GENDER EVALUATION REPORT

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

**THE EVALUATION TEAM**

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EXECUTIVE SUMMARY

**I. Background**

The Mid-Term Review(MTR) Process 2010 for the Bhutan UNDAF/cCPAP is meant to gauge “the relevance of the UNDAF/cCPAP Outcomes in the context of the Tenth Five Year Plan” and the role of the “United Nations Agencies to contribute more effectively and efficiently to national development efforts, including the GNH goals and capacity-building as part of “Delivering as One”[[1]](#footnote-1). Based on the RGOB-UN Country Programme Board (CPB) decision of January 2010, the MTR will combine an in-depth review of three Outcomes and a self-assessment of all five Outcomes”, the Gender Evaluation being one of the three full Outcome Evaluations identified [[2]](#footnote-2).

The Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010 is meant to look into gender mainstreaming efforts strategically across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

**Description of the Gender Evaluation Process**

Timeline

The Gender Evaluation Mission has been undertaken for the period of August 17 to Sept 2, 2010.

Methodology

The Gender Evaluation employed the following approaches for data collection and analysis:

1. desk review of relevant documents;
2. external consultations through -
   * field visits
   * discussions, FGDs and interviews with implementing partners both from the government and non-government sectors
   * discussions with relevant projects’ staff
   * discussion with relevant local authorities
   * discussion/interaction with community members (e.g. NFE Learners)
   * meetings and discussions with UNTGs, Gender Task Force
   * meetings with donor agencies based in Bhutan
3. internal discussions with UNCT Bhutan.

# Limitations of the Gender Evaluation

1. Given the tight timeline, there were a number of relevant partners and stakeholder who could have been consulted but common time between them and the Evaluation Team could not be arranged;
2. While the Evaluation Team waded through volumes of materials, the team may not have covered all relevant ones that needed to be reviewed;
3. As the members of the Evaluation Team were working “together and separately” to cover as much within a limited time, there was little chance for exhaustive discussion on common findings at the end of the mission.

# II. Understanding Gender Equality and Women Empowerment

# Gender Mainstreaming

The UN defines gender mainstreaming[[3]](#footnote-3) as a *process* by which men, women, girls, boys and other gender are equally represented in the planning, implementation, monitoring and evaluation of any development input, to ensure that interventions genuinely respond to different needs and interests of each girl, woman, other gender, boy and man in a given situation. Gender mainstreaming as defined is clear that it is not an end in itself but a means towards the achievement of gender equality. This view has been explicitly adopted in the National Plan of Action for Gender(NPAG) 2008-2013 and the Tenth Five Year Plan 2008-2013 of Bhutan.

# Women’s Rights

Women’s rights are human rights, they are inherent in every person by birth and are inalienable. The Constitutional guarantees like “equality between the sexes” or “equality before the law” are drawn from human rights principles of non-discrimination, universality or applicability of human rights principles to all regardless of sex, religion, profession, etc and indivisibility of rights. While formal equality is guaranteed in many contexts across the globe through laws, policies and frameworks, women have to be empowered to reclaim their entitlements and necessarily achieve gender equality.

# III. The Context of Bhutan

Bhutan is a peaceful country cascading beautifully in the eastern part of the Himalayas. It is the only country in the world that uses the Gross National Happiness (GNH) as an index to development, looking into the four (4) pillars of sustainable and equitable socio-economic development, environmental conservation, preservation and promotion of culture and good governance.

# It is a young democracy that transited from an absolute Monarchy to a Constitutional Monarchy in 2008. The transition was well-managed, allowing the social and economic processes to continue while replacing the political decision-making structure.

Bhutan is signatory to both the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). Alongside many other countries, Bhutan adopted the UN Millennium Declaration in 2000 and is well-placed to achieve most of the targets set up in the Millennium Development Goals (MDG) framework by 2015. Midway through the period, it has already achieved its targets in a number of areas and proceeding on track in many of the other targets.

Most social indicators have improved. Life expectancy has improved to 69 years in 2008 from 65 years in 1990[[4]](#footnote-4). IMR and MMR have also shown a steady decline and school enrolment rates in primary and secondary levels have gone up, although, gender parity at the tertiary level of education remains an area concern. Challenges in Bhutan includes the urban-rural disparities, increasing trend of rural-urban migration, increasing challenge of youth skill building and provision of adequate employment, increased representation of women in governance, among others.

At this juncture, a beginning has been made towards women’s empowerment and gender equality and the momentum needs to be sustained.

# IV. Analysis of the Situation with regard to UNDAF and UNCT Outcomes: Gaps, Challenges and Lessons Learnt

Gender is a stated cross-cutting component of UNDAF/cCPAP, and gender equality is an outcome area in relation to education[[5]](#footnote-5). There is no doubting the intention of the UNDAF/cCPAP as far as women’s empowerment and gender equality is concerned. A cursory look at the UNDAF/cCPAP document per se, however, could provide an indication of the absence of gender analysis during its formulation. A sporadic mention of women across thematic areas could not deny that gender is not central to the UNDAF/cCPAP document as it stands.

Personal accounts on the operating environment at the time of the preparation of UNDAF have provided useful insights. The time was 2006/2007 when Bhutan, in spite its international commitments, was itself still debating the relevance of “gender” to the local context. UNDAF, borne out of extensive consultations between the UN System and the RGOB, was not above the situation. There was no sex-disaggregated data at the time and gender as a concept was relatively new. Nonetheless, UNDAF/cCPAP ensured that gender mainstreaming is adopted in pursuit of women’s empowerment and gender equality, keeping in mind the MDGs, in particular MDG3 along with CEDAW, BPFA, CRC, etc.

Today, the context has changed and discussions on gender is commonplace, in spite traces of denial and resistance from some quarters even among implementing partners. Indeed, the manner by which many use “gender neutral” to describe their gender mainstreaming approach is disturbing. The reference may be unconsciously made but a misnomer nonetheless and it tells of the need to clarify understanding on gender. Across thematic areas, very little, if any, is done to question power relations, structures at home, the workplace and society, except by partners working on policy and legal reform such as the Domestic Violence Bill. The thrust remains at the level of gender parity as opposed to gender equality.

Sex-disaggregated data, or lack of it, tends to be the default concern when gender mainstreaming is brought into focus. The importance of sex-disaggregated data cannot be discounted but this cannot be seen as the end-all and be-all. The technical nuances of gender mainstreaming need to be learned and for which, the training and other capacity-building endeavours under UNDAF/cCPAP are deemed relevant. But, while building capacity at the level of implementing partners, UNDAF/cCPAP has been supporting efforts at training women acquire skills to become productively engaged. It has been supporting efforts across thematic areas to facilitate enabling environment through policy formulation and the creation of mechanisms for more participation of women.

Overall, UNDAF/cCPAP would have provided the momentum in gender mainstreaming in Bhutan not only in terms of supporting the preparations for the NPAG 2008-2013 and its reflection in the Tenth Five Year Plan 2008-2013. UNDAF/cCPAP has helped Bhutan through NCWC to meet its commitment on CEDAW and CRC through periodic reporting on the status of women and children in the country, respectively. In the same vein, UNDAF/cCPAP has been instrumental in Bhutan taking action on women’s issues and gender issues on the basis of the CEDAW Concluding Comments, e.g. making available sex-disaggreagted data, strengthening the NCWC by giving it more autonomy and resources, by facilitating law against domestic violence, increasing women’s political participation. More needs to be done like Bhutan’s ratification of the Optional Protocol to CEDAW.

The time is right to upscale gender mainstreaming activities in Bhutan. The groundwork has been covered in the first 2.5 years of the UNDAF 2008-2012 cycle, technical and resource inputs have been made and partners need to muster the confidence to take things forward. Common issues across themes/sectors have been highlighted but sector-specific issues are presented in the main report to lend better understanding into the progress of UNDAF/cCPAP Outcomes.

# Mechanisms for Gender Mainstreaming in UNDAF/cCPAP

UNDAF/cCPAP has a comprehensive mechanism for gender mainstreaming in Bhutan. The UN System (UN as One) and the RGOB work in tandem for the realization of the UNDAF Outcomes. Other partnerships are available through multilateral and bilateral agreements with RGOB. There is a strong commitment towards gender equality from all the sides. A network of Gender Focal Points (GFPs) serve as the vehicle for gender mainstreaming[[6]](#footnote-6). The GFPs from both the UN and RGOB comprise the Gender Task Force for the UNDAF/cCPAP.

# V. Recommendations

The report provides do-able recommendations which could help realign the UNDAF/cCPAP Outcomes for the rest of the cycle or give impetus for gender mainstreaming in UNDAF/cCPAP 2008-2010. There are new areas (10.2-10.3) being proposed for the UNDAF 2013-2017. Broadly, the recommendations are grouped into the following, thus

# On Gender Perspective in planning, implementation, monitoring and evaluation

# (PIME)

## Systematic collection and reporting of sex-disaggreagted data and dissemination

## across sectors of data, studies, reports

# strengthened coordination & leadership on gender mainstreaming by RGOB-UN

# Strengthened role of Gender Task Force & Gender Focal Points

# Consultation and institutionalization of Gender-Responsive Budgeting (GRB)

# Continuing Gender Sensitization and capacity-building

# Policy and legal reform and advocacy

1. Strengthened Multilateral and Bilateral partnerships

# Formulation of Gender Strategy Plan for UN as part of UNDAF/cCPAP

1. Sound gender analysis for UNDAF 2013-2017 and additional partnerships

ACKNOWLEDGMENT

The Evaluation Team would like to thank all the implementing partners, both government and non-government and the UN System for their cooperation and support throughout the evaluation process. We specially thank UNDP Bhutan, the Gross National Happiness Commission(GNHC) and the UNDAF Gender Task Force for ensuring smooth conduct of the Gender Evaluation Mission.

We thank BHU Drukgyel, NFE Woochu and RENEW Community-Based Support System(CBSS) Drukgyel, all in Paro, for allowing the Evaluation Mission to visit and interact with the BHU staff, the NFE Learners, Instructor & Manager and the CBSS Teacher-Volunteers, respectively. We likewise thank multilateral and bilateral donors in Bhutan who shared with us their time, relevant information and thoughts.

The engagement by all partners and stakeholders with the Gender Evaluation Mission provided us with invaluable information and insights to ensure the preparation of this Gender Evaluation Report.

We hope this report will be useful to further gender mainstreaming in UNDAF/cCPAP in Bhutan with the end in view of achieving women’s empowerment and gender equality.

Thank you.

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**I. Background**

**The UNDAF/cCPAP**

The United Nations Development Assistance Framework (UNDAF) for the Kingdom of Bhutan 2008-2012 “provides a collective, coherent and integrated UN response to national needs and priorities and is consistent with Bhutan’s overall development vision articulated by Gross National Happiness[[7]](#footnote-7).” It is complemented by the Common Country Programme Action Plan (cCPAP) 2008-2012, a comprehensive plan developed through the joint efforts of the United Nations System and the Royal Government of Bhutan. It has identified five(5) thematic areas of interventions to focus on, namely: 1) poverty reduction; 2) health; 3) education; 4) good governance; and 5) environment and disaster management. Gender is a cross-cutting theme.

The UNDAF/cCPAP reflects the national priorities of Bhutan and espouses gender mainstreaming and rights-based approach in all its development interventions. UNDAF/cCPAP is aligned with the National Programme of Action for Gender (NPAG) 2008-2013 and the Tenth Five Year Plan 2008-2013. It has likewise considered Bhutan’s international commitments through the conventions and summits it is party to, among them the Millennium Summit, Millennium Declaration, Millennium Summit +5, SAARC Development Goals, Beijing Platform for Action, CRC and CEDAW.

**Gender Evaluation of UNDAF/cCPAP**

The Mid-Term Review(MTR) Process 2010 for the Bhutan UNDAF/cCPAP is meant to gauge “the relevance of the UNDAF/cCPAP Outcomes in the context of the Tenth Five Year Plan” and the role of the “United Nations Agencies to contribute more effectively and efficiently to national development efforts, including the GNH goals and capacity-building as part of “Delivering as One”[[8]](#footnote-8). Based on the RGOB-UN Country Programme Board (CPB) decision of January 2010, the MTR will combine an in-depth review of three Outcomes and a self-assessment of all five Outcomes”, the Gender Evaluation being one of the three full Outcome Evaluations identified [[9]](#footnote-9).

The Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010 is meant to look into gender mainstreaming efforts across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

The TOR for the Gender Evaluation states, thus:

*“The main objective of the evaluation is to conduct a Gender thematic assessment of progress, focused at UNDAF/UNCT Outcome level across the five thematic areas. The Gender assessment shall be analytical and results-based, using clear gender sensitive indicators and gender analysis during all stages of assessment. This assessment is required to go beyond quantitative analysis to a qualitative approach to arrive at a credible judgment. Overall assessment of progress toward all UNDAF Outcomes will include linkages to national priorities and development plans.”*

While noting the overall UNDAF/cCPAP Self-Assessments and Outcome Evaluations’ focus at the strategic level, the Gender Evaluation was guided by the overall gender mainstreaming strategy[[10]](#footnote-10) for the UNDAF/cCPAP 2008-2012 and the scope as defined in the TOR, thus:

*“The evaluation process will involve the following:*

* *Analyzing effectiveness of overall programme interventions vis-à-vis resources invested, in line with the country’s changing needs in the area of gender mainstreaming and women’s empowerment*
* *Reviewing and assessing United Nations partnerships with Government bodies, civil society and the private sector, international organizations, and bilateral donors in achieving effective programme implementation, along with analyzing the effectiveness and achievements of United Nations coordination mechanisms*
* *Analyzing and assessing the efficiency of implementation and management arrangements; Analyzing sustainability of achievements; Identifying remaining gaps and weaknesses in current design of interventions toward various UNDAF and UNCT Outcomes and providing realistic recommendations as to their improvement; upscaling and replication for the remainder of the current UNDAF cycle*
* *Identifying lessons learnt and best practices identifying possible interventions or considerations for the next UNDAF cycle including more enhanced cross-sectoral collaboration”.*

**Description of the Gender Evaluation Process**

Timeline

The Gender Evaluation Mission has been undertaken for the period of August 17 to Sept 2, 2010. The period includes parallel processes of data collection & analysis and report-writing. The first draft of the Gender Evaluation Report is due for submission on Sept 2, 2010 through the GNHC, the lead agency looking after the Gender Evaluation. The final document is required to be submitted latest on Sept 14, 2010.

Methodology

The Gender Evaluation employed the following approaches for data collection and analysis:

1. desk review of relevant documents;
2. external consultations through -
   * field visits
   * discussions, FGDs and interviews with implementing partners both from the government and non-government sectors
   * discussions with relevant projects’ staff
   * discussion with relevant local authorities
   * discussion/interaction with community members (e.g. NFE Learners)
   * meetings and discussions with UNTGs, Gender Task Force
   * meetings with donor agencies based in Bhutan
3. internal discussions with UNCT Bhutan and

**Annex 1** provides a list of all partners and stakeholders consulted for the Gender Evaluation. A long list of possible partners and stakeholders to be consulted was proposed at the presentation of the Inception Report for Gender Evaluation on August 18, 2010 and the list was pared down and partners grouped together through the help of the Gender Task Force. GNH facilitated the field visits and the meeting appointments with most of partners and implementers; otherwise, the Evaluation Team had to make separate arrangements to meet relevant organizations.

Given paucity of time, the Evaluation Team, composed of an International Consultant and a National Consultant, decided to review the thematic areas separately as advised by the Gender Task Force at the Inception Report presentation. Thus, the International Consultant looked after 1) poverty reduction, 2) health and, 3) education while the National Consultant focused on 4) governance and, 5) environment. Accordingly, the Consultants divided their time in meeting partners/stakeholders per Thematic Group although there were as many meetings jointly attended by both. The International Consultant had undertaken the field visits with the GNHC Gender Focal Point and UNDP Gender Focal Point in Drukgyel and Woochu, Paro. A field visit plan/design and field visit reports are annexed for reference (**Annexes 2, 2a, 2b, 2c**).

While working “together and separately”, there was the challenge for the Consultants to synchronize their approach and, in this regard, simple tools were developed to help the process. **Annexes 3-6** provide the *indicative* tools used to guide the process. The tools were indicative in the sense that they had been broadly formulated for use as guide across thematic areas, outlining the parameters for the consultations. They were meant to open up discussion and the facilitators could well pursue clarificatory, if specific questions to understand given situations. For most of the consultations, there was enthusiastic, free-flowing exchange of ideas and opinions on issues, characteristic of a process involving gender perspective. While a rigidly structured approach may not yield the quality of information required for Gender Evaluation, a detailed questionnaire was designed and used only for the Governance and Environment Thematic Groups (**Annex 6)** in support of the process.

# Limitations of the Gender Evaluation

The Gender Evaluation was originally designed for a thirty (30)-day period and subsequently reduced to 15-17 days without changing the scope and the deliverables owing to “budgetary constraints”[[11]](#footnote-11). The 30-day timeline was tight enough, and the reduction of the Gender Evaluation Mission to half the original period was unreasonably grueling for all involved. The urgency by which meeting appointments were facilitated posed problems with some of the partners and stakeholders and, overlapping appointments inevitably happened along the way because of late confirmations or postponements & rescheduling of meetings. The Evaluation Team was working double-day to be able to meet the timeline.

Especially considering the very tight timeline, it would have helped if there was lead preparations by the coordinators before commencement of the Evaluation Mission to already get all the materials together or intimate all the partners/stakeholders about the period for the Gender Evaluation Mission beforehand to ensure their availability for consultations. As a result, there were *a number of relevant partners and stakeholder who could not be consulted*. While questionnaires were sent to them, barring a couple of completed questionnaires for Governance, questionnaires sent through emails did not really facilitate the participation required as everyone was out of station or busy.

Basic documents for desk review were provided by the Gender Task Force at the start but most of the documents were sourced in bits and pieces by the Evaluation Team over time. The Evaluation Team spent time searching websites and downloading materials given the magnitude of UNDAF/cCPAP activities across thematic areas. The Evaluation Team likewise received volumes of materials across sources and the task of wading through them to find the right information was time consuming yet, maybe *unable to cover all relevant ones that needed to be reviewed* (Reference Materials, **Annex 7**).

There was a surfeit of information which needed to be synthesized through discussions and the Evaluation Team could have done with more time together to do this. While the Evaluation Team spent time collectively thinking through the process and preparing for the meetings & discussions with various partners and stakeholders, the Evaluation Team was in the end left with 2-3 days to prepare for the presentations of key findings and recommendations, debriefing and writing of the draft Gender Evaluation Report, offering *little chance for exhaustive discussion on common findings*, otherwise crucial in light of the thematic tasking adopted. The *Consultants had to write their separate parts of the evaluation*; the National Consultant provided her inputs to the International Consultant COB on Sept 1, 2010 and the report submitted on Sept 2, 2010.

# II. Understanding Gender Equality and Women Empowerment

# Gender Mainstreaming

The UN defines gender mainstreaming[[12]](#footnote-12) as a *process* by which men, women, girls, boys and other gender are equally represented in the planning, implementation, monitoring and evaluation of any development input, to ensure that interventions genuinely respond to different needs and interests of each girl, woman, other gender, boy and man in a given situation. Gender mainstreaming as defined is clear that it is not an end in itself but a means towards the achievement of gender equality. This view has been explicitly adopted in the National Plan of Action for Gender(NPAG) 2008-2013 and the Tenth Five Year Plan 2008-2013 of Bhutan.

Gender mainstreaming, in essence, challenges the dominant thinking or “mainstream” in order to effect change in society that is beneficial for all. It asks “who gets what” and why, it looks at relationships and it rectifies any imbalance in the equation. It challenges the “development mainstream that emphasizes the inter-relationship between an ideological component (key theories and assumptions about development) and an institutional component (organizations and people making key decisions). That is, ideas and practices, which tend to reinforce each other.”[[13]](#footnote-13) If the mainstream is found disadvantageous for women or girls, there should not be any reason not to promote their rights. Accordingly, gender mainstreaming recognizes the need “to strengthen the legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices”[[14]](#footnote-14)

# Women’s Rights

Women’s rights are human rights, they are inherent in every person by birth and are inalienable. Every woman, by the fact of being human, is entitled to civil, political, social, cultural & economic rights. No woman, no human should be denied these entitlements for any reason. The Constitutional guarantees like “equality between the sexes” or “equality before the law” are drawn from human rights principles of non-discrimination, universality or applicability of human rights principles to all regardless of sex, religion, profession, etc and indivisibility of rights.

But, while formal equality is guaranteed in many contexts across the globe through laws, policies and frameworks, the situation of women on the ground tells of another story. De facto or substantive equality is mostly an abstract concept for many women given the layers of biases and prejudices that they have to deal with everyday and the unsupportive, if blatantly antagonistic structures that they have to negotiate everytime. It is against this backdrop that women have to be empowered to reclaim their entitlements and necessarily achieve gender equality.

The diagram below shows the formal-substantive equality dimensions, if dilemma. Changes only in parts of the milieu will not necessarily bring about change in relations and outcomes in the community and society. A holistic approach needs to be employed if women empowerment and gender equality is to be genuinely facilitated.

**cultural norms, traditions, social practices**

**laws, policies, frameworks family, institutions, mechanisms**

**III. The Context of Bhutan**

Bhutan is a peaceful country cascading beautifully in the eastern part of the Himalayas. It is the only country in the world that uses the Gross National Happiness (GNH) as an index to development, looking into the four (4) pillars of sustainable and equitable socio-economic development, environmental conservation, preservation and promotion of culture and good governance.

# Bhutan has a population of about 683,407 with an overall sex ratio estimated at 96 males to 100 females[[15]](#footnote-15). It has an area of approximately 38,394 sq.km. across rugged topography, 70% of the land being under the forests.

# It is a young democracy that transited from an absolute Monarchy to a Constitutional Monarchy in 2008. The transition was well-managed, allowing the social and economic processes to continue while replacing the political decision-making structure.

Bhutan is signatory to both the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). Alongside many other countries, Bhutan adopted the UN Millennium Declaration in 2000 and is well-placed to achieve most of the targets set up in the Millennium Development Goals(MDG) framework by 2015. Midway through the period, it has already achieved its targets in a number of areas and proceeding on track in many of the other targets.

# Most social indicators have improved. Life expectancy has improved to 69 years in 2008 from 65 years in 1990[[16]](#footnote-16). IMR and MMR have also shown a steady decline and school enrolment rates in primary and secondary levels have gone up although gender parity at the tertiary level of education remains an area concern.

While record has shown a rapid increase in the per capita gross national income in the recent years (USD 1900 in 2008)[[17]](#footnote-17) in the country, Bhutan continues to have urban-rural disparities with about 23.2% of the population living below the poverty line[[18]](#footnote-18). Sixty-nine percent of the population depends on agriculture for livelihood and with only (8%?) of the land being arable, the challenge of poverty reduction is pressing.

The country’s population pyramid is tilted towards the young, with 60% of the population being youth. There has been an increasing trend of rural-urban migration, likewise an increasing challenge of youth skill building and adequate employment has emerged.

Women in Bhutan have traditionally held significant role in household decision-making. Women can own land and inherit property. Matrilineal system exists in parts of Bhutan but this is, however, seen locally as being disadvantageous to women. The rationale for passing on the land to the (eldest) daughter is connected to the care of elders; women deem themselves “tie(d) to the land” as such. The care economy is mainly being undertaken by women and work in this area remains invisible, unmonetized.

The representation of women in governance is an area of optimism that could usher in major changes in Bhutan in the years to come. This, however, needs to be facilitated. A beginning has been made at the national level, though the number of women parliamentarians may seem insignificant. Bhutanese women’s position at the household is decisive and there is urgent need to break the private-public dichotomy.

# IV. Analysis of the Situation with regard to UNDAF and UNCT Outcomes: Gaps, Challenges and Lessons Learnt

# Key Findings Across Thematic Areas

Gender is a stated cross-cutting component of UNDAF/cCPAP, and gender equality is an outcome area in relation to education[[19]](#footnote-19). There is no doubting the intention of the UNDAF/cCPAP as far as women’s empowerment and gender equality is concerned. A cursory look at the UNDAF/cCPAP document per se, however, could provide an indication of the absence of gender analysis during its formulation. A sporadic mention of women across thematic areas could not deny that gender is not central to the UNDAF/cCPAP document as it stands.

Personal accounts on the operating environment at the time of the preparation of UNDAF have provided useful insights. The time was 2006/2007 when Bhutan, in spite its international commitments, was itself still debating the relevance of “gender” to the local context. UNDAF, borne out of extensive consultations between the UN System and the RGOB, was not above the situation. There was no sex-disaggregated data at the time and gender as a concept was relatively new. Nonetheless, UNDAF/cCPAP ensured that gender mainstreaming is adopted in pursuit of women’s empowerment and gender equality, keeping in mind the MDGs, in particular MDG3 along with CEDAW, BPFA, CRC, etc.

Today, the context has changed and discussions on gender is commonplace, in spite traces of denial and resistance from some quarters even among implementing partners. Indeed, UNDAF/cCPAP partners and stakeholders are consciously making efforts at gender mainstreaming. Common among the reasons partners feel hinder the process is lack of adequate understanding of concepts and lack of capacity to engender the sectoral programmes.

Indeed, the manner by which many use “gender neutral” to describe their gender mainstreaming approach is disturbing. The reference may be unconsciously made but a misnomer nonetheless and it tells of the need to clarify understanding on gender. Across thematic areas, very little, if any, is done to question power relations, structures at home, the workplace and society, except by partners working on policy and legal reform such as the Domestic Violence Bill. The thrust remains at the level of gender parity as opposed to gender equality.

Sex-disaggregated data, or lack of it, tends to be the default concern when gender mainstreaming is brought into focus. The importance of sex-disaggregated data cannot be discounted but this cannot be seen as the end-all and be-all. The health and education sectors have ample sex-disaggregated databases. Other sources like the National Statistics Bureau, National Strategic Plan for the Control of HIV and AIDS 2008 and many other surveys likewise provide sex-disaggregated data even if not in all areas. NPAG and the Tenth Five Year Plan both provide sex-disaggregated data. Currently, decent amount of data is available to gauge the situation of men and women, girls and boys.

Gender mainstreaming generally remains to be a challenging activity for UNDAF/cCPAP partners, but especially in the environment theme. The technical nuances of gender mainstreaming need to be learned and for which, the training and other capacity-building endeavours under UNDAF/cCPAP are deemed relevant. Training by way of gender sensitization is, however, not one-off effort. To the extent that the mindset cannot come to terms with gender equality, albeit unable to even accept that gender issues exist, continuous exposure to gender sensitization process is in order. Project planning with gender perspective should provide the participants the necessary understanding and tools on how to engender a project at every stage, e.g. planning, implementation, monitoring and evaluation.

Across thematic groups, a Gender Checklist has been formulated by the Gender Task Force. This checklist should be used as reference for gender mainstreaming plans. HACT/M&E Group has designed a monitoring system to cohesively look at gender mainstreaming efforts across themes/sectors in the spirit of “Delivering as One”. Both Gender Checklist and the M&E system have yet to be rolled-out.

The Gender Focal Points attended the series of gender training sponsored by DANIDA starting from gender sensitization in Denmark. The idea is to provide various modules from conceptual understanding, to conceptual application and devising context-specific tools. Follow-up training had been sponsored by DANIDA in Bhutan for the purpose. Yet, partners across thematic areas and agencies aver to lack of tools on gender mainstreaming. The fact is that there are so many tools from various sources around the world already, UNDP included. The remains that “packaged” tools will need to be attuned to local situations and it rests upon programme implementers to innovate in order for the tools to capture subjective realities.

But, while building capacity at the level of implementing partners, UNDAF/cCPAP has been supporting efforts at training women acquire skills to become productively engaged. It has been supporting efforts across thematic areas to facilitate enabling environment through policy formulation and the creation of mechanisms for more participation of women.

Making available resources, by way of training, credits/loans, free education, free health & medical care, etc is only one part of the intervention. As in the example of credits, only 15%[[20]](#footnote-20) of the target beneficiaries under UNDAF/cCPAP has come forward to access credits til date. Hospital facilities are available for free but records show that there has been only 66% institutional deliveries[[21]](#footnote-21) in spite Government efforts to encourage women to give birth in clinics and hospitals. This holds true for opportunities, too. As shared during the consultations by UNDAF/cCPAP partner in the Local Government Unit, people are not coming forward to show interest in running for election even as preparations for local elections are underway. There are reasons specific to men and women why they are not accessing credit nor coming forward to register interest in running for elections, likewise why women do not avail of medical facilities. Partners and stakeholders in UNDAF/cCPAP have to probe into situations like these if development programming is to be deepened.

Overall, UNDAF/cCPAP would have provided the momentum in gender mainstreaming in Bhutan not only in terms of supporting the preparations for the NPAG 2008-2013 and its reflection in the Tenth Five Year Plan 2008-2013. UNDAF/cCPAP has helped Bhutan through NCWC to meet its commitment on CEDAW and CRC through periodic reporting on the status of women and children in the country, respectively. In the same vein, UNDAF/cCPAP has been instrumental in Bhutan taking action on women’s issues and gender issues on the basis of the CEDAW Concluding Comments, e.g. making available sex-disaggreagted data, strengthening the NCWC by giving it more autonomy and resources, by facilitating law against domestic violence, increasing women’s political participation. More needs to be done like Bhutan’s ratification of the Optional Protocol to CEDAW.

The time is right to upscale gender mainstreaming activities in Bhutan. The groundwork has been covered in the first 2.5 years of the UNDAF 2008-2012 cycle, technical and resource inputs have been made and partners need to muster the confidence to take things forward. Common issues across themes/sectors have been highlighted but sector-specific issues could lend better understanding into the progress of UNDAF/cCPAP Outcomes.

A brief look at the range of issues and programme interventions under each UNDAF Outcome is deemed helpful to genuinely assess the extent of interventions thus in UNDAF/cCPAP.

**Key Findings on UNDAF Outcomes**

**UNDAF OUTCOME ONE: By 2012, opportunities for generation of income and employment increased in targeted poor areas (MDG 1,8)**

**1.1 Access to socio-economic services, markets and information improved for smallholder and marginal farmers in targeted rural areas.**

**1.2 Food security among smallholder farmers and other vulnerable groups in targeted rural areas enhanced.**

**1.3 Capacity of the RGOB strengthened to formulate policy framework for Private Sector Development with focus on employment generation and pro-poor growth through the promotion of MSMES.**

**1.4 New Micro and SMEs and jobs created with emphasis on women and youth.**

**1.5 Enhanced capacity of public sector to implement results based on policy, plan and programme development for MDgs, GNH and other national priorities.**

Per MDG 1, Bhutan is on track in its efforts to halve the proportion of the population living below national poverty line (target 1) from 36.3% (2000) to 23.2% (2007) thus far. It has achieved target 2 in terms of reducing the percentage of under-weight under-five children from 19% (2000) to 11.1% (2009). Attention is needed in dealing with the population below the minimum level of dietary energy consumption (2,124 Kcal) although there is declining percentage of people in this category from 3.8%(2000) to 5.9%(2007). Attention is also required to look into the percentage of under-height under-five children although there is declining incidence from 40% (2000) to 37% (2009).

Youth unemployment (MDG 8, target 14) is a matter of concern rising from 2.6% (2000) to 9.9% (2007) and 12.9% (2009). Bhutan is on track in regard target 18 on cooperation with the private sector and availability of new technologies especially ICT but there is no sufficient data on the number of internet users in the country.

While Bhutan is faced with poverty situation especially in rural areas in spite its improved gross national income, UNDAF/cCPAP has targeted interventions to reverse the situation. While recognizing women’s position in the household, women have to be explicitly acknowledged as farmers, too, and specific interventions to cater to their needs are required.

There are efforts at introduction of farm equipment, meant to facilitate better agricultural production even in difficult terrains. This could, however, lead to the marginalization of women in farming. It’s been established that mechanization displaces women because their traditional roles would have been taken over, likewise because of their inability to acquire nor operate the machines.

More than 80% of rural population has access to credit; loans to “farmers” or member “households” for SLM, livestock, entrepreneural activites are made available but only 15% percent avail of loans[[22]](#footnote-22). The questions to be asked include:

* *Who can avail of the credits/loans? what are the requirements to access credit?*
* *Who actually avails of the resources? Do women actually avail of the loans? For what? With collateral (who, how much)? Without collateral (who, how much)?*
* *Are people (men, women) able to repay?*

Among the estimated 274,000 employed in Bhutan, two-thirds are in the agricultural sector, 3 out of 20 work in industry, 3 out of 20 work in the services sector and 1 out of 40 work in other enterprise (BLSS 2007). Age group 18-35 years corresponds to the youth, the economically productive age but youth unemployment rate has steadily increased from 2.6% (2000) to 9.9% (2007)[[23]](#footnote-23) and rising to 12.9%[[24]](#footnote-24).

There is growing concern for child labour in Bhutan who are mainly as domestic helpers. Although there is no hard data, there is also growing concern about girls in the entertainment (“drayangs”) & service industry, and the consequential issues of general health and safety, sexual harassment, etc.

Migration is the work of push-pull factors. A recent challenge in Bhutan is the increasing trend of rural-urban migration. The trend is attributed to impact of globalization, new aspirations and lack of employment in rural asreas. The need to look at the educational and vocational curriculum to address demands in the market should be considered.

Export is 49.2% of GDP[[25]](#footnote-25). Bhutan has no quality branding for its international marketing[[26]](#footnote-26) although Bhutan SEAL of Excellence and Quality had been introduced in partnership with UNDP.

There are many gender neutral interventions but because they are not purposive, the issues are not dealt with squarely. Efforts at gender mainstreaming may be bolstered by capacity-building as they relate to the specific thematic area. More sex-disaggregated data is required on access to resources (property, credits, infrastructure, etc), opportunities by gender, and also analysis of gender division of labour, etc to be able locate women, men, girls, boys, other gender accordingly. Database on cultural resources, indigenous and appropriate technology practices practiced by men and women should be considered.

**UNDAF OUTCOME TWO: By 2012, increased access and utilization of quality health services with emphasis on reproductive health, maternal and child health and nutrition, HIV/AIDS, TB, Malaria and non-communicable diseases (MDG 4,5,6)**

**2.1 Capacity of RGOB to formulate and implement results oriented policies and strategies that create an enabling environment for reproductive health, maternal and child health, STI, HIV/AIDS, TB and malaria programmes strengthened.**

**2.2 Capacity of RGOB strengthened to increase access to & delivery of quality health services for all including reproductive health, maternal and child health and nutrition, TB, malaria and other non-communicable diseases.**

**2.3 Capacity of government to respond to prevention, care and treatment of HIV/AIDS and STI through multi-sectoral approach strengthened.**

**2.4 RGOB and community partnerships enhanced to promote utilization of health services.**

Bhutan is reportedly on-track per MDG 4 (target 5 on reduction of U5 mortality rate) and MDG 5 (target 6 on reduction of maternal mortality ratio). It needs to give attention to HIV & AIDS per MDG 6 (target 7 on reversal of spread of HIV & AIDS). Bhutan is also reportedly on track per MDG 6 (target 8 on reversing incidence of malaria and other major diseases)[[27]](#footnote-27).

Health indicators are very positive based on indicators like infant mortality rate, maternal mortality rate, under-five maternal mortality rate. Concerns remain in the following areas:

* Institutional deliveries (and maternal deaths resulting from PPH on home deliveries)
* HIV & AIDS
* Sanitation and hygiene
* Link between gender and diseases like nutritional anaemia

Bhutan’s health care and delivery system is massive. There are 31 hospitals, 15 BHU1, 166 BHU2, 37 ind. Units, 418 ORC with shed and 100 ORC without shed across Bhutan[[28]](#footnote-28). Information on proper nutrition, health care, hygiene, HIV and AIDS, family planning, etc are provided through these channels as also through the school system and NFEs

# A Glimpse of the Health Care and Delivery System in Bhutan

*(A Field Visit Report on BHU Drukgyel, Paro, Gender Evaluation Mission, 21 August 2010)*

The Basic Health Unit in Drukgyel is a 5-bed centre with basic laboratory facilities, OPD, examination room, room for Family Planning sessions, medical supplies storage room and staff station/office. Posters and charts on Family Planning, the human anatomy, the adverse effects of smoking, are on display. The rooms, the linens and equipment are kept clean, as also the area around the centre.

The Drukgyel BHU is staffed by two(2) men and two(2) women; the Drukgyel BHU is supervised by a woman District Health Officer, one(1) of only two(2) in the whole of Bhutan presently. They cater to a population of 7,644 adults of which 3767 are male, 3877 are female plus 163 children (no sex-disaggregated data on this) across 1450 households. This BHU coordinates with six(6) Outreach Clinics in the catchment areas with six(6) village workers, two(2) female and four(4) male, providing information to the locals, attending to basic health complaints and dispensing basic medicines. A BHU staff visits the villages once monthly or as often as may be required.

The BHU provides 1) preventive & promotive interventions and 2) curative interventions. Awareness-raising on Family Planning (temporary) methods, protection against HIV and AIDS and other cases are being undertaken. Immunization and ante-natal services are provided. Condoms (for men) are made available through the BHU and female condom has been introduced, although supply of the latter is just about being used for instructional purposes. While giving birth at home is discouraged due to the danger of post-partum haemorrage (PPH), many women prefer to deliver at home for various reasons, nonetheless ongoing campaign in this regard is being pursued.

The staff’s commitment to patients is very clear: to provide medical treatment regardless of the antecedents of any patient, e.g. a woman who is pregnant and would not reveal the child’s father’s name will be provided medical/health service. While the BHU staff members are not trained to counsel survivors of gender-based violence, they provide medical treatment as required. Every BHU demands for female staff to conduct pap smear, IUD insertion and like tasks but there are not enough female staff available.

There are 144 cases of HIV positive detected to date but only 109[[29]](#footnote-29) people living with HIV and AIDS are in the country. Eighty (80)% of infections occur in people in prime working ages between 15-39, a matter of grave concern given that 60% of the population is less than 25 years. Mode of transmission is primarily heterosexual at 88.9%; other modes of transmission include vertical transmission at 9%, IDU (probable) at 1.4%, blood transfusion (outside Bhutan) 0.7%. No data on homosexual/MSM transmission. While considered low-level epidemic, the potential for spread cannot be ignored in light of the following reasons, thus:

* porous border
* young population most vulnerable
* high risk sexual practices (multiple and/or concurrent partners, intergeneration and transactional sex)
* other risk factors
* increasing number of sex workers
* emerging problem of substance abuse
* low awareness about transmission and protection measures
* low literacy rates, especially among rural women
* denial, stigma and discrimination
* low rates of condom use and limited negotiation power for condom use, which hampers the translation of knowledge to appropriate change in behaviour.

The Tenth Five Year Plan mentions HIV and AIDS as a cross-cutting development theme which shall be addressed through various strategic initiatives over the plan period. There has been comprehensive information-dissemination since 1993 from national to the grassroots via BHUs, schools, NFE centers, IEA materials, etc.

Gaps in data must be given attention. Data collection must include women, men, girls, boys, other gender; likewise, data on sex workers, drug users must be collected. Analysis and awareness among the public of link between gender and health, e.g. gender and HIV & AIDS, gender and nutrition, etc. is important. Awareness on women’s “control over one’s body” alongside Family Planning campaigns and discussion on sexuality issues in appropriate for a should be facilitated. Health-seeking behaviour especially among women must be improved. There must be efforts to encourage more women medical and health professionals.

**UNDAF OUTCOME THREE: By 2012, access to quality education for all with gender equality and special focus on hard-to-reach population improved (MDG 2, 3)**

**3.1 Improved quality of education delivered by relevant stakeholders.**

**3.2 National capacity to revise and implement the educational curricula enhanced.**

**3.3 School enrolment, particularly for girls, increased through improved facilities, school feeding and targeted advocacy.**

**3.4 National capacity strengthened to address the emerging challenges faced by young people.**

Per MDG status in Bhutan[[30]](#footnote-30), primary school target is on track, secondary school target is achieved, tertiary school target needs attention.

Bhutan provides free education until 10th grade, including matriculation fee and books. Feeding programme is supported by WFP to encourage more children, especially girls to attend school. Mess Committees with equal representation of boys and girls are formed to help the school management with the feeding programme following a given ration scale.

WFP help build hostels for students and Matron’s quarters especially in hard-to-reach areas. While WFP provides the physical infrastructure, UNICEF provides training for Matrons to build their capacity. UNICEF also provides Child Friendly Schools(CFS) across Bhutan which works on the core principles of inclusiveness, child-centredness and democratic participation. Gender-responsiveness is central to the concept of CFS.

Between 2008-2009, the relative percentage of girls’ enrolment in Class XI in Public Higher Secondary Schools increased by 3% from 39% to 42%; in private schools, it dropped from 52% to 50%[[31]](#footnote-31). The transition from Class X to Class XI impacts girls negatively[[32]](#footnote-32) as borne out by official data. As part of Youth Development, the Ministry of Education introduces changes appropriate for the young population in keeping with the changing context in Bhutan.

Modules on subjects like HIV/AIDS, Lifestyle Education, Sex Education are made part of the curriculum to respond to needs. The gradual addition of courses may yield to a comprehensive national review of the curriculum framework. Gender mainstreaming through review of contents of curriculum and educational materials could prove very effective.

NFE provides functional literacy, parenting skill, awareness on HIV/AIDS, nutrition, and other practical modules to people who had no opportunity for formal education. There are 688 NFE centers across Bhutan with 756 instructors, of whom 315 are male and 441 are female. There are more female learners than male across levels[[33]](#footnote-33). Underlining the NFE is a vast possibility for social change, with women possibly harnessing their number and collective strength to participate more substantively in the public life like the electoral process, employment, etc.

**Case Study on NFE**\*

The story of Pema, NFE Learner, is the story of many women in the NFE classes. She came to the NFE to learn how to read and write; she didn’t know anyone in class. Months down the line, she now knows whether the book is upright or not. She can sign her name, read prayers and chant from the prayer book. She can go to the hospital and find her way around because she can already read/understand the signages and notices. More than writing and reading, Pema is now friends with everyone so she enjoys coming to class even more. Pema didn’t have the opportunity to go to school when she was young but NFE has offered her the chance to do in adulthood what she missed in childhood; additionally, NFE offers support system for women participants in a way not foreseen.

\* from a field visit to NFE Centre, Woochu Lower Secondary School, Paro by the Gender Evaluation Mission/International Consultant, August 21, 2010

# Significant inroads on gender mainstreaming have been made in the educational sector. In furtherance, there must be emphasis on quality in the school education system alongside access to education. Increased efforts to close the gap at the tertiary level must be made. Beyond gender parity, the need for gender equality[[34]](#footnote-34) encompasses equality of opportunities, quality in learning process, equality of outcome and equality of external results. With emerging challenges in Bhutan on youth unemployment and rural-urban migration, the formal educational system as also the vocational centres have to take note of the changing socio-economic scenario in order to be more responsive to boys, girls, other gender.

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| **UNDAF OUTCOME FOUR: By 2012, institutional capacity and people’s participation strengthened to ensure good governance** |

**CT Outcomes**:

* 1. Transparency, efficiency, effectiveness, participation and accountability strengthened at all levels
  2. Strengthened national capacity and systems to formulate, review and implement national legislations in line with ratified international conventions.
  3. Capacity of key institutions to support parliamentary democracy strengthened
  4. Local governance systems and capacity strengthened with increased participation of women.

To achieve the above outcomes, the UN has rendered support through relevant agencies that include ACC, RAA, GNHC, MoIC, OAG, Media, NCWC, RENEW, ECB. The output and activities are mostly targeted towards capacity building, institutional strengthening of key agencies, enhancing public participation, access to information and transparency and increasing public awareness on gender inclusive democratic governance, rights and duties.

While gender has not been effectively mainstreamed in the CT outcomes, output and activities, there are few outputs and activities that are specifically targeted at creating enabling policy environment for addressing gender issues and concerns. The lack of gender sensitive outcome, outputs and indicators could be attributed to lack of technical in-house capacity and resistance from IPs due to lack of common understanding on gender during its formulation.

As CT Outcome 2 is largely targeted towards women, there appears to be certain amount of complacency and oversight in addressing gender during formulation of other projects under governance. While gender is mentioned in project document and AWP, there are no related activities and indicators that could contribute towards reducing digital divide between men and women, gender inclusive democratic governance, and increased/effective participation of women in decision-making and developmental activities. Attention has also not been paid on ensuring and maintaining gender disaggregated data and as a result, gender disaggregated data is absent in many of the projects whether in terms of beneficiaries or participants in the activities.

While there is some progress with gender mainstreaming, it has not effectively addressed gender due to lack of adequate capacity in gender mainstreaming, strategies and tools besides lack of common understanding not only between UN and RGoB but also within UN staff.

As such, the projects under CT Outcome 2 covering the RAA, ACC, Media, MoIC, CBS, OAG projects are largely gender neutral. The OAG project has supported capacity building and institutional strengthening but it has not supported activities targeted at gender sensitive legislation process. While the GFP is sensitized on gender to a certain extent and has reviewed the domestic violence bill, parental incentive bill, labour rules and regulation from gender perspective, he is faced with challenges within his organization in effectively encouraging gender sensitive legislation process without the common understanding on its need.

The media project has supported institutional capacity development of DoIM and capacity building of the media but no gender component has been included in the trainings to encourage gender sensitive media reporting and coverage nor was there any effort in encouraging higher participation of women in the trainings.

The CBS project which supported integration of GNH indicators into the national planning and monitoring mechanism appear gender neutral. While the output reads, ‘Existing pro-poor and gender sensitive indicators mapped and reviewed through an inclusive participatory process,’ the indicators are not gender sensitive which is likely to result in gender neutral policies and projects. The participation of women in awareness and consultative workshops was lower and there was no effort aimed at higher participation of women and other marginalized groups so that views and concerns could be addressed.

The projects under CT Outcome 2 which covers NCWC and RENEW are mainly targeted at women. The activities under NCWC project covering mainly capacity building to meet international reporting obligations, to promote women and child friendly procedures and enhanced awareness on CEDAW and CRC has addressed gender issues and concerns to a certain extent. However, NCWC as the most relevant agency that is well placed to create an enabling policy environment for women has not effectively addressed this. While the project has supported high level sensitization and advocacy programs, it has not enabled good understanding of gender issues and concerns in the country amongst policy makers. This was because the programs was largely focused on CEDAW/UPR, recommendations, mandate of NCWC. To create the necessary political will and commitment, it is essential to sensitize to policy makers on the gender issues and concerns within the country as they need to understand the value and benefit for Bhutan rather than addressing this as it is a requirement by donor agencies or international obligations. While it has effectively established a good network of GFPs in all ministries, NGOs, RCJ, Police and Corporation, there is poor coordination and follow up.

Further, while NCWC has created a good network of gender focal point in various agencies and organizations, there is lack of adequate coordination and follow up particularly on the implementations of the NPAG recommendations.

The RENEW project seems to have delivered well thus complementing the efforts of NCWC in meeting the CT Outcome. There is scope for more clearer ToR for the RENEW volunteers who currently seem unclear about their mandate. There are also opportunities for RENEW to cover sexual harassment at work places, during religious festivals and drayangs which is a growing trend.

Projects under CT Outcome 3 includes ECB, Parliament and BCMD. The ECB project has helped strengthen institutional capacity of ECB in conducting free and fair elections and has addressed participation of women and disabled in elections. However, it has not been able to effectively address enhanced public awareness on gender inclusive democratic governance through civic education. This could be attributed to lack of common understanding between ECB and UNDP on its importance and there is need to pursue further on this to create a common understanding and support towards this.

The support towards Parliament has also contributed towards strengthened capacity of the institution and parliamentarians. While a handful of parliamentarians appear gender sensitized, there is need for creating better understanding of issues and concerns related to Bhutan.

The BCMD project could have ideally addressed the output, ‘enhanced public awareness on gender inclusive democratic governance, rights and duties through civic education,’ as the only NGO in the country working towards strengthening Bhutanese democracy. However, the activities under this project is gender neutral and there is not much linkages between its activities and the above desired output.

The LGSP project under CT Outcome 4 has few gender sensitive activities and indicators. While female participation during planning, implementation of activities and capacity building are encouraged, their high participation is not likely without some kind of affirmative measures.

While the IPs have been requested to maintain gender disaggregated data, it will be essential to ensure that this information is being maintained which will be useful for future planning and projects.

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| **UNDAF OUTCOME FIVE: By 2012, national capacity for environmental**  **sustainability and disaster management strengthened (MDG 7)** |

**CT Outcomes**

5.1. National capacity to mainstream environmental concerns into policies, plans and programs enhanced.

5.2 National capacity for disaster and risk management strengthened

5.3 Access to sustainable energy and livelihoods for remote Gewogs improved

5.4 conservation of bio-diversity and eco systems enhanced

To achieve the above outcomes, UN has rendered support through relevant agencies that include GNHC, NEC, RSPN, DDM, SQCA, DoE, DGM, MoAF, NCD, NBC, NSC and Thimphu City Corporation. The output and activities are mostly targeted towards capacity building in mainstreaming environment and disaster/climatic risk, conservation of bio-diversity and institutional strengthening of key agencies, enhancing public participation.

While the UNDAF/CT Outcomes, Output and indicators appear gender neutral, there are apparent efforts in mainstreaming gender during formulation of all new projects which is reflected in project documents and AWPs with few gender sensitive activities and indicators. Gender issues have also been taken into consideration during Mid Term Review and Terminal Evaluation and IP’s have been specifically been informed to maintain gender disaggregated data which are monitored through progress reports.

As a result, projects such as the Biodiversity, Poverty Environment mainstreaming initiative , human wildlife conflict and community micro hydro delivery model at Sengor seem to have made significant difference for women with large number of beneficiaries being women in terms of income, employment. There has also been high participation of women in activities under these projects.

The Sengor Community Micro Hydel has made significant positive difference for women in particular with reduced burden of gathering firewood, increased ease and reduced time spent cooking and thereby allowing time for other livelihood or income generating activities, better health and sanitation of families and general improvement in the living standard of families and communities. It has also led to initiation of small enterprises started mainly by women.

The UN support has also covered a series of community based disaster management preparedness trainings involving both men and women and mock drills under earthquake project that was conducted in few pilot schools.

While UN supported Environment and Disaster Management projects have addressed gender issues and concerns, adequate gender analysis has not been carried before formulation of projects. The lack of technical capacity coupled with baseline data and related research may have constrained this exercise. There is lack of common understanding of gender and the importance of addressing gender for environmental sustainability and disaster management between UN staff and IPs. There is also limited understanding on the linkages between environment, disaster management and gender.

While gender has been addressed at the activity level, the results are not very visible and measurable at the outcome level because the indicators are not gender sensitive.

While efforts have been made in monitoring gender mainstreaming under environment and disaster management projects through quarterly progress report and project implementation reviews, there were challenges as there is no requirement for gender based result reporting and disaggregated data in the current format.

**GAPS AND CHALLENGES**

The RGoB and UN Agencies operating in Bhutan have committed themselves to work towards gender equality, women’s empowerment activities and mainstreaming gender into the programme interventions. During formulation of UNDAF/cCPAP gender was considered as cross cutting and was expected to be mainstreamed across all thematic areas.

A review UNDAF/cCPAP, related projects and AWPs revealed few outcomes/output/indicator/activities related to women empowerment or creating enabling environment for gender mainstreaming but an in-depth analysis indicates that gender has not been effectively mainstreamed. Since most of the projects are either ongoing or closed, there is not much that could be done to address in the current UNDAF cycle. Thus, we reviewed the internal and external factors that would have impacted gender mainstreaming efforts either positively or negatively. In addition, some key programmes and projects that could directly contribute towards current gender mainstreaming efforts or women empowerment thus creating an enabling environment, has been reviewed from gender perspective such as projects with NCWC, RENEW.

It has been observed that gender has not been effectively addressed in the current programme/projects within UNDAF/cCPAP. This could be attributed to a number of internal and external factors which could have affected negatively or positively as follows:

1. **Operating environment during formulation of UNDAF/cCPAP:**

During the formulation of the UNDAF between 2006 – 2007, there was no common understanding on gender between UN and RGoB. Gender was considered a sensitive issue, perceived as ‘donor-driven’ and thus was considered a priority for the country. While attempts were made in respective Theme Groups in addressing gender, it received much resistance. The lack of baseline data and adequate sex disaggregated data had further posed difficulties during formulation of indicators. As such, the UNDAF/cCPAP has not been effectively gender mainstreamed.

However, UN and related partners seem to have made inroads in addressing gender as policy makers and relevant agencies are now talking about gender and there is certain amount of awareness and acceptance of gender. This could be attributed to number of discussions on the subject during formulation of UNDAF/cCPAP, formulation of programme/projects and continued concerted efforts made by UN in pursuing gender with RGoB at all levels and at all occasions including support with sensitization programmes, workshops, continued dialogue and pressure on the need. As a result, the environment appears more conducive and it is timely to work towards further gender mainstreaming efforts.

**2) Challenges with UN system during formulation of UNDAF/cCPAP**

The UN-Co Chairs were expected to effectively mainstream gender in respective programmes. Without adequate training in gender analysis and mainstreaming, they were challenged in effectively analyzing and mainstreaming gender besides operating in an environment that was not very supportive.

**3) Gaps during implementation of UNDAF/cCPAP**

During formulation of programmes and projects leading to different activities, close attention has not been paid between the activities and broad UNDAF outcomes from gender perspective. As a result, while gender is mentioned in the project document and annual work plans (AWP), there are no clear activities and indicators that are linked to output and outcome from gender perspective and it is not well integrated into all the programmes.

**4) Lack of capacity within UN**

Thecontinued lack of internal capacity within UN agencies in gender analysis and mainstreaming seems to have posed challenges in effectively addressing gender during formulation of project documents and AWP. It also appears that no conscious effort was made during formulation of projects with most project managers of implementing partners pointing out that gender did not feature during formulation and it wasn’t a requirement in their respective projects.

1. **Lack of adequate requirement in AWP and the progress report**

There is also lack of adequate requirement on implementing and reporting on the progress of activities from gender perspective which possibly could have led to gaps in addressing gender effectively during implementation.

**6) Inadequate monitoring from gender perspective**

There are also gaps with effective monitoring of programmes and projects from gender perspective. The UN Gender Task Force with support from of GFPs, Co-Chairs and M&E group could play a more active role in monitoring projects from gender perspective with regular interaction and project appraisal meetings.

**7) Limited understanding of gender and its related issues amongst policy makers and implementing partners**

While there appears to be fairly good understanding of Bhutan’s international obligations, there is limited understanding of gender and related issues in the Bhutanese context amongst policy makers and implementing partners. Gender-neutral policy is viewed as a positive option and there is a general belief that any affirmative measures for women could go against the Constitution. There is no realization that gender-neutral policies could perpetuate the current gender gaps and inequalities as no study has been conducted so far highlighting the gaps and gender related issues. Therefore, there is lack of acknowledgement that gender inequality exists. In addition, gender is viewed as the sole responsibility of women related organizations such as NCWC and RENEW and not as a cross-cutting issue and responsibility of every agency/organization. This continues to create barriers in addressing gender effectively.

**8) Lack of adequate capacity of GFPs**

Currently, there are 34 GFPs from government agencies, NGOs and corporation who are fairly well sensitized on gender and related concepts as a result of number of trainings and sensitization workshops supported by UN and development partners. However, as these trainings have been conducted overseas or by international experts, there is limited understanding of gender in the local context with some GFPs still questioning whether gender is an issue for Bhutan. For those who appear fully sensitized on gender are unaware of issues related to their specific sectors. Besides, lack of adequate data and information, they are also challenged without adequate tools in conducting gender analysis and mainstreaming within their respective agencies. The GFPs have pointed gaps between training provided and practice and need for different tools for different sectors and provision of hands on training.

**9) Lack of continuity, recognition and decision making mandate of GFPs**

The lack of continuity also affects effective follow through and understanding. In addition, the absence of accountability and recognition of the additional responsibility, has not provided incentive for GFPs to effectively work towards addressing gender mainstreaming in their respective agencies. They are further constrained with the lack of decision-making mandate as they are often challenged by their counterparts and supervisors. According to GFPs, concrete examples and reasons are required on why gender should needs to be addressed and how it can make a difference. As a result, gender mainstreaming remains more on mind than on paper and action.

**10) Lack of effective coordination by NCWC**

Most IPs consider NCWC as the relevant agency and well placed in creating the enabling environment for women empowerment initiatives and gender mainstreaming efforts. It was pointed out by stakeholders that NCWC should drive the political will instead of blaming the RGoB. While NCWC has worked effectively in addressing children related issues, not much has been done for women besides sensitization workshops on CEDAW, CRC and their mandate. There has been poor coordination and follow through with the GFPs after their trainings and on the implementations of the recommendations of NPAG. While NCWC has build a strong network of GFPs, they are not being used effectively**.** The management issues was pointed out as a key concern by development partners which has led some of them to forego opportunities with resource mobilization for gender related projects.

# Mechanisms for Gender Mainstreaming in UNDAF/cCPAP

UNDAF/cCPAP has a comprehensive mechanism for gender mainstreaming in Bhutan. The UN System (UN as One) and the RGOB work in tandem for the realization of the UNDAF Outcomes. Other partnerships are available through multilateral and bilateral agreements with RGOB. There is a strong commitment towards gender equality from all the sides. A network of Gender Focal Points (GFPs) serve as the vehicle for gender mainstreaming[[35]](#footnote-35). The GFPs from both the UN and RGOB comprise the Gender Task Force for the UNDAF/cCPAP.

UNDAF/cCPAP supports the implementation of NPAG 2008-2013 and the Tenth Five Year Plan 2008-2013. It acknowledges NPAG’s overall strategy focusing on three (3) aspects, thus:

1. Strengthening capacity of Gender Focal Points (GFPs), the Gross National Happiness Commission (GNHC), and the National Commission for Women and Children (NCWC);
2. Strengthening collection, analysis and use of sex-disaggregated data and gender-related information; and,
3. Integrating gender into monitoring and evaluation.

UNDAF/cCPAP works side by side with both the NCWC[[36]](#footnote-36) and GNHC[[37]](#footnote-37); both are crucial partners in the success of UNDAF/cCPAP**V. Recommendations**

This section of the report notes the lessons learnt from the UNDAF/cCPAP experience thus far and translates those into do-able recommendations. The recommendations could help realign the UNDAF/cCPAP Outcomes for the rest of the cycle or give impetus for gender mainstreaming in UNDAF/cCPAP 2008-2010 but would hopefully be observed during the preparations/planning for the next UNDAF cycle.

# 1.0 On Gender Perspective in planning, implementation, monitoring and evaluation (PIME)

## 1.1 Introduce gender perspective throughout the project cycle, e.g. planning, implementation, monitoring and evaluation. The centrality of gender must be consciously acknowledged even during the annual work planning exercise, quarterly reviews and reporting.

## 1.2 A thorough gender analysis must be employed at every stage of the planning cycle.

## 1.3 Design M&E with qualitative indicators alongside sex-disaggregated data, e.g. participation (kind of participation/roles and extent of participation) of women, men, boys, girls, other gender; benefits/disadvantages - both intentional and unintentional, of interventions for women, men, boys, girls, other gender, etc.

## 2.0 On data, studies, reports

## Systematically provide sex-disaggregated data through documentations, periodic reports, M&E reports. This has to be part of the standard operating procedure of UNDAF/cCPAP. Where formats and checklists exist, they must be rolled-out/implemented.

## Existing data should be collected, collated and analyzed from a gender lens and made available for use in policy and programme planning.

## Share widely various existing studies & reports on Bhutan by different agencies and individuals to inform policy reform and formulation and enrich programme implementation.

* 1. In sectors where sex-disaggregated data do not exist, a purposive exercise must be undertaken to collect the same. Coordination with the National Statistics Board (NSB) in this regard may be considered.

## Aside from women, men, boys and girls, data on other gender (homosexual, transgender, MSM) would be crucial especially for HIV & AIDS interventions, gender-based violence, employment opportunities, etc.

# 3.0 On Coordination & Leadership

3.1 Implement or define more clearly the mechanism relating to the network of Gender Focal Points viz-a-viz the NCWC, strengthening the coordination by and the leadership of NCWC.

3.2 Define clearly the GNHC-NCWC mechanism to strengthen gender mainstreaming

with RGOB and in UNDAF/cCPAP.

# On Gender Task Force & Gender Focal Points

# Provide that the mandate & accountability for gender mainstreaming by

# GFP is not confined to an individual but officially shared by a unit or division within the IP. This may also be considered in the UN system.

* 1. Strengthen the network of GFPs and the RGOB-UN Gender Task Force

through continuing education on gender issues vide information bulletin, solution exchange discussions and training;

* 1. Institute a system of reward & accountability by making gender

mainstreaming work a key result area (KRA).

4.4 Document institutional memory to help facilitate continuity in

UNDAF/cCPAP

# 

5.0 On Gender-Responsive Budgeting (GRB)

## Initiate gender-responsive budgeting through facilitating understanding

## and building skills in this respect

## 5.2 Facilitate review of budget by the various ministries and agencies and provide technical support in undertaking the process of GRB.

## Initiate consultations among the partners on the institutionalization of the

## same.

# 6.0 On Gender Sensitization and capacity-building

## Facilitate continued, parallel gender sensitization of UNDAF partners in RGOB and the UN System.

## Promote multiplier effect through echo training by returning participants.

* 1. Sensitize the media to help with public awareness on gender issues
  2. Support campaigns through TV ‘spots’ or ads on gender issues (see box on Bell Bajao best practice) or gender equality.
  3. Parallel sensitization of the decision-makers across levels, the general public and the women at the grassroots.

**Case Study: Bell Bajao Project, Breakthrough**

Breakthrough is multi-cultural feminist organization with bases in the US and New Delhi. It works extensively in raising awareness about issues of violence against women through creative media. It organizes film festivals, concerts, dance performances and produces music CDs, among others. With support from organizations like UNIFEM, it makes TV ‘spots’ like its “Bell Bajao” campaign showing how neighbours can avert or stop domestic violence by simply ringing someone’s doorbell when one hears commotion or altercation in the house. This campaign has been effectively raising awareness on the issue of domestic violence in India and is being shown on national television.

* 1. Policy and legal reform and advocacy
  2. Support the process of educating the public on gender and law, women’s rights-human rights, gender equality and justice
  3. Support campaigns for policy and legal reform, e.g. DV Bill
  4. Facilitate understanding by law-makers of the gender dimensions of the law
  5. Facilitate training of lawyers on the gender dimensions of the law.

8.0 On Multilateral and Bilateral partnerships

## Strengthen synergy of ongoing partnerships with multilaterals and

## bilaterals in sectors like health, education, environment, poverty reduction. While not all may have specific women-only projects, all donors work on gender mainstreaming

## Create a forum for donors to share experiences, expertise and ensure that

## there is no replication (nor contradiction) of interventions

## 8.3 Facilitate more cohesive and substantive engagement of all UN partners in UNDAF 2008-2012 especially those not based in Bhutan, e.g. UNIFEM, UNESCO, etc

# 9.0 Formulate Gender Strategy Plan for UN as part of UNDAF/cCPAP

# 10.0 UNDAF 2013-2017

## Consider enough time/start the process early for gender analysis as

## integral part of the planning process and ensure gender perspective

## throughout PIME.

10.2 Institutionalization of gender-responsive budgeting.

**THE WAY FORWARD**

**1) Capacity building of UN staff**

Gender sensitization programmes within UN has not proved effective with some still questioning whether it is related to their projects or reflecting on the progress made through number of men and women. There is need for intensive gender sensitization programmes that is related to national context and different areas. Sessions could also include international best practices that is related to Bhutan in addressing gender.

2) **Greater sense of responsibility and accountability required amongst all UN staff at all levels**

With the gender focal person in each unit/agency and gender task force, there is a tendency to rely on them for any gender mainstreaming efforts. It is essential for all UN staff to take full responsibility of formulating, monitoring and evaluating respective projects from gender lens to ensure that both men and women benefit equally and it does not perpetuate further inequality. Greater accountability can be ensured by assessing performance in the key results. The current practice of one area in the five key result maybe broadened with the inclusion of gender mainstreaming initiatives across all projects.

**3) Strengthening the technical capacity of UN Gender Task Force and UNDP gender specialist**

The UN Gender Task Force could be encouraged to play a more active role in gender mainstreaming and monitoring with provision of adequate hands on training. Currently, there is only one UN staff with an academic background on gender. Her expertise maybe strengthened with further hands on training on gender mainstreaming which will enable her to play an effective role in conducting ToT for the entire UN.

**4) Support research and study on gender assessment covering all spheres and way forward**

While NPAG has been formulated with wide stakeholder consultation, there is need for an independent research on gender issues and concerns in the country covering all sectors. This will provide the policy makers and relevant agencies with adequate information on gender analysis and mainstreaming besides allowing greater acceptance of gender related issues.

**5) Capacity building of GFPs**

It is important to identify and designate appropriate officials as GFPs in different agencies and sectors against a set of criteria such as position, experience, qualification, interest in the subject and aptitude for more effective performance. Their capacity maybe further strengthened with hands on training with gender analysis, mainstreaming and monitoring from gender perspective.

**6) Formulation of adequate reporting format**

To enable effective monitoring of projects from gender perspective it is necessary to formulate adequate progress reports and reporting format. It is also necessary to stress on sex disaggregated data and how targets aimed at addressing gender issues is in progress or has been achieved. Gender should be more focused and result oriented

**7) Development of Gender Strategy Plan for UN**

There is need to develop a gender strategy plan for the UN system linking different areas of support and activities of resident and non-resident UN agencies. The plan maybe directed towards the eventual goal of achieving gender equality in Bhutan.

**8) Gender sensitization of policy makers**

While there is good amount of understanding of Bhutan’s obligations with CEDAW and CRC amongst key policy makers, there is need to create good understanding of gender in the local context and why it needs to be addressed and how closely it is related to our national objectives and GNH. A good mix of national and international expertise is recommended for such sensitization programmes. The national expert could reflect on local context which may be complemented by international expertise with best practices and lessons learned on issues of relevance to Bhutan. Further, the belief that gender is pro-women and donor-driven maybe also be removed amongst both UN, RGoB and stakeholders.

**9) Gender sensitization of key agencies**

Key agencies that could play a key role in addressing gender issues in the country like ECB, GNHC, DoIM, DLG, BICMA, CBS, MoHLR, MoE, MoH etc. could be targeted for gender sensitization programmes. Rather than sensitizing one or two policy makers in every agency, there is need to include the entire policy and planning unit and other relevant divisions and departments to create a common understanding across the entire agency or sector.

**10) Gender sensitization of the media**

The visual and print media including the film makers maybe sensitized on gender sensitive media reporting, coverage and the important role they can play in changing attitudes and stereotypes in the society. This programme may also include DoIM and BICMA.

**11) Need for more coordination between different theme groups, UN agencies, M&E group and gender task force**

The UN Gender Task Force with support from of GFPs, Co-Chairs and M&E group could play a more active role in monitoring projects from gender perspective with regular interaction and project appraisal meetings. There is also need to broaden the scope of M&E with inclusion of monitoring and evaluating of projects from gender perspective.

**12) Increased coordination between UN agencies, development partners and RGoB**

Increased coordination and exchange of information on areas targeting women empowerment or gender related initiatives amongst UN, donors and RGoB could create common understanding, position besides contributing to creation of synergies of support in pursuit of engendered GNH.

**13) Need to strengthen the capacity of GNHC**

Given the important role GNHC in screening the policies and projects from GNH perspective, it is crucial to strengthen their capacity with not only gender sensitization programmes but with practical hands on training in reviewing policies and projects from gender perspective. Some amount of technical assistance may also be required to address the current pressing needs within the Commission.

**14) Need for user friendly guidelines for gender mainstreaming**

There is need for development of user friendly guidelines in conducting gender analysis and mainstreaming for both the IPs and UN staff.

**15) Gender mainstreaming UNDAF/cCPAP**

To ensure that gender is effectively mainstreamed within UNDAF/cCPAP for the remaining UNDAF cycle, it is essential to consider reviewing the entire UNDAF/cCPaP and current ongoing projects from gender perspective. This will involve reformulating some of the activities and indicators to make them more gender sensitive.

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TOR Gender Focal Points

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Towards Gross National Happiness: A Journey with UNDP, Annual Report 2008-2009

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United Nations Development Assistance Framework for the Kingdom of Bhutan 2008-2012, Thimphu, June 2007.

Written Replies of the RGOB to the List of Issues Prepared by CEDAW Contained in Document No. CEDAW/C/BTN/Q/7 dated 12 August 2008, NCWC for RGOB, Updated Report, July 2009

###### ANNEXESANNEX 1: LIST OF PARTNERS AND STAKEHOLDERS CONSULTED

|  |  |
| --- | --- |
| Partners and Stakeholders | Representative/s Attending |
| **Anti-Corruption Commission** | Mr. Karma Thinley |
| **BHU, Drukgyel, Paro** | District Medical Officer (female)  Budget Officer of the Dzongkhag (male)  Staff Assistant (female)  Staff Assistant (male) |
| **Bhutan Center for Media & Democracy** | Mrs. Pek Dorji, Director |
| **Department of Local Government** | Mr. Tshering Chophel, Sr. Program Officer, DLG, MoHCA |
| **Department of NFE** | Ms. Ugyen Tshomo |
| **Department of Youth and Sports** | Ms. Rinzin Wangmo |
| **FAO** | Mr. Chadho Tenzin, Assistant Representative |
| **GNHC** | Dawa Wangchuk  Ms. Sonam Chokey, GNHC (GFP)  Ms. Kunzang |
| **Helvetas** | Mr. Walter Roder, Resident Coordinator |
| **Liaison Office of Denmark** | Mr. Henrik A. Nielsen, Head |
| **Local Government** | Mrs. Tashi Yuden, Offtg, Planning Officer, Thimphu Dzongkhag  Mr. Khangkhir, Gup, Chang Gewog, Thimphu  Mr. Ugyen, Mangmi, Chang Gewog, Thimphu, Mrs. Pema Lhaden, Chang Gewog, Thimphu  Ms. Sonam Zangmo, Tshogpa, Chang Gewog, Thimphu  Mrs. Kinley Chenzom, Chipon, Chang Gewog, Thimphu |
| **Ministry of Agriculture** | Mr Tenzin Chophel, Chief, PPD/Co-Chair, Poverty Group  Ms Shanthi Devi, Planning Officer,  Mr. Sonam Wangdi, NCD, MoAF, Environment |
| **Ministry of Education** | Mrs. Dechen Zam, PPD  Mr. Rinchen Samdrup, Planning Officer/GFP  Mr Thinley Rinzin |
| **Ministry of Economic Affairs** | Ms. Yeshey Selden, CPO, PPD  Mr. Wangchuk Loday, PO, PPD  Mr. Tilak Sunwar, PCD, DoE |
| **Ministry of Health** | Ms Tshering Choden, Legal Officer/GFP |
| **MoHCA** | Mr. Tshering Chophel, Sr. Program Officer, DLG  Mr. JIgme Chogyal, APO, DDM, MoHCA  Mr. Chencho Tshering, APO, DDM, MoHCA |
| **MoWHS** | Ms. Tshering Lhamo, PPD, MOWHS (GFP)  Mr. Rinzin Namgyal, SQCA, MoWHS |
| **National Assembly – Committee on Women and Children** | Mr. Choeda Jamtsho, MP, National Assembly  Mrs. Choki Wangmo, MP, National Assembly  Mrs. Norbu Wangzom, MP, National Assembly  Mrs. Karma Lhamo, MP, National Assembly  Mrs. Lila Pradhan, MP, National Assembly  Mr. Lobzang Dorji, Chief Adm. Officer, National Assembly |
| **MoIC** | Mr. Kinlay Wangchuk, Director  Mrs. Monira A.Y.Tshewang, CIM Officer  Ms. Gedun Dolma  Ms. Dorji Wangmo, Sr. Planning Officer, PPD |
| **MoWHS** | Mr. Rinzin Namgyal, SQCA  Ms. Tshering Lhamo, PPD (GFP) |
| **National Land Commission** | Ms Pema Choden |
| **NEC** | Ms. Tshewang Zam, Gender Focal Point |
| **NFE, Woochu, Paro** | 44 Learners (43 women, 1 boy)  Ms. Kezang Choden, Instructor  Supervisor (male)  Budget Officer of Dzongkhag (male) |
| **NCWC** | Ms. Tshewang Lhamo, Asst Program Officer, NCWC |
| **Office of the Attorney General** | Mr. Tashi Delek, Sr. Attorney  Mr. Tandin Dorji, Attorney, GFP  Mr. Tenzin Jamtsho, Attorney |
| **RENEW, Community-Based Support Network, Drukgyel, Paro** | Mr. Yeshi Loday, DHSS, RENEW, Drukgyel, Paro  Mr Karma Jurmey, DLSS, RENEW, Drukgyel, Paro  Mr Ugyen Phuntsho, DHSS, RENEW, Drukgyel, Paro |
| **RENEW, Head Office, Thimphu** | Ms. Chimi Wangmo, Director, RENEW |
| **SNV** | Ms. Laurence Levaque, Governance Specialist |
| **UNDP** | Mr. Kunzang Norbu, Head, Governance Unit  Ms. Chencho, Programme Officer, Governance Unit  Ms. Rinzi Pem, Programme Associate, Governance Unit  Ms. Maartje Mol, Programme Analyst, Governance Unit  Mr. Karma Loday Rapten, Head, Energy, Environment & Disaster Unit  Ms. Sonam Y. Rabgye, Energy, Environment & Disaster Unit  Mr. Jigme Dorji, Poverty & MDG Unit |
| **UNICEF** | Ms. Vathinee Jitjaturunt, Deputy Representative  Ms. Annick Lacits, Child Protection Specialist  Mr. Bishnu Bhakta, PO |
| **UNICEF for & on behalf of (UNCT) M&E Group** | Ms. Vathinee Jitjaturunt, Deputy Representative |
| **WFP** | Ms. Kencho Wangmo, GFP |
| **WHO** | Dr Amaya Maw-Naing, Acting WHO Representative  Ms Rinzi, GFP |

ANNEX 2

GENDER EVALUATION

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

16 August – 14 September 2010

Thimphu, Bhutan

# *Fieldwork*

Aim and Rationale:

In the context of the Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010, the fieldwork is meant to look into gender mainstreaming efforts across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

Fieldwork is necessary for gathering first-hand information & feedback from partners/stakeholders on the effectiveness and relevance of programme interventions under UNDAF in facilitating gender equality and women’s empowerment. It is important in obtaining knowledge about the ground realities of/affecting the partners/stakeholders, especially as this relates to programme implementation under UNDAF, especially gender mainstreaming. Aside from FGDs, one-on-one interviews with select participants and informal interactions with partners/stakeholders, ocular inspection of facilities relating to health and education thematic areas shall be made. The physical assessment of the area will throw more light on the nature & extent of interventions facilitated thus far but will also provide insights into the challenges faced/will be faced in programme implementation.

Dates of field visits: August 21-22, 2010

The Team will leave Thimphu in the morning of August 21, 2010 and will spend at least half-day each with the identified partners/stakeholders, returning in the early morning of August 23, 2010.

Places/organizations to be visited: In and around Paro -

1. RENEW
2. BHU
3. NFE

Team Members:

The International Consultant will be joined by GNHC Coordinator and UNDP Gender Focal Person.

Guide for the Team:

*Suggested questions to be asked (through FGD & one-on-one interactions) and may be modified accordingly:*

1. What intervention/s or activity/ies have been made/facilitated by/for your organization/agency/office by way of mainstreaming agenda for women or ensuring their participation?

2. What visible/identifiable/measurable change for women occurred due to these intervention/s or activity/ies?

3. What are the main factors that have affected gender mainstreaming, positively or negatively. What have been the key challenges and opportunities?

4. How can gender mainstreaming be strengthened and gains therefrom sustained? How can partnerships be strengthened to ensure effectiveness of interventions and realization of outcomes?

5. What further inputs can the UN provide to ensure gender equality and women empowerment in Bhutan?

6. Other relevant information/comments

*Some considerations for the ocular inspections (for BHU and NFE):*

1. Aside from the set objective of the programme as implemented, have there been unforeseen (additional) advantages or disadvantages for women/girls? What are these?

* What are the available facilities meant for girls/women? Have these facilitated their participation in the programme being implemented under UNDAF? Have they benefited from them in other ways? Have other members of the community benefited from them, too? How?
* If the facilities have not helped girls’/women’s participation, identify possible reasons therefor.

2. What roles have girls/women played in designing the infrastructures provided under UNDAF?

3. What kind of engagement have the boys and men provided the programme?

**ANNEX 2a:**

FIELD VISIT/ INTERACTION with Learners at NFE

Woochu Lower Secondary School

Paro

21 August 2010

A combined class of thirty-four(34) Learners consisting of thirty-three(33) women, the oldest of whom is 65 years old and one(1) boy of 13 years, helped the Evaluation Mission appreciate the NFE initiative better.

The story of Pema is the story of many women in the NFE classes. She came to the NFE to learn how to read and write; she didn’t know anyone in class. Months down the line, she now knows whether the book is upright or not. She can sign her name, read prayers and chant from the prayer book. She can go to the hospital and find her way around because she can already read/understand the signages and notices. More than writing and reading, Pema is now friends with everyone so she enjoys coming to class even more. Pema didn’t have the opportunity to go to school when she was young but NFE has offered her the chance to do in adulthood what she missed in childhood; additionally, NFE offers support system for women participants in a way not foreseen.

Underlining the NFE is a vast possibility for social change, with women possibly harnessing their number and collective strength to participate more substantively in the community and across the country.

**ANNEX 2b:**

FIELD VISIT/DISCUSSION with the Team at BHU

Drukgyel, Paro

21 August 2010

The Basic Health Unit in Drukgyel is a 5-bed centre with basic laboratory facilities, OPD, examination room, room for Family Planning sessions, medical supplies storage room and staff station/office. Posters and charts on Family Planning, the human anatomy, the adverse effects of smoking, were available. The rooms, the linens and equipment have been kept clean, as also the area around the centre.

The Drukgyel BHU is staffed by two(2) men and two(2) women; the Drukgyel BHU is supervised by a woman District Health Officer, one(1) of only two(2) in the whole of Bhutan presently. They cater to a population of 7,644 adults of which 3767 are male, 3877 are female plus 163 children (no sex-disaggregated data on this) across 1450 households. This BHU coordinates with six(6) Outreach Clinics in the catchment areas with six(6) village workers, two(2) female and four(4) male, providing information to the locals and attend to basic complaints and dispensing basic medicines. A BHU staff visits the villages once monthly or as often as may be required.

The BHU provides preventive & promotive interventions, likewise curative ones. Awareness-raising on Family Planning (temporary) methods, protection against HIV and AIDS and other cases are being undertaken. Immunization and ante-natal services are provided. Condoms (for men) are made available through the BHU and female condom has been introduced, although supply of the latter is just about being used for instructional purposes. While giving birth at home is discouraged due to the danger of post-partum haemorrage (PPH), many women prefer to deliver at home for various reasons.

While the BHU staff members are not trained to counsel survivors of gender-based violence, they provide medical treatment as required. The staff’s commitment to patients is very clear, regardless of the antecedents of any patient as in the example of a woman who is pregnant and would not reveal the child’s father’s name. Every BHU demands for female staff to undertake pap smear, IUD insertion and like tasks but there are not enough female staff available.

**ANNEX 2c:**

FIELD VISIT/ DISCUSSION with Volunteers, RENEW

Drukgyel, Paro

22 August 2010

The Evaluation Mission consisting of the International Evaluator, Gender Focal Point of UNDP and Gender Focal Point of GNHC met and discussed with three(3) volunteers from RENEW in Drukgyel, Paro. The volunteers are full-time teachers at Drukgyel Lower Secondary School. They are part of a local team of 36 volunteers consisting of 20 men and 16 women facilitating the work of RENEW in the (district).

RENEW works primarily on the issue of gender-based violence(GBV)/violence against women(VAW, facilitating sensitization of girls, boys, women and men on these issues and providing counseling, mediation & facilitative support for survivors of violence. They also raise awareness on HIV and AIDS, family planning and pressing social issues affecting the communities they work in. The volunteers literally bring the information on the issues mentioned to all community members, moving from block to block in the district and reaching out to students, staff and other school personnel & their families. They encourage the participation of men, women, boys and girls in discussions and creative formats like skit.

When approached, the volunteers respond to cases of GBV/VAW through counseling and mediation, engaging with both parties in the case, helping them thresh out issues and find solutions on their own. Should the mediation falter and the parties mutually agree to separate, they facilitate the required processes like division of property and accompany the parties to the authorities as necessary to register the agreement.

As of 2010, thirteen(13) cases have been reported until date, twelve(12) of which have been ‘settled’ where parties agreed to reconcile and get back together. One(1) case ended up with the parties deciding to divide property and apply for divorce.

While the complement of volunteers are highly committed to stopping GBV/VAW, they are aware of the difficulties, if dangers, of their work given the nature of the issues. They are aware that the skill they have acquired over the years from training and experience have been most useful in this regard.

ANNEX 3

GENDER EVALUATION

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

16 August – 14 September 2010

Thimphu, Bhutan

# *Focused Group Discussion*

Guide Questions

Aim:

In the context of the Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010, the FGD will look into gender mainstreaming efforts across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

Participants:

Interaction with various stakeholders including partner implementing agencies (both government & non-government), UN agencies, international organizations/donors, officials of key Government ministries, the Gender Task Force, Co-Chairs for the UNDAF/cCPAP 2008-2010 shall be undertaken. Stakeholders shall be divided under the various thematic areas as relevant and for those working in all of the areas, they will be constituted as a group for the purpose of the FGD. Where necessary, sub-groups shall be made under a theme.

Proposed questions to be asked:

1. What intervention/s or activity/ies has/have been made/facilitated by your organization/agency/office by way of mainstreaming agenda for women or ensuring their participation?
2. What visible/identifiable/measurable change for women occurred due to these intervention/s or activity/ies?
3. What do you think are the main factors that have affected gender mainstreaming, positively or negatively? What have been the key challenges and opportunities?
4. How can gender mainstreaming be strengthened and gains therefrom sustained? How can partnerships be strengthened to ensure effectiveness of interventions and realization of outcomes?
5. What further inputs can the UN provide to ensure gender equality and women empowerment in Bhutan?
6. Other relevant information/comments -

Annex 4

GENDER EVALUATION

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

16 August – 14 September 2010

Thimphu, Bhutan

# *Interview*

Guide Questions

Aim:

In the context of the Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010, the interview will look into gender mainstreaming efforts across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

Participants:

Interviews will be conducted with various stakeholders including partner implementing agencies (both government & non-government), UN agencies, international organizations/donors, officials of key Government ministries, the Gender Task Force, Co-Chairs for the UNDAF/cCPAP 2008-2010. Stakeholders shall be approached individually for one-on-one discussion or shall be interviewed together (2-4 pax) under the respective thematic areas as relevant.

Proposed questions to be asked:

What intervention/s or activity/ies has/have been made/facilitated by your organization/agency/office by way of mainstreaming agenda for women or ensuring their participation?

What visible/identifiable/measurable change for women occurred due to these intervention/s or activity/ies?

What do you think are the main factors that have affected gender mainstreaming, positively or negatively? What have been the key challenges and opportunities?

How can gender mainstreaming be strengthened and gains therefrom sustained? How can partnerships be strengthened to ensure effectiveness of interventions and realization of outcomes?

What further inputs can the UN provide to ensure gender equality and women empowerment in Bhutan?

Other relevant information/comments

ANNEX 5

GENDER EVALUATION

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

16 August – 14 September 2010

Thimphu, Bhutan

Questionnaire

Aim/Rationale:

In the context of the Gender Evaluation for the Bhutan UNDAF/cCPAP MTR 2010, the questionnaire is meant to look into gender mainstreaming efforts across the five thematic areas identified in UNDAF 2008-2012, namely: health, education, poverty, governance and Environment & Disaster Management and review the progress made towards gender equality and women’s empowerment, generally across the five(5) themes and specifically in each of the areas.

The Questionnaire shall be administered to a range of stakeholders/partners working on various development issues in Bhutan under UNDAF 2008-2010 and as such, the questions have been formulated broadly to be relevant to all. It is crucial for the respondents to provide information and feedback as accurately & comprehensively as possible (in context of their specific thematic area/s) in order for the Gender Evaluation to note their efforts/ contributions towards the realization of gender equality and women’s empowerment in the country, as indeed towards the broader programme outcomes under UNDAF 2008-2010.

The Questionnaire is deemed especially important under the circumstances to reach as many stakeholders/partners as possible and generate information and feedback even in the short period of this Gender Evaluation. The tool is especially useful where interview or participation in FGD by the partner/stakeholder is not possible.

Participants:

Questionnaires will be sent via email to various stakeholders including partner implementing agencies (both government & non-government), UN agencies, international organizations/donors, officials of key Government ministries, the Gender Task Force, Co-Chairs for the UNDAF/cCPAP 2008-2010. Stakeholders shall be requested to provide information on relevant thematic area in writing and completed questionnaires are expected on or before 25 September 2010.

Name: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Organization/Agency: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Your official responsibility: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Kindly provide information on the following as accurately & comprehensively as you can. Please feel free to attach documents that you deem relevant given the aim of this Gender Evaluation. Thank you.

1. Enumerate intervention/s or activity/ies made/facilitated by your organization/agency/office by way of mainstreaming agenda for women or ensuring their participation?

2. What visible/identifiable/measurable change for women occurred due to these intervention/s or activity/ies?

3. Identify the main factors that have affected gender mainstreaming, positively or negatively. What have been the key challenges and opportunities?

4. Suggestions on how gender mainstreaming may be strengthened and gains therefrom sustained? How can partnerships be strengthened to ensure effectiveness of interventions and realization of outcomes?

5. What further inputs can the UN provide to ensure gender equality and women empowerment in Bhutan?

6. Other relevant information/comments -

ANNEX 6

GENDER EVALUATION

For the Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

16 August – 14 September 2010

Thimphu, Bhutan

**QUESTIONNAIRE**

Name: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Organization/Agency: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Designation: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Kindly provide information on the following as accurately & comprehensively as you can. Please feel free to attach documents that you deem relevant given the aim of this Gender Evaluation. Thank you.

1. The RGoB and UN Agencies operating in Bhutan have committed themselves to work towards gender equality, women’s empowerment activities and mainstreaming gender into the programme interventions. Please explain how gender has been mainstreamed in your programme/project. Can you further share if gender mainstreaming efforts have been achieved, or if progress has been made toward its achievement? If so, please explain how?
2. What interventions or activities has/have been made/facilitated by your organization/agency/office for women empowerment or ensuring their participation? Please explain.
3. What visible/identifiable/measurable change for women occurred due to these interventions or activities?
4. Do you think gender mainstreaming initiatives in UNDAF Outcome 4 & 5 and its related CT Outcomes towards which your programme/project are contributing is relevant and realistic taking into consideration the current local context.
5. What do you think are the main factors that have affected the gender mainstreaming, positively or negatively and how these factors limited or facilitated progress toward the gender mainstreaming.
6. How effective was the overall programme interventions vis-à-vis resources invested, in line with the country’s changing needs in the area of gender mainstreaming and women’s empowerment.
7. Were adequate efforts made in maintaining disaggregated data. Please specify.
8. Were there efforts made towards encouraging participation of women to target gender balance for any capacity building/trainings. If Yes, How? If No, please specify reasons.
9. Were there efforts made in monitoring gender mainstreaming under your programme?
10. How can gender mainstreaming be strengthened and sustained? How can partnerships be strengthened to ensure effectiveness of interventions and realization of outcomes?
11. What further inputs can the UN provide to ensure gender equality and women empowerment in Bhutan?
12. Other relevant information/comments

1. Inception Note for the Bhutan UNDAF/cCPAP Mid-Term Review Process 21010, 23 June 2010. [↑](#footnote-ref-1)
2. Inception Note for the Bhutan UNDAF/cCPAP Mid-Term Review Process 21010, 23 June 2010. [↑](#footnote-ref-2)
3. Gender mainstreaming is ‘…the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.’ [↑](#footnote-ref-3)
4. Source…… [↑](#footnote-ref-4)
5. UNDAF Outcome #3: By 2012, access to quality education for all with gender equality and special focus on hard-to-reach population improved [↑](#footnote-ref-5)
6. NPAG 2008-2013: “GFPs are the vehicle through which the RGOB will mainstream gender in the Government sector, in response to its commitment to CEDAW.” [↑](#footnote-ref-6)
7. UNDAF 2008-2012, Thimphu, June 2007. [↑](#footnote-ref-7)
8. Inception Note for the Bhutan UNDAF/cCPAP Mid-Term Review Process 21010, 23 June 2010. [↑](#footnote-ref-8)
9. Inception Note for the Bhutan UNDAF/cCPAP Mid-Term Review Process 21010, 23 June 2010. [↑](#footnote-ref-9)
10. (1) Strengthening national capacity to review and implement national legislation in line with ratified international conventions, and in planning , monitoring and implementing gender sensitive programmes; (2) Strengthening collection, analysis and use of sex-disaggregated data and gender-related information; and (3) Strengthening and integrating gender into overall UNDAF/cCPAP and specific programme monitoring and evaluation. [↑](#footnote-ref-10)
11. Emails and discussions with representative/s of the Gender Task Force. [↑](#footnote-ref-11)
12. Gender mainstreaming is ‘…the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.’ [↑](#footnote-ref-12)
13. UNDP Learning and Information Pack, Gender Mainstreaming, (draft) Sept 2000, p.6. [↑](#footnote-ref-13)
14. UNDP Learning and Information Pack, Gender Mainstreaming, (draft) Sept 2000, p.7. [↑](#footnote-ref-14)
15. Bhutan Living Standard 2007 Survey (BLSS), National Statistics Bureau(NSB), Rpyal Government of Bhutan, December 2007. [↑](#footnote-ref-15)
16. Source…… [↑](#footnote-ref-16)
17. Source…………. [↑](#footnote-ref-17)
18. Bhutan’s Progress: Midway to the Millennium Development Goals, November 2008. [↑](#footnote-ref-18)
19. UNDAF Outcome #3: By 2012, access to quality education for all with gender equality and special focus on hard-to-reach population improved [↑](#footnote-ref-19)
20. Rapid Impact Assessment of Rural Development, 2007 [↑](#footnote-ref-20)
21. Annual Medical Bulletin 2010, MOH. [↑](#footnote-ref-21)
22. Rapid Impact Assessment of Rural Development, 2007. [↑](#footnote-ref-22)
23. Bhutan’s Progress: Midway to the Millennium Development Goals, November 2008. [↑](#footnote-ref-23)
24. Towards Gross Naational Happiness: A Journey with UNDP, Annual Report 2008-2009 citing Bhutan’s Progress: Midway to the Millennium Development Goals, November 2008, NNIYCFS 2009, AES 2009, LFS 2009. [↑](#footnote-ref-24)
25. Trade Data, 2006-2007 [↑](#footnote-ref-25)
26. M&E report, UNDAF [↑](#footnote-ref-26)
27. MDG status from Bhutan’s Progress: Midway to the Millennium Development Goals, November 2008. [↑](#footnote-ref-27)
28. Annual Health Bulletin 2010, MOH. [↑](#footnote-ref-28)
29. 105 Bhutanese, 4 non-Bhutanese [↑](#footnote-ref-29)
30. Towards Gross National Happiness: A Journey with UNDP, Annual report 2008-2009 citing Bhutan’s Progress: Midway to the Millennium Development Development Goals, NNIYCFS 2009, AES 2009, LFS 2009. [↑](#footnote-ref-30)
31. Annual Education Statistics 2009, Policy and Planning Division, Ministry of Education [↑](#footnote-ref-31)
32. A study to understand the reasons why girls’ enrolment falls significantly at the higher level of education highlighted the following:

    1. Performance in BCSE Exam - the Science and Mathematic factor;
    2. The economic factor;
    3. Society, socialization and psychological factor;
    4. Home environment;
    5. School environment;
    6. Physiological and health aspects; and,
    7. Impact of geography.

    Samdrup, R., “Glass Ceiling in the Educational Curve for Girls? - Assessing Girls’ Participation in Education at Higher Secondary Level in Bhutan”, Policy & Planning Division, Ministry of Education, Royal Government of Bhutan, July 2009 (pending publication). [↑](#footnote-ref-32)
33. |  |  |  |  |  |  |  |  |  |
    | --- | --- | --- | --- | --- | --- | --- | --- | --- |
    | BLC Learners | | | PLC Learners | | | BLC + PLC | | |
    | Male | female | total | Male | female | total | Male | female | total |
    | 2,882 | **6,439** | 9,321 | 1,117 | **2,722** | 3,839 | 3,999 | **9,161** | 13,160 |

    Source: Annual Education Statistics 2009, Policy and Planning Division, Ministry of Education [↑](#footnote-ref-33)
34. Annual Education Statistics 2009, Policy and Planning Division, Ministry of Education [↑](#footnote-ref-34)
35. NPAG 2008-2013: “GFPs are the vehicle through which the RGOB will mainstream gender in the Government sector, in response to its commitment to CEDAW.” [↑](#footnote-ref-35)
36. NCWC set up in 2004 with the mandate“… to spearhead the fulfillment of the country’s obligations to the CRC, CEDAW and related regional and international Conventions.” [↑](#footnote-ref-36)
37. NPAG provides that “GNHC remains the national focal agency for gender” for strengthening the capacity of GFPs, the GNHC, the NCWC. [↑](#footnote-ref-37)