in the analysis of DT & GT resolutions of 2nd LG. Therefore, the same credit goes to their unwavering support and I would like to acknowledge you for your input and support that you have rendered.

In conclusion, every individual and stakeholders who rendered their

support producing of this Analysis report of CZ, GT & DT Resolutions of 2nd LG are acknowledged for their contribution and support.

Thank you.

Acronyms

DT: Dzongkhag Tshogdu

GT: Gewog Tshogde

CZ: Chiwog Zomdu

LG: Local Government

LGRR: Local Government Rules and Regulation

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01

Analysis of DT and GT Resolutions of 2nd LG through the lens of legality and mandates as per LG Act of Bhutan 2009 and LGRR 2012

1.1 Number of DT and GT conducted during the term of 2nd LG.

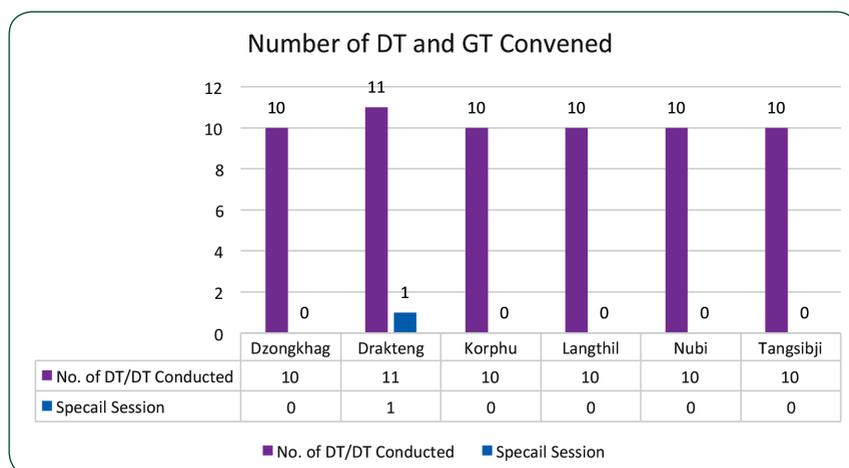


Fig 1: illustration of number of DT and GT conducted during the term of 2nd LG.

As per LG Act of Bhutan 2009, section 94 “Dzongkhag Tshogdu shall meet at least once every six months”. In line to the act, the Dzongkhag should coordinate and conduct Dzongkhag Tshogdu at least twice every year and the Dzongkhag had also conducted DT sessions ten times in five years during the term of 2nd LG. Thus, it indicates that the Dzongkhag had conducted DT as per the LG Act. The section 95 of LG Act of Bhutan 2009 states “Gewog Tshogde and Thromde Tshogde shall meet for regular sessions at least thrice a year”. In line to this, Trongsa Dzongkhag don’t have Thromde Tshogde but there are five Gewogs with

respective Gewog Tshogde. While analyzing the GT resolutions of all five Gewogs, it was found that the Gewogs had conducted at least 10 GTs and one of the Gewog had conducted 12 GT including special session. This indicates that the Gewogs had not conducted the GT as per the act. The act states that the GT should be conducted at least thrice a year but the Gewogs under Trongsa Dzongkhag had conducted on average of two GTs a year.

1.1.1 Comparison of GT and DT conducted with the prescription of LG Act.

As per the LG Act	DT & GT	Nos of times conducted	Remarks
Sec 94 of LG Act 2009 (at least once every six months)	DT	10 times	Conducted as per LG Act.
Sec 95 of LG Act 2009 (at least thrice a year)	Drakten	11 & 1 special session	
	Korphu	10 times	1 st & 2 nd GT resolutions missing
	Langthel	10 times	1 st ,2 nd ,3 rd ,4 th & 10 th GT resolutions missing
	Nubi	10 times	
	Tangsibji	10 times	1 st & 4 th resolutions missing

Table: Comparison of no. of GT & DT conducted to the no of GT & DT prescribed in LG Act.

Referring to the LG Act, at least two DT should be conducted in a year and at least three GT should be conducted in a year. DT is conducted as prescribed but the GT in Gewogs are not conducted thrice a year. After carefully analyzing the GT resolutions, it was also found that few GT resolutions of few Gewogs were misplaced. This indicates that the Gewogs are not very serious about the GT minutes which should be available for the public for transparency and it should be readily available

for the public. Therefore, the future elected LG members and the Gewog administration should be mindful about the number of GT they should be conducting and the GT minutes should be taken care and make it available for the public.

1.1.2 Number of Special Session conducted.

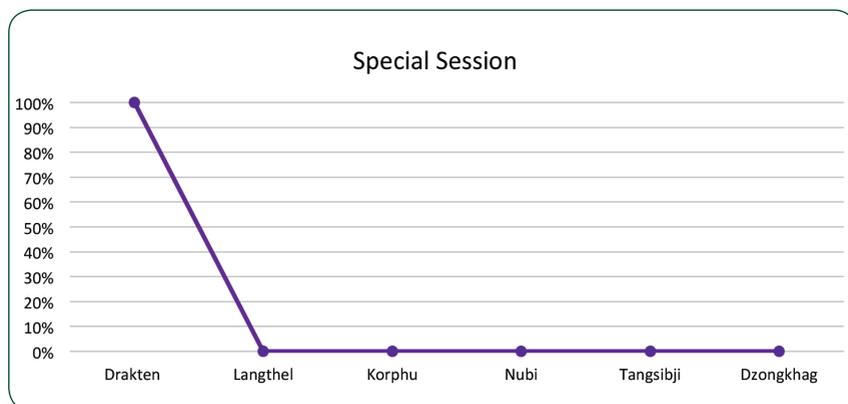


Fig 2: illustration of no. of special sessions conducted by GT and DT.

As per the section 102, chapter 7 of the LG Act, “*The Chairperson of a Local Government shall convene a special session of the Local Government whenever he/she deems a matter to be of urgent nature*”. In line to this, only Drakten Gewog had conducted one special session during the term of 2nd LG. However, DT and most of the GT have not conducted any special session. There are also few situations/conditions mentioned in the LG Act about when and why the special sessions should be conducted in LG.

1.1.3 Recommendation for the Conduct of DT & GT

Chapter 8 (83) of LGRR 2012 states that “*The regular session of the DT shall, pursuant to section 94 of the LG Act of Bhutan, 2009 be held at least once every six months on such day and time as decided by the Chairperson*”. The LG Act states that DT should be conducted at least

once every six months but it is not prescribed in LG Act about when to convene. Analyzing the GT and DT resolution of 2nd LG, GT are conducted in line to DT (as and when DT announces GT to submit agenda, after conducting GT). In addition, DT and GT as a highest decision-making body in the local level, it is also conducted in line to plan & budget preparation, prioritization of activities, approval of budget proposal and approval of budget/plan execution. Therefore, the following months are recommended as best suitable months to conduct DT and GT.

Suitable Months	Rationale
December-February	Mid-Term Review and Budget Preparation/Technical Adjustment
April-May	Budget Proposal Approval (Submission of approved budget proposal to MoF/GNHC)
July	Budget Execution Approval (budget appropriation approved by Parliament)

Fig 3: Recommended months to conduct GT & DT.

1.2. Formulation of By-laws by DT>.

1.2.1 By-laws formulated by DT

In line to Chapter 4 of LG Act, the DT has regulatory powers and functions. Analyzing the DT resolutions, it was found that 4th DT directed the Rule Making committee to review on ban of meat, alcohol and 3 other bylaws and present in the 5th DT. In Addition, the and 7th DT also directed to review and amend “*Lamsel Juenchong Zur Thrim*” (By-law on preservation of culture). However, new by-laws were not formulated during the term of 2nd LG.

1.2.2 By laws endorsed in GT

As per section 222 of LGRR 2012, “*Rule making committee should ensure that the rule to be adopted do not contravene any provision of the*

LGS, 2009. Review its rules and procedures from time to time”. Till date no bylaws have been endorsed through the Rule making committee in GT level but few regulations had been made during GT.

DT	Yes/ No	GT	Yes/No	Remarks
Dzongkhag	No	Drakten	Yes (9 th GT)	On traditional auspicious days, agriculture related works should be prohibited in Eusa Chiwog
		Korphu	Yes (3rd)	About Information dissemination (Official related) by Tshogpa to the public. About Cleaning campaign
		Langthel	No	
		Nubi	No	
		Tangsibji	No	

Table: illustration of by-laws formulated by DT and GT during the term of 2nd LG.

1.1.3 Recommendation on Preparation/formulation of Bylaws:

The Rule making committee should be formed during the 1st GT /DT in order to review existing by-laws regularly and to formulate new by-laws if deemed necessary. By-laws should be endorsed from GT/DT before it has been implemented in Gewog/Dzongkhag level. The Rule Making committee shall review and recommend any by-laws developed by the Gewogs and the Concern Sectors and present it to DT/GT for approval. The Chairperson of the Rule Making committee shall take full responsibility to follow up any DT resolutions pertaining to bylaws and convene necessary action as mentioned in section 222 of LGRR 2012.

1.3 Formation of committee during LG sessions

As per section 188, chapter 13 of LG Act, “committees shall be established by local Government for purpose of specific functions in accordance with the provision of this act”. The LGs should establish committees amongst LG members and the committees includes DT standing committee, GT Standing committee and Ad-hoc committee (section 219 and 220 of LGRR 2012).

1.3.1 Committee formation in DT.

As per chapter 15, section 219 of LGRR 2012, Following are the DT standing committee such as:

- The Rule Making committee
- The Disciplinary committee
- The Monitoring and Evaluation committee

And an Ad-hoc committee shall be established by the LGs. In line to the act, DT had formed Monitoring and Evaluation committee during 5th DT and formed DT standing committees such as: The Rule Making committee, The Disciplinary committee and The Monitoring and Evaluation committee during the 7th DT session.

1.3.2 Committee Formation (GT) – GT Standing committee

As per LGRR, Chapter 15, Section 220, A Gewog Tshogde shall establish the following standing committee.

- committee
- A Disciplinary committee
- M and E committee.
- Mediation committee

And an Ad-hoc committee shall be also established. Analyzing the 2nd LG, GT resolutions of all Gewogs, it was found that all the Gewogs had formed the committees as stated in the LG Act and LGRR. In

addition, Tangsibji GT has formed additional committee called School Management Board.

GT/DT	Gewogs	Yes/no	Remarks
DT		Yes	5 th DT (M&E committee) 7 th DT (DT standing committee) There are about 24 committees in Dzongkhag (Dzongkhag Website).
GT	Drakten	Yes	1 st GT (GT standing committees)
	Korphu	Yes	3 rd & 9 th GT. (GTC, GFC, M&E and Mediation committee)
	Langthel	Yes	GT Standing committees
	Nubi	Yes	Y 8 th GT (GTC &GFC)
	Tangsibji	Yes	GT Standing committees

Table: Illustration of committees formed by GT and DT.

1.3.3 Roles of Standing committees Formed by GT & DT.

Going through the GT and DT resolutions of 2nd LG, the DT standing committees and GT standing committees are formed by DT and GT respectively. The roles of each standing committees are also well mentioned in the chapter 15 of LGRR 2012. However, after carefully analyzing the DT and GT resolutions, the committees like Rule making committee had not performed their duty to review and amend by-laws as assigned by DT. In addition, there is no mentioning about the reports submitted by any of the standing committees to GT and DT in the GT and DT resolutions of 2nd LG.

1.3.4 Recommendations

In order to have effective and result oriented LG standing committees as prescribed by LG Act and LGRR, following are the recommendations:

- ü Formulate the committee during the 1st / 2nd DT and GT.
- ü To develop the TOR of the committee(s) and approve by DT and GT respectively.
- ü To institute Planning and Budgeting committee:

The committee shall review and resolve the issues related to plan and budget related matters. Present the budget proposal to DT. Keep record of budget utilization and present the budget utilization report to DT.

1.4 Usage of Language in GT and DT.

As per chapter 9, section 105, of LGRR 2012, “*The Dzongkhag Tshogdu, Gewog Tshogde and committee established under the rules and regulations shall conduct all its business in the National Language*”. In line to the above statement, the resolutions/minutes of DT and GT should be also maintained in National Language. Going through the GT & DT minutes of 2nd LG, most of the GT and DT minutes are recorded in National Language. However, one Gewog had recorded minutes in English. The Plans and progress report, and the activity listings are also presented in English.

1.4.1 Recommendations

Aligning to the LGRR, both GT and DT should resolute the deliberation in National Language, Dzongkha and accordingly record minutes in National Language. The editorial committee should be also instituted to check the spelling and grammatical errors of the GT and DT minutes.

1.5 Notification to Conduct GT

As per LGRR Chapter 7, clause 70, “*The meeting of the Dzongkhag and Gewog Tshogde shall not be held unless due notice of the day and time of the meeting has been given at least 15 working days before the day of the proposed meeting.*” In line to this, all the GTs and DT have issued notification to the members after verifying the *Zakar*. prior to the meeting. Notification has been also sent for the involvement of relevant sectors and regional heads as an observer.

1.6 Annual Report.

As per section 287. of LGRR, 2012, “*The chair person shall present the annual report specified in the section 147 of the Local Government act of Bhutan, 2009 to Dzongkhag Tshogdu sessions*”, and the section 288 states that the Gup shall present annual report to GT sessions. However, in the current trend, annual/midterm progress report of the planned activities are presented as follows:

DT: Progress report presented by Dzongkhag Planning Officer/ Sector Heads

GT: Progress report done by GAOs

1.6.1 Recommendation

Annual Progress Reports to be presented by Chairperson of DT/GT to the respective session and Annual Report committee shall be also instituted in order to develop comprehensive Dzongkhag and Gewog Annual Report.

02

Agenda Analysis, GT & DT

2.1 Analysis of Agendas submitted to GT, Gewog Wise.

2.1.1 Langthel Gewog.



Fig 4: Illustration of how Agenda are collected, discussed and submitted from CZ to GT to DT.

2.1.1.1 Categories of Agenda

Going by the GT resolution of 2nd LG, Langthel Gewog, Following category of agendas were discussed during the GT session:

- 1) Planning/Budgeting of developmental activities
 - Health
 - Education
 - Agriculture/Livestock
 - Environment (Waste management)
 - Natural Resource-Forestry (Extraction of forest products)
 - Culture (Lhakhangs maintenance)

2) Policy

- Example:
- Upgradation of Lower SS to Higher SS
- Extraction of forest produce

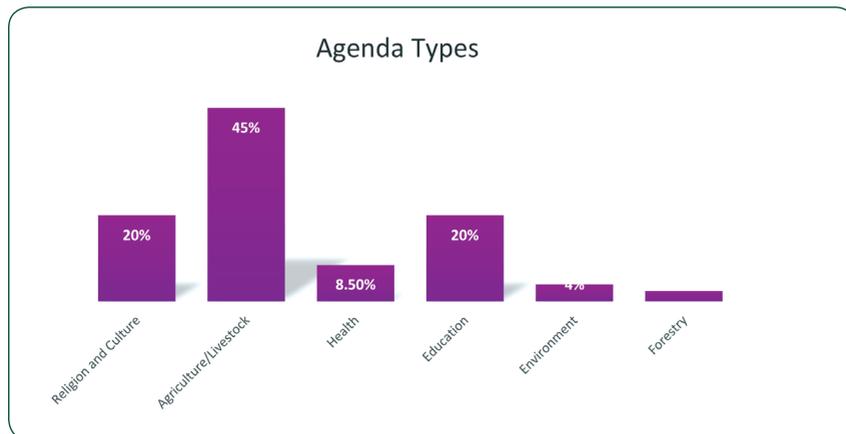


Fig 5: Illustration of different Agendas.

After careful study of agendas discussed in Langthel Gewog Tshogde during the term of 2nd LG, it was noticed that 45% of the total agendas is related to Agriculture and livestock. Boiling down to the individual agenda, the most prominent agenda discussed in GT are maintenance and construction of farm road, Construction and renovation of irrigation channels followed by maintenance and renovation of Lhakhangs.

2.1.1.2 GECDP related Agendas

While GT and DT are highest decision-making body in the local level, holistic approach of development should be carried out taking care of Gender, Environment, Climate, Disaster and Poverty. Following GECDP related agendas are also discussed during the GT sessions:

- Construction/maintenance of irrigation channels
- Construction/maintenance of farm roads
- Waste management
- Input supplies (agriculture/livestock)

- Fallow land revival and land development
- Construction of retaining wall
- Electric Fencing
- Improvement of drainage
- Footpath construction
- Not much agendas related to Gender (other than construction of separate units of toilets for m/f)

In the above list of agendas, the GT members might not have discussed that this agenda is for mainstreaming GEDCP but these agendas are contributing to mainstream GECDP in the long run.

2.1.1.3 How are the agendas related to Policy Issues Discussed?

The agendas related to policy issues were discussed during GT and directly forwarded to DT for further discussion and decision. Few examples of agendas related to policy issues discussed in GT are:

- Upgradation of Langthel Lower Secondary School to Higher SS
- Allotment of timber permit for extraction of timber (JSWNP)

2.1.2 Drakten Gewog

2.1.2.1 Agenda submission.

In order to submit agendas for GT sessions, notifications were issued some few days prior to GT. After sending the notification, Chiwog Zomdus were conducted in different Chiwogs lead by Tshogpas. The agendas were then submitted to Gewog Administration Officer by respective Chiwogs, and sectors. The Agendas were finalized in Agenda Finalization Meeting by the committee and submitted to GT for deliberation.

2.1.1.2 How were the policy Issues discussed?

When GT receives agendas related to policy matters, the GT discuss the ground reality and forward the agenda to DT for intensive deliberation.

Example, Class 7-8 should be kept as it is in Tashidingkha PS.

2.1.1.3 No. of Agendas sent Back to CZ?

While GT received agendas from CZ and sectors, Agendas were not sent back rather screened out during the time of agenda finalization meeting.

2.1.1.4 GEDCP related Agenda

Following GEDCP related agendas were discussed during the term of 2nd LG in Drakten GT:

- Waste Management,
- Cleaning campaign on Duezang,
- Construction of pour flush toilet.
- Agriculture, Livestock,
- Irrigation channel, land development

The above mention agendas such as agriculture, livestock, irrigation channel and land development contribute in eradicating poverty in the community.

2.1.2.5 Agenda and its category:

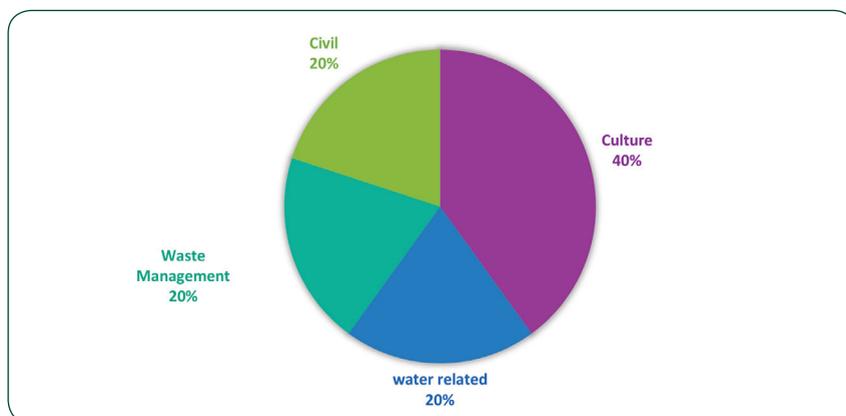


Fig 6: Category of Agendas discussed in GT, Drakten Gewog.

Analysing the GT Agendas of Drakten Gewog, it was concluded that most prominent agenda discussed in the GT was related to culture which includes maintenance and renovation of existing temples and construction of new temples in the community.

Agenda Classification:

Policy Related	<ul style="list-style-type: none"> • To keep Classes 7 & 8 at Takste. • Different land holder hampers work development in the chiwog. • Election votes to be declare as a whole not chiwog wise. • Chipoen and their <i>thue</i>. • Electricity fine should be scheduled, • To impose fine for those not participating in <i>Woola</i>. • Stopping of alcohol while doing final rites.
Developmental Agenda	<p>Tashidingkha lhakhang and its renovation. Meeting hall construction. Waste management vegetable market should be designated. Samcholing school maintenance. Samcholing ORC. Beautification of Kuenga Rabten Dzong. CC, Civil staff and their leave. Approval for Lhakhng renovation timber FMCL not in use, Need of mitsi form to authenticate death from chiwog to bury the deceased, Tiger conservation seed money, ORC</p>

2.1.3 Korphu Gewog

2.1.3.1 How are the Agendas submitted?

Following findings were seen after analyzing the GT resolutions of Korphu Gewog:

- Agendas were submitted after public consultation at Chiwog level
- Submitted the Agendas to Gewog Administration to be discussed in GT
- Discuss the Agendas in GT
- GT submits those agendas which are required to be discussed in DT

2.1.3.2 GECDP related Agendas

Following GECDP related Agendas were discussed in GT of Korphu Gewog during the term of 2nd LG:

- Construction and renovation of irrigation channels
- Supply of seeds and seedlings, development of kitchen garden
- Terrace consolidation
- Waste management and monthly cleaning campaign
- Construction of retaining wall
- Construction / maintenance of farm roads
- Footpath and drainage construction
- Chainlink Fencing
- 2 units toilet construction
- Water reservoir tank

In the above-mentioned list, few agendas are directly linked to GECDP. However, few agendas such as construction and renovation of irrigation channels are indirectly linked to GECDP concept with its long-term benefit.

2.1.3.3 Classification of Agenda.

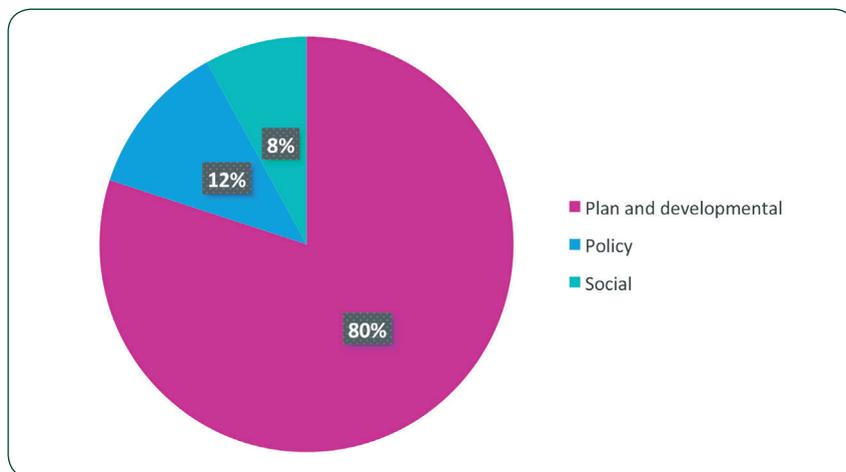


Fig 7: Illustration of Agenda Classification.

The agendas discussed during the GTs of 2nd LG in Korphu Gewog are broadly classified into three classifications namely Plan and developmental related agendas, policy related agendas and agendas related to social issues. Of the three, the Plan and developmental related agendas were most discussed in the GT sessions followed by policy related agendas and agendas related to social issues.

a. Planning and Developmental related Agendas

Plan and Developmental related agendas were most deliberated agendas during the GT session in Korphu Gewog. Some of the examples includes:

- Health - Construction of sub post
 - Approach road construction
 - Waste management
- Agriculture - Farm road and irrigation channels
- Livestock
- Religion and Culture – Renovation of lhakhangs, const. of butter lamp house etc
- Formation of committee

b. Policy related Agendas

Policy related agendas were also discussed during the GT sessions and some of the agendas are:

- Formulation of rule regarding the requirement of bank draft for community contractors
- Extraction of NWFP within Gewog for the CC

c. Social Issues related Agendas

Social Issues related agendas were also discussed during the GT sessions and some of the agendas are:

- Electricity
- Chipoen
- Waste management

2.1.3.4 Types of Agenda

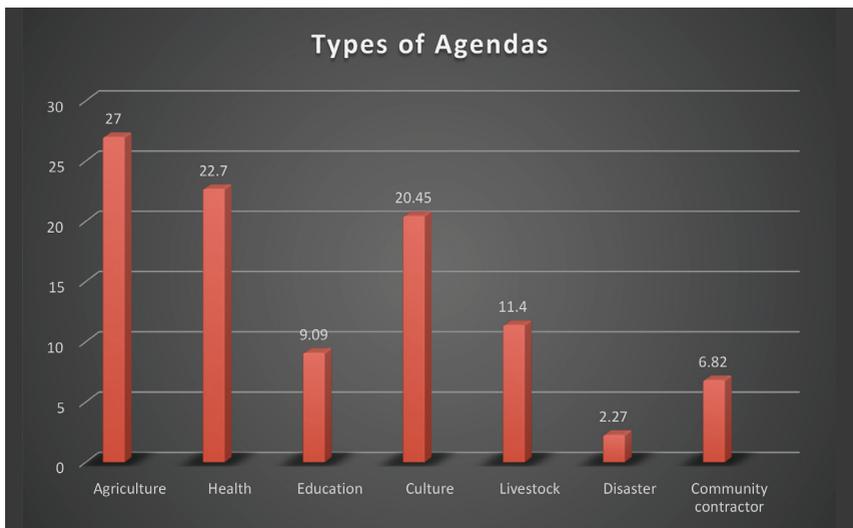


Fig 8: Illustration of Types of agendas discussed in GT session.

While analyzing the types of agendas discussed during the GT session of Korphu Gewog, it was found that the most prominent agendas discussed in the GT sessions are Agriculture related agendas followed by health and Culture as given below:

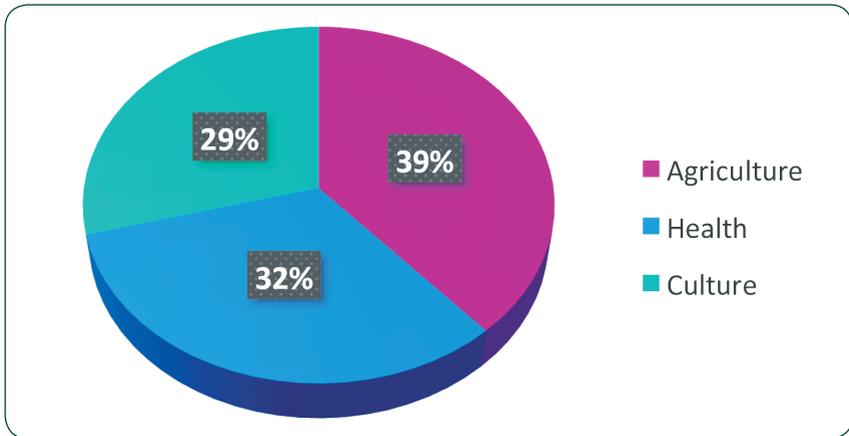


Fig 9: Most prominent agendas of GT in Korphu Gewog.

2.1.1.5 Discussion of policy issues

Agendas related to Policy issues were discussed during the GT sessions and the analysis were done case wise:

Case: Extraction of NWFP for community contractors of the Gewog

1. The issue was discussed in GT due to the following reasons:

- Less budget ceiling for the CC
- Located far from the NRDCL office
- Delayed in according the approval

Since there was no authority to decide at Gewog level, the Agenda was further submitted to be discussed in DT. Similar to this case, most of the policy related cases were forwarded to DT for deliberation.

2.1.4 Nubi Gewog

2.1.4.1 How the agendas are submitted.

The Agendas for GT are submitted as follows:

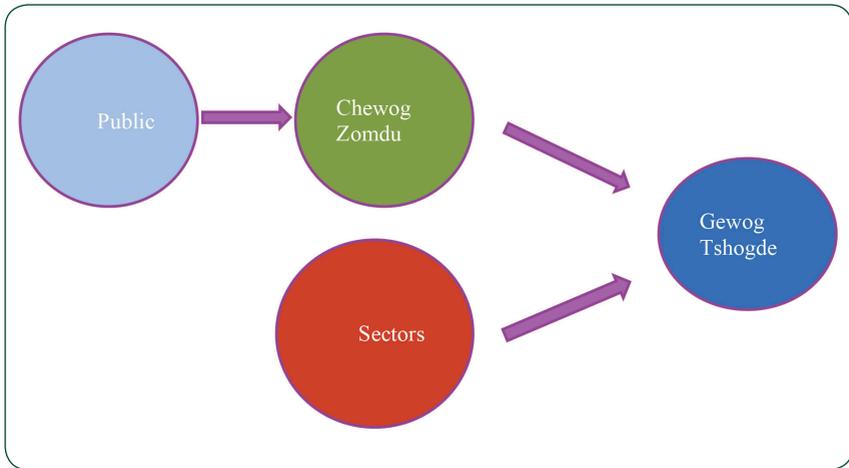


Fig 10: Illustration of how the agendas are submitted to GT.

Agenda are submitted in consultation with public at Chiwog Zomdu. After deliberation at Chiwog Zomdu, it is submitted to GT. In the current trend, GT receives agendas from CZ and sector heads at Gewog level.

2.1.4.2 How the agendas from MP are submitted?

Going through the agendas submitted from various agencies, it was found that the agendas from MPs are directly submitted to the Gup if they have any issues to be discussed. (eg: Bjee Phatang agriculture project)

2.1.4.3 Discussion at Chiwog Zomdu? (in CZ)

The current trend of discussion of agendas in Chiwog Zomdu are:

- Important issues and points are discussed in CZ.
- After thorough discussion few important issues are submitted to GT as an agenda.
- The issues are discussed among the sectors and important agendas are submitted to GT.

2.1.1.4 How were the policy issues discussed?

In the GT session, most of the policy related agenda are discussed to some extent and directly forward to DT for discussion.

2.1.4.5 Agenda Classification.

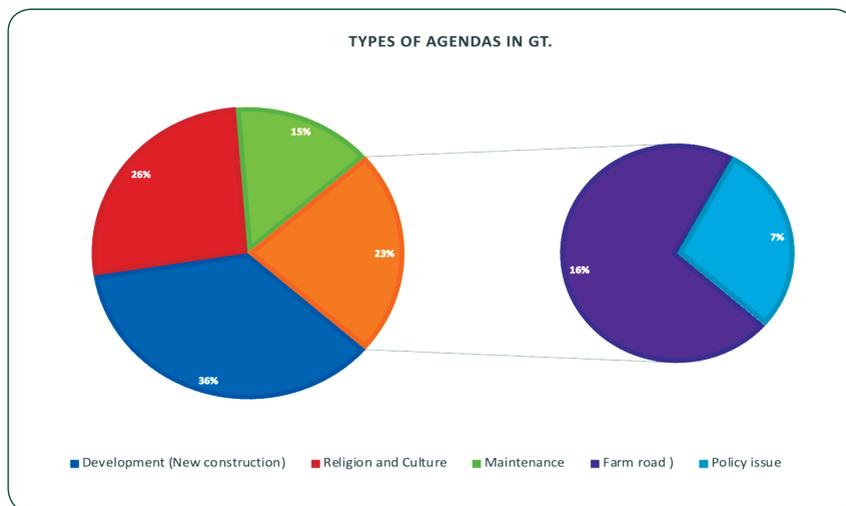


Fig 11: Illustration of Agendas discussed in GT session of 2nd LG, Nubi Gewog

Going through the agendas discussed in GT during the term of 2nd LG in Nubi Gewog, it was found that various agendas related to developmental and new construction related issues, religion and culture related matters, infrastructure maintenance related matters, farm road related agendas and policy issues were discussed. Among which, following prominent agendas were discussed in the GT session:

- New construction and renovation of existing infrastructure.
- Plan focus (review & reporting)
- Agriculture, Health and Education

2.1.4.6 GEDCP related Agendas.

While studying the agendas discussed during the GT sessions in Nubi Gewog, agendas were carefully studied in order understand whether the GEDCP related issues were discussed and addressed by the members of GT. In doing so, following agendas related to GEDCP were discussed:

- Construction of Farm roads
- Environment and climate change

Agendas are mostly focused on developmental activities but Construction of farm road may help in reducing poverty in the long run and some constructions are carried out focusing on gender and poverty alleviation.

2.1.5 Tangsibji Gewog

2.1.5.1 Agenda submission.

Chiwog Zomdus are conducted in different Chiwogs lead by Tshogpas for discussion and to submit agendas for GT sessions. The agendas for GT sessions are then submitted to Gewog Administration Officer by respective Chiwogs, and sectors. The Agendas are finalized in Agenda Finalization Meeting by the committee and submitted to GT for deliberation.

2.1.1.2 How were the policy Issues discussed?

When GT receives agendas related to policy matters, the GT had discussed the ground reality in most of the sessions and forwarded the agenda to DT for intensive deliberation. In some case the policy related issues are deliberated administratively with the Dzongkhag Administration

2.1.1.3 Discussion at Chiwog Zomdu? (In CZ)

The current trend of discussion of agendas in Chiwog Zomdu are as follows:

- Important issues and points are firstly discussed in CZ.

- After thorough discussion few important issues are submitted to GT as an agenda.
- The agendas are finalized in Agenda Finalizing committee and important agendas are submitted to GT.

2.1.1.4 GEDCP related Agendas.

While studying the agendas discussed during the GT sessions in Tangsibji Gewog, agendas were carefully studied in order understand whether the GEDCP related issues were discussed and addressed by the GT members. In doing so, following agendas related to GEDCP were discussed:

- Drinking water
- Waste Management
- Damage of Drinking water source at Kella

2.1.1.5 Agenda Classification.

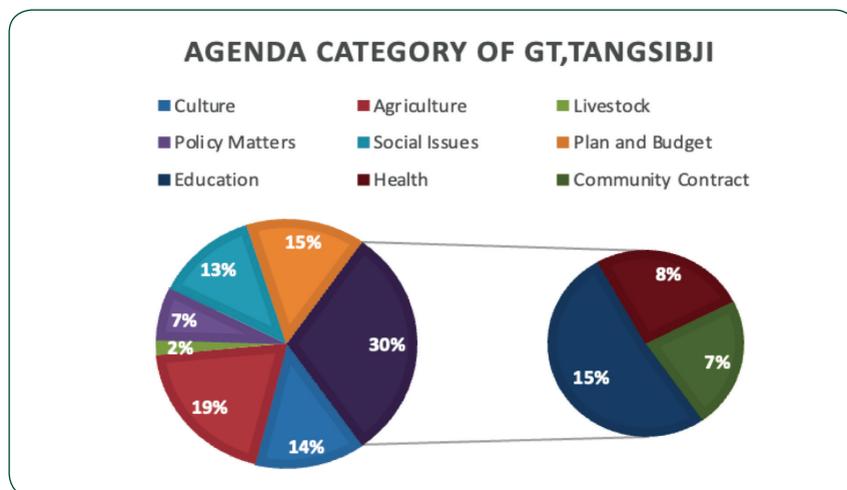


Fig 12: Types of Agendas discussed during the GT of Tangsibji Gewog.

Going through various agendas discussed in GT during the term of 2nd LG in Tangsibji Gewog, it was found that various agendas related to agriculture, plan and budget, education, culture, social issues, health,

livestock, policy matters and community contract were discussed and resolved during the GT sessions. Among the agendas, the prominent agenda is the agenda related to agriculture namely farm road construction and irrigation channel construction.

2.2 Agenda Analysis of DT

2.2.1 How is it submitted?

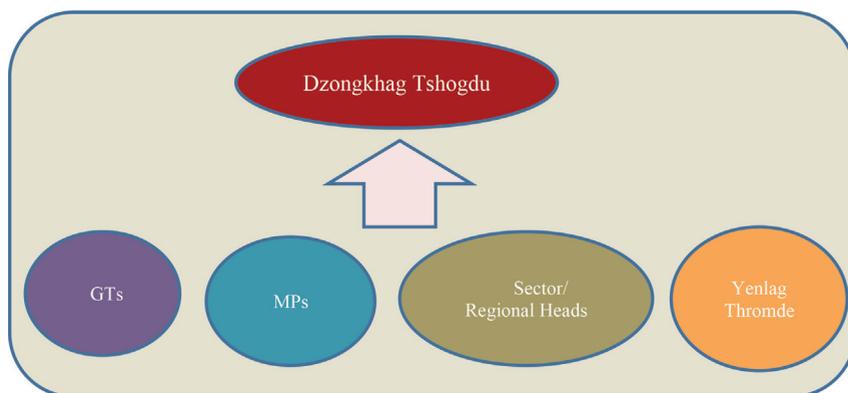


Fig 13: Illustration of Agendas received by DT from various stakeholders.

Agendas for DT are received from various stakeholders such as:

- GT (after conducting GT and CZ)
- Members of Parliament
- Sector heads and Regional Heads
- The agendas are submitted either to the DT Chair or to Dzongkhag administration and DT Secretariat

2.2.2 How Policy issue are discussed?

There are few agendas related to policy issues discussed during the DT sessions. In most of the cases the agendas are thoroughly deliberated and discussed among the DT members and stakeholders who attended as an observer. In every cases, the relevant sector heads and regional heads were requested to clarify about the particular policy as mentioned

in acts, rules and regulations, protocols and notifications. Majority of the agendas were resolved to be carried out as per the existing policy after thorough explanation provided by the relevant sector and regional heads. Few agendas related to policy issues were directed by DT to consult and get support from relevant parent ministries and departments.

2.2.3 Agenda Classification.

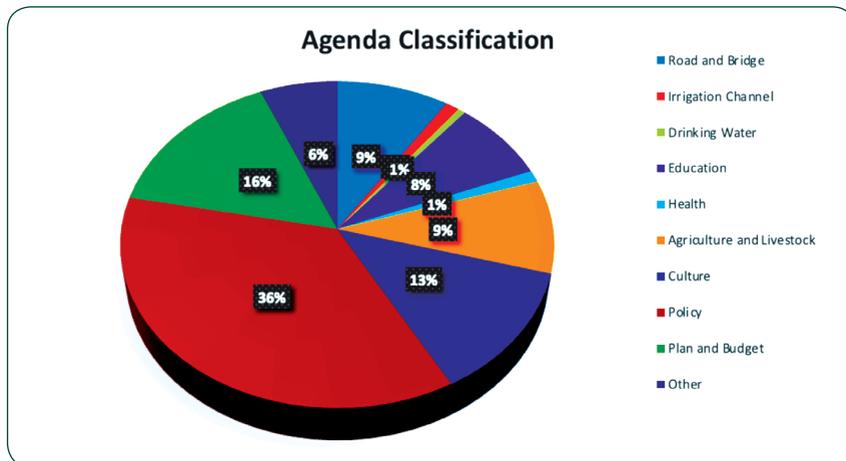


Fig 14: Illustration of types of agendas discussed in DT sessions during the term of 2nd LG.

There are many agendas discussed during the DT sessions of 2nd LG. Of which, policy issues are the most discussed agenda followed by plan and budget, Culture, Agriculture and Livestock, Road and bridge, Education etc... Going through the agendas of DT sessions, it was understood that the coverage of agendas are broad and diverse issues were discussed in DT to resolve issues in the community. GECDP related issues and agendas were also discussed during DT session of 2nd LG.

2.2.4 GECDP related agendas.

Following GECDP related agendas were discussed during the DT sessions of 2nd LG:

- Heavy vehicles of MHPA damaging the houses in the community
- National Cleanliness day
- Mountain Hazel nut report
- Irrigation Channel
- Boarding facility at Nimshong PS (Poverty)

03

The Process

3.1 Linkage between CZ, GT & DT

Carefully understanding the process of LG sessions as per LG Act 2009, LGRR 2012 and LG proceeding protocol 2021, the linkage between CZ, GT & DT is as follows:

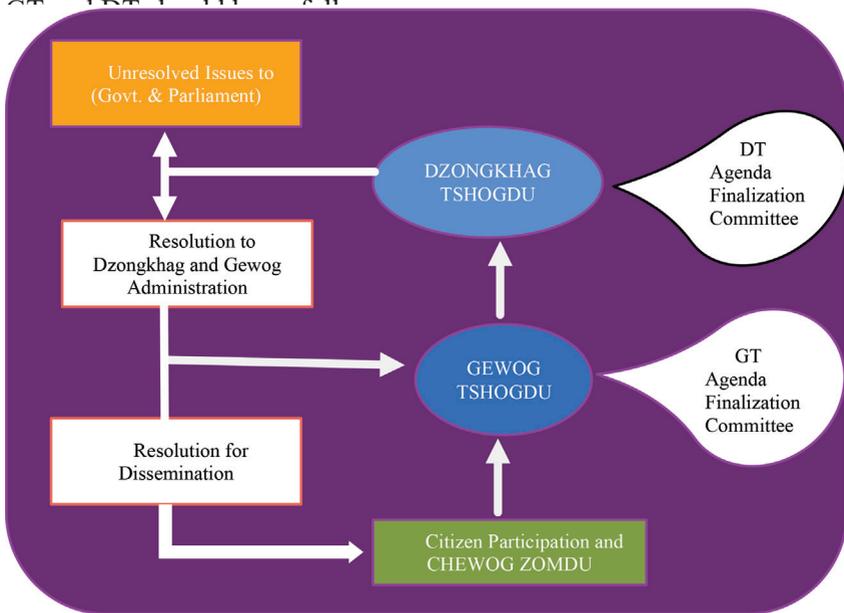


Fig 15: Ideal Linkage between the CZ, GT and DT

In the ideal situation as described in LG Act 2009, LGRR 2012 and LG proceeding protocol 2021, the linkage of CZ, GT and DT should be as follows: the agendas should be firstly discussed in CZ with public consultation and the agendas should be further submitted to GT for discussion. Before conducting GT, the agendas received from CZ

should be finalized by agenda finalization committee for submission to GT. During the GT most of the agendas will be resolved and few unresolved agendas shall be submitted to DT. After receiving agendas from GT, DT agenda finalization committee should finalize the agenda and submit to DT for discussion. If there are some agendas that could not be resolved in DT, it should be further submitted to the Government and the Parliament as an agenda. Consecutively, the Resolution of GT should be disseminated to the public and DT resolution should be also disseminated to the public via Gewog administration and members.

Going by the GT and DT Resolutions of 2nd LG, only 50% of such trends are in place. It may be due to the lack of resources and human capacity/ awareness. In the current trend, in some cases, the GT had submitted few agendas to DT which were neither discussed in CZ nor in GT. Some agendas which were screened out by the Agenda Finalization committee were also discussed in GT/DT including the agenda in “any other matter”. In some case, proper flow of agenda submission is not followed. In addition, the backward communication of decision/resolution made in GT/DT are not clearly communicated to the public in the Chiwog Zomdus such and GT and CZ.

3.1.1 How resolution of DT and GTs are Communicated?

Analyzing the downward communication of resolutions and decisions made in DT and GT to the respective Chiwog Zomdus, following trend were seen:

- The resolutions of DT sessions were distributed to Gewog administration, sector heads, regional heads, MPs and relevant departments and agencies for information and necessary follow -up actions.
- GT resolutions were distributed to respective Chiwog Tshogpas to inform the decisions to the public.
- GT minutes were even dissminaited to public even by LG members through informal meeting

- There is no proper record in the GT and CZ minutes mentioning about dissemination of the resolution of DT and GT respectively to the public.
- There is also no clarity about how the DT, GT and CZ resolutions are communicated to the public by the elected LG members.

3.2 Participants in GT and DT.

Equal participation and gender representation is essential for the inclusive participation since it provides opportunities for citizens' engagement in the decision-making process. Going through the Resolutions of 2nd LG, following trends were found:

- Sector heads and regional heads attend the DT Sessions as an observer.
- Even the general public from *Chiwogs* had attended DT as an observer.
- During the GT sessions, sector heads and representatives from *Chiwogs* had attended as an observer.

Participation of GT and DT members during LG sessions were found as follows:

GT

- Equal Participation from all the Members
- Mostly the *Tshogpas* put up more points

DT

- Gups participate more in the discussion
- While *Mangmis*' participation in discussion is seen lesser than *Gups*.

3.2.1 Gender Representatives as a member of DT and GT:

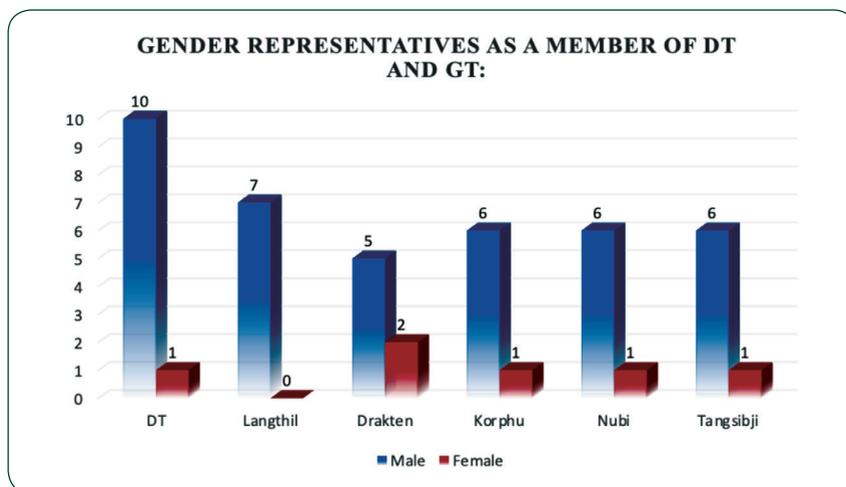


Fig 16: Illustration of gender representative of GT and DT member.

Gender representation is crucial for inclusive engagement in decision making and during the term of 2nd LG, the gender representation of GT and DT was male dominated with 31 males and 5 females in total. There are 10 males and 1 female as the member of DT (including *Thromde Ngotsab*). In DT, there is only one female as a member out of 11 members of DT.

3.3 Roles of sector heads in discussion

Sector heads and regional heads were called as an observer during the DT and GT sessions of 2nd LG. the main roles of sector heads played during the LG sessions of 2nd LG are:

- As an Observer
- Provide Technical clarificaiton during the discussion. (Guide LG members in decision making by explaining existing rules/guidelines, feasibility etc...)

3.4 How the Decision is made?

DT and GT are the highest decision-making body in Dzongkhag and Gewog respectively. Therefore, it is important to analyze how the decisions were made during the LG sessions of 2nd LG. Analyzing the DT and GT resolutions, following analysis were made:

- Decisions were made based on majority in both GT and DT.
- Consensus and Majority Vote.

3.5 DT and GT Resolution Format.

The format of resolution is also important in order to provide clear and precise information to the readers. Thus, while analyzing the format of the GT and DT resolutions of 2nd LG, following trends were found:

- No uniformity in formats and minutes recorded.
- No clarity in the minutes about the decisions made (in few cases).

3.5 Recommendations

Following recommendations are suitable for the improvement and enhancement of the process of LG sessions:

- Submission of agendas to upper house should be followed as per the format mentioned in LG Proceeding Protocol 2021.
- Downward communication of resolutions must be properly done and recorded.
- LG members should take equal opportunity to speak during the discussion in a LG session.
- DT & GT Resolution format should be uniform and followed as per the format mentioned in LG Proceeding Protocol 2021.
- Gaydrung should help GAO to draft the GT minutes in order to have reliable and correct minutes.

04

Follow Up Report and Annual Report

4.1 Follow-up Report.

Analyzing the DT resolutions and GT resolutions of 2nd LG, following findings were revealed:

4.2 Recommendation.

In order to have result-oriented follow-up actions after the decision made in GT and DT, following actions should be carried out:

- Both GT and DT should maintain and present follow-up action report in the next consecutive session.
- The relevant sectors and agencies must carry out the follow-up actions as discussed and directed by the GT and DT. The sectors/agencies should report if the decision made by GT/DT contradicts any policies and laws.

4.3 Annual Report

The following current trends were seen after studying the GT and DT resolutions of 2nd LG:

- Annual/Mid-year Progress Report (Planned Activities) were presented by Dzongkhag Planning Officer/ Sector Heads in DT.
- The Progress reports were presented by GAOs in GT.

4.4 Recommendation.

In order to present comprehensive and reliable annual report during GT and DT sessions by respective Chairman:

- Annual Report committee should be formed.
- Annual Reports should be presented by the Chairperson of DT/GT

05

Analysis of Chiwog Zomdu Register

5.1 Gender Representative in CZ.

Chiwog Zomdu is grassroot level of peoples' participation in decision making and the gender representative is crucial for wholistic development. Analyzing the CZ register of all Chiwogs of 2nd LG, it was found that majority of the participants who participated in Chiwog Zomdu are female. Gender representation during the Chiwog Zomdu are as shown below:

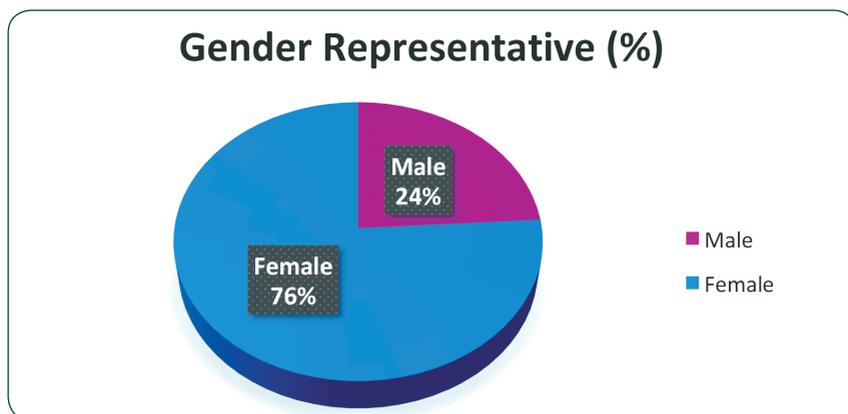


Fig 17: Illustration of Gender representative in CZ.

5.2 How the discussion is recorded?

As per the Chiwog Zomdu register provided by Department of Local Government, following criteria should be maintained:

- Venue and date
- Purpose
- Resolution
- No. of households

However, going through the CZ register of 2nd LG maintained by the Tshogpa of various Chiwogs, following trends were seen:

- ◆ No proper records of the purpose, date, place, discussions and decision taken.
- ◆ Agendas were not recorded clearly.
- ◆ Minutes are not recorded most of the time.
- ◆ In some cases, Minutes are recorded in English.
- ◆ Only names of participants are recorded (no other details).
- ◆ Chiwog Zomdu register is used for recording meetings other than Chiwog Zomdu which is not as per LGRR. (Other Zomdus organized by sectors).
- ◆ Communication of DT/GT resolutions to public is rarely carried out through Chiwog Zomdu. Since it is not recorded in minutes of CZ.
- ◆ Chiwog Zomdus are conducted in private spaces (The house of Chipoen/Tshpogpa)
- ◆ The register is mainly used for the attendance purpose and other miscellaneous meetings.
- ◆ Recordings were based on need basis of the Chiwogs.
- ◆ No proper records of the meetings

5.2.1 CZ register of each Chiwog and Gewog of 2nd LG:

Sl No.	Gewog	Remarks
1	Tangsibji	All five Chiwogs have maintained CZ register
2	Draagteng	All five Chiwogs have maintained CZ register
3	Langthel	All five Chiwogs have maintained CZ register
4	Korphu	All five Chiwogs have maintained CZ register
5	Nubi	Gagar Karshong Chiwog, Bemji Chela Chiwog and Bagochen Bulipang Wuling Chiwog have maintained CZ register while two Chiwogs: Bji Semji Chiwog and Daba Sinphu Chiwog have not kept proper record of CZ register.

5.3 Participation

Public participation and individual's participation is must for the collaborative decision making and to solve social issues in grassroot level. Going through the C Z register, it is not clearly mentioned about who speaks/participates much during CZ but most probably *Goshay-Nyenshay* and the Chairperson of CZ, *Tshogpa* speaks much during the CZ.

5.4 Types of Agenda discussed in CZs

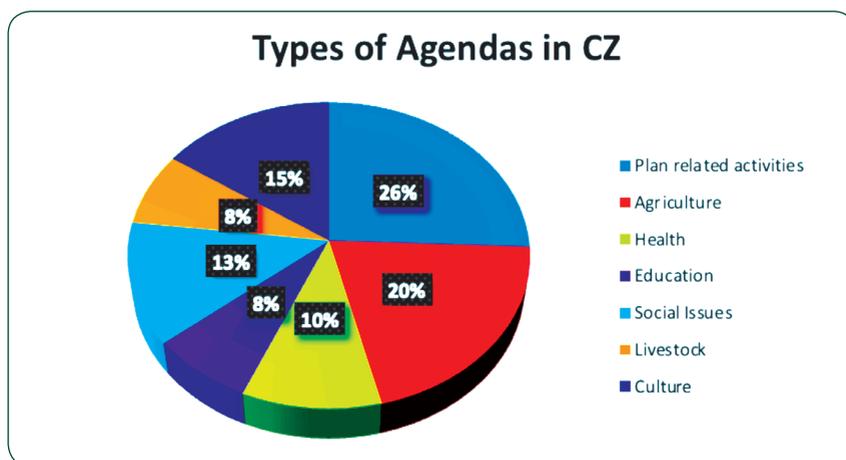


Fig 18: Illustration of types of Agenda that were discussed during the term of 2nd LG.

After studying the Agendas recorded in the CZ register of 2nd LG, it was found that majority of the agendas were related to Plan activities that includes maintenance of irrigation channel, farm road maintenance, electric/solar fencing maintenance, crematorium development etc... Other agendas that are discussed during the CZ includes, agriculture related agendas (Procurement of agricultural tools for Groups, Supply of Insecticide), Culture (*Lhakhang* maintenance, *Dungkhor* construction), social issues, Health (Advocacy program), Education (I.T lab construction), and Livestock.

5.3 How agendas are received?

To conduct Chiwog Zomdu, agendas from public are collected by Chiwog Tshogpas in consultation with the public before or during the time of meeting. The agendas are mainly submitted by community people only. Then they submit the Agenda to Gewog for discussion in GT.

5.6 How agendas are forwarded to GT

As per LGRR 2012	Present Trend
Sec. 183, Minutes of Meeting should be submitted to GT for information & consideration	No such procedures followed
	Submit whole agendas to Gewog that CZ had discussed without prioritization. (in most of the cases)

5.7 Recommendation

After carefully analyzing the CZ register, following recommendations are suitable for the effective conduct of CZ in the coming days:

- Advocacy program on how to maintain Chiwog Zomdu Register should be provided to Chiwog Tshogpas.
- The minutes of CZ should be maintained properly (Including Agendas, discussions and decision taken) in addition to keeping record of who attends the meeting.
- Capacity Development (on the basis of their responsibilities) for Chiwog Tshogpas.
- To implement Community Engagement Platform to conduct Nangzom to strengthen the conduct of Chiwog Zomdu.
- Public Space (Chiwog Meeting Hall) is required.
- Presentation of DT/GT resolutions/outcomes to public can be digitized (online mode) OR it should be communicated to public during CZ by the Tshogpa.

Annexure.

1. Stakeholders Analysis:

Following stakeholders were consulted during the Analysis of DT and GT resolutions:

SI No.	Dzongkhag Officials	
1	Tharchin	Chief District Engineer
2	Lham Dorji	Deputy District Education Officer
3	Karma Wangchuk	Deputy District Agriculture Officer
4	Jigme Chopel	Sr. District Livestock Officer
5	Norbu Tshering	District Finance Officer
6	Karma Wangdi	Internal Auditor
7	Tshewang Norbu	DT Secretary
Gewog Officials		
1	Tashi Yangzom	Gewog Administration Officer, Drakten
2	Tashi Choden	Gewog Administration Officer, Korphu
3	Tashi Dorji	Gewog Administration Officer, Nubi
4	Sonam Choden	Gewog Administration Officer, Langthel

2. Reference Documents:

Following documents were referred for the analysis of GT & DT resolutions of 2nd LG

- The Local Government Act of Bhutan, 2009.
- Local Government Rules and Regulations, 2012.
- The Protocols for Local Government Proceedings.

3. Analysis coverage and criteria.

Following analysis coverage and criteria were used for the analysis of GT & DT resolution of 2nd LG.

Criteria/Coverage for the Analysis:

Sl No.	Coverage	Areas	Remarks
1	Legality & mandates (LG Act of Bhutan 2009, LGRR 2012)	<ol style="list-style-type: none"> 1. Number of GT & DT conducted? 2. Special Sessions? 3. By Laws formulated? 4. committees? 5. National Language? 6. Notification? 7. Annual Report? 	Data, pie chart, tables, descriptive.
2	Process	<ol style="list-style-type: none"> 1. Linkage between CZ, GT and DT? 2. How the meeting, discussion is done? 3. Participants (Gender)? 4. Observer? 5. Discussion (who participates the most?) 6. How the resolution is communicated back? 7. How is the decisions made? 8. Who submit most points in session? 9. Roles of sector heads in discussion? 	Data, pie chart, tables, descriptive.

Sl No.	Coverage	Areas	Remarks
3	Agendas of GT and DT	<ol style="list-style-type: none"> 1. How is it submitted? 2. Is it discussed in Chiwog Zomdu? (Are the agendas for DT discussed in GT, and agendas fir GT discussed in CZ)? 3. How many agendas were sent back to GT? 4. How were the policy issues discussed? 5. GEDCP related Agendas? 	
3	Agendas of GT and DT	<ol style="list-style-type: none"> 6. Most prominent Agenda? Type 7. How the agendas from MP is submitted? 8. Agenda Classification (Policy, Developmental, Planning, etc...) 	Data, pie chart, descriptive.
4	Follow up?	<ol style="list-style-type: none"> 1. How is it followed up? 2. Follow up Reports and Annual Reports? 	Data, pie chart, tables, descriptive.
5	Chiwog Zomdu	<ol style="list-style-type: none"> 1. Gender Representative? 2. How the discussion is recorded? 3. How agendas are received? 4. How Agendas are forwarded to GT? 5. Agenda Types? (GECDP concept) 6. How resolution is communicated? (GT and DT) 7. Legality (LG Act, LGRR) and reality? 	Data, pie chart, tables, descriptive.
6	Recommendations	<ol style="list-style-type: none"> 1. Legality & Mandates? 2. Process? 3. Agenda? 4. Follow up? 5. DT? 6. GT? 7. Chiwog Zomdu? 8. Any other ? 	Data, pie chart, tables, descriptive.

