

**United Nations Development Assistance Framework
Bhutan One Programme 2014-2018**

(Version 05 December 2012)

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Acronyms and Glossary of Terms

ART	Antiretroviral Therapy	NKRA	National Key Result Area
AWP	Annual Work Plan	NPRG	National Plan of Action for Gender
BDBL	Bhutan Development Bank Limited	NYP	National Youth Policy
CCA	Common Country Assessment	OCHA	Office for the Coordination of Humanitarian Affairs
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women	ODA	Overseas Development Assistance
CERD	International Convention on the Elimination of All forms of Racial Discrimination	OHCHR	Office of the United Nations High Commissioner for Human Rights
CPAP	Country Programme Action Plan	OMT	Operations Management Team
CPB	Country Programme Board	OP	One Programme
CRC	Convention on the Rights of the Child	RBM	Results Based Management
CSO	Civil Society Organization	RENEW	Respect, Educate, Nurture and Empower Women
DaO	Delivering as One	RGoB	Royal Government of Bhutan
DRM	Disaster Risk Management	SAIEVAC	South Asian Initiative to End Violence against Children)
ECCD	Early Childhood Development	SAARC	South Asia Association of Regional Cooperation
EFA	Education For All	SDG	Sustainable Development Goal
EMIS	Education Management Information System	SME	Small and Medium Size Enterprise
FACE	Fund Authorization and Certificate of Expenditures	T CPR	Triennial Comprehensive Policy Review
FAO	Food and Agriculture Organization	TFR	Total Fertility Rate
FYP	Five Year Plan	TVET	Technical and Vocational Education Training
GAM	Global Acute Malnutrition	U ₅ MR	Under 5 Mortality Rate
GBV	Gender Based Violence	UNAIDS	Joint UN Programme on HIV/AIDS
GDP	Gross Domestic Product	UNCDF	United Nations Capital Development Fund
GER	Gross Enrolment Rate	UNCT	United Nations Country Team
GNH	Gross National Happiness	UNCTAD	United Nations Conference on Trade and Development
GNHC	Gross National Happiness Commission	UNDG	United Nations Development Group
HDI	Human Development Index	UNDP	United Nations Development Programme
HDR	Human Development Report	UNESCO	United Nations Education, Scientific and Cultural Organization
HLC	High Level Committee	UNFPA	United Nations Population Fund
HRBA	Human Rights Based Approach	UNICEF	United Nations Children's Fund
IFAD	International Fund for Agricultural Development	UNIDO	United Nations Industrial Development Organisation
IT	Information Technology	UNODC	United Nations Office of Drugs and Crime
IMR	Infant Mortality Rate	UNOPS	United Nations Office of Project services
JP	Joint Programme	UNRC	United Nations Resident Coordinator
LFS	Labour Force Survey	UNRCO	United Nations Resident Coordinators' Office
M&E	Monitoring and Evaluation	UNV	United Nations Volunteers
MD	Millennium Declaration	UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
MDG	Millennium Development Goal	UPR	Universal Periodic Review
MIC	Middle Income Country	VCT	Voluntary Counselling and Testing
MMR	Maternal Mortality Rate	WASH	Water and Sanitation Hygiene
MPI	Multidimensional Poverty Index	WFP	World Food Programme
MTR	Mid Term Review	WHO	World Health Organization
NCD	Non Communicable Disease		
NCWC	National Commission for Women and Children		
NER	Net Primary Enrolment Rates		
NFE	Non-Formal Education		
Chatrim	Act	GeogTshogde	Block Committee
Chhuzhing	Wetland	GyalpoiZimpon	His Majesty's Secretariat
Dratshang	Central Monastic Body	Thromde	Municipality
Dzongkhag	Administrative district	Tshogpa	Representative of the People
Geog	Administrative block		

Executive Summary

1. In 2008 Bhutan adopted the latest approach for enhancing UN coherence on a voluntary basis, known as Delivering as One (DaO). 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).
2. 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 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.
3. The Strategic Prioritization Workshop reviewed the GNH Pillars 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, which will be mainstreamed across the other priority areas.
4. Task teams were then established to continue to work on the refinement of the results. This included a task team that addressed the needs of vulnerable groups, including youth and child protection. 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. The revised outcomes (and supporting outputs) were subsequently validated by the UNCT in the middle of September and the agreed structure forms the heart of the One Programme and will act as a critical bridge between the final years of the MDGs and the new post 2015 agenda.
5. The use of the human rights based approach has been mainstreamed in the One Programme by breaking down 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.

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.

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.

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

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

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.

7. In school and out of school youth have increased access to and utilize youth friendly services.

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.

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

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

8. Women, children, youth and other at-risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well being.

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

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

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.

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

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

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

Signatures

The United Nations Country Team is committed to support the efforts of the Royal Government and the people of Bhutan to improve the lives of people, especially those most vulnerable. We shall work closely with all stakeholders for the achievement of the Millennium Development Goals and the international goals to follow after 2015, and the progressive realization of human rights. In pursuing these goals, we will ensure the transparent and accountable use of the resources made available to us for this purpose. Our collective endeavour is to assist all people living in Bhutan to build a just and fair society and to achieve social progress and better standards of living for all in the spirit of Bhutan 2020: A Vision for Peace, Prosperity and Happiness.

Gross National Happiness Commission
[Name]

United Nations Resident Coordinator
[Name]

For Food and Agriculture Organization
(FAO)
[Name]

For United Nations Development Programme (UNDP)
[Name]

For United Nations Children's Fund
(UNICEF)
[Name]

For United Nations Population Fund (UNFPA)
[Name]

For World Food Programme (WFP)
[Name]

For World Health Organization (WHO)
[Name]

For International Fund for Agricultural
Development (IFAD)
[Name]

For Joint United Nations Programme on HIV/AIDS
(UNAIDS)
[Name]

For United Nations Capital Development Fund
(UNCDF)
[Name]

For United Nations Conference on Trade
and Development (UNCTAD)
[Name]

For United Nations Environment Programme (UNEP)

[Name]

For United Nations Educational, Scientific and
Cultural Organization (UNESCO)

[Name]

For United Nations Human Settlement
Programme (UN-HABITAT)

[Name]

For United Nations Industrial Organization
(UNIDO)

[Name]

For United Nations Office for the Coordination of
Humanitarian Affairs (UN OCHA)

[Name]

For United Nations Office for Drugs and Crime (UNODC)

[Name]

For United Nations Office for Project
Services (UNOPS)

[Name]

For United Nations Entity for Gender Equality and the
Empowerment of Women (UN Women)

[Name]

For United Nations Volunteers (UNV)

[Name]

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 pillars 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.¹
5. 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.
6. 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 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

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.

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:
 - (a) 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.

- (b) With the United Nations Children's Fund (UNICEF) a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 24 September 1974 and revised on 17 March 1994.
- (c) 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.
- (d) 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.
- (e) With the World Health Organization (WHO) a Basic Agreement concerning technical advisory cooperation concluded between the Government and WHO on 3 January 1983.
- (f) With the Food and Agriculture Organization of the United Nations the Agreement for the opening of the FAO Representation in the Royal Kingdom of Bhutan on 19 May 1984.
- (g) 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 Gross National Happiness Commission (GNHC) Secretariat as the Apex Planning and Coordinating Body for the Government and through UN Theme Group members as appropriate. Coordination with civil society implementing partners is carried out mostly through the UN members of the Theme 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 relevant CSOs took upon themselves the responsibility to represent 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 regional representatives of the UN agencies. The SPW reviewed the GNH Pillars 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 achieved the desired results and thus, for the first time, Gender has been identified a key RGoB priority under the 11th Five Year Plan. The need to address youth and urbanization more clearly as critical emerging issues was also flagged.
23. The proposed areas and draft outcomes were presented to the GNHC Secretary at the conclusion of the workshop. In his reflections, the Secretary broadly validated the key priority areas and draft outcomes and went on to encourage the UN system to focus not only on the unfinished agenda focused on the MDGs, but also on emerging issues linked to the shifting landscape across the country including changing family structures and rapid urbanisation which are contributing to new forms of vulnerability in Bhutan.

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

24. Task teams were then established to continue to work on the refinement of the results. This included a task team that addressed the needs of vulnerable groups, including youth and child protection, which 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; and
 - 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

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

by targeted and specific interventions to promote gender equality and empower women, under a dedicated outcome and specific outputs.

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);
 - Bringing 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 is a constraining factor. With the adoption of the National Youth Policy of 2010, the specific vulnerabilities of young people⁶ 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:

⁶ Defined as being between the ages of 13 to 24 years

- **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 Bhutan One Programme 2014-2018 and will serve as the basis for a common Country Programme Document among ExCom Agencies, as applicable.

- **One Budget (Common Budgetary Framework and Joint Resource Mobilization):** The results matrix includes the resource requirements to realize the outcomes and outputs. In Bhutan's constrained Official Development Assistance (ODA) environment with a small set of donors, the UN Country Team adopted a dual resource mobilization track in the previous cycle. This drew on traditional bilateral partnerships while at the same time maximizing opportunities for joint resource mobilization efforts. The UN Bhutan Country Fund was created in 2009 to have a pooled mechanism to mobilize and allocate additional resources at the country level, targeting the unfunded gaps in the cCPAP. A similar approach will be taken for the new One Programme.
- **Harmonized Business Practices and Common Services:** The UN Bhutan Operations Management Team (OMT) under the UN Country Team guidance has undertaken several harmonized business practices in the areas of Human Resource, Procurement, Finance and financial reporting, Administration, IT and other common services. Taking advantage of the robust UN harmonization, both at programme and operations level, Bhutan became fully compliant with the Harmonized Approach to Cash Transfer in January 2009.⁷

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

Furthermore, a joint Business Continuity Plan was developed in March 2009, which further reinforces UN Bhutan's commitment to DaO with mutual back-up facilities and equipment in case of major disruptive events.

- **One Office (Common Premises):** The construction phase of the new UN-house, accommodating all resident agencies except the WHO, has begun. This common premise will be the physical translation of the DaO approach. The design incorporates a one 'UN Operations Centre' as opposed to agency-specific administrative system and is expected to achieve stronger UN integration and more efficient work flows.
- **One Voice (Joint Communication):** The UN Bhutan Communications Group comprising of representatives from resident agencies is responsible for ensuring a One UN image. The Group provides advisory support to the UN Country Team and ensures UN advocacy and communications through various channels: Annual thematic UN newsletters, focusing on the main areas of UN support in Bhutan; bi-monthly internal e-newsletters for resident and non-resident agencies, and Solution Exchange—a UN Country Team initiated discussion platform for knowledge management among development practitioners.
- **Organizational Change:** Organizational change has taken root in UN Bhutan through successful UN harmonization, both at programme and operations level. While the joint Government-UN Theme Groups ensure collaboration at the programmatic level, the OMT task forces are increasingly harmonizing business practices. The Government has expressed its appreciation for the subsequent reduction in transaction costs as a result of the harmonized processes. The UN Country Team in Bhutan identified a need for reinforcing the organizational change management process to further improve the effectiveness, efficiency and coherence of the UN development system. Regular updates on UN coherence initiatives are provided to all staff to ensure an increased understanding and working knowledge on the DaO approach.

Lessons Learned

40. The UNDAF Mid-term Review (MTR) noted that the DaO initiative has enabled the UN system to contribute more effectively to the 10th FYP goals. In turn, current UN interventions have become more relevant, strategically focused, responsive to local needs and sustainable, with greater transparency and accountability, compared to previous efforts by individual agencies.
41. During the current cycle, joint results reporting and planning at annual meetings and mid-year review meetings under each Theme Group facilitated open dialogues and helped partners further understand various needs and corresponding activities under the same UNDAF Outcome with a holistic picture. Joint AWP's under each Theme Group are signed by governmental counterparts and heads of relevant UN agencies, rather than having separate UN joint project documents for all joint activities.
42. While it reduced transaction costs, challenges also remained. Some, if not all, annual review meetings witnessed funding gap requests for various activities from implementing partners, which tended to be fragmented and not necessarily thought through within the existing results-based framework. While all the activities were placed under a corresponding UNDAF Outcome, some horizontal linkages among activities and outputs required further discussions beyond annual and mid-term review meetings. In other cases, there was a similar set of outputs, which begged a question whether or not such a group of outputs was optimal to achieve an outcome-level result.
43. The UN Country Team commissioned a capacity development evaluation of the UNDAF/cCPAP in 2011 to inform the formulation of the new One Programme. This in turn built on the very detailed UNDAF MTR that concluded at the end of 2010 and a series of complementary thematic evaluations that were critical for informing the new programming cycle.
44. The UN Country Team also conducted a Gender Audit in 2011 which recommended three cross-cutting key areas of action: (1) build the capacity and competence of UN staff and its partners on sectoral gender mainstreaming; (2) establish institutional framework for stronger national coordination-implementation

mechanism between the UN and the RGoB; and (3) pilot gender-responsive budgeting in UN-financed projects and activities to show and pave the way for a gradual formal integration at the national level.

45. In addition to the UN Bhutan Gender Audit, a Gender Outcome Evaluation was conducted in 2010 and made a number of key recommendations pertaining to the need to further strengthen the mainstreaming of gender perspective in planning, implementation, monitoring and evaluation; collect, report and disseminate sex-disaggregated data systematically across sectors; institutionalise gender-responsive budgeting; and pursue support to policy and legal reform and advocacy, among other things. The evaluation also pointed to the need to continue to build the capacity of the local UN gender focal points and teams, and develop a common gender strategy for promoting gender under the UNDAF based on sound analysis.
46. A dedicated evaluation of the Environmental Sustainability and Disaster Management outcome was completed in 2012. The evaluation reported high achievement in terms of effectiveness of the UN support with several high quality results aligned to national priorities and an efficient use of resources, but also noted that one of the weakest areas pertained to social and gender inclusion, stemming principally from a lack of differentiated gender analysis and rights based approach. Some notable exceptions were in the area of disaster risk reduction and earthquake relief where specific gender considerations were taken into account.
47. In order not to duplicate extensive national reviews in the Health and Education Sectors, and reinforce national ownership and alignment with national systems, evaluation of the UN support to these two sectors through the relevant UNDAF outcomes was integrated in the sectoral review terms of reference in 2010 (Education) and 2011 (Health), respectively. The findings were taken on board in the UNDAF annual review process, and the recommendations have informed the formulation of the One Programme, in addition to being integrated in annual planning under the current cycle.

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 2010⁸. 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.⁹
50. Poverty reduction is 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.¹⁰ 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)

Gross National Happiness

Bhutan's unique concept of Gross National Happiness (GNH) promotes a balanced approach to development encompassing good governance, conservation and community vitality, in addition to traditional socio-economic progress indicators. This development paradigm, prudent economic management and political stability have brought about a significant rise in living standards and improvement in development indicators. Adoption of the first constitution and the first nation-wide parliamentary elections in 2008 are some of the milestones reached by Bhutan in its endeavours towards representative democracy and equitable distribution of development gains. Today, the small land-locked mountainous Kingdom is proud of its achievements which are reflected in significant improvements in its macro-economic indicators and a number of its social indicators.

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)

⁹ Gross National Happiness Commission, Royal Government of Bhutan (2011), *Eleventh Round Table Meeting. Turning Vision into Reality: The Development Challenges Confronting Bhutan*

¹⁰ Gross National Happiness Commission, Royal Government of Bhutan (2011), *Eleventh Round Table Meeting. Turning Vision into Reality: The Development Challenges Confronting Bhutan*

regions. Moreover, the dzongkhags of Zhemgang, Lhuentse, Mongar, Trashigang and Pemagatshel appeared to be at a clear disadvantage.¹¹

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 goals and targets. 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 five¹². 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.
58. Remarkable progress has been made in decentralization during the 10th FYP period. Nevertheless, limited capacity of local governments remains an issue. Capacity constraints at local levels are found particularly in the areas of planning, budgeting, public finance management and procurement. Local governments' awareness and capacity to use the discretionary budgets allocated for local development remains weak, while their absorption capacity of capital resources is low. Moreover, capacity to mainstream cross-cutting areas such as gender equality, climate change and disaster management is urgently required.
59. Non-state actors play an increasing role in the new democratic governance set-up, with 26 civil society organisations (CSOs) formally registered since 2010 and the rapid expansion of the media sector since 2008. It

¹¹ Gross National Happiness Commission, Royal Government of Bhutan (2011), *Eleventh Round Table Meeting. Turning Vision into Reality: The Development Challenges Confronting Bhutan*

¹² Gross National Happiness Commission, Royal Government of Bhutan (2011), *Eleventh Round Table Meeting. Turning Vision into Reality: The Development Challenges Confronting Bhutan*

will be essential to further strengthen the capacity of CSOs to enable them to play their role effectively and to increasingly engage the media as a development change agent.

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 – 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

¹³ PHCB 2005

¹⁴ National Labour Force Survey 2012

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 account 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.
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

¹⁵ World bank, GNI per capita, listing of countries, <http://data.worldbank.org/indicator/NY.GNP.PCAP.CD>.

expected to decline during the next FYP.¹⁶ 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.¹⁷

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.

¹⁶ RGoB, Ministry of Finance, *Budget Policy & Fiscal Framework*, presentation, Eleventh Round Table Meeting, Thimphu, 2 September 2011.

¹⁷ UNICEF, *Mid Term Review of the 2008-2013 Country programme of Cooperation between the Royal Government of Bhutan and UNICEF*, February 2011

II. One Programme Results

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 fulfil 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 and marginalized, 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 they 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.

Alignment with 11th Five Year Plan

Gross National Happiness	NKRAs 11 th FYP	One Programme Outcome
Sustainable and Equitable Development	Sustained Economic Growth	By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges
	Poverty Reduced	
	MDG + Achieved	
	Food Secure and Sustainable	
	Full Employment	
	Needs of Vulnerable Group Addressed	
Promotion and preservation of Culture	Historical, Cultural Property and Bhutanese Identity Promoted And Preserved.	Cross-Cutting
	Indigenous Wisdom, Arts and Crafts Promoted For Sustainable Rural Livelihood	
Conservation and Sustainable Environmental Management	Carbon Neutral/ Green and Climate Resilient 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.
	Sustainable Management and Utilization Of Natural Resources	
	Integrated Water Utilization and Management	
	Imp. Disaster Resilience and Management Mainstreamed	
Good Governance	Improved Public Service Delivery, Motivated Public Servants GPMS	By 2018, Governance institutions and communities exercise the principles of democratic governance at the national & local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.
	Democracy and Governance Strengthened	
	Gender Friendly Environment For Women's Participation	By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children
	Corruption Reduced	
	Safe Society	

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.

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's 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 2012¹⁸, 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 in the 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

¹⁸ National Labour Force Survey 2012

between 1900 to 2012 occurred in the last two decades (except epidemic outbreaks), which makes a certain 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 geog—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, 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 attendant¹⁹ 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), school health and hygiene as well as life skills for children.
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,

¹⁹ Bhutan Multiple Indicator Survey 2010

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,²⁰ 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, SEN and Non Formal Education (NFE) will be incorporated into the EMIS.

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.
105. 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

²⁰ GER is defined as the total enrolment in a specific level of education, regardless of pupil age, expressed as a percentage of the official school-age population corresponding to the same level of education in a given school year.

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.

106. 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 establishment of equivalency programmes. The NFE programmes will target illiterate 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.

107. 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, newborn and child health care, nutrition, reproductive health and STI/ HIV services.

108. Bhutan has made remarkable progress in improving the health of women and children over the last decade. Improving the quality of care is essential for further improvements in maternal, new-born and child health. The UN will give special emphasis to maternal and newborn health during the first 24 hours, reduction of under-five mortality due to pneumonia and diarrhoea, and improving child nutrition to address high rates of stunting. Bhutan has a relatively high adolescent birth rate and the reduction of early pregnancy is a key priority. Access remains an issue in rural areas, while young people may be hesitant to use existing reproductive and STI services. Bhutan has a very low prevalence of HIV, but needs to extend voluntary counselling and testing (VCT) and STI services. The UN will assist in building national capacity to evaluate and monitor women's and children's health and their use of existing services. Cervical cancer is the most common cause of cancer among Bhutanese women and the provision of preventive and screening service will remain a priority. Lastly, building on interventions under the Gender Equality outcome, an increasing number of health facilities will be better able to deal with the victims of gender-based violence.

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.

109. There is an urgent need to build the capacity and institute response and preparedness systems during emergencies and natural disasters in hospitals and schools. Minimum essential service packages during emergencies to address issues like unsafe births, gender-based violence, infection prevention and continued provision of essential services are crucial. The burden posed by natural disasters, climate and environmental changes could cause acute health emergencies and pandemics. Support to increase preparedness and resilience of the health and education sectors will be assisted through strengthening capacity for the development of emergency response plans for the health and education sectors. Support will also be provided

to sustain the Safe Schools Initiative. The UN system will pay particular attention to building links between relevant stakeholders in different sectors with a particular emphasis on coordination through joint programming and trainings especially at the community level.

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

110. As part of continued efforts to support the Government to close the "Last Mile" in education, the UN will enter the last phase of support for the provision of school meals to facilitate access and reduce drop-out rates, as well as addressing the short-term nutrition needs of children from poor, vulnerable and remote areas. The aim is to have the school feeding programme fully handed over to the RGoB management by 2018. A core part of the handover process will require capacity development support for the efficient management of the feeding programme and more long term support to ensure that the school feeding strategies and locally appropriate models are well reflected in the National Education Policy 2012.
111. 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

112. The National Youth Policy (NYP) of 2011 identifies eight key sectors of policy concern in which youth will play a critical role in implementing the four pillars of Gross National Happiness. The policy sees itself as providing "a broad framework for youth engagement that endeavours to ensure that all young men and women are provided with support and meaningful opportunities to reach their full potential as they actively participate in society". It acknowledges that there has up to now been a lack of participation in decision making by young people, especially young women.
113. The Policy recognizes the importance of connecting youths with suitable, accessible services to ensure their health, education, protection, and overall wellbeing. As a part of the Government's efforts to expand the scope and access of these services, the UN will provide support in the establishment of integrated and participatory youth services and models. These services and models will connect youths with health, education, protection, access to information on employment and livelihood, drug and alcohol support, counselling and mental health support, as well as volunteerism, participation and peer support opportunities. Enhancing the capacity of service providers to deliver effective and equitable youth friendly services as well as building the capacity of health workers to communicate with adolescents are important priorities. Access to and utilization of these services are expected to contribute to empower youths to adopt self-care practices for healthy living, including safe sex, reduced or minimized harm from alcohol or drug use, better decision making and overall empowerment through better information and skills. Life skills education for youths in and out of schools which respond to the critical needs of the youth has been proven to be effective in empowering them to make rational decisions. It is also an effective intervention measure in responding to problems such as HIV and AIDS as well as drugs, alcohol and substance abuse.

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 (Dratshang Lhentshog) and the Bhutan Nuns Foundation on water, sanitation and health 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, Chithuen Phendhey 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 an 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, 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; law clubs in all schools; at least one full-time school counsellor; health-based one-stop crisis centre; at least one family support service; at least one family-based emergency / transitional accommodation service; at least one service catering to the protection and care needs of differently-abled children; youth-led groups trained to address child protection in emergencies; protection complaints and response mechanisms in all monastic schools including nunneries; at least one life-skills programme to teach children to claim their right to protection; access to birth registration for all children.

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, BNF, 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 discourses 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.

²¹ Gross National Happiness Commission, Royal Government of Bhutan (2011), *Eleventh Round Table Meeting. Turning Vision into Reality: The Development Challenges Confronting Bhutan*.

²² United Nations (2010), *United Nations Development Assistance Framework/Common Country Programme Action Plan (One Programme and cCPAP) 2008-2012. Mid Term Review. Consolidated report*, pages 40 and 41.

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 realise 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 (A/RES/66/130), 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 mindset, 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 the public, particularly vulnerable groups, to understand how to access remedies available to them, including 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 unreached 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 self-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 output statement it delivers fully or partially. Generally, the AWPs are the basis for the government to request disbursements, supplies or services from UN agencies.

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 Theme Groups. In pursuit of greater harmonization and to maximize synergies, joint programmes/AWPs will be formulated when two or more UN

²³ In the case of UNDP, the Government Coordinating Authority will nominate the Government Co-operating Agency directly responsible for the Government's participation in each UNDP-assisted AWP. The reference to "Implementing Partner(s)" shall mean "Executing Agency(s)" as used in the SBAA. 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, 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.

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 AWP. The AWP will be reviewed by the joint Theme 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 Theme Groups will also be responsible for managing evaluations for their outcome area. The Theme 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, a Theme 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. Theme Groups will consist of representatives of relevant national implementing partners and UN agencies. Each Theme 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 Theme Group, rotating chair arrangements or sub-group mechanisms can be proposed for approval by the Country Programme Board.
162. Theme 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 AWP, 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, 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 has 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 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.

Harmonized Approach to Cash Transfers (HACT)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.

²⁴ However, funding for the post beyond 2013 will depend on additional resources being available.

²⁵ This section is mandatory only for the ExCom agencies (UNDP, UNICEF, UNFPA and WFP).

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. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

Resource Framework

Agency	Outcome 1	Outcome 2	Outcome 3	Outcome 4	Funded	Unfunded	Total (US\$)
FAO	6,561,000				3,561,000	3,000,000	6,561,000
UNAIDS							
UNCDF	5,500,000			450,000	1,000,000	4,950,000	1,000,000
UNCTAD	720,000					720,000	720,000
UNDP	20,200,000		700,000	5,300,000	7,200,000	19,000,000	26,200,000
UNEP	300,000				282,000	18,000	300,000
UNESCO	100,000			100,000		200,000	200,000
UNFPA		2,250,000	1,000,000	1,500,000	5,000,000	500,000	5,500,000 ²⁶
UN Habitat	100,000					100,000	100,000
UNICEF		17,200,000	5,500,000	2,850,000	4,570,000	20,980,000	25,550,000
UNIDO	40,000						40,000
UNODC		400,000	250,000			650,000	650,000
UNOPS							
UNV							
UN Women			750,000	750,000	369,667	1,130,333	1,500,000
WFP		6,030,000					6,030,000
WHO		825,000			275,000	550,000	825,000
TOTAL							75,176,000

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

²⁶ Total UNFPA resources are inclusive of US\$ 0.75 which is not reflected under any specific outcome area in the matrix above, but is kept aside for programme coordination, monitoring and evaluation.

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.
187. In the DaO context of Bhutan, it is crucial that joint and integrated communication be an effective instrument in developing a strong and united UN voice on priority development challenges and reaching out to a large audience. The UN Country Team will develop a common UN Communications Strategy that will promote a shift from agency-based to issue-based communication, put key advocacy issues for the UN high on the public agenda, create a clear and strong UN voice where needed, and provide high quality support for the communications needs of the participating organizations.

For coherent and efficient communications, the Communications Group will comprise communications specialists and focal points of UN Country Team agencies.

- The communications strategy will include ways to better communicate that the UN system is working to 'Deliver as One,' thereby enhancing visibility of UN operations to stakeholders in and outside the country and increasing UN staff awareness of operations of different UN agencies.
- In particular, it is envisioned that the Communications Strategy will revolve around a limited number of concrete joint programmes emanating from the One Programme.
- The UN Resident Coordinator (UNRC) will play a key role in the development and implementation of the Joint Communications Strategy to ensure the UN system in Bhutan speaks with one voice. If necessary, the Resident Coordinator's Office (RCO) will support and assist the UN Communications Group in managing implementation of the Strategy.

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) Plan [[insert hyperlink](#)] 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.²⁷
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 align 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. 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.

²⁷ 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.

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)²⁸

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

²⁸ This section is mandatory for the ExCom Agencies, UNDP, UNICEF, UNFPA and WFP

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 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) where 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) where 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 mechanism.

Immunities and Privileges

207. The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in paragraph 15 above in the section on Partnerships, Values and Principles. The Government shall apply 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 [day, month, 2013] in Thimphu, Bhutan.

IV. Annexes

One Programme Results Matrix

Sustainable Development

Enhance sustainable development that is equitable, socially inclusive, disaster resilient and focused on green growth. This development will contribute to Bhutan's development philosophy of Gross National Happiness. Sustainable and equitable socio-economic development under GNH Pillar 1; Conservation and sustainable environment management under GNH Pillar 3.

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
UNDAF Outcome 1: By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction,	FAO IFAD UN WTO UNCDF UNCTAD UNDP UNEP UNESCAP UNESCO UNHABITAT UNICEF UNIDO	1. Total Green House Gas (GHG) emissions. <u>Baseline:</u> 2,085.84 Gg (2009) <u>Target:</u> Carbon Neutral	1. 11th FYP MTR. 2. UNDAF MTR. 3. GHG Inventory. 4. National Forest Inventory 5. Poverty Analysis Report 6. Labour Force	<u>Risks:</u> 1. Disasters. 2. Financial (MIC status). 3. Human Resource 4. Short-term economic gains take precedence over long-term sustainable development. <u>Assumptions:</u> 1. UN agencies have established	RGoB: NEC/GNHC/Sectors/Local Governments Others: Bilateral donors	29.575	4.2	25.375			

²⁹ Describe how non-UN partners will contribute towards each outcome and identify implementing partners for each output

³⁰ Resource commitments will depend on the ability of UN agencies/organizations to raise funds for the programmes- this must be noted in the table in section 5 of the UNDAF Action Plan text on Resources and Resource Mobilization. For additional information about the common budgetary framework, please see Annex 3 (introduced in October 2010)

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
and employment opportunities particularly for vulnerable groups enhanced.	UNOCHA UNWOMEN WFP WHO		Survey. 7. Annual Progress reports. 8. State of the Nation Report. 9. DDM assessment /lessons learnt reports.	common understanding for joint programming. 2. Adequate resources are committed.							
		2. Reduction in HCHF (ozone depletion) in ODP tonne <u>Baseline:</u> 0.31 <u>Target:</u> 0.2									
		3. Poverty Rate (Income, Multi-Dimensional, Gini Co-efficient GNHI (disaggregated by age and sex rural: urban) <u>Baseline:</u> MPI: 25.8 % (2010); National Poverty Rate: 15% (2012); Gini Co-efficient: 0.35 (PAR									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		2007) <u>Target:</u> MPI: <15% (2018) National Poverty Rate: <10% (2018) Gini Co-efficient: 0.30 (2018)									
		4. Unemployment Rate (disaggregated by age and sex rural: urban) <u>Baseline:</u> Youth unemployment - 7.3% (2012); Female youth unemployment - 7.2% (2012); Rural - 2.1% (2012) <u>Target:</u> Youth < 5%; Female youth < 6%; Rural < 2.1%	Labour Force Survey.								
		5. % of government expenditure / budget allocation for environment + disaster risk reduction <u>Baseline:</u> 7.4 % on environment for the 9th FYP (2.39% District Level, 13.95% Sub-									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		District Level) (2009). PEE ratio of 6.8 % for 2008/2009 and 8.1 % for 2009/2010; 0.02% of total outlay for disaster <u>Target:</u> 8.5% (ENV) 0.03% (DRR)									
Output 1.1: Policies and studies for integrated natural resource management, climate change adaptation/mitigation and poverty-environment nexus developed.	FAO IFAD UNCDF UNDP UNEP UNESCAP UN HABITAT UN ISDR	6. No. of policy papers and studies. <u>Baseline:</u> <u>Target:</u>	1. 11 th FYP MTR. 2. Annual Progress reports. 3. UNDAF MTR.	Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies. 3. Commitment and priorities of donors. Assumptions: 1. UN agencies have established common understanding for joint programming. 2. Adequate resources are committed. 3. Government commitment on carbon neutrality	RGoB: NEC/GNHC/Sectors/Local Governments. Others: Bilateral donors.	6.025	0.65	5.375			

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
				remains.							
		7. No. of households using fuel-efficient stoves for cooking/heating <u>Baseline:</u> 100 HH <u>Target:</u> 20,000 HH									
		8. No. of local authorities that are able to access resources through the climate resilience funding facility <u>Baseline:</u> 2 pilots <u>Target:</u> 25% of the local government are able to access the funding facility.									
		9. No. of new potential green industries and products identified and promoted. <u>Baseline:</u> 0 <u>Target:</u> 5									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ₃₀ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		10. % of municipal authorities with SOPs for disaster preparedness in place <u>Baseline:</u> 0 <u>Target:</u> 4									
		11. Urban development incorporates sustainability principles & practices <u>Baseline:</u> Urban Development & Human Settlements Policies in place. <u>Target:</u> At least 2 new HS plans incorporate environment sustainability and DRR principles.									
Output 1.2: National and local institutions and	UNDP UNEP FAO WHO UNICEF WFP	12. No. of trained District Disaster Response Teams in place <u>Baseline:</u> 0	1. 11 th FYP MTR. 2. Annual Progress reports.	Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in	RGoB: NEC/GNHC/Sectors/Local Governments. Others:	14.0	0.5	13.5			

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.	UNOCHA UNESCO UN - HABITAT	<u>Target:</u> 5	3. UNDAF MTR.	implementing agencies. 3. Commitment and priorities of donors. 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. 3. 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/assets.	WB, JICA, EU, other bilateral donors.						

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
				4. Analysis of national/ partners capacity's to prevent/mitigate/better protect lives, livelihood and assets.							
		13. No. of dzongkhags, geogs and municipalities with Disaster Management Plans (inc. cont. plans) in place <u>Baseline:</u> 6 Draft DMPs <u>Target:</u> 8									
		14. No. of DRM Guidelines and SOPs developed for cultural and historical monuments, including rural houses <u>Baseline:</u> 0 <u>Target:</u>									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		15. No of training workshops for R&AC servicing sector on good practices. <u>Baseline:</u> 0 <u>Target:</u> 8									
Output 1.3: Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.	UNCTAD UNDP UNIDO [ITC]	16. No. of DTIS recommendations implemented <u>Baseline:</u> 0 <u>Target:</u> At least 5	1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports 4. Field reports	Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies. Assumptions: 1. Adequate resources are committed.	RGoB: GNHC/MoEA BAFRA (MoAF) BSB SQCA MoEA, BCCI Others: Bilateral donors, private sector	1.85	0.35	1.5			
		17. No. of products / industry(ies) that are able to meet the national standards (Brand Bhutan; Bhutan Seal)									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		<p><u>Baseline</u>: one product with seal of excellence; 22 products with seal of quality (2010); Brand Bhutan strategy.</p> <p><u>Target</u>: At least 30 products maintain standards. At least 2 industries</p>									
Output 1.4: Food and nutrition security policies developed with a particular focus on productivity and food safety.	FAO WFP	<p>18. No. of policy papers and studies.</p> <p><u>Baseline</u>: Food & Nutrition Security Policy (2012) + RNR Policy.</p> <p><u>Target</u>: 5 studies³¹</p>	<p>1. 11th FYP MTR.</p> <p>2. UNDAF MTR.</p> <p>3. Annual Reports</p> <p>4. Field reports</p>	<p><u>Risks</u>:</p> <p>1. Change of priorities and focus areas.</p> <p>2. Commitment of the staff in implementing agencies.</p> <p><u>Assumptions</u>:</p> <p>1. Adequate resources are committed.</p>	<p>RGoB:</p> <p>GNHC/Sectors/ Local Governments MoAF.</p> <p>Others:</p> <p>Bilateral donors</p>						

³¹ (i) National food safety policy and standards aligned to CORDEX; (ii) Livestock development strategy; (iii) Commodity value chain analysis for major food items to improve market value and increase food security; (iv) Standards and certification system for organic products; (v) Impact of food and nutrition insecurity amongst vulnerable groups and strategies.

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		19. No. of farm to school (F2S) collaborations in support of school feeding programmes as well as increasing income generation for the farmers <u>Baseline:</u> 5 F2S <u>Target:</u> 25 targeted poor villages.									
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	UNDP UNEP UNIDO UNCDF UN Women	20. No. of business incubation centres in place and operational at regional level. <u>Baseline:</u> 0 <u>Target:</u> At least 3	1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports. 4. Field reports.	<u>Risks:</u> 1. Change of priorities and focus areas. 2. Expertise on green technologies 3. Commitment and participation. 4. Administrative procedures. <u>Assumptions:</u> 1. UN agencies have established common understanding for joint programming. 2. Adequate	RGoB: GNHC/Sectors/Regional centers (RTIOs, RNR, Employment, Institutes)/ Local Governments. MoLHR, MoEA, MoAF, MoHCA, BCCI, ILO Others: Bilateral donors, private sector, NGOs, youth/women groups	4.8	1.8	3,0			

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
to a green economy.				resources are committed.							
		21. No. of entrepreneurs trained and mentored through business incubation centres that have a new business start-up that lasts more than a year (disaggregated by sex and age) <u>Baseline:</u> 0 <u>Target:</u> 100									
		22. No. of jobs created by MSMEs and Industries that have adopted green technology or green business practices. (disaggregated by sex and age) <u>Baseline:</u> 0 <u>Target:</u> 50 – 100									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		23. % of TVET graduates that are able to secure decent employment upon graduation <i>(disaggregated by sex)</i> <u>Baseline:</u> 60% - 70% <u>Target:</u> 90%	MoLHR	That TVET quality and diversification is sufficient to enable decent employment upon graduation.							
Output 1.6: The rural poor and under-employed have access to alternative income generation opportunities .	UNDP UNCDF UNESCO	24. % of villages under Rural Economic Advancement Programme (REAP) implementing sustainable and innovative IGAs <u>Baseline:</u> 10 villages (2012) <u>Target:</u> 20% of 106 REAP villages	1. 11th FYP MTR. 2. UNDAF MTR. 3. Annual Reports. 4. Field reports.	Risks: 1. Change of priorities and focus areas. 2. Commitment of the staff in implementing agencies. 3. Capacity at the District/ sub-district level. Assumptions: 1. UN agencies have established common understanding for joint programming. 2. Adequate resources are	RGoB: GNHC/Sectors/ Local Governments MoAF, CSOA Others: Bilateral donors, private sector, CSOs, youth/ women groups	2.9	0.90	2,0			

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
				committed.							
		<p>25. No. of rural women in the 5 targeted dzongkhags that develop viable business plans or apply for new business financing.</p> <p><u>Baseline:</u> Targeted WEE programmes in Samtse & Zhemgang districts</p> <p><u>Target:</u> TBD</p>									
		<p>26. No. of CSO partnerships established and developed for social protection support and economic empowerment of vulnerable groups.</p> <p><u>Baseline:</u> 4</p> <p><u>Target:</u> 5</p>									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ²⁹	Indicative Resources ³⁰ (Million US\$)				Monitoring Process	Monitoring Mechanism
						Total	Core / Regular / Assessed	Non-core / Other / extra-budgetary	To be mobilized (funding gap)		
		<p>27. A national inventory on intangible cultural heritage established to document traditional knowledge and skills available in Bhutan:</p> <p>Baseline: 0</p> <p>Target: 1 national inventory framework and the beginning of data collection in all dzongkhags.</p>	MoHCA-Dept of Culture	<p>Risks:</p> <p>1. Limited human resources of Dept of Culture for data collection.</p> <p>2. Lack of linkage between collected data and strategic planning for poverty alleviation.</p>	Dept: of Culture → work plan and actual survey work under UNESCO advice.	100,000			100,000		

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.

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
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	WHO, UNFPA, UNICEF	1. Under Five Mortality Rate (disaggregated by sex and rural urban). <u>Baseline:</u> TBD (NHS 2012) <u>Target:</u> 40 per 1000 live birth	1. Surveys. 2. Facility Records. 3. HMIS. 4. Annual Health Bulletin. 5. Census 2015. 6. Annual Education Statistics. 7. BMIS.	Risk: 1. Change in new government's priority effecting the resource allocation from Govt. and other sources. 2. External factors like global recession, fuel and commodity price inflation will have direct impact on the							
		2. Adolescent Fertility Rate. <u>Baseline:</u> 59/1000 (BMIS 2010) <u>Target:</u> 50/1000									
		3. (%) children aged Under Five Stunted. <u>Baseline:</u> 33.5 % (BMIS 2010) <u>Target:</u> < 30 %									
		4. Institutional Delivery Rate. <u>Baseline:</u> 63 % (AHB 2011) <u>Target:</u> 80 %									

³² Describe how non-UN partners will contribute towards each outcome and identify implementing partners for each output

³³ Resource commitments will depend on the ability of UN agencies/organizations to raise funds for the programmes- this must be noted in the table in section 5 of the UNDAF Action Plan text on Resources and Resource Mobilization. For additional information about the common budgetary framework, please see Annex 3 (introduced in October 2010)

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism	
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)			
challenges.		5. Proportion of population 15-24 years with comprehensive knowledge on HIV/AIDs. <u>Baseline:</u> 21.0% <u>Target:</u> TBD: 60		resource allocation since the country is totally dependent on external country for all medical equipment and drugs supply. 3. Natural disasters can hamper the service delivery. 4. Lack of quality data for monitoring of indicators. 5. Lack of coordination between government agencies in consolidating data and information. Assumptions: 1. Accuracy and reliability of routine data and								
		6. Adjusted basic Net Enrolment Rate (F/M). <u>Baseline:</u> 95% (F/M) <u>Target:</u> 100% (F/M)										
		7. Adult (15 + yrs) Literacy Rate (F/M). <u>Baseline:</u> 59% (F/M) <u>Target:</u> 80% F/M										
		8. Completion Rate (secondary). <u>Baseline:</u> M(84%), F 85% <u>Target:</u> F/M 100%										
		9. Assessment of inequities in access to services and health outcomes. <u>Baseline:</u> Baseline assessment in 2013 <u>Target:</u> Follow-up Assessment in 2018										

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
				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 2.1: Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.	UNICEF UNESCO	10. No. of research and evaluation/impact studies conducted on priority issues in education. <u>Baseline:</u> NA <u>Target:</u> 5	Programme reports.								
		11. No. of units running upgraded EMIS system institutionalized. <u>Baseline:</u> 0 <u>Target:</u> All	Programme reports.								
		12. No. of national assessments of learning outcomes for primary education conducted. <u>Baseline:</u> <u>Target:</u>	1. National Assessment of Learning Outcomes.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
Output 2.2: Stakeholders have the capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services.	UNICEF UNFPA	13. No. of Colleges offering Gross National Happiness (GNH)/Life Skills Education. <u>Baseline:</u> GNH 0, LSE 0 <u>Target:</u> GNH 5, LSE 2	2. DYS/HRD training report.	Risk: Priority and commitment could change in the process and institutes might not adopt LSE. Assumption: 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.							
		14. No. of districts with the capacity to ensure universal primary education. <u>Baseline:</u> 0 <u>Target:</u> 10	1. Training reports. 2. Monitoring reports.								
		15. No. of teachers trained on Educating for GNH initiatives (disaggregated by sex): <u>Baseline:</u> 1200 teachers (2012) <u>Target:</u> All Teachers & Resource	1. EMIS 2. Program report/onsite.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		Centre (TRC) coordinators									
		16. No. of teachers trained on Multi-Grade Teaching (MGT) disaggregated by sex. <u>Baseline:</u> 476 (pre-service) and 141 (in-service) <u>Target:</u> 900 (pre-service) and 319 (in-service)	EMIS.								
		17. No. of Early Childhood Care Development (ECCD) Centres meeting minimum standard. <u>Baseline:</u> 78 <u>Target:</u> 300	1. EMIS. 2. Programme reports/minutes of review meetings.								
		18. No. of schools providing special education program. <u>Baseline:</u> 8 <u>Target:</u> 22	1. EMIS. 2. Programme reports.								
		19. No. of NFE learners completing functional English literacy program (disaggregated by sex). <u>Baseline:</u> 0 <u>Target:</u> 30,000	EMIS/Monitoring reports.								
		20. No. of monastic institution & nunneries offering functional English literacy and numeracy program.	EMIS/Monitoring reports.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		<u>Baseline:</u> 0 <u>Target:</u> 50									
Output 2.3: National health system has strengthened capacities for information management, evidence-based decision making, effective procurement and supply management and identification of appropriate health financing models.	WHO, UNFPA	21. National Health Accounts data generated annually (inc. out-of-pocket expenditure) <u>Baseline:</u> 0 <u>Target:</u> biennial reporting	HMIS/Financial report/PPD.	<u>Risk:</u> Data accuracy <u>Assumptions:</u> 1. Health information system will integrate the annual reporting for national health accounts. 2. Procurement and logistics division adopt the IT based system at all levels and that all are IT literate.							
		22. Proportion of health facilities with 95% of essential medicines including contraceptives and vaccines available at any point of time. Contraceptives <u>Baseline:</u> 90% (2011) <u>Target:</u> 95% Vaccine <u>Baseline:</u> 100% <u>Target:</u> Sustain 100%	HMIS/DVED report/Facility Stock Report.	<u>Risk:</u> Accuracy of reports. <u>Assumption:</u> All district health facilities maintain updated stock status and the reporting is done on time.							
		23. No. of districts that report against the 11 sex		<u>Risk:</u> HMIS is not fully							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		disaggregated indicators of maternal, new born and child health. <u>Baseline:</u> 0 <u>Target:</u> 20		functional and does not consistently produce data disaggregated by gender. Assumption: MOH commitment to provide better data for better targeting of interventions on newborn, maternal and child health.							
Output 2.4: Health facilities are better able to provide quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services,	UNFPA, UNICEF, WHO	24. No. of health facilities with basic / comprehensive Emergency Obstetric and Neonatal Care (EmONC) services <u>Baseline:</u> 7 (2009) <u>Target:</u> 15	1. Program reports. 2. Onsite review reports.	Risk: Loss of specialized staffs on EmONC and IMNCI to other areas of work or transferred. Assumptions The establishment of EmONC as planned remains the priority and skilled staffs and equipment are available.							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		25. No. of hospitals and BHUs implementing IMNCI + Growth Monitoring. <u>Baseline:</u> 174 BHU and 27 Hospitals (2011) <u>Target:</u> 184 BHU and 30 Hospitals	IMNCI (MOH Data for GM) MICS	Assumption: Hospitals and basic health units will implement IMNCI+ growth monitoring and produce reliable reports regularly.							
		26. Proportion of HIV positive pregnant mothers receiving ART. <u>Baseline:</u> NA <u>Target:</u> 80%	NACP report	Assumption: All pregnant women undergo VCT and all hospitals capable of providing PMTCT services.							
		27. Proportion of essential RH commodities financed from the national budget. <u>Baseline :</u> 0 <u>Target:</u> at least 5%	RH program report	Assumption: RHCS strategy is implemented and contraceptive procurement included in National Budget. Risk: RHCS not implemented due to budgetary constraints.							
Output 2.5: Health and education systems have improved preparedness	UNFPA UNICEF WHO	28. Capacity for Indicator-based surveillance for early detection of events of public health concern in place in all dzongkhags. <u>Baseline:</u> 3 dzongkhags	IHR program report/program surveillance report.	Assumption: RGoB is one of the State Parties to the International Health Regulation							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
and response plans for disaster and emergencies, outbreaks and health security threats, and ensure that all communities are able to access minimum basic services.		<u>Target:</u> 20 dzongkhags		(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. Risks: MOH and dzongkhags do not have the human resources to implement the surveillance system.							
		29. No. of hospitals with SOPs for emergencies. <u>Baseline:</u> 0 <u>Target:</u> 30	Review of Hospital management reports.								
		30. No of dzongkhags with at least one health worker trained in Minimum Initial Service Package. <u>Baseline:</u> 5 <u>Target:</u> 20	RH training report.	Assumption: Hospitals have policy to use SOPs in managing emergencies.							
		31. % of laboratory investigation of outbreaks done on time. <u>Baseline:</u> 30% <u>Target:</u> 80%)	Public Health Laboratory outbreak investigation report.	Assumption: Training in Minimum Initial Service Package will be rolled out							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
				in all the dzongkhags							
		32. Education sector emergency preparedness plan developed <u>Baseline:</u> NA <u>Target:</u> Available	Programme reports.								
		33. Proportion of schools with focal points trained on emergency preparedness. - 50%. <u>Baseline:</u> <u>Target:</u>	Programme reports.								
		34. Amongst schools with focal points trained, proportion that has contingency plans - 80%. <u>Baseline:</u> <u>Target:</u>	Programme reports.								
		35. Services provided to affected population are in line with internationally agreed standards. <u>Baseline:</u> <u>Target:</u>	1. Monitoring reports of the emergency response. 2. End users monitoring.								
Output 2.6: The management of school feeding is enhanced and	UNICEF WFP	36. Proportion of WFP supported schools taken over by RGoB (including number of meals provided). <u>Baseline:</u> XX WFP supported schools (xxx meals provided by	Programme Reports.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
WASH (water, sanitation and hygiene) promoted in schools, monastic schools and nunneries.		WFP and xxx by RGoB) <u>Target:</u> 100% schools fully RGoB supported									
		37. School Feeding component included in the Nation Education Policy. <u>Baseline:</u> NA <u>Target:</u> In place									
		38. Proportion of schools (including monastic schools and nunneries) with: Sanitation Facilities: <u>Baseline:</u> School60% (2012);Monastic Schools and Nunneries: NA <u>Target:</u> School/Monastic/Nunneries 85% Functional Water Supply : <u>Baseline:</u> School 70% (2012);Monastic Schools and Nunneries: NA <u>Target:</u> School/Monastic/Nunneries 85%	Programme and monitoring reports.								
		39. Proportion of rural households with access to improved sanitation and hand washing facilities. <u>Baseline:</u> 58.4% (2010) <u>Target:</u> 80%	1. Survey 2. EMIS	<u>Risks:</u> Administrative Data generated through EMIS and Annual Reports may not be accurate. <u>Assumptions:</u>							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism	
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)			
				It is assumed that there will be funding opportunity and commitment from the implementing partners in undertaking surveys.								
		40. Proportion of schools promoting key health and hygiene behaviour. <u>Baseline:</u> Schools 50% (2012) Monastic schools and nunneries : NA <u>Target:</u> School/Monastic/Nunneries 90%	1. BMIS survey 2. EMIS									
Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services.		41. No. of district hospitals providing Youth Friendly Health Services. <u>Baseline:</u> 1 (2012) <u>Target:</u> 4	RH/AHP report/onsite.	Assumptions: 1. Youth health issues are a priority and that district health workers are aware of the YFHS guideline and other regional referral hospitals will set up the YFHS. 2. All youth-led groups are aware of the YPEER network.								
		42. No. of schools implementing Life skills Education (LSE) <u>Baseline:</u> TBD <u>Target:</u> All high schools.	Programme reports and meetings minutes.									
		43. Number of youth led groups using the global Youth Peer (YPEER) methodology on	Training report.									

UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
					Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
	sexuality education <u>Baseline:</u> 5 <u>Target:</u> All		3. LSE in the school is systematically implemented and monitored through the EMIS. Risk: Staff shortages, availability of space in existing health facilities and the operational timing for service provision.							
	44. No. of dzongkhags with the capacity to deliver YFS including youth centres. <u>Baseline:</u> 0 <u>Target:</u> 6	1. Programme and site visit reports. 2. Monitoring reports of National Youth Action Plan	Assumption: That youth-relevant sector shares a commitment to reaching youths and are willing to coordinate and integrate services accordingly.							
	45. No. of youth and substance abuse service providers with the capacity to implement youth-friendly alcohol and other drug prevention and treatment services. <u>Baseline:</u> NA	1. Training reports. 2. National Youth Action Plan progress reports.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		Target: 70%									
Output 2.8: Women, children, youth and other at risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well being.	UNFPA, UNICEF, WHO	46. % of women attending 1st and 3rd post-natal care (PNC) visits after delivery. 1st Visit: <u>Baseline:</u> 70% (AHB 2011) <u>Target:</u> 80% 3rd Visit: <u>Baseline:</u> NA <u>Target:</u> 40%	1. Analysis of RH program report 2. HMIS 3. MICS	Assumption: The RH Strategy will be implemented and monitored.							
		47. % of women (20-60) screened for pap smears or VIA in the last 12 months. <u>Baseline:</u> 2 5% <u>Target:</u> 70%	Analysis of RH program reports HMIS.	Assumptions: 1. Education information will be strengthened to increase demand and screening services will be scaled up to reach the target group nationwide 2. Women are aware of the screening facilities and use the services. Risks: 1. Uptake of services by target group may not be optimum owing to							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
				misconceptions. 2. Accuracy of reporting from the health facilities							
		48. Prevalence of current tobacco use among adolescents aged 13-15 years. <u>Baseline:</u> M: 28% F:12% <u>Target:</u> M: 14% and F: 6%	Survey.								
		49. No. of districts implementing WHO Package of Essential Non-Communicable Diseases (PEN). <u>Baseline:</u> 5 <u>Target:</u> 20	NCD program report.	Risk: Inadequate competencies and lack of prioritization for PEN program by the health workers in the BHUs and district hospitals. Assumption: MOH is committed to and accepted PEN as one of the tools to reduce NCD.							
		50. National Multi-Sectoral Action Plan for the implementation of the <i>Decade of Action for Road Safety</i> (2011-20) operational. <u>Baseline:</u> not operationalo	Program report.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³²	Indicative Resources ³³				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		<u>Target:</u> operational in all dzongkhags.									
		51. Proportion of rural households reached by health, hygiene, sanitation and nutrition promotion programmes. <u>Baseline:</u> 0% <u>Target:</u> 20%	1. KAP survey. 2. Program reports.	<u>Assumption:</u> IPs have capacity to support implementation of C4D strategies in rural communities; <u>Risk:</u> Competing priorities for IPs							

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 (tertiary 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).

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
UNDAF Outcome 3: By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and	UNW, UNDP, UNFPA, UNICEF, WHO	1. No. of gender responsive laws and policies in place. <u>Baseline:</u> 0 <u>Target:</u> 3 (1 legislation; 2 policies) ³⁶	1. Parliament website.	Risk: Lack of knowledge and expertise on reviewing laws and policies from a gender perspective. Assumption: 1. GE/WE and child protection and empowerment is		150,000 per year (UNW)					
		2. Prevalence of domestic violence against women and girls aged 10-75. <u>Baseline:</u> TBD <u>Target:</u> TBD	2. Key policy and programme documents. 3. National Health Survey. 4. Treaty body concluding								

³⁴ Describe how non-UN partners will contribute towards each outcome and identify implementing partners for each output

³⁵ Resource commitments will depend on the ability of UN agencies/organizations to raise funds for the programmes- this must be noted in the table in section 5 of the UNDAF Action Plan text on Resources and Resource Mobilization. For additional information about the common budgetary framework, please see Annex 3 (introduced in October 2010)

³⁶ To be discussed with NCWC.

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
children.		3. % of women who report acceptance of domestic violence. Baseline: 68% Target: 55%	comments to RGOB. 5. BMIS.	given priority attention and supported by sufficient resources (human and financial), targets and monitoring mechanisms.							
		4. % of CEDAW and CRC observations incorporated into policies & programmes. Baseline: No. of Observations 2012 Target: Compliance increased by 30%.	6. Annual Education Statistics. 7. Annual Health Bulletin. 8. Government Data on Demographic Health Survey. 9. RBP data.	2. Commitment of district governments to support child protection systems building.							
		5. % of boys & girls (aged 13-17) who report having experienced violence over their lifetime (disaggregated by type). Baseline: TBC in 2013 Target: To be set in 2013	10. Survey National survey on violence against children Training impact assessment survey	1. No competent authority is established to regulate child protection services, and no other agency is given a clear mandate to regulate child protection services.							

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		<p>6. % of boys and girls (aged 13-18) who possess the life skills to know how to protect themselves from & report violence and other forms of abuse.</p> <p><u>Baseline:</u> TBC in 2013 <u>Target:</u> To be set in 2013</p>		<p>2. Limited capacity of CSOs to implement child protection services</p> <p><u>Assumption:</u> Given limited available data, it is assumed that monitoring childhood GBV in addition to adult domestic violence prevalence and attitude are sufficient to provide a proxy indicator to cover broader GBV.</p>							
		<p>7. Enactment of the Domestic Violence Prevention Bill.</p> <p><u>Baseline:</u> Bill awaits discussion in the National Council. <u>Target:</u> DV Protection Bill passed and costed operational plan in place.</p>									
Output 3.1: Legal and policy environment for the advancement of rights and protection of women and children strengthened.	UNW, UNDP, UNFPA, UNICEF WHO	<p>8. Timelines and quality of reporting by the RGOB on CEDAW and CRC concluding observations.</p> <p><u>Baseline:</u> Prior concluding comments to RGOB (7th Periodic Report on CEDAW) 2009.</p>	<p>1. RGOB Periodic report to CEDAW Committee (Combined 8th-9th Periodic Reports on Sept 2014.</p> <p>2. Treaty Body Concluding</p>	<p><u>Assumptions:</u> Response to Gender Based Violence is a priority and the RGoB prioritizes to establish one-stop centre to address the GBV in regional referral hospitals.</p>	NCWC						

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		<u>Target:</u> Prior treaty body observations addressed in 2014 (aptness and number of observations satisfactorily addressed).	Comments to RGOB.	<u>Risk:</u> Low level of awareness by concerned Ministries/Sectors on CEDAW/CRC.							
		9. % of activities in National Plan of Action for Child Protection implemented. <u>Baseline:</u> 0 <u>Target:</u> 20%	National Plan of Action for Child Protection progress report.	<u>Assumption:</u> Implementation of National Plan of Action activities will contribute to a stronger policy and legal environment for child protection.							
		10. No. reports produced to monitor child protection trends as per child protection research agenda. <u>Baseline:</u> 0 <u>Target:</u> 4	Key policy and programme documents.								
Output 3.2: Key ministries, autonomous bodies, CSOs/NGOs	UNW, UNDP, UNFPA, UNICEF WHO	11. % of ministries & autonomous agencies, CSOs / NGOs and private sector companies put gender	Gender Mainstreaming CD Plan (HR Development Plan).	<u>Assumption:</u> Priority accorded to gender mainstreaming is supported by sufficient	NCWC, RENEW						

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
and the private sector put in place gender mainstreaming strategies.		mainstreaming CD strategies in place. <u>Baseline:</u> 0 <u>Target:</u> 60% for each		resources, targets, and monitoring mechanism.							
		12. No. of reviews / audits of gender mainstreaming conducted. <u>Baseline:</u> 0 <u>Target:</u> TBD	1. Government reports. 2. CSO and private sector key policy and project documents.								
		13. No. of nunneries implementing gender responsive programmes through life skills education <u>Baseline:</u> 0 <u>Target:</u> 10	1. EMIS. 2. Program report/onsite visits/monitoring reports.								
Output 3.3: Boys, men, girls, and women have increased awareness and display positive attitudes on the prevention and	UNW, UNDP, UNFPA, UNICEF WHO	14. No. of media reports on GBV (print, TV, radio) <u>Baseline:</u> 0 <u>Target:</u>	1. Media monitoring reports. 2. Government Annual reports	Assumption: The existence of GBV services will contribute to positive attitude and awareness and that sensitization will be channelled through services.							
		15. No. of service									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
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elimination of GBV.		centres (shelter, community & health) able to provide GBV services at the dzongkhag level. <u>Baseline:</u> 1 <u>Target:</u> 4									
		16. No. of Govt, NGO and CSOs with SOPs and guidelines on GBV in place <u>Baseline:</u> 0 <u>Target:</u> 50%	Annual Survey with autonomous agencies, CSOs/NGOs, and private sector companies.								
		17. No. of selected institutions—RBP, hospitals, Courts, CSOs/NGOs—with IMIS on case reporting. <u>Baseline:</u> 0 <u>Target:</u> 4	Surveys, evaluation, and monitoring reports.								
		18. No. of networking groups with trained counsellors to address GBV. <u>Baseline:</u> 0 <u>Target:</u> 5	Programme Reports.								
		19. Proportion of reported cases (RBP,									

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		hospitals, courts CSO / NGO) that are referred for timely service and support (legal aid, protection, health care and counselling) <u>Baseline:</u> 0 <u>Target:</u> 50%									
		20.% men and boys engaged as champions to eliminate GBV. <u>Baseline:</u> 3% <u>Target:</u> 15%	Progress report of C4D strategy.								
Output 3.4: Institutions, communities, families and children in at least four dzongkhags have the knowledge, skills, resources and mechanisms to prevent and respond to violence, abuse, exploitation		21. No. of agencies with child protection SOPs and Guidelines in place in line with the Child Care and Protection Act <u>Baseline:</u> 0 <u>Target:</u> 5	1. Progress report of National Plan of Action for Child Protection. 2. Programme reports.		NCWC						
		22.No of dzongkhags with registered Child Protection Services covering prevention, early intervention and response <u>Baseline:</u> 0 <u>Target:</u> 4	1. Progress report of National Plan of Action for Child Protection. 2. Programme reports.								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
and neglect of children.		<p>23. No. of Child Welfare Committees registered as per Child Care and Protection Act.</p> <p><u>Baseline:</u> 0 <u>Target:</u> 4</p>	<p>1. Progress report of National Plan of Action for Child Protection.</p> <p>2. Programme reports.</p>	<p>Assumption: Commitment by district officials to form and participate in Child Welfare Committees.</p>							
		<p>24. % of professionals in contact with children trained to prevent, identify, report and respond to child protection cases as per existing laws and policies (disaggregated by sector: health, education, justice, immigration, monastic body, CSO, local government).</p> <p><u>Baseline:</u> 0 <u>Target:</u> 20%</p>	<p>1. Progress report of National Plan of Action for Child Protection.</p> <p>2. Programme reports.</p> <p>3. Training impact assessment survey</p>	<p>Assumption: Commitment of relevant sectors to institutionalise child protection training for their officers when made available.</p>							
		<p>25. % of children, families and communities reached by C4D strategies to adopt protective practices.</p> <p><u>Baseline:</u> 0 <u>Target:</u> 20%</p>	<p>1. Progress report of National Plan of Action for Child Protection.</p> <p>2. Programme reports.</p>								

	UN System Agency	Indicators, Baselines and Targets	Means of Verification	Risks and Assumptions	Role of Partners ³⁴	Indicative Resources ³⁵				Monitoring Process	Monitoring Mechanism
						Total	Core/Regular/ Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		26. % of children aged 10 – 18 trained to know and claim their right to protection. Baseline: Target:	1. Progress report of National Plan of Action for Child Protection. 2. Programme reports.								
		27. No. Of justice and law enforcement professionals with the capacity to deliver justice for children in contact with the law and implement crime prevention strategies. Baseline: 0; Target: 20	1. Progress report of National Plan of Action for Child Protection. 2. Programme reports.								

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	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process	
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)			
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,	UNDP, UNICEF, UNCDF, UN Women, UNFPA	1. National Integrity Assessment Index. <u>Baseline:</u> 7.44 (2009) <u>Target:</u> 10	Biennial National Integrity Assessment Report.									
		2. Government Performance Management System Rating (GPMS). <u>Baseline:</u> N/A <u>Target:</u> 90%	GPM System and Annual Reports.									
		3. Peoples' Perception of Government Performance Central <u>Baseline:</u> 2010 <u>Target:</u>	1. Biennial GNH Survey. 2. Youth Survey.	Assumption: Commitment of decision makers to address recommendations made by youths								

³⁷ Describe how non-UN partners will contribute towards each outcome and identify implementing partners for each output

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
accountability and evidence-based decision making.				and to engage youths as partners in governance.							
		4. % of youths / women who report having opportunities to participate in local / national decision making. <u>Baseline:</u> TBC <u>Target:</u> TBC									
		5. % of regions (dzongkhags / geogs) with functional database. <u>Baseline:</u> TBC <u>Target:</u> TBC		Assumption: Adequate resources available.							
		6. Proportion of data disaggregated by age, sex and location derived from census and surveys that are utilized for decision making at national and local level. <u>Baseline:</u> <u>Target:</u>	Census reports by dzongkhag.	Assumption: Timely completion of the report.							
Output 4.1: Key national and local	UNDP UNCDF UNICEF	7. No. of national and local government institutions that	Annual Review Reports.	Assumption: GRB policy and strategies are	MoF (IP) NCWC (TA)						

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
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.	UNFPA UNESCO	incorporate gender responsive planning and budgeting (GRB). <u>Baseline:</u> 0 <u>Target:</u> 70%		adopted by the government (low).	GNHC						
		8. No. of LGs implementing performance-based budgeting. <u>Baseline:</u> 4 <u>Target:</u> 221	Assessment Reports.	Assumption: Government is able to roll out PBGs nationwide (low).							
		9. At least one national institute capable of delivering sustainable high level training on research methods and policy research. <u>Baseline:</u> 0 <u>Target:</u> >1	Survey reports and Progress Reports.	Assumption: Adequate capacity and resources are available (moderate).							
		10. % of government plans and programmes entered into PLAMs system <u>Baseline:</u> TBCT <u>Target:</u> 100 %									
		11. No. of Geogs capable of statistical data									

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		management. <u>Baseline:</u> TBD <u>Target:</u> 180									
		12. 2015 Census and 2017 BMIS data collected, tabulated and made accessible. <u>Baseline:</u> 0 <u>Target:</u> 2015 Census results; 2017 BMIS results	1. Census 2015 report published. 2. BMIS.	<u>Assumption:</u> Timely conduct of census and capacity.							
		13. 2015 Census results analyzed and disseminated to policy makers and planners. <u>Baseline:</u> 0 <u>Target:</u> 2015 Census results disseminated.	Census thematic report published and disseminated.	<u>Assumption:</u> Capacity and resources available.							
		14. No. of planners and civil servants in key ministries trained to analyze and use census and survey data to develop and monitor policies and programmes. <u>Baseline:</u>	Training reports.	<u>Assumption:</u> Adequate resources and capacity.							

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		Target:									
		<p>15. National bills on Built Heritage; National Archives; and Intangible Cultural Heritage to be presented respectively to the Parliament by 2018 to provide legal protection of heritage resources.</p> <p><u>Baseline:</u> 0 <u>Target:</u> 3 National bills respectively on Built Heritage, National Archives and Intangible Cultural Heritage.</p>	MoHCA- Dept of Culture	<p>Risks:</p> <p>1. Limited human resources of Dept of Culture and lengthy process of national consultation may delay the finalization of draft.</p> <p>2. Difficulty of translating the concept of bills into Dzongkhags.</p>	<p>Department of Culture to constitute national drafting team and organize national consultation .</p> <p>UNESCO to provide legal expert for advice.</p>	100,000			100,000		
Output 4.2: Local government and public administration bodies are	UNDP UNICEF	16. Reduction in average turnaround time for public services under Government to Citizen (G2C) project.	G2C portal.	Assumption: All CCs functional with broadband connectivity.							

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
better able to deliver effective and equitable public services.		<p><u>Baseline:</u> 7 - 30 days across xx number of service lines.</p> <p><u>Target:</u> 1-7 days reduction</p>									
		<p>17. No. of training for the implementation of LG Rules and Regulations.</p> <p><u>Baseline:</u></p> <p><u>Target:</u></p>	LG Rules and Regulations.	All central agencies abide by LGRR (Moderate).							
		<p>18. No. of copies of user-friendly Handbook on Roles and Responsibilities for Public Service Delivery disseminated to Bhutanese people.</p> <p><u>Baseline:</u> N/A</p> <p>19. <u>Target:</u> 0</p>	<p>1. Handbook on Roles and Responsibilities for Public Service Delivery.</p> <p>2. Progress reports.</p>								
		<p>20. Proportion of LG officials with RBM skills.</p> <p><u>Baseline:</u> 30%</p> <p><u>Target:</u> 100%</p>	Training and Progress Reports.	<p><u>Assumption:</u></p> <p>Availability of resources and capacity to deliver (low)</p> <p>Indicator should be adjusted at MTR to reflect</p>							

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
				how these skills are being utilized.							
		21. No. of integrated community centres with functional online services. <u>Baseline:</u> 70 <u>Target:</u> 205	1. Progress Report. 2. Training impact assessment survey.	Assumption: Availability of broadband connectivity.							
Output 4.3: Women and youth have increased opportunities to participate in leadership as well as in policy making, planning, and implementation of development plans.	UNDP UNW UNICEF	22. % of women in elected or appointed positions who head committees. <u>Baseline:</u> MDG 2010 <u>Target:</u> -30%	Training and Progress Reports.	Assumptions: 1. Government continues to prioritize women's political leadership at all levels. 2. Gender responsive governance policy & strategies are adopted by the government (low).	Parliaments' Secretariat, ECB, NCWC, BNLI, RUB, and Prime Minister's Office.						
		23. No. of dzongkhags with at least one operational youth-led group. <u>Baseline:</u> 7 <u>Target:</u> 18	Progress report of National Youth Action Plan and Progress Reports.	Assumption: Dzongkhags implementing National Youth Action Plan (low).							

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
		24. No. of sets of recommendations made annually through youth fora to influence national and local development plans. <u>Baseline:</u> 2 <u>Target:</u> 5	Youth meetings and Progress Reports.	<u>Assumption:</u> LGs and CSOs are able to facilitate such events (low).							
Output 4.4: Media and CSOs are better able to promote the participation of people in particular youth, in democratic processes, public dialogue and discourse.	UNDP UNICEF UN Women	25. % of adult population reached by civic education. <u>Baseline:</u> 30% <u>Target:</u> 85%	Annual Review Reports.	<u>Assumption:</u> An Independent Think Tank fully operational based in RUB.							
		26. No of media professionals trained on role of media in deepening democracy by sex. <u>Baseline:</u> N/A <u>Target:</u>	1. Training Reports. 2. Training impact assessment survey.	<u>Assumption:</u> Government is able to coordinate with the media sector (low).							
		27. Proportion of voters covered by voter education programme (by sex and age). <u>Baseline:</u> <u>Target</u>	KAP survey Survey reports, Progress Reports.	<u>Assumptions:</u> 1. Adequate resources are available (moderate). 2. ECB agrees to expand their voter education programme.							

	UN System Agency	Indicators, Baselines and Targets	Means Of Verification	Risks and Assumptions	Role of Partners ³⁷	Indicative Resources				Monitoring Mechanism	Monitoring Process
						Total	Core/Regular / Assessed	Non-core/Other/extra-budgetary	To be mobilized (funding gap)		
Output 4.5: People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms	UNDP UNW	28. Proportion of people aware of basic rights, duties & responsibilities. <u>Baseline:</u> N/A <u>Target:</u> 80%	Survey reports.	<u>Assumption:</u> Adequate resources are available for advocacy programs (low).							
		29. % of cases resolved through alternate dispute resolution mechanisms. <u>Baseline:</u> N/A <u>Target:</u> 20%	1. Progress Reports. 2. Case Registers LG level.	<u>Assumption:</u> LG functionaries have capacity to do ADR (low).							

MDGs – Bhutan's progress and status in 2011

Goals, Targets and Indicators	1990	2000	2007	2011	2015	State of Progress
Goal 1: ERADICATE EXTREME POVERTY AND HUNGER						
Target 1 A: Halve by 2015 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
Target 1 B: Achieve full and productive employment and decent work for all, including women and young people Labour force participation rate Proportion of own account and contributing family workers in total employment				67.4% 71%		Progress on this target has not been reported previously
Target 1 C: Halve by 2015 the proportion of people who suffer from hunger Proportion of population below minimum level of dietary energy consumption Percentage of under-weight under-five children Percentage of under-height under-five children	- 38% (1989) 56% (1989)	3.8% (2003) 19% 40%	5.9% - -	- 11.1% (2009) 33.5% (BMIS)	1.9% 19% 28%	Needs Attention Achieved On track
Goal 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION						
Target 2 A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling Gross Primary Enrolment Ratio (%)						

Goals, Targets and Indicators	1990	2000	2007	2011	2015	State of Progress
Net Primary Enrolment Ratio (%)	55%	72%	106%	120%	100%	Achieved
Proportion of pupils starting grade 1 who reach grade 5 (%)	-	62%	83.7%	95%	100%	On track
Proportion of pupils starting grade 1 who reach grade 7 (%)	73%	91%	92.4%	97%	100%	On track
	35%	81%	85.4%	93%	100%	On track
Goal 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN						
Target 3 A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015						
Ratio of girls to boys in primary education (%)	69%	82%	99.5%	99%	100%	On track
Ratio of girls to boys in secondary education (%)	(1991)					
Ratios of females to males in tertiary institutes (%)	43%	78%	97.2%	107%	100%	Achieved
	(1991)					
	12%	41%	54%	67.3%	100%	Needs Attention
	(1991)					
Goal 4: REDUCE CHILD MORTALITY						
Target 4 A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate						
Under-five mortality rate (per 1,000 live births)	123	84	62 (2005)	-	41	On track
Infant mortality rate (per 1,000 live births)			40			
Proportion of children covered under immunization programme	90	60.5	(2005)	-	30	On track
			90%			

Goals, Targets and Indicators	1990	2000	2007	2011	2015	State of Progress
	84%	85%		94.4% (2008)	>95%	On track
Goal 5: IMPROVE MATERNAL HEALTH						
Target 5 A: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio						
Maternal mortality ratio (per 100,000 live births)	560	255	-	-	140	On track but recent data not available
Births attended by skilled health personnel	15%	24%	55.9%	69.5% (2010) 64.5% (BMIS)	100%	On track
Target 5 B: Achieve, by 2015, universal access to reproductive health						
Contraceptive prevalence rate	19% (1994)	31%	35.4%	35% (2010) 65.6% (BMIS)	60% (national target)	On track
Adolescent birth rate (per 1,000 women)				59 (BMIS)		Progress on all other indicators not been reported previously
Antenatal care coverage				97.3% 77.3% (BMIS)		
- At least one visit						
- At least four visits						
Unmet need for family planning				11.7% (BMIS)		
Goal 6: COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES						
Target 6 A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS						
HIV cases detected	0	38	144 (2008)	270 (Dec 2011)	-	Needs Attention

Goals, Targets and Indicators	1990	2000	2007	2011	2015	State of Progress
Target 6 C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases						
Number of malaria cases per 100,000 population at risk	3,687	875	115	70 (2010)	-	On track
Number of tuberculosis per 100,000	720	168	127	190 (2010)	-	On track
Goal 7: ENSURE ENVIRONMENTAL SUSTAINABILITY						
Target 7 A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources						
Proportion of land area covered by forest	72.5%	72.5%	72.5%	70.5%	-	On track
Ratio of protected area to surface area for maintaining biological diversity	23%	26%	29%	-	-	On track
CO ₂ (per capita) emissions	-	-	-	-	-	Insufficient data
Proportion of population using solid fuels (i.e. wood, charcoal, dung)	-	75%	70% (2005)	-	-	On track
Target 7 C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation						
(Proportion of population without sustainable access to an improved water source)*						
Proportion of population using an improved drinking water source**	55%	22%	19%		27.5%	Achieved
(Proportion of population without access to improved sanitation)*				96.1% (BMIS)		
Proportion of population using an improved sanitation facility**	33%	12%	10%		17.5%	
				58.4%		Needs attention

Goals, Targets and Indicators	1990	2000	2007	2011	2015	State of Progress
				(BMIS)		
Goal 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT						
Target 8 F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications						
Fixed telephone lines in service	4,052	16,580	35,420	26,292	-	On track
Telephone density (per 100 persons)	0.68	2.4	15.6 (2005)	3.78 (fixed) 56.7 (mob.)	-	On track
Computers in use (per 100 persons)	-	0.58 (2001)	2.3 (2005)	-	-	On track
Internet users (per 100 persons)	-	0.43 (2001)	1.2 (2005)	13.6	-	On track

Source: Adapted from *Bhutan National Human Development Report 2011*; updated data for status in 2011 taken from various references (see footnotes in main body text)

* Indicator used so far to report on MDGs progress in Bhutan.

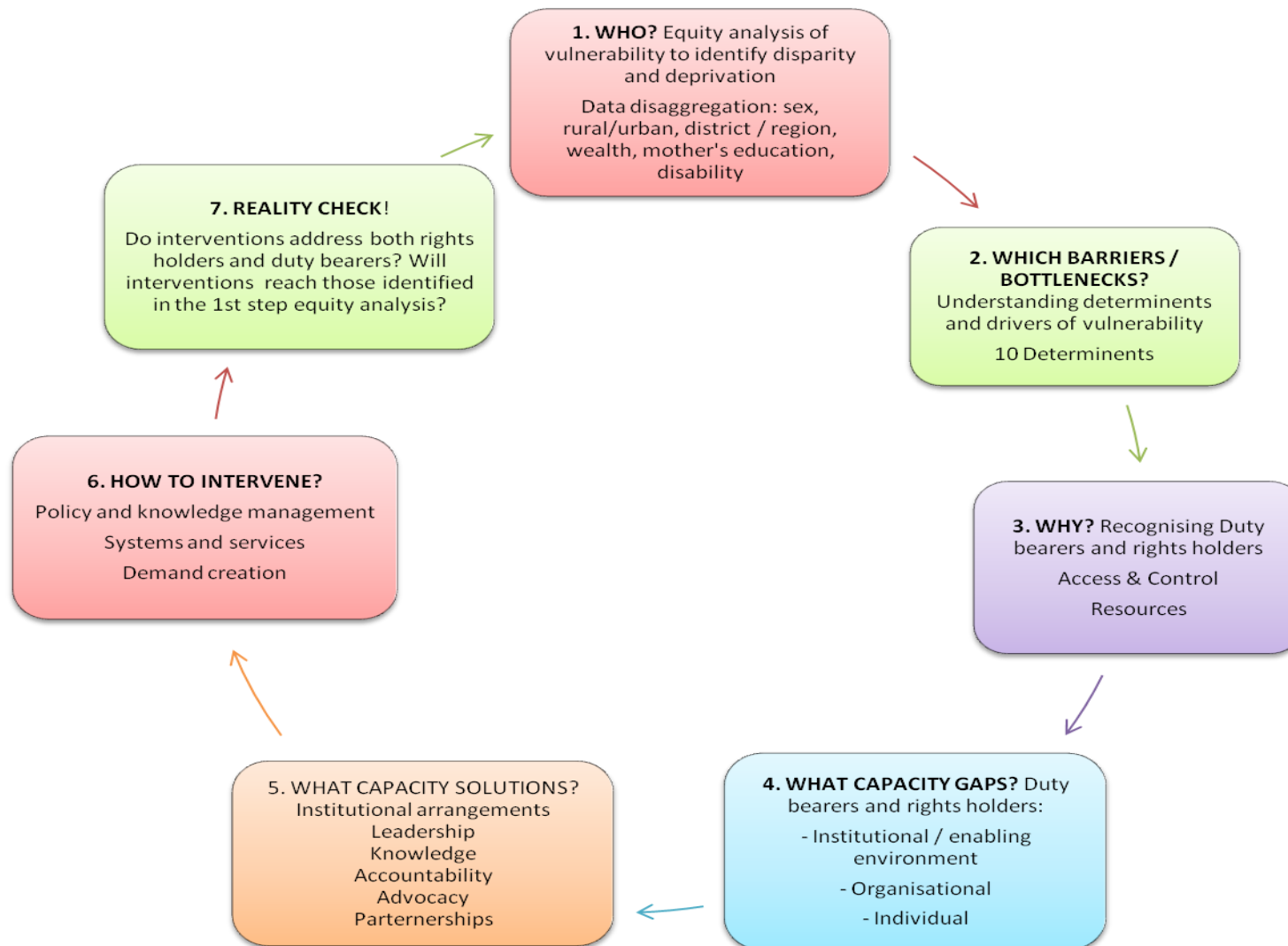
** Indicator that should be used (based on the official list of MDG indicators) when reporting on MDGs progress.

List of Human Rights Conventions signed by Bhutan

Name of Human Rights (related) Conventions	Year of signature (s)/ ratification
Convention on the Elimination of all forms of Racial Discrimination	1973 (s)
Convention on the Elimination of all forms of Discrimination Against Women	1981
Convention on the Rights of the Child	1990
Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict	2009
Optional Protocol on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography	2009
Convention on the Rights of Persons with Disabilities	2010 (s)

Name of Human Rights (related) Conventions	Year of signature (s)/ ratification
SAARC Convention on Regional Arrangements for the Promotion of Child Welfare in South Asia	2003
SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution	2003

Analytical workflow to support integrated UNDAF analysis



Vulnerability Analysis

