

*Bhutan - German
Sustainable RNR - Development Project*

Jointly implemented by the Ministry of Agriculture (RGOB) and
Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH



German Technical Cooperation
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PROCEEDINGS OF THE

BG - SRDP

POLICY WORKSHOP

ON

RNR - MANAGEMENT

THIMPHU - BHUTAN

6. - 7. MARCH 1997

JOINTLY ORGANIZED BY

MINISTRY OF AGRICULTURE - RGOB

AND

BHUTAN - GERMAN SUSTAINABLE RNR - DEVELOPMENT PROJECT

1. Background and Justification

In October 1994, the Royal Government of Bhutan and the Government of the Federal Republic of Germany concluded a bi-lateral agreement on the execution of a technical assistance project on integrated forest management in the districts of Gasa, Punakha and Wangdue - Phodrang. The first phase of this project titled "Bhutan - German Integrated Forest Management Project" was conceived as an orientation phase. The objective of the orientation phase was to prepare the conceptual foundation for the implementation of activities in the field of forest management, social forestry and related sub-sectors. In the course of the orientation phase, a number of studies were carried out which provided the necessary information on the present status of forest resources and their potential uses. From the results of various rapid rural appraisals (RRA) the necessary socio-economic and land use data were collected. After evaluation of the information provided by the studies and surveys, the project concluded that a multi-sectoral approach based on the RNR policy of RGOB would be the appropriate concept for the sustainable management of natural resources in the project area. This was confirmed by the review mission of February/March 96, and consequently the proposal was made to RGOB and the Government of the Federal Republic of Germany to broaden the scope of the project from forest management to RNR management. After approval by the concerned Governments, a goal-oriented project planning workshop (ZOPP 5) was held in October 1996 in order to prepare the concept for the first implementation phase of the project. It was agreed to change the title of the project to "Bhutan - German Sustainable RNR Development Project" and to scale down the project area to 2 districts only, i.e. Punkha and Wangdue - Phodrang.

During the planning workshop however it became evident that there were different perceptions among the participants about the definition of RNR and the implications for RNR management in the context of the project. The project implementing agencies therefore agreed to clarify this issue prior to the forthcoming operational planning workshop within the scope of a RNR Policy Workshop at the decision makers level. Dr. Uwe Kievelitz, GTZ regional advisor on land use planning, provided the background paper for this workshop, titled "Conceptual Elements, Frame Conditions and Procedural

Steps for Improved Natural Resource Management on the Basis of the RNR - Concept within the BG - SRDP" (Project Working Paper No. 12). The workshop was held on 6. and 7. March 1997, at the Riverview Hotel in Thimphu.

2. Objectives of the Workshop

The workshop discussed and agreed upon the following objectives:

- Clarify and build consensus on conceptual issues in RNR management and their implications for the Dzongkhags of Punakha and Wangdue Phodrang
- Draw institutional consequences on the above for the Bhutan German Sustainable RNR Development Project.

3. Expected Results

The following output of the workshop was envisaged:

- A common understanding of terminology and concepts of RNR management
- Major issues for RNR management clarified
- A proposal for the institutional set-up of the BG-SRDP project
- Identification of key areas of project intervention in the two districts (technical and spatial)

4. Results of the Workshop

4.1 Working definition on RNR - Management

The workshop adopted the following working definition on RNR Management:

Working Definition of RNR - Management

“The planning, allocation and use of limited RNR (soil, water, plants and animals) through beneficial and harmonious interactions between RNR and their users at various levels.

This management is based on environmental and institutional sustainability and aims, through organizational co-ordination to contribute to local and national socio- economic development and other aspirations for present and future generations.”

4.2 Issues discussed on the basis of the definition on RNR - Management

The following issues relating to and following from this working definition on RNR Management were discussed:

- Identification and coordination of actors and interests and the decentralised and integrated approach to planning
- A participatory approach to service delivery
- Improved understanding of relevant farming systems resulting in non - conflicting advice/services

Results of Working Group Session: Coordination of Actors and Interests

Table 1: Results of Working Group 1¹

Project Planning Matrix Results	Lead Agency	Other Agencies Involved	Means/Forms of Coordination (Actual or Proposed)	Problems, Constraints, Issues
5. Management Plans for Social / Community Forests are developed & implemented	For activities 5.1, 5.2, 5.4, 5.6: Dzongkhag 5.3: SFES	<ul style="list-style-type: none"> • FSD • SFES • DFO 	<ul style="list-style-type: none"> • Public meetings • RRA, PRA 	<ul style="list-style-type: none"> • Qualification of staff • Lack of experience • Transport problems
6. Improved forest management plans implemented both inside / outside FMU	6.1, 6.2, 6.4 - 6.9: FRDS 6.3, 6.9: DFO 6.11-6.12: DZA	<ul style="list-style-type: none"> • 6.3: DZA, FSD, REID • 6.5 Livestock SH, RNR-RC • 6.9: FRDS • 6.10: NCS, NEC • 6.11: FSD, DFO • 6.12: Army, communities 	<ul style="list-style-type: none"> • Personal communication • Extension to farmers (6.11, 6.12) 	<ul style="list-style-type: none"> • Communication problems • Lack of equipment • Transport problems
7. Crop and Livestock activities identified during the Intersectoral planning and which are required to maintain a balanced RNR base in the priority areas are implemented by the sectors in close collaboration with the intended target group	7.1, 7.5, 7.6: Planning Officer 7.3: GYT, DYT 7.4 SH Livestock	<ul style="list-style-type: none"> • 7.1: All Sector Heads (SH) • 7.3: Following nat. irrigation policy • 7.5: Gups, SH 	<ul style="list-style-type: none"> • 7.1: Planning meeting/workshop (bi-monthly) • 7.3: DYT • 7.5: Monthly field reports/visits, yearly progress review 	<ul style="list-style-type: none"> • 7.1: Alternative set-up of installing RNR - coordinator (example from the east) might be looked into • 7.3: Problem of cost sharing • 7.4: Impact on forest grazing has to be closely monitored • 7.5: Improvement of data system and impact measurement necessary

¹ The working groups had the task to screen the Project Planning Matrix (PPM) as to the consequences of results and activities for the coordination of actors and interests, whereby group 1 worked “bottom - up” beginning with result no. 7, whereas group 2 worked “top - down” beginning with result no. 1. Working Group 1 decided to screen the PPM in view of its implications on coordination not only at the result level, but also at the activity level. Consequently the group identified a lead agency for each activity. Due to this more time consuming approach, the group could not complete its task within the given time frame. During the presentation of working group results, the approach to identify a lead agency for each activity was disputed. A consensus was reached within the plenary that there should be only one lead agency per result.

Results of Working Group Session: Coordination of Actors and Interests

Table 2: Results of Working Group 2

Project Planning Matrix Results	Lead Agency	Other Agencies Involved	Means/Forms of Coordination (Actual or Proposed)	Problems, Constraints, Issues
1. Intersectoral planning & co-ordination of priority areas identified by the districts is operationalized (i.e. a realistic strategy is developed) and further improved	PPD/MoA	<ul style="list-style-type: none"> Dzongkhag FSD PMU 	<ul style="list-style-type: none"> GYT (Actual) RNR Annual Plan (Actual) Project Coord. Committee (PCC) (Proposed) 	<ul style="list-style-type: none"> Lack of data and information systems Lack of feedback
2. Required information and data base (i.e. social, economic, natural resource, etc) for Intersectoral planning of the priority areas and in particular for the sustainable use of the forest resources and landuse planning is improved	Dzongkhag	<ul style="list-style-type: none"> FSD LUPP/PPD CSO 	<ul style="list-style-type: none"> Statistical Handbook CSO (Actual) RNR Annual Statistics (Proposed) 	<ul style="list-style-type: none"> Lack of reliable information Lack of coordination mechanisms for collection of information
3. Necessary infrastructure for operationalizing the RNR approach in the priority areas is developed	Dzongkhag	<ul style="list-style-type: none"> All sub-sectors of MoA P.W.D. Min. of Finance PMU 	<ul style="list-style-type: none"> GYT (Actual) PCC (Proposed) 	<ul style="list-style-type: none"> Budget Manpower Road Communication
4. RNR extension services required to implement measures in the priority areas are strengthened & improved	Ministry of Agriculture (MoA)	<ul style="list-style-type: none"> Dzongkhag RNR - RC National Progr. of MoA PMU 	<ul style="list-style-type: none"> Joint annual extension and research planning meeting (Actual) RNR Ext. Meeting (Actual) PCC (Proposed) 	<ul style="list-style-type: none"> Lack of qualified extension agents Lack of facilities
5. Management Plans for Social / Community Forests are developed & implemented	Dzongkhag	<ul style="list-style-type: none"> FSD RNR - RC PMU 	<ul style="list-style-type: none"> GYT (Actual) PCC (Proposed) 	<ul style="list-style-type: none"> Lack of experience Land not available Lack of staff Lack of immediate benefit
6. Improved forest management plans implemented both inside / outside FMU	Forestry Services Division (FSD)	<ul style="list-style-type: none"> Dzongkhag FDC PMU 	<ul style="list-style-type: none"> Community meeting (Actual) Forest Management Coordination Meeting (Actual) Annual Forestry Conference (Actual) PCC (Proposed) 	<ul style="list-style-type: none"> Lack of trained manpower Lack of coordination between sub-sectors Lack of facilities and equipment
7. Crop and Livestock activities identified during the Intersectoral planning and which are required to maintain a balanced RNR base in the priority areas are implemented by the sectors in close collaboration with the intended target group	Dzongkhag	<ul style="list-style-type: none"> All National Progr. of MoA PMU 	<ul style="list-style-type: none"> GYT (Actual) Progress reporting (Actual) Mid-term review (Actual) 	<ul style="list-style-type: none"> Timely and sufficient delivery of inputs Timely and sufficient delivery of inputs

4.3 Institutional and Organizational Consequences

Following the presentation of results of the 2 working groups, the discussion consequently focused on the organizational consequences of the envisaged project activities/results as reflected in the ZOPP workshop report of October 1996.

The workshop agreed on the following main conclusions:

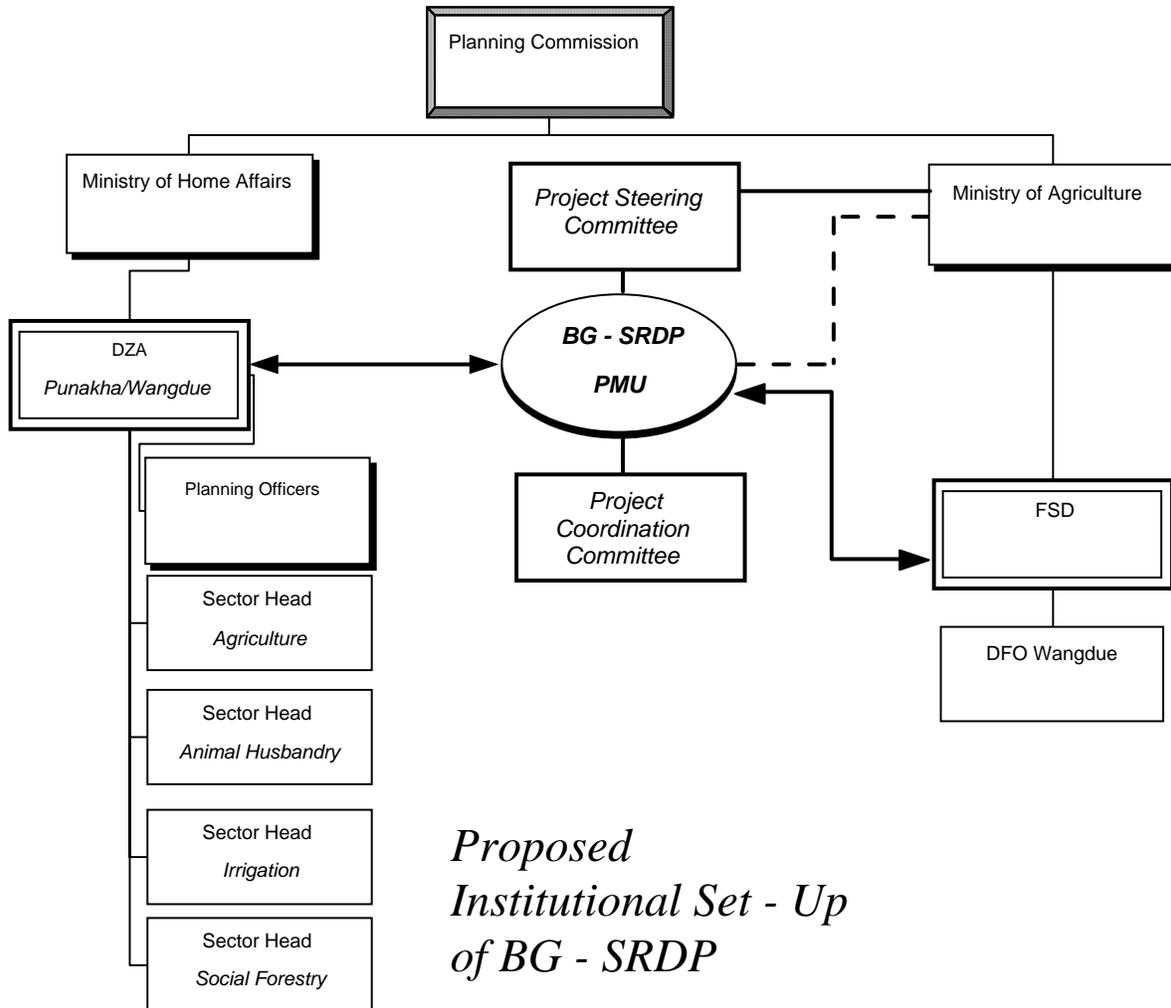
- A wide array of institutions is involved in the planning and implementation of the RNR management activities envisaged by the project.
- Means, structures and forms of coordination are partly in place, but technical means are not always sufficient and data quality and information sharing require improvement.
- Although responsibilities are quite clearly defined, different agencies are lead agencies for the activities envisaged under the project results.
- Policy related RNR matters require a key role for the Ministry of Agriculture. Implementation is focusing at the Dzongkhag level. The project aims to render support at both levels.
- Two different approaches for the organizational structuring of the project can be envisaged:
 - In a complementary structure through e.g. a project facilitation office comparable to the IFAD project.
 - Incorporated in existing structures at Dzongkhag level.
- The results, envisaged under the BG-SRDP project are interrelated. This requires special attention under the proposed organizational structure.

4.4 Proposal for the Organizational Set - Up of BG - SRDP

Taking into account the above issues, it was decided to focus the project with the establishment of a project coordination office at district level, but to establish two coordination structures in order to take care of all necessary linkages between different agencies:

- A Project Steering Committee at National level as the main decision making institution
- A Project Coordination Committee at district level for the more frequent inter - agency coordination needs.

Figure 1: Proposed Organizational Structure of BG - SRDP



This proposed organizational structure takes into consideration that the project will support the RNR sector at Dzongkhag level as well as the centralized Forestry Services Division in forest management planning and implementation matters (solid lines with arrows). The project will also coordinate periodically with PPD/MoA and other Divisions at MoA like REID and CLSD (broken line).

Table 3: Proposed Coordination Structures and their Tasks

	Project Steering Committee	Project Coordination Committee
Chair Person	Deputy Minister or Secretary MoA	Dasho Dzungda Punakha/Wangdue Phodrang (on rotation)
Members	<ul style="list-style-type: none"> • Dzungdas Punakha/Wangdue • Heads of sub-sectors MoA • Repr. Of Min. of Finance • Repr. Min. of Planning • Repr. RCSC • Repr. PPD/MoA • GTZ/Project Co-ordinator • Others on ad-hoc basis 	<ul style="list-style-type: none"> • DZA planning officers • Project Co-ordinator • DFO • Representative of FSD • RNR Sector heads • GTZ • Others on ad-hoc basis
Tasks	<ul style="list-style-type: none"> • Finance Approval • Plan Approval • Conflict Solving • Decision making institution for the project 	<ul style="list-style-type: none"> • Coordination of implementation • Conflict Resolution • Preparations of Plans (Operational plans, Annual plans & budget ; based on initial proposals from the implementing agencies in consultation with the PCO) • Allocation of Funds
Frequency of Meetings	Bi-Annually	Quarterly/ As and When required.

Tasks of the Project Coordination Office (PCO)

- Providing TA at district and central level
- Facilitate inter - sectoral coordination
- Capacity building
- Organizing meetings and workshops
- Monitoring and Evaluation (incl. reporting, development of information systems)
- Secretariat to PSC and PCC
- Channelling of GTZ Funds

Project Management

- Project headquarters in the district (1 office for 2 districts)
- 2 GTZ advisers (1 Coordinator, Land Use Planning; 1 focused on RNR implementation support)
- 1 full time Project Coordinator
- RNR technical Support Staff
- Project Support Staff (Finance / Administration)
- Direct access to partner agencies at district and national level as required.

5. Conclusions Drawn from the Workshop

The main results of the workshop were a common working definition on what RNR - management means, and a clear proposal for the future set - up of the project in terms of focus of intervention, project coordination office structure and establishment of a project steering committee and coordination committee. These results were shared and supported by all participants. However, some participants (mostly from the German side) felt that the separate project set - up (not attached to the dzongkhag administration and only limited presence at the national level) may not be as conducive to capacity - building within any of the institutions involved as a more integrated set - up would have been. The practical experience during project implementation will have to prove the viability of the proposed set - up.

Other areas such as the funding mechanisms and the adequate staffing for specific project activities were not discussed in depth. Most participants felt that these issues should become the topic of the forthcoming internal operational planning workshop of BG - SRDP.

The workshop had been prepared by a concept paper on the possible future approach of the project (BG - SRDP project working paper no. 12: "Conceptual elements, frame conditions and procedural steps for improved natural resource management on the basis of the RNR concept within the BG - SRDP", by Dr. Uwe Kievelitz). The German side hoped that the workshop would help to specify and further develop the approach proposed in that paper. However it became clear after some discussion and interventions of the main political actors in the workshop that the majority of the participants felt that there were no conceptual problems and hence it would not be necessary to deal with any. Consequently the discussion on district RNR-objectives, group discussions on major issues for RNR - management and the input on alternatives for institutional set - up from other projects were all dropped. This was considered by some of the participants as a major shortfall of the workshop. *For the organizers the question remains whether the preparation of the workshop was inadequate or this type of workshop was the appropriate forum for discussing controversial issues.*