Joint Evaluation of Danish-Bhutanese Country Programme 2000-09

Thematic Paper on Capacity Development

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Abbreviations and acronyms

CTA  Chief Technical Advisor
DFC  Danida Fellowship centre
DPA  Department of Public Accounts
DP  Development Partners
EdSPS  Education Sector Programme Support
ESPS  Environmental Sector Programme Support
E-Strat  Environmental Strategy
EUSPS I  Environmental and Urban Sector Programme Support I
EUSPS II  Environmental and Urban Sector Programme Support II
FM  Financial Management
GG I  Good Governance Programme Support I
GG II  Good Governance Programme Support II
GG III  Good Governance Programme Support III
GNH  Gross National Happiness
GNHC  Gross National Happiness Commission
HRD  Human Resource Development
HSPS I  Health Sector Programme Support I
HSPSI I  Health Sector Programme Support II
HSPS III  Health Sector Programme Support III
ICT  Information and Communication Technology
JESR  Joint Education Sector Review
LGA  Local Grant Authority
MDG  Millennium Development Goals
MoE  Ministry of Education
MoF  Ministry of Finance
MOFA  Ministry of Foreign Affairs, Denmark
MOHR  Ministry of Labour and Human Resources
MOU  Memorandum of Understanding
MTFF  Multi-Year Fiscal Framework
NGO  Non-government Organization
NID  National Institute of Disabled
NMES  National Monitoring and Evaluation System
NSB  National Statistical Bureau
PAR  Poverty Analysis Report
PEMS  Public Expenditure Management System
PLaMS  Planning and Monitoring System
PRSP  Poverty Reduction Strategic Plan
QA  Quality Assurance
RGoB  Royal Government of Bhutan
RCSC  Royal Civil Service Commission
RWSS  Rural Water and Sanitation Support
SBS  Sector Budget Support
SSPS  Social Sector Programme Support
TA  Technical Assistance
UNDP  United Nations Development Programme
UNESCO  United Nations Educational, Scientific and Cultural Organization
UNFPA  United Nations Population Fund
UNICEF  United Nations Children’s Fund
UBE  Universal Basic Education
UPE  Universal Primary Education
WFP  World Food Programme
8th FYP  8th Five-Year Plan 1997-2002
9th FYP  9th Five-Year Plan, 2002-08
10th FYP  10th Five-Year Plan, 2008-13
Bhutanese Terms

Chathri: Act or statute
Dungkha: Sub-district
Dzongdag: District administrator
Dzongkhag: District (there are 20 in Bhutan)
Dzongkhag Yargye Tshogdu: District development committee
Gewog: Administrative block (there are 205 in Bhutan)
1. Introduction

This thematic paper is prepared as a part of the Joint Evaluation of Danish-Bhutanese Country Programme which is guided by the following overall objectives:

1. To assess and document the relevance and effectiveness of Danish support to poverty reduction and democratisation in Bhutan 2000-09 and;
2. To consolidate and enhance the sustainability of the outcomes achieved through learning and adjustments to the cooperation during the last programme period 2009-13 and beyond.

The Joint Evaluation is primarily assessing and analysing outcomes understood as beneficiary utilisation of services provided by the Royal Government of Bhutan (RGoB) or other providers as well as analysing the sustainability of the achieved outcomes. Support to capacity building has been an important characteristic of Danish support to Bhutan and a previous evaluation1 carried out in 2006 primarily focused on assessing the capacity of selected key institutions in Bhutan to deliver outputs2.

As this report is part of an outcome oriented evaluation it will focus on analysing and assessing overall trends in Danish support to capacity building provided across programmes over the period 2000-2009. In terms of capacity building interventions the report will primarily focus on analysing the utilisation of TA and training and not include provision of hardware.

While this paper will cover the period 2000-09 it should be noted that the capacity building focus of Danish support to Bhutan was initiated in the early 90-ies. Denmark has over the last decades under three different country agreements with Bhutan provided support to the following main sectors3:

- From 1991-1996: Health (HSPS I) and Environment Strategy (E-Strat).
- 1997-2002 – Health (HSPS II), Environment and Natural Resource Management (ESPS), Urban Development (USPS) and Good Governance (GG I).
- 2003–08 - Health and Rural Water (HSPS III and RWSS), Environment and Urban Development (EUSPS), Good Governance (GG II) and Education (EdSPS).

In light of above support provided during the last decade this paper will include the following main chapters:

- In Chapter 2 the methodology for analysing Danish support to capacity development will be outlined.

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1 Danida (2006b).
2 The 2006 Capacity Development in Bhutan Evaluation primarily focused on assessing capacity of selected key institutions to deliver outputs in terms of services, whereas this evaluation focuses on outcomes in terms of beneficiary utilisation of services delivered by a wide number of institutions. The findings of the 2006 evaluation are therefore of a more narrow, organisational specific nature and will only be utilised in this evaluation, where relevant.
In Chapter 3 main characteristics of the Danish support to capacity development will be analysed and main external factors and cross-cutting issues affecting the outcome of Danish support to capacity development will be discussed.

Finally, Chapter 4 will include an overall assessment of the support provided by Denmark to capacity development and as well as recommendations for the period 2009-13.

2. Methodology

The analysis of Danish support to capacity development in Bhutan in Chapter 3 is based on an understanding of the term ‘capacity’ as the ability of organizations to produce outcomes understood as quality services accessible to the public. The analysis will be based on the ROACH approach as visualised in Figure 1 below.

Figure 1: Visualisation of ROACH approach

The analysis in Chapter 3 of this paper will include the following main steps:
1. Description of the type of support provided by Denmark.
2. Analysis of targeted areas within the supported organizations.
3. Analysis of factors and cross-cutting issues embedded in the national context of Bhutan affecting organizations and outcome achievements.

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4 For further information on the application of the ROACH approach please refer to the inception note for the Joint Evaluation.
5 Adapted from Danida (2005c).
4. Assessment of how Danish support has affected achievements of outcomes and analysis of sustainability aspects.

When analysing areas targeted within the supported organizations as part of step 2 the Six-Box model visualised below will be used as to guide the analysis.

**Figure 2: Visualisation of Six-Box Model for analysing organizations**

<table>
<thead>
<tr>
<th>Functional-rational dimension</th>
<th>Political Dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Internal dimension</strong> PUSH</td>
<td>Getting the job done</td>
</tr>
<tr>
<td>Focuses on changes in task-and-work system within the organization.</td>
<td>Focuses on internal changes in power and authority distribution and pursuit of different interests.</td>
</tr>
<tr>
<td><strong>External dimension</strong> PULL</td>
<td>Creating enabling “environment” for doing the job</td>
</tr>
<tr>
<td>Focuses on how changes in external factors and incentives will affect the task-and-work-system dimension of organizational capacity.</td>
<td>Focuses on how changes in external factors and incentives will affect the dimension of power and authority distribution, conflicts and pursuit of different interests in the organization.</td>
</tr>
</tbody>
</table>

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6 A multitude of organisational models exist and the Six-Box model has been chosen as it highlights both functional and more political organisational aspects. This is in line with recommendations included in Danida (2005c).

7 Danida (2005c).
Finally, the overall assessment of the Danish support to capacity development in Chapter 4 will be based on a distinction between whether it was provided as internal or external support and whether it primarily was targeting functional or more political dimensions. These dimensions are visualised in Figure 3 above.

3. Analysis of Danish support to capacity development

3.1 Main types of Danish support to capacity development

The Danish support can be divided into the following four main categories of input:

(i) Technical Assistance

Denmark has provided substantial amounts of Technical Assistance (TA) to Bhutan totalling more than 1822 TA months from 1991 to 2009. As seen from Figure 4 the amount of TA increased from 1991 up to 2001 where it peaked at more than 215 TA months after which it has declined, most rapidly since 2007 where it dropped from 100 to 10 TA months. This is reflecting a deliberate strategy of Danida to reduce its direct TA and primarily provide its support as budget support. It should be noted that some TA and pools for unallocated TA has been included in the three sector programmes running up to 2013 meaning that there on a needs basis would be access to recourses financing up to 22 TA months per year from 2009 to 2013.

Figure 4: Total TA Months 1991 – 2009

The total TA months from various programmes can be seen from Figure 5. More than 450 TA months were provided under ESPS over a 10 year period, while the GG I and II programmes and HSPS I and II, both over a 10 year period provided more than 300 TA months. The USPS provided more than 220 TA months – but over a period of only 7 years. Programmes primarily being provided as Sector Budget Support (SBS) such as the

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8 See Table 1 in Annex 2 for further information.
Education Sector Support Programme (EdSPS) provided the relatively lowest number of TA months (71)⁹.

**Figure 5: Total TA Months per Main Programmes** ¹⁰

The yearly distribution of TA months per main programme is shown below in Figure 6 and the following main pattern¹¹ can be seen:

From 1991 to 1997:
- Most TA was provided under HSPS I primarily focusing on health planning and engineering aspects.
- Some TA was provided for environmental strategy preparation.
- Tax law related TA was provided under the GG I.

From 1997 to 2002:
- Most TA provided under HSPS II focused on engineering, infrastructure and economy related issues.
- General TA was provided by senior advisers under RWSS.
- Municipality oriented and relative high amount of technical oriented short term TA was provided under USPS.
- Technical TA on e.g. land use planning, natural resource management and soil issues was provided under ESP.
- TA on technical issues such as printing was provided under GG II.

From 2003-08:
- Substantial TA was provided under HSPS III focusing on overall management and technical issues such as economy and IT together with a rather wide range of specialised short term inputs.

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⁹ See Table 1 in Annex 2 for more specific information on yearly allocations per programme.

¹⁰ See Table 1 in Annex 2 for more information.

¹¹ In-depth information on focus of individual TA inputs is given in Table 1 in Annex 2.
• General and regional TA was provided under EUSPS I supplemented by specialised short term TA.
• General TA supplemented by HR planning and short term inputs was provided under the GG II programme
• General TA on curriculum and planning was provided under EdSPS.

From 2009 onwards
• Only support for winding up EdSPS was provided supplemented by relatively few TA months under GG III and SSPS together with a substantial pool of unallocated resources.

In summary it can be stated that the period from 1991-2002 was characterised by rather specialised, technical inputs being provided primarily to executing arms of central ministries. The period from 2003 to 2008 was characterised by provision of Chief Technical Advisors (CTAs) for general programme management at policy levels in central ministries supplemented by specialised short term inputs at executing arms of central ministries as well as at dzongkhag level (e.g. engineering). The period from 2009 onwards is characterised by a remarkable steep decline in TA inputs and inclusion of pools of unallocated resources which might be utilised on a needs basis.

Figure 6: Yearly distribution of TA per main programme

Review of available documentation and information from interviews during the mission clearly point at the TA widely being appreciated by Bhutanese counterparts for being relevant and of adequate quality. Official reports do not include detailed assessment of the services provided by TA. Bhutanese officials interviewed during the evaluation mission highlighted that the advisors besides generally demonstrating clear understanding of the Bhutanese context and culture during the transition to democracy provided policy advice on internal developments applicable to Bhutan’s situation as well as technical inputs to

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12 See Table 1 in Annex 2 for more information.
13 This finding is also supported by the 2006 Danida Capacity Development Evaluation, Danida (2006b).
improvements of service delivery. However, there are also examples where TA inputs was found “not only to be a waste of time but actually taking away capacity as the advisor had to be serviced without providing any added value to the organization”14.

(ii) Training and fellowships

Several programmes included capacity development components primarily providing funds for in-country and international training and fellowships.

The USPS programme supported between 1997 and 2002, provided 27 individual trainings under different areas in engineering, management, software & information technology and environment based on a training needs assessment and national human resource development plan,. According to a tracer study (impact assessment) carried out in 2002 the training programme efficiency, effectiveness and relevance was found very satisfactory15.

The GG II programme included capacity development activities through which 1108 formal training slots were implemented; of which 26 were long term studies, which resulted in Masters or post graduate qualification. 472 slots were ex-country short term training. The short term trainings were pursued both in the region and abroad. Short term trainings included study visits and attachment programmes. A total of 598 people have attended 31 in-country training courses offered within the country. Most of these courses were offered by the Royal Institute of Management. In-country training programmes catered to cross sectoral Human Resource needs. Therefore, these trainings were not sector based and were mostly in the fields of general management, finance and Information and Communication Technology (ICT)16.

The HSPS III programme also included a major capacity development component under which the following Diploma and Masters level (long term) courses were completed:

- MSc. Health Policy and Planning, MSc. Health Economics, Masters in Public Policy, M Com. HRD, Masters in Financial Management, Masters in Information Technology, Masters in Bio-statistics, Masters in Information System, PG Diploma in Information Management, PG Diploma in Information Security and PG Diploma HRD.
- In addition, short courses were completed in fields such as: Planning and financing, monitoring and evaluation research methodology, health information, finance and accounts, IT management and telemedicine and e-governance17.

Component 2 of the EdSPS targeted Human Resource Development (HRD) of Ministry of Education (MoE) and dzongkhag staff and school based teachers in terms of financing in-service training of 173 individuals at master, diploma and certificate levels. This included 46 MoE staff attending courses at Masters level, 13 at diploma level 68 at Canada-NIE Leadership Attachment for Med, 24 attending short courses and 22 ad-hoc offers in and out-of-country. A high percentage of the students attended natural science programmes as they covered subjects for which there was an acute teacher shortage in Bhutan. The Danish support contributed to substantially increasing the number of teachers with a master or diploma degree and contributed towards all dzongkhags having DEO with a master degree.

14 Interview with municipal engineer, December 2009.
15 Danida (2007d).
16 Danida (2008f).
17 Danida (2008d)
EUSPS and ESPS also provided in- and out of country training, which primarily included short term courses on technical issues relevant for urban and environmental planning\(^\text{18}\) as well as long term degree programmes. Due to the geographical coverage of the EUSPS programme a substantial number of participants from dzongkhag level were trained.

*In general*, participants having attended fellowship training and their superiors found that the training had been relevant and equipped trainees to enhance work performance. However, some superiors also indicated that the improvements were rather individualized and a more institutional approach would have enhanced overall capacity in Bhutan. Some trainees also found that unclear criteria for assignment of postings negatively affected knowledge dissemination to colleagues and at times did not allow them to apply acquired competencies.

(iii) **Exposure and study tours**
Denmark has under programme funding also supported numerous study tours to expose counterpart staff to international trends of relevance to the supported programmes. These have in several cases been rather important to raise the awareness of decision makers. Examples on this are the several study tours organized under GG I and II aiming at giving decision makers an opportunity to familiarise themselves with democratic and other governance related issues in connection with the introduction of democracy in Bhutan. Study tours for decision makers in line ministries such as education and health have been provided under HSPS I, II and II as well as under EdSPS. Most study tours were organized to expose Bhutanese counterparts to international or sectoral trends and have therefore not targeted simple and measurable achievements. Participants of study tours interviewed in Bhutan clearly stated that they had found the study tours relevant and that they had returned with a broader perspective and new ideas on what could be implemented in Bhutan.

Under agreement with Danida Fellowship Centre (DFC) more than 40 Bhutanese have been trained between 2000 and 2008. 19 participants have in 2009 participated in a gender mainstreaming course and 39 participants will furthermore in 2009 and 2010 attend various short courses on private sector related issues. Two persons are furthermore pursuing a master degree under a DFC arrangement\(^\text{19}\).

(iv) **Financial support**
Bhutan has rather formalised procedures managed by the Royal Civil Service Commission (RCSC) for human resource development of governmental staff. In order to be able to target staff in the sectors supported by Denmark most training has until recently been based on funds earmarked for human resource development in the various ministries rather than flowing as funds to and through RSCS. This implies that the support provided for training and courses in general has not been aligned to follow national procedures. This has on the one hand let to RSCS not taking a central role in planning of courses and selection of participants. On the other hand it has allowed the targeted ministries and institutions to access additional funds, which would not otherwise be available for HRD.

\(^{18}\) Ministry of Works and Human Settlement (2008).
\(^{19}\) Danida (2005c) and (2009i).
Denmark has in recent years gradually reduced earmarked funding and increasingly provided its support as SBS. Resources for general capacity development are now increasingly channelled through RGoB and coordinated by RSCS. It should be noted that most line ministries who previously enjoyed direct Danish support earmarked for capacity development find that it is difficult to access sufficient resources through RSCS for their capacity development efforts.

Besides programme based support Denmark has also provided resources for capacity development through the Local Grant Authority (LGA). The LGA has been used rather flexibly to meet emerging needs for awareness-raising of decision makers as well as in some cases to provide funds for more topical training. Most of the support provided through LGA is found to have supported programme related needs.

3.2 Targets for Danish support to capacity development

As described in chapter 2 the Six-Box model visualised in Figure 2 will be used to guide the analysis of areas targeted within the organizations supported by Denmark.

**Strategy**

Only limited TA based interventions have formally directly targeted strategy development. However, CTA staff have within their mandates actively been engaged in continuous dialogue with Bhutanese counterparts on programme specific issues and Liaison Office of Denmark (LOD) staff has been actively involved in policy dialogue with Bhutanese decision makers e.g. through high level consultations and joint preparation of country programmes. It should, however, be noted that Danish support is based on an acceptance of the overall strategies being formulated by RGoB, and Denmark has over the years increasingly based its support on Bhutanese strategies as expressed in the 8th, 9th and 10th FYP.

**Helpful mechanisms**

At the national level and across sectors RGoB has during the period 2000-09 implemented several planning and reporting systems such as the PLaMS. Some Danish support primarily from the LGA has been provided so as to assist RGoB in implementing these systems. RGoB has furthermore initiated a decentralised planning system which Danida has supported in terms of provision of funds for block grants.

Within the supported sectors the vast majority of TA - especially from 1991 to 2002 - focused on providing technical inputs for system development. This technical focus of TA was supplemented by a focus on the establishment of supportive measures such as e.g. IT systems as to increase planning, monitoring and reporting in the various line ministries. An example is the support to IT systems in the judiciary. Similarly, most of the training provided under the various sector programmes has focused on enhancing individuals to undertake their technical responsibilities.

In general the HRD approach adopted under the various programmes was rather individualised focusing on improving technical skills of individuals. Institutional frameworks facilitating sharing/transfer of competencies or enhancing national in-service training capacity are not easily identified. The rather individualised approach to capacity building also represents a missed opportunity to further engaging Danida in more systemic
discussions aiming at reducing overlaps in mandates between education institutions as identified e.g. in the 2005 Danida evaluation as well as by recent joint reviews.\(^{20}\)

**Structures**

Denmark has supported reinforcement of existing structures as well as engaged itself in discussions with RGoB on possible changes of existing structures. A number of major changes have happened over the last decade both at national level in terms of introduction of democracy and establishment of governance institutions which was widely supported through GG I and II. Across sectors RGoB has also initiated a decentralisation process which has been supported to some extent by Denmark. The structure of line ministries have also changed such as the Ministry of Health and Education being divided into two separate ministries. RGoB has been clearly in charge of restructuring processes and Denmark could have taken a more active role as dialogue partner so as to facilitate formulation of clearer mandates, regulatory frameworks, linkages and coordination mechanisms between government institutions. Some TA supposed to work with regulatory framework across institutions found it difficult to carry out such activities.\(^{21}\)

**Figure 7: Summary of targets for Danish support to capacity development**


\(^{21}\) An example on how some consultants found it difficult to work on regulatory frameworks across institutions is the following from the ESPS: “Consultant has only to a limited extent been involved in the regulatory framework of other industries. Originally, the plan was for the Consultant to assist the MTI with establishing a legal framework and other required means for improving the occupational health and safety (OHS) conditions for workers in Bhutan’s industries. For reasons unknown to the Consultant it was, however, decided not to make use of the short-term TA for OHS”. Danida (2004).
Leadership
Denmark has provided study tours facilitating that RGoB leadership would be exposed to new international trends and has through LOD and CTAs maintained continued dialogue with the Bhutanese leadership, but otherwise out of respect for national decision making not interfered directly.

Reward systems
Denmark has only to a very limited extent been involved in reviewing and changing reward and motivational systems and widely left these issues to RGoB.

Internal relations
Similarly, Denmark has only to a limited extent targeted internal relations. It could be argued that provision of earmarked funding for capacity development has allowed for increased number of staff - who most likely otherwise would not had been granted fellowships through RSCS - to attend training. The earmarked funding gave the line ministries a more prominent role vis-à-vis RSCS in the selection process and therefore a possibility of identifying change agents who could have an influence on internal relations.

In conclusion it can be said that more functional issues such as especially helpful mechanisms, systems and processes and to some extent also strategies and structures have been targeted. More political and sensitive aspects such as leadership, reward systems and internal relations have only to a very limited extent been targeted.

3.3 Analysis of factors affecting outcomes in a Bhutanese context
The above conclusion – that Danish support for capacity development primarily has targeted functional and to a less extent more political aspects -reflects that Denmark has widely based its cooperation with Bhutan on the premise that political aspects are defined and managed by RGoB. This is also reflecting a high level of consensus between Bhutan and Denmark on cross-cutting issues such as environment, gender and good governance.

The Gross National Happiness (GNH) philosophy is giving high importance to preservation and management of the environment as well as to promotion of gender balance. With regard to good governance Bhutan has actively pursued a democratic development, secured popular participation in not only democratic processes but also in the civil society and in terms of access to discussions in printed and electronic media. Public management is characterised by high levels of transparency and accountability, and anti-corruption measures are continuously being upheld leading to a low corruption level.

The national context in Bhutan is furthermore characterised by high level of continuity and consistence in political priorities and thus providing the required stability allowing the Danish support to focus on rather functional aspects within the political framework laid down by RGoB.

The people of Bhutan in general as well as the staff of RGoB is characterised by a rather high level of commitment to pursue priorities defined by the King and the Government. This is an important factor leading to a substantial part of the functional support provided by Denmark actually being utilised in the daily work of RGoB staff to a higher extent than seen in many other countries. Similarly, the rather individualised approach to training including sending staff for overseas training would in many countries have led to a high number of

22 As an example a civil society act was formalised and fund for support to the civil society established in 2009.
staff not returning to their home country, which has not been the case in Bhutan. This may in parts be explained by the fact that RSCS has introduced an arrangement whereby students going overseas have to repay the cost of their overseas education if they do not return to work for the RGoB for a certain number of years first. The number of years varies according to the length of the stay abroad and the cost of the education.

A strong focus on functional aspects of capacity development would in many countries have led to only marginal use of the developed systems, reluctance in using new IT systems and in many people trained overseas not returning to their country. In Bhutan it appears that national characteristics such as stability, consistency in policy orientation and high commitment levels have contributed to capacity development in terms of organizations actually utilising the developed systems and in individuals returning from training and utilising the acquired skills in their job positions.

The rather organization specific focus on system development and individualised upgrading of staff competencies appear to have had highest impact where the support was targeting well defined identities with defined counterpart, clear ownership and a limited number of staff as e.g. the judiciary and the election commission under the GG programme and specific institutions under the EUSPS, HSPS and EdSPS. When bigger systems with broader mandates were targeted the impact from Danish support to capacity development is less evident.

3.4 Assessment of how Danish support has affected achievements of outcomes

More detailed analyses of how Danish support has affected achievements of outcomes in the various sectors have been carried out in separate sector reports on good governance, health, education and urban and environmental development. This paper on capacity development will therefore at a more general level assess how Danish support to capacity development has affected trends in outcome achievements.

Two main trends in achievement of outcomes provided by institutions supported by Denmark can be identified:

1. Danish support in terms of SBS has together with clear policy and strategic direction of RGoB facilitated expansion of services, and substantial achievements have in general been made in terms of access to services provided by sector institutions supported by Denmark. As an example this applies to increased access to media and governance structures supported by the GG programme as well as to health and education services supported by HSPS and EdSPS.

2. Danish support to capacity development primarily targeting organization specific system development has led to certain improvements in the quality of services provided by the targeted organizations. This trend can be seen in e.g. clearly defined organizations targeted by the GG programme and in the education sector where school quality especially at primary levels has also improved. While this can be attributed to a variety of factors such as the commitment of staff and a clear strategic orientation by the Ministry of Education the quality improvements are also largely caused by the high number of teachers and DoEs acquiring master and diploma

23 This finding is in line with the 2006 Danida Capacity Development Evaluation, Danida (2006b).
24 Please refer to sector specific reports prepared as part of the Bhutan Country Programme Evaluation and available at www.evaluation.dk.
degrees through Danish support. Similar trends can be seen in the health sector where access to health services as well as the quality of especially basic health services has improved.

However, several joint missions as well as the latest Danida evaluation\textsuperscript{25} highlights that service provision provided on the basis of cross-sectoral cooperation between several institutions is negatively affected by unclear mandates and insufficient linkages and coordination mechanisms between involved ministries. The Danish support to capacity development has to a high extent focused on targeting functional aspects of prioritised organizations and focused less on ensuring appropriate mechanisms ensuring cooperation between organizations.

Furthermore at the macro level a number of challenges can be identified. The decentralisation process has not been implemented with the expected speed and the evaluation mission noticed during meetings at dzongkhag and gewog level that officials at these levels were rather uncertain about their role and mandate. The Gross National Happiness Commission plays an important role in relation to planning and budgeting and the Ministry of Finance in relation to actual release of funds. While the introduction of PLaMS may improve transparency in planning, and monitoring the rather consistent differences between budgets and actual expenditures indicate problems related to national coordination and streamlining of planning, budgeting and fund release procedures.

Although Bhutan has experienced remarkable general results in terms of reducing poverty levels, geographical pockets of poverty do still exist. It is rather disturbingly noticed by the evaluation team that it has been found in both 2005 and 2009 that it was difficult to identify geographical pattern of expenditure and therefore to assess whether poorest dzongkhags and gewogs were targeted\textsuperscript{26}. RGoB has not – as envisaged in the Bhutanese-Danish programme agreement – been able to produce in-year financial reports, thus reducing the possibilities for continued monitoring of expenditures. A stronger capacity on financial management also at dzongkhag levels therefore appears not to have been sufficiently supported.

4. Overall assessment of the support to capacity development

4.1 Main findings
Reflecting the analysis in chapter 2 and 3 the Danish support to capacity development can be summarised as:

- To a high extent having focused on strengthening targeted organizations through TA and development of organization specific systems and on providing training of staff of the organizations.
- To a limited extent having focused on internal relations and the distribution of authority.
- To a limited extent having focused on aspects external to the targeted organizations, e.g. clarification of mandates, linkages and coordinative mechanisms between organizations as well as macro level issues such as the on-going decentralisation process and establishment of national planning, budgeting and fund release systems.

\textsuperscript{25} Danida (2006b).
\textsuperscript{26} Danida (2005a) and (2009f).
• To some extent having focused on supporting governance institutions, the civil society and the media to act as a watch dog.

These main findings are visualised below:

**Figure 8: Summary of main findings**

<table>
<thead>
<tr>
<th>Internal dimension</th>
<th>Functional-rational dimension</th>
<th>Political Dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>PUSH</td>
<td>Getting the job done</td>
<td>Addressing power relations and accommodating interests</td>
</tr>
<tr>
<td>Strong Danish support on:</td>
<td>TA supporting development of systems and processes</td>
<td>Limited Danish support for:</td>
</tr>
<tr>
<td>Actual development of systems (e.g. ICT)</td>
<td>Changes in internal allocation of power and authority distribution</td>
<td>• Pursuit of different interests.</td>
</tr>
<tr>
<td>Provision of training for staff to carry out their functions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>External dimension</td>
<td>Creating enabling “environment” for doing the job</td>
<td>Forcing change in the internal power relations</td>
</tr>
<tr>
<td>PULL</td>
<td>Limited support by Denmark for:</td>
<td>Some Danish support for:</td>
</tr>
<tr>
<td>Decentralisation and macro planning (PLaMS) processes and prioritisation</td>
<td>• Developing governance institutions</td>
<td>• Strengthening the media to act as watch dog</td>
</tr>
<tr>
<td>Cross sectoral monitoring and financial management</td>
<td>• Strengthening the civil society</td>
<td></td>
</tr>
<tr>
<td>Securing inter-institutional capacity building via clear mandates, regulatory frameworks, linkages and coordination mechanisms</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

These findings present quite an interesting picture of the Danish support to capacity development as primarily having focused on functional, organization specific issues, not interfering substantially with external macro level functional aspects as well as internal power related issues – but supporting governance institutions, civil society and the media to perform a watch dog role in relation to decisions being made managed and implemented by RGoB. By having done so, Denmark has supported the internal functional development of key organizations, while maintaining a balance between government structures and the public by supporting civil society and media organisations.

**4.2 Main recommendations**

In light of the above it can be concluded that most achievements have been made with regard to specific organisational development of systems and staff capacities to use these systems. External aspects such as decentralisation and macro planning together with clearer mandates, regulatory frameworks, linkages and coordination mechanisms are found to be essential to facilitate enhanced sustainability of the organisation specific achievements\(^\text{27}\).
It is therefore **recommended** that RGoB and Denmark together during the remaining period of the country programme will engage themselves in a continued dialogue covering the following aspects so as to enhance the sustainability prospects.

### i) Reinforcement of existing achievements:
Organizational specific staff capacity building:
- Review and enhance national capacity to provide relevant in-service training of government staff so as to provide more economical staff up-grading.
- Clarify and simplify RSCS procedures so as to ensure that RGoB funding for training is utilised most effectively.

### ii) Reinforcement of sustainability prospects:
Inter-institutional capacity building:
- The increased attention given by RGoB on macro planning, budgeting and fund release mechanisms on the one hand and decentralisation on the other hand points towards a need for further ensuring clear mandates, regulatory frameworks, linkages and coordination mechanisms across line ministries if services are to improve further.
- Review mandates and strengthen coordination mechanisms between government institutions at central level as to strengthen linkages required for improving cross-sectoral outcomes.
- Review and improve linkages between central level institutions and dzongkhag and gewog levels.
- Reinforce capacity especially at dzongkhag and gewog levels to undertake timely planning, budgeting, monitoring and reporting so as to promote decentralisation of provision of outcomes.

Planning and Prioritisation:
- As the outcomes of the 10th FYP are ambitious and much of it not fully funded it is essential for RGoB and donors to prioritise activities to optimise expenditures in order to achieve desired outcomes.
- Support capacity development related to planning and budgeting prioritising allocation and distribution of human and financial resources to poorer resourced segments of the population and to poorer gewogs as an immediate intervention to promote equity, and strategies for targeting the most disadvantaged families.

Monitoring:
- Develop capacities in utilising PLaMS for continued monitoring on achievement of outcomes as basis for early adjustments of plans so prospects of achievement of outcomes will be improved.

Financial Management:
- Reinforce focus on building financial management capacity in both line ministries, GNHC and MOF to better inform policy planning and take full advantage of major PLaMS based system improvements planned for 2009-10 and beyond.
- Support development of capacity to prepare financial reports provided on a quarterly basis and to prepare in-year expenditure reports.
Thematic Paper: Capacity Development
Joint Evaluation of Danish-Bhutanese Country Programme 2000-09

Annexes

Annex 1: List of Literature

Danida:
Danida (2004): Environment Sector programme, Consultants Completion Report
Danida (2008e): Oversigt over udbetaelinger til Bhutan siden 2000
Danida (2009g): Social Sector Expenditures.
Danida (2009i): Danida Fellowship Courses 2009-10

Government of Bhutan:
Centre for Bhutan Studies (2009b): Education Analysis carried out for UNICEF (draft).
Ministry of Education (2004): National Education Assessment in Bhutan
Ministry of Education (2006): Quality of Education (Standards), Presentation to CCM (9th May, 2006)
Ministry of Education (2009a): A Study on Enrolment and Retention Strategies in Bhutan
Ministry of Health and Education (2002b): Education Sector Implementation Plan

Tracer studies:
Danida (2008f): Good Governance II Tracer Study
Gonefel Options Consult: Impact Assessment of Training Conducted under USPS.
## Annex 2:  Key Capacity Building Data

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Table 2: TA Allocated for 2009-13

SSPS 6 75
ESPS 2 25
GG2SPS 0.8 10
Total 8.8 110

Per year 1.76 22

Average costs per month = 80,000 DKK