

G2C Office

In Pursuit of Improving Public Service Delivery

PUBLIC SERVICE DELIVERY ASSESSMENT REPORT 2015



This Report Acknowledges

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2. BTI team for the research assistance and technical support.
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Executive Summary

The Royal Government of Bhutan has constantly emphasized on simple and easy accessibility to services as an important component of Public service delivery. In an attempt to provide good quality services, the government has been strengthening its efforts to make the public services easily accessible to the citizens.

In order to enhance PSD system, review and assessment of the G2C services using scientific tool such as Social Accountability tools, was recognized. Since Bhutan Transparency Initiative (BTI) had collaborated with the relevant organizations in the nationwide sensitization and training on Social Accountability Tools, it was felt appropriate that the assessment be conducted by BTI.

The need for collaboration between BTI and G2C office to conduct PSD assessment using SA tools was identified and agreed upon during the mid-term evaluation workshop at Paro. All the logistic support was arranged by G2C office and BTI was responsible for actual field work. The funding for the study was provided by Swiss Development Corporation.

The study was carried out in four Dzongkhags namely Bumthang, Trongsa, Sarpang and Zhemgang. The survey covered 24 gewogs and interviewed 540 respondents out of which 196 were female and 344 were male participants.

The report provides an important perspective of the people's views and concerns of public service delivery. The existing services available to the citizens were prioritized and most preferred dispensation point was identified. The participants also recommended new services to be taken up by the CC's.

The public service delivery faced couple of challenges, such as lack of awareness regarding services, inadequacy of regular maintenance of ICT equipment, and poor and erratic internet connection.

On the basis of the finding of the study, this report includes 6 recommendations to strengthen and improve service delivery.

Abbreviations and key terms

PSD	Public Services Delivery
CCs	Community Centres
DZ HQ	Dzongkhag Headquarter
FGD	Focus Group Discussion
G2C	Government- to- Citizen
LG	Local Government
PSD	Public Service Delivery
SA	Social Accountability
DLG	Department of Local Governance
SDC	Swiss Development Co-operation

Procedure of availing services	requirement of various supporting documents and approval of officials to process the documents.
Helpfulness of services	whether services had actually been helpful to the users in terms of meeting the needs of the users.
Quality of service delivery	overall satisfaction of the users- considering the following factors: time taken to process the documents, ready availability of ICT equipments at dispensation points, competency of operators to provide services, reliability of services itself, promptness of service deliver
Likelihood of services being recommended to neighbours and friends	a person's willingness to recommend the services to a friend considering how they were treated by the CC operators. If the operator was polite and helpful to the service users and the services were important to the user, it was certain that the person would recommend the service to her/his neighbours.

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I. Background

The G2C Office was established as a central co-coordinating body to spearhead reforms to improve public service delivery. Ever since the transfer of the GOVERNMENT-TO-CITIZEN (G2C) Initiative to the Prime Minister's office, its core objective was to spearhead the delivery of public services to all the citizens. Initially, the G2C project office (June 2010-July 2013) had identified more than 200 services and sub-services of the ministries, corporate and autonomous agencies.

The past experience showed that PSD required large number of human resources, tedious approval processes and numerous supporting documents. Thus G2C initiative has stepped in as a solution to these issues to provide better access to citizens through collaboration with various agencies for improving public service delivery. "Government must adapt to the needs of citizens instead of citizens running after the government. As such, our government must deliver services in a manner that is simple, seamless & accessible to all our people, at all times"- Tshering Tobgay, Honorable Prime Minister of Bhutan.

However, the Public Service Delivery (PSD) program had not been able to prioritize the services for rational allocation of resources and efforts. Therefore, G2C office identified the need to review and assess the services as one of the first activities to be implemented by them. Accordingly, it was decided that a study to assess the services and to understand the perspectives of both service users and providers. It was also decided that the study would be conducted applying Social Accountability Tools as the core method of survey.

As BTI was already engaged in implementation of sensitization and training on Social Accountability Tools, it was felt to be mutually beneficial to collaborate in this area. Thus, during the mid-term evaluation workshop at Paro in March 2015, the assignment was agreed to be carried out by BTI.

The funding for the study was to be met from PSD project under SDC funding and BTI to be engaged in conducting the actual survey. Accordingly after several rounds of meetings between G2C and BTI to fine tune the elements of the study, the survey commenced from the first week of May, 2015 and was completed by 8th June, 2015.

II. Objectives of the Study

The main objectives of the study were to:

- a. Understand the priority list of services as deemed very important by the citizen. The attached list of 10 services is the currently available services at the community level.
- b. Seek opinion from the citizens on the various access platforms (e& m) and their readiness in adapting to the technologies.
- c. Be able to identify newer services from the citizens which may not have been taken up by the G2C initiative
- d. Understand their preferred choice of dispensation points

III. Methodology

As decided by both the collaborators, the survey was to be conducted applying SA tools in particularly CSC and CRC. The design of the survey thus was tailored to accommodate those tools.

Prior to the actual conduct of the survey, the enumerators were trained and familiarized with the survey instruments in house sourcing the facilitation from RIM. For the purposes of the study it was mutually agreed that as a kick off point 4 Dzongkhags of East Central would be covered, namely Bumthang, Trongsa, Sarpang and Zhemgang.



a. Interview method

The interviews were conducted mainly applying focus group discussion principles. The respondents were introduced to basics of SA and its tools and the modalities of the exercises before the conduct of the actual field exercise. Materials like charts and white board was used to aid the presentation of the group findings since most of the respondents were farmers.

A set of structured questionnaire, consisting of 15 questions was used to complement the findings derived from CSC and CRC tools. The complementary interviews basically tried to evaluate beneficiaries' experiences and to identify public service delivery gaps. Interpersonal interviews were conducted using the set of simple questions to identify new services and to seek their views and inputs on current service delivery approach. When necessary questions were rephrased in local dialects (*Khengkha, Bumthap, Lhotsamkha, and Shartsogp*), to ensure the respondents understood the question.

While Physical verification of equipments and facilities was also identified as one of the survey tools, unfortunately, it could not be applied in any of the CCs except one in Chumey/Bumthang as the timing of the survey coincided with the training of the CC managers being conducted in Thimphu.

b. Sample size

A total of 540 respondents representing four Dzongkhags took part in the survey. The Local Government officials were requested to nominate an equal number of female and male participants from each chiwog/gewog. However, only 35% female representation was present during the interviews. Some of the reasons being that most of the females were engaged in farm works and the distance of the center identified for the meeting was far.

	Bumthang	Sarpang	Trongsa	Zhemgang	Total
No. of gewogs	3	11	3	7	24
No. of female	39	64	20	66	189 (35%)
No. of male	57	163	35	96	351 (65%)
Total	96	227	55	162	540

Table 1 No. and gender of respondents from four Dzongkhags

c. Data Analysis

The data was collected, compiled and the findings of focus group discussion and community score card and citizen report card was triangulated to fulfill the four main objectives. The final analysis of data was done using the SPSS and Excel tools, and the output is presented in tables, charts and graphs.

IV. Key Findings

The detailed findings of the assessment are presented based on the four broad objectives.

A(i). Objective: To understand the priority list of services as deemed very important by the citizen.

Ten services as were identified by G2C for this. The groups were asked to score and rank these services according to the importance, frequency of use and availability of services. The graph below represents the cumulative scoring of the four Dzongkhags based on the reasons as specified under the different services below.

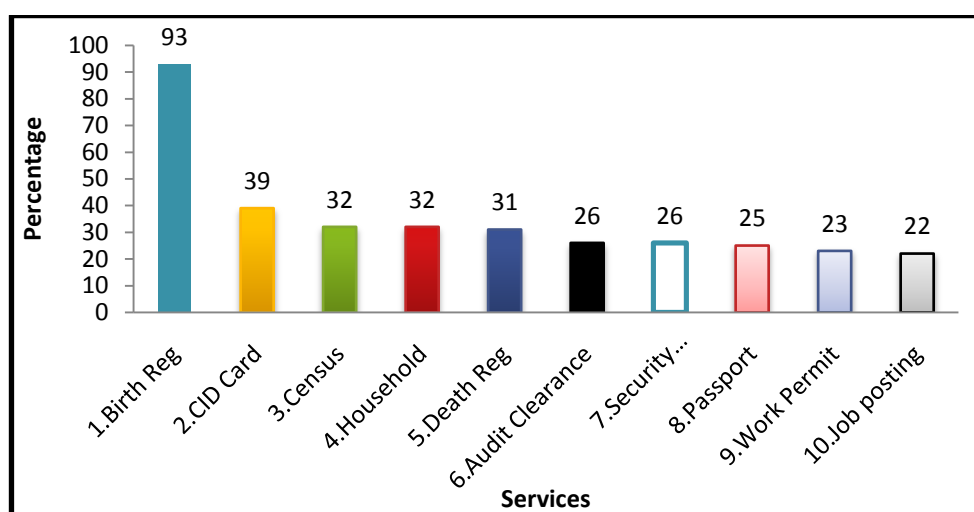


Figure 1 Priority list of services indentified by the respondents (N=540)

Note: SI No.1 to 5 & 8 were availed from CCs and Gewog Administration.** SI No.6, 7, 9 & 10 were availed from Dz HQ and Agency HQ*

a) Birth Registration:

More than 93% respondents indicated that birth registration is among the most important services that are currently available and most of them reported having sought this service. They expressed that a new born must be registered within a month and this had implications during child admission to school and processing of Citizen Identity Card. The respondents felt that the presence of CC provides an easy access to this very important service.

b) Citizen Identity Card:

Almost 40% of the respondents ranked CID service second on the priority list. Respondents stated that availability of the service from the CC provides more convenient access and timely receipt of the service. Some participants shared experiences where they had to spend weeks in Thimphu to process CID card which cost them both time and money.

c) Census transfer and Household information:

These services were ranked third with a score of 32% each by the respondents. They mentioned that these services were prerequisite to avail other services such as timber permit, CID processing and even marriage certificate.

d) Death Registration:

Since life insurance claims can be processed only after the receipt of death certificate, about 30% of the respondents ranked this service in top 5. Normally in rural communities, most if not all depend on this claim to perform the funeral rites for the deceased.

e) **Job Posting, work permit and Issuance of Passport:**

Job posting was scored as important by 22% of the respondents ranking it as the least important service followed by work permit and issuance of passport with 23 % and 25% respectively. The main reason was because not many of the respondents were aware of such services as they were not included under the CCs.



Major Services	Score	Reasons	Major Recommendation
Birth Registration	0	No facilities available so far.	facilities to be availed from CIC and Internet upgradation @ CC.
ID	0	"	"
Birth Registration	0	"	"
Pass transfer	0	"	"
Hold No.	0	"	"

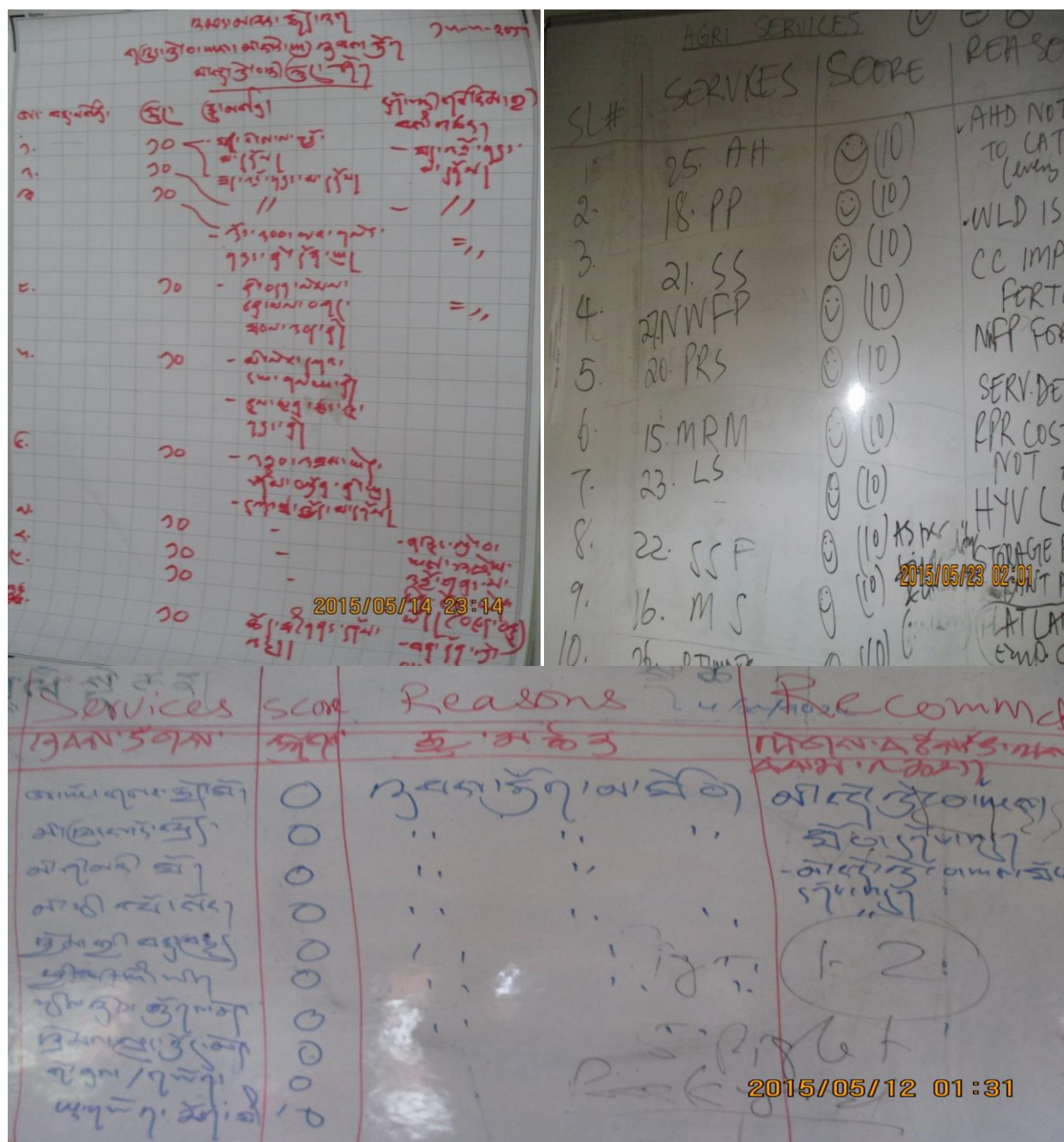
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A (ii). Objective: Prioritization of 10 Agricultural Services

The participants prioritized the top 10 agricultural services by assigning scores ranging 0 to 10 to each service with higher score indication top priority. These scores were then recorded on a chart and compiled for each region. Thus, the total score is converted into percentage and presented in the chart as follows.

Prioritization of agricultural services by Dzongkhag

While the cumulative finding of the prioritization of agricultural services is reflected separately it is felt important to also provide an over view by Dzongkhags. This section presents prioritization of services by each Dzongkhag.



The following graph represents preferences of top 10 agricultural services in four Dzongkhags:

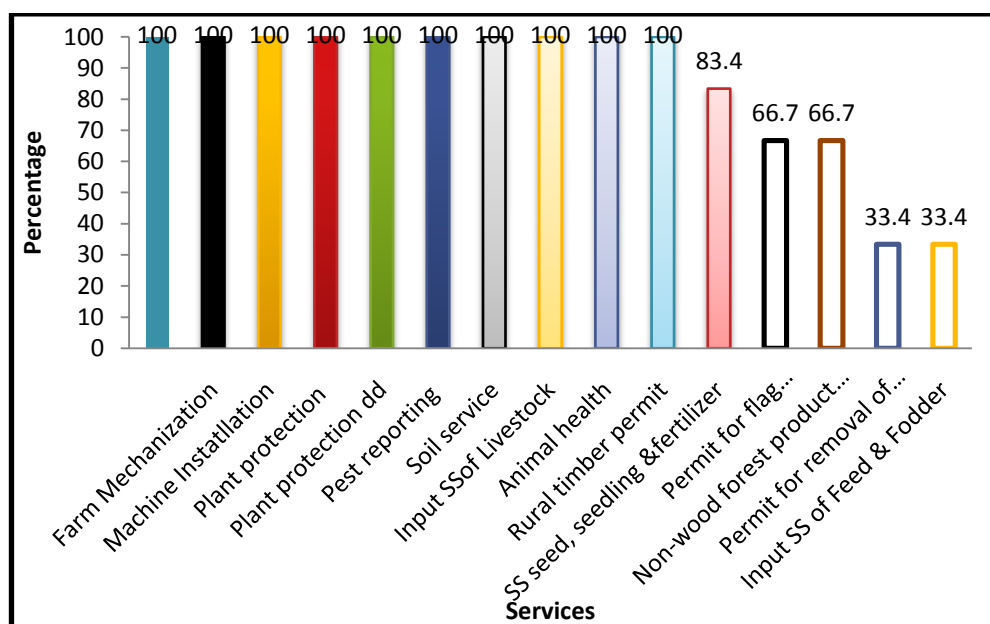


Figure 2. . Prioritization of agricultural services by Bumthang Dzongkhag (n=96)

Owing to the favorable geographical features, Bumthang community has assigned 100% for farm mechanization, machine installation and machine repair and maintenance services. Similarly, plant protection, plant protection on demand, pest reporting and soil services was rated 100%. Animal health and input supply of livestock and timber permit are ranked 8th, 9th and 10th in the priority list.

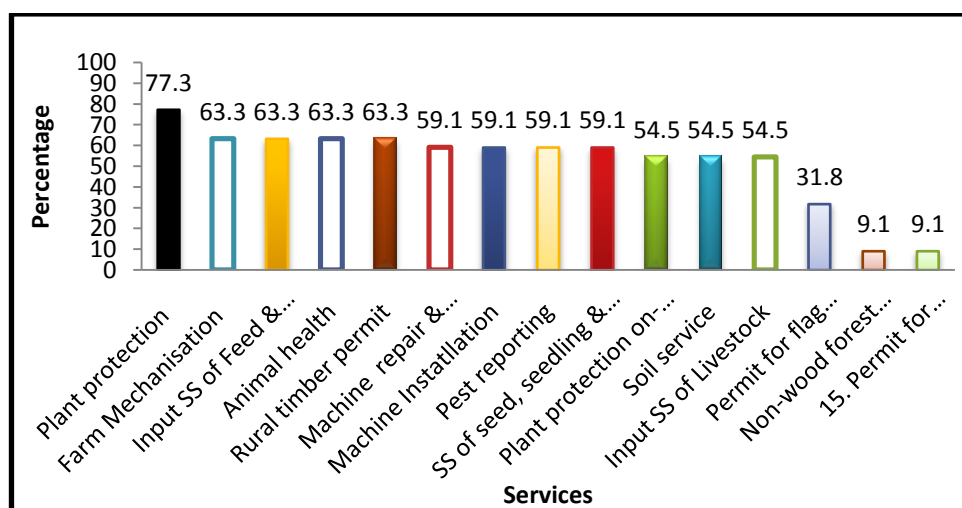


Figure 3. Prioritization of agricultural services by Sarpang Dzongkhag (n=227)

Sarpang community listed plant protection as top priority with 77%. Respondents shared they lose their crops to wildlife every year. The respondents suggested use of electric fencing to resolve this problem. Sarpang is located in the tropical belt and has flat land which makes it possible for farm mechanization. However, Chhuzom and Singye gewogs were not very positive about identifying this service due geographical terrain of land. Input supply of feed and fodder

and animal health have been assigned 63% each because the farmers reared large herds of cattle to supplement their nutritional diet and add to the family income.

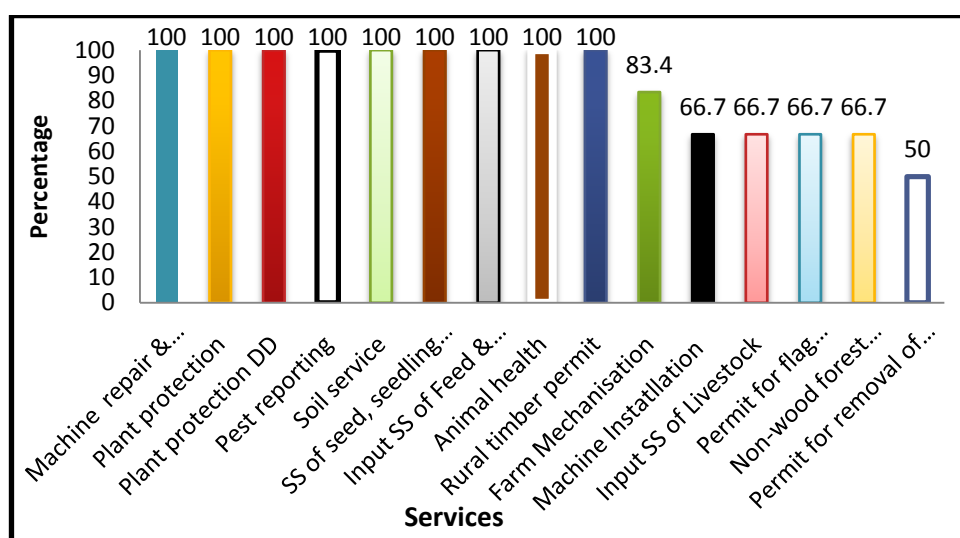


Figure 4. Prioritization of agricultural services by Trongsa Dzongkhag (n=55)

Trongsa community choose machine repair and maintenance service because the farmers of Drakteng and Langthel owned farm machinery which needed repair and maintenance work. The participants also expressed that if there was a provision to buy back the old machinery (as scraps), they would be able to buy a new one. According to the people of Trongsa Dzongkhag human wildlife conflict is common and they spend nights guarding their fields from the wildlife such as wild boar and deer. Insect pests such as the army worm have destroyed their maize early this year. Thus, the community preferred plant protection and pest reporting services from the CCs.

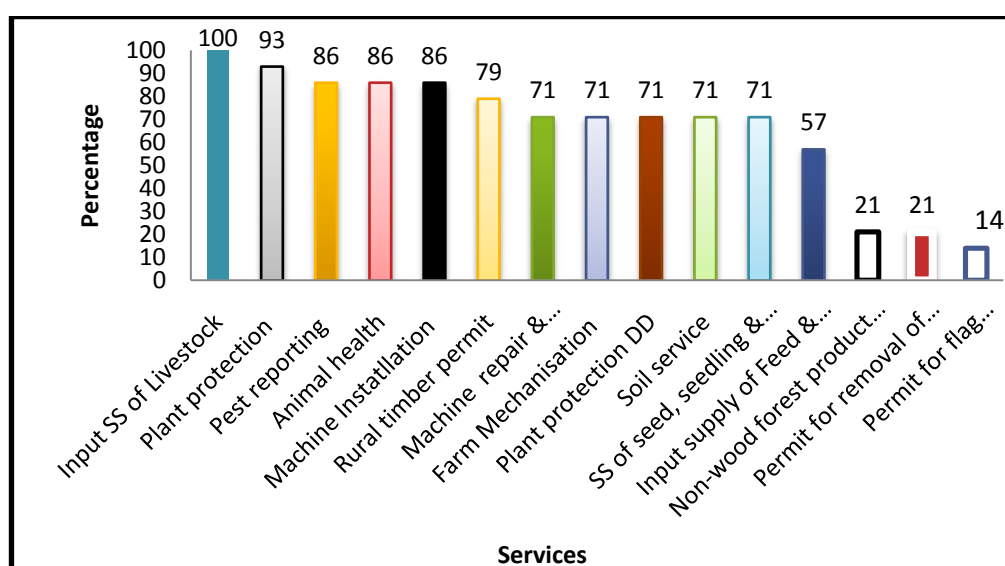


Figure 5. Prioritization of agricultural services by Zhemgang Dzongkhag (n=162)

Zhemgang community ranked input supply of livestock as the first priority because the farmers are interested to rear better breeds of livestock such as jersey cows, poultry and piggery. Currently, these farmers buy the pullets and piglets from the farm in Gelephu.

Cumulative finding

The cumulative finding of this objective was largely influenced by the findings of Sarpang and Zhemgang Dzongkhags which had the maximum number of respondents. Therefore, it is necessary to consider Dzongkhag wise finding to prioritize the services in different regions.

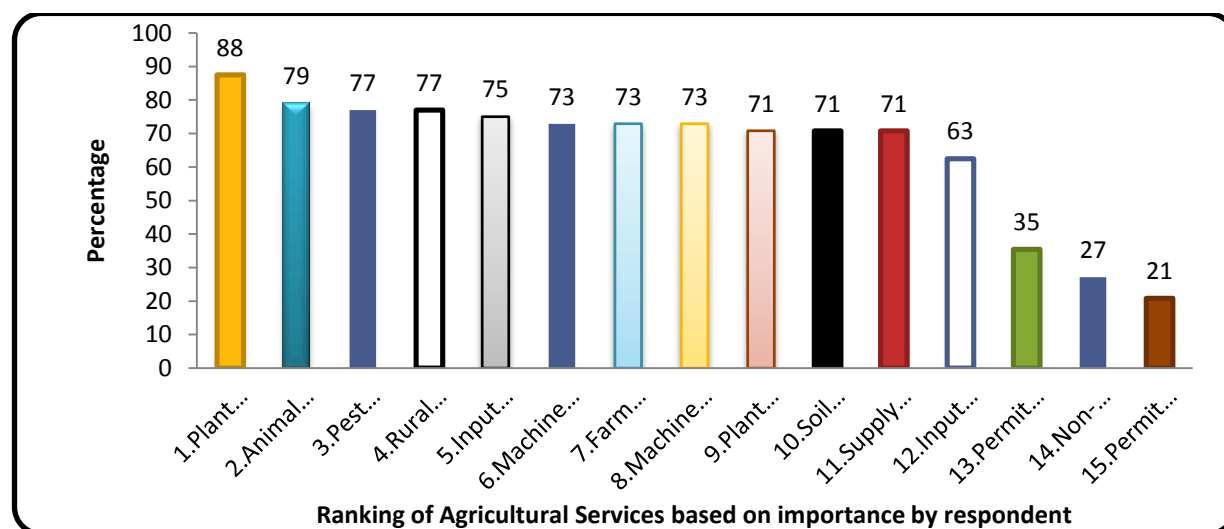


Figure 6. Prioritization of top 10 Agricultural Services by the people of four Dzongkhags. (N=540)

a) Plant protection:

Plant protection service was rated 88% by the respondents. This service was considered as very essential by the community because the farmers have incurred huge losses as result of wildlife depredation of their crops. People hope that the assessment will stimulate other government intervention strategies to manage or at least control human wildlife conflict.

Wildlife depredation of crops and property was reported to be extremely high in Singye and Sompangkha gewogs of Sarpang. They expressed the need for electric fencing to protect their summer crops. Similarly, wild boar and deer is a major nuisance to the farmers of Nubi, Drakteng and Chhuzom gewogs. The participants of Trongsa and Zhemgang also reported that the insect pests such as *army worm*, destroyed entire maize crops in the beginning of this year. Some respondents said that even after spending sleepless nights guarding their crops from the wild animals, they were barely able to harvest what they cultivate.

b) Animal health and input supply of livestock:

Animal health and input of supply of livestock were rated about 79% and 75% respectively. Farmers usually kept large herds of local breed cattle to supplement their diet as well as generate extra income from sale of bulls and dairy products. However, they expressed that the income generated from the sale of dairy products was barely enough to meet the cost of rearing the animals. Therefore, they felt it is necessary to replace low yielding local breed with high yielding varieties of livestock such as jersey cows, piglets and pullets. Some respondents expressed that for productive cattle herd management, it made more sense to have few high yielding cows than to keep large number of non productive local breed. The farmers also expected to avail animal health service to protect their animals from tropical diseases. A farmer from Sarpang said that the foot and mouth disease is currently the most common disease affecting their animals.

c) Pest reporting service:

77% of respondents included pest reporting service in a high priority list. In recent years, destruction of crops by various types of insect pests had caused major damage to the farmers. Besides human wildlife conflict, farmers also face pest management challenges. According to the respondents, army-worm has destroyed maize plantation in the four regions. In the past, people had similar incidences of pests' infestation of major food crops in their areas.

d) Rural Timber Permit:

Timber permit was ranked fourth by 77% of the respondents. Some respondents expressed dissatisfaction about the lengthy and cumbersome nature of the processes involved in obtaining rural timber. The participants explained that it took about 3 to 4 months to obtain timber permit from the forest division. The major inconveniences cited was the need to produce bulky supporting documents and the repetitive verification process by the officials. Therefore, the participants are hopeful that the timber permit process will be simplified and made available from the CCs.

e) Machine repair and maintenance, Farm mechanization, machine installation:

These services were ranked 6th on the priority list with a score of 73% each. The respondents expressed that it was difficult to fully utilize their land since farm work was labor intensive. They explained that these services would save time and labour cost which was recently increased to Nu 250/ per day. Repair and maintenance of farm machinery service was identified since most farm machinery in Drakteng gewog were old and needed repairs and replacement of parts. However, participants of Chhuzom and Phangkhar gewogs reported that their agricultural land was not suitable for mechanization.

f) Plant protection on demand and soil service:

Plant protections on demand and soil service were ranked 9th and 10th with score of 71% each. Plant protection on demand was prioritized mainly for cash crop like mandarins, private trees and other cash crops as they are more subjected to disease and depredation by wild animals. Therefore, the respondents listed these services as a priority.

Pertaining to the soil service the respondents justified their prioritization given the importance of relevance of soil types for different cash crops (potatoes, chilies and others).

V1. Other reasons given by the communities for prioritizing the Top 10 Agricultural Services are

The seeds supplied by the agriculture extension centers were of inferior quality resulting in stunted growth and low yield.
Require soil services urgently since it would greatly benefit farmers who wanted to try out cardamom and other fruits in their dry land.
Respondents did not want the chemical fertilizers which they believed affected soil quality and gave poor produce. The farmers expected the agriculture sector to provide training on compost preparation.

B. Objective: Willingness to adapt to new technologies (e & m)

To analyse this objective, views were collected from the citizens on the two access platforms namely-mobile and internet (e &m), and their readiness to adapt to these technologies. The outcomes of opinions from the citizens on the various access platforms and their readiness in adapting to the technologies are presented below.

a) Mobile

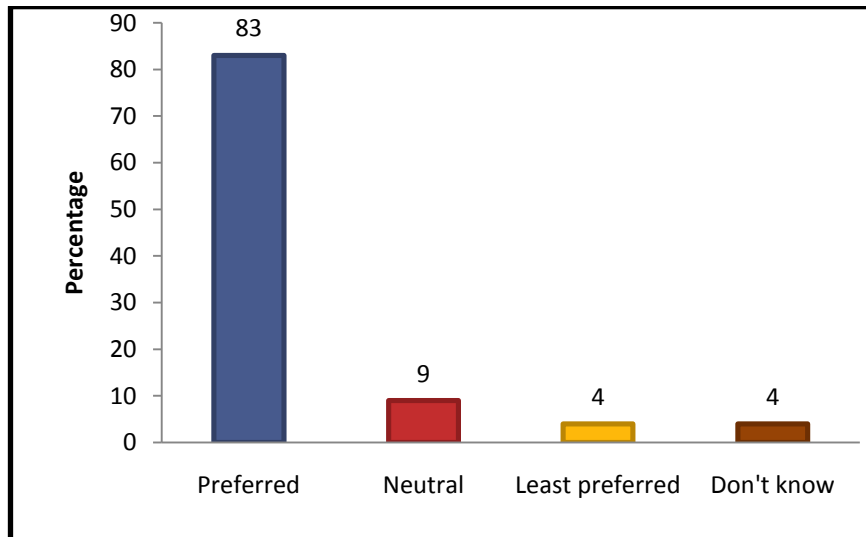


Figure 7. Willingness to adapt to mobile technology (N=540)

More than 80 % of the respondents expressed willingness to adapt to mobile technology as an access platform to avail services. Although, most of them admitted that their use of mobile phones were limited to making and receiving calls, they expected their children to make use of the mobile technology to avail services. Less than 10 % remained neutral and 8% did not prefer and were not aware of the services. However, concerns were raised in regard to the inconsistent and erratic internet/mobile network connectivity and whether the services can be efficiently accessed. Respondents from Tareythang, Chhuzom and Umling, mentioned that while the idea of using technology was great but currently they don't have "good" mobile network and therefore remained doubtful.

b) Internet

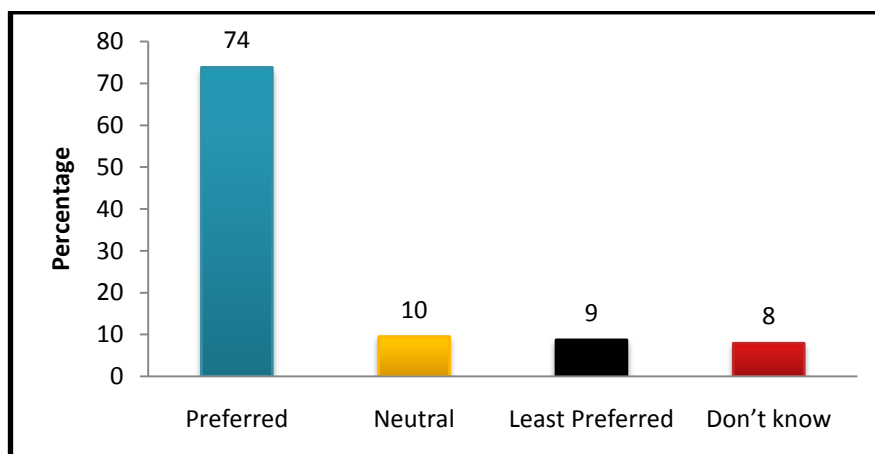


Figure 8. Willingness to adapt Internet technology (N=540)

More than 70% of the respondents indicated willingness to using internet platform to avail services. Although, the respondents are not tech-savvy at the moment, there is a strong indication that such technology would be definitely useful as their children and the literate people in the community could assist them in using it.

However, about 20% were skeptical about using the new technologies due to poor network connectivity in their gewog areas, and thus remained either neutral or least preferred the technology to avail the services.

During the field visit, the mobile network connectivity was found quite weak at Tareythang center. A woman respondent at Umling centre shared that she could not even get a print out of an application form due to poor network connectivity. The CC operator of Umling was contacted and she admitted that the internet network connectivity in the area often experienced such problems. Chhuzom gewog in Sarpang did not have a mobile tower and people were not able to use their mobile phones for communications.



c) Comparative preference between Internet & Mobile

While majority of the respondents were willing to adapt to both the technologies, it is apparent from the graph below that there is a preference for mobile over internet

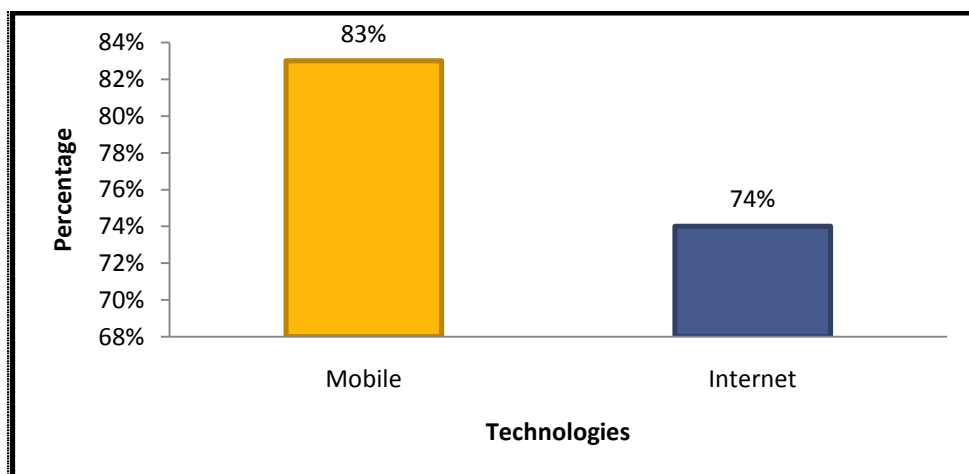


Figure 9. Comparative preference between internet & mobile (N=540)

C. Objective: Identification of New Services

Citizens today are more aware of their rights and have better access to information on public services. Consequently, they have higher expectations of service levels. They also expect a positive customer experience and expansion of new services at the community level.

The survey team asked the respondents to identify any new services that they would like to be included in the public service list.

Identification of new services by Dzongkhag.

Dzongkhag	MC (%)	LPG (%)	School Adm Form (%)	Timber Permit (%)	Market Info (%)	Banking Service (%)
Bumthang (n=96)	12	4.2	2.1	1	0	0
Sarpang (n=227)	16	10	3	1	1	5
Trongsa (n=55)	9	0	2	0	6	2
Zhemgang (n=162)	20	22	1	12	6	2

Table 2. Identification of new services

All the four Dzongkhags recommended Marriage Certificate, LPG and Fuel, marketing information and school admission form to be included in the list of new services t. However, the total number or percentage of respondents recommending the services is very small. For instance under Bumthang Dzongkhag the total percent of respondents wanting MC Service is only 12% (n=96), Sarpang Dzongkhag is 16 % (n=227), Trongsa Dzongkhag is 9 % (n=55) and Zhemgang Dzongkhag is 20 % (n=162). Therefore, it is obvious that while new services have been identified the number of respondents is below 21% in all the Dzongkhags.

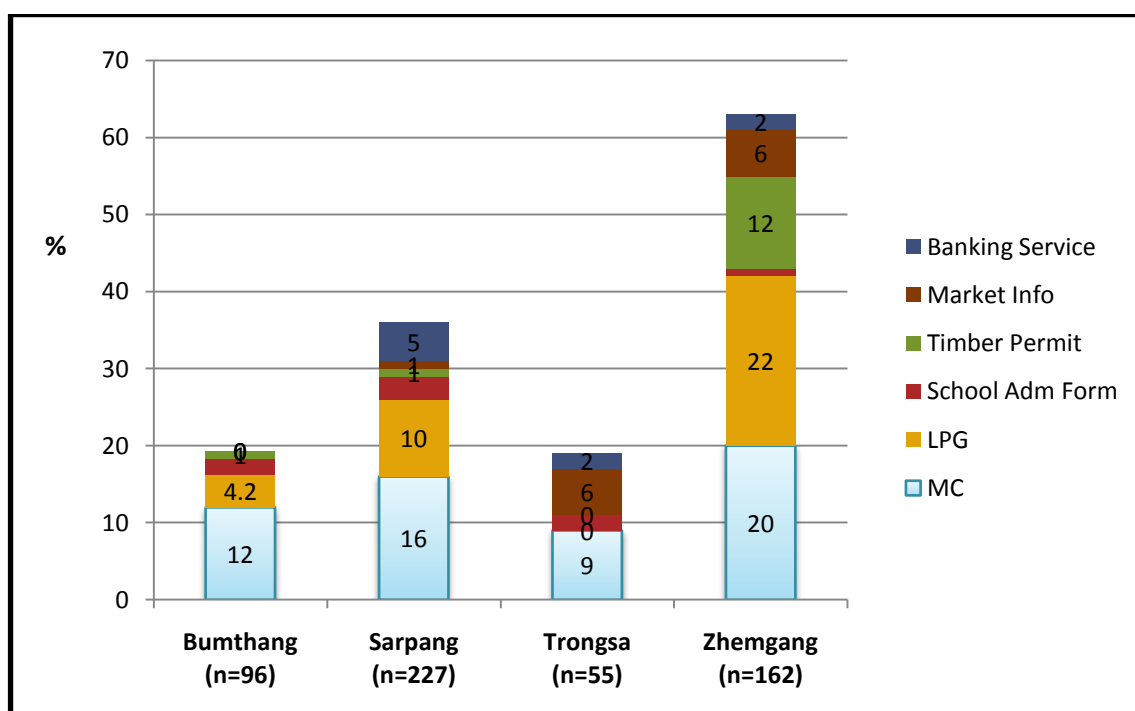


Figure 10. New Services Identified Four Dzongkhag

i. Marriage certificate service:

Of the total respondents, 16% recommended MC to be included in the new list of services. Respondents cited inconvenience, lengthy process, numerous court appearances, location of the court and travel cost as some of the reasons why they would prefer this service to be introduced at the CCs. A respondent said “So far we were availing this service from the Dzongkhag Headquarter but it is very inconvenient for the family members to travel in groups to obtain marriage certificate from the District court.” The respondents expressed the need to simplify the process by decentralizing the document verification to the local government. MC was the top priority among the new services that was identified by the respondents representing 24 gewogs.

ii. LPG and Fossil fuel:

Only 2% of the total respondents identified LPG and fossil fuels agency service at the gewog level. Respondents indicated that appointment of an agent/supplier to the gewogs would immensely benefit the rural communities. The field survey found out that one-third (33%) of the gewogs (e.g., Singye, Tareythang, and Chhuzom gewogs in Sarpang; Ura and Tang gewogs in Bumthang; Shingkhari and Ngangla and Bjoka gewogs in Zhemgang) were located 33 km from the main town where the Bhutan Oil Distributors are located and some had to walk more than 5 hours on foot to buy kerosene oil and refill LPG cylinders.

iii. Rural Timber Permit:

The rural timber permit services were identified by 12% of the respondents of Zhemgang Dzongkhag. Their reasoning for the recommendation included lengthy process involved in obtaining timber permit for instance several supporting documents requirement, numerous verification by officials and time consuming. Respondents felt that the availability of the service from the CCs would save both time and money. However, permit for collecting firewood, fencing poles and flag poles was not required and wanted the same to continue.

iv. Market Information:

Similarly, market information was identified by 6 % respondents of Trongsa and Zhemgang Dzongkhags. They expressed their view that currently, they lacked reliable information about the market for the farm produce. The decision to take their farm produce to the market depends upon the ability to earn additional income from the sale of farm produce after deducting all expenses incurred to produce and bring their farm produce to the market. They added that with adequate market information they could sell/export product in places where they can fetch good price.

v. Banking services:

The highest number of respondents requesting for banking services was from Sarpang Dzongkhag with about 5.3%. Some expressed that it was useful to make petty transactions and save smaller amounts of money from micro-trade and other similar businesses. While others said “Civil servants could send money to their parents in the villages,” and “ATM and B-wallet facilities would be availed by the literate and retired civil servants.

D. Objective: Preferred choice of dispensation points

Four dispensation points were identified for the delivery of public services by the government and as required by the G2C office, the study conducted a preference of the various dispensation points.

- Community Centres,
- Gup's offices,
- Dzongkhag headquarter, and
- Agency headquarters.

a) Community Centers(CCs)

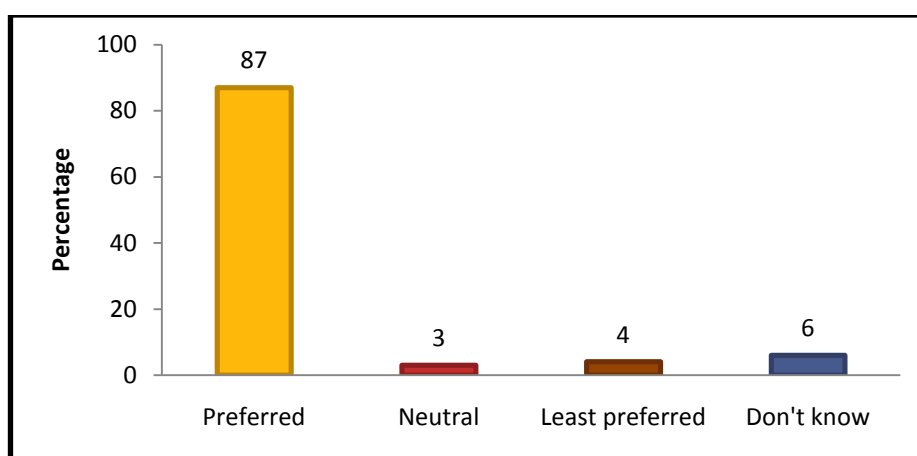


Figure 11 Choice of dispensation point at (CCs) (N=540)

- More than 85 % of the total respondents indicated that they would prefer to avail the services from the Community Centres (CCs) because it is be more convenient compared to other dispensation points.
- 5 % of the respondents did not know that services were available at community centers (CCs). However, they felt that all the services were very useful and suggested to conduct PSD awareness to ensure the beneficiaries know how, when, where and what services can be availed.
- 4% indicated least preferred because some did not have to use the services. Most of the respondents commented on long walking distance to CCs as a major factor for low preferences. The study revealed that 20% of the people had to walk for more than 3 hours to reach the CCs to avail the services. (For example, Shingkhar gewog centre was located more than 5 hours walking distance from Nimshong chiwog).The people of Shingkhar gewog expressed that it was easier to go to Nangkhor gewog to avail services than their own gewog.

b) Gup's Office

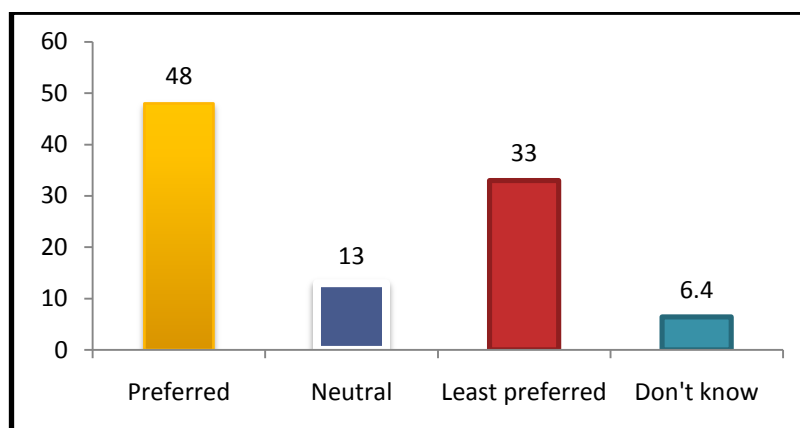


Figure 12 Choice of dispensing point at Gup's Office (N=540)

- i. About 48 % of the respondents indicated that they preferred to avail the services from the gup's office. According to this group, photo copying service was provided free of charge and the services were more reliable at the gewog administration. Furthermore, they explained it was convenient to avail services from gup's office since verification in the form of gup's signature was required to process birth registration, death registration, and timber permit require etc.
- ii. However, more than 30% indicated that gup offices as the least preferred dispensation point. They said it was easier to go to community centers since they did not have to wear kho and kira. A respondent from Trongsa said "I could conveniently drop by CC straight from the field" whereas one had to be in formal dress to visit gup's office.
- iii. General observation indicated that it depended on the gewog administration officials' willingness to extend help to the people. E.g, the people of Trong centre said they preferred gup's offices to avail the services and did not need CCs which was located away from the gewog centre.

c) Dzongkhag Headquarter

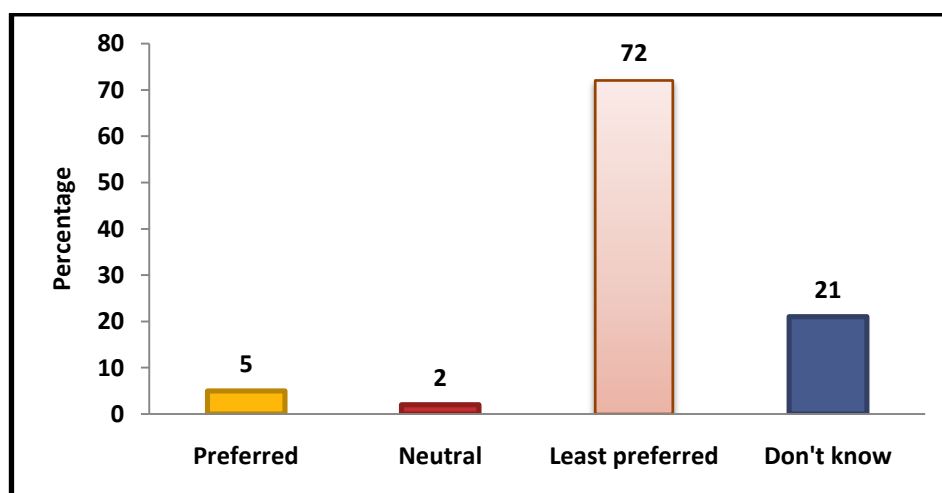


Figure 13 choice of dispensing point at Dzongkhag Headquarter (N=540)

- i. Only 5% of the respondents preferred Dzongkhag Headquarter as the dispensation point to avail the services. Generally the district HQs are located near the main town and the gewog centers are far away from the towns and Dzongkhag HQ. The people of Shingkhari had to either go to Panbang Dzongkhag or to Zhemgang to avail services.

Similarly, the people of Chhuzom and Singey gewogs of Sarpang had to travel more than 40 km to Dzongkhag HQ to avail services. Langthel and Drakteng gewogs in Trongsa, although located along the national highway, had to travel 35km to the Trongsa Dzong to avail services. The absence of regular bus service to the Dzongkhag combined with poor road condition dissuades respondents from going to Dzongkhag HQ to avail services. The respondents informed that the road to Shingkhari and Ngangla gewogs of Zhemgang was totally muddy during the rainy months and people had to walk for hours to reach the nearest road point to catch bus service to Dzongkhag HQ.

- ii. More than 30% respondents had no idea whether the services were available from CCs or gewog administration.

d) Agency Headquarter

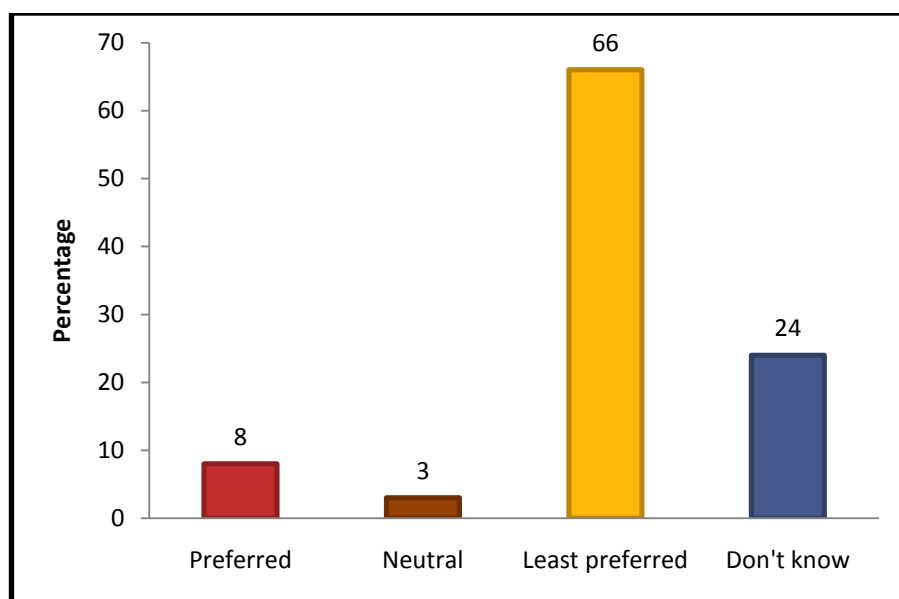


Figure 14 Choice of dispensation point at Agency Headquarter (N=540)

- i. Less than 10 % indicated Agency Headquarter as the preferred dispensation point for availing the services. The general feedback received was that people did not want to travel to avail the services because it costs them both the money and time. Only the parents of government servants and students who had relatives working in the capital city chose to avail services from the Agency HQ.
- ii. About 24 % did not know about the services and wanted awareness program to be conducted in their gewogs



V. ADDITIONAL FINDINGS

This section of the report presents qualitative and quantitative assessment of the services based on the following attributes:

- a) Procedure of availing services
- b) Helpfulness of services
- c) Quality of service delivery
- d) Likelihood of services being recommended to neighbors

A dual strategy of research method was applied and questions were asked to assess the qualitative aspects of services delivered through the CCs.

Focus Group Discussion (FGD) was conducted with the participants to understand their perception, issues and attitudes toward the services. The structured survey questionnaire helped to obtain both the qualitative and quantitative findings.

a) Procedure:

Procedure of availing the services refers to the requirement of various supporting documents and approval of officials to process the documents.

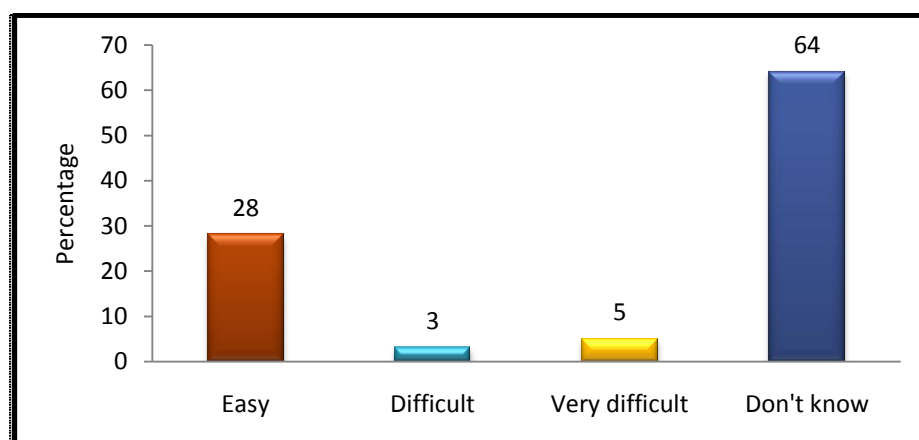


Figure 16. Procedure of availing service. (N=540)

- i. About 28 % of respondents indicated that it was easier to avail the services while less than 10 % indicated that it was difficult.
- ii. 20% of the participants had to travel about two hours to the CCs to avail the services. This group of people lived near the CCs or they belonged to the local government officials such as Tshogpas and mangapas.
- iii. However, more than 60 % of the participants rated as “Don’t know”. During the focus group discussions the assessment team found that the people of Nubi, Ura and Tang gewogs depended on their tsgogpas to collect and process the birth and death registration on their behalf and therefore was oblivious of the procedures. Others who did not have to use the services were not familiar with the procedure.

b) Helpfulness:

Helpfulness of services refers to whether services had actually been helpful to the users in terms of meeting the service needs.

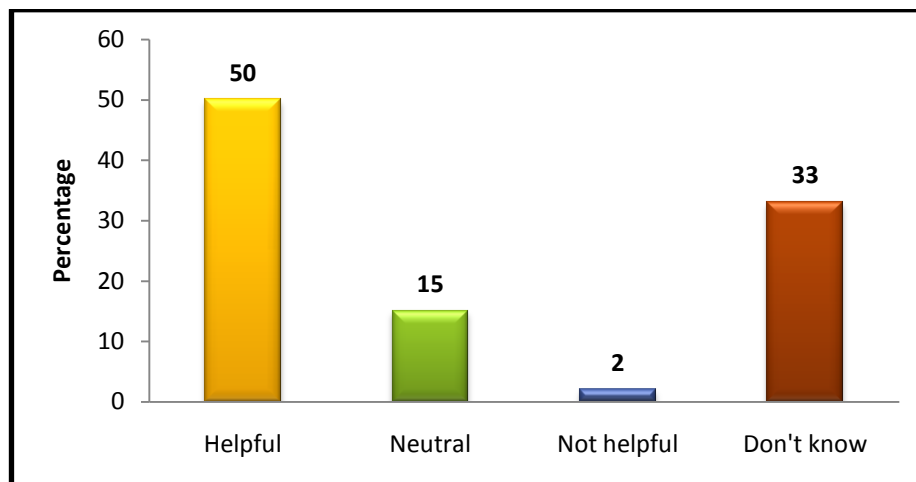


Figure 17 Helpfulness of services. (N=540)

- i. 52% of total respondents said that the services were helpful. Although some of the services were currently not available at their local CC but they expressed that introduction of services under PDS list would immensely benefit rural community.
- ii. However, more than 30% indicated “Don’t know”, because these respondents did not avail the services from the CCs but availed them from the gewog offices. Whereas 15% of the respondents expressed neutrality which implied that both CCs as well as gewog administration were convenient centers to access services.

c) Quality of service delivery:

Quality of service delivery refers to the overall satisfaction of the users after receiving the services, considering the following factors:

- Time taken to process the documents,
- Availability of ICT equipments at dispensation points
- Competency of operators to provide services,
- Reliability of services itself, (e.g., can be processed at one go)
- Promptness of the service delivery.

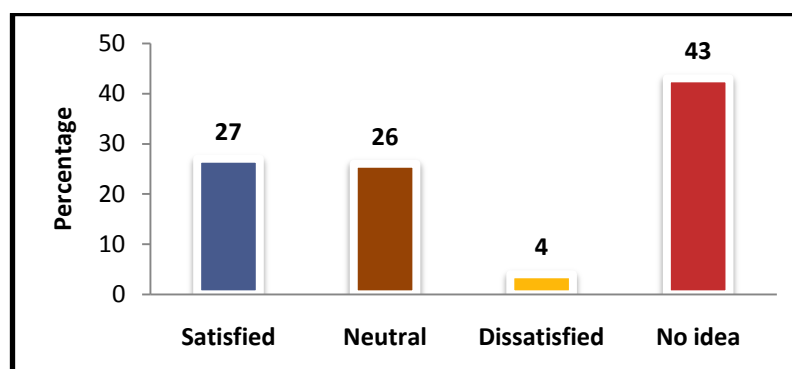


Figure 18. Quality of service delivery. (N=540)

- i. About 27 % of respondents expressed satisfaction over the quality of service because they were able to avail the services on time. On further inquiry we found that this group of respondents was settled around the CC and some of them were part local government functionaries.
- ii. 4 % were unsatisfied with the quality of service. They complained that the CC operator was not available and sometimes the ICT equipments were non-functional.
- iii. More than 40 % of the participants had “No idea” because they were not aware of the services available from the CCs.

d) Likelihood of service being recommended to neighbors:

If the operator was polite and helpful to the service users, it was more likely that the person would recommend the service to her/his neighbors.

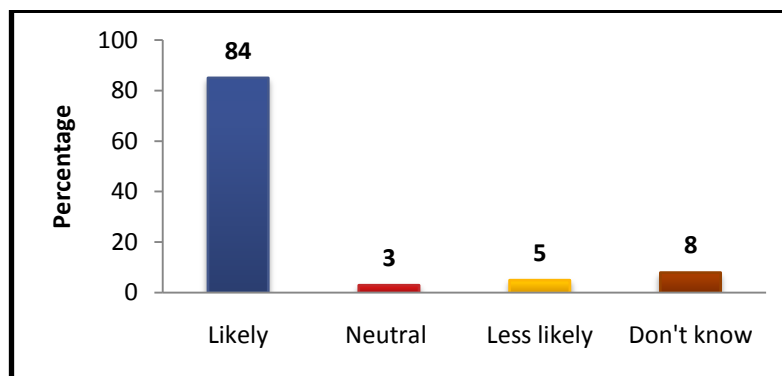


Figure 19. Likelihood of services being recommended to neighbors. (N=540)

- i. More than 84 % of the respondents were likely to recommend the services to their friends and neighbors in an event they came across information on the same. Most of the respondents said “now that we know the different services available at the CCs, we would be happy to share the information with our neighbours”. 8% insisted on more awareness program to ensure proper dissemination of information.

VI. Challenges of Public Services

Effective and inclusive service delivery is the heartbeat of every prosperous society.¹ The Royal Government of Bhutan is making promising effort to deliver the public services but there are some impediments to improvement and making progress in public service delivery.

Services	Score	Reasons	Recommendation
Health Services	0	Lack of awareness	Increase awareness
Education Services	0	"	"
Agriculture Services	0	"	"
Other Services	0	"	"
Health Services	0	"	"
Education Services	0	"	"
Agriculture Services	0	"	"
Other Services	0	"	"
Health Services	0	"	"
Education Services	0	"	"
Agriculture Services	0	"	"
Other Services	0	"	"

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The following are some of the challenges faced by public services:-

i. Inadequate awareness on the G2C services being provided:

The results of evaluation of services revealed that 97 % percentage of respondents indicated “Don’t know” and 51 % percentage of the respondents indicated “No idea”. On average 37 % of the participants either did not know that the services were available at CCs or had no idea about the services itself. This indicates that majority of the respondent are not aware of the services available at the community level.

ii. Poor Management of service dispensation centers:

One-third of the respondents felt that the operators were either poorly trained to operate ICT equipments or lacked adequate experience to provide services efficiently to the people.

iii. Poor Connectivity:

The community of Tareythang and Umling complained of poor and erratic mobile and internet connectivity network while Chhuzom community reported absence of a mobile tower which prevented them from using mobile phones for communications.

¹ UPAN,UPADM &UNDESA

iv. Distance/Location of the service centers:

The survey results revealed that about 20% of the respondents walked more than 3 hours to CCs to avail services. For example, the people of Nimshong village had to walk more than 5 hours to avail the services from the Shingkar CC. Similarly, the people of Ngangla locality had to travel more than 4 hours to Panbang CC to avail the services.

v. Poor maintenance of ICT and other equipments:

The people of Sompangkha center under Sarpang were not able to avail services because the wiring of ICT equipments had been spoiled and could not be replaced immediately. The ICT equipments at Gozhing and Chhuzom centers were inadequate to start service delivery from the CCs. The photocopier machine broke-down some time ago and people had to depend on the gewog office for offline services.

VII. Conclusion

In general, the people were very appreciative of such a study being conducted because they felt that they were being engaged in the implementation of government activities and expressed that they would appreciate similar engagements in future activities as well.

The use of SA tools was regarded as very useful not only for this study but also for empowering the people in productively engaging in the local governance. As such, through the application of a mixed approach, the study was able to generate better quality information from the respondents.

The study was conducted around the four broad objectives specified by the G2C office and accordingly the findings relate to them. The main findings revealed that as much as the respondents appreciate the services provided by the government there are still a lot that needs to be improved. According to most of the respondents, they are not even aware of the existence of CCs let alone the services that are available.

It was also observed that the management of the CCs was weak as there was no timely service due to improper timings, poor infrastructure management and the number and quality of the services that were available. Towards this the respondents have made some valuable comments some of which are walk-in service center, centralization of all services through one dispensation center and few additional services like obtaining of MCs, CID related documents, banking etc.

Another highlight of the study is also the need to create awareness on the PSD system.

On the hindsight, a number of potentials to enhance PSD were also identified. Some of these include willingness to accept E & M technology to avail services, the relevance of the existing services being delivered and strengthening monitoring and accountability mechanism of PSD system.

Finally, the respondents have also identified a few additional services and hoped that these would be fulfilled by the government.

VIII. Recommendations

The report would like to make the following recommends:

1. The service assessment results revealed that one-third of the respondents were not aware of the services. A nationwide awareness program may be conducted to create awareness about Public Service Delivery initiatives.
2. As the quality of service will be only as good as the person providing it, the managers of the CCs should also be qualified and dedicated. Therefore prior to their appointments the CC managers may be trained adequately. A system of substitution may need to be looked into as all the CCs are managed single handedly. In an event the manager has to be absent then there is no substitution which leads to the CCs having to be closed.
3. Currently there seems to be some confusion as to the administrative jurisdiction of the CCs which has impeded the discharge of services. Although, with the recent policy where by the CCs are now placed with the BDBL things might be a little more clearer but the question of accountability may still be left unaddressed. This concern arises because of the fact that while the CC will be placed with the BDBL there does not seem to be a mechanism of accountability and implementation. Therefore, it is recommended that BDBL and G2C office as implementing partners may need to develop a sound implementation framework including but not limiting to content development, maintenance of infrastructure, deployment and development of HR and accountability mechanisms.
4. One-fifth participants had to travel more than 3 hours to CCs to avail the services. Possibility of opening additional dispensation points may be explored at the chiwog level for the benefit of the communities located far off from the gewog administration and CCs.
5. Poor and erratic internet connectivity network was reported to be a major problem for availing online services. Dialogues with the service providers may be essential to ensure appropriate and reliable network connectivity.
6. The participants also suggested that a timely and continuous monitoring of the public services at CCs could be developed and implemented to ensure continuity and efficiency. To this extent, the study believes that the two SA tools (Community Score Card and Citizen Report Card) would be highly useful even for reviewing other developmental activities at the gewog level.
7. Finally, it is recommended that collaboration and cooperation need to be strengthened between the service providers and content generators. For instance if MC is identified as one of the PSD services the development and the verification of the content may have to be done in consultation with the judiciary.

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Annexure: I Demographic profile

The detailed data analysis for PSD is presented in the subsequent sections of the report.

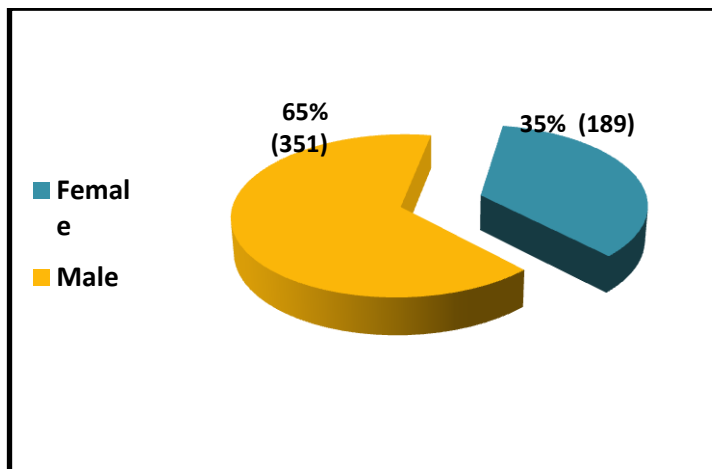


Figure 2 Gender of respondents

A total of 540 participants took part in the survey, of which the female were 35 % (189) and male 65 % (351).

The age groups between 30 to 49 years accounted for 50 % (270) while about 15 % (83) were 60 years and above, comprising of retired civil servants and senior citizens.

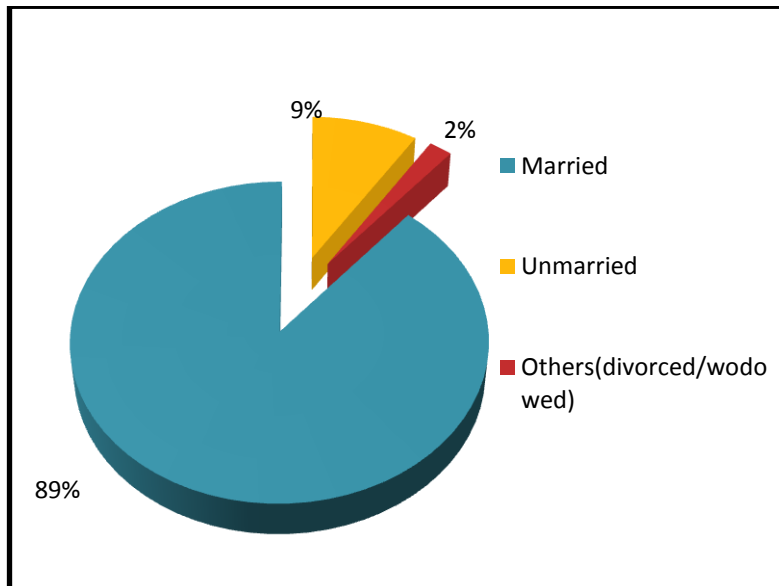


Figure 3 Marital status

89 % of the participants were married while 11 % of the respondents were either single or divorced and widowed.

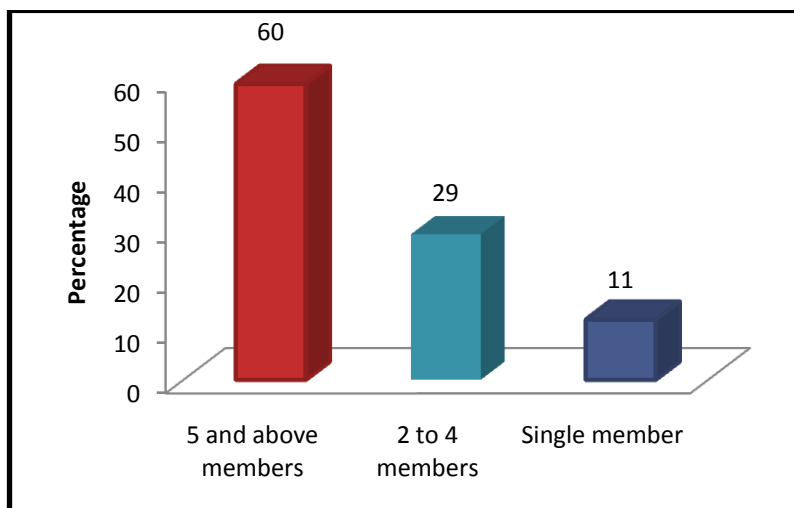


Figure 4 Family Size

About 59 % of the respondents had a family size of five and above while less than 29 % had 2 to 4 members in the households.

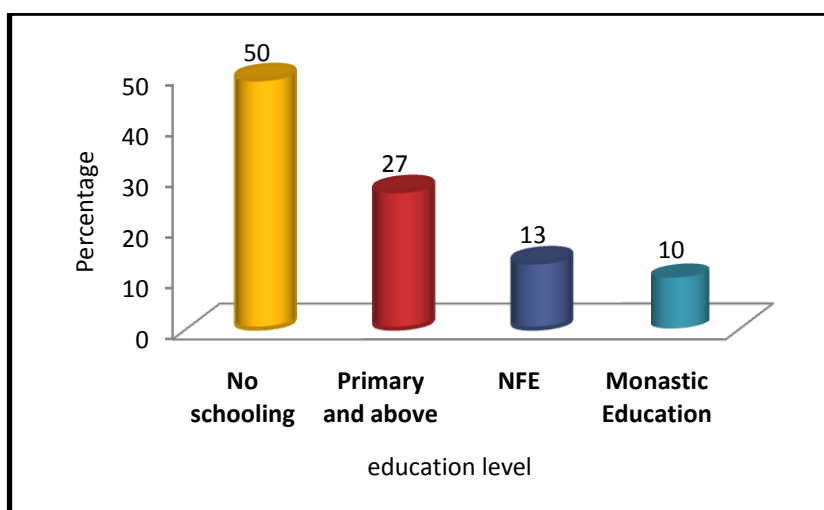


Figure 5 Educational level

About 50 % of the participants did not attend school while less than 30 % were educated above primary level. The rest had attended non-formal classes (NFE) or monastic education.

Annexure: II Women Empowerment

- Employment opportunity was given for young girls after the CCs started in the villages. School drop outs girl was employed as CC operator at Tareythang CC.
- Women in the villages have learnt to farm machinery thereby reducing dependency on human labour in farming. A couple of ladies at Phangkhar center said that after the CCs started in the village, they have been able to save time and money. With the introduction of new agriculture services, they would be able to join their husbands in the farming activities.
- With the changing times and with the introduction of democratic system in the country, there are also many programmes where women are always encouraged to participate. These are further reinforced by training programmes that are especially targeted to women for their empowerment in various areas. Rural women have also increasingly started volunteering as members of various committees (Tshogpa) and local government. For example, a young lady at Nangkhor gewog office works as caretaker.
- A couple of international organisations and NGOs in the country have been involved in raising awareness on the importance of women participation in numerous fields. These programs have further motivated the women to come forward and take active roles in the developmental activities.
- There are also many developmental activities at the gewog level that engage young women in the rural areas. For example, 5 Community Centres have employed young women as CC operators.

Annexure: III Background of Community Centers

Following a mandate from the government, the Department of Information and Technology and Telecommunications (DITT) under the Ministry of Information and Communications (MoIC) established CCs in all 205 gewogs. Every gewog has been equipped with a full-fledged Community Centre as a platform for dispensing these services. The CCs were housed in single storied concrete building within the premises of gewog offices with the following objectives:

- a. To provide affordable PSD to rural citizens
- b. To improve PSD by reducing turnaround time by 70%
- c. To take PSD to the doorstep of rural people
- d. To improve livelihood of rural population
- e. To serve as an access platform for PSD and disseminate information on PSD to rural citizens

The centres were adequately equipped with ICT equipments and reliable internet connectivity to serve as one stop public access point for PSD. These centres were funded by the Government of India (GoI), Asian Development Bank (ADB), and Swiss Development Co-operation (SDC).

Annexure: IV Questionnaire*

SURVEY QUESTIONNAIRE PUBLIC SERVICE DELIVERY (2015)

Respondent Code:..... Gewog:..... Dzongkhag:.....

- Q1. Age(completed years)
- Q2. Gender(1.Female,2.Male,3.Others)
- Q3. Marital Status(1.Unmarried,2.Married,3.Others)
- Q4. Family Size(1)1 to 2,(2)3 to 5,(3) 5 and above)
- Q5. Education Level(1.No Schooling,2.Monastic Education,3.NFE,4.Primary School and above)
- Q6. Residency Type(1.Permanent resident,2.Migrated from urban)
- Q7. Travel Distance to the dispensing point(1.Less than one hour,2.One to two hours,3.More than 3 hours)

		Q8.				Q9.				Q10.				Q11.				Q12.				Q13.				Q14.				Q15.											
		Frequency				Procedure				Helpfulness				Quality				Reliability				Accessibility				Promptness				Likelihood											
		Regular	Often	Once or twice	Sometimes	No Idea	Very Easy	Easy	Difficult	Very Difficult	Don't Know	Very Helpful	Helpful	Neutral	Somewhat Helpful	No Idea	Very good	Good	Neutral	Poor	No Idea	Very Reliable	Reliable	Neutral	Not Reliable	Don't Know	Very easy	Easy	Difficult	Very Difficult	Don't Know	Strongly Agree	Agree	Neutral	Disagree	No Idea	Very likely	Likely	Neutral	Less likely	Don't Know
SL.No.	List of Services	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1
1	Birth Registration																																								
2	CID card																																								
3	Death Registration																																								
4	Census transfer																																								
5	Household Information																																								
6	Issuance of Passport																																								
7	Audit Clearance System																																								
8	Security Clearance system																																								
9	Job Posting and approval																																								
10	Issuance of Work permit																																								

SL.No.		List of Services		Q8. Frequency				Q9. Procedure				Q10. Helpfulness				Q11. Quality				Q12. Reliability				Q13. Accessibility				Q14. Promptness				Q15. Likelihood												
				Regular	Often	Once or twice	Sometimes	No Idea	Very Easy	Easy	Difficult	Very Difficult	Don't Know	Very Helpful	Helpful	Neutral	Somewhat Helpful	No Idea	Very good	Good	Neutral	Poor	No Idea	Very Reliable	Reliable	Neutral	Not Reliable	Don't Know	Very easy	Easy	Difficult	Very Difficult	Don't Know	Strongly Agree	Agree	Neutral	Disagree	No Idea	Very likely	Likely	Neutral	Less likely	Don't Know	
				5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	
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		Q8. Frequency				Q9. Procedure				Q10. Helpfulness				Q11. Quality				Q12. Reliability				Q13. Accessibility				Q14. Promptness				Q15. Likelihood											
		Regular	Often	Once or twice	Sometimes	No Idea	Very Easy	Easy	Difficult	Very Difficult	Don't Know	Very Helpful	Helpful	Neutral	Somewhat Helpful	No Idea	Very good	Good	Neutral	Poor	No Idea	Very Reliable	Reliable	Neutral	Not Reliable	Don't Know	Very easy	Easy	Difficult	Very Difficult	Don't Know	Strongly Agree	Agree	Neutral	Disagree	No Idea	Very likely	Likely	Neutral	Less likely	Don't Know
		5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1
SL.No.	List of Services	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1	5	4	3	2	1
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10	Issuance of Work permit																																								

Q8. In the past 12 months, how often did you avail the services?[FREQUENCY OF USE]

Q9. Were the procedure for availing the services easy to meet?[PROCEDURE/ACCESSIBILITY]

Q10.How useful were the services to you?[USEFULNESS]

Q11.How satisfied are you with the services you received?[QULAITY OF SERVICE]

Q12.How appropriate is/are the dispensation points of the services?[APPROPRIATENESS OF LOCATION]

Q13.How reliable/consistent are the services?[RELIABILITY/CONSISTENTENCY]

Q14.The staff/operator at dispensation point responded promptly to my request?[PROMPTNESS]

Q15.How likely is it that you would recommend the services to friends/neighbour?[IMPORTANCE]

Q16to Q19 Where would you prefer to receive the services from?[CCs/GupOffice/Dz Hq/AgenHq]

Q20-21.Readiness in adapting new technology.{e &m} [Mobile &Internet]

Q22.How would you rate your overall satisfaction level of the services?[OVERALL SATISFACTION]

Q23.List down any NEW services that may not have been taken up by PSD program.

Q24.Do you have any suggestions for improving the services?



In Pursuit of Improving Public Service Delivery

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