Evaluation Report of G2C Project

Enhancing Government to Citizen Service Delivery Initiative;
Connecting the remote areas of Bhutan through e-Governance Project

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Abbreviations

CC	Community Center
DLG	Department of Local Government
DITT	Department of Information Technology and Telecom
DGTTF	Democratic Governance Thematic Trust Fund
DFO	Dzongkhag Forestry Officer
GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
G2C	Government to Citizen
G2B	Government to Business
GFO	Gewog Forestry Officer
Helvetas	Swiss Inter-cooperation
MDG	Millennium Development Goals
LGSP	Local Governance Support Program
LG	Local Government
PM	Park Manager
PAR	Poverty Analysis Report
RGoB	Royal Government of Bhutan
SDC	Swiss Agency for Development and Cooperation
UAT	User Acceptance Testing
UNDP	United Nations Development Programme
VoIC	Voice of Customer

1. Executive Summary

Background

Guided by the development philosophy of Gross National Happiness (GNH), Bhutan maintains an impressive track record of development progress. Alongside this appreciable development record, the country also displays tremendous efforts towards meeting the Millennium Development Goals (MDG). The report, "Bhutan's Progress: Midway to the Millennium Development Goals", published in November 2008, reports steady progress in achieving the MDG targets. The report states "A number of targets such as reducing malnutrition among children and halving those without access to safe drinking water and improved sanitation facilities have already been realized" and further "diseases such as malaria and tuberculosis have been successfully controlled". Despite commendable progress and committed efforts, Bhutan is challenged by its rugged geographical terrain in which the population is sparsely located. One of the biggest challenges, which hinders the realization of both the MDGs and the country's development aspirations, is the delivery of basic services to the scattered rural population.

It is recognized that in order to make basic services available to the rural population and contribute to poverty reduction at the local level, enhancement of public service delivery is necessary. Enhancement of public service delivery not only contributes to poverty reduction but also supports and facilitates Good Governance by establishing transparent and accountable systems and processes. The Good Governance exercises in 1995 and 2005 were deliberate attempts to enhance public service delivery in Bhutan. Moreover the country's Five Year Plans have also always attached high importance to enhancement of Good Governance. Various strategies and policies like "Bhutan's Vision 2020", an essential policy document, also reflects the importance of Good Governance in achieving the country's development goals.

Continuous efforts to contribute to Good Governance have led to several public service reforms. A major reform is the Government to Citizen (G2C) Initiative, an endeavor to revamp public service delivery, using Information Communication Technology (ICT) to render effective and efficient services, especially to the rural pockets. Bhutan's public service delivery is still characterized by lengthy and unclear bureaucratic procedures. Moreover, a highly scattered and dispersed rural population makes the delivery and maintenance of services a critical challenge. The rural population are the most affected as their remoteness from public service providers entails traveling long distances, incurring high expense as well as losing precious time. Thus the G2C initiative was launched to provide effective and efficient services to the citizen, especially to the rural population. It is envisaged that the G2C initiative will enable the rural population to access many development services through a one-window system and from within close proximity. Under this vision, the G2C Project Office was set up and thereafter Community Centers (CC) established. The CCs are an integral element of the initiative as CCs are a one-window system through which various services are offered to the citizens. This is intended to

reduce the drudgery of traveling for days to avail simple services and reduce costs for both the government and the citizens. The CCs are supported by IT systems and optimizes the use of ICT to enhance service delivery of various development sectors, thus rendering immense potential to alleviate poverty and contributing to both GNH and the MDGs.

UNDP's Democratic Governance Thematic Trust Fund provided funding support of USD 255,000 for the project "*Enhancing Government to Citizen Service Delivery Initiative; connecting the remote areas of Bhutan through e-Governance*" a component within the G2C initiative. Three specific outputs were outlined for the project:

Output 1: Design and development of the integrated web-portal
Output 2: Improved capacity of relevant service providers and citizens to implement and utilize E-governance
Output 3: Development of outreach material for advocacy and awareness purposes

The project intervention to upscale and improve public service delivery and utilization is an important initiative to ensure sustainability of the MDGs and contributes to the realization of GNH. The contribution to GNH will be in the achievement of sustainable and equitable socio-economic development by bringing in many services like agriculture, forestry, education and business opportunities to all citizens especially to rural pockets. Owing to its nature of delivering myriad of developmental services, the project has immense potential in contributing to poverty alleviation and sustainable human development. The contribution to Good Governance, another pillar of GNH is inherent as it optimizes the use of ICT by establishing e-governance to enhance and expand public service delivery. The ICT based service delivery contributes to green and sustainable development promoting environmental conservation, one of the pillars of GNH and also MDG 7: ensuring environmental sustainability as the project intends to reduce waste of materials, equipments, resources, etc and maintain only necessary items to meet customer needs.

The project outlined some of the direct contributions to the MDGs *(UNDP, Project Document, and 10th February, 2011*) as described below:
1. MDG 1. Poverty Reduction- Access to market and agricultural information (for both men and women), reduction of transaction costs related to livelihood activities and support to income generating activities.
2. MDG 2. Achieve Primary Education- Facilitate and expedite enrollment in schools by making it easier to process enrollment in schools through an online system.
3. MDG 8. Global Partnership- In cooperation with private sector, make available benefits of new technologies and reduce youth unemployment. Addressing employment and income generating opportunities is of special significance to achieving the MDGs as Bhutan is lacking behind in those areas.

The initiative also sought to enhance greater participation by women in family transactions (land transfers, birth registrations, school enrollments, timber permits etc.) by taking services closer to them. As availing services entails several hours of walking, currently it is mostly the men who take care of family transactions. It was felt that making ICT services more accessible to women has the potential to empower them to participate in economic and social progress and make informed decisions on issues that affect them. Greater participation from women in family transactions is expected as the services will be within reach. This directly contributes to MDG 3: *Gender Equality.*

According to the Project document, the following were listed as the first e-governance services that would be offered:

1. Civil registration
2. Employment
3. Agriculture and forestry services
4. Education
5. Rural insurance and
6. Business licenses

It was felt that these are basic services required by the rural people to support their livelihood practices. These services were also listed in McKinsey's study for Accelerating Bhutan's Social Economic Development (ABSD) and Improving Public Service Delivery Systems (IPSDS)

The G2C initiative being a major undertaking in public service reform, receives assistance from various development partners who support different components of the initiative. The main development partners are the Government of India (GOI), the Swiss Agency for Development and Cooperation (SDC) and the UN system in Bhutan.

The duration of UNDP's "*Enhancing Government to Citizen Service Delivery Initiative; connecting the remote areas of Bhutan through e-Governance*" project was from March 2011 until December 2012. The project evaluation was undertaken to assess project achievements and produce forward-looking recommendations. The evaluation was conducted from April to June 2013.

Evaluation Findings
   Project Performance vis-a-vis project output
- The project made commendable performance with regard to achieving its outputs. The project successfully established two web portals:
   o An integrated citizen-oriented G2C Common web portal

- o Voice-of-customer portal (grievance portal) to monitor citizens' feedback and satisfaction.

  Awareness and advocacy campaigns of G2C services were conducted through both print and broadcast media. Further outreach materials such as brochures and posters were distributed at the national, dzongkhag (district) and gewog (block/grassroots) levels. To implement e-governance through the G2C initiative, the technical skills and capacity of G2C service providers were enhanced by providing numerous trainings at national, dzongkhag and gewog levels.

- While all identified services in the front end (websites and web services) have been completed, some agencies are yet to complete automation at the back end including data and database migration. As a result, some of the services from the Ministry of Foreign Affairs, Ministry of Agriculture, Bhutan Council of School Examination and Assessment, Ministry of Education (MoE) etc. are still not available.

- Even though enormous efforts were made to raise awareness about the G2C services, there are still few pockets of the community who are not familiar with G2C services. From the number of community members who participated in the Focus Group Discussions, about 30% were not sure what type of services were offered. The reason could be that many of the CCs are still not connected to the internet, without which availing most G2C services is impossible.

- There is a mismatch between the production of outreach materials for advocacy and awareness and the actual delivery of the services. An impressive list of G2C services was listed in posters and other materials before the services were ready for delivery. However, while materials have been produced to enhance awareness on the use of G2C services, rural users have voiced that the services are not available either because their CCs are not online or because the services are not functional.

- Immense progress has been made in terms of service delivery reforms with an attempt to shift from manual to IT based service delivery. The successful establishment of 101 CCs through which services can be availed online is testimony of this. In the 10th Five Year Plan (2008-2013), the construction of 101 CCs has been completed; a basic set of equipment in all the CCs are available; and ICT infrastructure and systems are in place. On the software side, 37 services are now available online and their overall turnaround time (time it takes to get a service) reduced significantly. For example, prior to the G2C initiative, Security Clearance Certificates (SSC) were issued manually by the Royal Bhutan Police in 3-4 days. Today, it can be processed online in a day.

- On the operational side, 101 operators have been recruited for all the CCs and trained in the usage of knowledge sharing network. Besides, 85 new CC operators have been employed recently. Thus, the necessary infrastructure and personnel for service delivery reforms have been achieved to a great extent.

Policy Level

- The project has made valuable contributions to the Royal Government of Bhutan's initiatives to promote better service delivery to the rural population in terms of developing the necessary software and human resources. The project has been successful in establishing the G2C web-portal. However, streamlining of services from the parent organization to the endpoint still requires more input by the concerned parent agencies so that services are available online.

- Although significant achievements have been made in terms of improving service delivery to citizens, challenges remain both in terms of strengthening the delivery of existing services as well as adding new ones. Providing reliable internet connectivity, for one, is a challenge that has significant financial implications as it entails connecting all CCs with fiber optic cable and also building infrastructure and equipping them. At the same time, both citizens and local governments expect more services to become available online in the future.

- While few services such as the Security Clearance Certificate (SCC) have become significantly effective and efficient, some services still require approvals and signatures due to which time taken to access services have not reduced as expected. Therefore, some people still prefer to avail services manually rather than through the CCs.

- The e-governance system represents a paradigm shift in the method of public service delivery. Although extensive advocacy to educate and raise awareness on the use of G2C services have been undertaken, many communities remain ignorant about how to obtain G2C services.

- The offline CCs believe that with internet connectivity, centers will perform better by attracting more customers. However, CCs currently connected with internet claim offline services are more commonly availed by communities and therefore the expectation of instant improvements brought by internet connectivity may be misplaced.

- Many of the CCs responses to the survey indicated that replacement of consumables took too long. A good example was the replacement of cartridges for color printers. Customers' demand for passport size photographs is high but many of the CCs had run out of cartridges for the printers for at least 6-9 months. Although the cases reported were

mostly of cartridges, breakdown of equipment and inability to fix or repair were other problems faced. Such instances reduce the credibility of the CCs as people complain that they are not reliable.

- Regardless of the deficiencies mentioned, a positive contribution of the project to the social welfare to the communities through the CCs is evident. The project has benefited communities by saving them the time and money to avail simple services such as photocopying, lamination and passport pictures. Citizens and local government officials expressed that Community Centers have reduced costs for citizens (time and travel costs) in accessing services, even though they are not necessarily G2C services.

- Following up on the finding above, the e-governance system is a paradigm shift from the traditional mode of service delivery. Therefore, there is still some hesitancy from both the users and the service providers in adapting to this new mode of service delivery. As a result, the most used and useful services are not the intended ones. This calls for support in change management to encourage users to assess the services and providers to make services available online.

- The G2C Project, with the establishment of CCs, has contributed to youth employment. Today there are more than 180 class 12 dropouts recruited as CC operators. 101 operators have received training in knowledge sharing network through the project.

- It was also very obvious that a lot of work needs to be done to make these access points for service delivery not only beneficial but also more effective. To elaborate, CCs are useful in that they provide valuable services to the people but the frequency of usage right now does not justify the investments.

- The project's contribution to MDG 1: Poverty Reduction, MDG 2: Achieve Primary Education and MDG 8: Global Partnership can be up-scaled once all the CCs are online. (Annex 7: List of Automated Services and their Status)

Recommendations
(i) For G2C stakeholders
- **Numbers versus functionality and efficiency:** The rationale to increase the number of CCs in the country needs to be examined closely. While sustainability is already an issue in terms of managing the current number of CCs as service delivery systems, efforts are underway to raise the number of CCs to cover all 205 geogs. It might be more prudent to optimize the efficiency of the existing CCs instead of investing in more CCs right now. Particularly, no CCs should be opened unless there is adequate internet access, in respect

of speed as well as availability, and priority e-services of interest to rural citizens have been operationally validated.

- **CC management needs support:** Currently, there is one officer in Bhutan Post who is responsible for coordination of the management of more than a hundred CCs. The CC Management in Bhutan Post will therefore benefit with extra personnel to respond to the needs of the CCs. Also CC management is a new concept to Bhutan Post and CC managers are not equipped with the necessary experience and skills in CC management.

- **Awareness for grassroots and citizens:** Better awareness among citizens need to be created in terms of services that they are entitled to receive to develop the faith and confidence of users' in the new system. Regular measuring of satisfaction levels of citizens is also needed to determine service need trends and increase the quality of services. Such measures will contribute towards enhancing the accountability of service providers towards citizens.

- **Offline versus online:** Currently, it is difficult to gauge the effectiveness of the G2C initiative as only 23 CCs are online. Therefore, getting all CCs online at the earliest possible time should be a priority. Most of the CCs that were offline looked at online facilities as their salvation to self-sustainable and efficient service delivery. However, since the offline services are more popularly used by citizens, there is a need to encourage citizens to use G2C services. Online service delivery represents a paradigm shift and therefore, along with getting CCs online, it will be worthwhile to provide change management specialists to support both service users and providers to understand the benefits of the G2C initiative.

- **Future service range priorities** could include the following:
    o Serving as an information center for: news, vacancies, examination results, and local advertisements
    o Serving as an outlet for newspapers and movie screening
    o Banking services
    o Insurance services
    o Utility bill payment facilities
    o Sale of a selected list of services : phone vouchers, stationeries, bus tickets (school stationeries and posters)
    o Training on basic IT use

- **Gender data:** In order to determine the usage of CC services by women, CCs should be encouraged to maintain such records, in disaggregated form. Currently there are no data

to support the increased participation of women in family transactions which the project envisaged.

(ii) Governance Aspects

- **Expedite work at the back end:** Since services in the front end (websites and web services) have been completed, it is recommended that agencies that are yet to complete automation at the back end including data and database migration need to expedite to improve delivery of G2C services. Agencies have to recognize that G2C initiative is a combined effort of all stakeholders and delay of a few agencies affects the overall progress of the G2C initiative. The G2C office should take the lead role here.

- **Requirements for approvals and signatures:** As mentioned, there are still a few G2C services which require approvals and signatures. Thus the time to access services have not reduced. This has discouraged citizens from availing services from CCs. At this juncture, it would be beneficial to review the time taken to access G2C services that are automated and also services that are soon to be automated. Parent agencies along with G2C Project Office need to review the process for availing services and, wherever possible, reduce unnecessary procedures.

- **Sustainability versus Service Delivery:** The CCs are at the frontline of the service delivery initiative. However, before they are fully functional, there is already an emerging issue about their sustainability. This needs to be looked at closely from the perspective that they were originally started to bring service delivery closer to the rural people and not as a model of efficiency in terms of market parameters. If not monitored closely, there is a danger that their interests to be efficient in terms of market parameters may take over their commitment to deliver services to the rural population. At the current level of operations, it is really not possible for CCs to generate any surplus to become financially viable or profitable without substantial subsidies from the government. Therefore, it is timely to discuss and decide if the subsidy amounts are acceptable and fundable by the government. If not, the whole CC model is worth revising.

- **New CCs:** For the new CCs which are to yet to be established, it is worthwhile to consider other ways of service delivery such as continuation from the gups' offices, RNR centers, 'mini-CCs' run from local shops, through a farmers' cooperatives, or a CSO with a local presence.

- **Prioritize services:** While an exhaustive list of services is being offered to go online (see Annex 7- List of services automated and their status), the needs of the rural population are not equally exhaustive. Census and civil registration, issuance of citizenship identity card, census transfer, and birth registration, rural timber permit and permit for

firewood/fencing poles were listed as the most useful services. There was almost unanimous consensus that land related services was the most important service among those not currently available through the CCs (see Annex 8-List of 37 G2Cservices currently offered by CCs). Issuance of audit clearances was mentioned as a priority after land. Therefore, prioritizing services that rural citizens need the most is recommended and ensuring that they are available and working effectively through the CCs would be useful.

- **Needs Assessment:** In continuation to the above recommendation, a Needs Assessment is recommended to determine what specific services are needed by particular groups i.e. women, elderly population, vulnerable groups. The Needs Assessment would also address the service needs of populations with different incomes, languages and settings (urban/rural).

- **Linkages between Local Government and (LG) and Community Centers (CC):** Some of the Local Government (LG) officials interviewed saw the presence of CCs as relieving them from having to download forms and print or photocopy documents. LGs are also aware that they have a monitoring function but are unsure of what it entails. LGs are held accountable by citizens for services from CCs over which their involvement is not clear. Therefore there is a need to look at improving linkages and communications between LGs and CCs. In this respect, a good place to start with is:
    - making use of the technical capacities of the dzongkhag ICT officers
    - garnering the support of the dzongkhag census and immigration office (as census related services is the topmost priority among G2C services)
    - garnering the support of GAOs and *Gaydrungs*
    - providing a platform for dzongkhag-wide networking of CCs with certain involvement of the chairperson of the DT and/or Dzongda ranging from ceremonial roles to providing specific inputs and support needed by CCs

(iii) For UNDP
- **A Capacity Needs Assessment (CNA)** for service users and CC operators might be worthwhile. During the assessment, support for capacity development was a recurring theme from Bhutan Post as well as CC operators. Although some of the general areas are listed in the next recommendation, they failed to specify in what areas they needed support

- **Capacity building of service providers:** Enhancing the skills and continuous learning needs of CC operators, the first point of contact for service delivery, is an aspect that needs support in the future. CC operators listed capacity building in three areas as a priority for them to manage the CCs sustainably: i) ICT skills ii) Business skills and iii)

writing legal documents. They felt that ICT skills are a must for operating and maintaining the CCs, maintain and repairing equipment and for imparting basic computer courses to youth during the school holidays. CC operators felt that business skills are necessary to   enhance their capacity to make CCs self-sufficient in the long run. Participants of Focus Group Discussions expressed that it would be a value added service if CC operators were able to write legal documents for them.

- **CC Management:** It is evident from the discussions with CC operators and Bhutan Post that the management of CCs needs more support. Bhutan Post expressed that they had very little experience in CC management. Support could come in the form of capacity building and more personnel dedicated to the CCs. Bhutan Post expressed that a dedicated CC Team is needed to ensure better management of the CCs. Capacity building in CC management, entrepreneurship skills development for CCs, Training of Trainers (ToT) for CC operations were some of the areas listed by Bhutan Post. Bhutan Post also said that technical experts in the areas of developing CC services like Citizen to Citizen (C2C) services and Business to Citizen (B2C) services would be of immense benefit.

- **Advocacy and awareness building:** Support is still needed to create awareness amongst the rural population on the CCs, service available at the CCs etc. As highlighted several times above, support in the form of change management specialists is needed to encourage users from adopting the new mode of service delivery.

- **Stakeholder Consultation:** The Swiss Development Cooperation and the Government of India have committed to support the Royal Government's initiatives for efficient service delivery in the next plan. It will be a fruitful exercise for UNDP to discuss their interests in the initiative to avoid duplication and to complement each other.

2. The Project and Its Development Context

2.1 Context

Guided by the philosophy of Gross National Happiness (GNH), Bhutan has maintained steady developmental progress. The Royal Government of Bhutan (RGoB) has made concerted efforts and invested in the realization of GNH and consequently steady progress is visible in achieving holistic development. While steering towards the meeting of GNH goals, simultaneous progress has transpired in accomplishing the Millennium Development Goals (MDGs). The reason being that GNH shares similar aspirations with the MDGs. As a result, the MDGs have been easily embraced into the development agenda as it shares synergy and linkages with GNH goals whereby, "the core pillars of GNH, namely sustainable and equitable socio-economic development, conservation of the environment, preservation and promotion of cultural heritage and good governance are critical considerations for the actualization of the MDGs and that the latter also contributes in a wholly positive way to the long term realization of GNH" (*GNHC, Bhutan's Progress: Midway to the Millennium Development Goals, November 2008).* As such Bhutan has made tremendous progress and is on track in meeting most of the MDG targets by 2015 while, "a number of targets such as reducing malnutrition among children and halving those without access to safe drinking water and improved sanitation facilities have already been realized."*(Ibid).*

Despite these commendable achievements, challenges remain in providing equitable development especially to the far-flung populace that is situated in rural remote areas. The situation is prevalent due to the rugged geographical terrain of the country and exacerbated by a sparsely located population. The Poverty Analysis Report (PAR), 2007, published by the National Statistical Bureau revealed that "Poverty in Bhutan is a rural phenomenon" and after five years the condition persists. The PAR 2012 reassures, "percentage of poor has declined from about 23.2 percent in 2007 to 12 percent in 2012" , however it also ascertains that "poverty is still very much a rural phenomenon in Bhutan, and that living standards vary considerably across the dzongkhags". This is cause for concern as more than half of the country's total population, 61.1% *(Census Commissioner,Population & Housing Census of Bhutan 2005)*reside in rural areas, and thus achieving balanced growth is challenging. This situation also poses a challenge for fully realizing the MDGs as delivering and maintaining basic services to the rural populace is hindered.

Various strategies have been laid out to enhance rural development, amongst which is the initiative to promote Good Governance. Good Governance is one of the pillars of GNH and considers service delivery as a key component by promoting transparency and efficiency in all government services delivered to citizens. It is recognized as a critical element which cuts across all sectors and is indispensable in "providing an enabling environment that is immensely critical for sustainable and equitable socio-economic development and the progressive realization of GNH"*(GNHC,10th FYP, November 2008).* Bolstering Good Governance system in the country

has always received highest priority. As such, public service delivery reform can be traced back to the 1990's with the decentralization process, GG and GG Plus exercises, Organizational Development Exercise, and the more recent one's being IPSD (Improving Public Service Delivery) and ABSD (Accelerating Bhutan's Social Economic Development). These efforts lead to the emergence of the on-going Government to Citizen (G2C) venture.

The royal government commenced the Government to Citizen (G2C) Initiative with the vision to enhance and simplify government to citizen service delivery. The key aspirations of the initiative is to enhance the quality and delivery of citizen services by reduction of service delivery time, increasing accessibility and optimizing human resources *(www.g2c.gov.bt)*. The G2C initiative is expected to deliver effective and efficient services especially to the rural areas. It is envisaged that the G2C will enable rural populations to access many development services through one point and within close proximity. Under this vision, Community Centers (CC) have been established by locating them within close proximity to communities. It is intended to reduce the drudgery of travelling for days to avail simple services and reduce costs for both the government and the citizens. The CCs are supported by IT systems and optimize the use of ICT to enhance service delivery of various development sectors, thus rendering immense potential to alleviate poverty, contributing to both GNH and the MDGs.

2.2   Project Initiation

The *Enhancing Government to Citizen Service Delivery Initiative; connecting the remote areas of Bhutan through e-Governance* project ran from March 2011 until December 2012. The project received USD 255,000 from the UNDP Democratic Governance Thematic Trust Fund (DGTTF). The Project had strong political commitment from parties such as the Prime Minister's Office and the Committee of Secretaries. The implementation of the G2C Project objectives was bestowed on the following four key players:

i. The G2C Project Office was responsible for the study and delivery of on-line services by collaborating with various agencies across the government.

ii. The Department of Local Governance (DLG) managed the project with oversight and supervision responsibility.

iii. The Department of Information Technology and Telecom (DITT) was responsible for IT infrastructure development, construction of Community Centers from where G2C services are rendered and overall IT Technical Assistance.

iv. Bhutan Post was responsible for the operation and management of the Community Centers.

A National Project Manager from G2C Project Office was responsible for the day-to-day management of the relevant project activities in liaison with UNDP

The project aimed to enhance and facilitate online service delivery to rural communities for poverty reduction and the realization of the MDGs in Bhutan. This was done by establishing an effective e-governance system in Bhutan. The development of e-governance was identified in the 10th Five Year Plan (FYP, 2008-13) as an integral component to "add efficiency to the flow of information between the governmental agencies and also to speed up the service delivery to the public". The 10th FYP further outlined establishment of Community Information Centres as well as regional centers for ICT that would enable services to be delivered to the community level and the grassroots. The project builds on the 10th FYP to establish e-governance system of service delivery and is harmonized with other local governance programmes to support the national poverty reduction objectives and goals of the 10th Five Year Plan (FYP, 2008-13). Thus, the project was aligned with the establishment of Community Information Centers which the UNDP had supported. Later the Community Information Centers were converted to Community Centers. These Community Centers were earlier piloted within the forestry sector to provide various public services with the development of E-platform. Similarly, the Swiss Development Cooperation (SDC) had supported One-Stop-Shops which share the concept of CC from where a host of government services could be availed *(SDC, 12 July 2010)*.

After the establishment of G2C Project Office, the *Enhancing Government to Citizen Service Delivery Initiative; connecting the remote areas of Bhutan through e-Governance Project* was signed with the major component of the project being the development of two web-portals:

i.   A common Gateway Web portal to offer information related services
ii. A Voice of Customer (Grievance) to assess customer satisfaction.

With optimization of the E-governance through the CCs, it was envisaged that public service delivery will become efficient as it provided a platform to avail myriad of services from one point and more so because it was targeted to the far flung rural population.

2.3   What the Project Sought to Achieve

The driving force behind the initiation of G2C initiative is to enhance public service delivery especially to the rural population and thereby lay a strong foundation to the service delivery system in the country. Thus the project contributes explicitly to the enhancement of good governance. Since governance cuts across all sectors of development, it has the potential of contributing to other sector goals.

ICT is an integral part of the project and the component of e-governance contributes significantly to enhancement of good governance. E-governance enables to improve and expand public service delivery by rendering it accessible to the rural population at the grassroots level. The service has the potential in contributing to gender equality by bringing services closer to women.

The project, on a larger scale, has the potential to contribute to the Millennium Development Goals (MDGs) and GNH as it shares common features. The contribution to GNH will be in the achievement of sustainable and equitable socio-economic development by bringing in many services like agriculture, forestry, education and business opportunities to all citizens especially to rural pockets. Owing to its nature of delivering myriad of developmental services, it has immense potential in contributing to poverty alleviation and sustainable human development. The contribution to Good Governance, another pillar of GNH is inherent as it optimizes the use of ICT by establishing e-governance to enhance and expand public service delivery. The ICT based service delivery contributes to green and sustainable development promoting environmental conservation, one of the pillars of GNH and also MDG 7, Ensuring environmental sustainability. As the project intends to reduce waste of materials, equipments, resources, etc and maintain only necessary items to meet customer needs.

The project had outlined some of the direct contributions to the MDGs*(UNDP, Project Document, 10th Feb, 2011)* as:

i.   MDG 1. Poverty Reduction- Access to market and agricultural information for both men and women, reduction of transaction costs related to livelihood activities and support to income generating activities.
ii.   MDG 2. Achieve Primary Education- Online education enrollment
iii. MDG 8. Global Partnership- In cooperation with private sector, make available benefits of new technologies and reduce youth unemployment.

In addition to the direct contribution to the MDGs, the initiative also sought to enhance greater participation by women in family transactions (land transfers, birth registrations, school enrollments, timber permits etc.) by taking services closer to them. It was felt that making ICT services more assessable to women has the potential to empower them to participate in economic and social progress, and make informed decision on issues that affect them. This directly contributes to MDG3: *Gender Equality*.

As the G2C approach targeted the poor on a large scale, it was envisaged that the G2C approach would lay the foundation for public service delivery infrastructure in the country. However, achieving the aims of the project would require the full engagement of all stakeholders (local and central governments and community members). Besides the combined commitment of all stakeholders, an essential element was capacity building of all entities involved in the operationalization of G2C services. Since the inception of the project, it was realized that training officials, including government officials, service providers, CC operators and also the citizens would be a critical factor determining the success of the initiative. Service delivery through e-governance is a major public service reform in Bhutan, a paradigm shift from the conventional method of service delivery. This necessitates enhancement of skills and

knowledge of G2C service providers, located at the national, district and grass-roots level. Thus the project significantly contributed to technical skills of service providers at all levels.

According to the Project document, the following were listed as the first e-governance services that would be offered:

i.   Civil registration
ii.   Employment
iii.   Agriculture and forestry services
iv.   Education
v.   Rural insurance and
vi.   Business licenses

It was felt that these are basic services required by the rural people to support their basic livelihood practices. These services were also listed in McKinsey's study for Accelerating Bhutan's Social Economic Development (ABSD) and Improving Public Service Delivery Systems (IPSDS).

2.4   Project Outputs

In order for the project to achieve its aspirations and objectives, following outputs and activities were listed in the project document

Output1. Design and development of the integrated web portal

The Common Gateway Web-Portal would include all agencies that provide the G2C services. This portal would act as a platform for regular dissemination of relevant information on health related issues, market information, job opportunities and online education enrolment. The Voice-of-Customer Portal, on the other hand would incorporate modules for customer complain/feedback/ suggestion/comments and will help in conducting polls on user satisfaction.

An advocacy Road Show would be carried out to educate people on the availability of these portals for optimum use.

Under output 1: the project would therefore provide support towards:
   o   Development and launch of two new web-portals (Common Gateway Portal and Voice-of-Customer portals), built on the earlier developed e-Platform
   o   Advocacy on the portals
   o   Surveys to assess the user satisfaction of the portals

Output2. Improved technical capacity of service providers, implementers and citizens to implement and utilize e-Governance

Human Resource (HR) capacity building is a crucial factor in effective implementation of the service delivery. All concerned officials involve in the provision and implementation of the G2C services would be adequately trained on the new services and the delivery system, in order to implement the services effectively. To increase rural community participation, in particular women, community representatives would be mobilized through trainings and meetings to equip them with the technical knowledge on the services so that they could in turn educate the citizens in their communities. Women's participation would be encouraged to create a gender-balanced society.

This strategy was aimed towards optimizing the use of services at the community level. Through these activities, the coordination amongst the relevant stakeholders of the public service delivery was expected to improve significantly.

Under Output-2, the project intended to provide the following support:
- o Train150 service providers from central government agencies on how to deliver and maintain the new e-services in their respective agencies (approximately 100 men and 50 women).
- o Train 1100 officials at the district level on the new service delivery and how to implement the services (approximately60 men and 40 women).
- o Train 5 to 6 G2C project officials to improve their technical capacity to manage and monitor the implementation of the project.
- o Trainings for community members (approximately1,000) on how to use the services. Equal gender representation would be encouraged.
- o Development and training on the knowledge sharing network for approximately205 CC operators (one from each Gewog). The RGoB, outside this project, will fund the recruitment of the CC operators in the course of 2011.

Output3. Development of outreach materials for advocacy and awareness purposes

Citizen education materials and public announcements like insertions in media papers, posters and pictorial representations, pamphlets and leaflets, billboards and information boards, brochures and audio-visual clippings would be developed to educate and inform citizens about the usefulness of the e-services. These outreach materials would be broadcasted and disseminated through media channels like newspapers, national TV and radio channels. It would also be used as education materials during meetings, gatherings and trainings.

Under Output-3 the project would include the following activities:
  - o Development and publication of citizen education materials like insertions, 15 posters (one for each agency, billboards, pamphlets, 3 different brochures and 6 audiovisual clippings. It would involve mass publication, as the materials would be distributed across the whole country.
  - o Mass broadcast of audiovisual materials through a combination of different channels such as national TV, radio stations, internet, and possibly SMS.

Output 4: MDG up-scaling strategy
As mentioned earlier, in the beginning of the project, an assessment would be made by a national consultant that could inform and provide strategic insights into deepening the impact of the project, and link up with other poverty reduction interventions that would coincide with improving service delivery in the rural areas and acceleration of MDGs. The consultant would review existing UNDP Poverty and Democratic Governance portfolios alongside the current status of MDGs in Bhutan. The end result of this consultancy would be the development of a scaling up strategy for MDG-oriented local development programmes synergized with related programmes such as poverty reduction programmes and the e-governance initiative, which could be implemented through integrated programme support by the Poverty and Democratic Governance units.

3.   Purpose of the Project Evaluation

The *Enhancing Government to Citizen Service Delivery Initiative; connecting the remote areas of Bhutan through e-Governance* project ran from March 2011 until December 2012. Since UNDP Democratic Governance Thematic Trust Fund (DGTTF) provided funding to the project, an evaluation of the project is required to assess if project outputs and outcomes have been accomplished as intended.

Thus the overall purpose of the final evaluation was to undertake a thorough analysis of the project at both the output and outcome level and produce forward-looking recommendations for future UNDP, development interventions.

According to the Terms of Reference, the evaluation was required to specifically:
  - i.   Identify, analyze and document results (outputs and progress towards outcomes) of the above project, and forces and factors that have impacted the results of the project, contributing to its success or failure. The assessment will identify lessons learned (both positive and negative) and tools and instruments used to achieve the expected results. The assessment will also include an analysis as to if and how the project was able to sustain

its innovative activities and whether or not further up-scaling/replication took place with government and/or donor funding.

ii. Consolidate lessons/analysis of results culled from the assessment of this DGTTF project in order to enrich country and/or regional programming and policy options; foster stronger knowledge management, dissemination and uptake; provide recommendations for future UNDP engagement in the thematic area concerned.

iii. Identify the process that led to the formulation of the project, both "direct" and "indirect" levels of influence on the initiative, and the efforts of UNDP (Regional Service Center and Country Office) in the aftermath of the DGTTF intervention to ensure continued application of the initiative's principles at the country level.

4.   Evaluation Methodology

Triangulation methodology using both qualitative and quantitative tools was used for the evaluation. Choosing a triangulation method was to acquire a broader, deeper and complete understanding of the topics evaluated. The triangulation method was deployed to enable the evaluation to supplement findings, either confirming or contradicting the results used by different tools. All data received were coded and analyzed to present the findings.

4.1.   Quantitative Tools

Survey questionnaires were used as the quantitative tool. The sample size targeted was 101. There are a total of 101 CCs operational in the country, from which 24 are online and 77 are offline. The questionnaires (Annex 1: Survey questionnaires) were targeted towards CC operators as their responses would enable the evaluation to determine achievement of output 2 in particular and also to determine the overall effectiveness of the project. SPSS (Statistical Package for the Social Science) software was used for the analysis of the data. Since Bhutan Post is responsible for the operation and management of the CCs, their assistance was sought in distributing and collecting the survey forms from the CC operators. In addition, the evaluators contacted the CC operators who were offline and followed up on the collection of survey forms. 44 survey forms were received. Although the target sample size was not achieved, responses from different gewogs within 19 dzongkhags were received. (Annex 2- List of survey forms received). Samtse Dzongkhag was the only dzongkhag from which none of the CCs responded.

4.2.   Qualitative Tools

The qualitative tools employed for the evaluation were as follows:

a) Desk Review/Study: Secondary data were derived from the desk study. Documents and reports such as DGTTF Guidelines, DGTTF Annual Reports, Project documents, financial reports, project review documents, country and outcome evaluations and materials produced as outputs of the DGTTF funded project were reviewed.

b) Site Visits: As part of the qualitative evaluation, few selected sites (Annex 3: No and names of sites visited) were visited to assess CC infrastructure and use. Site visits also provided opportunities to talk with CC operators and to learn firsthand challenges faced by operators in delivery of effective quality services to the beneficiaries. So as to make sure that the results were balanced and representative, sites selected ensured inclusive geographic coverage. (Annex 3)

c) Focus group discussion: An imperative tool within the qualitative method was the focus group discussions. While conducting site visit, focus group discussion were arranged with beneficiaries who avail services from the community centers. The FGDs was conducted to assess if communities have reaped the benefits from the project. Along with the citizens, officials from Gewog Administrations were also included, so as to assess if their capacities have been strengthened and if women's participation has increased. (Annex 4: Questionnaires for FGD)

d) Interviews: Interviews with stakeholders were included in the evaluation as they would provide critical information, views and opinions on the project's operation, its effectiveness and sustainability. (Annex 5: list of stakeholders interviewed and questionnaires).

As CCs are an integral component of the G2C Initiative in terms of taking service delivery closer to the rural populace, ample attention and focus was given to the CCs during the evaluation. The CCs are a starting point for service delivery to the people and their performance so far and the challenges they encounter will have implications on the design of similar projects in the future.

5. Evaluation Challenges

The evaluation challenges were in terms of receiving adequate number of quality respondents. Even though Bhutan Post assisted in sending out forms to all the 24 CCs online and the nearby offline CCs who could return the forms within a week, the response from the CCs did not meet our expectations.

An embargo on organizing public gatherings was in place due to the upcoming elections. Therefore, in order to comply with the rule, instead of more formal larger FGDs, small discussions with between 6-10 participants were organized by CC operators in conjunction with the site visits.

Although FGDs were organized to seek the inputs of the beneficiaries in terms of satisfaction with the services available and recommendations for possible improvements in future, most of the discussions were limited to the cost of services only.

6.   Findings

The sections provided hereunder are the outcome of the analysis derived from the data collected via the evaluation methodology, such as desk review, surveys, stakeholder interviews and focus group discussions.

6.1.   Project Performance vis-a-vis project output

The project had specific outputs under which indicators and activities were planned. This enabled the evaluation to gauge the project performance and progress. The project progress and performance has been assessed using the Project matrix (Annex 6. Project Matrix, Yr 2011-Yr 2012) in terms of Expected Outputs, Indicators, Planned Activities and Findings. The overview of the performance of the project was gauged by the project implementation and through the interviews with stakeholders and the opinions shared by service providers as well as service users of G2C services.

The project made commendable progress with regard to achieving its outputs. The project successfully established two web portals:

i.   An integrated citizen-oriented G2C Common web portal
ii.   Voice-of-customer portal (grievance portal) to monitor citizens' feedback and satisfaction.

Awareness creation of G2C services through both print and broadcast media were conducted. Further outreach materials, like brochures and posters were distributed at the national, dzongkhag (district) and gewog (block/grassroots) levels. To implement e-governance through the G2C initiative, technical skills and capacity of G2C service providers were enhanced by providing numerous trainings of officials at national, dzongkhag and gewog levels.

Regardless of the impressive project performance, there is delay in the delivery of desired G2C services. This is attributed to the lack of ownership by the parent organisation to automate their services sooner. The extensive advocacy conducted did not suffice to edify the citizens on the G2C services as 30% of FGD participants were not familiar with G2C services. Internet connectivity is a must to avail G2C services and since only 23 CCs are online out of 101, this could be the cause for community ignorance. Bad internet connectivity and absence of adequate IT maintenance and support are some of the killing factors for reasonable viability and for longer term sustainability. Moreover, outreach advocacy and awareness services were not timed properly and were carried out before validating that the priority e-services of interest to rural citizens are operational and functioning as designed.

6.2.   Political Economy

This section assessed the political context within which the project was initiated and implemented. It also analyzed how institutional set up affected project implementation, stakeholder commitments and mapping of local, national and international stakeholders.

The government in its continuous effort to strengthen service delivery has undertaken numerous reforms for the public sector. Likewise when Bhutan's first democratically elected government Druk Phuensum Tshogpa, took the seat of responsibility in 2008, it harbored aspirations to pursue Good Governance by revamping the systems of public service delivery. As a matter of fact the elected government accorded high priority to dramatically enhance service delivery. The initial stride culminated in forming a core team of government officials in undertaking IPSDS (Improving Public Service Delivery System) exercise. The chief objective of IPSDS was to reduce administrative burden in service delivery and in doing so create effective and efficient service delivery system. The ongoing IPSDS initiative was later clubbed with ABSD (Accelerating Bhutan Social Economic Development) carried out by McKinsey Consultancy. The diagnostic study under the ABSD targeted high priority areas under the 10th FYP. The assessment informed inefficient service delivery and identified 101 commonly needed services by the community. Thus the effort to enhance service delivery culminated to the Government to Citizen (G2C) initiative and institutionalized a G2C Project Office. It was felt that there are basic services required by the communities to support their basic livelihood practices. These services were listed in McKinsey's study for Accelerating Bhutan's Social Economic Development (ABSD) and Improving Public Service Delivery Systems (IPSDS) evaluation.

The G2C Project initiative has strong political commitment from the highest level. The success factor of the project is the political commitment and the institutional arrangements within which project operates. The Committee of Secretaries acts as the Board of Directors, responsible for monitoring the overall performance and implementation of the project. The Project Office is also required to report regularly directly to the Prime Minister to update on project progress.

However, without a demand driven process, the initiative's strong political commitment can be regarded as a top down, supply driven venture. No proper needs assessment or consultation was conducted with target groups at the grassroots level prior to venturing on the endeavor. This may be the reason why many community centers, failed to pick momentum as expected, Box 1: News clipping from Kuensel reports the status-quo of a few established CCs, which are almost defunct as communities do not use the G2C services from the CCs, even in the ones with internet connectivity.

Box 1: Community Centres

Despite government trying to bring services closer to citizens through various means, citizens seem in least need of them. The government to citizen services (G2C) in Samdrupjongkharhave remained idle until now. Two of the community centres offering G2C online services in Samdrupjongkhar remain underutilized, more than a year of being launched. Samdrupjongkhar has two community centers with internet connectivity, and five community centres offering services without internet connectivity. Dewathang's community center launched end of December last year, along with 23 other centers across the country, has not been used even once. Citizens never turned up to inquire about it, nor availed one service of about 23 public services, which have been put online.

Birth and death registration, issuance of new citizenship identity card or replacement, census transfer, issuance of trade license, issuance of permit for rural timber, firewood, flagpoles and fencing poles are some of the services available online in the community centres. Also two of the four desktops in Dewathang's community centre are malfunctioning; they were damaged about six months earlier by lightning. Community centers are located near gewog centers run by the Bhutan Postal Corporation.

Community Centers so far are utilized for online services like Xerox, printing, scanning and internet browsing by students after school hour, weekends and holidays. The community center operator at Dewathang community center, Hari Maya Gurung, said not a single person has come to the center to inquire about the service they provide. "Rather than coming here, they directly go to gewog center for same service", she said.

While Diafam's community center has internet connectivity, people have not been able to avail service, because of fluctuation in electricity supply. Gomdar, Orong, Martshalla, Phuntshothand and Pemathang gewog's community center do not have internet connectivity, "Diafam's electricity supply is from India, which is very unrealiable; it's down most of the time" community center operator DawaGyelpo said. "Moreover, citizens haven't come to avail the services". To print a page document, citizens are charged Nu.10 and Nu.5 each for xerox and scanning. Internet usage for less than 15 minutes costs Nu.20 and Nu.80 an hour in the community centers. "Most offline service are availed by student's", Orong's community center operator, Yeshey Lhamo, said. Meanwhile, community centers earn Nu.1000 to Nu.3,000 a month from offline services.

By NirmalaPokhrel, Kuensel, March 6, 2013

Despite securing political commitment, the project faces coordination challenges with parent agencies for automation of services. Remarkable progress in the establishment of web-portals for G2C services **(ANNEX 7- List of services automated and their status)** is overshadowed by

the delay in automation of numerous G2C services. The delay in automation is attributed to the lack of ownership by the parent organizations to automate services and make available the desired G2C services. In spite of minor glitches, major implementers of the project, G2C office, DITT, Bhutan Post and DLG are dedicated to take the initiative forward and make e-governance a reality in Bhutan. The G2C office was hopeful that all committed services would be online by July 2013.

With respect to development partners like UNDP, and donors like SDC and GoI, their sustained interest and concern for the realization of project objectives and outcome has enabled the project's initiative to progress. Being an eminent project, all development partners and donors have been fully on board in taking the initiative forward and will continue to contribute in the next phase. However strengthening of donor co-ordination will ensure there is no duplication of activities and enable to supplement each other's assistance. There is indication from all the stakeholders to strengthen their partnership to continue with the e-governance initiative irrespective of which political government wins the election in June 2013.

6.3.   Effectiveness of the Project

As mentioned earlier, the project output in terms of establishing web portal has been achieved; however the real effectiveness of the project can only be determined by the use of the G2C services. CC operators indicated that the most commonly availed services from their centers were non G2C services. The graph (Fig. 1.1) shows various services offered by online and offline services and the most commonly availed services. All the CCs indicated that photocopying is the most commonly used service which is a non G2C service. Among the online services offered the most availed service is the Security Clearance, followed by birth certificate, timber permits and micro-trade license. According to records from Bhutan Post, so far, CCs received 1206 applications for Birth Registration out of which 735 were cleared; 5 applications for Duplicate Birth Certificates, all of which were cleared; 1 application for intra-Dzongkhag census transfer which was cleared; 1 application for household information which was provided; 157 applications for Micro Trade Licenses, out of which 105 were cleared; and 178 applications for Rural Timber Permit, out of which 111 were cleared (refer to Annex 8 for detailed list). As illustrated through the graph, 100% of the CCs who responded to the survey indicated that photocopying is the most commonly availed services followed by printing, lamination and passport photos. This is also confirmed from the FGD, whereby community members responded that the most common availed services from the CCs were offline services.   Other services in demand are legal stamps, revenue stamps, mobile vouchers. The survey asked if there are other services not offered by CCs but demanded by customers. About 60% of the respondents ticked fax and banking services, especially for money orders.

Although it is clear that the project has provided valuable services to the community by making it easier to access offline services, more work needs to be done to ensure that project

effectiveness is maximized to justify the investments. Efforts to put CCs online have to be expedited as a priority. Some of the reasons why rural people are not using the online services could be because they wonder:

- What happens after my application form has been sent online?
- Is there a dedicated person or agency in Thimphu who receives my applications?
- How do I know if my application is indeed being processed?

An example cited in a focus group discussion during another review was the registration of birth. Prior to the set up of the CC, the Dzongkhag Civil Registration and Census Office would physically visit the community on a fixed date to register new births. After the CC was established, the first lot of birth registration applications made online through the CC has not received any responses so far, and the Local Government was not certain where to follow-up. At the same time, even in places where online services are available, the earlier system of birth registration is also continuing. Such instances could lead to citizens by-passing the CCs.
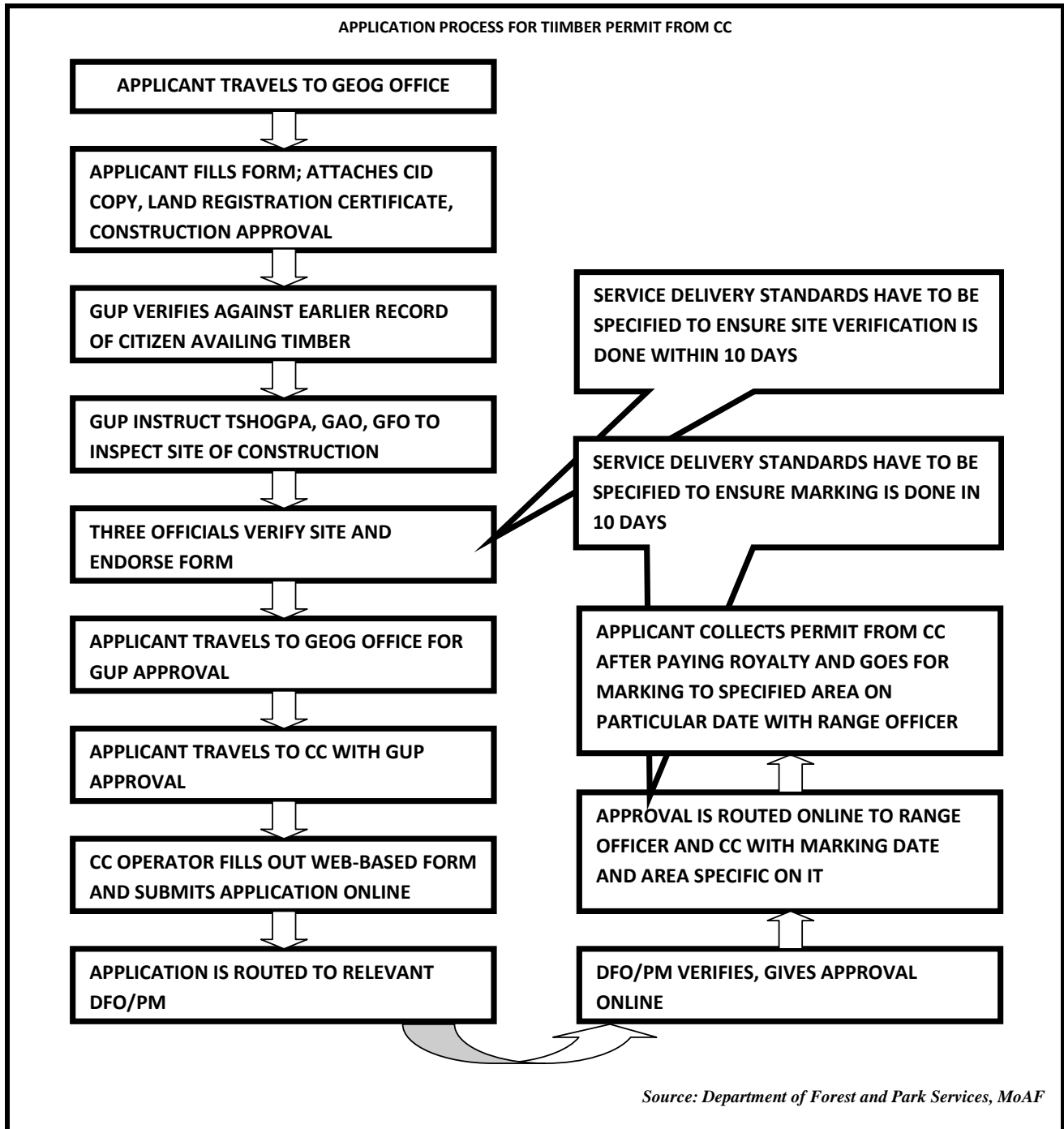
Fig.1.1: Commonly availed services at CCs
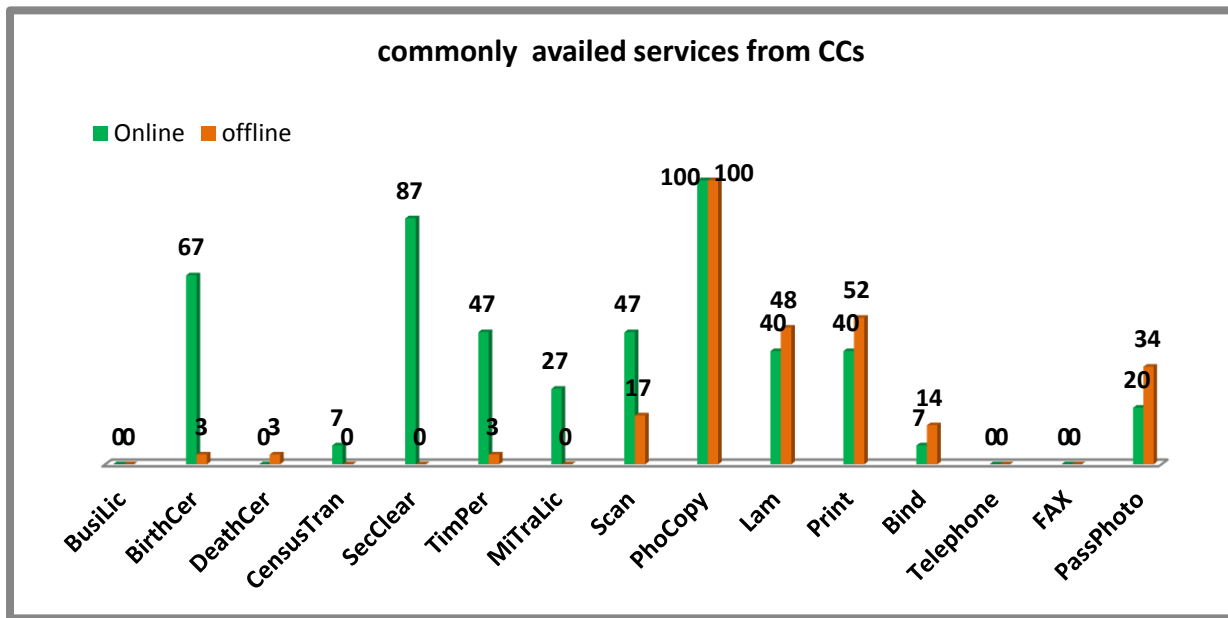
One of the outcomes of the project was to increase women's participation, which the survey question attempted to assess but failed. The reason being CCs only record the number of customers who visited with no gender segregated data. However, many commented that their customers are mostly women, who come to avail services like photocopying and passport photos especially during school admissions.

The establishment of 101 community centers, around the country is also commendable. However there is still room for improvement for efficient service delivery. Some service users complain

that the services are not as speedy as the project claims to be. For some services the turnaround time (TAT) while availing online services are taking longer than what it originally took before automating the services. Box 2 below details the lengthy process of assessing a timber permit through a CC. Local government officials and citizens pointed out that the requirements for approvals and signatures as well as the time it takes to access services have not reduced as expected as a result of the CCs and the automation of services.

Box 2: Application process for timber permit from CC

APPLICATION PROCESS FOR TIIMBER PERMIT FROM CC

APPLICANT TRAVELS TO GEOG OFFICE

APPLICANT FILLS FORM; ATTACHES CID COPY, LAND REGISTRATION CERTIFICATE, CONSTRUCTION APPROVAL

GUP VERIFIES AGAINST EARLIER RECORD OF CITIZEN AVAILING TIMBER

SERVICE DELIVERY STANDARDS HAVE TO BE SPECIFIED TO ENSURE SITE VERIFICATION IS DONE WITHIN 10 DAYS

GUP INSTRUCT TSHOGPA, GAO, GFO TO INSPECT SITE OF CONSTRUCTION

SERVICE DELIVERY STANDARDS HAVE TO BE SPECIFIED TO ENSURE MARKING IS DONE IN 10 DAYS

THREE OFFICIALS VERIFY SITE AND ENDORSE FORM

APPLICANT TRAVELS TO GEOG OFFICE FOR GUP APPROVAL

APPLICANT COLLECTS PERMIT FROM CC AFTER PAYING ROYALTY AND GOES FOR MARKING TO SPECIFIED AREA ON PARTICULAR DATE WITH RANGE OFFICER

APPLICANT TRAVELS TO CC WITH GUP APPROVAL

CC OPERATOR FILLS OUT WEB-BASED FORM AND SUBMITS APPLICATION ONLINE

APPROVAL IS ROUTED ONLINE TO RANGE OFFICER AND CC WITH MARKING DATE AND AREA SPECIFIC ON IT

APPLICATION IS ROUTED TO RELEVANT DFO/PM

DFO/PM VERIFIES, GIVES APPROVAL ONLINE

Source: Department of Forest and Park Services, MoAF

VoC web-portal, an integral output of the project has been developed but not been implemented yet. It was clarified that the VoC is not being implemented as yet as all committed services are not yet online.

From the surveys, very few complaints have been made regarding the CCs. The few complaints concern internet connectivity, equipments and stationeries being out of stock due to which customers return without receiving services. Figure 1.1 show the percentage of complains received and out of the complains received, the highest number received is between 1-10

Fig.1.2: Complaints received by CCs
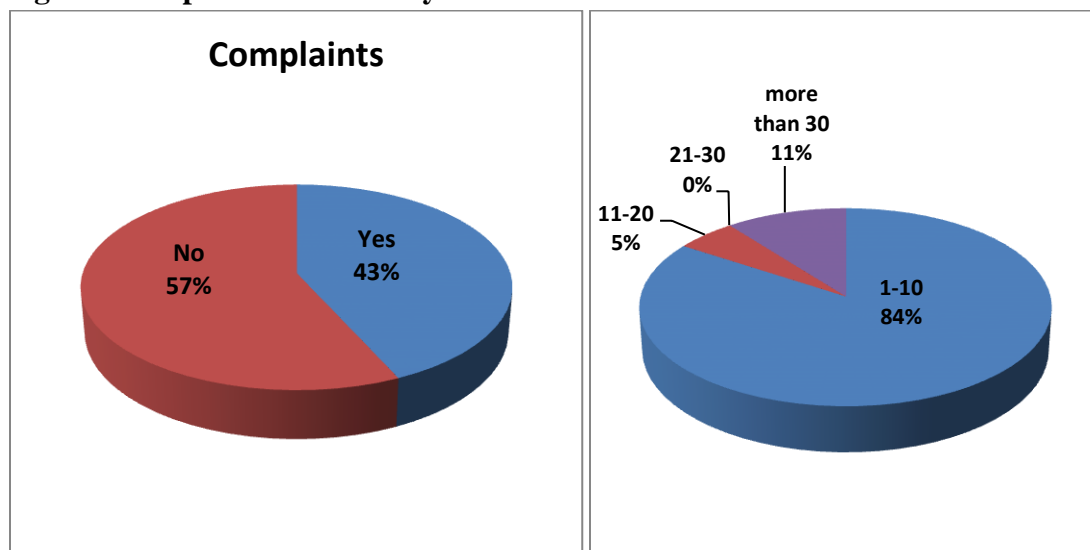
Capacity building of service providers to enhance technical skills and knowledge to operationalize e-governance initiative is an integral element of the project outputs. Towards this end the project has been successful in capacity building of service providers and implementers to utilize e-Governance. The Project Matrix (Annex.7) provides details of activities undertaken, findings and comments. Nevertheless, findings from the survey on the capacities of CCs are commendable. Figure 1.3 depicts, almost all the CC providers responded as receiving training and thereby they are confident in carrying out their tasks. Corresponding to this, all participants of Focus Group Discussions confirmed that the CCs operators were regular and competent in their job. Capacity Building activities were carried out for service providers at the national level in the parent agencies, as well as at district and gewog levels.

**Fig. 1.3: Capacity / Training received by CC operators**
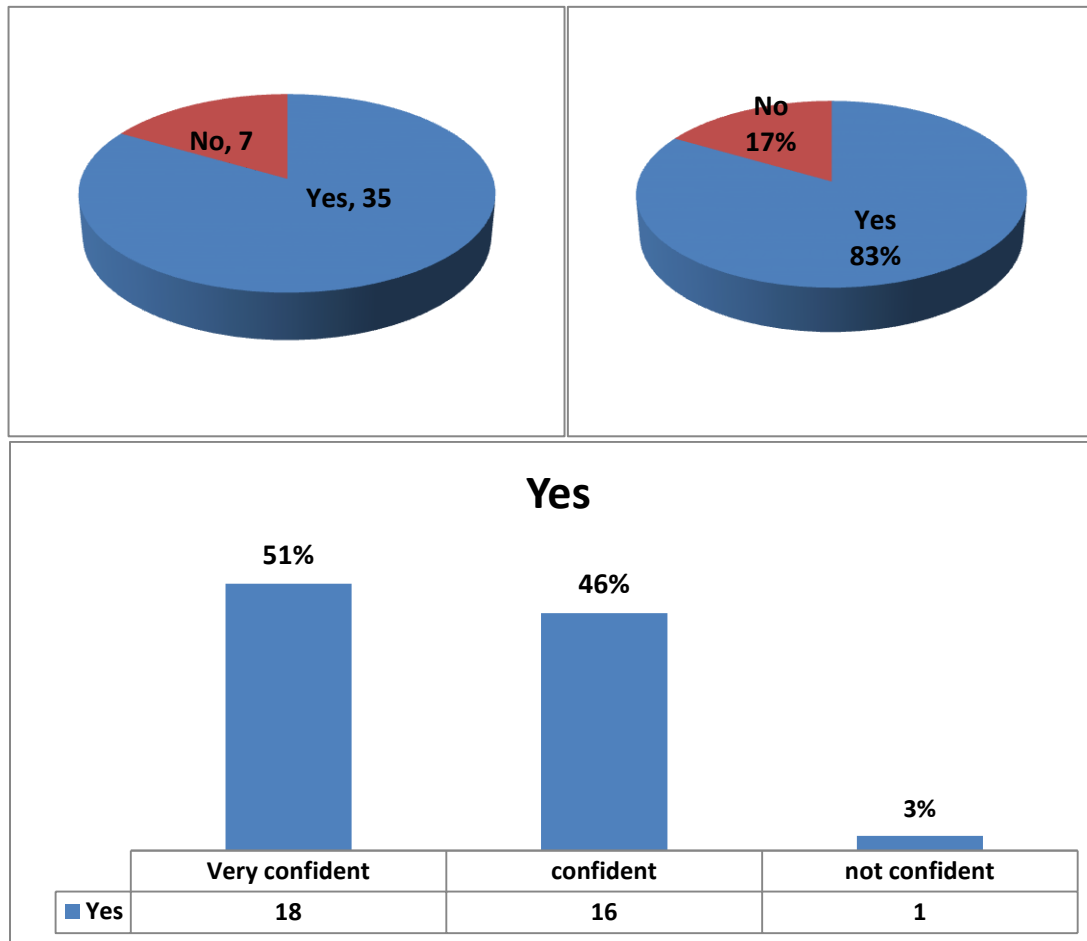
Significant achievements have been made in terms of improving service delivery to citizens. However, challenges remain both in terms of strengthening the delivery of existing services as well as adding new ones. Providing reliable internet connectivity, for one, is a challenge and has huge financial implications. At the same time, both citizens and local governments expected more services to be available online in the future.

6.4   Sustainability of the Project

Sustainability of the project in terms of future continuation of the G2C initiative and also financial viability of CCs were assessed. The sustainability of the CCs was assessed as they are the source through which the G2C services are channeled. This is one of the biggest challenges faced by the CCs. Sustainability of CCs correspond directly to the effectiveness of G2C services. As of now almost all the CCs established are facing sustainability issues. More than 60% (Fig. 1.3) of the respondents pointed out that the revenue generated through the CCs are unsatisfactory. The 32% percent who responded as being satisfactory when inquired was because

of good location of the CCs and the revenue generated were collected from offline services and not G2C services.

Fig. 1.4: Sustainability of CC
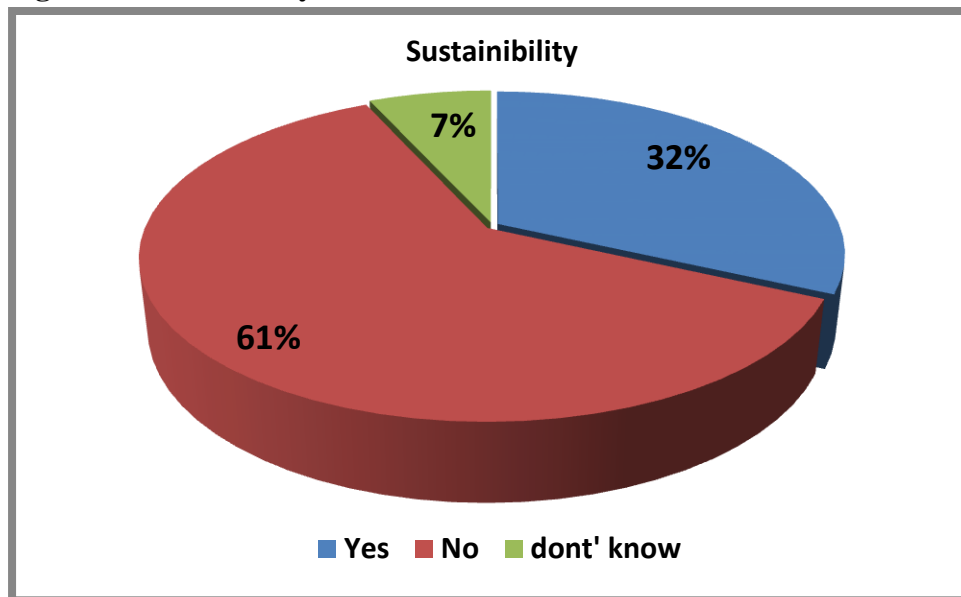
The goal of financially viable community centers is another challenge. The reality is that not all CCs can become sustainable. If service delivery is the objective, this, however, cannot justify closing down CCs; nor is it fair to assume that private sector interests in these CCs will continue. In such cases, rather than going ahead with 205 CCs, it would be worthwhile to consider other ways of service delivery such as continuation from the gups' offices, RNR centers, 'mini-CCs' run from local shops, through a farmers' cooperatives, or a CSO with a local presence. In parallel, Bhutan Post, the agency currently running the CCs, and the CC operators are seeking ways of adding business-to-citizen (B2C) services as a means of generating income for the CCs.

In regard to the continuation of the G2C Initiative, the project office management will be merged under the DITT. The DITT is committed to establish CCs in all the remaining gewogs and connect it with fibre optic by the end of June 2013. Once all CCs are connected to internet, effectiveness and overall impact of G2C initiatives will become visible and tangible. Further the DLG and the SDC will venture on with G2C initiative through the CCs by exploring on the "user friendliness, relevance, sustainability and involvement of civil society and social accountability" *(SDC, ToR, 2013)*. The Bhutan Post currently receives subsidy from the government to run the CCs, however after their tenure of five years, it is expected that it will become financially independent to operate and management the CC's. Currently the CCs are unable to generate revenue to even cover over-head cost and this will become critical for the future of CCs continuation. CCs have to create innovative services to attract customers to avail both G2C services as well as others.

However, problems of non-connectivity, too slow or non-functioning internet and lack of adequate IT maintenance and support are some of the killing factors for reasonable viability and for longer term sustainability.

6.5   Project Monitoring and Evaluation

At the inception of the project, monitoring systems were put in place. The project provided regular updates to the CoS as well as the Prime Minister's Office. As for the monitoring of project implementation under the UNDP DGTTF, periodic monitoring in the form of project reports was done. The project report enabled the project to review progress and challenges and thereby recommend suggestions for smooth implementation of the project. Following are the project reports submitted so far:

    i.   On Site Review Report: 20th December 2010
    ii.   Mid-year Review Meeting - July 29, 2011
    iii.   Mid Year Report: March -September 2011
    iv.   Annual Review Meeting - Dec 8 - 10, 2011
    v.   Annual Project report: 16th January 2012
    vi.   Annual Progress Report - January 16, 2012
    vii.   DGTTF Final Report - 20 February, 2012
    viii.   Standard Quarterly Reports:
        a. 25/01/2012
        b. 18/07/2012
        c. 24/12/2012
    ix.   Midyear review meeting: August 6, 2012
    x.   Annual Review Meeting - 27 - 29 November, 2012
    xi.   Progress Report: 18 January 2013

It is evident that the constant monitoring of the project progress enabled the project to achieve all the outputs. Periodic submission of reports, review meetings among stakeholders and on-site visits enabled the implementation of planned activities. In future more field visits by the development partners would be beneficial to understand ground realities on project progress and thereby formulate plans for timely intervention.

6.6   UNDP DGTTF added value

The support and partnership of the UNDP DGTTF has definitely added value and produced tangible results of the G2C project progress. Assistance of UNDP DGTTF enabled the establishment of the web-portals of G2C services, a fundamental aspect of the project success. The capacity building support was also an integral part of the project which was made possible due to the UNDP DGTTF. The DGTTF enabled the enhancement of technical skills of service providers which is essential for efficient service delivery. UNDP Governance Unit rendered

technical assistance in the form of guidance and feedback while formulating project activities and implementation. This enabled the project management to stay focused at implementing project activities and in realization of the project outputs. Further, awareness and advocacy of the G2C services was imperative for the project's success. Last but not least, monitoring mechanism of the UNDP DGTTF in the form of periodic update and report submission enabled the project to achieve progress output without delay.

6.7   MDG Up-scaling

The project was intended to contributeto improved service delivery for poverty reduction and realization of the MDGs 1, 3 and 8. Specifically, it was hoped that strategic project outputs would enhance and facilitate online-service delivery to rural communities thereby helping the government meet the following MDG Goals: Goal 1: Eradicate Extreme Poverty and Hunger; Goal 3: Promote Gender Equality and Empower Women; and Goal 8: Develop a Global Partnership for Development.

The contribution towards Goal 1: Eradicate Extreme Poverty and Hunger took place through the employment of more than 180 youth to operate the CCs around the country. Most of them have undergone some level of capacity building also. It was envisaged that the project would enable communities dependent on agriculture for their livelihoods to benefit from access to market and agriculture information, reduction of transaction cost besides also leading to income generating activities. So far, the benefits in the agriculture sector have not been met. Nevertheless, prospects related to agriculture could be harnessed once G2C services of Ministry of Agriculture and Forests under Department of Agriculture and Department of Livestock are fully automated and available in CCs **(Annex 7).**

The project has also contributed to MDG Goal 2: Achieve primary education. The G2C project has made scholarships information more accessible to the students. The Bhutan Council of School Examination and Assessment also posts examinations results online which saves rural children from travelling long distances to check their grades.

In terms of Goal 3: Promote Gender Equality and Empower Women, taking services closer to the grassroots has also enabled women to process services independently as they do not have to travel long distances to avail services such as birth registration, timber permits, etc. There are no actual numbers to show women's increased participation as the CCs do not maintain customer registration by gender segregation. However they pointed out that most of their customers were females who come to avail offline services like photocopying, scans, taking passport size pictures, purchase of legal stamps, etc. CC operators also pointed out that services are mostly availed during *geog* meetings as people use the opportunity to do other things also. In most cases, more women attend the *geog* meetings.

The project has had immense impacts on MDG Goal 8: Develop a Global Partnership for Development. The project has enabled to foster partnership between, the government, private and corporate entities. The private enterprises are involved in supply of IT equipments and infrastructure, making available the benefits of new technologies, especially information and communication technology to the rural communities. The corporate body, with subsidy from the government is responsible for the operation and management of CCs. Thus it is evident that three long partnerships has been build. However, more could be harnessed in building partnership from the project, like the inclusion of CSO's in service delivery could be explored. The non-formal education (NFE) program is an opportunity to build upon since an NFE teacher is recruited by the Ministry of Education to conduct 1-2 hours of classes every day. A cost-sharing understanding with the Ministry could potentially be done where an NFE teacher is already placed in the vicinity of a CC. In addition, CCs could also become potential venues for NFE classes.

7. Findings Conclusion

7.1. Project Performance vis-a-vis project output

- The project made commendable performance with regard to achieving its outputs. The project successfully established two web portals –
    - o An integrated citizen-oriented G2C Common web portal
    - o Voice-of-customer portal (grievance portal) to monitor citizens' feedback and satisfaction.

Awareness and advocacy campaign of G2C services were conducted through both print and broadcast media. Further outreach materials, like brochures and posters were distributed at the national, dzongkhag (district) and gewog (block/grassroots) levels. To implement e-governance through the G2C initiative, technical skills and capacity of G2C service providers were enhanced by providing numerous trainings at national, dzongkhag and gewog levels.

- While all identified services in the front end (websites and web services) have been completed, some agencies are yet to complete automation at the back end including data and database migration. As a result, some of the services from the Ministry of Foreign Affairs, Ministry of Agriculture, Bhutan Council of School Examination and Assessment, Ministry of Education (MoE) etc. are still not available.

- Even though enormous efforts were made to raise awareness on the G2C services, there are still few pockets of the community who are not familiar with G2C services. From the number of community members who participated in the Focus Group Discussions, about 30% were not sure what type of services were offered. The reason could be that many of the CCs are still not connected to the internet, without which availing G2C services is impossible.

- There is a mismatch between the production of outreach materials for advocacy and awareness and the actual delivery of the services. An impressive list of G2C services was listed in posters and other materials before the services were ready for delivery. However, while materials have been produced to enhance awareness on the use of G2C services, rural users have voiced that the services are not available either because their CCs are not online or because the services are not functional.

- Immense progress has been made in terms of service delivery reforms with an attempt to shift from manual to IT based service delivery. The successful establishment of 101 CCs through which services can be availed online is testimony of this.In the 10th five year plan (2008-2013), the construction of 101 CCs has been completed; a basic set of equipment in all the CCs are available; and ICT infrastructure and systems are in place. On the software side, 37 services are now available online and their overall turnaround time (time it takes to get a service) reduced significantly. For example, prior to the G2C initiative, Security Clearance Certificate (SSC) were issued manually by the Royal Bhutan Police which required 3-4 days to be issued, now can be obtained online and received in a day.

- On the operational side 101 operators have been recruited for all the CCs and trained in the usage of knowledge sharing network. Besides, 85 new CC operators have been employed recently. Thus, the necessary infrastructure and personnel for service delivery reforms have been achieved to a great extent

7.2 Policy Level

- The project has made valuable contributions to the Royal Government of Bhutan's initiatives to promote better service delivery to the rural population in terms of developing the necessary software and human resources. The project has been successful in establishing the G2C web-portal but streamlining of services from the parent organization to the endpoint still requires more input by the concerned parent agencies to enable services online.

- Although, significant achievements have been made in terms of improving service delivery to citizens, challenges remain both in terms of strengthening the delivery of existing services as well as adding new ones. Providing reliable internet connectivity, for one, is a challenge and has significant financial implications as it entails connecting all CCs with fiber optic cable and also in building infrastructure and equipping them. At the same time, both citizens and local governments expect more services to become available online in the future.

- While few services such as the Security Clearance Certificate (SCC) have become significantly effective and efficient, some services still require approvals and signatures due to which time taken to access services have not reduced as expected. Therefore, some people still prefer to avail services manually rather than through the CCs.

- The e-governance system is a paradigm shift in the method of public service delivery. Although extensive advocacy to educate and raise awareness on the use of G2C services have been undertaken, many communities are ignorant on how to obtain G2C services. An impressive list of G2C services was included in posters and other advocacy materials before the services were ready for delivery. However, there is a mismatch between the production of outreach materials for advocacy and awareness and the actual delivery of the services. This is attributed to the lack of internet connectivity, a prerequisite in availing G2C services. Out of the 101 CCs established, only 23 CCs are connected to internet.

- The offline CCs believe that with internet connectivity, centers will perform better by attracting more customers. However, CCs currently connected with internet claim offline services are more commonly availed by communities and therefore the expectation of instant improvements brought by internet connectivity may be misplaced.

- Many of the CCs responses to the survey indicated replacement of consumables were delayed. A good example was the replacement of cartridges for color printers. Customers' demand for passport size photographs is high but many of them had run out of cartridges for the printers for at least 6-9 months. Although the cases reported were mostly of cartridges, breakdown of equipment and inability to fix or repair were other problems faced. Such instances reduce the credibility of the CCs as people complain that they are not reliable.

- Regardless of the deficiencies mentioned, a positive contribution of the project to the social welfare to the communities through the CCs is evident. The project has benefited communities by saving them the time and money to avail simple services such as photocopy, lamination and passport pictures. Citizens and local government officials expressed that Community Centers have reduced costs for citizens (time and travel costs) in accessing services, even though they are not necessarily G2C services.

- Following up on the finding above, the e-governance system is a paradigm shift from the traditional mode of service delivery. Therefore, there is still some hesitancy from both the users and the service providers in adapting to this new mode of service delivery. As a result, the most used and useful services are not the intended ones. This calls for support in change management to encourage users to assess the services and providers to make services available online.

- The G2C Project with the establishment of CCs has contributed to youth employment. Today there are more than 180 class 12 dropouts recruited as CC operators. 101 operators have received training in knowledge sharing network through the project.

- It was also very obvious that a lot of work needs to be done to make these access points for service delivery not only beneficial but also more effective. To elaborate, CCs are useful in that they provide valuable services to the people but the frequency of usage right now does not justify the investments.

- The project's contribution to MDG 1: Poverty Reduction, MDG 2: Achieve Primary Education and MDG 8: Global Partnership can be up-scaled once all the CCs are online. (Annex 7: List of Automated Services and their Status)

8.   Recommendations
8.1   For G2C stakeholders

- **Numbers versus functionality and efficiency:** The rationale to increase the number of CCs in the country needs to be examined closely. While sustainability is already an issue in terms of managing the current number of CCs as service delivery systems, efforts are underway to raise the number of CCs to cover all 205 geogs. It might be more prudent to optimize the efficiency of the existing CCs instead of investing in more CCs right now. Particularly, no CCs should be opened unless there is adequate internet access, in respect of speed as well as availability and priority e-services of interest to rural citizens should be operationally validated that they are functioning as designed.

- **CC management needs support:** Currently, there is one officer in Bhutan Post who is responsible for coordination of the management of more than a hundred CCs. The CC Management in Bhutan Post will therefore benefit with extra personnel to respond to the needs of the CCs. Also CC management is a new concept to Bhutan Post and CC managers are not equipped with the necessary experience and skills in CC management.

- **Awareness for grassroots and citizens:** Better awareness among citizens need to be created in terms of services that they are entitled to receive to develop the faith and confidence of users' in the new system. Regular measuring of satisfaction levels of citizens is also needed to determine service need trends and increase the quality of services. Such measures will contribute towards enhancing the accountability of service providers towards citizens.

- **Offline versus online:** Currently, it is difficult to gauge the effectiveness of the G2C initiative as only 23 CCs are online. Therefore, getting all CCs online at the earliest is the need of the hour. Most of the CCs that were offline looked at online facilities as their salvation to self-sustainable and efficient service delivery. However since the offline services are more popularly used by citizens, there is a need to encourage citizens to use G2C services. Online service delivery being a paradigm shift, therefore along with getting CCs online, it will be worthwhile to provide change management specialists to support both service users and providers , to understand the benefits of G2C initiative.

- **Future service range priorities** could include the following:
  - Serving as an information center for: news, vacancies, examination results, and local advertisements
  - Serving as an outlet for newspapers and movie screening
  - Banking services
  - Insurance services
  - Utility bill payment facilities
  - Sale of a selected list of services : phone vouchers, stationeries, bus tickets (school stationeries and posters)
  - Training on basic IT use
- **Gender data:** In order to determine the usage of CC services by women, CCs should be encouraged to maintain such records, in disaggregated form. Currently there are no data to support the increased participation of women in family transactions which the project envisaged.

8.2   Governance Aspects

- **Expedite work at the back end:** Since services in the front end (websites and web services) have been completed, it is recommended that agencies that are yet to complete automation at the back end including data and database migration need to expedite to improve delivery of G2C services. Agencies have to recognize that G2C initiative is a combined effort of all stakeholders and delay of a few agencies affects the overall progress of the G2C initiative. The G2C office should take the lead role here.

- **Requirements for approvals and signatures:** As mentioned, there are few G2C services which require approvals and signatures, thus the time to access services have not reduced. This has dissuaded citizens availing services from CCs. At this juncture it would be beneficial to review the time taken to access G2C services that are automated and also services that are soon to be automated. Parent agencies along with G2C Project Office need to review the process for availing and reduce where ever possible unnecessary procedures.

- **Sustainability versus Service Delivery:** The CCs are at the frontline of the service delivery initiative. However, before they are fully functional, there is already an emerging issue about their sustainability. This needs to be looked at closely from the perspective that they were originally started to bring service delivery closer to the rural people and not as a model of efficiency in terms of market parameters. If not monitored closely, there is a danger that their interests to be efficient in terms of market parameters may take over their commitment to deliver services to the rural population. At the current level of operations, it is really not possible for CCs to generate any surplus to become financially viable or profitable without substantial subsidies from the government. Therefore, it is timely to discuss and decide if the

subsidy amounts are acceptable and fundable by the government. If not, the whole CC model is worth revising.

▪ **New CCs:** For the new CCs which are to yet to be established, it is worthwhile to consider other ways of service delivery such as continuation from the gups' offices, RNR centers, 'mini-CCs' run from local shops, through a farmers' cooperatives, or a CSO with a local presence.

▪ **Prioritize services:** While an exhaustive list of services is being offered to go online (see Annex 7- List of services automated and their status), the needs of the rural population are not equally exhaustive. Census and civil registration, issuance of citizenship identity card, census transfer, and birth registration, rural timber permit and permit for firewood/fencing poles were listed as the most useful services. There was almost unanimous consensus that land related services was the most important service among those not currently available through the CCs (see Annex 8-List of 37 G2Cservices currently offered by CCs). Issuance of audit clearances was mentioned as a priority after land. Therefore, prioritizing services that rural citizens need the most is recommended and ensuring that they are available and working effectively through the CCs would be useful.

▪ **Needs Assessment:** In continuation to the above recommendation, a Needs Assessment is recommended to determine what specific services are needed by particular groups i.e. women, elderly population, vulnerable groups. The Needs Assessment would also address the service needs of populations with different incomes, languages and settings (urban/rural).

▪ **Linkages between Local Government (LG) and Community Centers (CCs):** Some of the LG interviewed saw the presence of CCs as relieving them from having to download forms and print or photocopy documents. LGs are also aware that they have a monitoring function but are unsure of what it entails. LGs are held accountable by citizens for services from CCs over which their involvement is not clear. Therefore there is a need to look at improving linkages and communications between LGs and CCs. In this respect, a good place to start with is:
    o making use of the technical capacities of the dzongkhag ICT officers
    o garnering the support of the dzongkhag census and immigration office (as census related services is the topmost priority among G2C services)
    o garnering the support of GAOs and Gaydrungs
    o providing a platform for dzongkhag-wide networking of CCs with certain involvement of the chairperson of the DT and/or Dzongda ranging from ceremonial roles to providing specific inputs and support needed by CCs

8.3   For UNDP

- **A Capacity Needs Assessment** (CNA) for service users and CC operators might be worthwhile. During the assessment, support for capacity development was a recurring theme from Bhutan Post as well as CC operators. Although some of the general areas are listed in the next recommendation, they failed to specify in what areas they needed support.

- **Capacity building of service providers:** Enhancing the skills and continuous learning needs of CC operators, the first point of contact for service delivery, is an aspect that needs support in the future. CC operators listed capacity building in three areas as a priority for them to manage the CCs sustainably: i) ICT skills ii) Business skills and iii) writing legal documents. They felt that ICT skills are a must for operating and maintaining the CCs, maintain and repairing equipment and for imparting basic computer courses to youth during the school holidays. CC operators felt that business skills are necessary to   enhance their capacity to make CCs self-sufficient in the long run. Participants of Focus Group Discussions expressed that it would be a value added service if CC operators were able to write legal documents for them.

- **CC Management:** It is evident from the discussions with CC operators and Bhutan Post that the management of CCs needs more support. Bhutan Post expressed that they had very little experience in CC management. Support could come in the form of capacity building and more personnel dedicated to the CCs. Bhutan Post expressed that a dedicated CC Team is needed to ensure better management of the CCs. Capacity building in CC management, entrepreneurship skills development for CCs, Training of Trainers (ToT) for CC operations were some of the areas listed by Bhutan Post. Bhutan Post also said that technical experts in the areas of developing CC services like Citizen to Citizen (C2C) services and Business to Citizen (B2C) services would be of immense benefit.

- **Advocacy and awareness building:** Support is still needed to create awareness amongst the rural population on the CCs, service available at the CCs etc. As highlighted several times above, support in the form of change management specialists is needed to encourage users from adopting the new mode of service delivery.

- **Stakeholder Consultation:** The Swiss Development Cooperation and the Government of India have committed to support the Royal Government's initiatives for efficient service delivery in the next plan. It will be a fruitful exercise for UNDP to discuss their interests in the initiative to avoid duplication and to complement each other.

ANNEX 1. Questionnaire for CC Managers, Service Providers

1: General

Geog: ....

Dzongkhag: ....

Date :   ....../......../2013

Qualification: Primary □   Junior-High □ High □

Sex: Female □   Male □

2: Services

2.1.What are the types of services offered by the CC?

Business License □	Birth Registration □	Death Certificate □	Census Transfer □
Security Clearance □	Timber Permit/ constr. □	Permit for Firewood, Flag & Fencing Poles □	Micro-trade license □
Scanning □	Photo copying □	Lamination □	Printing (B/W and Colour) □
Binding □	Telephone □	Fax □	Passport Photo □

Others please specify-...

2.2.What services are mostly used by the customers?

Business License □	Birth Registration □	Death Certificate □	Census Transfer □
Security Clearance □	Timber Permit/ constr. □	Permit for Firewood, Flag & Fencing Poles □	Micro-trade license □
Scanning □	Photo copying □	Lamination □	Printing (B/W and Colour) □
Binding□	Telephone□	Fax□	Passport Photo □

Others please specify...................

2.3. How many customers have you received in 2012?

Male [   ]   Female [   ]

2.4. Please tick services that customers want but are not currently available at the CCs.

a) Banking services (BDBL, RICBL, Pension, BOB, BNB)

Others, please specify......................

2.5. Are there specific services sought by women?
Yes   □   Please specify...
No   □

3: Capacity of CC Operators

3.1 Did you receive any formal training as a CC operator?
Yes   □
No   □

3.2 How confident are you in carrying out the task as CC operator ?
Very confident □   Confident □   Not Confident □

3.3 What is difficult in your job?

4: Complaints

4.1 Did you receive any complaint in the year 2012
Yes   □ (If yes go to Q 4.2)
No   □

4.2. How many?
01 - 10 □   11 - 20 □   21 - 30 □   more than 30 □

5: Income

5.1. Is the revenue generated through the CC satisfactory?
Yes   □
No   □..

5.2. How can CC generate additional revenue?

6: Any other additional suggestions or comments for making your work easier and services better?

ANNEX 2. List of survey forms received

No.	Dzongkhag	Gewog
1.	Chukha	Bongo, Darla
2.	Punakha	Dzomi, Limbukha, Barp
3.	Sarpang	Gakiling
4.	Wangdiphodrang	Phangyul, Gaselshogom, Rubesa, Nangla, Bjena, Nisho
5.	Mongar	Chongshing, Saling, Mongar
6.	SamdrupJongkhar	Gomdar, Phuntshothang, Orong
7.	Trashiyantse	Toetsho
8.	Trashigang	Yangneer, Bidung, Thrimshing, Kanglung
9.	Dagana	Drujegang, Kana
10 .	Pemagatshel	Zobel, Shumar
11.	Tsirang	Tsirantoe, Gosarling, Barshong, Beteni,
12.	Bumthang	Chumey, Chokor
13.	Thimphu	Kawang, Thimthrom
14.	Haa	Eusu, Katsho
15.	Paro	Lamgong
16.	Zhemgang	Ngangla, Trong
17.	Gasa	Goenkhatoe
18.	Trongsa	Drankteng
19.	Lhuntse	Khoma
20.	Samtse	Nil

ANNEX 3. Community Center Sites Selected for Visit

Bumthang - Chumey CC and Chokhor

Mongar – Mongar CC and Saling CC

Thimphu – Dagalana

SamdrupJongkhar – Deothang and Orong

Tashigang - KanglungGewog and KhalingGewog

Tsirang – Gosaling

ANNEX 4. Questions for FGD

Have you heard of CCs?

What are the most common services that you visit CC for?

Have you been involved/consulted in deciding what services the CCs should provide?

Are you happy with the services provided?

If not, what changes do you recommend?

Have you complained about service delivery? If yes, to whom?

How was your complaint addressed?

Are the CC operators regular and competent to do their job?

What have been the biggest opportunities that CCs have brought about?

How can the government's objective of bringing services to citizen's be improved?

In future what other services would you like to see CCs provide?

ANNEX 5. List of Stakeholders interviewed and questions
UNDP
G2C Project Office
Helvetas
SDC
Bhutan Post
DITT
GNHC
DLG

Questions covered during the interviews
What's the role of your organization in e*nhancing Government to Citizen Service Delivery Initiatives?*
Could you share the rationale for your organization's involvement in the project?
What are some of the challenges to the G2C initiative from your organization's perspective?
Will and how will the organization continue supporting the G2C initiative?
So far, the CCs are the most evident results of the G2C initiative. Any comments?
What are your views on the sustainability of the CCs in the future?
How would you rate the project?
What might have been done differently to produce better results?

Annex 6. Project Matrix

EXPECTED OUTPUT	PLANNED ACTIVITIES	FINDINGS/COMMENTS
Year 2010		
Output 1 : Design and development of the integrated web portal **Indicators:** 1. Development of common portal 2. Development of assessment mechanism of customer needs **Baseline:** No such targets exists **Targets:** 1. Integrated common gateway portal in place 2. Voice of customer portal in place, with feedback mechanism **Related CP Outcome:** Local governance systems and capacity strengthened with increased participation of	1.1 Development of an integrated citizen-oriented G2C Common web portal for all automated G2C services 1.2 Development of a Voice-of-customer portal (grievance portal) to monitor citizens' feedback and satisfaction	➢ Both the indicators and the targets have been achieved; the development of integrated common G2C web portal and Voice of customer is completed. ➢ It's commendable that the project initiative at a short span of time led to the automation of various G2C services and is now available online (ANNEX- Latest services' list and their respective statuses.) ➢ While all identified services in the front end (websites and web services) have been completed, in the back end (data and database migration) some agencies are yet to complete automation. This is causing delay in delivery of desired G2C services. ➢ The initiative of e-governance whereby services have been automated has lead to the strengthening of local governance as the services can now be availed at the grassroots. ➢ There is no exact number to show increased participation of women, nonetheless CC operators in the survey commented that many of their customers are women, availing offline services.

women		

Output 2: Improved technical capacity of service providers, implementers and citizens to implement and utilize e-Governance
 	
Indicators:
 	
1. Technical skills of government service providers and district officials strengthened
 	
2. Project Management capacities of project officials strengthened
 	
Baseline: Necessary skills non-existent among the cadre of targeted officials
 	
Targets:
 	
1. 250 service providers trained; 150 from central agencies (100m/50f) and 100
		➢ In order to enhance technical skills and capacity of service providers, district officials and project managers, series of ToT were conducted across various organizations from which services were automated into the G2C online web-portal. Following are details of the ToT conducted:
		  ✓ DCRC (Department of Civil Registration and Census) service providers, 26th-29th September, 2011. Total 59 participants- Male: 30 and Female: 29
		  ✓ DoFPS (Department of Forest and Park Services) service providers in two batches, 24-25th December, 2011 and 5th-6th December, 2011. Total participants trained were 63, M-50 and F-13
		  ✓ BLO (Bureau of Law and Order) service providers, 8 December, 2011. Total 6 participants - F-4 and M-2
		  ✓ MoEA (Ministry of Economic Affairs) service providers, 12-14th December, 2011. Total 48 participants- F- 26 and M-22
		➢ In the first year capacities of service providers only in the central

48

from district (60m/40f) 2. 6 project officials trained on Project management (4m/2f) **Related CP outcome:** Local governance systems and capacity strengthened with increased participation of women		agencies were strengthened, district level as targeted were rolled out in the second year. Total number of participants trained were 176 which exceeded the targeted number of 150. ➢ Project Management officials availed training on Project Management Course in Manila, 26th Sep- 7th Oct 2011. ➢ Although the project has accomplished building technical capacity of service providers and implementers, building capacity of citizens to use G2C service independently has not been accomplished
Output 3: Development of outreach materials for advocacy and awareness **Indicators:** Citizen's education materials developed. **Baseline:** G2C Awareness Brochure and introductory insertion developed no other materials **Targets:** Outreach	3.1 Consultant for the development of outreach materials 3.2 Printing of the outreach materials on G2C applications in both Dzongkha/English languages	➢ Various outreach materials for advocacy and awareness developed to notify the general public on G2C services. Following are details of materials developed and distributed: ✓ 10,000 nos. of G2C posters in Dzongkha and English ✓ 500 Nos. service booklets on the 5 new services of DoFPS ✓ 500Nos. of advocacy brochures on Department of Agriculture (DoA) services ✓ 200 Nos. of service booklet on G2C activities ✓ 5,000 Nos. of brochures on DCSI, DoI and DoT (MoEA services) in

materials distributed to all districts		Dzongkha and English
		✓ 1000 Nos. of Drug Regulatory Authority (DRA) brochures.
		✓ Service leaflets on DoP, DoC and MoHCA services
Related CP outcome: Local governance systems and capacity strengthened with increased participation of women		➢ Outreach materials which were developed were distributed across all levels- national, district and community level**.**
		➢ Even though enormous effort were undertaken to raise awareness on the G2C services, there are still few pockets of the community who are not familiar with G2C services. From the number of community members who participated in the FGD, about 30 % were not sure what type of services were offered. The reason could be that many of the CCs are still not connected to internet, without which availing G2C services is impossible.

YEAR 2012		
EXPECTED OUTPUT	*PLANNED ACTIVITIES*	*FINDINGS/COMMENTS*
Output 1 : Design and development of the integrated web portal **Indicators:** 1. Citizen's utilization of the portals enhanced. 2. Continuous monitoring of customer satisfaction	1.1 Approx. 5 advocacy road shows by G2C officials and the vendor on the portals among communities 1.2 Publication of the user feedbacks (through online and paper based services)	➢ The perception survey was conducted prior to establishment of G2C Project Office with the objective to study/find out which services were the most commonly availed and which pained the citizens the most. The findings were used to understand and take stock of the services required by the citizens. Thus enabled to enlist all the various services that needed to be automated and delivered at the

Baseline: Pre-G2C perception survey **Targets**: 1. Approximately 2500 of people educated and trained on web-portals 2. Pool results complied and published (gender data disaggregated) **Related CP outcome:** Local governance systems and capacity strengthened with increased participation of women		grassroots. ➢ The visitor count is maintained since the time of G2C services were available online ➢ There is steady increase in the number of visitors on the G2C services as observed in the record for 2012 (46,761) and 2013 (31312 until April). ➢ VoC, is ready and to be implemented soon ➢ Road Shows could not be conducted as planned however nationwide announcement were made in print media and TV on the portals in 2012
Output 2: Improved technical capacity of service providers, implementers and citizens to implement and utilize e-Governance **Indicators:** 1. CC operators making use of the network	2.1 Consultant for establishment of an online network for CC operators for knowledge sharing and trouble-shooting/help-desk 2.2 Approx 5 trainings for 205 CC operators on the usage of knowledge sharing network 2.3 Approx 10 advocacy	➢ Remaining service providers, implementers and citizens as targeted in the first year of project implementation were continued in the second year. Following are details on capacity building conducted in the second year: ✓ DoC, MoHCA, 30th January. Total 10 participants, all male ✓ DoA, MoAF , 14-16th May, Total 52 participants,M- 47 and F-

	meetings on the services for community representatives		5
2.Community members trained			✓ DRA, 21st May. Total participants 7, M-4 and F-3
	2.4 Onsite reviews for G2C project officials		✓ CC Operator's of Bhutan Post, 18 – 22nd June. Total 14 participants, M- 6 and F-8
Baseline: Nil			✓ DOL , 27th – 30th August. Total participants 47, M-36 and F-11
Targets:			✓ ToT for VoC on 5th December. Total participants 18. M-11 and F-7
1. Training for 205 CC operators conducted			✓ DAHE services on 19th – 20th December. Total participants 13. M- 6 and F-7
2. Approximately 1000 members trained			✓ NPPF services on 19th – 20th December. Total participants 25, M- 20 and F-25.
Related CP outcome: Local governance systems and capacity strengthened with increased participation of women			✓ GAO training on G2C services and webportal, 21st – 27th December, 2012. Total participants-**116** M-**86** F- 30
			✓ eG2CSDS User Training for District DoFPS Officials,31st May-1st June. Total participants-46 M-37 F- 9
			✓ eG2CSDS User Training for District BLO Officials on 1st – 10th August, 2012. Total participants-65 M-65
			✓ eG2CSDS User Training on DoFPS services for 23

		online CC operators 18 – 21st December, Total Participants- 21, M- 10 F- 11 ➢ Second year of project implementation carried out several capacity building activities across all levels- national. district and grassroots ➢ Total of 435 participants trained on G2C services, did not meet estimated nos.- 1000 community members and 205- CC operators
Output 3: **Development of** **outreach materials for** **advocacy and** **awareness** **Indicators:** Audio-visual clippings developed on SDS and e-Service applications **Baseline:** No audio visuals developed **Targets:** 6 SDS clippings developed and disseminated through media channels **Related CP outcome:** Local governance	3.1 Consultancy for the development of audio-visual clippings on Service Delivery Standards (SDS) of the e-Services 3.2 Publication of audio-visual clippings (minimum of six)on SDS of e-Service applications on media 3.3 Consultancy for development of a 15-20 minute audio-visual clippings on G2C initiatives 3.4 Publication of the audio-visual; to be disseminated through a combination of different channels	➢ As indicated audio-visual clippings were developed on SDS and e-service applications. Following are details on advocacy and awareness building completed through the BBSC: ✓ TV spot of DCRC, MoHCA ✓ TV spot of DFPS ✓ TV spot of MoEA ✓ TV spot of Ministry of Education services ✓ TV spot of Thromde Services ✓ TV spot of Voice of Customer ✓ TV spot of Labour Net and Job Portal ✓ Radio talk shows on G2C services (MoHCA services, DoPFS services and MoA services). ✓ TV panel talk shows

systems and capacity strengthened with increased participation of women		➢ Print Media like newspapers were also used as medium to edify general public on G2C initiative both in English and Dzongkha

ANNEX 7. List of Automated Services and their status

Ministry/Department/ Agency	Service Name	Status
Overall	G2C Service Delivery Portal	Live
	Voice of Customer Portal	Live
	Payment Tracker	Live
	Online Service Monitoring	Live
Department of Civil Registration and Census(DCRC),	Birth Registration	Live
Ministry of Home and Cultural Affairs (MoHCA)	Duplicate Birth Certificate	Live
	Issuance of New CID/SRP Card	Live
	Replacement of CID/SRP Card	Live
	Death Registration	Live
	Duplicate Death Certificate	Live
	Census Transfer	Live
	Name Change/ Correction of DoB Change	Live
	Census Upgrade/Downgrade	Live
	Naturalization/Regularization	Live
	Issuance of Household Information	Live
	Issuance of CID/SRP Individual Information	Live
	Issuance of Nationality Certificate for Minors	Live
	Update of Citizen Information	Live
	Update of Spouse Information	Live
	Change of Head of Household	Live
	Nationality Document Service	Live
Department of Culture(DoC), MoHCA	Approval for Construction of Religious Structure	Live
	Approval for Renovation of Religious Structure	Live
	Search for Monument	Live
Bureau of Law and Order(BLO), MoHCA	Approval for Explosive Purchase	Live
	Approval for Explosive Destruction	Live
	Approval for Explosive Transfer	Live
	Explosive Purchase at Agencies	Live
	Explosive Usage Reporting	Live
Department of Protocol(DoP), Ministry of Foreign Affairs(MoFA)	Issuance of Passsport	Live
Department of Agriculture(DoA), Ministry of Agriculture and Forest(MoAF)	Machine Repair and Maintenance Service	DUE GO-LIVE*
	Farm Mechanization Service	
	Machine Installation Service	
	Plant Protection Service	
	Plant Protection On-demand Service	
	Pest Reporting Service	
	Soil Service	
	Supply Seed Seedling Fertilizer Service	
Department of Livestock(DoLS), MoAF	Input Supply of Livestock	DUE GO-LIVE*
	Input Supply of Feed & Fodder	
	Animal Health	
Department of Forest and Park Services(DoFPS), MoAF	Rural Timber Permit	Live
	Wood Permit	Live
	Non-wood Forest Products Permit	Live
	Permit for Removal Of Forest Products from Private Land	Live
	Timber Permmit for Construction of Religious Structures	Live

Ministry/Department/Agency	Service Details	Status
Department of Trade(DoT), Ministry of Economic Affairs(MoEA)	Micro Trade Registration	Live
	Micro Trade Registration Renewal	Live
	Retail Trade Licence Issue	Live
	Retail Trade Licence Renewal	Live
	Wholesale Trade Licence Issue	Live
	Wholesale Trade Licence Renewal	Live
	Duplication of Licence	Live
	Cancellation of Licence	Live
	Change of Licence	Live
	Import House Registration	Live
	Import licence	Live
Department of Cottage and Small Scale Industries(DCSI), MoEA	Issuance of Licence	Live
	Renewal of Licence	Live
	Duplicate Licence	Live
	Change of Licence	Live
	Revoke Licence	Live
	Cancellation of Licence	Live
	Issuance of Licence for 17 Delegated Activities	Live
	Renewal of EC	Live
Department of Industry(DoI) - Industry Development Division, MoEA	Project Approval-FDI	Live
	Project Approval-Domestic	Live
	Isssuance of Licence	Live
	Renewal of Licence	Live
	Duplicate Licence	Live
	Change of Licence	Live
	Renewal of EC	Live
Department of Industry(DoI) - Company Registration Division, MoEA	Company Name Search	Live
	Company Name Reservation	Live
	New Company registration	Live
	Company Name Change	Live
	Company Information System	Live
	Submission of Quarterly Information (Industry Information System)	Live
Drug Regulatory Agency(DRA), Ministry of Health (MoH)	Registration of Competent Person	Live
	Renewal of Competent Person	Live
	Registration Of Products	Live
	Renewal of Products	Live
	Registration of Retail/Wholesale	Live
	Renewal of Retail/Wholesale	Live
	Change Ownership of Retail/Wholesale	Live
	Change Location of Retail/Wholesale	Live
	Import Authorization	Live
	Export Authorization	Live
Department of Adult and Higher Education, Ministry of Education (MoE)	Online Submission and Selection of Scholarship	Live
	Registration of Tertiary Students and BSA Members	
	Payment of Scholarship fees/Stipend	
	Reimbursement of fees	
	Submission of academic transcripts	
	Management of BSA proposals	

Ministry/Department/ Agency	Service Name	Status
Bhutan Council of School Examination and Assessment, Ministry of Education (MoE)	Issuance of duplicate examination documents	Due Go-Live
	Issuance of replacement documents	
	Issuance of English Language Proficiency Certificate	
	Clerical Re-check of Papers	
	Service Charge Calculator	
	Publishing Class X and XII examination results	Live
Royal Bhutan Police, Ministry of Home and Cultural Affairs (MoHCA)	Revamping the existing security clearance system	Live
National Pension and Provident Fund	Pension Claims for Member Retirement	Due Go-Live
	Pension Claims for Member Disability	
	Pension Claims for Surviving Family	
	Pension Claims for Orphan	
	Pension Claims for Dependent Parent	
	Non-Remarriage Certificate	
Construction Development Board, Ministry of Works and Human Settlement (MoWHS)	Registration of new contractor	User Acceptance Testing
	Renewal of CDB Certificate	
	Upgradation of contractor	
	Name, Ownership and location change of contractors	
	Registration of Architect	
	Renewal of Architect	
	Issuance of Duplicate CDB certificate	
	Cancellation of CDB certificate	
	Registration of Consultant	
	Addition of Category for Consultant	
	Registration of Specialized Trade	
	Addition of Category for Contractors	
Royal Audit Authority	Issuance of Audit Clearance Certificate	UAT
Department of Labour, Ministry of Labour and Human Resources (MoLHR)	Issuance of Work Permit	UAT
	Renewal of Work Permit	
Department of Employment, Ministry of Labour and Human Resources (MoLHR)	Online registration of job seeker and posting profiles	Live
	Online registration of employers and publishing jobs	
	Online Selection of potential employees	
	Management of trainings	
Department of Engineering Services, Ministry of Works and Human Settlement (MoWHS)	Verification and approval of building construction applications for non-municipal areas	Due UAT
	Estimation and publishing of Bhutan Schedule of Rates	Due UAT
National Housing Development Corporation Limited	Online Submission and Selection of Housing Allotment applications	Due UAT
	Online Submission and Processing of Housing Maintenance applications	
	Management of monthly rental remittance	

Ministry/Department/ Agency	Service Name	Status
ThimphuThromde, Ministry of Works and Human Settlement (MoWHS)	Verification and approval of building construction applications for municipal areas	UAT
	Issuance of Building Occupancy Certificate	
	New Waterline Connection	UAT
	Domestic Connection Shifting	
	Shifting of Mains	
	Disconnection and reconnection of waterline	
	Upgradation and downsizing of water connection	
	Replacement of water meter	
	New Sewerage Connection	Live
	Vacuum Tanker Services	
	Online Grievance Management	UAT
	Management of personal grievances	
	Automation of miscellaneous functions of Human Resource group	Due UAT

ANNEX 8. 37 G2C Services offered from CCs

Agency	Service	Services applied from CC as of March 2013
G2C Service Status from CC		
Ministry of Home and Cultural Affairs		
Department of Civil Registration and Census	Birth Registration	735/1206
	Duplicate Birth Certificate	5/5
	Death Registration	
	Duplicate Death Registration	
	Inter-Dzongkhag Census Transfer	
	Intra- Dzongkhag Census Transfer	1/1
	Intra- Gewog Census Transfer	
	Household Information	1/1
Department of Culture	Approval for Construction of Religious Structure	
	Approval for Renovation of Religious Structure	
Bureau of Law and Order	Approval for Explosive Purchase	
	Approval for Explosive Destruction	
	Approval for Explosive Transfer	
	Explosive Usage Reporting (Inventory/Stock)	
Ministry of Economic Affairs		
Department of Cottage and Small Scale Industries	Issuance of Small & Cottage Scale Industrial Licenses for 42 location clearance exempted activities and other new activities	
	Issuance of Issuance for 17 Delegated Activities	
Department of Trade	Micro Trade Registration	105/157
	Micro Trade Registration Renewal	
	Issuance of Duplicate Micro Trade Registration Certificate	
	Retail Trade Licence Issue	
	Wholesale Trade Licence issue	
Department of Industry	Issuance of FDI & other medium & large Industry Licenses	
	Renewal of FDI & other medium & large Industry Licenses	
	Company Name Search	

	Company Name Reservation	
Ministry of Agriculture and Forest		
Department of Forest and Park Services	Rural Timber Permit	111/178
	Issuance of permit for Flag Pole, Fencing Pole and Firewood	
	Permit for Removal of Forest Products from Private Land	
Drug Regulatory Authority	Registration of Competent Person	
	Renewal of Competent Person	
	Registration of Medical Products	
	Renewal of Medical Products	
	Technical Authorization	
	Renewal of Technical Authorization	
	Change of TA Details/Market Authorization Holder	
	Import Authorization for Drug	
	Export Authorization for Drug	
	TOTAL : 37 Services	