United Nations Development Assistance Framework

Bhutan One Programme 2014-2018

Thimphu
2014
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Executive Summary

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

1. Policies and studies for integrated natural resource management, climate change adaptation/ mitigation and poverty-environment nexus developed.

2. National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.

3. Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.

4. Food and nutrition security policies developed with a particular focus on productivity and food safety.

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.

6. The rural poor and under-employed have increased access to alternative income generation opportunities and sustainable agriculture practices.

7. 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.
By 2018, communities and institutions strengthen and adhere to principles of gender equality, empowerment and protection of women and children.

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

2. Local government and public administration bodies are better able to deliver effective and equitable public services.

3. Boys, men, girls, and women have increased awareness and display positive attitudes on the prevention and elimination of gender-based violence.

4. Food and nutrition security policies developed with a particular focus on productivity and food safety.

5. People have greater awareness of their rights and increased access to formal and informal justice mechanisms.

1. Legal and policy environment for the advancement of rights and protection of women and children strengthened.

2. Key ministries, autonomous bodies, CSOs/NGOs and the private sector put in place gender mainstreaming strategies.

3. Women and youth have increased opportunities to participate in leadership as well as in policy-making, planning, and implementation of development plans.

4. Institutions, communities, families and children in at least four districts have the knowledge, skills, resources and mechanisms to prevent and respond to violence, abuse, exploitation and neglect of children.

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

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.

1. Legal and policy environment, including the advancement of rights and protection of women and children, strengthened.

2. Local government and public administration bodies are better able to deliver effective and equitable public services.

3. Boys, men, girls, and women have increased awareness and display positive attitudes on the prevention and elimination of gender-based violence.

4. Food and nutrition security policies developed with a particular focus on productivity and food safety.

5. People have greater awareness of their rights and increased access to formal and informal justice mechanisms.
UNDAF: Bhutan One Programme 2014-2018

I. Introduction

1. The Kingdom of Bhutan is a landlocked state in South Asia located at the eastern end of the Himalayas and bordered to the south, east and west by India and to the north by China. With a population of just over 700,000, Bhutan is one of the world’s youngest democracies. The country’s unique concept of Gross National Happiness (GNH) promotes a balanced approach to development encompassing good governance, environmental conservation, and cultural preservation and promotion, in addition to traditional socio-economic indicators with a strong equity and sustainability focus. This development paradigm, prudent economic management and political stability have brought about a significant rise in living standards and improvements in human development outcomes.

2. In 2008, Bhutan adopted the latest approach for enhancing UN coherence on a voluntary basis, known as Delivering as One (DaO). The approach aims to increase the effectiveness and impact of the UN through more coherent programmes and reduce transaction costs for Implementing Partners. The United Nations Development Assistance Framework (UNDAF) is the key instrument for enhancing UN coherence at the country level. It is the strategic document of the United Nations Country Team (UNCT) in its efforts to contribute more effectively to national development priorities and describes the collective response of the UN system to the priorities laid out in the Five Year Plans (FYP) of the Royal Government of Bhutan (RGoB).

3. The current UNDAF was fully aligned with the 10th Five Year Plan and the UN Country Team chose to extend the current cycle by one year to bring it in line with the planning cycle for the 11th Five Year Plan. The new One Programme is fully aligned with the 16 National Key Result Areas of the 11th FYP and is structured around the four pillar of Gross National Happiness (GNH).

4. Reflecting the evolution of common country instruments, the support of the UN System to Bhutan over the period 2014-2018 is described in a single document that combines a strategic overview, an action plan and budget and represents the next logical step towards increased UN coherence in Bhutan. The aim is to ensure a continued focused, coordinated and effective support for national development goals, the MDGs and, in time, the post 2015 agenda. It is about a UN Bhutan Delivering as One that delivers more coherently and efficiently for the poorest and most disadvantaged. In doing so, the One Programme will act as the following:

   • It will serve as the principal programming document for the UN system to ensure that UN support is operational in a coherent and effective manner;
   • In keeping with the commitment to the principles of aid effectiveness and management for results, the One Programme will also act as the overall planning and an accountability framework setting out the specific actions of UN System Agencies, including key partnerships and collaborative actions; and
   • The One Programme will also act as a Common Budgetary Framework for UN System Agencies, the Government and implementing partners, and be a reference document for other development partners.

5. The process of One Programme formulation has been inclusive, participatory and evidence-based. The UN and national stakeholders have taken into account a rapidly changing domestic and international environment. The election of the first national parliament in 2008 alongside significant developments in the economic, cultural and environment realms have presented Bhutan with numerous opportunities and challenges. The impact of global crises, natural disasters, climate change and other external factors that are beyond the control of Bhutan nonetheless help to critically shape development prospects. The transition from an economy based

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1. Specialized agencies will continue to operate under the provisions of existing programming processes but will participate and report against the One Programme in the spirit of DaO.
on agriculture to greater reliance on manufacturing and service sectors, with rapid economic growth and rising national income will also present its own sets of challenges not least to overall aid flows when there is still a notable unfinished development agenda that will require continued attention and support. The One Programme will act as a critical bridge between the final years of the MDGs and the new post 2015 agenda that includes rapid urbanization and a large youth population that represent the future of the country.

**Partnerships, Values and Principles**

7. The Royal Government of Bhutan (hereinafter referred to as “the Government”) and the UN system in Bhutan are committed to the implementation of the One Programme 2014-2018, under the leadership of the Government and the UN, bringing together the comparative advantages of the Participating UN System Agencies within one planning, implementation, and monitoring and evaluation framework.

8. Resident UN organizations in Bhutan participating in the One Programme 2014-2018 are: the Food and Agriculture Organization (FAO), the UN Development Programme (UNDP), the UN Population Fund (UNFPA), the UN Children’s Fund (UNICEF), the World Food Programme (WFP) and the World Health Organization (WHO).

9. Non-Resident Agencies, Funds and Programmes include the Joint UN Programme on HIV/AIDS (UNAIDS), the UN Capital Development Fund (UNCDF), the UN Conference on Trade and Development (UNCTAD), the UN Environment Programme (UNEP), the UN Educational, Scientific and Cultural Organization (UNESCO), the UN Human Settlements Programme (UN-HABITAT), the UN Industrial Development Organization (UNIDO), the UN Office for the Coordination of Humanitarian Affairs, the UN Office on Drugs and Crime (UNODC), the UN Office for Project Services (UNOPS), the UN Volunteers (UNV), the UN Entity for Gender Equality and the Empowerment of Women (UN Women) and the International Fund for Agricultural Development (IFAD).

10. Resident and Non-Resident agencies collectively are hereinafter referred to as “the Participating UN System Agencies”.

11. Furthering to their mutual agreement and cooperation for the realisation of the Millennium Development Goals and other internationally agreed development goals resulting from UN conventions and summits to which the Government and Participating UN System Agencies are committed, including the Millennium Summit and the Millennium Declaration, the Millennium Development Goals Summit 2010 and other relevant conventions, conferences, summits and inter-governmental events of the UN to which Bhutan is a party;

12. Agreeing that the Participating UN System Agencies support the implementation of the 11th Five Year Plan, related sectoral and local strategies, and that the One Programme is fully in line with the four pillars of Gross National Happiness and the legal framework supporting Official Development Assistance (ODA) management and utilization in the Kingdom of Bhutan;

13. Affirming that for the Royal Government of Bhutan, the ‘One Programme’ represents an integrated document that encompasses the UNDAF and UNDAF Action Plan and that the ‘One Programme represents the single strategic programmatic vision and framework that guides all agency programmes;

14. Entering into a new period of cooperation aligned with the 11th Five Year Plan of the Royal Government of Bhutan; and declaring that the commitments and responsibilities outlined herein will be fulfilled in a continued spirit of close cooperation and trusted partnership.

15. Whereas the Royal Government of Bhutan (hereinafter referred to as “the Government”) has entered into the following:

- WHEREAS the Government and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)), which was signed by both parties on 14 July 1978. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’, enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the United Nations Development Group (UNDG) simplification and harmonization initiative. In light of this decision this One Programme together with an annual work plan (AWP) (which shall form part of this One Programme, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.


- With the World Food Programme a Basic Agreement concerning assistance from the World Food Programme, which Agreement was signed by the Government and WFP on 22 March 2004.

- With the United Nations Population Fund (UNFPA) a Memorandum of Understanding to the effect that the SBAA signed by UNDP and the Government on 14 July 1978 be applied, mutatis mutandis, to UNFPA.

- With the World Health Organization (WHO) a Basic Agreement concerning technical advisory cooperation concluded between the Government and WHO on 3 January 1983.

- With the Food and Agriculture Organization of the United Nations the Agreement for the opening of a FAO Representation in the Royal Kingdom of Bhutan on 19 May 1984.

- The One Programme will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.

**Development of the One Programme**

“….,the United Nations Country Team in Bhutan is committed to deliver coherent, effective and efficient support to Bhutan towards attainment of national development goals and the realization of the vision of peace and social progress enshrined in the UN Charter and the UN Millennium Declaration.

“Bhutan is a self-starter in Delivering as One (DaO) and the Bhutan UN Country Team has a unified vision towards achieving common goals in line with the Millennium Development Goals (MDGs) and Bhutan’s unique development paradigm of Gross National Happiness (GNH). The Bhutan UN Country Team upholds the fundamental principles and standards of the UN, and the Five Ones Principles of DaO (one leader, one programme, one fund, one office, one voice).”

Dochula Declaration
United Nations Country Team in Bhutan
Thimphu, Bhutan October 25, 2010

16. The UN Country Team embarked on an extensive planning and preparation process including a detailed review of the previous programme, assessment of the dynamic national context and alignment with new government priorities. Most important, the development of the One Programme involved a very comprehensive consultative process encompassing all key stakeholders to ensure strong national ownership.
17. The UN Country Team began developing the Road Map in December 2011 with a brainstorming meeting to look at the various options available to the UN as well as to ensure that the four mandatory steps for developing the One Programme dove-tailed with the key steps in the national 11th Five Year Plan (FYP) formulation process.2

18. The UN Country Team elected to utilize existing coordination mechanisms to manage the roll out of the new One Programme. Coordination with Government Implementing Partners is carried out in partnership with the Cross National Happiness Commission (GNHC) Secretariat as the Apex Planning and Coordinating Body for the Government and through UN Outcome Group members as appropriate. Coordination with civil society implementing partners is carried out mostly through the UN members of the Outcome Groups. A high level meeting was held in March 2012 with GNHC to officially endorse the proposed road map and to launch the start of the One Programme development process.

19. Building on the advice of the Peer Support Group, the UN Country Team opted to develop a complementary Country Analysis (CA) during the first half of the year. The preparations involved an in-depth desk review and a series of consultation workshops. This included a causality analysis workshop held in April followed by stakeholder consultations and a comparative advantage exercise in June.3 This was complemented by a partner perception survey and a validation workshop attended by government officials and representatives from civil society and donors.

20. The UN Country Team, cognizant of the need to hear the voices and views of the vulnerable groups and in particular, women, children and youth, organized a separate meeting with the Civil Society Organizations (CSOs) on how to frame the stakeholder consultations and address the representation issues of the vulnerable groups in these discussions. Given the highly diverse nature of vulnerable groups in the country, the roles of CSOs who had themselves represented them in the stakeholder consultations. CSOs representing women and girls as well as youths were included in these discussions and a group of young people participated directly in the stakeholder consultations for the first time at this level.

21. The process culminated in a three day Strategic Prioritization Workshop (SPW) which involved well over 100 participants including from the highest ranks of government, CSOs, private sector, non-resident agencies and representatives from civil society and donors. WHC reviewed the GNHC Secretariat and the 11th Five Year Plan priorities—broken down into 16 National Key Result Areas—as well as the Country Analysis and identified five potential strategic areas—Poverty, Education, Health, Governance, and Sustainable Development and Climate Change—that became the basis of the new One Programme. Additional work was also done around the issue of culture but it was decided that this would be mainstreamed across the other priorities.

22. In addition, there was a very strong recommendation for a separate stand-alone outcome to deal with women and gender. There was a broad consensus that previous attempts at mainstreaming had not been fully explored during the Strategic Prioritization Workshop. A key guiding principle was to ensure focus and clear alignment with the priorities of the 11th FYP where the UN had a comparative advantage. The task teams initially identified seven outcomes which were clustered under three broad headings—Sustainable Development, Essential Social Services and Good Governance and Participation. Following an M&E retreat, the seven outcomes were worked down to four main outcomes in a strive for greater focus and coherence. The revised outcomes (and supporting outputs) were subsequently validated by the UN Country Team in the middle of September and the agreed structure forms the heart of the One Programme.

UN Comparative Advantage

25. As part of the country analysis exercise, the UN Country Team carried out a partner perception survey and stakeholders’ consultation meetings around the following key questions:
   - How the UN in Bhutan is perceived by its partner organizations and other stakeholders;
   - The areas where the UN is perceived to be best positioned or equipped to address development challenges, as compared to other development partners (DPs).

26. The comparative advantage exercise confirmed earlier findings that the UN in Bhutan continued to be a valuable partner and cited work on cross-cutting issues as being particularly valuable.4 The SWOT analysis highlighted that the UN continues to receive high marks for the breadth of technical expertise and its access to global knowledge networks. The respondents indicated that the UN had a good understanding of the Bhutan context and was well attuned to national priorities and noted the UN’s convening power and emphasis on consultation and coordination. The respondents also cited the very prompt response to emergencies as an area where the UN had considerable strength. Lastly, the respondents further identified the ability of the UN to work on critical / sensitive areas of concerns as a major opportunity for the UN during the next One Programme cycle. The stakeholder workshop also highlighted a number of areas of weakness which included limited financial resources, limited engagement with civil society and restrictive and at times overly bureaucratic procedures.

Cross-cutting Principles

27. The United Nations Development Group (UNDG) guidelines for the formulation of United Nations Development Assistance Framework (UNDAF) require that the UN apply three normative principles—
   - The Human Rights-based Approach (HRBA), Gender Equality—through both mainstreaming and targeted interventions—and Environmental Sustainability—and two enabling principles—Results Based Management (RBM), and Capacity Development—as the central pillars of UN Country Team cooperation.5

28. The Royal Government and the UN embarked on a formulation of the new One Programme with a greater emphasis on strengthening RBM, particularly monitoring and evaluation. A RBM mainstreaming training was organized at the onset of the process. The training was led by the GNHC with the assistance from international experts, targeted to representatives from various Ministries, civil society and the UN. It was followed by other RBM training throughout the formulation process with the support of an international M&E consultant.

29. Gender mainstreaming—as a process and as a strategy—will be used to promote gender equality and women’s empowerment across all outcome areas. The UN in Bhutan will ensure that gender mainstreaming is central to all its activities—from policy development, research, advocacy/dialogue, legislations, resource allocation, and planning, implementation and monitoring of programme, projects and activities. This will be complemented by targeted and specific interventions to promote gender equality and empower women, under a dedicated outcome and specific outputs.

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2 The UNDG suggest several options for strategic planning in the context of DaO. The UNCT endorsed the inclusion of both outcomes and outputs and to integrate the results and M&E framework as suggested in the UNDG guidelines.

3 WHC provided advisory support and participated in the causality analysis workshop, while the UNDG facilitated the comparative analysis consultation in June.

4 This finding to an extent contradicts the view of the UN itself (and more particularly UN Women) that one of UN’s weaknesses is its limited capacity and expertise in mainstreaming gender equality.

5 How to Prepare and One Programme: Part (I) Guidelines for UN Country Teams, p. 7
30. The UN Country Team also decided to elaborate an integrated framework that would bring together these different strands of analysis around the normative cross-cutting issues in the new One Programme. The framework was developed with the aim of:

- Driving more rigorous and systematic analysis across all cross-cutting areas when formulating areas of intervention (outcomes or outputs);
- Brining coherence to the different analytical frameworks and facilitating mainstreaming in practice;
- Driving greater clarity and coherence in the choice of capacity development interventions, thereby facilitating also the elaboration of a clear Monitoring and Evaluation (M&E) framework to measure the desired results.

31. The building blocks of the analytical framework were introduced during the Strategic Prioritization Workshop, followed by a more detailed introduction to the task teams, who were asked to review their supporting analysis and formulation of the proposed outcomes, outputs and indicators using the framework. The teams were asked to clearly identify which of three levels the proposed interventions corresponded to, namely enabling or institutional environment, systems and services, and demand for these services; the first two from the perspective of duty bearers and the third from the perspective of rights holders, primarily.

Vulnerability

32. The UN system also attempted to sharpen the focus of the One Programme to look at patterns of vulnerability. The country analysis highlighted important spatial and gender disparities with regard to the MDGs. Available data and information does not suggest ‘patterns of discrimination’ against certain groups of people based on factors such as ethnicity, religion or specific status. However, women/girls and men/boys living below the national poverty line and those with limited access to markets and basic services are more vulnerable to food insecurity, malnutrition, poor quality of education, natural disasters, and the impact of climate change.

33. Other emerging vulnerabilities stemming from rapid urbanization, modernization and globalization also need to be addressed. There is a strong sense that urban poverty is increasing but the lack of data and information are a constraining factor. With the adoption of the National Youth Policy of 2010, the specific vulnerabilities of young people are now being addressed through a focused, multi-sectoral approach. Other groups such as people (including children) living with disabilities, single parents and the elderly, survivors of gender based violence, and people (including children) living with HIV have also been recognised for targeted support.

Causality

34. Many underlying and root causes (see Vulnerability Analysis) were found to be common for the different development challenges in Bhutan. Underlying deprivation and poverty, rural-urban migration, urbanization, limited access to basic social and economic services, and lack of awareness and information remain the key drivers in Bhutan. Other root causes that are common to several development problems include low education and literacy, socio-cultural changes, and the lack of employment opportunities in rural areas. Factors that were found to have an influence in many of the development challenges include weak enforcement of existing laws and policies, and weak coordination between relevant national agencies.

Capacity Gaps

35. Although there are capacity gaps that are very specific to different challenges, there are also several common capacity gaps cutting across a number of critical development challenges. These gaps on the side of the duty-bearers were mainly found at the ‘enabling environment’ level and include:

- Data and information: collection, compilation, but most importantly, analysis and use of disaggregated data and information for informing the design and implementation of policies, plans and programmes, and the need to disaggregate data by variables such as sex, age and rural/urban;
- Coordination among relevant key agencies, and with relevant stakeholders;
- Implementation and enforcement of existing plans, policies, laws, rules and regulations;
- Effective law and policy-making;
- Capacity to effectively mainstream cross-cutting issues.
- Duty-bearers often lack human, technical and financial resources in order to fulfil their obligations.

36. The most common capacity gap among rights-holders related to the lack of knowledge and awareness. Overall, rights-holders need to be better informed in order to be able to hold duty-bearers accountable, and to meaningfully contribute and actively participate in addressing development problems. Access to information is also critical as are opportunities for meaningful participation in public life and decision making.

Delivering as One: Effectiveness and Efficiency

37. The United Nations system launched the Delivering as One (DaO) initiative in 2006 to respond to the challenges of a changing world and to demonstrate how the UN family could provide development assistance in a more coherent way that responds more efficiently to national priorities. The proposal was endorsed by the Royal Government of Bhutan (RGoB) and UN Bhutan became a DaO self-starter country in 2008. The Royal Government of Bhutan and the UN system in Bhutan continue to look for ways to increase the UN’s impact through more coherent programmes, and lower transaction costs. The DaO approach has brought together the RGoB and the UN system in Bhutan with fresh energy, momentum and a greater sense of common purpose.

38. This commitment to increased coherence was demonstrated by the joint support of the UN to Bhutan’s 10th Five Year Plan (FYP) through the United Nations Development Assistance Framework (UNDAF), and the common Country Programme Action Plan (cCPAP 2008-2013). The UNDAF/cCPAP was implemented and monitored under the overall supervision and guidance of a joint Government-United Nations Country Programme Board (CPB) co-chaired by the Secretary of the Gross National Happiness Commission and the United Nations Resident Coordinator. Board members include UNDAF/cCPAP signatories and key government implementing agencies represented by the Secretaries of the Ministry of Economic Affairs, Ministry of Health, Ministry of Education, Ministry of Agriculture, Ministry of Home and Cultural Affairs and the National Commission for Women and Children (NCWC).

39. UN Bhutan’s Delivering as One (DaO) approach under the stewardship of the Resident Coordinator is driven along six different work streams:

- One Programme: The UN system adopted a number of common country programming instruments including a common CPAP as the operational complement to the UNDAF in order to maximize the contributions of Participating UN Organizations by enhancing coordination, coherence, and programmatic synergies to assist in building an equitable, prosperous and democratic Bhutan.

It is estimated that this helped tighten the programme with a 65% reduction in work plans/projects between the Royal Government and the Participating UN Organizations, while maintaining resource levels. The commitment to streamlining the programming process has been further enhanced by the collective decision to develop an integrated UNDAF and Action Plan that will be known as the
8. To date, utilization of HACT has been limited to Ex Com agencies. Technical and specialized agencies continue to utilize existing business practices to support their activities under the UNDAF/cCPAP.

7. To date, utilization of HACT has been limited to Ex Com agencies. Technical and specialized agencies continue to utilize existing business practices to support their activities under the UNDAF/cCPAP.
Development Context

48. Bhutan continues to enjoy robust economic growth, with a real Gross Domestic Product (GDP) growth rate of 11.8% and an average inflation rate of 9.10% in 2010. A gradual shift in the economic structure from a traditional and agriculture-based economy to a more vibrant secondary and tertiary-based economy—with hydropower, construction, tourism, transport and communication as key drivers—can be observed. While Bhutan’s trade deficit significantly increased in 2010, the overall balance of payments has remained positive due to the significant external inflows on account of grants and loans. India remains by far the biggest trade partner of Bhutan; in 2010, the trade deficit with India represented one third of the overall deficit.

49. Available projections foresee that Bhutan will continue to enjoy robust economic growth over the 11th FYP period. Despite steady economic growth, strong performance against macro-economic indicators, and the bright prospects for the country based on anticipated returns from its hydropower investments, numerous development challenges remain to be addressed. Moreover, the country remains constrained by a high degree of economic vulnerability due to external factors beyond its immediate control.

50. Poverty reduction is a central to the national development agenda in both the 10th and 11th FY Plans, which are guided by the philosophy of Gross National Happiness. The target set in the 10th FYP is to reduce the percentage of the population living below the national poverty line from 23.2% estimated in 2007 to below 15% by 2013. Although updated figures will become available at the end of 2012, Bhutan has already succeeded in reducing poverty by half from 1990 and the only question that remains is whether it is on track to achieve its own ambitious income poverty reduction targets. Based on the latest (2007) data, income poverty is still predominantly a rural phenomenon. However, there is a strong sense that urban poverty has been increasing rapidly. Important disparities in income poverty also exist between and within dzongkhags.

51. In order to address poverty in a more holistic manner, with the support of the UN, the RGoB has started to look at the multidimensional poverty situation in the country. Based on a set of criteria tailored for Bhutan, in 2011 multidimensional poverty was estimated at 25.8% in four of the thirteen health, education and standard of living-related indicators. Significant disparities between rural and urban areas as well as between dzongkhags were also found, with a strong correlation between income and multidimensional poverty incidences in most instances. Despite a decline in the Gini coefficient between 2004 and 2007, inequalities in Bhutan are relatively high, with the share of the national consumption of the richest quintile being four times that of the poorest twenty percent of the population.

52. One of the greatest challenges facing Bhutan at present is to reduce spatial disparities that exist between rural and urban areas and between regions, dzongkhags and geogs. This is not only true with regard to poverty but also with regard to the achievement of most MDG and human development indicators. These were found to be generally lower in rural areas and in the Eastern region compared to the two other (Western and Central) regions. Moreover, the dzongkhags of Zhemgang, Luente, Mongar, Trashigang and Punaghatshel appeared to be at a clear disadvantage.

53. However, at national level, there is no doubt that Bhutan has made sustained progress towards meeting most of its long term goals defined in Vision 2020 as well as the MDGs and 10th FYP targets and goals. A number of targets have already been realised, such as those related to underweight children and girls to boys ratio in basic education. Nevertheless, there are a number of areas that require attention such as food poverty, gender parity in tertiary education and representation of women in the Parliament as well as in wage employment (non-agriculture), rising trend of HIV case detection, and, use of improved sanitation facilities. A summary table with data on the MDG targets is included in the Annex.

54. Despite the impressive steps made during the 10th FYP, Bhutan will need to remain vigilant in its efforts to sustain these achievements, while at the same time, directing added attention to those MDG targets the country has not fully reached yet. Within the framework of Bhutan’s own “MDG plus” targets, attention to a number of remaining challenges will be needed including the maternal, under-5 and infant mortality rates, malnutrition among under-5 children; quality of education and out of school children; limited access to emergency obstetric care and poor knowledge and practices in child survival and reproductive health; water and sanitation.

55. Food poverty rates, though low in absolute terms, have been steadily increasing and there is chronic malnutrition among young mothers and children under the age of five. It is estimated that up to one third of all children in Bhutan suffer from some form of stunting. Addressing chronic malnutrition will require a comprehensive approach that includes a healthy environment, safe water and sanitation, proper child care, exclusive breastfeeding, education and the health of mothers. At the same time, ensuring food security in the light of rising levels of consumption, rapid urbanization and the recent Rupee shortage coupled with the global threat of climate change will require close attention.

56. The rising cost of health care services due to increased demand and the emergence of Non-Communicable Diseases (NCDs) as a new health burden is another concern. The main challenge will be to ensure that sufficient resources are mobilized in order to safeguard universal coverage and constitutional commitment to maintain free public health care for all citizens. Bhutan will need to continue addressing traditional development challenges such as access to basic social and economic services and markets, with a particular focus on reaching and addressing the needs of the poorer and most disadvantaged segments of its rural population.

57. Since Bhutan’s transition to a parliamentary democracy in 2008, the RGoB has made efforts to strengthen democracy and governance. Challenges remain such as the lack of a long democratic culture in the country and the need to strengthen accountability. Effective and active participation is another area that will require continued attention with a particular focus on the participation of women and youth.

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8. In 2011, the GDP growth rate was 8.51% and the average inflation rate was 8.45% (Statistical Yearbook of Bhutan 2012, National Statistics Bureau)


Emerging Challenges

60. Decent Employment: The National Labour Force Survey 2012 indicates a downward trend of unemployment rate in recent years. The unemployment rate in 2012 has decreased to 2.1 % from 3.1 % in 2011, while youth unemployment rate has dropped to 7.3 % from 9.2 % in the previous year. The gender gap in the unemployment rate has been narrowing to 2.2 % for females and 1.9 % for males in 2012. However, female unemployment remains high in the age 15 – 19 cohort, with 9.4 % for female and 5.3 % for male. In addition, underemployment – referring to a lack of adequate work while being employed and characterized by low productivity and very low remuneration, among other things – needs special attention. According to RGoB data, the underemployed as a proportion of the total working population have doubled, increasing from 5.5 % in 2006 to 14.6 % in 2012, the majority of which are people who work less than 30 hours a week, with a higher ratio of female workers in this category. Underemployment seems to be particularly prevalent in agriculture which still employs the largest number of people in Bhutan, while contributing least of all the economic sectors to national income.

61. Urbanization: Rapid urbanization has been identified as one of the major emerging challenges in Bhutan with over 31% of the total population now living in urban areas.13 It is estimated that by 2020, the urbanization level will be between 50% and 73% and that there will be an additional urban population of between 180,000 and 360,000. Rapid urbanization is expected to give rise to a series of problems such as increasing congestion, sanitation issues and health related problems, environmental concerns, and socio-economic problems including higher poverty and economic disparities, higher unemployment and underemployment, especially among the youth.

62. Quality of Education: Although a number of initiatives have been taken during the 10th FYP and the quality of education has improved over the years, it remains a critical challenge, especially in rural areas. The 11th FYP will also need to tackle the issue of equity in education with a particular effort to reach the last cohort of “out of school” children.

63. Gender Equality and Women’s Empowerment: Women and girls continue to lag behind in a number of areas: participation in politics and decision-making, in the economy—in particular labour force participation, unemployment and underemployment—literacy rates, participation in tertiary education and vulnerability to gender based violence. The Labour Force Survey 2011 found that 72% of employed women were illiterate compared to 56% among men, and similarly only 0.3% (400 women) versus 1% or 1700 men have acquired Masters level education. While the percentage of men and women illiterates in the labour force has decreased slightly, the 2012 Survey shows a similar difference between women and men.

64. While the gender gap in unemployment has narrowed in recent years, the jobs held by women tend to have less favourable conditions to those held by men. For example, women tend to work in low paying sectors such as agriculture, which accounts for 68 % of all female workers, compared to 53 % of overall male labour force.14 It is essential that more efforts be made to ensure women have the same opportunities for decent employment as do their male counterparts.

65. Adolescent Sexual and Reproductive Health: Young people are particularly vulnerable to reproductive health issues especially given the high rates of early child-bearing in Bhutan. STI and HIV rates are disproportionately high among young people due in part to changing social norms and the lack of youth-friendly health services.

66. Non-Communicable Diseases (NCDs) and the ‘triple burden on health’: The rapid demographic and socio-economic transition has resulted in significant changes in disease patterns in the country—levying what may be described as a “triple burden on health”. While the country is yet to fully address the unfinished agenda relating to maternal, child health and communicable diseases, the prevalence of non-communicable diseases due in part to changes in lifestyle, dietary habits and urbanization has risen considerably, and now accounts for 75% of the reported burden of disease. Adding to this double burden is a third posed by natural disasters, climate and environmental changes. The impact on health due to natural disasters arise from the threat of disease outbreaks, disabilities, and other acute effects on health of the population, while the impact of climate change is already becoming visible with the emergence of new patterns of vector borne diseases, among these, malaria, dengue, chikungunya and water borne diseases.

67. Natural disaster and climate change: The endemic threat of natural disasters and vulnerability to climate change given the frequency of natural disasters, has had, and will continue to have a significant impact on economic development—in particular the hydro power sector that is disproportionately impacted by water scarcity and unpredictability and the agriculture sector due to loss of arable land and livelihood opportunities. Bhutan’s important cultural heritage also comes under threat in these circumstances with direct consequences for community resilience given the importance of religious buildings in particular as part of local coping systems.

68. Social Support for Vulnerable Groups: The rapidly changing society brought to light the existence of vulnerable groups and an increasing need for more formal systems of support for these groups. The importance of addressing the needs of vulnerable groups—defined as youth, vulnerable children, single parents, survivors of gender-based violence, differently-abled people, and senior citizens has been explicitly recognised for the 11th FYP.

Challenges of a Transitioning Economy

69. With a per capita gross national income of about $2,070 in 2011, —roughly the same as Bolivia and Moldova, and just above Honduras and India—Bhutan now ranks in the lower-middle income status bracket of the World Bank classification.15 This would seem to be confirmed by the country’s rapid economic growth and relatively high levels of investment in social services. However, it also stands in contrast to the lingering high rates of income poverty still found in parts of the country, especially in remote rural areas.

70. Bhutan has made great strides in terms of improving social outcomes—especially in health and education—with children and women as the main beneficiaries. However it continues to lag behind other countries in the region in the indicators relating to maternal, infant and under-five mortality and it remains on the United Nations list of 48 Least Developed Countries. This reflects the recognized lack of correlation between income growth—which places Bhutan among countries transitioning to middle income level—and the non-income dependent MDGs.

13. PHCB 2005
71. Thus, the reference to “middle income” can be—and in the case of Bhutan, most certainly is—deceptive. Bhutan’s relatively high per capita income derives mainly from the substantial revenues it earns from the export of hydropower to India. This is a capital-intensive economic activity with low labour requirements or profiles that are not well suited to the local labour market and has not translated into a major source of local job creation. The Bhutanese economy is still very much dominated by agriculture, livestock-raising, forestry and logging and for many rural communities, this translates to subsistence living close to the poverty line and vulnerability to external shocks and changes.

72. In the first three budgets of the 10th Five Year Plan, three-quarters of capital investment in Bhutan came from ODA. International development partners funded roughly a quarter of that capital investment and this is expected to decline during the next FYP. Several long-time donors plan to gradually phase out their assistance after 2013 and this could cause a resource gap in the run-up to the last year of the MDGs.12

73. Bhutan’s development partners, still have much to contribute, in close cooperation with the Government, principally coordinated through the Gross National Happiness Commission and, through parastatal/autonomous bodies such as the National Commission for Women and Children (NCWC), to continue to promote positive impacts for the realization of the MDGs and the rights of children, youth and women. The challenge in the years ahead is to ensure that what has already been achieved is sustained, while also addressing emerging issues and the needs of vulnerable groups.

74. This will require a twin pronged approach during the life of the new One Programme. On the one hand, the UN system remains uniquely positioned to work with Bhutan during the transition. This will include providing upstream policy support across all sectors and in the process, making good use of the specialized knowledge, skills and capacities of non-resident agencies. Technical cooperation and other assistance will be provided to enhance the capacities to promote higher value-added, knowledge-based industrial and modern service economies with environmentally sound approaches, while also working to increase employment, especially for young people and promoting social inclusion and investment in social development to address disparities. However, as noted previously, the transition also should not take attention away from the need to continue to direct investment on the lagging MDGs and to ensure equitable social development outcomes for all.

II. One Programme Result

75. The One Programme sets out two levels of results expected from the UN and the Royal Government of Bhutan, Outcome level and Output level. At the Outcome level, the contribution is articulated in terms of specific development results that support national priorities. The results capture institutional and behavioural changes that ensue from the collective efforts of two or more UN agencies alongside actions of the Government and other partners. This is the level where the value added of the UN system as a whole is captured.

76. At the Output level, interventions will target capacity gaps among both duty bearers and rights holders. In the case of the former, this involves identifying the critical development bottlenecks that hinder the ability of the RGoB at all levels to fulfill the commitment to ensuring that all people living in the Kingdom of Bhutan are able to achieve their full potential. In the case of the latter, the focus of interventions will be on addressing knowledge gaps and lack of awareness that prevent citizens from taking full advantage of the rights (and services) that are guaranteed by Government and the new 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 UN Country Team under the leadership of the Resident Coordinator is directly accountable. To achieve these results the UN agencies in all their activities will give 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; and

• A strong focus on demand creation and behavioural change at the individual / community level.

77. The four One Programme Outcomes and supporting outputs reflect the range of priority development issues that will enable Bhutan to move forward on the path of sustainable and equitable development with the support of the United Nations system and other international partners. The focus is on those areas of strategic transformational potential where the UN can, with its technical, human and financial resources, work with Government and other development partners in support of the progressive realisation of human rights. In all cases, the UN system will focus on the critical bottlenecks and barriers that exclude the poor and most vulnerable, promote advocacy, raise awareness of good practices and social issues, influence policies and budgets, and strengthen national capacity of both duty bearers and rights holders.

78. The use of the human rights based approach has been mainstreamed in the One Programme by linking it to and structuring it around the support of the UN system into three main categories: policy development—including knowledge management and convening power—to create an enabling environment for the progressive fulfilment of human rights; strengthening systems and services to make them more responsive, particularly to the needs of the most vulnerable, with a focus on capacity development of duty bearers; and lastly, to promote behaviour change / demand for and utilization of services and empowerment of rights holders at the individual / community level. This analytical framework is carried across all four outcome areas and will help to provide a critical focus to the work of the UN within and across outcomes.

79. The application of HRBA principles will also help to draw out points of synergy between the different outcome areas. In particular, the specific focus on duty bearers and rights holders should allow for the identification of points of convergence—be by geographic, by community or administrative unit, or strategic—which would allow for greater levels of joint programming including common capacity building and evaluations both within and across outcome areas through the AWP process and Annual Reviews. Particular focus will also be given to a number of issues such as youth, urbanization and gender, which, as outlined earlier, cut across all outcome areas and require a multi-sectoral approach.

### Outcome One: 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.

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80. The sustainability of Bhutan's future economic growth hinges on, among others, mitigating its vulnerability to natural disasters and climate change especially given that the most vulnerable—the poor, women, and youth—are disproportionately affected by these phenomena. Bhutan's development and economic growth is also largely dependent on the sustainability of its natural resource sector with the hydro-power, tourism, agriculture and mineral sectors all contributing extensively to growth in employment and income generation. The importance of these issues to Bhutan's development goals is reflected in the 11th FYP, which focuses on 'self-reliance and inclusive green socio-economic development'.

81. The RGoB has adopted full employment as one of the 16 NKRA and youth unemployment has emerged as an emerging development issue as well as an off-track MDG target. Furthermore, the underemployed as a proportion of total working population have doubled, increasing from 5.5 % in 2006 to 14.6 % in 2012\(^{16}\), highlighting the need to pay more attention to underemployment in particular in rural area.

82. Taking into account these issues and in support of the RGoB's pledge to remain carbon neutral for all time, the UN system will target poverty reduction via the enhancement of sustainable economic growth that is disaster and climate-resilient and also supportive of clean energy use and sustainable natural resources management. In addition to continued focus on sustainable livelihoods with a particular focus on the most vulnerable groups including women, youth and underemployed rural farmers, the main point of convergence between poverty reduction and environmental sustainability will be the promotion of green growth through multi-sectoral and private industry collaboration.

83. The most impending consequences of climate change in Bhutan are twofold: disruptions in the monsoonal system and increasing/intensifying trends of extreme hydro-meteorological hazards. These disturbances will amplify the socioeconomic challenges, especially in rural areas where the majority of the population continues to be engaged in rain-fed agriculture. In addition, the prevalence of poverty makes affected communities least equipped to adapt to changes in climate. The impacts of climate change could also influence the country's GNH prospects and threaten to reverse its human development achievements.

84. Degradation of natural resources also disproportionately harms poor rural women. Rural women and men have different roles, responsibilities, and knowledge in managing natural resources resulting in different needs, priorities, and concerns. Because women are often responsible for providing the households with the basic necessities of life—food, fuel, and water—they rely heavily on natural resources to do so. Given that women in Bhutan are largely engaged in the agriculture and forestry sectors, any disruption of availability of natural resources will have a direct bearing on their livelihoods, as well as of those who they provide for, and thus remain most vulnerable to the short and medium-term effects of climate change and natural disasters.

85. Bhutan is one of the most disaster prone countries in the Asia-Pacific region and is exposed to multiple hazards, most prominently flash floods, landslides, windstorms, earthquakes, forest fires, and glacial lake outburst floods (GLOFs). In terms of relative exposure to flood risks (as % of population), Bhutan ranks fourth highest in the region at 1.7% of the total population exposed to such risks. Although the direct human risks of landslides, windstorms, and forest fires are not particularly high compared to other countries given the relatively low population density, the socioeconomic repercussions from these events are thought to be high due to the baseline poverty prevalence. Climate change is likely to magnify the intensity and frequency of these hazards. According to the International Disaster Database, the top 10 natural disasters in Bhutan between 1900 to 2012 occurred in the last two decades (except epidemic outbreaks), which makes a certain

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degree of attribution of climate change to the increasing magnitude of such hazards plausible.

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

86. The UN will help increase the capacity of national and local institutions to ensure sustainable resource management, address climate change mitigation and adaptation and the use of clean energy, which will in turn create an enabling environment for sustainable development and green growth. The UN will also continue to support the mainstreaming of environment, climate change and poverty concerns into national and local development policies and programs with a view to promote sustainable development and green growth.

87. The main focus for achieving this output will be on the capacity of duty bearers to enact appropriate policies for natural resource management, and climate change adaptation and mitigation aimed at primary and service sectors, including forestry, water supply, agriculture, tourism and sustainable energy use. The capacity of urban areas to adopt disaster risk reduction initiatives and green technologies in their development plans will also be targeted. In parallel, the UN will focus on providing individuals (rights holders) with the necessary tools—e.g. biomass for cooking and heating—to ensure a clean and safe environment for all.

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

88. Sustainable growth in Bhutan hinges to a significant extent on the ability of individuals and institutions to prepare and respond to natural disasters. Bhutan’s Disaster Management Bill, which will be put forth for an anticipated final review by the January Parliamentary session in 2013, will mandate all dzongkhags to act as a primary focal point at sub-national level for disaster risk management and response. The UN will focus on institutional capacity development in disaster risk reduction (DRR) at all levels of government—national, dzongkhag and greg—to ensure that poverty reduction and economic growth are not hindered by the effects of natural disasters in particular for the most vulnerable groups.

89. Strategic interventions on DRR will focus at the organizational level with a particular emphasis on ensuring that selected rural districts (duty bearers) have the capacity to limit disaster risks by addressing vulnerabilities through adoption of safe construction practices, building codes, guidelines and standard operating procedures; and to strengthen preparedness and response capacity through institutional capacity building and putting in place systems and mechanisms for disaster risk reduction and management. The UN will also target critical service infrastructure, such as hospitals and schools, to ensure disaster resilience—preparedness, response and recovery, management and mitigation—thus ensuring the necessary plans are in place and that development is not hindered by natural disasters.

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

90. The Ministry of Economic Affairs (MoEA) has made mainstreaming trade into national development policy a priority and this was highlighted in both the 10th FYP and the 2010 Economic Development Policy. The UN in Bhutan facilitated a Diagnostic Trade Integration Study completed in 2012. The study outlines trade constraints and opportunities for pro-poor trade integration in Bhutan’s future development plans. An action matrix was developed along with the study and the UN will aim to help implement a number of these priority interventions, particularly those that are pro-poor and gender responsive. One of the bottlenecks identified in the study was ability to “move up the value chain to innovative finished products”. The UN, in partnership with MoEA’s Department of Trade, implemented the Brand Bhutan and Bhutan Seal program in the previous cycle. This program will be scaled up by increasing the number of industries and products able to meet these national standards.

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

91. Achieving food and nutrition security among rural farmers and other vulnerable groups is crucial to reduce poverty and ensure sustainable economic growth. The RGOb is working with the Japan International Cooperation Agency (JICA) and International Financial Institutions (IFIs) to invest in irrigation, value addition and post-harvest infrastructure that will be required during the life of the 11th FYP for crop intensification and productivity improvement. The evolving role of the UN in the agriculture sector will focus more strongly on its comparative advantage in the provision of technical expertise, knowledge and advice in the following areas:

   (i) Strengthening food and nutritional security;
   (ii) Fostering agricultural production and rural development;
   (iii) Enhancing equitable, productive and sustainable natural resource management and utilization;
   (iv) Improved capacity to respond to threats and disasters; and
   (v) Climate change (and its impact on agriculture and food security and nutrition).

92. The UN will focus on building capacity of both the national government and individuals. The UN’s strategies for achieving this output will centre on ensuring that government agencies (duty bearers) put in place the necessary food security policy that will enable rights holders to have secure access to nutritional food sources. The UN will also target the capacity of individuals and communities to ensure their own food security through farm to school feeding programs and awareness campaigns. UN campaigns will further disseminate information and provide education on personal hygiene and healthy diet to enable healthy feeding practices.

**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.**

93. To help ensure that Bhutan’s future development is sustainable, the UN, in partnership with the Ministry of Labour and Human Resources (MoLHR), Ministry of Economic Affairs (MoEA), Ministry of Agriculture and Forest (MoAF) and NGOs, will focus on strengthening institutional and individual capacities to ensure that future economic growth is equitable and inclusive, with a particular focus on empowering and supporting vulnerable groups, especially women and youth. Strategic interventions will aim to build an enabling environment for entrepreneurship with particular attention to effective participation of women and youth and green business. Strategic interventions in this area will focus on the development of business incubation centres and the training and mentoring of female entrepreneurs. The UN will also build upon previous interventions through MoLHR that targeted advocacy and awareness of Technical and Vocational Education and Training (TVET). Future interventions will focus on linking between labour demand and supply sides in developing TVET programmes. Institutional capacity to create attractive and diversified TVET training will be targeted, as well as programs that focus on youth mind-set towards vocational employment.

**The rural poor and under-employed have increased access to alternative income generation opportunities and improved sustainable agriculture practices.**

94. Bhutan’s rural areas rely heavily on subsistence farming, which is reflected in the Royal Government of Bhutan’s (RGOb) 11th Five Year Plan that highlights improved rural livelihoods as a key result area. The UN will focus on the capacity of national organizations and local communities in rural areas to tackle underemployment and build entrepreneurship capability for sustainable income generation activities. This output also aims to strengthen the partnerships with civil society organizations that are often key interlocutors with marginalized communities to build their capacities to connect vulnerable groups to enhanced social protection, with a focus on sustainable livelihoods, poverty reduction and the empowerment of vulnerable groups. Key interventions will focus on providing alternative sources of income for rural women farmers who rely on subsistence farming. In the previous cycle, the UN partnered with the Tarayana Foundation to build economic and social capacity of rural women in targeted dzongkhags. Interventions included training in tailoring and marketing support for agricultural and traditional handicraft products, with opportunities for linking Bhutan’s rich cultural heritage and the growing tourism industry. Targeted communities were also trained on vermi-
compost techniques and eco-toilets as a means of alternative eco-friendly and sustainable income generation. This output will focus on expanding upon these projects and scaling up through microcredit, facilitating market opportunities and support to cooperatives and farmers groups.

Partnerships

95. The UN Country Team, in collaboration with other development partners and Global Environment Facility (GEF) and other Trust Funds, will work closely with the Gross National Happiness Commission (GNHC), which provides the overall guidance to the UN’s work in the area of sustainable development. An Outcome Level Steering Committee co-chaired by a representative of the GNHC will be created and will include various government partners including the National Environment Commission, Ministry of Home and Cultural Affairs, Ministry of Works and Human Settlement, Thimphu City Corporation, Ministry of Labour and Human Resources, Ministry of Economic Affairs, Ministry of Agriculture and Forest and relevant CSOs. The steering committee will meet on a regular basis to review progress on meeting the sustainable development targets set in the One Programme.

96. The UN will work closely with local governments and CSOs such as the Tarayana Foundation, Youth Development Fund, Loden Foundation, and the Royal Society for the Protection of Nature and other NGOs that focus on employment, sustainable livelihoods and community-based disaster risk reduction. The UN will also work closely with Bhutan’s Civil Society Organizations Authority, the regulatory body responsible for promoting the establishment and growth of CSOs in Bhutan, to help strengthen CSOs focused on social protection and vulnerable groups. The use of Public Private Partnerships will be strengthened in promoting green economy and improving service delivery, particularly in the area of waste management and renewable energy. The provision of microcredit and the facilitation of marketing and sustainable business models will be further pursued in partnership with the Bhutan Development Bank Limited.

Outcome Two: 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.

97. Bhutan is undergoing major demographic changes with rapid urbanization, socio-economic development and population growth. While the country has made tremendous progress in health and education in line with the MDG targets for the nation as whole, spatial disparities in child mortality, nutritional status and access to delivery by skilled birth attendant and gender disparities in tertiary education remain concerns. Bhutan is also in the middle of a demographic transition which is resulting in a youth bulge (and creating employment pressures) and will require continued investments in family planning. The consolidation of outcomes relating to health and education within the One Programme is intended to promote synergies and provide several opportunities for joint programming particularly in the areas of early stimulation for Early Childhood Care and Development (ECCD) and Special Education Needs (SEN). The UN system will also support research in determining the needs of schools and teachers in remote areas to enable the formulation of teacher development plans and facilitate more equitable allocation of financial resources based on need.

98. With the increasing cost of health and education services, Bhutan will need to ensure sufficient resources to safe guard the basic social service coverage and constitutional commitments to maintain free services for all citizens. Despite impressive progress over the last five years, the poverty rate in Bhutan is estimated to be around 23.2% and this is correlated to poor health outcomes, especially among women and children in rural areas. As a lower-middle income country, Bhutan is clearly at the cross road of an epidemiological transition, with an unfinished agenda of maternal and child mortality reduction, early signs of the rise of non-communicable diseases, and the longer term threat of the impact of climate change on health.

99. The UN system has supported the RGoB in its efforts to achieve quality education for all children and has supported the achievement of several targets ahead of schedule. Whilst the progress made in education is indeed significant and commendable, the achievement of the MDGs in an inclusive and equitable manner is a challenge that requires attention and sustained effort. Children that are particularly vulnerable in terms of quality of education include children coming from families living in poverty, children living in remote areas, children studying in extended classrooms as well as children with disabilities. In addition, child monks and nuns and late enrollers are now included. While Bhutan has achieved the MDG target for gender equality in primary education, there are still inhibiting factors and disincentives in place which discourage girls from continuing beyond middle secondary level education and into tertiary education.

100. Based on the Gross Enrolment Ratio, the gender parity index (GPI) for the higher secondary level (Classes XI-XII) was 0.88 in 2011, meaning that there were 88 girls for every 100 boys. This rate, while a departure from the consistently higher rates of enrolment of girls at every previous level of schooling over recent years, has in fact also been improving; in 2008 the GPI was 0.78, calculated according to the GER. Overall attendance (male and female) at tertiary level in Bhutan remains low, at 8.2 % for the relevant age group, compared with a norm of 20 to 25 % for developing countries. Female enrolment falls off even more dramatically after graduation from Class XII. As of 2011, the aggregate enrolment in tertiary institutions in Bhutan totalled 6,245, of whom 2,514 were young women, for a GPI of 0.67.

101. Cognizant of the specific needs of youths in Bhutan, the UN system will contribute to improved access to and utilization of youth-friendly services. Through a combination of integrated service sites, strengthened linkages and referral mechanisms, and peer-based approaches, the UN will promote uptake of health, education, protection, drug and alcohol, employment, and recreation services by the most vulnerable youths. This support will contribute to implementation of Bhutan’s National Youth Policy and its operational framework, the National Youth Action Plan.

Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.

102. The UN system will contribute to the creation of an enabling environment through support to implementing the National Education Policy 2012. In particular, policy support will emphasize Early Childhood Care and Development (ECCD) and Special Education Needs (SEN). The UN system will also support research in education that will enhance evidence informed policy. In particular, such research will focus on determining the inhibiting factors that discourage girls from remaining in school through higher secondary and tertiary levels. Additional research will also focus on determining the needs of schools and teachers in remote areas to enable the formulation of teacher development plans and facilitate more equitable allocation of financial resources based on need.

103. The UN system will support strengthening of systems and services for delivering quality education with a focus on evidence-based decision making. Support will be provided to strengthening the existing Education Management Information System (EMIS), so that it becomes easy to track and monitor all children in the education system. Data on general school education, ECCD, Special Education Needs and will be incorporated into the EMIS and data on NFE will be incorporated into NFE MS.

Stakeholders have the capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services.

104. Support will be provided to enhance the capacity of education partners at organizational and individual levels. At an organizational level, such support will comprise the capacity to determine and assess learning outcomes at different levels of school education and contextualizing of education within the framework of...
Child friendly Schools and Educating for GNH. Capacity development will be focused at the organizational and individual levels through education officers at dzongkhag and geog levels as well as principals and teachers of schools respectively.

In order to achieve equity in education, the UN system will further its support to the RGoB to mainstream children with special needs into the education system. In particular, it will support the training of teachers for children with special educational needs. In addition, children in monastic institutions including nunneries will be provided opportunities to enhance their functional English literacy and numeracy skills. A number of initiatives will be supported to enhance Quality of Education. This will include support to curriculum reform focusing on learning outcomes and capacity development for teachers as well as early literacy. Quality will also be addressed through support to strengthen multi-grade teaching, focusing particularly on teachers working in extended classrooms in remote areas and to teacher resource centres to provide professional development programmes for teachers.

There is an increasing body of evidence on the importance of ECCD and school readiness for quality learning outcomes. Support will focus on ensuring access for children in rural areas and on monitoring of ECCD programmes to ensure that the curriculum, parenting education, and training meets the minimum standards stipulated in the national early learning standards. The UN system will also continue its support to expand NFE and make it more attractive through the development of equivalency framework. The NFE programmes will target non-literate populations from the most hard-to-reach communities with particular emphasis on women.

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.

The 11th FYP highlights the need for strengthening of health systems and promoting efficiency and effectiveness in financing and delivery of health services. The UN will provide technical and analytical capacity in support of the Government’s continuation of free basic health services and adaptation of the health system to the ongoing demographic and epidemiological transition. The UN will increasingly concentrate its support in the areas of service provision logistics and information management systems while continuing to support delivery of essential medicines including contraceptives and vaccines. Emerging diseases represent a risk with the increased international travel and having adequate national capacity in line with the International Health Regulations (IHR) requirements for surveillance and response to handle health security threats is essential.

Health facilities are better able to provide quality maternal, new-born and child health care, nutrition, reproductive health and STI/ HIV services.

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.

Bhutan’s household water and sanitation coverage rates are very high, but the functionality of existing systems is questionable. The Joint Monitoring Programme considers Bhutan’s MDG progress on access to improved sanitation to be insufficient. The Joint Health Sector review team noted the linkage between high prevalence of infectious diseases such as common cold, diarrhoea and the need to intensify efforts to improve hygiene including hand washing and sanitation. A new focus on water and sanitation was strongly recommended and it suggested that the 11th FYP set ambitious targets in this field. As such, the UN will provide support to the existing rural sanitation and hygiene improvement programme through advocacy and community mobilization, using demand creation and behavior change communication.

In school and out of school youth have increased access to and utilize youth friendly services.
Women, children, youth and other at-risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health and well-being.

114. The UN will focus its intervention on helping bring about behavioural change among individuals most at-risk, as well as in the general public, by equipping them with the requisite knowledge and skills through campaigns and other approaches of communicating for development. This will support preventive aspects of national public health strategies, particularly with regard to maternal health, tobacco use and road safety, the last two contributing to Bhutan's rising NCD burden. The UN will support innovative approaches to behaviour change, such as developing partnerships with youths as agents of change. An underlying focus will be to understand and influence the role of social norms and cultural practices in governing behaviour.

Partnership Strategy

115. The One Programme provides an important opportunity to foster a multi-sectoral approach to health, addressing key socioeconomic and environmental determinants. The UN system will promote close coordination with the GNHC, and other RGOb entities to promote a multi-sectoral approach to health in achieving the planned outcomes. The UN system will work closely with the GNHC and Government agencies, namely the Ministries of Health, Education, Works and Human Settlement, Information and Communication, Labour and Human Resources and other relevant agencies such as the National Environment Commission, Royal University of Bhutan, National Commission for Women and Children. Other key partners include Royal Institute of Health Sciences, Ministry of Agriculture, Bhutan Agriculture and Food Regulatory Authority, Road Safety and Transportation Authority, civil society/NGOs, religious organizations and Village Health Workers. The UN will strengthen the collaboration with the media to enhance access to information, community participation and promote the utilization of services and adoption of healthy behaviours. The UN will also facilitate South-South cooperation and help establish linkages with established regional institutions such as SAARC, Medical and Health Councils, recognized centres of excellence with expertise in health and health-related areas.

116. The UN system will promote close coordination between the Ministry of Education and other relevant agencies such as the Ministry of Health, Royal University of Bhutan, the Royal Education Council and the Local Education Group in achieving the planned outcomes. Further, it will also facilitate South-South cooperation and assist in setting up linkages between established regional institutions with expertise in children with special needs and ECCD. The UN will also continue to forge and strengthen partnership with the Monastic Body (Drukshang Lhentshog) and the Bhutan Nuns Foundation on water, sanitation and hygiene services as well as access to education for child monks and nuns.

117. In order to ensure that youth have increased access to and utilize youth friendly services, the UN will work closely with the Department of Youth and Sports of the Ministry of Education, the Bhutan Narcotics Control Agency, the Ministry of Health, the Ministry of Labour and Human Resources, and other Government agencies mandated to deliver services to youth to establish these services and coordinate effective implementation partnerships. The UN will also work closely with other partners such as the Youth Development Fund, Chithuem Phenlethay and other civil society entities. As youth are important partners, the UN will also work with several youth-led groups for their meaningful participation in the development of system and services.

Outcome Three: 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.

118. As part of its commitment to addressing emerging challenges, the Royal Government of Bhutan's (RGoB) 11th Five Year Plan (FYP) gives prominence to the needs of women and children. The increased emphasis placed on gender and protection in the 11th FYP, is a reflection of the RGoB's responsiveness to these emerging challenges. Gender equality and the empowerment of women is strongly positioned under the Good Governance Pillar of Bhutan's Gross National Happiness (GNH) approach to development. Specifically, the RGoB's goal is to create a "gender friendly environment for women's participation and leadership" (NKRA 14). In targeting the needs of vulnerable groups (NKRA 5), the RGoB has highlighted the need to ensure that children's right to protection is enhanced as a primary strategy towards addressing the vulnerability of children. The 11th FYP also reinforces the importance of addressing gendered dimensions of vulnerability through the prevention and elimination of gender based violence.

119. In terms of gender equality and the empowerment of women, the 11th FYP will address visible gender gaps in the areas of education—tertiary and vocational levels—employment, political representation, and violence against women. Bhutan has made notable progress towards ensuring gender equality in education. The country is on track in terms of enrolment in primary school and there is no gender disparity at the national level. At the secondary level, girls make up more than half the total enrolment. Overall, enrolment of girls in tertiary education is much lower than that of boys with 2 girls for every 5 boys enrolled at tertiary level.

120. In the areas of women's participation in politics and decision-making and economic empowerment, the picture is mixed. Women continue to be under-represented in Parliament (14%), civil service (5% at the executive level), and local government (7% elected positions). Bhutan's overall labour force participation rate in 2012 was 63.2%, which has increased over the years especially for women.

121. More women than men (123,054 vs. 74,612) work in the agriculture sector and a higher proportion of the women employed (38% compared to 24% for men) are engaged in agricultural farming. Women remain under-represented as regular paid employees (13% of female workers compared to 24% of male workers). 71% of workers in Bhutan, particularly agricultural workers which are mostly female, are considered to be engaged in 'vulnerable employment' characterized by informal working arrangements, lack of adequate social protection, low pay and difficult working conditions. However, more information is needed to get a better understanding of 'vulnerable employment' in the Bhutanese context as at present, data and evidences on their working condition are lacking.

122. Nearly one in four (24%) of ever married women (aged 15 to 49) had reported experiencing some form of domestic violence from their husbands particularly those that belong to poor households and with no formal education – a phenomenon common in the rural areas. At the same time, 68% of women in Bhutan reported accepting attitude towards domestic violence. Bhutan has drafted a Domestic Violence Prevention Bill which is pending enactment by the Parliament and will provide a clear entry point for the UN system during the next cycle.

123. Although a newer priority for Government, significant progress has already been made to protect children in Bhutan. The passage of the Child Care and Protection Act 2011 was a landmark achievement and provides the framework for a comprehensive national child protection system and translates most provisions of the UN Convention on the Rights of the Child into national legislation. However a recent mapping and assessment of the child protection system highlighted a lack of services, limited awareness of children's right to protection among children, families and communities, and limited/ad hoc coordination and partnership mechanisms.

124. Several issues require increased attention through the national child protection system, including child marriage, child labour, and child trafficking, while certain children have been identified as vulnerable and
in need of protection, including children in difficult circumstances, children in conflict with the law, child survivors and witnesses, children without adequate care, differently-abled children, and child monks and nuns. A National Plan of Action for Child Protection has been elaborated to develop the national child protection system to address these challenges. While the architecture of a national child protection system is largely in place through enactment of the Child Care and Protection Act 2011, the strategic priority for child protection is to strengthen methods and capacities for identifying, preventing and responding to protection risks. This work will need to take account of the distinct vulnerabilities and needs of both boys and girls.

125. The UN in Bhutan will support strategic interventions to address child protection risks at national and district levels. Drawing on the combined mandate of the National Commission for Women and Children (NCWC) and the opportunities for synergies in working with Parliamentarians, law enforcement and other organizations on advancing the rights and protection of both women and children, the UN system in Bhutan is addressing these issues under a consolidated outcome, with a threefold focus: to support an enabling policy and legal environment; to ensure gender is mainstreamed across key sectors and institutions—both governmental and NGO—and; to strengthen the capacity of rights holders. To complement these interventions, the UN system will be supporting the advancement of gender equality also through mainstreamed—but well defined—interventions aimed at improving employment/livelihood opportunities for girls and women (under outcome one), and gender responsive planning and budgeting and the enhancement of women’s participation in governance institutions (under outcome four).

Legal and policy environment for the advancement of rights and protection of women and children strengthened.

126. Although women’s status is not solely determined by law, it is apparent that legislation (or the lack of it) can deter or accelerate the achievement of equality of women with men. Laws and policies are potent instruments by which women can be empowered. However, the RGOB has limited information on the extent to which national laws have contributed to the recognition, promotion, fulfilment and protection of the rights of women in Bhutan. The UN system will support interventions to repeal or amend discriminatory provisions of existing laws while advocating for the formulation of new legislations and policies that promote gender equality and women’s empowerment. This work is fully anchored in the Constitution of Bhutan, the National Plan of Action for Gender (NPAG), and the provision on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), particularly its concluding comments.

127. The UN system will also support an enhanced legal and policy environment for the protection of children primarily through support to translate observations made on Bhutan’s Convention on the Rights of the Child (CRC) reporting and through the implementation of the National Plan of Action for Child Protection. Evidence-based policies and laws will be promoted through implementation of a research agenda for child protection.

Key ministries, autonomous bodies, CSOs/NGOs and the private sector put in place gender mainstreaming strategies

128. The first ever National Plan of Action for Gender (NPAG), 2008-13, formulated by the National Commission for Women and Children (NCWC) with UN support, sets out seven priority areas for achieving gender equality and women’s empowerment and a mid-term review has shown progress. However, challenges remain mostly centred around the need to continue to strengthen the capacity of the NCWC and line ministries—particularly sectoral gender focal points—as well as local governments, CSOs and the private sector to develop, implement monitor, and evaluate the gender action plans.

129. The UN system will continue its commitment to gender mainstreaming across the board with a particular emphasis on key line ministries and outreach to civil society and the private sector. It will help institute the gender-responsiveness of these institutions to ensure that gender targets set out in the 11th FYP are financially resourced, prioritised and achieved. Likewise, the UN will invest in establishing a system of monitoring and evaluation (M&E) within the NCWC in order to ensure that Bhutanese women benefit from the aims of laws, policies and programmes that are deemed relevant to women’s advancement and participate more effectively. This will further help assess the progress in national implementation and compliance to CEDAW, the Beijing Platform for Action and other gender-related conventions and treaties.

Boys, men, girls, and women have increased awareness and display positive attitudes on the prevention and elimination of gender-based violence.

130. Gender-based violence (GBV), particularly domestic violence, is a growing concern as shown by the Bhutan Multiple Indicator Survey (BMIS, 2010) and could be considered one of the country’s pervasive social problems. An even greater challenge is the lack of concrete information on the prevalence and extent of GBV, including domestic violence and particularly violence against women (VAW) in the country. At the same time, social norms can sometimes undermine efforts to eliminate GBV; most cases go unreported due to a culture of silence and reluctance on the part of victims, including acknowledging the issue of spousal battery let alone reporting it to authorities. This is compounded by the limited ability of authorities to systematically collect relevant data.

131. The availability of timely and appropriate services and support—protection, legal aid and re-integration—and perhaps, more important, the lack of coordination mechanisms across government and other service providers remains significant challenges. This suggests a critical need for a comprehensive and systematic national response to prevent GBV, including VAW that brings together key service providers [duty bearers] in the police, judiciary, and health and protection sectors on the one hand but also works at the community level. A particular focus of the UN will be to support interventions to engage men and boys as champions in the elimination of GBV.

Institutions, communities, families and children in at least four districts have the knowledge, skills, resources and mechanisms to prevent and respond to violence, abuse, exploitation and neglect of children.

132. The UN System’s support to child protection will focus on demonstrating the cumulative impact for children of an operational child protection system at the dzongkhag level. To ensure tangible and strategic results for children, the UN System in Bhutan will invest intensively in at least four pilot/model districts/dzongkhags where all key elements of the child protection system will be supported to operate synergistically. Priority interventions include: establishment of a continuum of protective services spanning prevention, early intervention and response; implementation of standard operating procedures; development of child protection coordination mechanisms; capacity building for key professionals working with children; strengthened capacity to ensure justice for children in conflict with the law; and communication for development interventions to build demand among girls and boys, families and communities to protect children from violence, abuse, exploitation and neglect. Services for children will ensure gender-responsive coverage of vulnerable children, including differently-abled children, children living and studying in monastic institutions including nunneries, children who lack adequate parental care and supervision, as well as all other children at risk of or experiencing protection issues.

133. A comprehensive set of child protection services at the dzongkhag level would include: women and child protection unit/desk; child/family court or bench; mechanism for free legal representation for children; let alone reporting it to authorities. This is compounded by the limited ability of authorities to systematically collect relevant data.

Partnership Strategy

134. In addressing challenges in the implementation of CEDAW and the NPAG, the UN in Bhutan will continue and strengthen its partnership with the NCWC, GNHC, Ministry of Economic Affairs, Ministry of Agriculture and Forest, Ministry of Labour and Human Resources, Ministry of Health, Ministry of Education, Ministry of Home and Cultural Affairs (Royal Bhutan Police, Department of Local Governance), Office of the Attorney General, National Assembly, National Council, Royal University of Bhutan, RENEW, YDF, BNE, BCMD, the media, particularly BBS, and other development partners. Wherever possible, efforts will be made to foster a coordinated approach and strengthen collaboration among partners under joint initiatives. It is envisaged that partnership with the UN Regional Programme on GBV (P4P) in the Asia Pacific region will be sought for a joint programme on GBV.

135. Key partners for child protection will include: NCWC, the Ministry of Labour and Human Resources, the Ministry of Home and Cultural Affairs (Royal Bhutan Police, Department of Immigration, Department of Census and Civil Registration), the Ministry of Education, the Ministry of Health, the Bhutan National Legal Institute, Dratshang Lhentshog, RENEW, YDF, and Ability Bhutan Society. Other civil society organizations, the media and the private sector will be important partners also. The UN System in Bhutan will align with and support coordination of partners as per the Child Care and Protection Act 2010 and the National Plan of Action for Child Protection. The UN System will seek to harmonise where possible, with initiatives introduced through SAIEVAC (South Asian Initiative to End Violence against Children), a SAARC apex body for child protection.

Outcome Four: Good Governance and Participation

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.

136. Bhutan peacefully transitioned to a parliamentary democracy and adopted its first written Constitution in 2008. The first National Assembly elections were successfully conducted with a 79% voter turnout. Local government elections were held in 2011 with an overall voter turnout of 56%. The Election Commission of Bhutan (ECB) is now gearing up for the second parliamentary elections to be held in 2013. The country has also made significant improvement in terms of strengthening democracy and good governance. This is reflected in international governance indicators measured by Bertelsmann Transformation Index, Transparency International, Economist Intelligence Unit and the Democracy Index among others.21

137. Nonetheless, Bhutan still faces a number of key challenges. Despite the high level of women participation in the electorate, women’s representation in the Parliament and among the elected representatives at local level remains very low. The UNDAF MTR highlighted the need to deepen the understanding of democratic principles and values in the country and the absence of fora—beyond formal geog council meetings—where accountability of local governments to the people can be established.22

138. In order to consolidate democracy, widening the democratic space for the active participation of the general public in discussions about public policy will be critical. A key strategic choice will be to strengthen support and engagement with civil society—including the media and NGOs—as both providers of services as well as policy advisors and advocates. It will also be vitally important to tap into the immense potential of young people to contribute meaningfully to public discourse and to engage them as partners in local and national development to create space for their voices to be heard.


139. The lack of harmonization of statistics is one of the biggest obstacles preventing the strengthening of evidence-based decision making in Bhutan. This includes: collection, compilation, analysis and use of disaggregated data and information for decision making and informing the design and implementation of policies, plans and programmes. It is critical to ensure that institutional and technical capacity of data management—collection and analysis—and usage (dissemination) is further strengthened at national level. The UN system will continue to work on the institutionalization of Bhutaninfo at the lowest level of government in collaboration with the Gross National Happiness Commission (GNHC) and other training institutes.

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

140. The UN will continue to collaborate on the design and implementation of the 2015 Census and the Bhutan Multiple Indicator Survey (BMIS)-2017 including high level technical support for in-depth post census / survey thematic analyses. The UN will support national efforts to build the capacity of geog (block) planners at sub-district level in the application of population, health and poverty statistics including humanitarian response. Strengthening overall data management capacity will also be required to support the establishment of a reliable and robust demographic data base in the country.

141. The need for improved production, analysis and dissemination of gender statistics should be integrated clearly and prominently, as this underpins the efforts described under Outcome 3 in relation to gender equality, efforts on gender-responsive budgeting, as well as any new goals in relation to gender equality to be formulated as part of the Post-2015 agenda.

142. Furthermore, to ensure gender equality at national and local levels, introduction and application of gender-responsive budgeting principles in the budgetary process is a development priority. Local governments will be supported in rolling out performance-based budgeting system, further contributing to efficiency and effectiveness of local government functions to meet the needs of local populations. Technical support will be provided to enhance the capacity of government agencies to carry out timely monitoring of the implementation of development programmes and projects, using the Government’s Planning and Monitoring System (PlaMS).

Local government and public administration bodies are better able to deliver effective and equitable public services.

143. Technical and advisory assistance will continue to be required to ensure that public services are available and accessible to the general public particularly in the remote rural areas through demand-based assessment, public consultation and planning. This is a prerequisite, if not sufficient, step to realize equitable and inclusive development. One of the challenges to overcome responsive public service delivery is insufficient coordination in financial management and planning between central agencies and local governments. This requires full implementation of Local Government Rules and Regulations 2012. Local governments will be supported to enhance their capacity to empower communities and systematically engage in rights-based development planning and implementation.

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

144. Article 7 in CEDAW reiterates the importance of women’s representation in the political life of their countries. Moreover, the role of women in democratic processes is further emphasized in the 2011 UN General Assembly resolution on Women’s Political Participation (RES/66/L30), which reaffirms “that the active participation of women, on equal terms with men, at all levels of decision-making is essential to the achievement of equality, sustainable development, peace and democracy”. In order to achieve these, various support ranging from technical and leadership training to facilitation of fully functional peer-to-peer support network will be provided to women who assume elected or appointed leadership roles as well as to future female leaders.
145. Creating a cadre of women elected representatives and leaders will contribute to bridging the intergenerational gender gap as well as developing new ideas and different perspectives. The UN system has a comparative advantage in providing tailored leadership and technical training to enhance the active participation of women and youth in policy discussions. By supporting institutional capacities of Bhutanese think tanks, academia and potentially youth parliament, the UN will help to facilitate the growth of a strong civil society which is able to play a role in imparting information and policy analysis for more informed public discussions. Support for the creation of platforms for informed policy discussion will offer opportunities to develop a better understanding of what citizens should look for in an elected representative. In addition to targeting strategies toward youth and women, there is also a need to sensitize the general public on the value of youth and women contributing to society and the benefits their unique perspectives and experiences could bring to realizing GNH aspirations.

146. The UN system will contribute to increased youth participation through two key interventions. Investing in youth-led groups across the country will strengthen horizontal networks and connections between youths, providing space not only to debate and contribute to development issues, but also to provide peer-based support and solidarity. At the same time, the UN will help strengthen vertical linkages to ensure youths have their voice heard by decision makers and leaders, giving them space to influence political leadership as well as policies and programmes through youth participation platforms.

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

147. To consolidate democracy and enhance people’s participation, continued support for elections would be necessary. The UN will support national counterparts in conducting voter education and effective outreach to remote rural areas to increase voter turnout. In addition, to strengthen a democratic culture rooted in the Bhutanese people's mind-set, continued awareness raising about democratic principles and participation will be required. This will be done through direct campaigns and by strengthening the capacity of the media and concerned NGOs, notably by promoting media development and professionalism in journalism.

People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms.

148. Access to justice is a fundamental right. Access to justice may be denied when people who need remedies do not have the capacity to demand them. This lack of capacity can result from many factors, including lack of legal empowerment, lack of awareness, lack of physical access, and lack of legal aid and paralegal services. Other general obstacles—such as economic barriers, failure to identify particular needs, and a mistrust of institutions—also affect capacity, as do other situation-specific reasons. Women, the poor, persons with disabilities, the sick, people living in remote areas could face these barriers more than others.

149. Drawing on past experiences and mindful of the need to remain focused on interventions where the UN can add the most value in Bhutan’s current context, contribution to access to justice will be directed at enabling alternative dispute-resolution mechanisms now being institutionalized. This will be achieved primarily through public advocacy and information campaigns – putting the justice system close to those who need it the most and raising awareness of Bhutanese people in general on the important provisions of the Constitution and laws that affect their livelihoods and their lives.

Partnership Strategy

150. The UN in Bhutan will continue its partnership with the GNHC, which is the apex body of planning and coordination, to strengthen local governance. The UN will also work closely with the Department of Local Governance (DLG), the Ministry of Home and Cultural Affairs as well as targeted district and local governments. On harmonization of statistics and institutionalization of BhutanInfo, the UN will continue working with the National Statistics Bureau (NSB), GNHC and the information units of other relevant sectoral ministries and agencies.

151. Based on one of the key recommendations raised at the June 2012 stakeholder consultation meeting, the UN will strengthen collaboration with civil society, academic institutions and in particular, the media. The UN will facilitate networking between women in leadership positions and/or with leadership potential and their counterparts in neighbouring countries and beyond, to promote peer-to-peer learning and South-South cooperation. Support will be provided in collaboration with other development partners, such as the Danish Institute for Parties and Democracy. The UN will calibrate a partnership with the media and NGOs that support media development and professional journalism. CSOs will also play a catalytic role in raising awareness among the general public and outreach to unenfranchised populations. The UN will also continue its partnership with the ECB to enhance the participation of people in elections through effective voter education.

152. To address youth participation, the UN will work with the Department of Youth and Sports, Ministry of Education to coordinate implementation partnerships. Acknowledging youths themselves as a critical and valuable partner for development, the UN will work directly with several youth-led groups, including those run independently and those affiliated with CSOs such as YDF and RENEW.
III. Implementation

153. The programme will be nationally executed under the overall co-ordination of the GNHC. Government Ministries, NGOs, INGOs (as applicable) and UN system agencies will implement programme activities. The One Programme will be made operational through the development of annual work plans (AWPs) and/or project documents which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner on the use of resources. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed One Programme and signed annual work plans (AWPs), to implement programmatic initiatives. However, if necessary and appropriate, complementary project documents can be prepared using, inter alia, the relevant text from the One Programme and annual work plans (AWPs).23

Management and Responsibilities

154. The UN Country Team (UNCT) Code of Conduct signed on 25 October 2010 describes the behaviours and actions which UNCT Members will demonstrate in their collaboration with each other and as a team, and which will characterize the working culture of the UN in the Kingdom of Bhutan.

155. The integrated One Programme comprising a clearly defined strategic framework, a limited number of outcomes, a budget and clear lines of accountability is expected to result in greater clarity on responsibilities and more transparency in programme management.

156. The One Programme is expected to increase coherence between UN system agencies building on the significant steps taken during the previous cycle when Bhutan became a Delivering as One sell-starter. It is also expected to increase individual accountability for specific results and to significantly reduce transaction costs for the Government (and the UN) through, among others, a simplification in documentation.

Programme Management

157. The programme will be implemented and monitored under the overall supervision and guidance of a joint Government – United Nations Country Programme Board (CPB). The CPB will be co-chaired by the Secretary of the Gross National Happiness Commission of the Royal Government of Bhutan and the United Nations Resident Coordinator. Board members will normally comprise senior officials of key national implementing partners and UN Country Team members. Other One Programme partner agencies will also be invited as and when required. The Board will meet at least once a year, usually in the fourth quarter, to review overall progress against the signed annual work plans.

158. The One Programme will be implemented through annual work plans (eighteen-months rolling work plans), which will detail the activities to be carried out, the responsible implementing partner organizations (i.e. government ministries, NGOs, INGOs, CSOs and/or UN agencies), the time frames and the resources from government and relevant UN agencies. Each annual work plan or project document will clearly refer to the Government ministries, NGOs, INGOs, CSOs and/or UN agencies), the time frames and the resources from government and relevant UN agencies. Each annual work plan or project document will clearly refer to the Government. The Outcome Groups will also be responsible for managing evaluations for their outcome area. The Outcome Groups will report to the Country Programme Board at its annual meeting.

159. Annual work plans will be jointly planned and reviewed in the last quarter of each year by government, other relevant implementing partners and UN agencies organized in joint Outcome Groups. In pursuit of greater harmonization and to maximize synergies, joint programmes/ AWPs will be formulated when two or more UN agencies support a common output and have common national and sub-national partners, where there are gains to be made in effectiveness and efficiency from combining the efforts and resources.

160. National programme managers of implementing agencies and relevant UN agencies personnel will undertake day-to-day management and supervision of activities agreed under the AWPs. The AWPs will be reviewed by the joint Outcome Groups at least twice a year to assess progress and review financial requirements for the next review period, while also allowing flexibility in aligning activities as per developments in the 11th FYP of the Government. The Outcome Groups will also be responsible for managing evaluations for their outcome area. The Outcome Groups will report to the Country Programme Board at its annual meeting.

161. Building on the experience of the previous cycle and with the aim of continuing to strengthen Delivering as One, an Outcome Group will be formed for each of the four Outcomes of the One Programme, namely Essential Social Services; Sustainable Development; Democratic Governance; and Gender Equality and Child Protection. Outcome Groups will consist of representatives of relevant national implementing partners and UN agencies. Each Outcome Group will be chaired by a relevant Government entity, as nominated by the GNHC in consultation with that entity, and co-chaired by a relevant United Nations Agency, as agreed by the UN Country Team. Wherever this is deemed appropriate for the good functioning of a given Outcome Group, rotating chair arrangements or sub-group mechanisms can be proposed for approval by the Country Programme Board.

162. Outcome Groups will be supported by other joint Groups focused on results-based management, operational and programmatic harmonization and communications. These Groups will play a pivotal role in the implementation, monitoring and evaluation of the One Programme. Under the guidance of the CPB, they will identify areas of harmonization and synergy among implementing partners, UN Agencies and other development partners, and will determine the number and scope of AWPs, with an emphasis on joint AWP/programmes. They will assess achievement of results, draw lessons from evaluations and address common concerns and emerging issues. They will also play a lead role in ensuring a joint approach to results-based management, including organizing joint field visits, assurance activities, cash transfer and other operational issues.

Responsibilities

163. The UN Resident Coordinator (UNRC) will be responsible for leading the UN Country Team and coordinating the operational activities for development of the UN system carried out in Bhutan including the work of Non Resident Agencies. The UNRC is responsible for coordination of the UN Country Team in strategy, planning, implementation and monitoring and evaluation of the One Programme and provides overall leadership for programme oversight and advocacy. The UNRC will support resource mobilization for the One Programme— including promoting, facilitating and supporting the relationship between UN Country Team members and major donors in the country—as necessary.

Joint Programming

164. Joint programming is an arrangement based on coordination and collaboration around separate but related activities where agencies have different strengths and capacities to deliver an output. The collaboration is voluntary and each participating Agency will be accountable for its own deliverables that contribute to an output through joint or individual work plans. This approach also allows for agency-specific resource mobilization at the output level alongside efforts to obtain un-earmarked funds for overall One Programme implementation under the leadership of the UNRC.

165. The UN Country Team also commits to ensuring that there is strong collaboration across all four One Programme outcomes and to explore/identify potential areas to work together toward common results. Where horizontal linkages across outcomes — programme areas that are working toward similar results from a different angle,

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23. In the case of UNDP, the Government Co-operating Authority will nominate the Government Co-operating Agency directly responsible for the Government’s participation in each UNDP-assisted project. The reference to “Implementing Agency(s)” shall mean “Executing Agency(s)” as used in the SBA. Where there are multiple implementing partners identified in an Annual Work Plan, a Principal Implementing Partner will be identified as who will have responsibility for convening, co-coordinating and overall monitoring (programme and financial) of all the Implementing Partners identified in the AWP to ensure that inputs are provided and activities undertaken in a coherent manner to produce the results of the AWP.
such as through a focus on different target populations, geographic areas or programmatic approaches—have been identified, the UN commits to exploring joint programming modalities and to organize joint semi-regular reviews to share information, knowledge, lessons learned and results achieved. The following areas have already been identified where the potential for joint programming exists and this is reflected in the results matrix.

- Essential Services:
  - Health
  - Water and Sanitation
  - Nutrition
  - Gender equality and Child Protection
  - Disaster Risk Reduction
- Youth
- Governance:
  - Local Governance (including service delivery) with gender
  - CSOs / NGOs Engagement
  - Service Delivery
- Sustainable Development
  - Poverty-Environment Nexus (rural livelihoods)
  - Economic Empowerment of Women
  - Disaster Risk Reduction

**Risk Management**

166. The UN Country Team has identified the following risks that may impact on implementation of the One Programme in Bhutan:

167. As noted in the Country Analysis (CA), as a land-locked country with limited natural resources and a small internal market, Bhutan is particularly vulnerable to changes in the global economic climate and the impact on her main trading partner, India. Shortages in the availability of the Indian rupee resulted in rapid rise in the cost of essentials including fuel which has particularly impacted those living under the poverty line and have the potential to undermine efforts to address existing and new forms of disparity, poverty and vulnerability. The UN Country Team has attempted to address the longer term consequences of these trends by helping the RoGB to, among other things, better target interventions and strengthen social protection and support schemes. However, sudden changes in the short to medium term economic outlook could require the Government to rethink certain priorities.

168. The economic transition and rapid economic growth referred to earlier, albeit recent, will also have an impact on public finances and in particular, access to external financing (for both the Government and the UN) to meet capital investment needs at a time when low levels of growth in developed economies has caused a definite cut in the volume of international aid overall. The adoption of Delivering as One (DaO) in part reflects the UN’s commitment to the principles of aid effectiveness and this has been carried forward into the new One Programme through a very clear focus on the four outcome areas. The UN Country Team, Government and donors will continue to advocate for strengthened, consistent and predictable institutional and financial support globally.

**Non-Resident Agencies**

169. The engagement of Non-resident Agencies (NRAs) is very important to enable the UN to provide support to Government in an efficient and effective manner. In response to key UN resolutions (62/208 TCPR 2007, 62/277 and 63/311 on System-Wide Coherence) and in line with the emphasis given in UNDG guidance to the importance of inclusion of NRAs, the UNRC has a specific responsibility of ensuring their engagement through the extended UN Country Team. In the context of Bhutan, with only six resident agencies, this role is all the more crucial and the ability to tap into an extended regional network—including offices in Bangkok, New Delhi and Kathmandu—represents a significant asset / comparative advantage of the UN system. With the help of a dedicated officer based in the Resident Coordinator’s Office (RCO) in 2013 it is planned to strengthen the engagement further by setting up better communication and planning systems in preparation for the new (2014-2018) cycle.24 NRA engagement will become all the more crucial during the next One Programme as Bhutan manages the transition to middle income status—and the attendant loss of access to certain sources of ODA—where the specific expertise and knowledge of the specialized and technical agencies will become even more important.

170. When the UN system works together to provide a well-coordinated, focused, and coherent response to the country’s priority problems, the impact it can have is much greater than when UN agencies work alone. No single agency has the range of funds, skills, knowledge and experience to tackle the multi-dimensional causes of poverty. Working together, the UN system can provide advice and assistance in a wide range of issues, and can ensure that the support provided by each Agency is complementary and mutually reinforcing, rather than duplicative. The real benefit from UN coordination is therefore, the increased impact that the UN system support will have on reducing poverty. A critical element of this UN system support is the contribution of non-resident UN agencies, including specialized agencies, regional commissions and other UN entities, particularly for the development of the One Programme under Delivering as One. In this context, the UNDG had decided in 2007 to establish dedicated capacity for interaction with NRAs in the RCOs in the eight Delivering as One (DaO) pilot countries and some DaO self-starter countries. Though not initially targeted, Bhutan will access this capacity support in 2013, as noted above. The initiative will be reviewed and evaluated towards the end of 2012. The evaluation will be forward-looking and go beyond the performance of the NRA Coordination Advisor. It will include a review of the need for dedicated capacity to provide support to NRAs in RCOs and assess possibilities for mainstreaming the functions undertaken by the NRA Coordination Advisor.

171. NRAs have been actively involved in every stage of the One Programme roll out process; they have made specific contributions to the One Programme outcomes and outputs and will be signatories to the final document (through if necessary using existing country programme documents).

**Knowledge Management**

172. UN Solution Exchange Bhutan is a multi-thematic knowledge sharing Community to help development practitioners increase the effectiveness of their individual efforts, tapping into the collective knowledge and experience of practitioners across Bhutan as well as from external practitioners. As an informal forum, it connects people who share similar interests and concerns, enabling them to learn from each other to address day to day issues they face in their respective fields. Solution Exchange Bhutan brings them together not only virtually but also face to face.

173. Launched in March 2007, it currently has over 1000 members from all organizations - government, NGOs, development partners, private sector, research institutes, academia, and other professionals in and outside of Bhutan. Thirty seven % of the members are government employees, 25% are corporate and private employees; 13% are from NGOs and CSOs; and 18% from development organizations in the country and outside with 7% from research and academia. So far there have been 70 online discussions and 13 knowledge sharing events.

174. In the implementation of the (2014-2018) One Programme, Solution Exchange Bhutan will continue to provide a platform for development practitioners, policy makers, programme managers, researchers and private sector organizations to seek insights and experiences across the organizational spectrum and beyond, to bring in the voices from the field to enhance overall relevance and effectiveness of the development outcomes.

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24. However, funding for the post beyond 2013 will depend on additional resources being available
Harmonized Approach to Cash Transfers (HACT)\textsuperscript{25}

175. All cash transfers to an Implementing Partner are based on the annual work plans (AWPs) agreed between the Implementing Partner and the UN system agencies.

176. Cash transfers for activities detailed in annual work plans (AWPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner, through the appropriate channel:
   a. Prior to the start of activities (direct cash transfer), or
   b. After activities have been completed (reimbursement);

2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners in line with the activities and procedure agreed in the AWP;

3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in line with activities and procedure agreed in the AWP.

4. Direct cash transfers shall be requested and released for programme implementation for periods not exceeding three months. Reimbursements for previously authorized expenditures are expected to be requested and released quarterly or after the completion of activities. Direct payments for previously authorized activities shall be made based on a request signed by a designated official of an Implementing Partner. Acquittal and reporting on the previous advance shall be completed before a new advance is made. Cash not utilized for more than six months have to be refunded following the prescribed procedures for refunds to the UN. The UN agencies shall not be obligated to reimburse expenditures over and above the authorized amounts.

177. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting; and audits.

Resources and Resource Mobilization Strategy

178. The UN system agencies will provide support to the development and implementation of activities within the One Programme, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies’ support may be provided to Non-Governmental organizations as agreed within the framework of the individual annual work plans (AWPs) and project documents.

179. Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies’ country offices and specialized information systems, including rosters of consultants and providers of development services.

180. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

181. Subject to annual reviews and progress in the implementation of the programme, the UN system agencies’ funds are made every twelve months and distributed quarterly and in accordance with the One Programme. These budgets will be reviewed and further detailed in the annual work plans (AWPs) and project documents.

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\textsuperscript{25} This section is mandatory only for the ExCom agencies (UNDP, UNICEF, UNFPA and WFP)
Resource Mobilization

182. The resource gap indicated in the Common Budgetary Framework reflects the resource mobilization targets for the One Programme. The UN system agencies are committed to a joint resource mobilization strategy employing the following guiding principles:

- Resource mobilization is the shared responsibility of all UN system agencies;
- Resource mobilization efforts will be guided by development partner priorities;
- UN System agencies commit to transparency and coordination with other relevant agencies should they need to pursue individual, independent fundraising through donors at country level;
- Humanitarian emergency/disaster response may be handled through appropriate mechanisms as required, such as the Central Emergency Response Fund (CERF) or the Consolidated Appeals Process (CAP);
- UN system agencies may raise ‘Other Resources’ (OR) on an Agency basis. As noted above, regular and other resources remain under the control of the individual UN system agencies but programmed and disbursed in alignment with the One Programme outcomes and outputs; agencies will also help ensure proper reflection of Regular Resources (RR) and Other Resources (OR) in government aid tracking system; and
- UN system agencies will keep the Resident Coordinator/UN Country Team updated on resources mobilized and planned allocations.

Bhutan One Fund

183. The United Nations (UN) Bhutan Country Fund was formally established on 30 June 2009 with the conclusion of the Memorandum of Understanding (MOU) between 14 Participating Organizations and UNDP’s Multi-Partner Trust Fund Office (MPTF Office) in its capacity as the Administrative Agent of the UN Bhutan Country Fund. The UN Bhutan Country Fund became operational in December 2009 with the first contribution from the Delivering as One Expanded Funding Window for Achievement of the MDGs (EFW).

184. The UN Bhutan Country Fund is consistent with the Paris Declaration on Aid Effectiveness, including national ownership, alignment with national priorities, harmonization and coordination. Governed by its Steering Committee in accordance with the UN Bhutan Country Fund Terms of Reference, it also responds to the DaO Initiative and the Secretary-General’s efforts to improve the integration of UN political, development and humanitarian activities in the UN system through an increasing network of integrated UN field offices.

Communications

185. Communication plays an important role in raising awareness of key development challenges; fostering partnerships and providing a strong and knowledgeable voice on priority policy issues; ensuring the voices of the most vulnerable are heard; and helping the UN Country Team continue learning and enhancing their joint working mechanisms and strong collaboration.

186. In line with the Royal Government's philosophy of Gross National Happiness and work towards equity, UN communications will support the One Programme achievements and form an important component of support to the implementation of the One Programme.

Monitoring and Evaluation

188. The UN Country Team is firmly committed to rigorously monitoring progress of the One Programme as part of the on-going commitment to aid effectiveness and accountability. In particular, the UN Country Team will build on existing national statistical and monitoring systems and will support capacity development for evidence-based planning and monitoring at both the national and sub-national levels. The One Programme Monitoring and Evaluation (M&E) Framework provides an overview of indicators to track progress against planned development results by the Government, the UN Country Team and, to the greatest possible extent, other contributing development partners.

189. The Joint Annual Review will encompass regular assessment of progress towards achieving outcomes listed in the One Programme results matrix and will build on feedback from bilateral discussions between agencies and their line ministry counterparts.26

190. Outcome level indicators are drawn from national data sources in conjunction with counterparts to ensure that there is strong national ownership over the review process. Where possible the review process will be aligned with review of the 11th Five Year Plan and will take stock of lessons and good practices that feed into the annual planning processes and commitments for the coming year.

191. The UN will conduct a detailed evaluation in the penultimate year of the One Programme cycle in conjunction with the Government. The evaluation will assess the relevance of One Programme Outcomes the effectiveness and efficiency by which results are being achieved, their sustainability and in particular, the contribution to national priorities and goals. A particular focus will be the extent to which the UN system in Bhutan has been able to support the realization of Gross National Happiness objectives.

192. A gender thematic mid-term review will be conducted to measure progress and track changes at the output level. The focus of agency reviews will be at the output level which looks at the specific products and services being delivered. These discussions will allow the UN system to be responsive and well positioned to take advantage of new opportunities and to adjust expectations on the basis of a changed external environment that will be reflected result statement and indicator revisions.

26. A gender thematic mid-term review will be conducted to measure progress and track changes at the output level. The focus of agency reviews will be at the output level which looks at the specific products and services being delivered. These discussions will allow the UN system to be responsive and well positioned to take advantage of new opportunities and to adjust expectations on the basis of a changed external environment that will be reflected result statement and indicator revisions.
level. At the end of the One Programme cycle, a gender (thematic) evaluation will also be conducted to measure gender equality impact of the UN’s interventions in Bhutan on policy actors and institutions (duty bearers), and programme partners at the local and community level (rights holders).

193. Taking cognizance of the 2008 UN Development Group (UNDG) directive and in light of the strong focus on gender equality in the Bhutan One Programme, the UN Country Team will implement the ‘Accounting for Gender Equality’ Scorecard. It intends to provide an assessment of what the UN as a whole contributes to gender mainstreaming and consequently to the promotion of gender equality. This assessment will be closely coordinated with and feed into the planned gender review and evaluation, to maximize utility to national counterparts and UN agencies and the effective use of scarce resources.

194. Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives;
2. Programmatic monitoring of activities following the UN system agencies‘ standards and guidance for site visits and field monitoring;
3. Special or scheduled audits: Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

Audits

195. The Supreme Audit Institution (SAI) may undertake the audits of Government Implementing Partners. If the SAI chooses not to undertake the audits of specific Implementing Partners to the frequency and scope required by the UN system agencies, the UN system agencies will commission the audits to be undertaken by private sector audit services.

Commitments by All Parties

Commitments of the Government

196. The Government will support the UN system agencies’ efforts to raise funds required to meet the needs of this One Programme and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies’ efforts to raise funds for the programme from the private sector both internationally and in Bhutan; and by permitting contributions from individuals, corporations and foundations in Bhutan to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

197. Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

Implementing Partners (as applicable) 27

198. A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the annual work plan (AWP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that concerned UN organization(s) will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

199. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the annual work plans (AWPs) only.

200. Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the annual work plans (AWPs), and ensuring that reports on the utilization of all received cash are submitted to concerned UN organization(s) within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

201. In the case of international NGO/CSO and INGO Implementing Partners, cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the annual work plans (AWPs), and ensuring that reports on the full utilization of all received cash are submitted to concerned UN organization(s) within six months after receipt of the funds.

202. To facilitate scheduled and special audits, each Implementing Partner receiving cash from a UN organization will provide UN system agency or its representative with timely access to: all financial records which establish the transactional record of the cash transfers provided by concerned UN agencies, together with relevant documentation; all relevant documentation and personnel associated with the functioning of the Implementing Partner’s internal control structure through which the cash transfers have passed.

203. The findings of each audit will be reported to the Implementing Partner and the concerned UN organization. Each Implementing Partner will furthermore:

a) Receive and review the audit report issued by the auditors.

b) Provide a timely statement of the acceptance or rejection of any audit recommendation to the concerned UN organization(s) that provided cash (and where the SAI has been identified to conduct the audits) so that the auditors include these statements in their final audit report before submitting it to the concerned UN organization.

c) Undertake timely actions to address the accepted audit recommendations.

d) Report on the actions taken to implement accepted recommendations to the UN system agencies (and where the SAI has been identified to conduct the audits), on a quarterly basis (or as locally agreed).

Legal Context

204. In the event of any significant change in the situation requiring a change in objectives or a need to extend the duration and scope of the planned programme components, the Government will make a formal request to

27. This section is mandatory for the ExCom Agencies, UNDP, UNICEF, UNFPA and WFP
the UN system agencies through the Representatives of each of the UN system agencies and an appropriate amendment to this One Programme will be negotiated.

205. In the event of a failure by one party to fulfil any of its obligations under this One Programme:

(a) if the defaulting party is one of the UN system agencies, the Government may either (i) suspend the discharge of its own obligations vis-à-vis the defaulting party by giving written notice to that effect to the defaulting party or (ii) terminate the One Programme vis-à-vis the defaulting party by giving written notice of sixty (60) days to the defaulting party; and

(b) if the defaulting party is the Government, the UN system agency as to which the Government has defaulted, either alone or together with all other UN system agencies, may either (i) suspend the discharge of its own obligations by giving written notice to that effect to the defaulting party or (ii) terminate the One Programme by giving written notice of sixty (60) days to the defaulting party.

Provisions for Dispute Settlement

206. Any dispute between the Government and a UN system agency shall be resolved in accordance with the provisions of that Organization’s basic agreement with the Government as referred in Part I of this One Programme. Any dispute among the UN system agencies shall be resolved exclusively among the UN system agencies through approaches identified in the UNDG-endorsed dispute resolution mechanisms.

Immunities and Privileges

207. The Government will honour its commitments in accordance with the provisions of the Convention on the Privileges and Immunities of the United Nations agencies to the Agencies’ property, funds, and assets and to its officials and consultants. In addition, the Government will accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and its officials, advisors and agents.

208. None of the Agencies nor any of their respective officials, advisors or persons performing services on their behalf will be held responsible for any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

IN WITNESS THEREOF the undersigned, being duly authorized, have signed this One Programme on this day 09, December, 2013 in Thimphu, Bhutan.
### Output 1.1: Policies and studies for integrated natural resource management, climate change adaptation/mitigation and poverty-environment nexus developed.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1.1.1 Number of policy papers and studies</td>
<td>Number</td>
<td>Total</td>
<td>10</td>
<td>Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies.</td>
<td></td>
<td></td>
<td>11 12 13 15</td>
</tr>
<tr>
<td></td>
<td>1.1.2 Number of households using fuel-efficient stoves for cooking/heating</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>Assumptions: 1. UN agencies have established common understanding for joint programming. 2. Adequate resources are committed. 3. Government commitment on carbon neutrality remains.</td>
<td>4100 8100 15000 18000 20000</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>1.1.3 Number of local authorities that are able to access resources through the climate resilience funding facility</td>
<td>Number</td>
<td>Total</td>
<td>4</td>
<td>3. Commitment and priorities of donors.</td>
<td>5 6 7</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>1.1.4 No. of green industries, services and products promoted</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>1. Adequate resources are committed. 3. Government commitment on carbon neutrality remains.</td>
<td>1 2 3 5</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.1.5 No. of capacity building programs on integrated natural resource management climate change adaptation/mitigation and poverty environment nexus</td>
<td>Number</td>
<td>Total</td>
<td>25</td>
<td>3. Government commitment on carbon neutrality remains.</td>
<td>35 45 55 65 75</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.1.6 Urban development incorporates sustainability principles &amp; practices</td>
<td>Number</td>
<td>Total</td>
<td>1</td>
<td></td>
<td>2 3</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 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.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1.2.1 Number of trained District Disaster Response Teams in place</td>
<td>Number</td>
<td>Total</td>
<td>1</td>
<td>Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies.</td>
<td>1. 11th FYP MTR. 2. Annual Progress reports. 3. UNDAF MTR.</td>
<td></td>
<td>2 3 4 5</td>
</tr>
<tr>
<td></td>
<td>1.2.2 Number of dzongkhags, gewogs and municipalities with Disaster Management Plans (inc. cont. plans) in place</td>
<td>Number</td>
<td>Total</td>
<td>6</td>
<td>3. Commitment and priorities of donors.</td>
<td>7 8</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.2.3 Number of DRM Guidelines and SOPs developed</td>
<td>Number</td>
<td>Total</td>
<td>1</td>
<td>4. DM bill is not adopted. assumptions: 1. UN agencies have established common understanding for joint programming. 2. Adequate resources are committed. 3. DM bill is adopted by the Parliament. 4. A disaster risk assessment has been undertaken (multi hazard mapping of all the districts of Bhutan overlaid with most at risk population/ assets) in order to identify priority geographical areas and population/asset sets. 5. Analysis of national/ partners capacity’s to prevent mitigate/ better protect lives, livelihoods and assets.</td>
<td>1 2 3 4</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.2.4 No of capacity building programs on DRR</td>
<td>Percent</td>
<td>Total</td>
<td>5</td>
<td>5. Analysis of national/ partners capacity’s to prevent mitigate/ better protect lives, livelihoods and assets.</td>
<td>6 7 8 10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>UN System Agency</td>
<td>Indicators</td>
<td>Unit</td>
<td>Sub-group</td>
<td>Baselines/Year</td>
<td>Risks and Assumptions</td>
<td>Indicative Resources (US Dollars)</td>
<td>Means of Verification</td>
<td>Targets</td>
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<tr>
<td><strong>Output 1.3: Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.</strong></td>
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<tr>
<td>UNCTAD UNDP UNIDO [ITC]</td>
<td>1.3.1 Number of DTIS recommendations implemented</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>1. Change of priorities and focus areas.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>1 2 3 4 5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.3.2 Number of products / industry(ies) meeting national standards (Brand Bhutan; Bhutan Seal)</td>
<td>Number</td>
<td>Total</td>
<td>23</td>
<td>1. Commitment of the staff in implementing agencies. 2. Commitment of the staff in implementing agencies. Assumptions: 1. Adequate resources are committed.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>25 30 40 45 53</td>
<td></td>
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<tr>
<td><strong>Output 1.4: Food and nutrition security policies developed with a particular focus on productivity and food safety.</strong></td>
<td></td>
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<tr>
<td>FAO WFP</td>
<td>1.4.1 Number of policy papers and studies</td>
<td>Number</td>
<td>Total</td>
<td>2</td>
<td>1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies. Assumptions: 1. Adequate resources are committed.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>3 4 5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>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</td>
<td>Number</td>
<td>Total</td>
<td>5</td>
<td>1. UN agencies have established common understanding for joint programming. 2. Commitment of the staff in implementing agencies. Assumptions: 1. Adequate resources are committed.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>8 12 15 20 25</td>
<td></td>
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<tr>
<td><strong>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.</strong></td>
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<tr>
<td>UNDP UNESO UNIDO UNCDF UNWomen</td>
<td>1.5.1 Number of business incubation centres in place and operational at regional level.</td>
<td>Number</td>
<td>Total</td>
<td>1</td>
<td>1. Change of priorities and focus areas. 2. Expertise on green technologies</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>1 2 4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.5.2 Number of entrepreneurs trained and mentored through business incubation centres that have a new business start-up that lasts more than a year</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>1. Commitment of the staff in implementing agencies. Assumptions: 1. UN agencies have established common understanding for joint programming. 2. Commitment of the staff in implementing agencies.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>25 50 75 100</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.5.3 Number of jobs created by enterprises adopting green technology or green business practices</td>
<td>Number</td>
<td>Total</td>
<td>37</td>
<td>1. UN agencies have established common understanding for joint programming. 2. Adequate resources are committed.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports</td>
<td>50 60 80 100</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.5.4 Percentage of TVET graduates that are able to secure decent employment upon graduation</td>
<td>Percent</td>
<td>Total</td>
<td>60-70</td>
<td></td>
<td></td>
<td>75 80 85 90</td>
<td></td>
</tr>
</tbody>
</table>
### Essential Social Services

1. Improve access to quality and equitable health services; promote and strengthen preventive and rehabilitative health services; and promote efficiency and effectiveness in financing and delivery of health services.

2. Ensure quality of education service delivery and facilitate development of Bhutan as a knowledge based society; ensure education sustainability; and achieving MDG plus.

3. Vulnerable groups supported through equitable and accessible integrated critical services covering health, education, justice and protection, counselling, welfare and rehabilitation.

---

### 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.

#### UNDP UNCDF UNESCO

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.6.1 Number of villages implementing sustainable and innovative IGAs</td>
<td>Percent</td>
<td>Total</td>
<td>1110</td>
<td>1. Change of priorities and focus areas.</td>
<td>1. 11th FYP MTR. 2. UNDAF MTR.</td>
<td></td>
</tr>
<tr>
<td>1.6.2 Number of rural women in the 5 targeted dzongkhags that develop viable business plans or apply for new business financing</td>
<td>Number</td>
<td>Total</td>
<td>100</td>
<td>2. Commitment of the staff in implementing agencies. 3. Capacity at the District/sub-district level. 4. Limited human resources of Dept. of Culture for data collection. 5. Lack of linkage between collected data and strategic planning for poverty alleviation.</td>
<td>3. Annual Reports. 4. Field reports. 5. MoHFW- Dept of Culture</td>
<td></td>
</tr>
<tr>
<td>1.6.4 A national inventory on intangible cultural heritage established to document traditional knowledge and skills available in Bhutan</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>1. UN agencies have established common understanding for joint programming. 2. Adequate resources are committed.</td>
<td>1. Surveys. 2. Facility Records. 3. Annual Reports. 4. Field reports. 5. BMIS. 8. BLSS</td>
<td></td>
</tr>
</tbody>
</table>

---

28. Due to issues of small sample size and limitations related to underreporting and misclassification of maternal deaths, the estimate of MMR needs to be interpreted with caution. The Ministry of Health recommends process indicators (eg: attendance by skilled health personnel at delivery and use of health facilities for delivery) as proxies to assess progress made towards the reduction in maternal mortality in the country.
### Output 2.1: Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.

<table>
<thead>
<tr>
<th>UNICEF</th>
<th>UNESCO</th>
<th>Number of research and evaluation/impact studies conducted on priority issues in education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Total 0</td>
</tr>
</tbody>
</table>

- **2.1.1 Number of research and evaluation/impact studies conducted on priority issues in education**
  - **Number:** Total 0
  - **Assumptions:**
    1. Accuracy and reliability of routine data and that all the cases are reported.
    2. There is government commitment to bring together data on determinants of health across various information system stratified with geographical and social groups within Bhutan.

- **2.1.2 Education Management Information System (EMIS) upgraded and institutionalized**
  - **Text:** Total EMS v2.0 available
  - **Assumptions:**
    1. All the teachers trained on GNH and LSE implement the skills in school. Training colleges integrate LSE into the curriculum.
    2. Better coordinated and streamlined implementation of LSE.

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

<table>
<thead>
<tr>
<th>UNICEF</th>
<th>UNESCO</th>
<th>Number of research and evaluation/impact studies conducted on priority issues in education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Total 0</td>
</tr>
</tbody>
</table>

- **2.2.1 Number of Research and Evaluation/Impact Studies Conducted on Priority Issues in Education**
  - **Number:** Total 0
  - **Assumptions:**
    1. Accuracy and reliability of routine data and that all the cases are reported.
    2. There is government commitment to bring together data on determinants of health across various information system stratified with geographical and social groups within Bhutan.

- **2.2.2 Percentage of teachers trained in Educating for Gross National Happiness (GNH)/Life Skills/Inclusive Education/Multi-grade teaching**
  - **Percent:** 74
  - **Assumptions:**
    1. All the teachers trained on GNH and LSE implement the skills in school. Training colleges integrate LSE into the curriculum.
    2. Better coordinated and streamlined implementation of LSE.

- **2.2.3 Percentage of teachers in Multi-grade situations trained on Multi-Grade Teaching (MGT)**
  - **Percent:** 72

- **2.2.4 Percentage of 0-5 yr children accessing standard Early Childhood Care Development (ECCD) services**
  - **Percent:** 5

- **2.2.5 Number of schools providing inclusive education program**
  - **Number:** Total 8

- **2.2.6 Percentage of Post Literacy Course learners completing the Course**
  - **Percent:** Total 65

- **2.2.7 Number of monastic institutions and nunneries offering functional English literacy and numeracy program**
  - **Number:** Total 0

---

**Means of Verification**

<table>
<thead>
<tr>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>95</td>
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<td>95</td>
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<td></td>
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<td></td>
<td></td>
<td>95</td>
</tr>
</tbody>
</table>

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

- **UNICEF**
- **UNESCO**
- **Number of research and evaluation/impact studies conducted on priority issues in education**
  - **Number:** Total 0
  - **Assumptions:**
    1. Accuracy and reliability of routine data and that all the cases are reported.
    2. There is government commitment to bring together data on determinants of health across various information system stratified with geographical and social groups within Bhutan.

---

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

- **UNICEF**
- **UNESCO**
- **Number of research and evaluation/impact studies conducted on priority issues in education**
  - **Number:** Total 0
  - **Assumptions:**
    1. Accuracy and reliability of routine data and that all the cases are reported.
    2. There is government commitment to bring together data on determinants of health across various information system stratified with geographical and social groups within Bhutan.

---

**Means of Verification**

<table>
<thead>
<tr>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
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<td>95</td>
</tr>
<tr>
<td>UN System Agency</td>
<td>Indicators</td>
<td>Unit</td>
<td>Sub-group</td>
<td>Baselines/year</td>
</tr>
<tr>
<td>------------------</td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.3.1 National Health Accounts data generated (inc. out-of-pocket expenditure)</strong></td>
<td>Number</td>
<td>Total</td>
<td>1</td>
<td><strong>Risks:</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.3.2 Proportion of health facilities with 95% of essential medicines at any point of time</strong></td>
<td>Percent</td>
<td>minimum of three contraceptives</td>
<td>90</td>
<td><strong>Risks:</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.3.3 Percentage of essential reproductive health commodities (contraceptives) financed through the national budget</strong></td>
<td>Percent</td>
<td>Total</td>
<td>0</td>
<td><strong>Risks:</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/year</th>
<th>Risk and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Mean of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2.4.1 Immunization coverage (DTP-HepB-Hib 3) and elimination status</strong></td>
<td>Cases per 10,000 pop</td>
<td>95.1</td>
<td>Measles</td>
<td><strong>Risks:</strong></td>
<td>1. Loss of specialized staffs on EmONC and IMNCI to other areas of work or transferred.</td>
<td>1. IMNCI endorsed and implemented</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.4.2 Number of health facilities with comprehensive Emergency Obstetric and Neonatal Care (EmONC) services</strong></td>
<td>Number</td>
<td>Total</td>
<td>6</td>
<td><strong>Risks:</strong></td>
<td>1. The establishment of EmONC as planned remains the priority and skilled staffs and equipment are available.</td>
<td>1. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.4.3 Percentage of hospitals and BHUs implementing IMNCI, Care for Child Development and Growth Monitoring programme</strong></td>
<td>Percent</td>
<td>IMNCI BHUs</td>
<td>95</td>
<td>IMNCI Hospitals</td>
<td>70</td>
<td><strong>Risks:</strong></td>
<td>1. WHO</td>
<td>2014 2015 2016 2017 2018</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.4.4 Percentage of pregnant women with blood pressure, urine and blood samples tested</strong></td>
<td>Percent</td>
<td>Total</td>
<td>88</td>
<td>IMNCI Hospitals</td>
<td>70</td>
<td><strong>Risks:</strong></td>
<td>1. WHO</td>
<td>2014 2015 2016 2017 2018</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.4.5 Proportion of HIV positive pregnant women receiving ART</strong></td>
<td>Percent</td>
<td>Total</td>
<td>25</td>
<td>IMNCI Hospitals</td>
<td>70</td>
<td><strong>Risks:</strong></td>
<td>1. WHO</td>
<td>2014 2015 2016 2017 2018</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. WHO</td>
<td>2014 2015 2016 2017 2018</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNFPA, UNICEF, WHO</td>
<td>2.5.1 Capacity for indicator-based surveillance for early detection of events of public health concern in place in all dzongkhags</td>
<td>Number</td>
<td>Total</td>
<td>3 Dzongkhags</td>
<td>Risks: 1. MOH and dzongkhags do not have the human resources to implement the surveillance system.</td>
<td>1. RH program report/program surveillance report</td>
<td>5 7 10 15 20</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Assumptions: 1. RGoB is one of the State Parties to the International Health Regulation (IHR) 2005 and indicator-based surveillance for the early detection of public health event is one of the globally agreed indicators that RGoB has to report on.</td>
<td></td>
<td></td>
<td>2 5 10 20 30</td>
</tr>
<tr>
<td></td>
<td>2.5.2 Number of hospitals implementing SOPs for emergencies</td>
<td>Number</td>
<td>Total</td>
<td>0</td>
<td>2. Hospitals have policy to use SOPs in managing emergencies.</td>
<td></td>
<td></td>
<td>7 10 15 18 20</td>
</tr>
<tr>
<td></td>
<td>2.5.3 Number of dzongkhags with at least one health worker trained in Minimum Initial Service Package</td>
<td>Number</td>
<td>Total</td>
<td>5</td>
<td>3. Training in Minimum Initial Service Package will be rolled out in all the dzongkhags</td>
<td></td>
<td></td>
<td>40 50 60 70 90</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2.5.4 Percent of laboratory investigation of outbreaks done on time</td>
<td>5 7 10 15 20</td>
<td></td>
<td>85 90 95 100 100</td>
</tr>
<tr>
<td></td>
<td>2.5.5 Proportion of schools with focal points trained on emergency preparedness</td>
<td>Percent</td>
<td>Total</td>
<td>30</td>
<td>3. End users monitoring.</td>
<td></td>
<td></td>
<td>85 90 95 100 100</td>
</tr>
<tr>
<td></td>
<td>2.5.6 Amongst schools with focal points trained, proportion that has contingency plans</td>
<td>Percent</td>
<td>Total</td>
<td>80</td>
<td>7. End users monitoring.</td>
<td></td>
<td></td>
<td>85 90 95 100 100</td>
</tr>
</tbody>
</table>

### Output 2.6: The management of school feeding is enhanced and WASH (water, sanitation and hygiene) promoted in schools, monastic schools and nunneries.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollar)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNICEF, WFP</td>
<td>2.6.1 WFP supported SFP taken over by RGoB</td>
<td>Text</td>
<td>Total</td>
<td>0</td>
<td>Administrative Data generated through EMIS and Annual Reports may not be accurate.</td>
<td>1. Programme reports. 2. Programme and monitoring reports. 3. Survey 4. BMIS survey 5. EMIS</td>
<td></td>
<td>25 30 35 40 45</td>
</tr>
<tr>
<td></td>
<td>2.6.2 Percentage of feeding schools with School agriculture Programme</td>
<td>Percent</td>
<td>Total</td>
<td>20</td>
<td>It is assumed that there will be funding opportunity and commitment from the implementing partners in undertaking surveys.</td>
<td>1. Programme reports. 2. Programme and monitoring reports. 3. Survey 4. BMIS survey 5. EMIS</td>
<td></td>
<td>84 88 92 96 100</td>
</tr>
<tr>
<td></td>
<td>2.6.3 Proportion of schools, monastic schools and nunneries) with functional Sanitation Facilities</td>
<td>Percent</td>
<td>Schools</td>
<td>80</td>
<td>NA</td>
<td>1. Programme reports. 2. Programme and monitoring reports. 3. Survey 4. BMIS survey 5. EMIS</td>
<td></td>
<td>75 80 85 85 85</td>
</tr>
<tr>
<td></td>
<td>2.6.4 Proportion of schools, monastic schools and nunneries with functional Water Supply</td>
<td>Percent</td>
<td>Schools</td>
<td>95</td>
<td>NA</td>
<td>1. Programme reports. 2. Programme and monitoring reports. 3. Survey 4. BMIS survey 5. EMIS</td>
<td></td>
<td>96 97 98 99 100</td>
</tr>
<tr>
<td></td>
<td>2.6.5 Proportion of schools promoting key health and hygiene behaviour</td>
<td>Percent</td>
<td>Schools</td>
<td>70</td>
<td>NA</td>
<td>1. Programme reports. 2. Programme and monitoring reports. 3. Survey 4. BMIS survey 5. EMIS</td>
<td></td>
<td>76 84 90 94 100</td>
</tr>
</tbody>
</table>
### UN System Agency Indicators

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baselines/Year</th>
<th>Risk and Assumptions</th>
<th>Indicative Resources (US Dollar)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
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</tr>
<tr>
<td><strong>Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services.</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

#### 2.7.1 Proportion of Referral Hospitals providing Youth Friendly Health Services

<table>
<thead>
<tr>
<th>Number</th>
<th>Total</th>
<th>1 (non-functional)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.2 Proportion of schools implementing life skills education

<table>
<thead>
<tr>
<th>Percent</th>
<th>Total</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.3 Number of youth led groups and youth centres using the global Youth Peer (YPEER) methodology on sexuality education

<table>
<thead>
<tr>
<th>Number</th>
<th>Youth groups</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.4 No. of dzongkhags with the capacity to deliver YFS including youth centres.

<table>
<thead>
<tr>
<th>Number</th>
<th>Total</th>
<th>0</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.5 Number of service providers with capacity to provide supportive, preventive and participative environment for young people

<table>
<thead>
<tr>
<th>Number</th>
<th>Counsellors (in-school guidance councilors - fulltime)</th>
<th>32</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.6 Number of service providers with capacity to provide supportive, preventive and participative environment for young people

<table>
<thead>
<tr>
<th>Number</th>
<th>Counsellors (Others)</th>
<th>38</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
2. Programme reports and meetings minutes.
3. Training report.
4. Programme and site visit reports.
5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

#### 2.7.7 Proportion of rural households reached by rural sanitation and hygiene Programmes (RSAHP) in 3 dzongkhags

<table>
<thead>
<tr>
<th>Number</th>
<th>Managers in Youth Centres/DCs/Rehab</th>
<th>23</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>

**Risks:**
- Staff shortages, availability of space in existing health facilities and the operational timing for service provision.

**Assumptions:**
1. Youth health issues are a priority, and that district health workers are aware of the VYHS guideline and other regional referral hospitals will set up the VYHS.
2. All youth-led groups are aware of the VYHS network.

**Means of Verification:**
1. RH/HP report/onsite.
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5. Monitoring reports of National Youth Action Plan

**Target:**
- 1 2 3 3 4
- 20 60 40 80 100
- 0 6 7 8 8
- 3 6 9 9 12
- 0 0 1 2 3

---

29. This data is based on the information collected from women who reported having received information on danger signs of pregnancy during ANC for their most recent birth in the past 2 years preceding the survey.
Gender Equality and Child Protection

1. Create a gender friendly environment for women's participation and leadership; address visible gender gaps in the areas of education (primary and vocational levels), employment, political representation, and violence against women; and implement and develop gender-responsive budget strategy to facilitate the conduct of gender responsive activities.

2. All children have access to systematic, appropriate and efficient protective services (National Plan of Action for Child Protection).

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

#### UNDAF: Bhutan One Programme 2014-2018

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baseline Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
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</table>

### Output 3.1: Strengthened legal and policy environment to advance the rights and protection of women and children.

#### UNDAF: Bhutan One Programme 2014-2018

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-group</th>
<th>Baseline Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
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</tbody>
</table>
### Output 3.2: Gender mainstreaming in key ministries, autonomous bodies, non-governmental organizations with resourced gender mainstreaming strategies.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-Group Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
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</tr>
<tr>
<td></td>
<td>3.2.1</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
<td>1. Commitment by district officials to form and participate in Child Welfare Committees.</td>
<td></td>
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<tr>
<td></td>
<td>3.2.2</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
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</tbody>
</table>

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

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Sub-Group Baselines/Year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3.3.1</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
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</tr>
<tr>
<td></td>
<td>3.3.2</td>
<td>Percent</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
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<tr>
<td></td>
<td>3.3.3</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
<td></td>
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<tr>
<td></td>
<td>3.3.4</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
<td></td>
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<tr>
<td></td>
<td>3.3.5</td>
<td>Number</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
<td></td>
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<td></td>
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</tr>
<tr>
<td></td>
<td>3.3.6</td>
<td>Percent</td>
<td>Total 0</td>
<td></td>
<td>1. Progress report of National Plan of Action for Child Protection.</td>
<td></td>
<td></td>
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</tbody>
</table>

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**UNDAF: Bhutan One Programme 2014-2018**
**Good Governance**

1. Improve public service delivery to people, including vulnerable population through enhanced capacity of national and local governments in participatory planning, implementation and monitoring with increased transparency and accountability; and full implementation of the Governance Performance System.

2. Consolidate democratic governance with enhanced people’s participation in public discussions, especially engaging women and youth among others, and facilitate evidence-based and informed decision-making.

3. Promote gender responsive governance and women’s political participation; and raise greater awareness of rights and increased access to formal and informal justice redressal mechanisms.

---

**UN System Agency**

<table>
<thead>
<tr>
<th>pulverizer</th>
<th>baseline/mean</th>
<th>verification</th>
<th>target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP, UNICEF, UNCDF, UN Women, UNFPA</td>
<td>National Integrity Assessment Index</td>
<td>Percent Total 7.44</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>Government Performance Management System Rating (GPMS)</td>
<td>Percent Total 96.36</td>
<td>90</td>
</tr>
<tr>
<td></td>
<td>People’s Perception of Central Government Performance</td>
<td>Total</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proportion of youth reporting participation in local national decision making</td>
<td>Percent Female 7</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>Proportion of women reporting participation in local national decision making</td>
<td>Percent Female 10.6</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>Percentage of regions (dzongkhag/psyong) with functional database</td>
<td>Percent Total 0</td>
<td>100</td>
</tr>
</tbody>
</table>

**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.

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

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Risk and Assumptions</th>
<th>Baselines/Year</th>
<th>Indicative Resource (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP</td>
<td>Reduction in average turnaround time</td>
<td>Text</td>
<td>7 - 30 days across 21 of service lines</td>
<td>Existing local governments officials fully trained</td>
<td>Availability of resources and capacity to deliver (low). Indicator should be adjusted at MTR to reflect how these skills are being utilized.</td>
<td>7-25 7-20 7-15 7-10 1-7 days</td>
<td></td>
</tr>
<tr>
<td>UNICEF</td>
<td>Proportion of local governments officials elected in 2016 trained and knowledgeable in local governments Rules and Regulations</td>
<td>Percent</td>
<td>Total</td>
<td>Existing local governments officials fully trained</td>
<td>Availability of resources and capacity to deliver (low). Indicator should be adjusted at MTR to reflect how these skills are being utilized.</td>
<td>550 500 450 400 350</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of audit memos on local governments issued per year</td>
<td>Number</td>
<td>Total</td>
<td>615</td>
<td>1. Availability of resources and capacity to deliver (low). Indicator should be adjusted at MTR to reflect how these skills are being utilized.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proportion of local governments officials with RBM skills</td>
<td>Percent</td>
<td>Total</td>
<td>30</td>
<td>4. Availability of broadband connectivity.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of integrated community centres with functional online services</td>
<td>Number</td>
<td>Total</td>
<td>23</td>
<td>4. Availability of broadband connectivity.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proportion of annual budget utilization by local governments</td>
<td>Percent</td>
<td>Total</td>
<td>87</td>
<td>4. Availability of broadband connectivity.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 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.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Risk and Assumptions</th>
<th>Baselines/Year</th>
<th>Indicative Resource (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP</td>
<td>Percentage of women in parliament</td>
<td>Percent</td>
<td>Female</td>
<td>8.3</td>
<td>1. Government continues to prioritize women’s political leadership at all levels.</td>
<td>1. Training and Progress Reports.</td>
<td>N/A N/A N/A N/A 20</td>
</tr>
<tr>
<td>UNW</td>
<td>Percentage of elected women in local governments</td>
<td>Percent</td>
<td>Total</td>
<td>7</td>
<td>2. Gender responsive governance policy &amp; strategies are adopted by the government (low).</td>
<td>2. Progress report of National Youth Action Plan and Progress Reports.</td>
<td>N/A N/A 20 N/A N/A</td>
</tr>
<tr>
<td>UNICEF</td>
<td>Number of dzongkhags with at least one operational youth-led group</td>
<td>Number</td>
<td>Total</td>
<td>7</td>
<td>1. Dzongkhags implementing National Youth Action Plan (low).</td>
<td>3. Youth meetings and Progress Reports.</td>
<td>10 12 14 16 18</td>
</tr>
<tr>
<td></td>
<td>Number of recommendation web sites made annually through youth fora to influence national and local development plans</td>
<td>Number</td>
<td>Total</td>
<td>2</td>
<td>4. LGs and CSOs are able to facilitate such events (low).</td>
<td>4. Election Results</td>
<td>2 3 3 3 4</td>
</tr>
</tbody>
</table>

### 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.

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indicators</th>
<th>Unit</th>
<th>Risk and Assumptions</th>
<th>Baselines/Year</th>
<th>Indicative Resource (US Dollars)</th>
<th>Means of Verification</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP</td>
<td>Percentage of adult population reached by civic and voter education</td>
<td>Percent</td>
<td>Total</td>
<td>30</td>
<td>1. An Independent Think Tank fully operational based in RUB.</td>
<td>1. Annual Review Reports</td>
<td></td>
</tr>
<tr>
<td>UNICEF</td>
<td>Percentage of population using media to engage in discussion about democracy and politics</td>
<td>Percent</td>
<td>Total</td>
<td>33</td>
<td>2. Government is able to coordinate with the media sector (low).</td>
<td>2. Training Reports</td>
<td></td>
</tr>
<tr>
<td>UNW</td>
<td>Proportion of youth engaging in democratic governance</td>
<td>Percent</td>
<td>Male</td>
<td>3</td>
<td>3. Adequate resources are available (moderate).</td>
<td>3. Training impact assessment survey</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Percent</td>
<td>Female</td>
<td>4</td>
<td>4. ECB agrees to expand their voter education programme.</td>
<td>4. KAP survey</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total</td>
<td>14-24 yrs</td>
<td>5</td>
<td>4. ECB agrees to expand their voter education programme.</td>
<td>5. Survey reports</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td>4. ECB agrees to expand their voter education programme.</td>
<td>6. Progress Reports</td>
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<td></td>
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<td></td>
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<td></td>
<td>4. ECB agrees to expand their voter education programme.</td>
<td>7. Bhutan Media Impact Assessment</td>
<td></td>
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</tbody>
</table>

85

70

3 National bills respectively on Built Heritage, National Archives and Intangible Cultural Heritage.
Goal 1: ERADICATE EXTREME POVERTY AND HUNGER

Target 1: By 2015, halve the proportion of people whose income is less than one dollar a day.

Proportion of population living below national poverty line (%)

- 36.3% 23.2% - 20% On track

Goal 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION

Target 2: By 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Proportion of pupils starting grade 1 who reach grade 7 (%)

- 106% 91% 92.4% 97% 100% On track

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

<table>
<thead>
<tr>
<th>UN System Agency</th>
<th>Indication</th>
<th>Unit</th>
<th>Sub-Group</th>
<th>Baselines/year</th>
<th>Risks and Assumptions</th>
<th>Indicative Resources (US Dollar)</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP</td>
<td>4.5.1 Proportion of people aware of basic rights, duties &amp; responsibilities</td>
<td>Percent</td>
<td>Total</td>
<td>83</td>
<td>Assumption: 1. Adequate resources are available for advocacy programs (low). 2. LG functionaries have capacity to do ADR (low).</td>
<td>1. Survey reports 2. Progress Reports</td>
<td>90</td>
</tr>
<tr>
<td>UNW</td>
<td>4.5.2 Percentage of civil cases and disputes resolved through alternate dispute resolution mechanisms</td>
<td>Percent</td>
<td>Total</td>
<td></td>
<td></td>
<td>3. Mediators' Annual Reports (LG) 4. BNNI data on awareness of basic rights 5. Case registers</td>
<td>20</td>
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MDGs – Bhutan’s progress and status in 2011

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<tr>
<td><strong>Goal 1: ERADICATE EXTREME POVERTY AND HUNGER</strong></td>
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<td>On track</td>
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<tr>
<td>Target 1: By 2015, halve the proportion of people whose income is less than one dollar a day</td>
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<td></td>
<td>On track</td>
<td></td>
</tr>
<tr>
<td>Proportion of population living below national poverty line (%)</td>
<td>-</td>
<td>36.3% 23.2% - 20%</td>
<td></td>
<td></td>
<td>On track</td>
<td></td>
</tr>
<tr>
<td><strong>Goal 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION</strong></td>
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<td>On track</td>
<td></td>
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<tr>
<td>Target 2: By 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</td>
<td></td>
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<td></td>
<td></td>
<td>On track</td>
<td></td>
</tr>
<tr>
<td>Gross Primary Enrolment Ratio (%)</td>
<td>55%</td>
<td>72%</td>
<td>106%</td>
<td>120%</td>
<td>100%</td>
<td>Achieved</td>
</tr>
<tr>
<td>Net Primary Enrolment Ratio (%)</td>
<td>-</td>
<td>62%</td>
<td>83.7%</td>
<td>95%</td>
<td>100%</td>
<td>On track</td>
</tr>
<tr>
<td>Proportion of pupils starting grade 1 who reach grade 5 (%)</td>
<td>73%</td>
<td>91%</td>
<td>92.4%</td>
<td>97%</td>
<td>100%</td>
<td>On track</td>
</tr>
<tr>
<td>Proportion of pupils starting grade 1 who reach grade 7 (%)</td>
<td>35%</td>
<td>81%</td>
<td>85.4%</td>
<td>93%</td>
<td>100%</td>
<td>On track</td>
</tr>
</tbody>
</table>
### Goal 3: Promote Gender Equality and Empower Women

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<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Ratio of girls to boys in primary education (%)</td>
<td>69% (1991)</td>
<td>82%</td>
<td>99.5%</td>
<td>99%</td>
<td>100%</td>
<td>On track</td>
</tr>
<tr>
<td>Ratio of girls to boys in secondary education (%)</td>
<td>43% (1991)</td>
<td>78%</td>
<td>97.2%</td>
<td>107%</td>
<td>100%</td>
<td>Achieved</td>
</tr>
<tr>
<td>Ratio of females to males in tertiary institutes (%)</td>
<td>12% (1991)</td>
<td>41%</td>
<td>54%</td>
<td>67.3%</td>
<td>100%</td>
<td>Needs Attention</td>
</tr>
</tbody>
</table>

### Goal 4: Reduce Child Mortality

<table>
<thead>
<tr>
<th>Target 4 A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate</th>
<th>1990</th>
<th>2000</th>
<th>2007</th>
<th>2011</th>
<th>2015</th>
<th>State of Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under-five mortality rate (per 1,000 live births)</td>
<td>123</td>
<td>84</td>
<td>62 (2005)</td>
<td>-</td>
<td>41</td>
<td>On track</td>
</tr>
<tr>
<td>Infant mortality rate (per 1,000 live births)</td>
<td>90</td>
<td>60.5</td>
<td>40 (2005)</td>
<td>-</td>
<td>30</td>
<td>On track</td>
</tr>
<tr>
<td>Proportion of children covered under immunization programme</td>
<td>84%</td>
<td>100%</td>
<td>90%</td>
<td>94.4% (2008)</td>
<td>&gt;95%</td>
<td>On track</td>
</tr>
</tbody>
</table>

### Goal 5: Improve Maternal Health

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal mortality ratio (per 100,000 live births)</td>
<td>560</td>
<td>255</td>
<td>-</td>
<td>-</td>
<td>140</td>
<td>On track but recent data not available</td>
</tr>
<tr>
<td>Births attended by skilled health personnel</td>
<td>15%</td>
<td>24%</td>
<td>55.9%</td>
<td>69.5% (2010)</td>
<td>100%</td>
<td>On track</td>
</tr>
</tbody>
</table>

### Goal 6: Combat HIV/AIDS, Malaria and Other Diseases

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV cases detected</td>
<td>0</td>
<td>38</td>
<td>144 (2008)</td>
<td>270 (Dec 2011)</td>
<td>-</td>
<td>Needs Attention</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Target 6 C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases</th>
<th>1990</th>
<th>2000</th>
<th>2007</th>
<th>2011</th>
<th>2015</th>
<th>State of Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of malaria cases per 100,000 population at risk</td>
<td>3,687</td>
<td>875</td>
<td>115</td>
<td>70 (2010)</td>
<td>-</td>
<td>On track</td>
</tr>
<tr>
<td>Number of tuberculosis per 100,000</td>
<td>720</td>
<td>168</td>
<td>127</td>
<td>190 (2010)</td>
<td>-</td>
<td>On track</td>
</tr>
</tbody>
</table>

### Goal 7: Ensure Environmental Sustainability
### List of Human Rights Conventions signed by Bhutan

<table>
<thead>
<tr>
<th>Name of Human Rights (related) Conventions</th>
<th>Year of signature(s)/ratification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Convention on the Elimination of all forms of Racial Discrimination</td>
<td>1973 (s)</td>
</tr>
<tr>
<td>Convention on the Elimination of all forms of Discrimination Against Women</td>
<td>1981</td>
</tr>
<tr>
<td>Convention on the Rights of the Child</td>
<td>1990</td>
</tr>
<tr>
<td>Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict</td>
<td>2009</td>
</tr>
<tr>
<td>Convention on the Rights of Persons with Disabilities</td>
<td>2010 (s)</td>
</tr>
<tr>
<td>SAARC Convention on Regional Arrangements for the Promotion of Child Welfare in South Asia</td>
<td>2003</td>
</tr>
<tr>
<td>SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution</td>
<td>2003</td>
</tr>
</tbody>
</table>