

**Bhutan**  
**United Nations**  
**Development Assistance Framework**  
**One Programme (2014–2018)**  
**Evaluation**



**For the Gross National Happiness Commission**  
**and the United Nations Country Team Bhutan**

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## Acronyms and Abbreviations

BOS:	Business Operations Strategy
CBF:	Common Budgetary Framework
CEDAW:	Convention on the Elimination of all forms of Discrimination Against Women
CPB:	Country Programme Board
CRC:	Convention on the Rights of the Child
CSO:	Civil Society Organisation
DaO:	Delivering as One
DDM:	Department of Disaster Management
DPG:	Development Partner Group
DLG:	Department of Local Governance
DYS:	Department of Youth and Sport
ECCD:	Early Childhood Care and Development
EMG:	Evaluation Management Group
ERG:	Evaluation Reference Group
ESCAP:	Economic and Social Commission for Asia-Pacific
EYR:	End-Year Review
FAO:	Food and Agriculture Organisation
FNS:	Food and Nutrition Security
FYP:	Five Year Plan
F2S:	Farm-to-School
GHG:	Green House Gas
GNH:	Gross National Happiness
GNHC:	Gross National Happiness Commission
GRPB:	Gender Responsive Planning and Budgeting
HCFC:	Hydrochlorofluorocarbons
ICM:	International Confederation of Midwives
IATT:	Inter-Agency Theme Teams
KPI:	Key Performance Indicators
LDC:	Least Developed Countries
LMIS:	Logistics Management and Information System
LSE:	Life Skills Education
M&E:	Monitoring and Evaluation
MDG:	Millennium Development Goals
MoAF:	Ministry of Agriculture and Forestry

MoE	Ministry of Education
MoH:	Ministry of Health
MoWHS:	Ministry of Works and Human Settlement
MTR:	Mid-Term Review
MYR:	Mid-Year Review
NCWC:	National Commission for Women and Children
NKRA:	National Key Result Area
NRA:	Non-Resident Agencies
OMT:	Operations Management Team
PHCB:	Population and Housing Census of Bhutan
PME:	Planning, Monitoring and Evaluation
RCO:	Resident Coordinator's Office
RENEW:	Respect, Educate, Nurture and Empower Woman
RGoB:	Royal Government of Bhutan
SDGs:	Sustainable Development Goals
SOP:	Standard Operating Procedures
STI:	Sexually Transmitted Infection
ToC:	Theory of Change
ToR:	Terms of Reference
UN:	United Nations
UNCT:	United Nations Country Team
UNDAF:	United Nations Development Assistance Framework
UNDP:	United Nations Development Programme
UNEDAP:	United Nations Evaluation Development group for Asia Pacific
UNEG:	United Nations Evaluation Group
UNFPA:	United Nations Population Fund
UNICEF:	United Nations Children's Fund
UNODC:	United Nations Office of Drugs and Crime
UNRC:	United Nations Resident Coordinator
VHW:	Village Health Worker
WASH:	Water, Sanitation and Hygiene
WFP:	World Food Programme

## Executive Summary

### **United Nations Development Assistance Framework Bhutan One Programme**

The United Nations Development Assistance Framework (UNDAF) Bhutan One Programme (2014–2018) was developed with the overall aim of supporting the Royal Government of Bhutan (RGoB) in achieving the 11th Five Year Plan (FYP) goals and objectives. It has four outcomes – **Outcome 1: Sustainable Development**<sup>1</sup>, **Outcome 2: Essential Social Services**<sup>2</sup>, **Outcome 3: Gender Equality and Child Protection**<sup>3</sup>, and **Outcome 4: Good Governance**<sup>4</sup>. The total required resources for the One Programme were estimated at USD 86,677,134.

### **Evaluation Mandate**

The evaluation was mandated to assess the contribution of the One Programme (2014–2018) towards the achievement of the 11th FYP goals and objectives, while distilling lessons learned and best practices to feed into the formulation of the next UNDAF Bhutan One Programme (2019–2023). The evaluation findings will be disseminated to all stakeholders including national counterparts, donors, United Nations (UN) agencies and other implementing partners.

### **Evaluation Methodology**

The evaluation adopted a mix of quantitative and qualitative approaches including document reviews; analysis of indicator progress; stakeholder mapping; interviews with key target populations and stakeholders including RGoB officials, development partners, implementing partners/Civil Society Organizations (CSO), participating UN agencies both resident and non-resident; and analysis of the progress of the Delivering as One (DaO) 15 core elements (Annex 5). While this report evaluates the outcome and output level results achieved, it does not measure impact level results since the programme period has not yet ended.

### **Conclusions**

In the backdrop of the evaluation findings, the following pointers were provided regarding the One Programme (2014–2018) support to the RGoB in its 11<sup>th</sup> FYP implementation.

**Relevance:** There is alignment with the 11<sup>th</sup> Five Year Plan as the One Programme was formulated in consultation with the RGoB counterparts during its formulation. The One Programme covers all the NKRA, but the scattered focus of the One Programme with the resource mobilization gaps especially in Outcomes 3 and 4 may cause risks of low achievement in the next two years although at this stage good progress was observed in both outcomes.

The One Programme has been flexible in responding to new issues including those on the 2030 Agenda for Sustainable Development and Sustainable Development Goals (SDG) through joint programmes/programming. However, there was a challenge in accommodating the priority shift under Outcome 4 as there was no system to properly monitor the progress of the outcome.

**Effectiveness:** As this evaluation is based on data/information available as of December 2016, there are still two years remaining before the full achievement of the One Programme can be determined. So far, progress has been seen across the outcomes as follows:

**Outcome 1:** The UN was effective in contributing to Bhutan's sustainable and 'green' economic growth in terms of being more equitable, inclusive and resilient to climate change and natural disasters. The UN was effective in enhancing capacity for integrated natural resource management, climate change adaptation and mitigation, and poverty-environment mainstreaming. The UN was effective in strengthening institutional and

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1 Outcome 1: Sustainable Development – By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient, and promotes poverty reduction and employment opportunities particularly for vulnerable groups enhanced;

2 Outcome 2: Essential Social Services – By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges;

3 Outcome 3: Gender Equality and Child Protection – By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children;

4 Outcome 4: Good Governance – By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.

coordination capacity for climate change adaptation and disaster risk management at both national and local levels supporting climate change preparedness and adaptation practices, including through strengthened early warning systems and response mechanisms. Although the UN provided effective policy interventions for food and nutrition security, the UN has been less effective in enhancing poverty reduction by significantly addressing employment opportunities for vulnerable groups, particularly in urban settings where unemployment is growing as a result of fast urbanization.

**Outcome 2:** The UN was effective in strengthening the education systems capacity, enhancing capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services, improving preparedness and response plans for disaster and emergencies, outbreaks and health security threats, enhancing the management of school feeding and promoting water, sanitation and hygiene (WASH) in schools, and youth friendly services. The UN was effective in providing quality maternal, newborn and child health care, nutrition, reproductive health and sexually transmitted infection (STI) / human immunodeficiency virus (HIV) services and improving access to medical supplies and health services by strengthening the national public health procurement system and the legal and policy environment. The UN was effective in promoting WASH in schools, monastic schools and nunneries, enhancing knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being, access to adolescent, sexual and reproductive health services and young people.

**Outcome 3:** The UN contributed to strengthening laws and policies to advance the rights and protection of women and children, sensitizing parliament and building the capacity of the Royal Audit Authority for auditing from a gender perspective, gender mainstreaming in key ministries, autonomous bodies and non-governmental organizations with resourced gender mainstreaming strategies, increasing awareness of and positive attitudes towards preventing and eliminating gender-based violence, and enhancing knowledge, skills, resources and mechanisms to prevent and respond to violence against children. However, the UN has been less successful in mobilizing sufficient resources and having an impact on women's participation in the political process and in decision-making positions in the civil service system. The UN's ability to sustainably prevent and eliminate (or significantly reduce) gender-based violence was very limited.

**Outcome 4:** The UN was effective in contributing to the consolidation of Bhutan's parliamentary democracy in the context of the 2008 Constitution, helping to strengthen the capacity of Parliament, the Election Commission, the Royal Audit Authority, the ACC and the Office of the Attorney General during their inception years. The UN partnered with CSOs as effective channels to promote democratic principles and to respond to the needs of vulnerable groups and bring about positive development results at the local level. The UN was effective in strengthening national and local institutions for integrated planning, monitoring of national five-year plans, and evidence-based decision making. The UN was effective in contributing to the preparation of the groundwork that will help coordinate the justice sector and promote citizens' access to legal aid. However, the UN has been less effective in mobilizing sufficient resources.

Challenges were observed especially in the monitoring and evaluation (M&E) of the One Programme. The joint programmes/programming have become more active since 2016 because of the change in the nature of proposals being submitted which involve cross-cutting issues like gender, disability and environment sustainability. These types of cross-cutting issues brought more than one agency to work together leading to effective joint programmes/programming (i.e. SDGs, Data and Support to the 12th FYP Formulation, Promoting Gender Equality and Women's Empowerment, Disability, and Emergency Preparedness and Response).

**Efficiency:** The UNCT Bhutan achieved 13 out of 15 core elements under the five pillars of DaO – Core Element 13 'Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework' and Core Element 14 'Joint Communication Strategy' were the two exceptions. Due to active engagement by the OMT, common business operations efficiency was improved as was reported in the 2016 Annual Result Report: 19% (USD 65,820) from the total planned budget of USD 342,155 was saved by using cost-efficient approaches.

In terms of programme efficiency, co-ordination was a challenge and some stakeholders, especially the RGoB and development partners, commented that high transaction costs due to multiple meetings with different UN agencies often occurred. A coordinated approach for meetings and consultation is essential for improving programme efficiency.

**Sustainability:** A number of capacity enhancement programmes/projects were carried out during the One Programme as well as policy development to establish an enabling environment of the implementing agencies including the RGoB and CSOs. This will help sustain the impact of the current One Programme.

## Lessons Learned

This evaluation identified the following lessons learned:

- 1. UNDAF Programming:** The One Programme had budget constraints especially in Outcomes 3 and 4 with ambitious goals covering all the NKRA of the RGoB. With the changing development finance landscape, budget cuts have become prominent especially among some agencies with delivery of less than USD 2 million per annum. Such budget cuts and an overly scattered focus (raised by the RGoB counterparts on a number of occasions) may contribute to low level of achievement. Efforts need to be made to have a prioritized and focused approach in the next UNDAF. While the One Programme at strategic outcome level, is adaptive and flexible to emerging needs and priorities, there needs to be a well-documented rationale for results accountability and a means to monitor progress against agreed changes.
- 2. Planning, Monitoring and Evaluation:** The planning, monitoring and evaluation of the One Programme was a challenge as the One Programme lacked a Theory of Change (ToC) and an M&E mechanism to monitor and report on UN contributions to the 11<sup>th</sup> FYP as well as ensure that the support is adequately reflected in the RGoB planning and monitoring system. The next UNDAF should have:
  - a. PME Group:** The PME group was not active to ensure quality planning, monitoring and evaluation of the One Programme. Well-resourced planning with dedicated capacity to the PME is recommended (bearing in mind the success achieved by extra capacity given to the OMT).
  - b. Theory of Change** with simple Results and Resources Framework using common SDGs indicators with the RGoB.
  - c. Harmonized Approach for Reporting:** UN agencies and implementing partners bore the burden of increased transaction costs related to multiple reporting. A harmonized approach for reporting among UN agencies should be explored. This approach will provide important opportunities for increasing efficiencies.
- 3. Coordination:** There is room for improvement in coordination within UN agencies in Bhutan, and with the RGoB, CSOs, and non-resident agencies (NRA) and ESCAP of the UN.
  - a. NRA/ESCAP:** The UNCT is not fully aware of the NRAs/ESCAP work in Bhutan. This needs to be addressed to avoid potential overlaps and duplication.
  - b. RGoB:** The basic lesson in coordination with the RGoB is the UNCT should prioritise and work collectively considering the transaction costs that individual agency planning, monitoring and evaluation processes impose on the RGoB. At the same time, weak leadership and ownership of the RGoB and UN Co-chairs to annual planning, reviewing and reporting process was issue. The limited involvement of co-chairs in coordinating mid & end year reviews and CPB (the planning, reviewing and reporting) often resulted in less upstream policy discussion and strategic planning. Leadership and ownership at all levels both CPB and Outcome Group level of RGoB and UN should be enhanced.
    - i. CPB:** The next UNDAF should review the CPB membership. More relevant Implementing partners need to be included as CPB members. CPB membership should be limited to those ministries which work directly with the UN – more CSOs should be included.
    - ii. Outcome Group:** The next UNDAF requires stronger management arrangements (eg. appointing RGoB Facilitators in addition to UN Facilitators). Enhanced engagement by Outcome Groups (especially Co-chairs) is required to reduce transaction costs.

4. **Resource Mobilization:** The UNCT needs to look beyond traditional source of financing as the phasing out of Bhutan's development partners and the improvement in Bhutan's microeconomic indicators takes effect. In the immediate years, Bhutan is likely to transition from LDC status which will also impact the UN's ability to undertake successful resource mobilization. The current under-resourcing of Outcomes 3 and 4 is a hard-earned lesson.
  - a. **Joint Resource Mobilization:** Joint programme initiatives can lead to enhanced resource mobilization opportunities and increased UNCT ownership of joint results. Going forward, actions to streamline joint resource mobilization should be considered-actioned.
  - b. **One Fund:** One fund can act as a catalyst for larger investments. The UNCT members should better utilize the One Fund including using it as a conduit for agency resources.
  
5. **Communications:** Stakeholders recognize agency specific results and achievements, however, there were low levels of recognition for the achievements of the One Programme. This is because there was less awareness and sensitization of the One Programme among stakeholders. There is space for improvement in joint communication including the establishment of a dedicated UN communications team.
  - a. **Communications Group:** The Joint Communication group was not active. A well-resourced plan with dedicated capacity for communications is important in order to achieve advocacy-communication results.
  
6. **Common Business Operations:** Common Business Operations has been relatively successful with a strong leadership of the OMT chair (UNDP) and strong support from the Common Service Officer. The following issues need to be addressed during the next UNDAF:
  - a. There was a delay in finalising and endorsing the BOS. Although the BOS was only signed in June, the finalization of the BOS took more than a year. This experience demonstrates that the next BOS should be formulated before the start of the UNSDPF.
  - b. The Operations costs and budgets have not been integrated in the overall medium-term Common Budgetary Framework. This can be addressed by partially incorporating the operations costs and budgets, especially common services costs and budgets into the medium-term CBF.

## Actionable Recommendations

The evaluation team recommends the following points:

1. **Integrated and Focused, but Flexible Programming**
  - 1.1. Areas of programme support need to be prioritized to avoid a scattered focus and in order to bring innovations/best-case practices from the international arena and contextualize them to the needs of Bhutan. Outcome areas should be limited to three or four outcomes with a maximum of three joint programmes;
  - 1.2. Make accurate budget projections for the next UNDAF. Explore and access alternative sources of financing and use limited resources more efficiently by leveraging and prioritizing investments for sustained development;
  - 1.3. Continue support for upstream policy work using regional and global expertise to ensure sustainability of the programme;
  - 1.4. Enhance capacity of the RGoB and CSOs to collect, generate, analyse and translate relevant and reliable strategic data and information to achieve the Agenda 2030 Agenda of Leaving No One Behind.
  
2. **Strong Planning, Monitoring and Evaluation Mechanism**
  - 2.1. Strengthen capacity of the PME Group
    - 2.1.1. Assign one RCO staff to provide dedicated support to the PME Group;
    - 2.1.2. Form a GNHC and UN PME task team (e.g. joint monitoring etc).
  - 2.2. Develop a clear ToC for the UNSDPF and a strong Results and Resource Framework (RRF) using common SDGs indicators with the RGoB and having less but well-defined indicators;



- 2.2.1. Reduce the number of indicators to a 'manageable' number;
- 2.2.2. Ensure clear definitions for each indicator;
- 2.2.3. Make clear demarcation of indicator levels;
- 2.2.4. Allocate specific responsibilities to UN agencies and/or implementing partners to monitor progress;
- 2.2.5. Conduct proper risk assessments and avoid unrealistic plans for administering surveys.
- 2.3. Prepare a five-year M&E plan with improved monitoring tools, clear ToR for the PME, plus annual plan/schedule for the Mid Year Review and End Year Review;
  - 2.3.1. Plan a UN and RGoB joint evaluation involving all UN agencies.
- 2.4. NRAs/ESCAP to be included in AWP preparation, review and reporting processes;
- 2.5. Align AWP process with the RGoB planning process (APA); and
  - 2.5.1. Access (viewing rights) to APAs that are relevant for Implementing Partners;
  - 2.5.2. Relevant IPs to have an opportunity to input into APA formulation and review (as observers);
- 2.6. Explore the harmonizing of reporting methodologies among UN agencies. This approach will provide important opportunities for increasing efficiencies and reduced transaction costs.

### **3. Stronger Coordination Mechanism**

- 3.1. NRAs/ESCAP:
  - 3.1.1. Actively engage NRAs/ESCAP in the formulation, implementation, monitoring and evaluation of the next UNDAF.
- 3.2. RGoB:
  - 3.2.1. Revise the CPB membership and select only relevant IPs for the CPB membership. CPB members to have additional members from CSOs, and where relevant academia, and the private sector;
  - 3.2.2. Appoint RGoB co-facilitators under each outcome; and
  - 3.2.3. Coordinate among UN agencies to combine meetings and consultations with the RGoB so as to reduce the transaction burden on the RGoB.
- 3.3. CSO: Support CSOs in their capacity enhancement so that they can play a major role in the areas of Leaving No One Behind etc. and strengthen their sustainability in the medium–longer term;
- 3.4. Development partners: Focus more on avoiding duplications and overlapping through active information sharing and mapping exercises of development partners. Give highest priority to joint collaboration in the areas of: i) SDG Data and ii) Disaster Preparedness.

### **4. Active Joint Resource Mobilization**

- 4.1. The UN Resident Coordinator (UNRC) and UNCT to lead joint resource mobilization actions (with a focus on joint programmes) and report quarterly on such actions through the monthly UNCT meetings;
- 4.2. Prepare a Joint Resource Mobilization Strategy with actions based on the analysis of the development financing landscape in Bhutan and innovative financing opportunities (i.e. Social Impact Investment, Green Financing, etc). As part of this strategy, ways to optimize the One Fund should be explored.

### **5. Active Communicating as One**

- 5.1. A dedicated communications officer from the RCO to assist joint communications/advocacy and act as secretariat of a Communications Results Group; and
- 5.2. Formulate an annual Joint Communications Strategy workplan that is well resourced.

### **6. Advancing Delivering as One further for efficiency gains**

- 6.1. The next Business Operations Strategy for UN agencies in Bhutan should be prepared and signed in the middle of 2018 with a start date of 1 January 2019.
- 6.2. Common service costs and budgets can be included in the middle-term Common Budgetary Framework for the next UNDAF.

## Chapter 1: Introduction

### Country Context

Bhutan remains largely rural with two-thirds of its people residing in villages. Critically, however, internal migration and urbanization have increased. Projections vary as to how soon and by what degree Bhutan will be urbanized, with one estimate at over 50 percent urbanization by 2040, and another by as soon as 2020. Given these variations, it will be especially important to take note of the latest data and analysis from the 2017 national Population and Housing Census of Bhutan (PHCB) as it becomes available. With a youthful population, Bhutan is currently experiencing a demographic dividend. The year 2040 is seen as an important turning point as this is when the demographic dividend window will start closing, the working-age population will start declining, the elderly population will start increasing, and the urban population will surpass the rural population. Such demographic dynamics point to the need for greater investment in the holistic development and needs of young people, care for the elderly population, and in addressing increasing internal migration and urbanization.

While Bhutan is one of the smallest economies in the world, it is also one of the fastest growing economies, and is considered by World Bank classification as a Lower Middle Income Country. A combination of prudent fiscal and monetary policy as well as robust investments in hydropower has largely facilitated its growth over the years. Bhutan's progress in human development has also been significant, having achieved or surpassed targets in five of eight Millennium Development Goals (MDGs), and ranked as medium in the Human Development Index category. As testament to the tremendous socio-economic progress made over the decades, Bhutan is expected to graduate from the UN's Least Developed Countries (LDC) category in the next few years, with the RGoB calling the upcoming 12<sup>th</sup> FYP as "the last mile to LDC graduation". A number of remaining gaps in MDG achievement still need to be addressed, however, as Bhutan works towards strengthened reporting on SDG targets.

### Background

The UNDAF Bhutan One Programme (2014–2018) was developed with the overall aim of supporting the RGoB in achieving its 11<sup>th</sup> FYP goals and objectives. The One Programme formulation process included a review of the Gross National Happiness (GNH) pillars and 11<sup>th</sup> FYP priorities broken down into 16 NKRA, and the identification of the five potential strategic areas – Poverty, Education, Health, Governance, and Sustainable Development and Climate Change – that became the basis of the current One Programme and its main four outcomes as detailed below.

**Outcome 1: Sustainable Development** – By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient, and promotes poverty reduction and employment opportunities particularly for vulnerable groups enhanced;

**Outcome 2: Essential Social Services** – By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges;

**Outcome 3: Gender Equality and Child Protection** – By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children;

**Outcome 4: Good Governance** – By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.

The One Programme was designed to ensure coherent and efficient delivery of UN support to Bhutan through DaO. In doing so, the One Programme is expected to:

- Serve as the principal programming document for the UN system to ensure that UN support is operational in a coherent and effective manner;

- Act as the overall planning and accountability framework, setting out the specific actions of UN System Agencies and government partners, including key partnerships and collaborative actions;
- Act as a Common Budgetary Framework for UN system agencies, the government and implementing partners, and be a reference document for other development partners.

The One Programme sets out two levels of results expected from the UN and the RGoB – the Outcome level and Output level. At the Outcome level, the contribution is articulated in terms of specific development results that support national priorities. This is the level where the value added of the UN system as a whole is captured. At the Output level, interventions target capacity gaps among all stakeholders. The focus of interventions is on enhancing knowledge and awareness of citizens to enable them to enjoy the rights (and services) that are guaranteed by government and Constitution. This is the level of results which can be directly attributed, at least in part, to the products and services delivered by the UN system and where the UNCT is directly accountable.

To achieve these results the UNCT in all their activities have given priority to:

- Promotion of evidence-based policy making through supporting the national capacities for data collection and analysis, with particular emphasis on economic and social disadvantage;
- Support to policy integration between national and local levels and across all sectors to promote a multi-sectoral approach, with a focus on the socially excluded groups;
- Promotion of participatory approaches to ensure active engagement of all stakeholders in policy planning, implementation and monitoring;
- A strong focus on demand creation and behavioural change at the individual / community level.

**One Programme Coordination Architecture:** The One Programme has been implemented and monitored under the overall supervision and guidance of a joint government UN Country Programme Board (CPB). The board is co-chaired by the Secretary, Gross National Happiness Commission (GNHC) and the UNRC. Board members comprise senior officials of key national implementing partners and UNCT members. Joint government-UN Outcome Groups for each of the four outcomes are responsible for planning, implementation, monitoring and achievement of planned outputs and outcomes under the One Programme. Outcome Groups consist of representatives of relevant national implementing or strategic partners and UN agencies. In addition to these Outcome Groups, in late 2015, the UNCT introduced the Inter-Agency Theme Teams (IITA)<sup>5</sup> to focus on integrated planning, implementation, monitoring and reporting effectively on the expected thematic results.

**Total Resources Required in the Beginning of the One Programme:** The total required fund for the One Programme was estimated at USD 86,677,134.

**Signatory UN Agencies to the One Programme:** The UN resident agencies in Bhutan participating in the One Programme are: FAO, UNDP, UNFPA, UNICEF, WFP and WHO. Non-resident agencies, funds and programmes include: UNAIDS, UNCDF, UNCTAD, UNEP, UNESCO, UN-HABITAT, UNIDO, UN-OCHA, UNODC, UNOPS, UNV, UN Women and IFAD.

## Objectives

The evaluation objectives were to:

1. Assess the contribution of the One Programme (2014–2018) towards the achievement of the 11th FYP goals and objectives and to the five pillars of DaO;

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<sup>5</sup> The initial themes agreed by the UNCT were: Nutrition/Food Basket; Disability; Parliament; Emergency Preparedness and Response; Human Rights; and Data and Transition from the 11th–12th FYP. However later in October 2016, the number of IATTs became five with Data, SDGs and Transition from 11th–12th FYP (the only existing joint programme so far in the One Programme); Nutrition; Disability; Gender Based Violence; and Emergency Preparedness and Response.

2. Verify key results achieved, analysis of key factors that have contributed to the achievement or non-achievement of intended results, assessment of effectiveness of strategies and interventions;
3. Assess management arrangements including that of the joint programme and capacity in place in sustaining the results achieved;
4. Identify lessons learned, best practices, and actionable recommendations to feed into the formulation of the next One Programme (2019–2023).

## Scope

The evaluation started with the preparation of an inception report and ended with the finalization of the evaluation report. The total duration of the evaluation was 70 days over June, July, August and September 2017. Key global UNDAF programming principles<sup>6</sup> were applied. Data collection and evaluation interviews were conducted in Thimphu. The evaluation included a desk review of existing evidence and information, including the mid-term review (MTR) and review results of agencies, and the One Programme MTR result. The design of the One Programme evaluation was built upon the mid-term review findings, conclusions and recommendations as well as a number of exercises of reviewing the One Programme results framework.

## Exclusion Criteria

This evaluation could not measure the impact of the One Programme since the programme period has not yet ended.

## Methodology

The evaluation process involved a range of methods and adopted a mix of quantitative and qualitative approaches including:

- Document review;
- Data analysis of result framework (data as of December 2016), Common Budgetary Framework;
- Stakeholder mapping;
- Interviews with key target population and stakeholders including donors, RGoB officials, implementing partners, participating UN agencies both resident and non-resident;
- Assess and analyse the BOS.

The evaluation team had access to all relevant documents (Annex 3) and the staff who have worked on the One Programme. The team worked on the evaluation with guidance provided by the Evaluation Management Group (EMG) and Evaluation Reference Group (ERG). The evaluation used a variety of validation methods to ensure that the data and information used and conclusions made carry the necessary depth. Triangulation of information sources and findings to improve validity, quality and use of evaluation were affected.

## Evaluation Questions (Please refer to TOR)

## Limitations

- **Data Availability:** The One Programme is in the fourth year of its cycle and monitoring data is only available up to December 2016. It is therefore difficult to conclude that the four outcomes have been fully achieved.
- **Weakness in Measurability:**
  - The lack of ToC and significant data gaps (20% or 37 out of 145 indicators are without data) in the result framework of the One Programme before the revision of the result framework was conducted in August to October 2016 was a challenge for the evaluation team. The evaluation team therefore relied on data collected at the country office.

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<sup>6</sup> Human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development.

- The result framework of the One Programme does not allow to monitor or evaluate the UN's contribution to the 11 FYP targets and goals as there are no common indicators.
- **Field Survey and Case Studies:** Due to insufficient time to conduct a field survey and case studies, the evaluation team decided (with EMG approval) not to prepare case studies.

## Chapter 2: Progress and Results to Date

This chapter is a descriptive synthesis of the results achieved through the One Programme. It provides some narrative of the progress and results under each outcome, presents the progress of indicators of the result framework, and analyses of the One Programme budget.

### Outcome 1: SUSTAINABLE DEVELOPMENT

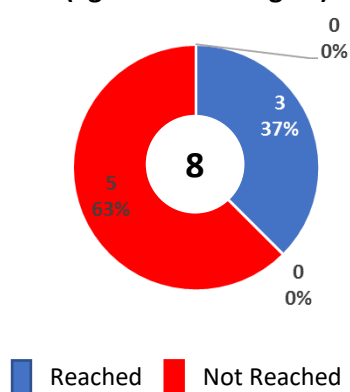
***By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient, and promotes poverty reduction and employment opportunities particularly for vulnerable groups enhanced.***

Under Outcome 1, the work of FAO, UNDP and UNICEF helped Bhutan integrate more equitable, inclusive and resilient approaches to its efforts towards addressing environmental sustainability, climate change and natural disasters. Capacities for integrated natural resource management, climate change adaptation and mitigation and poverty-environment mainstreaming have been increased. National and local institutions are better prepared to respond to and mitigate climate-induced and other disaster risks. Outcome 1 has been effective in working with the government to strengthen institutional and coordination capacity for climate change adaptation and disaster risk management at both national and local levels supporting climate change preparedness and adaptation practices including through strengthened early warning systems and response mechanisms. Gender equality and women empowerment, particularly, has been better mainstreamed in the sustainable development area compared to previous years. With limited resources to be allocated towards employment opportunities for vulnerable groups, Outcome 1 has been less effective in significantly impacting national unemployment figures. Nevertheless, investing in multi-dimensional approaches to integrate/mainstream poverty reduction and livelihood issues in environment, climate change and disaster risk reduction projects, has helped to create some self-employment opportunities and enhance livelihood in rural areas, especially for women.

#### Outcome Indicator Progress

The outcome indicators listed below have not reached the 2018 targets as of December 2016. Apart from two indicators – 1.1 Total green house gas emissions and 1.2 Reduction in hydro chlorofluorocarbons (HCFC) – which can be considered as impact level indicators as these are not achievable during the programme period, all indicators are close to target. By 2018, targets 1.6 Unemployment rate, 1.7 Percentage of government expenditure / budget allocation for environment and 1.8 Percentage of government expenditure / budget allocation for disaster risk reduction, are expected to be achieved.

**Outcome Level Indicators  
(against 2018 targets)**



Outcome Indicators	2016 Status	2018 Target
1.1 Total green house gas emissions.	1559.56	6309.6
1.2 Reduction in HCHF (ozone depletion).	0.31	1.46
1.6 Unemployment rate.	2.5	<2.5
1.7 Percentage of government expenditure / budget allocation for environment.	6	6.5
1.8 Percentage of government expenditure / budget allocation for disaster risk reduction.	2	3

### Output Indicator Progress

Indicator progress shows a strong achievement in Output 1.1 Policies and studies for integrated natural resource management, climate change adaptation / mitigation and poverty-environment nexus developed and Output 1.2 National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.

Output	Reached / Total	Percentage
<b>Output 1.1:</b> Policies and studies for integrated natural resource management, climate change adaptation / mitigation and poverty-environment nexus developed.	5/6	83%
<b>Output 1.2:</b> National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.	4/4	100%
<b>Output 1.3:</b> Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.	1/2	50%
<b>Output 1.4:</b> Food and nutrition security policies developed with a particular focus on productivity and food safety.	1/2	50%
<b>Output 1.5:</b> Youth, women and other vulnerable groups have access to sustainable employment with a focus on cottage, small and micro enterprises in line with the RGoB's commitment to a green economy.	1/3	33%
<b>Output 1.6:</b> The rural poor and under-employed have access to alternative income generation opportunities.	2/4	50%
<b>Total</b>	14/21	67%

There is no updated data on Indicator 1.5.4 Percentage of technical and vocational education and training graduates that is able to secure decent employment upon graduation.

### Key Results between 2014 and 2016

#### **Output 1.1: Policies and studies for integrated natural resource management, climate change adaptation/mitigation and poverty-environment nexus developed.**

In 2014, the National Disaster Risk Management Strategic Policy Framework was drafted with UN support to strengthen policy pertaining to disaster risk reduction, and to highlight key priorities emerging from the Disaster Management Act of 2013. The UN also supported a study on intelligent transport systems to reduce environmental impacts of an economy centred on hydropower and tourism, sectors that grew by 6.7 percent in 2015.

The UN supported a National Forest Inventory, capacity building in carbon emission factoring, capacity building in forest reference level identification, assessment of community forest in the country, developing concept on integrated watershed resources management, assessing the drying of spring water and its impact on environment-food security-health nexus. The UN provided substantial policy advice and technical support for the disaster management strategic policy framework, while also improving the disaster management information system by enhancing the Bhutan disaster assessment tool.

#### **Output 1.2: National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.**

The UN mobilized resources to provide four additional performance-based Climate Change Adaptation Grants to local governments for use between 2014 and 2016. In total, eight local governments (two districts and six villages) will use the grants to help communities adapt to climate change. New guidelines for assessing climate change vulnerability and adaptation planning were developed as part of the UN's commitment to assist local governments on new investment plans.

In 2015, Bhutan took major steps toward becoming more disaster-resilient. The country's ability to respond to natural and climate-induced disasters has been strengthened at both policy and field levels. With the UN's

support, the Ministry of Economic Affairs established a National Weather and Flood Warning Centre in Thimphu. Real-time monitoring of hydro-meteorological conditions in the country enables timely advisories and warnings to be issued about weather, flood and glacial lake outbursts. The new centre was linked to the National Emergency Operation Centre and state-of-the-art weather and water-level monitoring stations in the country's 20 districts. The UN also supported the Department of Disaster Management (DDM) in the procurement of emergency supplies for the National Emergency Operations Centre, Dzongkhag Emergency Operations Centre and tents along with capacity building of staff for using it. The UN also helped to prepare nutrition and WASH contingency plans for emergency and trained health, Ministry of Works and Human Settlement (MoWHS), DDM and Deesung staff.

**Output 1.3: Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.**

Through the Sustainable Rural Biomass Energy Project, Bhutan has one of the world's highest per capita consumption of fuel wood, the main source of energy for the 70 percent of Bhutanese who live in rural areas. Traditional household cooking stoves consume significant amounts of wood which emit CO<sub>2</sub> – the primary greenhouse gas contributing to human-induced climate change – and cause serious health problems related to indoor air pollution. The UN is working with the Department of Renewable Energy and other national stakeholders to train female technicians to build and repair fuel-efficient stoves. Around the country, 220 women are now equipped to help rural families adopt this improved technology. By December 2016, 12,500 rural households were already using these stoves.

The UN provided financial support to place 111 hectares of degraded land under sustainable fuel wood plantations, and 66,934 hectares of forest under community forest management (overall 1,988,357 hectares under sustainable in-situ conservation) and 1,122 additional remote households shifted from using smoky open fires to clean cooking stoves. This contributed to improvements in women's health with a reduction in Acute Respiratory Infections by 3.7% and nasal problems by 7.8%.

**Output 1.4: Food and nutrition security policies developed with a particular focus on productivity and food safety.**

To develop food safety standards, the UN trained the Bhutan Agriculture and Food Regulatory Authority and customs officials on risk-based food inspection and identification, prevention and control of pests and diseases linked to climate change. The UN supported the Ministry of Health (MoH) to finalize the Food and Nutrition Security (FNS) Strategy and Action Plan and supported the Ministry of Agriculture and Forestry (MoAF), and MoH to develop, approve and implement the FNS Policy 2014. The UN also supported various other projects including projects for reducing maize post-harvest loss and increasing rice productivity. **Output 1.5: Youth, women and other vulnerable groups have access to sustainable employment with a focus on cottage, small and micro enterprises in line with the RGoB's commitment to a green economy.**

In 2014, to better understand the views of unemployed youth on employment prospects and labour markets, a youth perception survey was conducted and an eight-point plan was presented to the RGoB to boost youth employment. An analysis of the online gaming project yielded data provided by youth to help plot out practical solutions through this online platform. They are to be used by policy makers in drafting a Youth Employment Strategy.

The UN continues to promote and strengthen small and medium enterprises that are generating employment opportunities for young people and women. Interventions in 2015 have led to six micro enterprises being set up for youth entrepreneurs. In addition, more than 240 women from low-income communities are working in eight weaving groups that are now operating as textile-producing micro enterprises.

**Output 1.6: The rural poor and under-employed have access to alternative income generation opportunities.**

The UN targeted support to rural communities to contribute to poverty reduction on results from CSO partnership in rural areas. The formation of self-help groups with high women representation and the



adoption by 1,096 households of water harvesting systems generated spin-off health and education benefits addressing multi-dimensional poverty.

In 2016, the UN contributed to direct employment creation for 226 people, and provided self-employment opportunities for a further 16,057. The RGoB has now prioritized farmers' groups, co-operatives, commercial farming and agri-business enterprises targeting job creation.

## Outcome 2: ESSENTIAL SOCIAL SERVICES (EDUCATION)

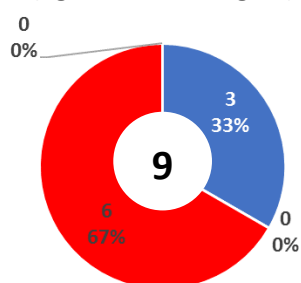
**By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all, with a focus on sustaining the MDGs and addressing emerging challenges.**

Under Outcome 2, work by UNFPA, UNICEF and WFP contributed to strengthening the education systems capacity, enhancing capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services, improving preparedness and response plans for disaster and emergencies, outbreaks and health security threats, enhancing the management of school feeding, promoting WASH in schools and youth friendly services. The key results and achievements between 2014 and 2016 are presented below.

### Outcome Indicator Progress

The outcome indicators listed below are the ones which have not yet reached the 2018 target. Indicators on 2.8 Adult literacy rate (Total, Female and Male 15+ years) still have a big gap to achieve in order to reach the 2018 target. The completion rate in secondary education (Male 15+ years) also has a big gap in order to achieve the 2018 target. Other than these three indicators, the gaps are small and expected to be achieved before 2018.

**Outcome Level Indicators  
(against 2018 targets)**



■ Reached ■ Not Reached

Outcome Indicators	2016 Status	2018 Target
2.7 Net enrolment ratio in basic education (Male)	93.1	96
2.8 Adult literacy rate (Total 15+ yrs)	55.3	70
2.8 Adult literacy rate (Male 15+ yrs)	66	70
2.8 Adult literacy rate (Female 15+ yrs)	45.2	70
2.9 Completion rate in secondary education (Total 15+ yrs)	94	95
2.9 Completion rate in secondary education (Male 15+ yrs)	88.6	95

### Output Indicator Progress

Output	Reached / Total	Percentage
<b>Output 2.1:</b> Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.	1/2	50%
<b>Output 2.2:</b> Stakeholders have the capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services.	10/14	71%
<b>Output 2.5:</b> Health and education systems have improved preparedness and response plans for disaster and emergencies, outbreaks and health security threats, and ensure that all communities are able to access minimum basic services.	0/2	0%

<b>Output 2.6:</b> The management of school feeding is enhanced and WASH promoted in schools, monastic schools and nunneries.	2/5	40%
<b>Output 2.7:</b> In school and out of school youth have increased access to and utilize youth friendly services.	3/7	43%
<b>Total</b>	16/30	53%

### *Key Results between 2014 and 2016*

#### **Output 2.1: Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.**

The UN supported the Ministry of Education (MoE) and the Tarayana Foundation to establish new early learning centres. This helped to achieve an increase in population coverage for early learning from 10% in 2014 to 18.6% in 2016.

With UN support, the number of non-formal education centres increased from just five in 1992, to 668 in 2016. The number of learners has also grown from 300 to nearly 10,000 over the same period. Eight of these 10 centres were provided with books and equipment for training on sewing, weaving, carpentry, agriculture, health and childcare. Today, one of every five learners is using these skills to earn an income. Different UN agencies have supported various components within the non-formal education initiative.

For a more sustainable and strategic approach to capacity building and institutional development, the UN supported the development of a pre-service Early Childhood Care and Development (ECCD) Diploma programme at the Paro College of Education, Royal University of Bhutan. The course was launched in December 2015.

The UN promoted gender sensitive school management and pedagogical practices, multi-grade teaching strategies, life skills education, promotion of positive discipline practices and better psychological support provided through resilience building programmes. Standards for Inclusive Education were developed, a Post Graduate Diploma in Inclusive Education is under development at Paro College of Education, and professionalization of ECCD facilitators was achieved through the introduction of an ECCD Diploma. Two teacher-training colleges and a college of language and cultural studies introduced comprehensive sexuality education as compulsory non-credited modules in their training curriculum, thereby integrating sexuality education in the national education system.

#### **Output 2.2: Stakeholders have the capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services.**

In 2014, the UN supported five assessments, studies and evaluations to provide evidence to support prioritising educational issues and policy making, as well as refining existing strategies. This included a review of life skills education taught in schools led by the Department of Youth and Sports.

The MoE and the Dratshang Lhentshog – the Commission for Monastic Affairs in Bhutan – ensured more adult and young monks and nuns gained functional English literacy and numeracy through non-formal education. A total of 281 non-formal education instructors and 47 monks and nuns in 14 monastic institutions were trained to teach the English curriculum to their peers and communities.

Education for children with special needs was another focus area for the UN in 2014–2018 which was addressed through tailor-made strategies for children with visual and hearing disorders. Teachers were trained on basic ear and hearing care, and a National Ophthalmic Policy was developed. More than 390 children with disabilities were able to access education through new special education needs schools.

In 2015, the UN partnered with the MoE to map disability interventions across Bhutan. The goal was to identify gaps in services and opportunities for cross-sectoral collaboration to improve the education, health and protection of children with disabilities. As a result, almost 500 children have gained access to education after two schools were identified to provide education for children with disabilities.

The UN has also supported a school-improvement project aimed at enhancing the quality of education for the most disadvantaged children in rural areas. This work, piloted in five districts, included constructing new water and sanitation facilities, providing furniture and educational materials, and training teachers and caregivers.

Some 1,160 children in remote schools are now benefiting from improved facilities and better-quality education and care.

**Output 2.5: Health and education systems have improved preparedness and response plans for disaster and emergencies, outbreaks and health security threats, and ensuring that all communities are able to access minimum basic services.**

The MoE incorporated emergency preparedness into non-formal education, early childhood care and development and special education programmes to improve disaster response procedures in the education sector. The initiative continues to strengthen disaster management plans in schools and raise awareness in contingency plans in four districts in 2015. The UN also trained teachers on emergency preparedness and response. Tents have been prepositioned at strategic places to be used for temporary schools. The UN conducted WASH in emergency simulation exercises in three regions and prepositioned supplies as well. Now WASH in emergency training is integrated into De-Suungs training.

**Output 2.6: The management of school feeding is enhanced and WASH promoted in schools, monastic schools and nunneries.**

In 2014, as part of handing over the school feeding programme to the RGoB, 7,000 children have transitioned from UN support into the government school meals programme as the UN support is being scaled down over time. Through non-formal education efforts, the UN supported school feeding programme has been able to generate greater community ownership of early childhood care and development on health, nutrition, water, sanitation and hygiene, and child protection. It is also seen as a promising way to address the fact that only nine percent of three to five year olds have access to early childhood care and development services.

As part of handing over the school feeding programme, the UN has increased its support to capacity development with increasing focus on nutrition and integrating the various approaches to the school feeding programme. To ensure the smooth transition and sustainability of the programme after it ends in 2018, an assessment identified areas needing capacity development support as well.

With more than half of Bhutan's schools located in rural areas, the Farm-to-School (F2S) programme promotes a valuable collaboration. It educates teachers and students on new advances in farming, encouraging students to be inquisitive. It also links farmer groups with schools in their community and enables farmers to earn an income by supplying fresh produce to the schools. The F2S was scaled up in collaboration with the MoAF, and the programme organized 25 farmers' groups and trained more than 20 teachers from across Bhutan in 2015. The farmers are now connecting with local schools and teachers are reaching thousands of students around the country. The agriculture and health ministries have observed a reduction in child malnutrition since nutritious food became more available thanks to the F2S programme. The programme has also built a foundation for farmers to engage in commercial agriculture. The UN provides more than 24,000 students with nutritious hot meals at school every day. The RGoB, which is gradually assuming responsibility for the national school feeding programme, now provides daily hot meals to almost 33,000 students.

In 2016, a priority has been the capacity development of the RGoB counterparts to ensure a sustainable school feeding programme. The focus has increasingly been on nutrition, including the introduction of fortified rice and nutritional related studies. While acute malnutrition rates have dropped significantly over the past decade, stunting rates still remain unacceptably high, equally challenging are the micro-nutrient deficiency rates among school going children. In WASH, the construction of water supply schemes and toilets with support from the RGoB and the UN has drastically increased the coverage. Based on recent data on hygiene aspects, about 96% of schools in the country have trained school health coordinators (EMIS 2017).

**Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services.**

With the UN's support 553 schools and three colleges implement life skills education programmes to empower adolescents to exercise their reproductive rights and to take informed decisions to realize their full potential. The MoE, Youth Development Fund and colleges have now expanded youth volunteer networks to engage out-of-school youth and provide them with an opportunity to learn life skills, counselling, mentoring and other services from their peers. The MoE and the UN organised the first national conference for school guidance and

counsellors where best practices and emerging youth issues were discussed. To create an enabling environment and encourage vibrant youth participation, the Department of Youth and Sport (DYS) in the MoE was supported to organize five participatory and interactive capacity building programmes for adolescents and youth in one district (Gelephu), using a comprehensive service delivery plan that was finalized in 2015. Also four youth centres organized life skills education (LSE) training for out of school youth providing information on Adolescent Sexual Reproductive Health services. Y-PEER initiatives in ten colleges and nine youth centres have been instituted as guided by National Y-PEER guidelines and monitoring tools for Y-PEER initiatives. Y-PEER Bhutan has been commended for excellence in the region. Y-PEER initiatives also expanded to reach out of school youths in collaboration with youth centres and other youth groups.

## Outcome 2: ESSENTIAL SOCIAL SERVICES (HEALTH)

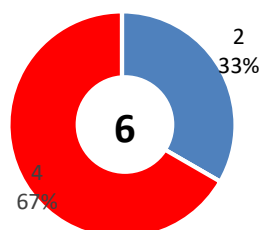
**By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all, with a focus on sustaining the MDGs and addressing emerging challenges.**

Under Outcome 2 Health, the work of UNICEF, WHO, UNFPA and UNDP contributed to providing quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services, promoting WASH in monastic schools and nunneries, enhancing knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being, access to adolescent, sexual and reproductive health services and young people and improving access to medical supplies and health services by strengthening the national public health procurement system and the legal and policy environment. The key results and achievements between 2014 and 2016 are presented below.

### Outcome Indicator Progress

The outcome indicators listed below are the ones which have not yet reached the 2018 target.

#### Outcome Level Indicators (against 2018 targets)



■ Reached ■ Not Reached

Outcome Indicators	2016 Status	2018 Target
2.1 Under-five mortality rate	37.3	30
2.5 Institutional deliveries (%)	81	>85
2.6 Proportion of 15–24 year-olds who have comprehensive knowledge of HIV	21	60

### Output Indicator Progress

Output	Reached / Total	Percentage
<b>Output 2.3:</b> National health system has strengthened capacities for information management, evidence based decision making, effective procurement and supply management and identification of appropriate health financing models.	2/2	100%
<b>Output 2.4:</b> Health facilities are better able to provide quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services.	3/8	38%
<b>Output 2.5:</b> Health and education systems have improved preparedness and response plans for disaster and emergencies, outbreaks and health security threats, and ensure that all communities are able to access minimum basic services.	0/1	0%

<b>Output 2.6:</b> The management of school feeding is enhanced and WASH promoted in schools, monastic schools and nunneries.	0/3	0%
<b>Output 2.7:</b> In school and out of school youth have increased access to and utilize youth friendly services.	1/1	100%
<b>Output 2.8:</b> Women, children, youth and other at risk populations have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being.	3/6	50%
<b>Total</b>	9/21	43%

There is no updated data on Indicator 2.8.1 Percentage of women attending their 1st and 3rd post-natal care visits – 3rd visit.

### *Key Results between 2014 and 2016*

#### **Output 2.3: National health system has strengthened capacity for information management, evidence based decision making, effective procurement and supply management and identification of appropriate health financing models.**

The UN supported the development of the first National Reproductive Commodity security strategy (2014–18) which guided the National Reproductive Health Programme on ensuring the availability of essential reproductive health supplies especially contraceptives. The strategy also guided the strengthening of the logistics management and information system (LMIS). The revised LMIS system is expected to replace most of the manual recording and reporting system, thereby reducing the workload and making the data available in a real time basis.

In 2016, the UN supported the national capacity building of health staff on procurement and supply chain management both in-country and outside the country. The UN supported the MoH to conduct an ‘HIV and the Law Review’, the first in the country, and also developed an action plan based on the results. The UN also supported the MoH to review the existing Intellectual Property law and Bhutan’s ongoing international negotiations (WTO and other trade and investment agreements) for safeguarding public health. This was completed in 2017.

An assessment of effective vaccine management was conducted in October 2015, and key findings used to update the improvement plan. An immunization coverage assessment was also conducted in six hard-to-reach areas. The findings will be used to develop micro plans and improve service delivery.

The UN continued to provide technical and capacity-building support to focal points responsible for emergency obstetric and newborn care in all hospitals in Bhutan. The maternal death surveillance modules were adapted, improving surveillance of maternal and neonatal deaths. A technical guide was developed to provide practitioners with guidance on best practices and help end preventable maternal deaths during childbirth.

A National Nutrition Survey was completed in 2015 by the MoH. The survey provided a detailed estimate of nutrition indicators in the country, particularly of malnutrition and anaemia in women and young children. Information was collected specifically on vulnerable groups, such as pregnant and lactating mothers, children under five, adolescent girls and women of reproductive age. Household information on socio-economic status, water, sanitation and hygiene, and food security and diet diversity was also assessed. The survey results will be used to inform policy-makers as they formulate a comprehensive nutrition action plan for Bhutan.

#### **Output 2.4: Health facilities are better able to provide quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services.**

With UN support, Bhutan has consistently maintained a high level of immunisation for the last 30 years. In 2013, maternal and neonatal tetanus and measles were eliminated and in 2014 Bhutan received polio free certification from the WHO. To sustain the momentum, the MoH developed a plan for measles elimination and a polio outbreak and preparedness plan. In 2014, all vaccines and 90 percent of essential medicines, including three contraceptives, were available at health facilities across the country. To prevent maternal

transmission of HIV, the MoH extended testing and counselling services to all basic health units in 2016. HIV treatment coverage improved after revising the anti-retroviral treatment guidelines, with technical support from the UN. Mental health care was also integrated in general health services which is now taught at the Royal Institute of Health Studies.

Throughout 2015, the UN continued to work toward immunization for every new-born and every child. The inactivated polio vaccine was introduced into the routine immunization schedule in July 2015, as mandated by the World Health Assembly and recommended by the WHO Strategic Advisory Group of Experts on Immunization.

The UN's contribution in 2016 to reproductive maternal, new-born and child health included development of the National Zika Virus guidelines, National Neonatal Resuscitation Training, common birth defects training, birth defects surveillance and registration training, and Early Essential New-born Care and Kangaroo Mother Care training to over 120 health workers.

STI rates, particularly among youth and mobile populations, remain exceptionally high in Bhutan. To promote condom use among key populations, the UN supported the development of localized information material aimed at truck drivers, miners and other vulnerable groups in four districts. The district-level task force and community-based volunteers were also assisted in standardizing STI/HIV prevention messages.

The UN supported the development of International Confederation of Midwives (ICM) based pre-service midwifery training curriculum by the Faculty of Nursing and Public Health which led to the inclusion of a competency enhancement module in the curriculum and the midwifery training component increased from six months to one year on the BSc in Nursing & Midwifery course. Following the assessment of faculty members using the ICM competency, the faculty of nursing and public health has now instituted a mandatory 40 hours of clinical practice for the midwifery teaching faculties.

**Output 2.6: The management of school feeding is enhanced and WASH promoted in schools, monastic schools and nunneries.**

The RGoB and the UN have worked closely with monastic institutions to introduce life-skills based education and other healthy lifestyle trainings. These efforts aim to raise awareness among students, practitioners and religious leaders about the importance of living a healthy life. Monastic institutions often have greater reach and impact on communities in adopting healthy behaviours and the reduction of addictions. By educating monks and nuns on healthy lifestyles, they become agents for change and a source of accurate health information in their communities. The training on menstrual hygiene helps prevent reproductive tract infections. In addition, 10 nunneries in eastern Bhutan were supplied with sewing machines and materials with which to make reusable sanitary napkins. Water and sanitation have also been greatly improved at monastic institutions with the installation of child and gender-friendly toilets and aqua-privy toilets, and improved access to water sources. These initiatives have improved the water and sanitation for more than 2,000 monks, nuns and their visitors.

In 2016, the UN continued its support to the RGoB to improve the water, sanitation and hygiene promotion service reach and quality to rural households, children in school and monastic institutions. The key achievements include i) 20 blocks (14 in Mongar and six in the Samdrup Jongkhar districts) certified as open defecation free; ii) mass (group) hand washing stations in 20 schools benefitting 12,000 schoolchildren; and iii) training of 200 (100 male, 100 female) school health coordinators to promote key hygiene behaviours among schoolchildren and their communities.

**Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services.**

Through a comfortable, safe and private setting, a comprehensive package of adolescent health services was established at the National Referral Hospital in Thimphu for which health students and representatives from four hospitals were trained to deliver these services to youth. In collaboration with the MoE, MoH, Ministry of Labour and Human Resources, Bhutan Narcotics Control Agency and youth groups, a pilot youth-friendly service was started at the Gelephu district Youth Centre. This centre provides information and services on health, employment and counselling through youth initiatives and activities. Also three referral hospitals and one district hospital have established separate youth friendly health units to enhance the health service

utilization by youths. The UN also partnered with the Bhutan Narcotics Control Agency to develop a strategy to communicate the risks of alcohol and drug abuse among youth.

In 2014, the College of Education in Paro organised the first ever national seminar on sex education with UN support. The aim of the seminar was to create sexual and reproductive health awareness and rights to establish a national network of partners. Over 320 policy makers, local experts, educators, civil society representatives, and students took part in the seminar.

**Output 2.8: Women, children, youth and other at-risk populations have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and wellbeing.**

The MoH developed strategies on reproductive health, child health, health promotion and telemedicine services with technical and financial assistance from the UN. This was crucial in revising the guidelines on standard treatments and antibiotics, as well as a health technology assessment. Monitoring trends in health spending was the key focus of the data collection supported by the UN for National Health Accounts for 2011–2012 and 2012–2013.

The UN supported the RGoB to increase awareness on health and wellbeing through various activities in 2016. Key achievements include i) the launch of the National Health Promotion Strategic Plan 2015–2023 with financial commitments from the key ministries; ii) dissemination of Village Health Worker (VHW) Programme Policy and Strategic Plan and monitoring and supervision tools; and iii) Sensitization of 69 VHW, 177 religious persons and traditional local healers and 173 local government leaders on key family health practices.

### Outcome 3: GENDER EQUALITY and CHILD PROTECTION

***By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.***

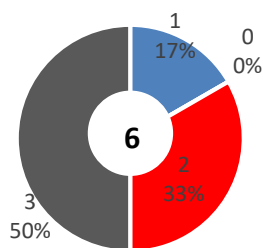
Under Outcome 3, the work of UNDP, UNFPA, UNICEF and UN Women contributed to strengthening the laws and policies to advance the rights and protection of women and children by sensitizing parliament and building the capacity of the Royal Audit Authorities for auditing from a gender perspective; gender mainstreaming in key ministries, autonomous bodies and non-governmental organizations with resourced gender mainstreaming strategies; increasing awareness of and positive attitudes towards preventing and eliminating gender-based violence; and enhancing knowledge, skills, resources and mechanisms to prevent and respond to violence against children. However, Outcome 3 has been less successful in mobilizing sufficient resources and significantly impacting women’s participation in the political process and in decision-making positions in the civil service system and sustainably preventing and eliminating gender-based violence and women’s economic empowerment. The key results and achievements between 2014 and 2016 are presented below.

#### *Outcome Indicator Progress*

The outcome indicators listed below are the ones which have not yet reached the 2018 targets. The data for Outcome indicator 3.4 Percentage of children who report experiencing violence (Total, Male and Female) had not been available since 2014 and therefore it was impossible for this Outcome Group to set targets. The data became available in 2017.

**Outcome Level Indicators  
(against 2018 targets)**

Outcome 3 had data gaps in its result framework. Even after the indicator revision, the three indicators below are still without targets.



Outcome Indicators	2016 Status	2018 Target
3.4 Percentage of children who report experiencing violence (Total)	63.3	N/A
3.4 Percentage of children who report experiencing violence (Male)	65.48	N/A
3.4 Percentage of children who report experiencing violence (Female)	61.7	N/A

The outcome indicators listed below are the ones which have not yet reached the 2018 targets.

Outcome Indicators	2016 Status	2018 Target
3.1 Prevalence of domestic violence against women (Female 15–49 yrs)	26	25
3.2 Percentage of women reporting acceptance of domestic violence (Female 15–49 yrs)	74	45

### Output Indicator Progress

Output	Reached / Total	Percentage
<b>Output 3.1:</b> Strengthening the Legal and Policy Environment to advance the Rights and Protection of Women and Children.	2/2	100%
<b>Output 3.2:</b> Gender Mainstreaming in Key Ministries, Autonomous Bodies and Non-Governmental Organizations with Resourced Gender Mainstreaming Strategies.	3/8	38%
<b>Output 3.3:</b> Boys, men, girls, and women have increased awareness of and positive attitudes towards preventing and eliminating gender-based violence.	0/1	0%
<b>Output 3.4:</b> Institutions, communities, families, children in minimum four districts have the knowledge, skills, resources, mechanism to prevent, respond to violence against children.	0/3	0%
<b>Output 2.7:</b> In school and out of school youth have increased access to and utilize youth friendly services.	1/1	100%
<b>Output 2.8:</b> Women, children, youth and other at risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being.	3/6	50%
<b>Total</b>	<b>9/21</b>	<b>42%</b>

### Key Results between 2014 and 2016

#### Output 3.1: Strengthening the Legal and Policy Environment to Advance the Rights and Protection of Women and Children.

In 2014, the national civil society organisation Respect, Educate, Nurture and Empower Women (RENEW) expanded women and child protection services to Samtse and Mongar districts. To better implement policies and procedures, legal professionals, police, children and volunteers were trained on child rights protection. Monastic institutions and nunneries were also engaged, and the Youth Development Fund developed a strategic plan and guidelines for their child protection work.

In 2016, the 8th and 9th Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) periodic report was submitted to the CEDAW Committee by the RGoB.



### **Output 3.2: Gender Mainstreaming in Key Ministries, Autonomous Bodies and Non-Governmental Organizations with Resourced Gender Mainstreaming Strategies.**

The UN worked to introduce gender considerations across all ministries, civil society organisations and the private sector to ensure targets set out in the 11<sup>th</sup> FYP were financially viable. In 2014, the UN helped develop gender guidelines and a National Review of the Beijing Platform for Action+10, and an international declaration of women's rights, as agreed at the Fourth World Conference on Women held in Beijing in 1995. Based on UN recommendations, the final report assessed national implementation and compliance with the CEDAW and the Convention on the Rights of the Child (CRC). In addition, the National Commission for Women and Children (NCWC) developed rules and regulations for Acts on Child Care and Protection, Child Adoption, and Domestic Violence Prevention with UN support. The UN also supported the Violence Against Children study. 30 health workers from across Bhutan were trained to manage domestic violence cases; and a high-level workshop was held with the MoH, the Office of the Attorney-General, University of Medical Sciences, Bhutan Narcotics Control Agency, Royal Bhutan Police, NCWC, parliamentarians and civil society organizations. The workshop standardised services for survivors of domestic violence and new standard operating procedures (SOP) and protocols are being developed with on-going UN support.

In 2016, following recommendations made in the Gender Responsive Budget Analysis Report of Three Sectors (education, health and agriculture), the RGoB with the UN's support included a section on gender in the MTR of the 11th FYP.

### **Output 3.3: Boys, men, girls and women have increased awareness of and positive attitudes towards preventing and eliminating gender-based violence.**

In 2014, the UN partnered with and explored network opportunities to eliminate domestic violence and initiatives of the multi-sectoral task force of the MoH and community volunteers from RENEW. In order to sustain the RGoB's work plans, a standard operational guideline on 'Reaching out Together, Empowering Communities' was initiated. RENEW also trained media houses, representatives of private security services, and the Bhutan Olympic Committee on domestic violence, reproductive health and violence against children. Media professionals were trained on gender sensitive reporting and joint advocacy messages to be broadcast on national media every week beginning in 2015. Videos on engaging men and boys as positive role models were also produced by RENEW. Since monastic institutions are trusted by communities, the UN worked with the Bhutan Nuns Foundation to encourage nuns and monks to prevent and address domestic violence in their communities.

In 2015, the UN launched the HeForShe campaign in Bhutan, which puts men at the centre of activism and dialogue to end persistent inequalities experienced by women and girls. The campaign galvanized support throughout the country with more than 900 people, including the Prime Minister, committing to take action for a more equal society.

Domestic violence remains a pervasive issue in Bhutan, with 73 percent of women becoming victims of abuse at some point in their lives. In response, the UN has networked effectively among key stakeholders such as the police, the courts and volunteers, raising awareness around the Domestic Violence Prevention Act. This training also led to a joint annual work plan that will strengthen multi-sector collaboration in tackling health and social challenges. The UN continued its tradition of observing International Women's Day (March 8) and the International Day for the Elimination of Violence Against Women (November 25) in partnership with members of the multi-sector task force and community-based support system volunteers. As a result, partnerships were strengthened among volunteers, teachers, village headmen and monastic institutions. On November 25, a message from His Holiness the Je Khenpo (head of the monastic system) attracted wide support as he called on Bhutanese to end all forms of violence against women and children.

### **Output 3.4: Institutions, communities, families and children in a minimum of four districts have the knowledge, skills, resources and mechanisms to prevent and respond to violence against children.**

To celebrate the 25th Anniversary of the CRC adopted by the UN General Assembly in 1989, the UN organised a children's summer art camp with VAST Bhutan, a civil society organisation for children, with the theme: 'Imagine Y/Our Future'.

With UN support, an in-depth qualitative research study on violence against children was completed in 2015. The study, phase two of a three-phase project, identified the drivers of violence against children and gathered children's and adults' perceptions of violence against children. It also generated important evidence on current knowledge, attitudes and practices related to violence against children in Bhutan. The study's findings contributed to the design of a prevalence study, to be completed in 2016. To improve reporting and response services amid increasing violence against children and women, the UN – in collaboration with the Scottish Police College and the Royal Bhutan Police – developed a capacity-building programme for first responders, investigators and specialist police officers on child-and-women-friendly policing practices. 10 police officials, trained as trainers, instructed a first batch of 40 police personnel – including officers – at the women and child protection units and desks.

In 2016, with completion of the research on violence against children, Bhutan for the first time has robust data on violence against children. This key evidence will be crucial to shape the national child protection policy, especially the National Child Protection Strategy as well as the Plan of Action on Child Protection. This will also be a useful tool for increased investments in child protection in the next five-year plan. Professionals who come in contact with children, including welfare staff, teachers, counsellors, police and judicial officers now have improved knowledge and skills to deal with children. Focused interventions such as the women and child friendly policing curriculum for police has enabled police to deal sensitively and effectively with women and children. Additionally, engagement with girls working in drayang (entertainment clubs) has led to improved understanding of their vulnerabilities among programme implementation and monitoring officials. The work on protection of children with disabilities led to better knowledge among service providers about the protection needs of children with disabilities.

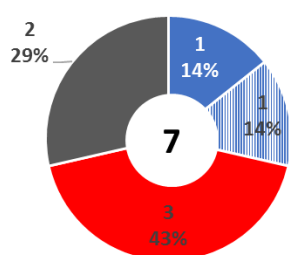
#### Outcome 4: GOOD GOVERNANCE

***By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.***

Under Outcome 4, the work of UNDP, UNFPA, UNICEF and UN Women contributed to strengthening national and local institutions for integrated planning, monitoring of national five-year plans and evidence-based decision making. The UN contributed to the preparation of the groundwork that will help coordinate the justice sector and promote citizens' access to legal aid. Central and local governments are better able to deliver effective, equitable public service and communities have become better equipped to exercise principles of democratic governance with a focus on inclusiveness, transparency, accountability, decentralization and evidence-based decision making. The UN effectively contributed to the consolidation of Bhutan's parliamentary democracy in the context of the 2008 Constitution, helping to strengthen the capacity of Parliament, the Election Commission, the Royal Audit Authority, the ACC and the Office of the Attorney General during their inception years. The UN partnered with CSOs as effective channels to promote democratic principles and to respond to the needs of vulnerable groups, bringing about positive humanitarian and development results at the local level. However, the UN has been less successful in mobilizing sufficient resources. Key results and achievements between 2014 and 2016 are presented below.

## Outcome Indicator Progress

### Outcome Level Indicators (against 2018 targets)



The main issue in the Outcome 4 result framework was data gaps. Even after the indicator revision, the two indicators below are still without regular data updates.

Outcome Indicators	2016 Status	2018 Target
4.4 Proportion of youth reporting participation in local/national decision making (youth forum)	N/A	20
4.7 Percentage of regions (dzongkhags/geogs) with functional database	N/A	100

The outcome indicators listed below are the ones which have not yet reached the 2018 targets.

Outcome Indicators	2016 Status	2018 Target
4.1 National Integrity Assessment Index	8	10
4.5 Percentage of women in parliament	8.33	20
4.6 Percentage of elected women in local governments	11.39	20

## Output Indicator Progress

Similarly, to the Outcome Indicators, Outcome 4 had a significant data gap after the revision of the result framework. 12 out of 28 indicators (43%) did not have data to update. Generation of the data where not already available has not been prioritized in the implementation of the One Programme as there is a relatively low incentive to seek means of measurement, and because of the UNCT and RGoB decision not to overhaul the Results Framework in 2016.

Output	Reached / Total	Percentage
<b>Output 4.1:</b> Key national and local institutions strengthen systems for effective public finance management and integrated monitoring of plans and programmes, evidence-based decision making based on harmonized national statistics and information.	6/11	55%
<b>Output 4.2:</b> Local government and public administration bodies are better able to deliver effective and equitable public services.	1/3	33%
<b>Output 4.3:</b> Women and youth have increased opportunities to participate in leadership as well as in policy making, planning, and implementation of development plans.	2/7	29%
<b>Output 4.4:</b> Media and CSOs are better able to promote the participation of people in particular youth, in democratic processes, public dialogue and discourse.	2/5	40%
<b>Output 4.5:</b> People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms	1/2	50%
<b>Total</b>	<b>12/28</b>	<b>43%</b>

### *Key Results between 2014 and 2016*

#### **Output 4.1: Key national and local institutions strengthen systems for effective public finance management and integrated monitoring of plans and programmes, evidence-based decision making based on harmonized national statistics and information.**

The UN supported the National Statistics Bureau to prepare for the next Population and Housing Census and to establish village data management systems introduced in all 205 geogs administrations. The systems will strengthen the capacity of geogs to gather reliable data on population dynamics for policies and planning.

The UN also helped the RGoB undertake a comprehensive vulnerability assessment to determine baselines and targets, identify data and information gaps, and recommend future policy directions. This paves the way for addressing the needs of vulnerable populations in Bhutan and is helping the RGoB look at inequality in a more holistic way, specifically on disability, gender and HIV.

#### **Output 4.2: Local government and public administration bodies are better able to deliver effective and equitable public services.**

The UN strengthened the organization of the local governance system. This was achieved through the support to the Department of Local Governance, local elections in 2011 and the designation of “Class A” municipalities with elected mayors in 2011. The UN’s continued technical support to fiscal decentralization provided evidence-based inputs for the government’s decision-making process through baseline studies that included recommendations on possible revenue sources at the local level, along with mechanisms for equalizing central government budget allocations. To contribute to nationwide transparency, accountability and anti-corruption efforts, and efficient, effective public service delivery with sound financial management practices, the UN has effectively partnered with CSOs in promoting people’s rights to information and promoting e-governance at local and national levels. The UN’s key achievement is the setting up of Virtual Zomdu in communities nationwide to connect voters with Parliament.

#### **Output 4.3: Women and youth have increased opportunities to participate in leadership as well as in policy making, planning and implementation of development plans.**

Several studies and reviews on women’s representation in the civil service and elected offices were conducted with UN support. A childcare facility was also piloted in one of the ministries (MoWHS) as a result of the studies; in order to encourage women to contest local elections, prospective female candidates were trained in leadership and communications.

With UN assistance, the NCWC drafted a National Action Plan for Equality in Elected Offices in 2014.

The Department of National Budget issued detailed guidelines, through a Budget Call Circular, to ensure that the proposals submitted by agencies are gender balanced.

Studies were used to strengthen the leadership of prospective and current female local leaders. Studies by the Election Commission of Bhutan and the Institute for Gross National Happiness Studies implied further need to promote individual and community level awareness and behavioural change to increase women’s participation in governance.

Following the adoption of the Beijing Platform for Action in 1995, the RGoB endorsed gender responsive planning and budgeting (GRPB) as a key strategy to achieve gender mainstreaming. The UN worked to strengthen the capacity of officials at national and district levels to “engender” plans, policies and budgets, particularly in agriculture, health and education. The Department of National Budget and the UN, with support from the Asian Development Bank, undertook GRPB analyses in those three key sectors.

#### **Output 4.4: Media and CSOs are better able to promote the participation of people – in particular youth – in democratic processes, public dialogue and discourse.**

Communication tools like the new interactive parliamentary website and video conferencing between Members of Parliament and their constituents were developed to improve participation in government processes. The scaling-up of the Virtual Zomdu project connected 47 constituencies with their 72 parliamentarians. This initiative, made possible by the UNDP Innovation Fund and with UN technical support,

strengthens constituents' oversight of elected officials. It enables citizens across Bhutan to meet with their parliamentarians virtually and frequently, so they can find out about the work of their representatives and share their own views and priorities.

To engage youth more in local and national development, the UN supported several youth volunteering initiatives on democracy while also working with the DLG, Institute for Gross National Happiness. The Bhutan National Legal Institute advocated their rights through programmes in rural communities, and through the television series 'Zhidey Tsawa' at school law clubs. The Bhutan Centre for Media and Democracy produced a video on human rights for the first time. The video was broadcast on national television to improve understanding of the fundamental rights and duties of every Bhutanese citizen.

The UN supported the RGoB in developing guidelines and human resources so that officials have the skills and knowledge to help Bhutan fulfil international treaty obligations. The Guidelines for International Treaty Ratification were submitted to Cabinet for endorsement in 2015.

In its seventh year of democracy, Bhutan launched the Democracy Dialogue to enhance collaboration among political parties. It also created a Children's Parliament and Constitution to deepen the understanding of democratic procedures among youth. The Children's Parliament was developed by the Election Commission of Bhutan in collaboration with the National Assembly. The launch of the Constitution for the Children's Parliament was supported by the UN and the Swiss Agency for Development and Cooperation.

In the context of further strengthening democratic structures and towards enhancing capacity of key stakeholders and policy makers to analyse, understand and influence social policies, a certificate course on Social Policy was introduced for the first time by the Sherubtse College, Royal University of Bhutan. Two groups of 55 participants, including parliamentarians, civil servants and CSO representatives, were trained in 2016.

The UN partnered with four civil society organizations to support the empowerment of adolescents and youth by providing 35 grants for start-ups managed by groups of young people. These six to 12 month, youth-led initiatives, with budgets ranging from USD 500 to USD 2,000, were in diverse areas, including education, environment, violence against women and children, employability and entrepreneurial skills. This experience enhanced grantees' capacities to manage an entire grant cycle, including grant application, implementation, monitoring, financial management and reporting.

#### **Output 4.5: People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms.**

To improve access to justice, an international symposium on legal aid was held by the Office of the Attorney General following which the Bhutan National Legal Institute developed a road map for inclusive and effective legal aid. The UN also supported draft social media policies and helped review the Ethics and Integrity Infrastructure to advance transparency and good governance.

The UN worked with the Bhutan National Legal Institute to increase their capacity to educate and raise awareness among youth about legal issues, and to monitor and coordinate youth outreach programmes.

The NKRA for the Justice Sector was integrated in the 12th Plan Guideline which will allow justice sector development to be inclusive, accessible and fair. The UN will continue to support the development of a comprehensive justice sector strategy in 2017. In partnership with Parliament, the UN developed a Public Hearing Manual which was presented in the 9th Session of the second parliament of Bhutan. The manual provides guidance to Parliamentarians and various committees in performing their legislative, oversight and representational roles to further build and sustain the relatively new democracy.

### **Common Budgetary Framework**

Resource mobilization has been one of the biggest challenges for the UNCT during the One Programme implementation. Table 1 (below) shows that five out of seven resident agencies have experienced a budget decline since 2014.

**Table 1: Bhutan UNCT Budget Trend (2014–2016)**

Agency	2014	2015	2016	2016 budget against 2014
UN Women	189,961	108,000	129,600	68%
UNICEF	4,821,699	4,825,403	3,726,779	77%
FAO	108,367	248,742	87,892	81%
UNFPA	1,003,463	1,096,132	826,097	82%
WFP	1,819,391	1,730,458	1,616,545	89%
WHO	2,431,141	2,431,141	2,657,734	109%
UNDP	3,575,672	5,154,158	6,463,559	181%
<b>Total</b>	<b>12,946,231</b>	<b>14,497,902</b>	<b>14,682,109</b>	

The UNCT, as of December 2016, managed to mobilize USD 45,769,811 (for the period 2014–16), or 53% of the total planned budget of USD 86,437,134 for the One Programme 2014–2018 (see Table 2 below). This is a great achievement considering that 2014–2016 was a difficult time for the UNCT to secure funds.

**Table 2: Common Budgetary Framework (as of December 2016)**

Year	(A) Total Planned Budget	(B) Regular Resources	(C) Other Resources	Total Mobilized (D) = B+C	Gap (to be mobilized) (E) = A-D	Gap (F) = E/A %	Progress (G) = 1 - (E/A) %
2014	19,486,815	5,338,438	8,772,988	14,111,426	5,375,389	28%	72%
2015	18,539,682	4,338,644	10,765,404	15,104,047	3,435,635	19%	81%
2016	16,201,511	3,930,723	12,216,723	16,147,446	54,065	0%	100%
2017	17,140,477	N/A	N/A	N/A	17,140,477	100%	0%
2018	15,068,649	N/A	N/A	N/A	15,068,649	100%	0%
<b>Total</b>	<b>86,437,134</b>	<b>14,014,696</b>	<b>31,755,115</b>	<b>45,769,811</b>	<b>40,667,323</b>	<b>47%</b>	<b>53%</b>

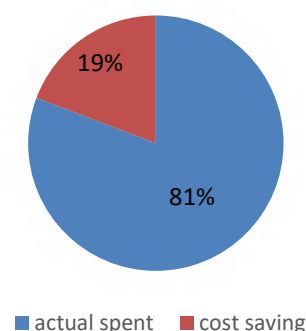
\*As of December 2016, the gap of the Common Budgetary Framework is USD 8,865,089 (16%).

## Operating as One

The quality of support to business operations is critical to the quality of programme delivery. Operating as One is a business model that provides UNCTs with an outline for common operational support of the One Programme. This strategic and cost-effective model capitalizes on existing agency operational capacities and consolidates service provision. Common operations are based on local capacity and needs, allowing for a localized, realistic and scalable approach that matches specific country needs and requirements. The BOS outlines the outcomes and the outputs expected from the OMT for a given period endorsed by the UNCT. The budget for each year is drafted in line with the BOS with the final endorsement made by the UNCT.

Operationally, the common BOS has increased efficiency and reduced costs. It aims to enhance the cost effectiveness and quality of operations back office processes such as procurement, Information and Communications Technology, Human Resources, Logistics, and Admin and Finance. With the BOS and the help of a common services officer there have been costs savings in the form of a surplus of 19 percent (ie. \$65,820) (Chart 1) in the budget for premises, security and communication in 2016. This more cost-effective model has capitalized on existing agency operational capacities and consolidated some service provision.

Chart 1: OMT 2016 Budget



## Chapter 3: Development Results

This chapter provides a summary analysis of the evaluation findings. It also presents the evidence relating to the evaluation criteria (Relevance, Effectiveness, Efficiency and Sustainability) and the corresponding nine key evaluation questions identified and agreed on during the inception stage.

### Relevance

#### 1. How well have the One Programme outcomes addressed key development issues in Bhutan, their underlying causes and challenges? And what are the gaps that need more attention (with reference to achieving the 11<sup>th</sup> FYP and other development goals and targets)?

As shown in the table below, the One Programme outcomes are fully aligned with the RGoB 11<sup>th</sup> FYP and the four pillars of GNH (given that the One Programme was drafted in the context of the four pillars and not the nine domains currently used).

#### Alignment with 11<sup>th</sup> FYP

One Programme Outcome	National Key Results Areas 11 <sup>th</sup> Five Year Plan	Gross National Happiness	
<b>Outcome 1:</b> By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient, and promotes poverty reduction and employment opportunities, particularly for vulnerable groups enhanced.	Carbon Neutral/Green and Climate Resilient Development	Conservation and Sustainable Environmental Management	
	Sustainable Management and Utilization of Natural Resources		
	Integrated Water Utilization and Management		
	Imp. Disaster Resilience and Management Mainstreamed		
	Indigenous Wisdom, Arts and Crafts Promoted for Sustainable Rural Livelihood	Historical, Cultural Property and Bhutanese Identity Promoted and Preserved	Promotion of Preservation of Culture
	<b>Outcome 2:</b> By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges.	Poverty Reduced	Sustainable and Equitable Development
		Food Secure and Sustainable	
		Employment	
		MDG + Achieved	
Food Secure and Sustainable			
<b>Outcome 3:</b> By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.	Integrated Water Utilization and Management	Sustainable and Equitable Development	
	Needs of Vulnerable Group Addressed		
<b>Outcome 4:</b> By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.	Gender Friendly Environment for Women's Participation	Good Governance	
	Improved Public Service Delivery, Motivated Public Servants, Government Performance Management System		
	Democracy and Governance Strengthened		
	Corruption Reduced		

The UN's support is ranged across the NKRAAs. This might be the reason why the UN receives criticism from the RGoB that the UN's support is thinly spread all over the 11<sup>th</sup> FYP and therefore it is difficult to see any tangible results.

- 2. To what extent was the One Programme flexible and relevant to respond to new issues including the country's regional and international commitments (Agenda 2030, SDGs, etc), and their causes as well as challenges that arose during the One Programme cycle?**

The One Programme has been flexible in responding to new issues including the national development agenda and international commitments like Agenda 2030 and SDGs. However, there was a non-documentation issue in monitoring the progress under Outcome 4.

#### **National Development Agenda**

Initially, one of the Outcome 4 focus areas was 'Support to local governance', but during implementation the focus shifted to 'Capacity enhancement of Parliament and Legal Sector' due to the needs of the RGoB and availability of funds. The shift in this intervention should have been accompanied by a relevant monitoring mechanism and especially indicators which were missing. Because of the absence of an adequate monitoring tool to monitor 'Capacity enhancement of Parliament and Legal Sector', the progress on indicators could not be monitored.

#### **International Commitments (Agenda 2030 & SDGs)**

There was ingenuity and responsiveness to new issues including international commitments like Agenda 2030 and SDGs. There are some interesting initiatives such as the UNCT's support to the RGoB with data ecosystem mapping as a part of the joint programme in response to Agenda 2030. As the programme was initiated in 2016, tangible results have not been observed yet, but the work done so far does appear to link a global process Agenda 2030 to the RGoB's planning work.

### **Effectiveness**

- 3. Have the four outcomes been achieved? Also to what extent and how successfully has the UNCT been using its convening, norm setting and advocacy role to bring together different stakeholders to provide external and internal coordination on critical cross-cutting issues like gender equality, environmental sustainability, results-based management, capacity development, poverty reduction and rights-based approaches to development?**

#### **Achievement of Outcomes**

The One Programme is in the fourth year of its cycle and monitoring data is only available up to December 2016. It is therefore not possible to conclude that the four outcomes have been fully achieved as yet. However, good progress has been made so far under each outcome as explained in Chapter 2. The key results under each outcome are as follows:

**Outcome 1:** The UN was effective in contributing to Bhutan's sustainable and 'green' economic growth in terms of being more equitable, inclusive and resilient to climate change and natural disasters. The UN was effective in enhancing capacity for integrated natural resource management, climate change adaptation and mitigation, and poverty-environment mainstreaming. The UN was effective in strengthening institutional and coordination capacity for climate change adaptation and disaster risk management at both national and local levels supporting climate change preparedness and adaptation practices, including through strengthened early warning systems and response mechanisms. Although the UN provided effective policy interventions for food and nutrition security, the UN has been less effective in enhancing poverty reduction by significantly addressing employment opportunities for vulnerable groups, particularly in urban settings where unemployment is growing as a result of fast urbanization.

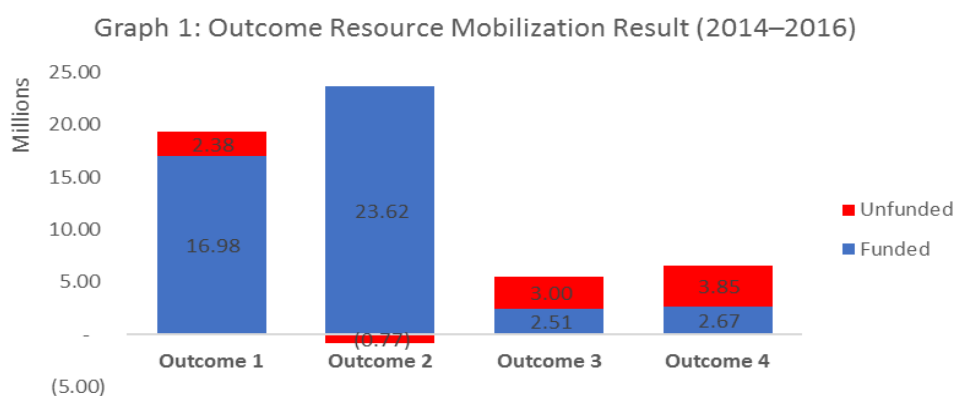


**Outcome 2:** The UN was effective in strengthening the education systems capacity, enhancing capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services, improving preparedness and response plans for disaster and emergencies, outbreaks and health security threats, enhancing the management of school feeding and promoting water, sanitation and hygiene (WASH) in schools, and youth friendly services. The UN was effective in providing quality maternal, newborn and child health care, nutrition, reproductive health and sexually transmitted infection (STI) / human immunodeficiency virus (HIV) services and improving access to medical supplies and health services by strengthening the national public health procurement system and the legal and policy environment. The UN was effective in promoting WASH in schools, monastic schools and nunneries, enhancing knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being, access to adolescent, sexual and reproductive health services and young people.

**Outcome 3:** The UN contributed to strengthening laws and policies to advance the rights and protection of women and children, sensitizing parliament and building the capacity of the Royal Audit Authority for auditing from a gender perspective, gender mainstreaming in key ministries, autonomous bodies and non-governmental organizations with resourced gender mainstreaming strategies, increasing awareness of and positive attitudes towards preventing and eliminating gender-based violence, and enhancing knowledge, skills, resources and mechanisms to prevent and respond to violence against children. However, the UN has been less successful in mobilizing sufficient resources and having an impact on women's participation in the political process and in decision-making positions in the civil service system. The UN's ability to sustainably prevent and eliminate (or significantly reduce) gender-based violence was very limited.

**Outcome 4:** The UN was effective in contributing to the consolidation of Bhutan's parliamentary democracy in the context of the 2008 Constitution, helping to strengthen the capacity of Parliament, the Election Commission, the Royal Audit Authority, the ACC and the Office of the Attorney General during their inception years. The UN partnered with CSOs as effective channels to promote democratic principles and to respond to the needs of vulnerable groups and bring about positive development results at the local level. The UN was effective in strengthening national and local institutions for integrated planning, monitoring of national five-year plans, and evidence-based decision making. The UN was effective in contributing to the preparation of the groundwork that will help coordinate the justice sector and promote citizens' access to legal aid. However, the UN has been less effective in mobilizing sufficient resources. Challenges were observed especially in the monitoring and evaluation (M&E) of the One Programme. The joint programmes/programming have become more active since 2016 because of the change in the nature of proposals being submitted which involve cross-cutting issues like gender, disability and environment sustainability. These types of cross-cutting issues brought more than one agency to work together leading to effective joint programmes/programming (i.e. SDGs, Data and Support to the 12th FYP Formulation, Promoting Gender Equality and Women's Empowerment, Disability, and Emergency Preparedness and Response).

Graph 1 shows that the successful resource mobilization was not equally benefitted across the different outcomes. Outcomes 1 and 2 achieved 88% and 103% respectively against the planned budget (2014–2016), while Outcomes 3 and 4 managed only 46% and 41% respectively. The resource mobilization gap is significant under Outcomes 3 (54%) and 4 (59%). This resource mobilization gap clearly impacted the progress of the One Programme.

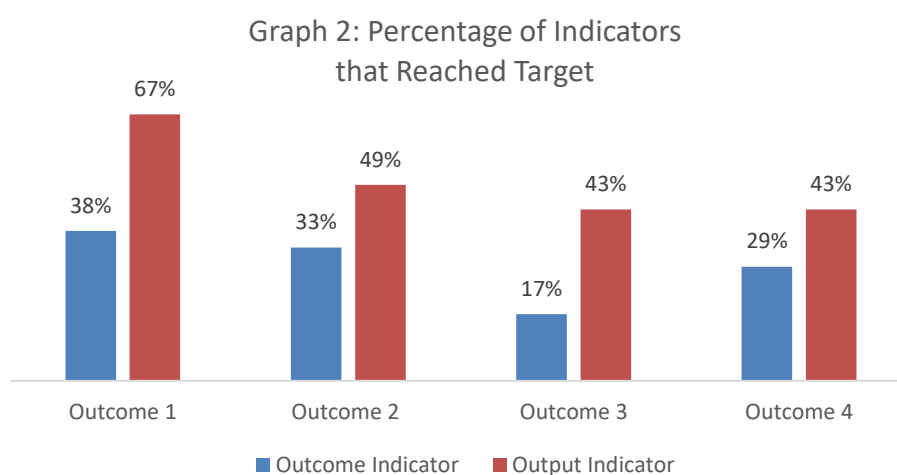


### Overview of Indicator Progress and Results (as of December 2016)

#### Indicator progress<sup>7</sup> (See Annex 2: One Programme Result Framework for detailed information)

There was a significant gap (20% or 37 out of 145 indicators are without data) in the results framework of the One Programme, especially in Outcome 4 where nearly 50% (19 out of 39) of indicators were not updated before the revision. In this group, the revision also did not help much as there were still 14 indicators which lacked regular updates after the revision. Indicator progress may therefore not present reliable results.

The outcomes faced resource mobilization challenges, especially Outcomes 3 and 4, which mobilized only 46% and 41% against the targets (Graph 1), and also made slow progress in the indicator results as shown in Graph 2. On the other hand, the outcomes with sufficient funds, Outcomes 1 and 2 with 88% and 103% resource mobilization results (Graph 1) have made relatively good progress.



#### 4. How effective has the One Programme planning, monitoring and evaluation mechanism been?

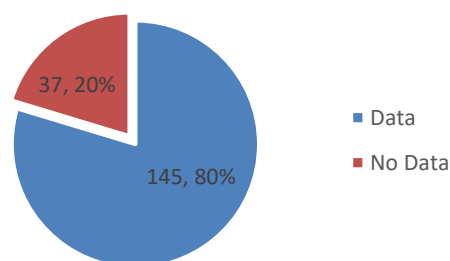
Under the guidance of the PME group chaired by UNICEF, the One Programme planning and monitoring mechanism played a basic role in monitoring and reporting annual progress of the One Programme. Outcome Groups chaired by RGoB and UN Co-chairs with technical support from UN facilitators ran this mechanism through MYR and EYR. At the end of the year, these Outcome Groups present achievements made in the year with an annual plan for the next year to the Country Programme Board.

<sup>7</sup>All the data for indicator updates was provided by implementing partners including RGoB, CSOs, the university etc during the annual EYR. Outcome level indicators have 2018 targets only and no annual targets, while output level indicators have annual targets.

This mechanism had several challenges including:

- The PME group’s role in guiding the UNCT for strategic planning and monitoring needs to be strengthened;
- There was no One Programme five-year M&E plan although the UN PME group implemented annual M&E plan;
- The annual monitoring and reviewing process heavily depends on UN facilitators (especially Outcome 1, 3 and 4) as they are the ones who collect the necessary information and data from implementing partners and compile and report them to the PME group;
- There is a lack of mechanism to track, monitor and report on UN contributions as well as ensure that the support is adequately reflected in the RGoB planning and monitoring system (Annual Performance Agreement);
- Low accountability from non-UN stakeholders in planning, monitoring and evaluation;
- A lack of Theory of Change which makes the One Programme difficult to be measured;
- Multiple reporting requirements were an issue. While a UN Country Office Result Report is compiled annually, each participating agency also reported on their individual progresses internally through project progress and annual reports. Implementing partners also have multiple reporting requirements to various agencies using different reporting formats, thereby increasing their transaction costs;
- A quarter of the indicators did not have regular data updates (see Chart 1) before the revision of the result framework (Outcome 4 was especially weak in this regard with more than 50% of indicators (19 out of 39 indicators) without a regular update before the 2017 revision of indicators.) due to:
  - Too many indicators (182 indicators: 42 outcome indicators and 140 output indicators – sub-indicators included);
  - Unrealistic indicators such as impact level indicators at outcome levels;
  - No clear definitions of indicators;
  - No responsibilities were assigned to the Implementing Partners for tracking and reporting of the progress;
  - Weak assessment on risk and too many assumptions (an unrealistic plan for future surveys).

Chart 2: Data Availability



**5. To what extent has the UNCT been drawing on collective global assets to provide technical expertise, support innovative approaches and exchange knowledge and capacity development based on international best practice?**

There has been follow up to Agenda 2030 and the UN is helping the RGoB in its determined efforts to align the next five-year plan with the SDGs. Whether this represents drawing on collective global assets to provide technical expertise as opposed to local level UN assets was difficult to ascertain.

More importantly, the challenge of achieving GNH, its role in climate change and sustainable development and the evolving geopolitical situation in neighbouring states may move Bhutan closer to the global centre stage over the following decades.

**6. How effectively was joint programmes/programming under the One Programme used to address critical crosscutting issues like gender equality, environmental sustainability, results-based management, capacity development, a multi-dimensional approach to poverty reduction and rights-based approaches to development?**

The experience in multiple countries is that the UNCTs have historically found it difficult to carry out joint programme identifications and formulations. However, in Bhutan, joint programmes have been active since 2016 because of a change in the nature of the proposals being submitted which now include cross-cutting issues like gender, disability and environment sustainability. This type of cross-cutting enables more than one agency to work together leading to effective joint programmes/programming.

The ones that have been successful are those where resource opportunities were available and therefore not driven by other factors such as efficiency, effectiveness, and coherence, for example gender is one area where almost all agencies work but UN joint programme on gender did not materialize.

The UNCT in Bhutan currently engages in the following four joint programmes initiatives:

The **SDGs, Data and Support to the 12th FYP Formulation** joint programme supports the RGoB to develop a results-oriented, inclusive and financially sustainable 12th FYP based on data for evidence-based decision making through three outcomes: 1) The 12th FYP is inclusive and results-oriented, mapping progress to advance GNH while also measuring SDG impact where relevant; 2) A data ecosystem is in place in Bhutan that supports evidence-based decision-making; and 3) The public sectors are familiar with SDGs and how to leverage them as a tool to achieve GNH. This joint programme is led by UNDP with members drawn from UNFPA, UNICEF, UN Women and WFP.

The **Promoting Gender Equality and Women's Empowerment** joint programme aims to support gender equality in Bhutan by addressing fragmented support and enhancing transparency for greater synergy to increase programme effectiveness not only amongst UN agencies, funds and programmes, but also together with development partners who are committed to supporting gender equality in Bhutan.

The **Disability** joint programme aims to support the RGoB to create an enabling environment for the UN Convention on the Rights of Persons with Disabilities ratification by enhancing evidence-based policy-making supported with appropriate data/analysis, and fostering behaviour change by raising the awareness of duty bearers and service providers to ensure no-one is left behind.

The **Emergency Preparedness and Response** joint operation supports the RGoB to develop an Inter-agency Contingency Plan for Earthquakes that clearly delegates the roles and responsibilities of various partners and actors; and conducts earthquake simulation exercises to test contingency plans and coordinate mechanisms to identify possible gaps in the plan.

There are additionally several joint activities (besides the joint programmes/programming) such as the successful collaboration between WHO and UNICEF in the area of neonatal care. This can be cited as an example of where agency collaboration took place spontaneously.

## Efficiency

### 7. How has the efficiency of management improved after the UNDAF started being implemented as DaO (in terms of use of resources, implementation of the capacity development strategy and roll-out of country-level engagements)?

UN Bhutan became a DaO self-starter country in 2008. Since then, the DaO has helped improve efficiency in several different areas, one of which in the current One Programme cycle was an improvement in business operations. In 2016, the UNCT's Operating as One approach achieved a 90% success rate against planned activities. 19% (USD 65,820) from the total planned budget of USD 342,155 was saved by using cost-efficient approaches. Moreover, one of the government officials who had worked in an UN office before returning to government service provided supportive comments on the UN system's efforts to DaO as it had set an example to the Bhutanese ministerial departments of how to work together in a non-silo fashion.

The evaluation team identified a number of challenges which hindered efficiency in DaO – data gaps and coordination. The evaluation found coordination (both internal and external) as one of the biggest issues in the DaO.

## Data Gaps

- The mechanism to monitor the efficiency of the DaO has not been established to provide enough data and information on the efficiency of DaO.

## Coordination

The One Programme has been implemented and monitored under the overall supervision and guidance of a joint government UN CPB. The board is co-chaired by the Secretary, GNHC and the UNRC. Board members comprise senior officials of key national implementing partners and UNCT members. Joint Government-UN Outcome Groups for each of the four outcomes are responsible for planning, implementation, monitoring and achievement of planned outputs and outcomes under the One Programme. Outcome Groups consist of representatives of relevant national implementing or strategic partners and UN agencies. In addition to these Outcome Groups, in late 2015, the UNCT introduced the IITA<sup>8</sup> to focus on integrated planning, implementation, monitoring and reporting effectively on the expected thematic results.

A number of RGoB officials and development partners talked about the high transaction costs of working with the UN especially when it comes to meetings. UN agencies tend to approach the RGoB and development partners for meetings separately. This sometimes means the RGoB and development partners have to deal with several meetings on similar topics, rather than organizing the meetings in a coordinated way.

### Internal Coordination (within the UN)

- Leadership aimed at UN coherence and coordination have been provided to the UNCT but there is room for better coordination. Agency specific mandates are important but each agency staff time commitment to One Programme collaboration should also be prioritized.
- **Non-resident Agencies/Regional Commission:** There is room for improvement in coordination with NRAs/ESCAP. The UNCT is not fully aware of the NRAs/ESCAP interventions in Bhutan. This needs to be addressed to avoid potential UN overlaps and duplication.

### External Coordination (with the RGoB, CSOs and Development Partners)

- **RGoB:**
- CPB: The past three CPB meetings saw neither appropriate levels of participation by members nor did they engage in high level strategic discussions. This seemed to have stemmed from the fact that most of the officials that participated in the CPB meetings were at the technical level who were directly responsible for implementing programme. In addition, CPB also lacked adequate CSO representation as Tarayana was the only member.
- Outcome Group: Inadequate leadership by Co-Charis resulted in poor strategic planning during regular meetings such as the mid-year review, end-year review and Country Programme Board meeting. This resulted in preparing the Annual Work Plan with activity level targets which did not help with monitoring and reporting of the Annual Work Plan during the MYR and EYR. Yearly planning and review coordination under Outcomes 3 and 4 was a big challenge as these groups had more than 20 implementing partners to coordinate with. This burden was carried by the UN Outcome Group facilitators as the RGoB did not appoint any themselves.
- **CSOs:** CSOs will continue to play a major role in achieving national goals and objectives and ensuring sustainability as they have a wide reach to grassroots all over Bhutan and play a key development role for the long-term sustainability. In this context, CSO support, including capacity enhancement of CSOs, is going to be one of the most important areas for the UNCT.
- **Development Partners:** The bi-monthly Development Partners Group meeting aims at better coordination and collaboration among development partners. However, there is still a long way

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<sup>8</sup> The initial themes agreed by the UNCT were: Nutrition/Food Basket; Disability; Parliament; Emergency Preparedness and Response; Human Rights; and Data and Transition from the 11th–12th FYP. However later in October 2016, the number of IATs became five with Data, SDGs and Transition from 11th–12th FYP (the only existing joint programme so far in the One Programme); Nutrition; Disability; Gender Based Violence; and Emergency Preparedness and Response.

to go for coordination and collaboration as the group is currently just for information sharing including agencies analytical works and missions.

**8. To what extent has the DaO five pillars (including the One Programme, Common Budgetary Framework, One Leader, Operating as One and Communicating as One) been enhancing the effectiveness and efficiency of UN support to the 11th FYP?**

The UNCT has made strong progress in DaO. The UNCT Bhutan achieved 13 out of 15 core elements under the five pillars of DaO – Core Element 13 (Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework) and Core Element 14 (Joint Communication Strategy) were the two exceptions. Although the UNCT made good progress in DaO overall, there are several issues which need to be addressed during the next UNDAF (Annex 5). The core elements are:

**Pillar 1: Overarching Pillar**

**Core Element 1 – One Programme Oversight:**

The RGoB and UN jointly organize the CPB meeting every year to discuss annual progress of the One Programme especially financial delivery, physical delivery, indicator progress, achievements and challenges. Areas of improvement in this forum are the need to increase RGoB ownership and weak strategic discussion during the board meeting.

**Core Element 2 – Annual Country Result Report:**

- No endorsement of the report by the CPB. SOP recommends CPB endorsement, but the UNCT Bhutan normally gets endorsement from the UNCT only.
- No reporting on joint communication, as joint communication is not active in the UNCT. There has been no achievement to report in this area.
- Tendency to report lower level achievements (i.e. activity level achievements) not higher-level achievements (i.e. output or outcome level achievements).
- Late publishing of the annual report. Due to lack of capacity in the RCO, the report tends to be released late (i.e. around mid-year).

**Pillar 2: One Programme**

**Core Element 4 - Joint Annual Work Plans signed by involved UN entities**

- Some of UN agencies including WHO, IFAD, UNAIDS, UNCTAD, UNEP, UNESCO, UNCDF, and UNIDO, implements projects in Bhutan but do not participate in AWP and its planning, reviewing and reporting process. This makes it challenging for the UNCT in Bhutan to monitor and report results of UN agencies working in UN.

**Core Element 5 – One Programme Coordination:**

- Some results groups have relatively strong leadership by heads of agencies but others are not at the same level. Lack of leadership by heads of agencies results in poor strategic planning during regular meetings such as the mid-year review, end-year review and Country Programme Board meeting. This resulted in preparing the Annual Work Plan with activity level targets which did not help with monitoring and reporting of the Annual Work Plan during the MYR and EYR.
- Not fully aligned with the national planning and reviewing mechanism. The RGoB has an Annual Performance Appraisal system for their annual monitoring purpose. Currently, the UN annual planning, monitoring, reviewing and reporting process is not aligned with this RGoB system. In the past, the UNCT tried to have an agreement with the RGoB but it has not materialized.

### **Pillar 3: Common Budgetary Framework and One Fund**

#### **Core Element 6 – Common Budgetary Framework (CBF):**

- The CBF of the One Programme was prepared based on best available estimates of agency at the time of planning. Phasing out of Bhutan's development partners during the One Programme period and improvement in Bhutan's microeconomic indicators leading to Bhutan's possible transition to LMIC in the next few years have significantly affected resource mobilization specially in the social areas as evident from the under-resourced Outcomes 3 and 4.

#### **Core Element 8 – Joint Resource Mobilization Strategy:**

- The UN Bhutan Country Fund was established on 30 June 2009 to have a pooled mechanism to mobilize and allocate additional resources at the country level, targeting unfunded gaps. During the One Programme period, the UNCT continued to use this fund as a vehicle for joint resource mobilization.
- A Joint resource mobilization strategy was prepared by the UNCT in 2014. The UNCT was able to access the Delivering as One Funding window, USD 754,000 including from bilateral partners such as Switzerland, Austria and Australia. Despite such successes, the UNCT was not able to actively implement Joint Resource mobilization.

### **Pillar 4: Operating as One**

#### **Core Element 11 – Business Operation Strategy (BOS):**

- The BOS was endorsed by the UNCT, adapted to local needs and capacities in order to enhance operational oneness processes through eliminating duplication of common processes to leverage efficiencies and maximize economies of scale, is highly recommended.
- The BOS was signed late - June 2017 (just before the evaluation started); and the finalization of the BOS took more than a year.

#### **Core Element 13 - Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework**

- There was a resistance from some of UNCT members to reveal entire operational/admin costs of the UN. Therefore, this Core Element has not been fully achieved.

### **Pillar 5: Communicating as One**

#### **Core Element 14 – Joint communication strategy:**

- There is no joint communication strategy and no active joint communication work among UNCT members.
- Government counterparts fully recognize agency specific support but have less of an understanding of the One Programme achievements. This may be due to agencies preference for agency specific communications. Coupled with this is also the lack of communication capacity in the RCO to actively support joint UN communications.

#### **Core Element 15 – Country Communications Group:**

- A Country Communications Group was established with clear ToR, but it did not meet regularly and is not chaired by a head of agency. With only one agency having a full-time communications officer and a lack of communications capacity in the rest of the agencies and the RCO, it was difficult to pursue joint UN communications.

## Sustainability

### **9. What are the enabling as well as constraining factors that have influenced the sustainability of the policies and programmes (at national and sub-national levels)?**

At the national level, policy sustainability is ensured through collaboration with the RGoB to formulate policies. For example, in 2014, the National Disaster Risk Management Strategic Policy Framework was drafted with UN support to strengthen policy pertaining to disaster risk reduction, and to highlight key priorities emerging from the Disaster Management Act of 2013.

One of the programme initiatives at the national level was to involve people and youth in democratic processes and policy development by giving support to the Election Commission of Bhutan to constitute the Children's Parliament in 2015 and encourage women's participation in local government and parliamentary elections.

Capacity development in all sectors of the organizations are rendered to illicit good policy making in the RGoB.

At the sub-national level, programme sustainability is ensured by working with local government and CSOs. The UNCT has worked with CSOs in various different areas including gender equality (i.e. RENEW), environmental sustainability and poverty reduction (Tarayana), and rights-based approaches to development (RENEW, Ability Bhutan Society).



## Chapter 4: Conclusions, Findings and Actionable Recommendations

### Conclusions

In the backdrop of the evaluation findings, the following pointers conclude the findings of the One Programme (2014–2018) support to the RGoB in its 11<sup>th</sup> Five Year implementation.

**Relevance:** There is alignment with the 11<sup>th</sup> Five Year Plan as the One Programme was formulated in consultation with the RGoB counterparts during its formulation. The One Programme covers all the NKRA, but the scattered focus of the One Programme with the resource mobilization gaps especially in Outcomes 3 and 4 may cause risks of low achievement in the next two years although at this stage good progress was observed in both outcomes.

The One Programme has been flexible in responding to new issues including those on the 2030 Agenda for Sustainable Development and Sustainable Development Goals (SDG) through joint programmes/programming. However, there was a challenge in accommodating the priority shift under Outcome 4 as there was no system to properly monitor the progress of the outcome.

**Effectiveness:** As this evaluation is based on data/information available as of December 2016, there are still two years remaining before the full achievement of the One Programme can be determined. So far, progress has been seen across the outcomes as follows:

**Outcome 1:** The UN was effective in contributing to Bhutan's sustainable and 'green' economic growth in terms of being more equitable, inclusive and resilient to climate change and natural disasters. The UN was effective in enhancing capacity for integrated natural resource management, climate change adaptation and mitigation, and poverty-environment mainstreaming. The UN was effective in strengthening institutional and coordination capacity for climate change adaptation and disaster risk management at both national and local levels supporting climate change preparedness and adaptation practices, including through strengthened early warning systems and response mechanisms. Although the UN provided effective policy interventions for food and nutrition security, the UN has been less effective in enhancing poverty reduction by significantly addressing employment opportunities for vulnerable groups, particularly in urban settings where unemployment is growing as a result of fast urbanization.

**Outcome 2:** The UN was effective in strengthening the education systems capacity, enhancing capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services, improving preparedness and response plans for disaster and emergencies, outbreaks and health security threats, enhancing the management of school feeding and promoting water, sanitation and hygiene (WASH) in schools, and youth friendly services. The UN was effective in providing quality maternal, newborn and child health care, nutrition, reproductive health and sexually transmitted infection (STI) / human immunodeficiency virus (HIV) services and improving access to medical supplies and health services by strengthening the national public health procurement system and the legal and policy environment. The UN was effective in promoting WASH in schools, monastic schools and nunneries, enhancing knowledge and skills to adopt behaviours and practices for improved health, nutrition and well-being, access to adolescent, sexual and reproductive health services and young people.

**Outcome 3:** The UN contributed to strengthening laws and policies to advance the rights and protection of women and children, sensitizing parliament and building the capacity of the Royal Audit Authority for auditing from a gender perspective, gender mainstreaming in key ministries, autonomous bodies and non-governmental organizations with resourced gender mainstreaming strategies, increasing awareness of and positive attitudes towards preventing and eliminating gender-based violence, and enhancing knowledge, skills, resources and mechanisms to prevent and respond to violence against children. However, the UN has been less successful in mobilizing sufficient resources and having an impact on women's participation in the

political process and in decision-making positions in the civil service system. The UN's ability to sustainably prevent and eliminate (or significantly reduce) gender-based violence was very limited.

**Outcome 4:** The UN was effective in contributing to the consolidation of Bhutan's parliamentary democracy in the context of the 2008 Constitution, helping to strengthen the capacity of Parliament, the Election Commission, the Royal Audit Authority, the ACC and the Office of the Attorney General during their inception years. The UN partnered with CSOs as effective channels to promote democratic principles and to respond to the needs of vulnerable groups and bring about positive development results at the local level. The UN was effective in strengthening national and local institutions for integrated planning, monitoring of national five-year plans, and evidence-based decision making. The UN was effective in contributing to the preparation of the groundwork that will help coordinate the justice sector and promote citizens' access to legal aid. However, the UN has been less effective in mobilizing sufficient resources.

Challenges were observed especially in the monitoring and evaluation (M&E) of the One Programme. The joint programmes/programming have become more active since 2016 because of the change in the nature of proposals being submitted which involve cross-cutting issues like gender, disability and environment sustainability. These types of cross-cutting issues brought more than one agency to work together leading to effective joint programmes/programming (i.e. SDGs, Data and Support to the 12th FYP Formulation, Promoting Gender Equality and Women's Empowerment, Disability, and Emergency Preparedness and Response).

**Efficiency:** The UNCT Bhutan achieved 13 out of 15 core elements under the five pillars of DaO – Core Element 13 'Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework' and Core Element 14 'Joint Communication Strategy' were the two exceptions. Due to active engagement by the OMT, common business operations efficiency was improved as was reported in the 2016 Annual Result Report: 19% (USD 65,820) from the total planned budget of USD 342,155 was saved by using cost-efficient approaches. In terms of programme efficiency, co-ordination was a challenge and some stakeholders, especially the RGoB and development partners, commented that high transaction costs due to multiple meetings with different UN agencies often occurred. A coordinated approach for meetings and consultation is essential for improving programme efficiency.

**Sustainability:** A number of capacity enhancement programmes/projects were carried out during the One Programme as well as policy development to establish an enabling environment of the implementing agencies including the RGoB and CSOs. This will help sustain the impact of the current One Programme.

## Lessons Learned

This evaluation identified the following lessons learned:

- 1. UNDAF Programming:** The One Programme had budget constraints especially in Outcomes 3 and 4 with ambitious goals covering all the NKRA's of the RGoB. With the changing development finance landscape, budget cuts have become prominent especially among some agencies with delivery of less than USD 2 million per annum. Such budget cuts and an overly scattered focus (raised by the RGoB counterparts on a number of occasions) may contribute to low level of achievement. Efforts need to be made to have a prioritized and focused approach in the next UNDAF. While the One Programme at strategic outcome level, is adaptive and flexible to emerging needs and priorities, there needs to be a well-documented rationale for results accountability and a means to monitor progress against agreed changes.
- 2. Planning, Monitoring and Evaluation:** The planning, monitoring and evaluation of the One Programme was a challenge as the One Programme lacked a Theory of Change (ToC) and an M&E mechanism to monitor and report on UN contributions to the 11<sup>th</sup> FYP as well as ensure that the support is adequately reflected in the RGoB planning and monitoring system. The next UNDAF should have:

- d. **PME Group:** The PME group was not active to ensure quality planning, monitoring and evaluation of the One Programme. Well-resourced planning with dedicated capacity to the PME is recommended (bearing in mind the success achieved by extra capacity given to the OMT).
  - e. **Theory of Change** with simple Results and Resources Framework using common SDGs indicators with the RGoB.
  - f. **Harmonized Approach for Reporting:** UN agencies and implementing partners bore the burden of increased transaction costs related to multiple reporting. A harmonized approach for reporting among UN agencies should be explored. This approach will provide important opportunities for increasing efficiencies.
3. **Coordination:** There is room for improvement in coordination within UN agencies in Bhutan, and with the RGoB, CSOs, and non-resident agencies (NRA) and ESCAP of the UN.
- a. **NRA/ESCAP:** The UNCT is not fully aware of the NRAs/ESCAP work in Bhutan. This needs to be addressed to avoid potential overlaps and duplication.
  - b. **RGoB:** The basic lesson in coordination with the RGoB is the UNCT should prioritise and work collectively considering the transaction costs that individual agency planning, monitoring and evaluation processes impose on the RGoB. At the same time, weak leadership and ownership of the RGoB and UN Co-chairs to annual planning, reviewing and reporting process was issue. The limited involvement of co-chairs in coordinating mid & end year reviews and CPB (the planning, reviewing and reporting) often resulted in less upstream policy discussion and strategic planning. Leadership and ownership at all levels both CPB and Outcome Group level of RGoB and UN should be enhanced.
    - i. **CPB:** The next UNDAF should review the CPB membership. More relevant Implementing partners need to be included as CPB members. CPB membership should be limited to those ministries which work directly with the UN – more CSOs should be included.
    - ii. **Outcome Group:** The next UNDAF requires stronger management arrangements (eg. appointing RGoB Facilitators in addition to UN Facilitators). Enhanced engagement by Outcome Groups (especially Co-chairs) is required to reduce transaction costs.
4. **Resource Mobilization:** The UNCT needs to look beyond traditional source of financing as the phasing out of Bhutan's development partners and the improvement in Bhutan's microeconomic indicators takes effect. In the immediate years, Bhutan is likely to transition from LDC status which will also impact the UNs ability to undertake successful resource mobilization. The current under-resourcing of Outcomes 3 and 4 is a hard-earned lesson.
- a. **Joint Resource Mobilization:** Joint programme initiatives can lead to enhanced resource mobilization opportunities and increased UNCT ownership of joint results. Going forward, actions to streamline joint resource mobilization should be considered-actioned.
  - b. **One Fund:** One fund can act as a catalyst for larger investments. The UNCT members should better utilize the One Fund including using it as a conduit for agency resources.
5. **Communications:** Stakeholders recognize agency specific results and achievements, however, there were low levels of recognition for the achievements of the One Programme. This is because there was less awareness and sensitization of the One Programme among stakeholders. There is space for improvement in joint communication including the establishment of a dedicated UN communications team.
- a. **Communications Group:** The Joint Communication group was not active. A well-resourced plan with dedicated capacity for communications is important in order to achieve advocacy-communication results.
6. **Common Business Operations:** Common Business Operations has been relatively successful with a strong leadership of the OMT chair (UNDP) and strong support from the Common Service Officer. The following issues need to be addressed during the next UNDAF:

- a. There was a delay in finalising and endorsing the BOS. Although the BOS was only signed in June, the finalization of the BOS took more than a year. This experience demonstrates that the next BOS should be formulated before the start of the UNSDPF.
- b. The Operations costs and budgets have not been integrated in the overall medium-term Common Budgetary Framework. This can be addressed by partially incorporating the operations costs and budgets, especially common services costs and budgets into the medium-term CBF.

## Actionable Recommendations

The evaluation team recommends the following points:

### 1. Integrated and Focused, but Flexible Programming

- 1.1. Areas of programme support need to be prioritized to avoid a scattered focii and in order to bring innovations/best-case practices from the international arena and contextualize them to the needs of Bhutan. Outcome areas should be limited to three or four outcomes with a maximum of three joint programmes;
- 1.2. Make accurate budget projections for the next UNDAF. Explore and access alternative sources of financing and use limited resources more efficiently by leveraging and prioritizing investments for sustained development;
- 1.3. Continue support for upstream policy work using regional and global expertise to ensure sustainability of the programme;
- 1.4. Enhance capacity of the RGoB and CSOs to collect, generate, analyse and translate relevant and reliable strategic data and information to achieve the Agenda 2030 Agenda of Leaving No One Behind.

### 2. Strong Planning, Monitoring and Evaluation Mechanism

- 2.1. Strengthen capacity of the PME Group
  - 2.1.1. Assign one RCO staff to provide dedicated support to the PME Group;
  - 2.1.2. Form a GNHC and UN PME task team (e.g. joint monitoring etc).
- 2.2. Develop a clear ToC for the UNSDPF and a strong Results and Resource Framework (RRF) using common SDGs indicators with the RGoB and having less but well-defined indicators;
  - 2.2.1. Reduce the number of indicators to a 'manageable' number;
  - 2.2.2. Ensure clear definitions for each indicator;
  - 2.2.3. Make clear demarcation of indicator levels;
  - 2.2.4. Allocate specific responsibilities to UN agencies and/or implementing partners to monitor progress;
  - 2.2.5. Conduct proper risk assessments and avoid unrealistic plans for administering surveys.
- 2.3. Prepare a five-year M&E plan with improved monitoring tools, clear ToR for the PME, plus annual plan/schedule for the Mid Year Review and End Year Review;
  - 2.3.1. Plan a UN and RGoB joint evaluation involving all UN agencies.
- 2.4. NRAs/ESCAP to be included in AWP preparation, review and reporting processes;
- 2.5. Align AWP process with the RGoB planning process (APA); and
  - 2.5.1. Access (viewing rights) to APAs that are relevant for Implementing Partners;
  - 2.5.2. Relevant IPs to have an opportunity to input into APA formulation and review (as observers);
- 2.6. Explore the harmonizing of reporting methodologies among UN agencies. This approach will provide important opportunities for increasing efficiencies and reduced transaction costs.

### 3. Stronger Coordination Mechanism

- 3.1. NRAs/ESCAP:
  - 3.1.1. Actively engage NRAs/ESCAP in the formulation, implementation, monitoring and evaluation of the next UNDAF.
- 3.2. RGoB:
  - 3.2.1. Revise the CPB membership and select only relevant IPs for the CPB membership. CPB members to have additional members from CSOs, and where relevant academia, and the private sector;

- 3.2.2. Appoint RGoB co-facilitators under each outcome; and
- 3.2.3. Coordinate among UN agencies to combine meetings and consultations with the RGoB so as to reduce the transaction burden on the RGoB.

- 3.3. CSO: Support CSOs in their capacity enhancement so that they can play a major role in the areas of Leaving No One Behind etc. and strengthen their sustainability in the medium–longer term;
- 3.4. Development partners: Focus more on avoiding duplications and overlapping through active information sharing and mapping exercises of development partners. Give highest priority to joint collaboration in the areas of: i) SDG Data and ii) Disaster Preparedness.

#### **4. Active Joint Resource Mobilization**

- 4.1. The UN Resident Coordinator (UNRC) and UNCT to lead joint resource mobilization actions (with a focus on joint programmes) and report quarterly on such actions through the monthly UNCT meetings;
- 4.2. Prepare a Joint Resource Mobilization Strategy with actions based on the analysis of the development financing landscape in Bhutan and innovative financing opportunities (i.e. Social Impact Investment, Green Financing, etc). As part of this strategy, ways to optimize the One Fund should be explored.

#### **5. Active Communicating as One**

- 5.1. A dedicated communications officer from the RCO to assist joint communications/advocacy and act as secretariat of a Communications Results Group; and
- 5.2. Formulate an annual Joint Communications Strategy workplan that is well resourced.

#### **6. Advancing Delivering as One further for efficiency gains**

- 6.1. The next Business Operations Strategy for UN agencies in Bhutan should be prepared and signed in the middle of 2018 with a start date of 1 January 2019.
- 6.2. Common service costs and budgets can be included in the middle-term Common Budgetary Framework for the next UNDAF.

## Annex 1: Terms of Reference



### **UNDAF Bhutan One Programme (2014–2018) Evaluation Commissioned by the Evaluation Management Group**

#### **BACKGROUND**

The UNDAF Bhutan One Programme (2014–2018) was developed with the overall aim of supporting the RGoB in achieving its 11<sup>th</sup> FYP goals and objectives. The One Programme formulation process included a review of the GNH pillars and 11<sup>th</sup> FYP priorities broken down into 16 NKRA, and the identification of five potential strategic areas – Poverty, Education, Health, Governance, and Sustainable Development and Climate Change – that became the basis of the current One Programme and its main four outcomes as detailed below.

**Outcome 1: Sustainable Development** – By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient, and promotes poverty reduction and employment opportunities particularly for vulnerable groups enhanced;

**Outcome 2: Essential Social Services** – By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges;

**Outcome 3: Gender Equality and Child Protection** – By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children;

**Outcome 4: Good Governance** – By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.

The One Programme was designed to ensure coherent and efficient delivery of UN support to Bhutan through DaO. In doing so, the One Programme is expected to:

- Serve as the principal programming document for the UN system to ensure that UN support is operational in a coherent and effective manner;
- Act as the overall planning and accountability framework, setting out the specific actions of UN system agencies and government partners, including key partnerships and collaborative actions;
- Act as a Common Budgetary Framework for UN system agencies, the government and implementing partners, and be a reference document for other development partners.

The One Programme sets out two levels of results expected from the UN and the RGoB – the Outcome level and Output level. At the Outcome level, the contribution is articulated in terms of specific development results that support national priorities. This is the level where the value added of the UN system as a whole is captured. At the Output level, interventions target capacity gaps among all stakeholders. The focus of interventions is on enhancing knowledge and awareness of citizens to enable them to enjoy the rights (and services) that are guaranteed by government and Constitution. This is the level of results which can be directly attributed, at least in part, to the products and services delivered by the UN system and where the UNCT is directly accountable.

To achieve these results the UNCT in all their activities have given priority to:

- Promotion of evidence-based policy making through supporting the national capacities for data collection and analysis, with particular emphasis on economic and social disadvantage;
- Support to policy integration between national and local levels and across all sectors to promote a multi-sectoral approach, with a focus on the socially excluded groups;

- Promotion of participatory approaches to ensure active engagement of all stakeholders in policy planning, implementation and monitoring;
- A strong focus on demand creation and behavioural change at the individual / community level.

**One Programme Coordination Architecture:** The One Programme has been implemented and monitored under the overall supervision and guidance of a joint government UN CPB. The board is co-chaired by the Secretary, GNHC and the UNRC. Board members comprise senior officials of key national implementing partners and UNCT members. Joint Government-UN Outcome Groups for each of the four outcomes are responsible for planning, implementation, monitoring and achievement of planned outputs and outcomes under the One Programme. Outcome Groups consist of representatives of relevant national implementing or strategic partners and UN agencies. In addition to these Outcome Groups, in late 2015, the UNCT introduced the IITA<sup>9</sup> to focus on integrated planning, implementation, monitoring and reporting effectively on the expected thematic results.

**Total Resources Required in the Beginning of the One Programme:** The total required fund for the One Programme was estimated at USD 86,677,134.

**Signatory UN Agencies to the One Programme:** The UN resident agencies in Bhutan participating in the One Programme are: FAO, UNDP, UNFPA, UNICEF, WFP and WHO. Non-resident agencies, funds and programmes include: UNAIDS, UNCDF, UNCTAD, UNEP, UNESCO, UN-HABITAT, UNIDO, UN-OCHA, UNODC, UNOPS, UNV, UN Women and IFAD.

## CONTEXT

The UNCT conducted the MTR in June 2016 with a revision of the One Programme result framework throughout the second half of 2016 which identified a number of opportunities as well as challenges of the One Programme in terms of its contribution to achieving the 11th FYP goals and objectives.

The following key opportunities have been identified:

- Strong alignment with the government's 11<sup>th</sup> FYP;
- Strong coordination by the GNHC increased efficient collaboration;
- Relatively well organized in-country UN coordination architecture in terms of collecting inputs from Outcome groups, IATT, and OMT;
- DaO provides efficiencies and synergies and avoids duplication among implementing partners and UN agencies.

The following key challenges have been identified:

- Evidence on the contributions of UN to the One Programme outcomes and outputs is still scarce;
  - Almost a quarter of all indicators (47 out of 178) of the results framework have no or insufficient data especially disaggregated data. Data gaps are significant especially in Outcomes 3 and 4;
  - The data of some indicators may not be available before the One Programme evaluation in June 2017;
  - Some outcome indicators are at impact level and maybe difficult to be measured during the five year programme period of the One Programme.
- In some cases, links cannot be established between outcomes and outputs, hence making it challenging to determine the contribution towards outcomes;
- There is a general lack of evidence and evaluation records of the current One Programme;
- There is no methodology established to measure contributions of activities jointly implemented by agencies. The major focus is still on the agency-based contribution towards the One Programme;
- The focus of annual reviews has been laid on quantitative data without proper triangulation of evidence with various stakeholders, reducing the robustness of the evidence collected.

## PURPOSE AND KEY OBJECTIVES

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<sup>9</sup> The initial themes agreed by the UNCT were: Nutrition/Food Basket; Disability; Parliament; Emergency Preparedness and Response; Human Rights; and Data and Transition from the 11th–12th FYP. However later in October 2016, the number of IATTs became five with Data, SDGs and Transition from 11th–12th FYP (the only existing joint programme so far in the One Programme); Nutrition; Disability; Gender Based Violence; and Emergency Preparedness and Response.

The evaluation aims to assess the contribution of the One Programme (2014–2018) towards the achievement of the 11th FYP goals and objectives, while distilling lessons learned and best practices to feed into the formulation of the next One Programme (2019–2023).

The evaluation findings will be disseminated to all stakeholders, including national counterparts, donors, UN agencies and other implementing partners. The following key objectives have been agreed upon:

1. Assessment of the contribution of the One Programme (2014–2018) towards the achievement of the 11th FYP goals and objectives and to the five pillars of DaO;
2. Verification of key results achieved, analysis of key factors that have contributed to achievement or non-achievement of intended results, assessment of effectiveness of strategies and interventions;
3. Assessment of management arrangements including that of the joint programmes and capacity in place in sustaining the results achieved;
4. Identification of lessons learned, best practices, and actionable recommendations to feed into the formulation of the next One Programme (2019–2023).

## **SCOPE**

The evaluation will examine overall achievements of results, strategies, and interventions. The One Programme 2014–2018 will be evaluated against the strategic intent laid out in the One Programme document, determining its contribution to national development results. It will also assess cross-cutting issues including joint activities which have not been successfully monitored or evaluated before.

The evaluation will start with the preparation of an inception report and end with the finalization of the evaluation report. The total duration of the evaluation is 48 days over May and June 2017. Key global UNDAF programming principles<sup>10</sup> will be applied. Data collection and evaluation interviews will mainly be conducted in Thimphu, the capital of Bhutan. This will be supplemented by two field visits to undertake target group case studies (joint programmes and/or joint programming) out of Thimphu. The evaluation will also include a desk review of existing evidence and information, including MTR and review results of agencies, and the One Programme MTR result. The design of the One Programme evaluation will be built on the MTR findings, conclusions and recommendations as well as a number of exercises of reviewing the One Programme results framework.

The One Programme evaluation will apply the following approaches:

- Combination of formative and summative assessments that demonstrates a comprehensive picture of the UNCT's work in Bhutan, balancing out the following two methodologies;
- Application of an evaluation methodology to focus on strategies and intervention contributing to achievement of results;
- Measuring progress towards the predetermined outcomes and outputs with sufficient level of data disaggregation.

## **METHODOLOGY**

The evaluation process will involve a range of methods. The evaluation is expected to adopt a mix of quantitative and qualitative approaches including:

- Document review and analysis;
- Stakeholder mapping;
- Interviews with key target population and stakeholders including donors, government officials, implementing partners, participating UN agencies both resident and non-resident;
- Target group case studies (Annex 3);
- Site inspections – accessibility is always an issue for site visits and inspections in remote areas of Bhutan. Considering the time constraint in the evaluation, site inspections might not be able to cover all of the two to three case studies;
- Assess and analyse the BOS.

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<sup>10</sup> Human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development



The evaluation team will have access to all relevant documents (Annex 5) and staff who have worked on the One Programme. The team will develop a rigorous methodology and sampling strategy as part of this assignment with guidance provided by the EMG and Evaluation Reference Group (ERG). The EMG and ERG will be established and will evaluate the proposed methodologies as part of the selection process.

**Validation:** The evaluation will use a variety of validation methods to ensure that the data and information used and conclusions made carry the necessary depth. Triangulate information sources and findings to improve validity, quality and use of evaluation.

**Exclusion criteria:** This evaluation will not measure the impact of the One Programme since it is difficult to measure impact during the on-going programme period.

## EVALUATION QUESTIONS

The final decision on the evaluation questions (Annex 2) will emerge from consultations among the Evaluation Team, ERG and EMG. In line with United Nations Evaluation Group (UNEG) standards, the assessment of the contribution of the One Programme to development outcomes and the associated evaluation questions will be based on the following evaluation criteria:

### Relevance

The extent to which the objectives of the One Programme are consistent with key development issues in Bhutan and especially with the 11th FYP goals and objectives, the country's regional and international commitments.<sup>11</sup>

### Effectiveness

The extent to which the One Programme contributed to, or is likely contribute to, the achievement of the 11th FYP goals and objectives. The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed.

### Efficiency

The extent to which the One Programme results are achieved with the appropriate amount of resources.

### Sustainability

The extent to which the benefits from the One Programme intervention have continued, or are likely to continue, after it has been completed.

## IMPLEMENTATION ARRANGEMENTS

The evaluation implementation arrangements will be managed by following three groups:

- **Evaluation Management Group:** The EMG co-chairs (the UNRC and Secretary of the GNH) will act as the commissioner and decision-maker for the One Programme evaluation. The EMG is composed of members of the UNCT and representatives from the GNHC. The EMG will provide direct supervision to the Evaluation Team and function as the guardian of the independence of the evaluation. The key roles of the EMG are:
  - To lead the hiring of the team of external consultants, reviewing proposals and approving the selection of the Evaluation Team;
  - To supervise the Evaluation Team in each step of the evaluation process;
  - To approve the inception report, including the work plan, analytical framework and methodology based on the recommendation of ERG;
  - To review and provide substantive feedback to the draft and final evaluation reports for quality assurance purposes;
  - To ensure the quality and independence of the evaluation and to guarantee its alignment with UNEG Norms, Standards and Ethical Guidelines;
  - To identify and ensure the participation of relevant stakeholders throughout the evaluation process;
  - To ensure the dissemination of the evaluation findings and follow-up on the management response.

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<sup>11</sup> Agenda 2030, SDGs, Financing for Development, human rights (core human rights treaties, including CEDAW, CPRD, CRC, etc) and the recommendations of Human Rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, a multi-dimensional approach to poverty reduction, and the needs of women and men, girls and boys in country, etc.

- **Evaluation Reference Group:** The ERG will be composed of key technical-level stakeholders. The ERG will be co-chaired by the chair of the UN Planning, Monitoring and Evaluation (PME) group and chief of the GNHC Research and Evaluation Division. The ERG will provide advice to key consultant products and deliverables, including advance excerpts of findings and the full draft evaluation report. The ERG is constituted of UN agencies, implementing partners, Development Partner Group (DPG), target group representatives, the regional United Nations Development Group and the regional United Nations Evaluation Development Group for Asia Pacific (UNEDAP).
- **Evaluation Team:** The evaluation team will consist of a team leader and a member with the following responsibilities:
  - **The evaluation team leader (international/national evaluator)** will lead the entire evaluation process. He/she will conduct the evaluation process in a timely manner and communicate with the EMG on a regular basis and highlight progress made/challenges encountered. The team leader will be responsible for producing all the deliverables.
  - **The evaluation team member (national evaluator)** will contribute to the evaluation process substantively through data collection and analysis especially in the local context. He/she will share responsibilities for conducting desk review and interviews and conduct field visits to the project sites identified and collect data. He/she will provide substantive inputs to the deliverables.

#### TIMEFRAME FOR THE EVALUATION PROCESS

The evaluation team should provide the detail list of activities and timeframe during the inception report. However, evaluation activities should be carried out and deliverables produced following the stages and key activities as below.

	Key Activities	Start	Finish	No. days <sup>12</sup>
Preparation	Establish the evaluation management structure		19-Jan	
	Develop the ToR	20-Jan	3-Mar	
	Review the ToR by the EMG and UNEDAP	6-Mar	15-Mar	
	Finalize and endorse the ToR		17-Mar	
	Recruit an Evaluation Team (1 International and 1 National)	21-Mar	14-Apr	
Implementation	Prepare an inception report	17-Apr	28-Apr	10 days
	Present the inception report to the ERG and EMG		28-Apr	
	Review the inception report by the ERG, EMG and UNEDAP	1-May	12-May	
	Approve the inception report by the EMG	12-May	15-May	
	Conduct data collection and analysis	1-May	9-Jun	30 days
	Draft an evaluation report	12-Jun	16-Jun	5 days
	Present the draft evaluation report to the EMG and ERG		16-Jun	
	Review the draft report by the EMG, ERG and UNEDAP	19-Jun	23-Jun	
Organize the validation workshop		23-Jun	1 day	
Finalization	Finalize the report and prepare an infographic	26-Jun	27-Jun	2 days
	Develop the management response based on the report findings and recommendations by the EMG	28-Jun	7-Jul	
	Endorse the management response by the EMG co-chairs	10-Jul	14-Jul	

#### DELIVERABLES

The main deliverables of the evaluation are the following. Evaluation teams are required to ensure the quality and independence of the evaluation and to guarantee its alignment with UNEG Norms, Standards and Ethical Guidelines.

1. **Inception report:** including proposed methodology, a refined work plan with clear timelines, and a comprehensive evaluation matrix (Annex 4) with a list of key questions (maximum 10) and main areas of analysis (sub questions); Data collection sources and methodologies, list of target groups for case studies (maximum 2–3), constructed draft theory of change, detailed outline of the evaluation report (Annex 1).
2. **Draft evaluation report:** Including the summary of key findings, lessons learned, risk management and recommendations, which will be presented to the EMG and ERG. Feedback from the presentation and reviews by the EMG, and ERG will be shared with the ET for finalization of the report.

<sup>12</sup> Required number of days for evaluation consultancy.

3. **Final evaluation report:** After incorporating feedback received on the draft report, the ET will submit a final report as per the agreed timeline.

**PAYMENT MODALITY:**

The payment modality would be based on the following milestones:

- a) After approval of the final Inception report (30%).
- b) Submission of Draft Evaluation Report (30%).
- c) After approval of the Final Evaluation Report (40%).

**RECOMMENDED PRESENTATION OF OFFER**

Please submit the below documents with your Presentation of Offer:

- a) Duly accomplished Letter of Confirmation of Interest and Availability;
- b) Personal CV or P11, indicating all experience from similar evaluation work, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) Brief description of why the individual considers him/herself as the most suitable for the assignment, and a methodology on how they will approach and complete the assignment.
- d) Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs.

The proposal should be submitted in electronic format by 31 March 2016 to [procurement.bt@undp.org](mailto:procurement.bt@undp.org).

**CRITERIA FOR THE SELECTION OF BEST OFFER**

As the One Programme evaluation is an independent exercise, an external evaluation team must be composed of experts who have proven knowledge and relevant work experience in the context of UNDAF/One Programme evaluation as well as sound knowledge on results-based management. The criteria which shall serve as the basis for evaluating the offer will be:

Combined Scoring method – where the qualifications, professional experience, methodology will be weighted a max of 70%, and combined with the price offer which will be weighted a max of 30%.

**Team Leader**

Criteria	Weight	Max. Point
<b>Technical</b>		
<ul style="list-style-type: none"> <li>• Master’s degree or equivalent in economics, social sciences, international relations, political science or similar field;</li> </ul>	70	10
<ul style="list-style-type: none"> <li>• An excellent understanding of evaluation principles and methodologies including capacity in a range of qualitative and quantitative evaluation methods;</li> <li>• A strong record in designing and leading evaluations;</li> <li>• A strong strategic thinking skill;</li> <li>• Experience in Bhutan and/or other South Asian countries will be an advantage;</li> <li>• Strong experience and knowledge in the cross-cutting issues/programming principles (results-based management, human rights-based approach, gender equality, environmental sustainability, a multi-dimensional approach to poverty reduction, capacity development)</li> <li>• Experience in engaging with government institutions and handling sensitive information;</li> <li>• Data collection and analysis skills;</li> <li>• Demonstrate strong oral and written communications skills; and</li> <li>• Good interpersonal and communications skills.</li> </ul>		15
<ul style="list-style-type: none"> <li>• At least ten years of experience in programme evaluations, preferably in UNDAF/One Programme evaluation contexts;</li> </ul>		10
<ul style="list-style-type: none"> <li>• Methodology (2–3 pages) to conduct this One Programme evaluation</li> </ul>		20
<ul style="list-style-type: none"> <li>• Interview</li> </ul>		15

Criteria	Weight	Max. Point
<b>Sub-total A (Technical)</b>		<b>70</b>
Financial	30	30
<b>Sub-Total B (Financial)</b>		<b>30</b>
<b>Total (A+B)</b>		<b>100</b>

#### ANNEX 1: SUGGESTED REPORT STRUCTURE

The final report will be kept reasonably short (30 pages maximum excluding annexes). More detailed information on the context, the One Plan or the comprehensive aspects of the methodology and analysis will be placed in the annexes. The report will be prepared in accordance with UNEG guidance (Quality Checklist for Evaluation Reports).

Indicative section	Description and comments
<b>Title and opening pages</b>	
<b>Table of contents</b>	
<b>List of acronyms and abbreviations</b>	
<b>Executive summary</b> (max 3 pages)	This chapter should be an extremely short chapter, highlighting the evaluation mandate, approach, key findings, conclusions and recommendations. This should be prepared after the main text has been reviewed and agreed, and should not be circulated with draft reports.
<b>Chapter 1: Introduction</b> (Background and approach/methodology)	This chapter introduces objective, purpose and scope of the evaluation, describes the methodology and key features of the methodological approach, presents the case study selection process and data collection and analysis, and introduces limitations of the review.
<b>Chapter 2: Progress and results up to date</b>	This chapter is a descriptive synthesis of the results achieved through the One Programme. It provides narrative overview of the progress and results (up to date) under each outcome, presents the progress of indicators of the result framework, and analyses the One Programme budget.
<b>Chapter 3: Case Study Findings</b>	This chapter assesses the UN's performance in addressing issues of a limited number of target groups (2–3) to provide a better understanding of certain areas and modalities of work, while helping bridge the gap between outcome and output levels.
<b>Chapter 4: Development results</b> (Presentation of findings based on the evaluation criteria, questions and other cross-cutting issues).	This chapter analyses findings without repeating information already provided. Also, minimize the need to mention additional information regarding One Programme (these should be described in Chapters 2 and 3). Focus on providing and analyzing evidence relating to the evaluation criteria. In addressing the evaluation criteria, the narrative should respond to the corresponding evaluation questions identified and agreed on during the inception stage. It should also provide a summary analysis of the findings.
<b>Chapter 5: Conclusions, lessons learnt and actionable recommendations</b>	Conclusions are judgments based on evidence provided in Chapter 4. They are pitched at a higher level and are informed by an overall, comparative understanding of all relevant issues, options and opportunities. Do not provide new evidence or repeat evidence contained in earlier chapters. Lessons learnt and recommendations should be derived from the evidence contained in Chapter 4. They may also, but need not necessarily, relate to conclusions.
<b>Annexes</b> Case Studies (Background, Selection Criteria, Achievement, Challenge, and Actionable Recommendations for the joint activity, project or programme)	

#### ANNEX 2: EVALUATION QUESTIONS (These are a list of sample questions)

##### Relevance

- How well have the One Programme outcomes addressed key development issues in Bhutan, their underlying causes and challenges? And which are the gaps that should (have) receive(d) more attention in key development issues in Bhutan?

- To what extent have the agency-specific Country Programmes been relevant and mutually reinforcing to One Programme Outcomes, values and principles?
- To what extent was the One Programme flexible and relevant to respond to new issues including the country's regional and international commitments (Agenda 2030, SDGs, Financing for Development, etc), and their causes as well as challenges that arose during the One Programme cycle?

### **Effectiveness**

- To what extent has the UNCT been using its convening power to bring together various stakeholders and provide external and internal coordination (including on critical crosscutting issues such as gender equality, environmental sustainability, results-based management, capacity development, a multi-dimensional approach to poverty reduction, and rights-based approaches to development)?
- To what extent has the UNCT been providing evidence-based policy advice in line with international norms and standards? (Evidence-based policy advice)
- To what extent has the UNCT been advocating so that the voices of the most vulnerable and disadvantaged are heard, and issues of inequality are addressed? (Advocacy)
- To what extent has the UNCT been helping the RGoB in leveraging new and varied sources of funding to support the achievement of country development results? (Resource mobilization)
- To what extent has the UNCT been drawing on the collective global assets to provide technical expertise, exchange of knowledge and capacity development, based on international best practice, and support innovative approaches? (Capacity development)
- To what extent has the UNCT been facilitating a multi-sectoral approach and support the RGoB to coordinate its response to complex issues such as climate change, social protection, sustainable development, a multi-dimensional approach to poverty reduction, governance and gender equality, all of which require a cross-agency approach?
- To what extent was the One Programme efficient in transforming inputs into outputs and did the outputs contribute to the envisaged outcomes? (theory of change)

### **Efficiency**

- How has the UN been working together to achieve cross-sectoral results more effectively and efficiently? How well (efficiently) has the One Programme coordination architecture<sup>13</sup> been functioning to achieve outcomes of One Programme? (in terms of resource mobilization, planning, implementation, monitoring, evaluation, and reporting)
- How well (efficiently) has the fund flow been managed at different levels? Were levels of subsequent fund disbursements comparable to the levels of physical progress made? Was there any functional monitoring system to track flow of funds, disbursement triggers and physical progress of projects and programmes?
- How well (efficiently) has One Programme been coordinating with the RGoB and other development partners in terms of duplication of development programmes?
- To what extent has DaO, including One Programme, One Budget (Common Budgetary Framework and Joint Resource Mobilization), One Office (Common Premises), One Voice (Joint Communication), and Harmonized Business Practice and Common Services) been contributing to reducing transaction costs for the RGoB, and lower overhead costs for the UN system in Bhutan?
- Has the DaO, particularly One Office (Common Premises) been providing value for money in terms of costs and benefits? How can the next One Programme be formulated in a way that the DaO, particularly One Office (Common Premises) under the next One Programme, can be evaluated in terms of cost efficiency and value for money?
- How well has the One Programme been used by UN agencies and government institutions for coordination, in planning their activities and setting goals?

### **Sustainability**

- To what extent are the benefits created under the One Programme likely to be utilized and maintained beyond the programme end by the intended beneficiaries?

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<sup>13</sup> UNCT, Development Partner Group (DPG), Inter Agency Task Team (IATT), Outcome Groups, Planning, Monitoring and Evaluation (PME) group, Operation and Management Team (OMT), etc

- What is the level of commitment by the RGoB and other stakeholders in sustaining the One Programme outputs/outcomes and continue working for sustaining/enhancing the impact?
- What are the enabling as well as constraining factors that have influenced the sustainability of the policies and programmes (at national level and at sub-national level)?
- To what extent have the partnerships with the RGoB allowed the UNCT to make use of its comparative strengths, while, at the same time, safeguarding and promoting national ownership?

### ANNEX 3: TARGET GROUP CASE STUDIES

- The evaluation will assess UN's performance in addressing issues of a limited number of target groups (2-3). Criteria for selection of target groups include:
  - 1) a group that the UN jointly supports (more than one agency);
  - 2) a group that is supported through a number of UN interventions across a number of One Programme Outcomes (more than one, but ideally not too many);
  - 3) a group for which the UN is a main actor in supporting and has provided a clear added value compared to other development actors;
- Examples of evaluation questions case studies will aim to answer include;
  - How were these groups identified?
  - How were their vulnerabilities defined?
  - How was it expected that UN interventions/policy support would contribute to addressing these vulnerabilities?
  - To what degree have UN interventions/policy support contributed – or are likely to contribute – to achievement of One Programme outcomes for these groups?

### ANNEX 4: EVALUATION MATRIX

Evaluation criteria	Review question (Maximum number of questions)	Main areas of analysis (Sub-questions)	Data collection sources and methodologies
Relevance	(2)		
Effectiveness	(4)		
Efficiency	(4)		
Sustainability	(2)		

### ANNEX 5: DOCUMENTS FOR STUDY BY THE CONSULTANTS

- UNDAF Bhutan One Programme (2014–2018)
- One Programme Mid Term Review Report
- Country Strategy Paper (Outcome of Mid Term Review)
- Agency specific programme review reports (UNFPA and UNICEF)
- One Programme Annual Result Reports (2014, 2015, and 2016)
- UNCT Annual Reports (2014, 2015, and 2016)
- Business Operation Strategy
- 11<sup>th</sup> Five Year Plan
- 11<sup>th</sup> Five Year Plan, MTR
- 12<sup>th</sup> Five Year Plan Guidelines
- Annual Work Plans (Outcome Groups)
- Documents relevant to Bhutan's regional and international commitments
- United Nations Evaluation Group (UNEG) – Norms and Standards for Evaluation
- Records of Annual and half-year Outcome Group planning and reviews meetings (2014, 2015 and 2016)
- Minutes of Country Programme Board (2014, 2015 and 2016)

## Annex 2: One Programme Result Framework (as of December 2016)

### Outcome 1: By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction, and employment opportunities particularly for vulnerable groups enhanced.

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	IPs	Progress					Means of Verification (per Indicators)	Expected frequency of new data availability (in months)
						2014	2015	2016	2017	2018			2014	2015	2016	2017	2018		
<b>UNDAF Outcome 1: By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction, and employment opportunities particularly for vulnerable groups enhanced.</b>																			
FAO UNDP UNCTAD UNESCO	1.1 Total Green House Gas (GHG) emissions.	Gg	Total	1559.56	2011					6309.6				1559.56	1559.56			GHG Data/TNC data from NEC	2017-2018
	1.2 Reduction in HCHF (ozone depletion)	ODP tonne	Total	0.31	2011					0.3				0.31	0.18			GHG Data/TNC data from NEC	2017-2018
	1.3 Multidimensional poverty index (MPI)	Percent	Total	12.7	2012					5				12.7	12.7			Multidimensional Poverty Index (MPI)	2018
	1.4 Proportion of population below national poverty line	Percent	Total	12	2012					5				12	12			Poverty Analysis Report	2018
	1.5 Gini co-efficient	Ratio	Total	0.36	2012					0.30				0.36	0.36			Poverty Analysis Report	2018
	1.6 Unemployment rate	Percent	Total	2.1	2013					<2.5				2.6	2.5			Labour Force Survey	Annual
	1.7 Percentage of government expenditure / budget allocation for environment	Percent	Total	5.7	2011					6.5				6.81	6			Baseline: Public Environment Expenditure Review (PEER) CPEIR/BIOFIN (Target)	2017
	1.8 Percentage of government expenditure / budget allocation for disaster risk reduction	Percent	Total	2						3	UNDP	Biofin		2	2				
<b>Output 1.1: Policies and studies for integrated natural resource management, climate change adaptation/ mitigation and poverty-environment nexus developed.</b>																			
UNCDF UNDP	1.1.1 Number of policy papers and studies	Number	Total	10			11	12	13	15	UNDP			13	19			Policy document	Annual
	1.1.2 Number of fuel-efficient stoves distributed for cooking/heating	Number	Total	0		4100	8100	15000	18000	20000	UNDP	DRE		12500	13622			IP Annual Report	Annual
	1.1.3 Number of local authorities that are able to access resources through the climate resilience funding facility	Number	Total	4				5	6	7	UNCDF			8	6			Performance Report by Rob	Annual
	1.1.4 No. of green industries, services and products promoted	Number	Total	0			1	2	3	5	UNDP			2	2			Annual progress report from relevant IPs (ABS, MoC, MoAF)	Annual
	1.1.5 No of capacity building programs on integrated natural resource management climate change adaptation/mitigation and poverty environment nexus	Number	Total	25		35	45	55	65	75	UNDP			67	81			progress report from IPs	Annual
	1.1.6 Urban development incorporates sustainability principles & practices	Number	Total	1			2	2		3	UNDP			4	4			progress report from IPs, new prodocs	Annual

<b>Output 1.2: National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.</b>																			
UNDP	1.2.1 Number of trained District Disaster Response Teams in place	Number	Total	1			2	3	4	5	UNDP			4	9			progress report from IP	Annual
	1.2.2 Number of dzongkhags, geogs and municipalities with Disaster Management Plans (inc. cont. plans) in place	Number	Total	6				7		8	UNDP			10	33			progress report from IPs	Annual
	1.2.3 Number of DRM Guidelines and SOPs developed	Number	Total	1			1	2	3	4	UNDP			1	5			SOPs, progress report	Annual
	1.2.4 No of capacity building programs on DRR	Number	Total	5			6	7	8	10	UNDP			27	34			progress report	Annual
<b>Output 1.3: Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.</b>																			
UNDP	1.3.1 Number of Diagnostic Trade Integration Study (DTIS) recommendations implemented	Number	Total	0		1	2	3	4	5	UNDP			0	0			Progress report	Annual
	1.3.2 Number of products / industry(ies) meeting national standards (Brand Bhutan; Bhutan Seal)	Number	Total	23		25	30	40	45	53	UNDP			36	40			Based on the result declared by the Department of Trade	every after 2 years
<b>Output 1.4: Food and nutrition security policies developed with a particular focus on productivity and food safety.</b>																			
FAO	1.4.1 Number of policy papers and studies	Number	Total	2			3	4		5	FAO			4	4			Ministry of Agriculture Annual Report	Annual
	1.4.2 Number of farm to school (F2S) collaborations in support of school feeding programmes as well as increasing income generation for the farmers	Number	Total	5		8	12	15	20	25	FAO			7	7			Ministry of Agriculture Annual Report	Annual
<b>Output 1.5: Youth, women and other vulnerable groups have access to sustainable employment with a focus on cottage, small and micro enterprises in line with the RGOB's commitment to a green economy.</b>																			
UNDP	1.5.1 Number of entrepreneurs trained	Number	Total	0			25	50	75	100	UNDP/ITC	MoEA/MoL		0	1			Progress report	Annual
	1.5.2 Number of jobs created by enterprises adopting green technology or green business practices	Number	Total	37			50	60	80	100	UNDP/ITC	MoEA/MoL		169	394			Progress report	Annual
<b>Output 1.6: The rural poor and under-employed have access to alternative income generation opportunities.</b>																			
UNDP UNESCO	1.6.1 Number of villages implementing sustainable and innovative Income Generating Activities (IGAs)	Number	Total	1310		1510	1710	1920	2110	2310	UNDP			1370	1370			Progress report	Annual
	1.6.2 Number of rural women who develop viable business plans or apply for new business financing	Number	Total	100		110	120	130	140	150	UNDP			500	618			Progress report	Annual
	1.6.3 Number of CSO partnerships for empowerment of vulnerable groups	Number	Total	4			5		7	8	UNDP			4	4			Progress report	Annual
	1.6.4 A national inventory on intangible cultural heritage established to document traditional knowledge and skills available in Bhutan	Number	Total	0					0		1	UNESCO			0	1			Publication (available for public consultation) and draft heritage bill (consultation upon request to the Dept of Culture)



**Outcome 2: By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges.**

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Target					UN	IP	Progress					Means of Verification (per Indicators)	Expected frequency of new data availability (in months)
						2014	2015	2016	2017	2018			2014	2015	2016	2017	2018		
<b>UNDAF Outcome 2: By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges.</b>																			
WHO, UNFPA, UNICEF	2.1 Under-five mortality rate (U5MR)	Deaths per 1000 live births	Total / (2012)	37.30	2012					30	WHO / UNFPA / UNICEF			37.3	37.3			NHS	2016
	2.2 Adolescent fertility rate	Per 1000 women	Total 15-19 yrs / (2010)	59	2010					50				28.4	28.4			BMIS	2016
	2.3 Prevalence of stunting (moderate and severe) - WHO	Percent	Total <5 yrs	33.50%	2010					29				33.5	21			BMIS, NNS	2015
	2.4 Maternal Mortality Ratio	per 100,000 live births	Total	86						100				86	86			National health survey, BMIS, Census, PHCB	PHCB 2016
	2.5 Institutional deliveries	Percent	Total / (2012)	74.6%	2012					80%				81	81			Annual Health Bulletin (AHB), PHCB, BHMS	Annual, PHCB (2016)
	2.6 Proportion of 15-24 year-olds who have comprehensive knowledge of HIV	Percent	Total	21%						60				23.2	23			BMIS, NHS	
	2.7 Net enrolment ratio in basic education	Percent	Total	94%	2012					96				97	96.2			Annual Education Statistics	Annual
			Male	92%	2012					96				98	93.1			Annual Education Statistics	Annual
			Female	96%	2012					96				95	99.5			Annual Education Statistics	Annual
	2.8 Adult literacy rate	Percent	Total 15+ yr	55.3%	2012					70				55	55.3			BLSS	Once (end of cycle)
			Male 15+ yrs	66%	2012					70				66	66			BLSS	Once (end of cycle)
			Female 15+ yrs	45%	2012					70				45	45.2			BLSS	Once (end of cycle)
	2.9 Completion rate in secondary education	Percent	Total 15+ yrs	74%	2012					95				93	94			Annual Education Statistics	Annual
Male 15+ yrs			73%	2012					95			79	88.6			Annual Education Statistics	Annual		
Female 15+ yrs			76%	2012					95			79	99.7			Annual Education Statistics	Annual		
<b>Output 2.1: Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.</b>																			
UNICEF/ UNFPA	2.1.1 Number of research and evaluation/impact studies conducted on priority issues in education	Number	Total	0		1		2		3	WFP/UNFPA/UNICEF			2	3			Programme reports	Annual
	2.1.2 Education Management Information System (EMIS) upgraded and institutionalized	Text	Total	EMIS v2.0 available		Review of existing system	Upgrading of the system	Implementation nationwide	Implementation nationwide	Implementation nationwide	UNICEF			EMIS v0.2 in review phase. The web version of EMIS v0.2	Review of EMIS V2 completed			Programme reports	Annual



	2.2.5 Number of schools providing inclusive education program	Number	Total	8		10	12	14	15	15	UNICEF			12	14			Programme reports	Annual
	2.2.6 Percentage of Post Literacy Course learners completing the Course	Percent	Total	65		65	70	75	80	85	UNICEF			73	81.6			Programme reports	Annual
			Male	62		62	70	75	80	82	UNICEF			50	85.5			Programme reports	Annual
			Female	68		70	75	80	85	88	UNICEF			79	80.1			Programme reports	Annual
	2.2.7 Number of monastic institution & nunneries offering functional English literacy and numeracy program	Number	Total	0		15	28	37	45	50	UNICEF			15	35			Programme reports	Annual
			Nunneries	0		5	8	12	15	15	UNICEF			15	25			Programme reports	Annual
Monasteries			0		10	20	25	30	35	UNICEF			15	10			Programme reports	Annual	

**Output 2.3: National health system has strengthened capacities for information management, evidence based decision making, effective procurement and supply management and identification of appropriate health financing models.**

WHO, UNFPA, UNICEF	2.3.1 National Health Accounts data generated (inc. out-of-pocket expenditure)	Number	Total	1		2		3		4				2	3				
	2.3.2 Proportion of health facilities with 95% of essential medicines at any point of time	Percent	including minimum of three contraceptives	90		90	90	95	95	95	UNICEF/UNFPA			98	100			HMIS, Administrative Reports	Annual
	2.3.3 Percentage of essential reproductive health commodities (contraceptives) financed through the national budget	Percent	Total	0		RHC S end orsed and implemented	3	37.5	37.5	100	UNFPA			3	38			National Report	Annual

**Output 2.4: Health facilities are better able to provide quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services.**

UNFPA, UNICEF, WHO	2.4.1 National Immunization coverage (DTP-HepB-Hib 3)	Percent	Immunization coverage	95		95	95	95	95	95	UNICEF			96	96			VPDP (Vaccine Preventable Disease Programme) Programme report Administrative Reports	Annual
	2.4.2 Number of health facilities with comprehensive Emergency Obstetric and Neonatal Care (EmONC) services	Number	Total	6		7	7	7	7	10	UNFPA			7	7			VPDP Programme report Administrative Reports	Annual
	2.4.3 Percentage of hospitals and BHUs implementing IMNCI, Care for Child Development and Growth Monitoring programme	Percent	IMNCI BHUs	95		95	96	97	98	100	UNICEF			96	96			Ministry of Health Child Health Programme Programme Report Administrative Reports	Annual
			IMNCI Hospitals	70		70	75	80	85	90	UNICEF			75	75			Ministry of Health Child Health Programme Programme Report	Annual
Care for Child Development Programme			0		50	55	60	65	70	UNICEF			55	55			Ministry of Health Child Health Programme Programme Report	Annual	

			Growth Monitoring			95	96	97	99	100	UNICEF				96		Ministry of Health Nutrition Programme Programme Report	Annual	
	2.4.4 Percentage of pregnant women with blood pressure, urine and blood samples tested	Percent	Total	88		90	92	94	98	100	UNICEF/UNFPA			81.7	82		Survey, facility based report	Annual	
	2.4.5 Proportion of HIV positive pregnant women receiving ART	Percent	total	25		80	90	100	100	100	UNICEF			100	100		Ministry of Health NACP (National Aids Control Programme) Programme Report	Annual	
<b>Output 2.5: Health and education systems have improved preparedness and response plans for disaster and emergencies, outbreaks and health security threats, and ensure that all communities are able to access minimum basic services.</b>																			
UNFPA, UNICEF, WHO	2.5.1 Number of dzongkhags with at least one health worker trained in Minimum Initial Service Package	Number	Total	5		7	10	15	18	20	UNFPA			11	11		Programme report	Annual	
	2.5.2 Proportion of schools with focal points trained on emergency preparedness	Percent	Total	80		85	90	95	100	100	UNICEF			90	90		Programme report	Annual	
	2.5.3 Amongst schools with focal points trained, proportion that has contingency plans	Percent	Total	80		85	90	95	100	100	UNICEF			90	90		Programme report	Annual	
<b>Output 2.6: The management of school feeding is enhanced and WASH (water, sanitation and hygiene) promoted in schools, monastic schools and nunneries.</b>																			
UNICEF WFP	2.6.1 WFP supported SFP taken over by RGoB	Text	Total	Class 9 and above taken-over		Phase out strategy developed	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	WFP			5000	About 5000 boarder students handed over		Programme report	Annual	
		Percent	Total				30			100	WFP				60		Programme report	Annual	
	2.6.2 Percentage of feeding schools with School agriculture Programme	Percent	Total	20		25	30	35	40	45	WFP			28	28		Programme report	Annual	
	2.6.3 Proportion of schools, monastic schools and nunneries) with improved Sanitation Facilities	Percent	Schools	80		84	88	92	96	100	UNICEF			94.5	94.5		Annual Education Statistics	Annual	
			Monastic schools and nunneries	54		57	62	67	72	77	UNICEF				61		Inventory and records maintained with Religion and Health Project office	Annual	
	2.6.4 Proportion of schools, monastic schools and nunneries with access to safe Water Supply	Percent	Schools	95		96	97	98	99	100	UNICEF			32	92		Annual Education Statistics	Annual	
			Monastic schools and nunneries	28		30	32	35	38	41	UNICEF				32		Inventory and records maintained with Religion and Health Project office	Annual	
	Percent	Schools	70		76	84	90	94	100	UNICEF			61	76		Annual Education Statistics	Annual		

	2.6.5 Proportion of schools promoting key health and hygiene behaviour		Monastic schools and nunneries	51	NA	61	71	81	91	UNICEF			61			Inventory and records maintained with Religion and Health Project office	Annual	
<b>Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services</b>																		
UNFPA, UNICEF	2.7.1 Proportion of Referral Hospitals providing Youth Friendly Health Services	Number	Total	1	1	2	3	3	4	UNFPA/UNICEF			3	4		Program Report	Annual	
	2.7.2 Proportion of schools implementing life skills education	Percent	Total	5	20	60	40	80	100	UNFPA				60		Programme report, LSE review	Survey 2014	
	2.7.3 Number of youth led groups and youth centres using the global Youth Peer (Y-PEER) methodology on sexuality education	Number	Youth groups	5	0	6	7	8	8	8	UNFPA				12		Programme report	Annual
			Youth center	3	3	6	9	9	12	12	UNFPA				8		Programme report	Annual
	2.7.4 No. of dzongkhags with the capacity to deliver YFS including youth centres.	Number	Total	0	0	0	1	2	3	3	UNFPA/UNICEF			1	1		Programme report	Annual
	2.7.5 Number of service providers with capacity to provide supportive, preventive and participative environment for young people	Number	Counselors (in-school guidance counsellors - fulltime)	32	52	72	92	112	132	132	UNICEF			73	75		Collect from Career Education and Counselling Division under the Department of Youth and Sports	Annual
Counselors (Others)			38	39	45	48	64	69	69	UNICEF			32	25		Youth Development Fund and Bhutan Narcotics Control Agency	Annual	
Managers in Youth Centres/DICs/Rehab			23	25	27	29	31	33	33	33	UNICEF			16	11		Youth Development Fund and Bhutan Narcotics Control Agency	Annual
<b>Output 2.8: Women, children, youth and other at risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well being.</b>																		
UNFPA, UNICEF, WHO	2.8.1 Percentage of women attending 1st and 3rd post-natal care visits	Percent	1st visit	70		72	74	76	78	80	UNICEF			74.6	71		Administrative Report	Annual
			3rd visit			10	20	30	35	40	40	UNICEF/UNFPA						Survey, Annual health bulletin
	2.8.2 Percentage of women (20-60) ever screened for pap smears or VIA	Percent	Total	25	25	35	50	60	70	70	UNFPA			45	45		National health survey, Facility based report	2012
	2.8.3 Percentage of women who are aware of at least 2 danger signs of pregnancy	Percent	Total	32	32	32	32	32	60	60	UNFPA/UNICEF				46		National Health survey	2012
	2.8.4 Number of dzongkhags implementing WHO Package of Essential Non-Communicable Diseases (PEN)	Number	Total	5	5	10	20	20	20	20	WHO			20	20			
	2.8.5 Proportion of rural households reached by rural sanitation and hygiene Programmes (RSAHP) in 3 dzongkhags	Percent	total	38	50	60	70	80	90	90	UNICEF			62	92		MoH Programme Report	Annual

\* Yellow highlighted cells show indicators for Outcome 2 Health.

**Outcome 3: By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.**

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Target					UN	IPs	Progress					Means of Verification (per Indicators)	Expected frequency of new data availability (in months)
						2014	2015	2016	2017	2018			2014	2015	2016	2017	2018		
<b>UNDAF Outcome 3: By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.</b>																			
UNW, UNDP, UNFPA, UNICEF	3.1 Prevalence of domestic violence against women	Percent	Female 15-49 yrs	29	2012					25	UNFPA			27	26			National Health Survey 2012	TBC hopefully by 2018
	3.2 Percentage of women reporting acceptance of domestic violence	Percent	Female 15-49 yrs	68	2012					45	UNFPA			68	74			National Health Survey 2012	TBC hopefully by 2018
	3.3 Percentage of CEDAW observations incorporated into policies & programmes	Percent	Total	0	2013					50	UNWomen				50-55			CEDAW observation	2017
	3.4 Percentage of children who report experiencing violence	Percent	Total	N/A	N/A					N/A	UNICEF				63.3			Violence Against Children Study	TBC, however next MICS can measure the VAC prevalence
Male			N/A	N/A					N/A	UNICEF				65.48					
Female			N/A	N/A					N/A	UNICEF				61.7					
<b>Output 3.1: Strengthened legal and policy environment to advance the rights and protection of women and children.</b>																			
UNDP, UNICEF, UNW, UNFPA	3.1.1 Number of child sensitive and gender responsive laws and policies in place	Number	Total	3			3	3	4	4	5	UN			4	6		Parliament website, GNHC website	Annual
	3.1.2 RGOB submits quality CRC (including the two optional protocols) and CEDAW periodic reports to international treaty bodies. (UNDP, UNICEF, UNW)	Number	Total	2			4	4	4	4	4	UNICEF/UNW			4	4		CEDAW and CRC periodic reports and optional protocols	Available in November 2016
	3.1.3 Number of government and non-government organizations implement the rules and regulations of the Domestic Violence Prevention Act and the Child Care and Protection Act	Number	Total	3			3	10	10	10	10	UNICEF/UNW/UNDP/UNFPA			3	3		RGOB and agency reports	Annual
<b>Output 3.2: Gender mainstreaming in key ministries, autonomous bodies, non-governmental organizations with resourced gender mainstreaming strategies.</b>																			
UNW, UNDP	3.2.1 Number of key ministries, autonomous bodies, non-governmental organizations and private companies with	Number	Total	2			5	10	15	20	UNWomen			5	10			Gender Mainstreaming CD Plan (HR Development Plan)	Annual

	resourced gender mainstreaming strategies																		
<b>Output 3.3: Boys, men, girls, and women have increased awareness of and positive attitudes towards preventing and eliminating gender-based violence.</b>																			
UNFPA, UNDP, UNW, UNICEF	3.3.1 Number of service centers (shelter, community support, health) providing services	Number	Total	4	2013	5	6	7	7	7	UNFPA/UNDP					4		NCWC programme report	Annual
	3.3.2 Number of districts that implement programs that engage men and boys to prevent and address Gender Based Violence (GBV)	Number	Total	1		4	8	12	16	20	UNDP/UNW/			3	3			RGOB and CSO reports	Annual
	3.3.3 Number of networking groups (rights holders) supported by trained counsellors to address GBV	Number	Total	20		22	24	26	28	30	UNICEF			2	30			CSO reports	Annual
<b>Output 3.4: Institutions, communities, families, children in minimum four districts have the knowledge, skills, resources, mechanism to prevent, respond to violence against children.</b>																			
UNICEF, UNW, UNDP	3.4.1 Number of dzongkhags with registered Child Protection Services covering prevention, early intervention and response	Number	Total	5		7	9	14	18	20	UNICEF			11	11			RGOB reports	Annual
	3.4.2 Number of professionals in contact with children trained to prevent, identify, report and respond to child protection cases as per existing laws and policies ( health, education, justice, MoHCA, monastic body, CSO, law enforcement, Labour, local government, etc)	Number	Total	200		200	400	600	800	1000	UNICEF/UNW/UNDP			450	445			Training reports	Annual
	3.4.3 Number of justice and law enforcement professionals with the capacity to administer justice for children in contact with the law and implement crime prevention strategies	Number	Total	0		100	250	400	550	750	UNICEF			104	374			Programme report	Annual

**Outcome 4: By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.**

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	IPs	Indicator Review					Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	
						2014	2015	2016	2017	2018			2014	2015	2016	2017	2018			
<b>UNDAF Outcome 4: By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.</b>																				
UNDP, UNICEF, UN Women, UNFPA	4.1 National Integrity Assessment Index	Percent	Total	7.44	2009					10	UNDP	ACC		8	8			Transparency International Report	2017	
	4.2 Government Performance Management System Rating (GPMS)	Percent	Total	96.36						>90	UNDP	GPMD/ GNHC		91	91			GPM System and Annual Reports	Annual	
	4.3 People's Perception of Central Government Performance	Text	Total	86	2015					86	UNDP			86	86			GNH Survey	Annual	
	4.4 Proportion of youth reporting participation in local/national decision making (youth forum)	Percent	Total							20	UNDP/UNICEF	DYS, ECB, YDF, RENEW		0				Programme report (IPs)	Annual	
	4.5 Percentage of women in parliament	Percent	Female	8.3			8.3	8.3	8.3	8.3	20	UNDP/UNW	ECB		8	8.33			National Assembly and National Council	Annual
	4.6 Percentage of elected women in local governments	Percent	Total	7			7	7	20	20	20	UNDP/UNW	ECB/DLG		7	11.39			Election Commission of Bhutan (ECB) report	Annual
	4.7 Percentage of regions (dzongkhags/geogs) with functional database	Percent	Total	0							100	UNDP/UNFPA	NSB						NSB Programme Report	Annual
<b>Output 4.1: Key national and local institutions strengthen systems for effective public finance management and integrated monitoring of plans and programmes, evidence-based decision making based on harmonized national statistics and information.</b>																				
UNDP UNCDF UNFPA UNICEF UNDESA	4.1.1 Number of national and local government institutions implementing gender responsive planning and budgeting (GRB)	Number	National level	0	2013	Pilot in Health	2	3	4	5	UNDP/UNW	DNB		3	3			Annual Budget Call Notification Guideline / Annual Budget Statement	Annual	
			Local Level	0	2013					20	UNDP/UNW	DNB, DLG						Annual Budget Call Notification Guideline / Annual Budget Statement	Annual	
	4.1.2 Number of Local Governments implementing performance-based budgeting	Number	Total	4			50	105	165	185	225	UNCDF	DLG			165			LG Annual Report / LGSDP Annual Report	
4.1.3 National institutes delivering quality training on policy and population research methods	Text	Total	0	2013	Research guidelines and curriculum for advanced level research course	Validation processes and capacity development of faculty members completed	Advanced research methodology course launched	No. of students proficient in policy and population research methods	One institution at least		UNFPA	RUB/Sherubtse College		Finalized the draft of curriculum	The RGoB not launch Master courses as of now			Programme report and institution curriculum	Annual	



	Percent	Total	0	2013		30			100	UNFPA	RUB/Sheru btse College		30	30			Programme report and institution curriculum	Annual
4.1.4 Proportion of 12th 5-year plan Key Performance Indicators (KPIs) directly aligned with SDG indicators	Percent	Total		2013						UNDP/RCO	GNHC, NSB						12th 5 years Plan	2018
4.1.5 Percentage of government plans and programmes entered PlaMS system	Percent	Total	0		100	100	100		100	UNICEF	GNHC		100	100	100	100	PlaMS system	Annual
4.1.6 Percentage of geogs using online periodical reporting system	Percent	Total	0	2013			0.5		100	UNFPA	NSB		45	65			Geog reports produced by periodic report (by NSB)	Annual
4.1.7 Results of 2016 census analysed and disseminated	Text	Total	census 2005; BMIS 2010	2005	Mappi ng, house listing and questi onnair e design comple ted. Pilot censu s condu cted.	Traini ng of censu s superv isors and enum erato rs, field operat ion of censu s and post enum eratio n survey	Preli minar y and gener al censu s resul ts diss emin ated	Them atic Analys is of Censu s 2015	2016 censu s resul ts disse minate d.	UNFPA	NSB					Census delayed (Review ed census questio naire and tested and revised new questio naire) Training on web- based census data desmina tion applicati on using REDAT AM technolo gy	Thematic analysis report	Census 2016
	Percent		0	2005		30			100	UNFPA	NSB		30	50			Thematic analysis report	Census 2016
4.1.8 Number of organizations with the capacity for child sensitive and equitable social protection programming	Number	Total	0		0	1	2		3	UNICEF	NCWC			2			Kidu Foundation, Tarayana	
<b>Output 4.2: Local government and public administration bodies are better able to deliver effective and equitable public services.</b>																		
UNDP UNICEF	Percent	Total	Existing local governme nts officials fully trained		N/A	N/A	50	75	100	UNDP	DLG						UNDP, UNCDF reports Training reports etc	Annual

	4.2.2 Proportion of local governments officials elected in 2016 trained and knowledgeable in RBM skills	Percent	Total	30		N/A	N/A	50	75	100	UNDP	DLG, GNHC						UNDP, UNCDF reports Training reports etc	Annual	
	4.2.3 Number of integrated community centres with video conference facility	Number	Total	2		2	47	47	75	100	UNDP	Parliament					89		UNDP Project Report	Annual
	4.2.4 Proportion of annual budget utilization by local governments	Percent	Total	87		Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	100	UNDP	DLG								

**Output 4.3: Women and youth have increased opportunities to participate in leadership as well as in policy making, planning, and implementation of development plans.**

UNDP UNW UNICEF	4.3.1. Percentage of women reporting participation in national decision making	Percent	Female	10.6						12	UNDP/UNW	NCWC						UNDP and UNWOMEN Reports	Annual	
	4.3.2 Percentage of women reporting participation in local decision making	Percent	Female	7						10	UNDP/UNW	NCWC						LG election result of 2016 UNDP and UNWOMEN Reports	Annual	
	4.3.3 Number of women who applied for the executive positions in the civil service	Number	Female									UNDP/UNW	NCWC/ GNHC							
	4.3.4 Number of women participated in national and local elections	Number	National level									UNDP/UNW	ECB / NCWC							
			Local Level									UNDP/UNW	ECB / NCWC							
	4.3.5 Number of dzongkhags with at least one operational youth-led group	Number	Total	7		10	13	14	16	18		UNICEF	DYS			20	20		Programme report	Annual
4.3.6 Number of recommendation sets made annually through youth fora to influence national and local development plans	Number	Total	2		4	5	3	3	4		UNICEF	DYS			9	13		Programme report	Annual	

**Output 4.4: Media and CSOs are better able to promote the participation of people in particular youth, in democratic processes, public dialogue and discourse.**

UNDP UNICEF UNW	4.4.1 Number of laws enacted or amended by the parliament since 2014	Number	Total	0	2014	N/A	N/A	0	1	2	UNDP	Parliament Com, MPs					8		Annual desk review of legislature recordkeeping and UN programme report by UNDP	Annual
	4.4.2 Number of public hearings by the parliament since 2014	Number	Total	0	2014	N/A	N/A	7	10	12	UNDP	Parliament Com, MPs					7		Parliament Committee report UN Programme report by UNDP	Annual
	4.4.3 Percentage of adult population reached by civic and voter education	Percent	Total	30							85	UNDP/UNICEF	ECB					18		Local Government Election result

	4.4.4 Proportion of youth engaging in democratic governance	Percent	Male	0							UNDP	ECB						Bhutan Children's Parliament Report	Annual
			Female	0							UNDP	ECB						Bhutan Children's Parliament Report	Annual
<b>Output 4.5: People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms</b>																			
UNDP UNW	4.5.1 Proportion of people aware of basic rights, duties & responsibilities	Percent	Total	83						90	UNDP			83				Mediators' Annual Reports (LG) 2016 Census	2016
	4.5.2 Percentage of civil cases and disputes resolved through alternate dispute resolution mechanisms	Percent	Total	0						20	UNDP	BNLI			42.25			Bhutan National Legal Institute	2016

### Annex 3: List of Documents Referred to

1. Annual Coordination Framework. 2017. United Nations in Bhutan.
2. Annual Report. 2014. United Nations Country Team. Bhutan.
3. \_\_\_\_\_. 2015. United Nations Country Team. Bhutan.
4. \_\_\_\_\_. 2016. United Nations Country Team. Bhutan.
5. Annual Work Plan, 2016-2017. Outcomes 1, 2, 3 and 4. United Nations in Bhutan.
6. \_\_\_\_\_ 2017-2018. Outcomes 1, 2, 3 and 4. United Nations in Bhutan.
7. Audit of UNDP Country Office in Bhutan, 2017. UNDP Office of Audit and Investigations.
8. Business Operations Strategy, 2016-2018. United Nations in Bhutan.
9. Common Budgetary Framework Report, 2016. United Nations in Bhutan.
10. Coordination Architecture in Bhutan. United Nations in Bhutan.
11. Country Results Report. 2014. United Nations in Bhutan.
12. \_\_\_\_\_. 2015. United Nations in Bhutan.
13. \_\_\_\_\_. 2016. United Nations in Bhutan.
14. Country Strategy, 2016-2018. 2016. United Nations in Bhutan.
15. Desk Review Report. Data Ecosystem. 2016. National Statistics Bureau and GNH Commission with United Nations in Bhutan.
16. Draft Gender Policy Review. Bhutan. 2015. Enhancing Gender Equality and Women's Empowerment.
17. Independent Country Programme Evaluation Bhutan, 2017, UNDP Bhutan.
18. JIU/REP/2016/6 META-Evaluation and Synthesis. pp v-vi. UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK EVALUATIONS.
19. National Nutrition Survey.2015. Nutrition Programme, Department of Public Health. Ministry of Health.
20. Mid Term Review Report. 2017. UN Women in Bhutan.
21. Mid Term Review, UN One Programme (2014-2018). 2016. United Nations in Bhutan.
22. Progress Report. 2016. Country Programming. United Nations in Bhutan.
23. Review of Legislation from the Perspective of Enhancing Gender Equality in Elected Office in Bhutan. 2015. National Commission of Women and Children.
24. Revised Results Framework. (2014-2018). United Nations in Bhutan.
25. Royal Government of Bhutan. 11<sup>th</sup> Five Year Plan (2013-2018). Gross National Happiness Commission.
26. Royal Government of Bhutan. 12<sup>th</sup> Five Year Plan Formulation Guideline. Gross National Happiness Commission.
27. Round Table Technical Paper. 2017. UNCT Bhutan.
28. Royal Government of Bhutan. 2016. State of the Nation Report. Seventh Session of the Second Parliament.
29. Standard Progress Report. 2016. 2nd Quarter (April-June). Respect Educate Nurture and Empower Women. Thimphu Bhutan.
30. Standard Progress Report. 2017. 2nd Quarter (April-June). Respect Educate Nurture and Empower Women. Thimphu Bhutan.
31. UNDAF Bhutan One Programme Document. 2014-2018. United Nations in Bhutan.

## Annex 4: List of Agencies and People Met

	Name	Organization	Designation/Division
1	Wangchuk Namgay (Mr.)	GNHC	Chief, Planning Division
2	Pema Tenzin (Mr.)	GNHC	Planning Officer
3	Sonam Tobgyal (Mr.)	GNHC	Sr. Research Officer
4	Throwa Tenzin (Mr.)	GNHC	
5	Chimmi Dema (Ms.)		Asst. Planning Officer
6	Sonam Choki (Ms.)		Asst. Planning Officer
7	Kinley Gyelmo (Ms.)		Planning Officer, Labour Relations Division
8	Kinley Dorji (Mr.)		Dy.Planning Officer
9	Chimme Tshering (Mr.)	NSB	Director
10	Pema Namgay	NSB	Data Ecosystem Focal Officer:
11	Sonam Wangmo (Ms.)	National Assembly	HRO
12	Duba (Mr)		Director
13	Kinley wangmo (Ms.)		Planning Officer
14	Rinchen Namgay (Mr.)		Planning Officer
15	Wangdi Gyeltshen (Mr.)		Sr. Planning Officer, DLG.
16	Sangay Dorji (Mr.)		Asst, Planning Officer
17	Rinchen Wangmo (Ms.)		Planning Officer
18	Tshedat (Mr.)		Planning Officer, IMNCI Program:
19	Sangay Phuntsho (Mr.)		
20	Tashi Tshomo (Ms.)		RMNH Program
21	Lobzang Tshering (Mr.)		RMNH Program
22	Dorji Phub (Mr.)		HR Officer
23	Wangchuk Dukpa (Mr.)		Dy. Chief of Planning, Emergency Medical Supply Division
24	Laigden Ozed (Mr.)		Nutrition Program
24	Tashi Tshomo (Ms.)		RMNH Program
25	Kunzang Lhamo (Ms.)	NCWC	Executive Director
26	Gyem Bidha (Ms.)		
27	Dr. Sithar Dorji (Mr.)		Chief
28	Kinley Penjore (Mr.)		
29	Jamyang Phuntsho (Mr.)		Chief of Certification Division
30	Tashi Yanzom (Ms.)		Planning Officer

	Name	Organization	Designation/Division
1	Dr. Kanokpan Lao-Araya	ADB	Country Director
2	Tshewang Norbu		Resident Representative
3	Mr. Ramesh Chhetri	Austrian Development Agency	Senior Program Manager
4	Phub Zam Honorary	Consulate of Sweden	Consul
5	Ms. Tashi Pem	Helvetas	Country Director, a.i
6	Mr. Koji Yamada	JICA	Chief Representative
7	Dechen Dorji	WWF	Country Representative
8	Dr. Yoichiro Ishihara	World Bank	Resident Representative
9	Gerald Daly	UNRC	UN Resident Coordinator
10	Hiroshi Kuwata		SARC RCO
11	Niamh Collier-Smith	UNDP	Deputy Resident Representative
12	Namgay Dorji		Programme Manager, Inclusive Governance
13	Jigme Dorji		Programme Manager, Poverty Reduction (Focal officer for 12 <sup>th</sup> Five Year Plan Formulation)
14	Nawaraj Chhetri		Portfolio Manager
15	Sonam Wangdi	UNODC	National Programme Coordinator
16	Rinzin Pem	UN Women	National Coordinator
17	Chado Tenzin	FAO	Assistant Resident Representative

18	Yeshey Dorji	UNFPA	Assistant Resident Representative
19	Rudolf Schwenk	UNICEF	Representative
20	Aniruddha Kulkarni		Child Protection Specialist
21	Bishnu Mishra		Education Officer (Focal officer for Disabilities Joint Programme)
22	Dechen Zam		PME Specialist
23	Dechen Zangmo		M&E Officer
24	Piet Vochten	WFP	Head of office
25	Dr. DE JESUS, Rui Paulo	WHO	Representative

## Annex 5: Objective Measuring of the 15 core elements of Delivering As One

The green covered cells show implementation status of 15 core elements in Bhutan. Texts in these cells are revised based on the suggestions by the UNCT/RCO in Bhutan.

Pillar	Core Element	Fully Achieved	Partially Achieved	No Progress
Overarching Pillar	<b>Core Element 1</b> Joint oversight and ownership agreed between Government and the UN	Terms of reference for Country Programme Board (CPB) was endorsed by the government and the CPB is meeting annually to provide strategic oversight.	Terms of Reference are drafted but have not been endorsed by the UNCT and government OR the SC is in place with ToRs but is not meeting on a regular basis.	No Joint/National Steering Committee is in place.
	<b>Core Element 2</b> Annual reporting on joint UN results in the UN Country Results Report	The UN Country Results report, covering programmes, finance, operations and communications, was developed by the UNCT and endorsed by the CPB.	A UN Country Results Report was developed but does not cover all pillars of the SOPs (or only an UNDAF annual review was done) OR the report is pending endorsement by some members of the UNCT.	No UN Country Results Report is developed
One Programme	<b>Core Element 3</b> Signed UNDAF at the outcome level with legal text as appropriate	Bhutan UNDAF One Programme has been signed by the UNCT and Government at the outcome level and includes the necessary legal annexes	The UNDAF is formulated at the outcome level, but does not include the legal annexes	The UNDAF is not designed at the outcome level
	<b>Core Element 4</b> Joint Annual Work Plans (of Results Groups), aligned with the UNDAF and signed by involved UN entities (this does not preclude agency specific work plans where required)	Annual Work Plan (AWP)s are aligned with the One Programme Outcomes, signed by the UNCT members involved and the Government and used to coordinate the implementation of the One Programme. The AWP includes all the activities of the UNCT under that result.	JWPs are approved by the UNCT, but are not signed/agreed with the Government.	No JWPs are developed
	<b>Core Element 5</b> Results Groups (chaired by heads of agencies) focused on strategic policy and programme content established and aligned with national coordination mechanisms	Results Groups are established, meet regularly and are chaired by heads of agencies.	Results Groups have been established but all of them are not chaired by heads of agencies OR they do not meet on a regular basis.	Results Groups are not established.
Common Budgetary Framework	<b>Core Element 6</b> Medium-term Common Budgetary Framework (as part of UNDAF/One Programme results matrix) reflecting	The results matrix is costed at the outcome level, with financial data broken: 1) total estimated budget of the One Programme; 2) Funded budget; and 3) Unfunded budget. Ideally, it will contain a breakdown per agency.	The UNDAF/One Programme is costed, but it does not reflect all four pieces of financial data	The UNDAF/One Programme results matrix is not costed

<b>and One Fund</b>	financial resources required, available and to be mobilized.		required or it is not costed at the outcome level	
	<b>Core Element 7</b> Annual Common Budgetary Framework (as a part of the Joint Work Plans) updated annually with data on financial resources required, available, and to be mobilized	The AWP are costed at the outcome level and output level, per agency, with financial data broken down by: 1) AWP total estimated budget 2) Funded budget 3) Unfunded budget. The various AWP are consolidated into a chart	The JWPs are costed, but not consolidated into an overview chart or they are not disaggregate to the outcome and output level or not all four pieces of financial data required are included in the chart	The JWPs are not costed
	<b>Core Element 8</b> A Joint Resource Mobilization strategy approved by the UNCT and is being used to mobilize resources for implementation of the UNDAF/One Programme	Joint Resource Mobilization Strategy is approved by the UNCT and is being used to mobilize resources for the implementation of the One Programme.	A Joint Resource Mobilization Strategy is drafted but needs to be approved by the UNCT or a JRMS is approved, but is not consistently being implemented by UNCT members.	There is no joint resource mobilization strategy available
<b>One Leader</b>	<b>Core Element 9</b> Strong commitment and incentives of the UNCT to work towards common results and accountability through full implementation of the M&A system and the UNCT Conduct and Working Arrangements	The UNCT is fully compliant with the Guidance Note on UN Country Team Conduct and Working Arrangement and has endorsed the Management and Accountability System of the UN Development and RC System - UNCT has a Code of Conduct - UNCT has a Dispute Resolution Mechanism - UNCT has agreement on NRA Engagement	The UNCT has drafted a Code of Conduct or Terms of Reference, but is not fully implementing the Guidance Note and has not endorsed the M&A System	The UNCT does not have a Code of Conduct nor ToR drafted.
	<b>Core Element 10</b> Empowered UNCT to make joint decisions relating to programming activities and financial matters	UNCTs have developed protocols/ agreements for joint decision making and accountability on issues related to: UNCT Work plans, Joint Policy Work, leveraging regional-global technical capacity and change management	UNCTs make joint decisions on issues related to the UNCT Work plans, Joint Policy Work, leveraging regional global technical capacity, change management but do not have decision making protocols/agreements established	There is no joint decision making in the UNCT
<b>Operating as One</b>	<b>Core Element 11</b> Business Operations Strategy endorsed by UNCT is highly recommended, adapted to local needs and capacities, to enhance operational oneness processes through eliminating duplication of	A Business Operation Strategy is developed by the OMT, is endorsed by the UNCT and is being implemented. The BOS implementation is being monitored and is reporting on the cost savings.	The Business Operation Strategy has been developed but has not been signed by all UNCT Members OR has not been implemented yet OR is not being monitored. At a minimum, the BOS Roadmap, approved by	No BOS has been developed



	common processes to leverage efficiencies and maximize economies of scale		the UNCT, is submitted to DOCO formally.	
	<b>Core Element 12</b> Empowered Operations Management Team (chaired by a Head of Agency)	At least 7 out of the 10 practices in the document entitled “Empowered OMT” are implemented. OMT is chaired by UNDP.	The OMT implements at least 3 of the 10 practices in the document entitled “Empowered OMT”, but is not chaired by a Head of Agency.	There is no OMT in place, or OMT does not meet any of the criteria
	<b>Core Element 13</b> Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework	The medium-term CBF includes operations costs and budgets.	Not applicable for this question	Operational costs are not included in the medium-term CBF
<b>Communicating as One</b>	<b>Core Element 14</b> Joint communication strategy appropriate to the country context approved by the UNCT and monitored and reported against in the UN Country Results Report	Joint Communication Strategy has been developed to support the implementation of the One Programme and endorsed by the UNCT. A work plan has been developed and is being monitored.	Joint Communication Strategy has been developed but has yet to be approved by the UNCT, OR a Joint Communication Strategy has been developed and was approved but is not being implemented or monitored	A Joint Communication Strategy was not developed
	<b>Core Element 15</b> Country Communications Group (chaired by a Head of Agency) and supported by regional and HQ levels, as necessary	A Country Communications Group is established with clear ToR, meets, regularly and is chaired by a Head of Agency.	A Country Communications Group is established without clear ToR, OR does not meet regularly, OR is not chaired by a Head of Agency	No CCG is in place.