

# Mid-Term Review

**One Programme 2014-2018**

**UN Bhutan**

**28.06.2016**

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# 1. Introduction

## 1.1 Background

### One Programme in Bhutan

The UN development assistance framework (UNDAF) Bhutan One Programme (2014-2018) aims to ensure focused, coordinated and effective support for national development goals, the Millennium Development Goals (MDGs) and the post-2015 agenda (now called Agenda 2030). Twenty UN agencies, funds and programmes (AFPs) — including UNDESA, which signed in 2015 — are signatories to the One Programme. Resources of 16 of these are reflected in the Common Budgetary Framework (CBF), which presents the USD 86,677,134 planned by UN AFPs across the four One Programme outcomes for five years (2014-2018).

### Recent changes

Since the One Programme was developed in 2012-2013, significant changes have occurred in the development context and in Bhutan itself: a) Bhutan is expected to graduate soon from least developed country status, having fulfilled two criteria set by the United Nations; b) in 2016, Bhutan endorsed Agenda 2030, which includes the 17 **Sustainable Development Goals (SDGs)**<sup>1</sup> and their 169 targets<sup>2</sup>; c) some UN agencies have undergone or are undergoing changes in their **strategic direction** and/or have new **corporate strategies** in place<sup>3</sup>; and d) some development partners have withdrawn or scaled back their development interventions in Bhutan.

## 1.2 Mid-Term Review

### Objectives

Against this backdrop, the United Nations Country Team (UNCT) in Bhutan has decided to **review the priorities, strategic approach and monitoring mechanisms** for its support of the country's development. This mid-term review, conducted in June 2016, examines progress so far and strengths and weaknesses of the One Programme. It also identifies opportunities and challenges related to providing coherent and effective support to the Royal Government of Bhutan. A more focused programmatic approach is required for those core UN agencies<sup>4</sup> that provide most of the UN's support to the Government and people of Bhutan. Based on this mid-term review, the UN in Bhutan plans to work with the Government to draft a Country Strategy for the remaining years of the One Programme (2016-2018) that builds on the earlier efforts (2014-2016).

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<sup>1</sup> Officially known as Transforming our world: the 2030 Agenda for Sustainable Development

<sup>2</sup> Paragraph 54 United Nations Resolution A/RES/70/1 of 25 September 2015

<sup>3</sup> UNDP, for example, introduced the renewed use of project documents as a corporate requirement in early 2016.

<sup>4</sup> UNICEF, UNDP, UNFPA, WHO, WFP, FAO, UN Women

## Methodology

The mid-term review uses the following methodology:

- A quantitative analysis of updated data on outcome and output indicators defined in the One Programme;
- A quantitative analysis of the resource mobilization targets in the One Programme and a comparison with actual resource mobilization;
- Five group discussions with members of the UN's Outcome Groups, using a semi-structured approach;
- A series of key informant interviews with UN representatives, government partners, implementing partners and selected donors, using a semi-structured approach;
- A desk review of relevant documents from the Government, UN agencies and other relevant actors; and
- Triangulation of quantitative data on indicators with qualitative information obtained from group discussions and key informant interviews.

There are some limitations to the methodology used for the mid-term review:

- While the overall quality of output and outcome indicators in the One Programme is good, some indicators are not well defined and some data is unavailable. A number of indicators lacking updated data thus have to be excluded from the quantitative analysis. This risks skewing the findings on progress, giving greater importance to those indicators where better data is available.
- The review relies to a large extent on semi-structured interviews with government, UN and implementing partners. While the information and data received were cross-referenced where possible with existing documents, surveys and other sources, this could not be done in all cases.

## 2. Effectiveness

### 2.1 Progress toward outcomes

Based on an analysis of data for outcome indicators of the One Programme, **progress toward the targets has been mixed**. Two outcomes — **Outcome 2** (social services) and **Outcome 3** (gender equality and child protection)<sup>5</sup> — have had clearly **positive** results. Changes from the baseline in most cases exceeded expectations after 2.5 years of delivery. On the other hand, progress in delivering outputs toward **Outcome 1** (sustainable development) and **Outcome 4** (governance) has been **uneven**. While some indicators have changed significantly from the baseline, others show little or no progress.<sup>6</sup>

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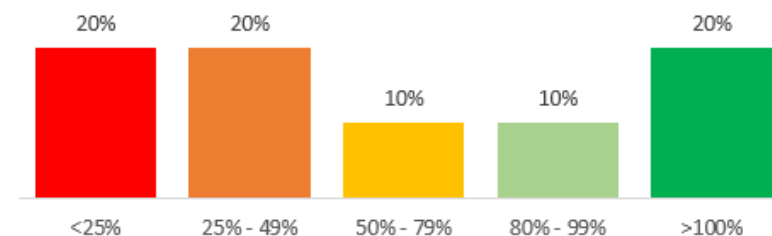
<sup>5</sup> The apparently positive result on Outcome 3 is due to a lack of available data: only three of nine outcome indicators are measurable, and those show good progress (see Graph 1 below). This does not, therefore, give a true sense of progress under Outcome 3. The analysis of output indicators under Outcome 3 (on pages 6 and 7) conveys a more realistic picture, with data available for 12 of 16 indicators.

<sup>6</sup> The *qualitative* assessment during the mid-term review confirms a positive trend for Outcome 2 on social services, but does not confirm significant progress toward delivering Outcome 3 on gender. The qualitative assessment and an analysis of output indicator data confirms limited and uneven progress on Outcome 4 on governance.

Graph 1: To what extent have outcome targets been achieved?

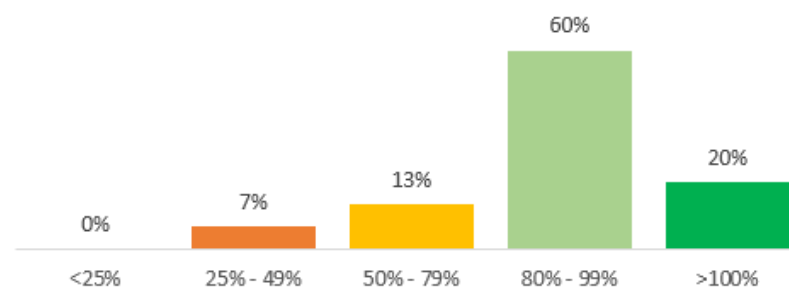
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UNDAF Outcome 1:  
By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction, and employment opportunities particularly for vulnerable groups enhanced.



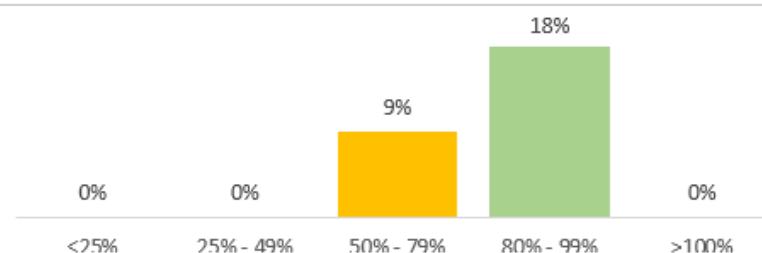
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UNDAF Outcome 2:  
By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges.



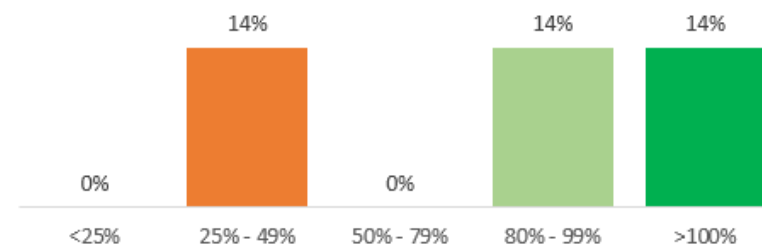
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UNDAF Outcome 3:  
By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.



4

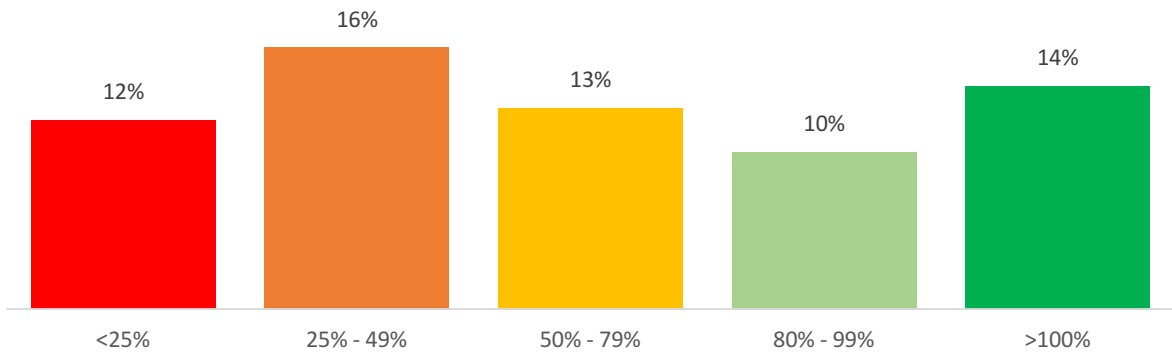
UNDAF Outcome 4:  
By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.



# 2.2 Progress toward outputs

Overall, delivery of results as measured by output indicators has been highly **uneven** during the first 2.5 years of the One Programme. An analysis of the data for all output indicators reveals mixed results: in **24%** of planned outputs as measured by indicators, **more than 80%** of the target for 2018 has already been achieved. However, in **12%** of planned outputs, less than 25% of the target has been reached, and in another **16%** of cases, progress toward the target is **less than 50%**.

**Graph 1: To what extent have output targets been achieved?**<sup>7</sup>



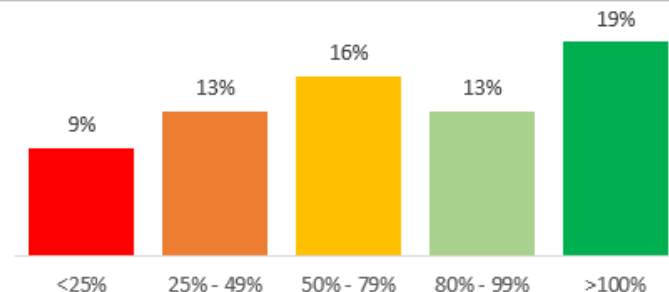
Breaking down available indicator data by the four outcomes of the One Programme reveals significant differences:

- The UN has been **strongly** delivering on outputs for **Outcome 2 (social services)** and **Outcome 1 (sustainable development)**. Around **half** (56% and 48% respectively) of planned output targets have been **achieved** by at least 50%, as measured by indicators.
- Indicators show the **weakest** performance for Outcome 3 (**gender equality, empowerment and protection of women and children**). **Half** of indicators where data is available show progress toward delivering the target for 2018 to be **below 50%**.
- Progress is most **uneven** for Outcome 4 (**democratic governance**). While **17%** of indicators for which data is available show a delivery level of **more than 80%**, a slightly higher proportion of output indicators shows delivery to be **below 50%**.

<sup>7</sup> The percentages do not add up to 100% because no data is currently available for some indicators, while others have not been well defined and cannot be quantified.

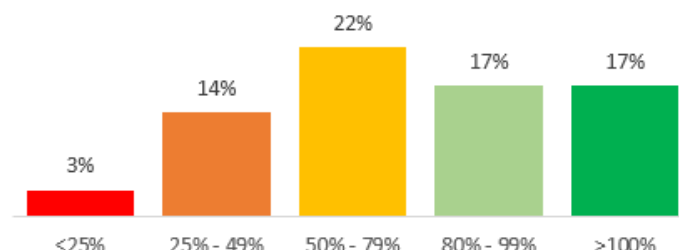
# 1

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



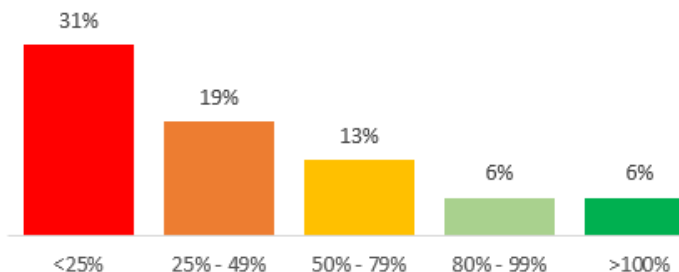
# 2

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



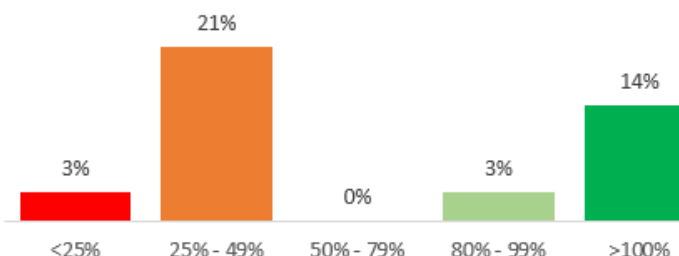
# 3

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



# 4

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



## 2.3 UN contributions

### Outcome 1: Sustainable Development

The UN's deliverables under Outcome 1 on sustainable development from 2014 to 2016 have largely focused on **policy work and the development of tools and initiatives**.

Since 2013, Bhutan has put in place a number of new or revised **policies, action plans and strategies** with UN support that should ensure more sustainable development. These include the draft Social Protection Policy; revised Economic Development Policy; draft Energy Efficiency Policy; Action Plan for National Biodiversity; Low Emission Strategy for Industry and Transportation; draft National Food Safety and Standards; the Food and Nutrition Security Policy; the MDG Acceleration Framework on Youth Employment; and the Intended Nationally Determined Contributions (a policy required under the United Nations Framework Convention on Climate Change). In addition, the drafting of the National Disability Policy has also started, with UN support.

Furthermore, over the past few years, the UN has supported the Government in developing **tools and initiatives** for more sustainable growth, particularly in the areas of disaster risk reduction and preparedness, trade and investment, and energy-efficient initiatives. For example, Bhutan now has a modern **national weather and flood forecast and warning** system that will have 99 state-of-the-art weather stations up and running across the country by the end of 2016. The “**Brand Bhutan**” strategy launched in 2016 aims to promote exports and add a premium to goods and services that are produced or originate in Bhutan. In addition, 12,500 **fuel-efficient stoves** for cooking and heating are now in use by Bhutanese households and institutions.

### Outcome 2: Social Services

Under Outcome 2 on social services, the UN's deliverables for health and education from 2014 to 2016 have largely focused on strengthening the **evidence base** for health services, developing **strategies and policies** for social services and improving **access to and quality** of health and education services. Since 2014, the Government has drastically increased its **evidence base** on health in Bhutan with the support of the UN. For the first time, Bhutan has data on **adolescent sexual reproductive health**, as a result of a monograph series published by the National Statistics Bureau and supported by the UN. A **nutrition survey** conducted in 2015 allows the Government to compare nutrition data — on stunting, for example — to data from a previous survey in 2003.<sup>8</sup> A national survey and study on **non-communicable diseases** was also carried out in 2015.

In 2014-2016, the Government introduced more coherent **strategies** on health, with UN support. The Government now has a strategy for **reproductive health supplies**, a national **child health strategy**, a draft **food security and nutrition strategy** and action plan, a **suicide prevention strategy**, a **mental health strategy**, an **alcohol policy**, an action plan for newborns and for **antimicrobial resistance**, as well as a strategy for **village health workers**.

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<sup>8</sup> Nutrition deficiencies, however, decreased faster in urban and economically better-off areas in Bhutan from 2010 to 2015, which has increased health inequality. Source: BMICS 2010 and 2015



Bhutan also now has a **blueprint** for education for 2014-2024. It consists of a comprehensive review of the current education system based on nationwide public consultations, a long-term vision as well as a strategy for a comprehensive transformation of the education system. There are indications that the UN has contributed to increased **access to and quality of education and health services** for all, as compared to 2014.

### Outcome 3: Gender

Since 2013, Bhutan has had a legal framework for action on protection issues with the adoption of the **Domestic Violence Prevention Act**. However, the institutional infrastructure required to implement the Act is still largely missing. Most of the UN support in this area since 2014 has focused on filling that gap, and has included drafting rules and regulations, guidelines and standard operating procedures. Increasingly, gender issues are being integrated into **local development plans**, which traditionally focused on infrastructure work.

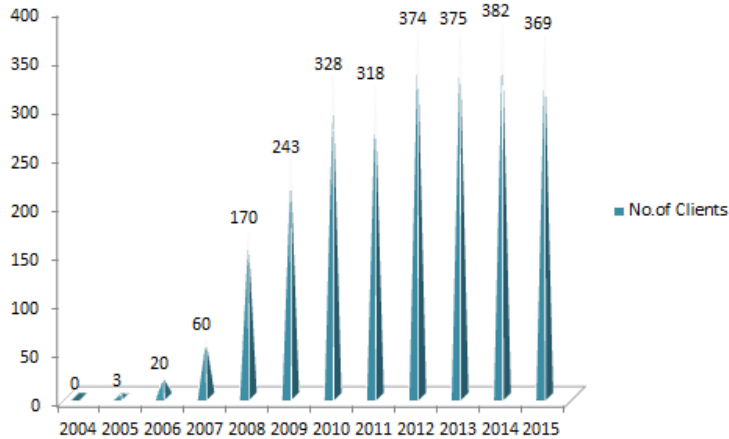
The UN also supported the development of a **Gender-Based Violence Information Management System**, which has standardized forms for maintaining data electronically on gender-based violence, and ensures safe and ethical storage of data.

Bhutan now has a definition of “**vulnerable groups**” (which includes individuals affected by gender-based violence) and can analyze causes, define specific vulnerabilities and assess the policy and programme landscape for vulnerability in the country. This is the result of a vulnerability baseline assessment carried out by the UN.

There is currently no evidence of **changes in awareness** on gender equality and the protection of women. Cases of gender-based violence registered by RENEW, an organization that provides care and support for women, men and children impacted by violence and inequalities, **have remained steady at around 370 since 2012**. Similar data comes from a shelter at Gawailing run by the same organization.<sup>9</sup>

In addition, Bhutan submitted the 8<sup>th</sup> and 9<sup>th</sup> reports under the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), with a shadow report drafted by Tarayana, a local non-government organization. Bhutan also now has in-depth knowledge of **violence against children** as a result of (nearly complete) UN-supported research.

Cases registered at RENEW (2004-2015)



<sup>9</sup> Source: Statistics obtained from RENEW on 06-06-2016

## Outcome 4: Governance

The UN's deliverables under Outcome 4 on governance from 2014 to 2016 have included supporting **parliamentary outreach**, building the **evidence base** for policy-making, and improving **local and sectoral planning processes**.

Supporting parliamentary outreach, the UN initiated a partnership with the Women, Children and Youth Committee of Bhutan's Parliament to raise awareness on priority issues such as maternal and child health, nutrition, and education and health. As a result, the committee tabled recommendations on these and other social issues to the December 2014 session of Parliament. The Government subsequently approved extending maternity leave for civil servants from three to six months, and initiated other interventions, such as development of the disability policy, among others.

A partnership between the UN, the Royal University of Bhutan and Sherubtse College aims to enhance capacity to understand and influence policies for better governance. A certificate course on social policy was developed and delivered in early 2016 to a first cohort of 28 participants from Parliament, civil society and the civil service.

With regard to building the **evidence base** for better policies, the Government now has a draft **vulnerability assessment** that serves as a baseline for the country's 12<sup>th</sup> Five Year Plan. The assessment will help policymakers identify risks, challenges and barriers faced by various vulnerable groups, develop better-targeted policies and programmes, and track the success of those efforts. In 2015, the UN provided technical support for the preparation of the second **national census**.

The UN's expertise was called on about 10 times for **consultations with parliamentary committees**. For example, the UN facilitated three meetings between parliamentarians and youth groups as part of its support for the new Bhutan Children's Parliament. In another UN-supported outreach effort, nearly 30 parliamentarians consulted with their constituents in remote mountain communities using the **Virtual Zomdu** videoconferencing system.

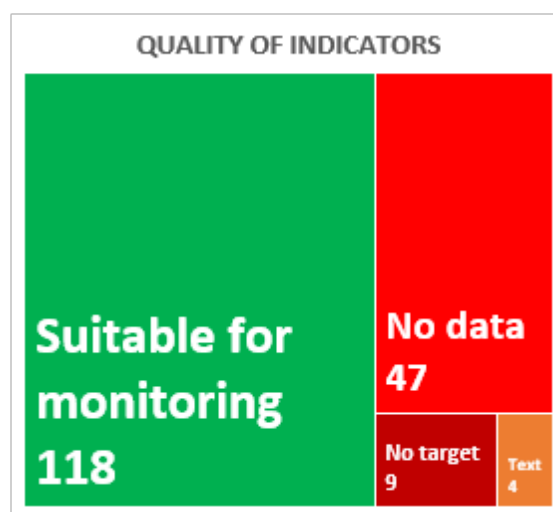
## 3. Efficiency

### 3.1 Quality of the results framework

Overall, the results framework at the **planning stage** of the One Programme is of good quality. A ratio between outcome and output indicators of 1:3<sup>10</sup> is reasonable for a country programme; most indicators are quantitative and well defined; and baselines and targets for most indicators, as well as means of verification, were defined at the planning stage.

However, significant weaknesses have become apparent when using the One Programme results framework for **monitoring** progress:

- The One Programme results framework has **178 indicators** — 43 outcome and 135 output indicators. This large number of indicators makes the framework difficult to manage, which may explain why the UN and the Government do not use it as the key monitoring tool.
- While 118 indicators lend themselves to monitoring, almost a **quarter** of all indicators (47 of 178) **lack sufficient data** to be useful for monitoring the One Programme. **Nine** indicators lack a defined **target**, and **four** are incorrectly defined as **narrative** statements.



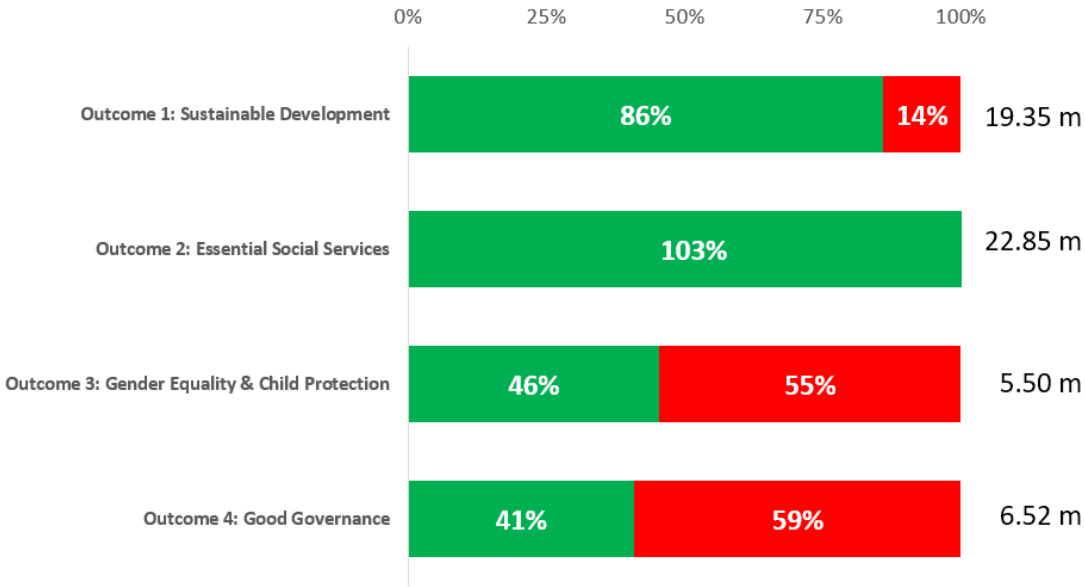
### 3.2 Resources

Year	Total Planned Budget	Regular Resources	Other Resources	Gap (to be mobilized)	Gap (as % of requirement)
2014	19.49 m	5.34 m	8.77 m	5.38 m	28%
2015	18.54 m	4.44 m	10.69 m	3.41 m	18%
<b>SUB</b>	<b>38.03 m</b>	<b>9.78 m</b>	<b>19.46 m</b>	<b>8.79 m</b>	<b>23%</b>
2016	16.20 m	4.06 m	12.14 m	0.01 m	0%
<b>SUB</b>	<b>54.23 m</b>	<b>13.84 m</b>	<b>31.60 m</b>	<b>8.80 m</b>	<b>16%</b>
2017	17.14 m			17.14 m	100%
2018	15.07 m			15.07 m	100%
<b>TOTAL</b>	<b>86.44 m</b>	<b>13.84 m</b>	<b>31.60 m</b>	<b>41.00 m</b>	<b>47%</b>

<sup>10</sup> There are 43 outcome and 135 output indicators in the One Programme.

Overall, the UN’s planned interventions are **appropriately resourced**. The **resource gap** for the One Programme at the current stage is only **16 per cent** when compared to the resources expected by the end of 2016.

However, when disaggregated *by outcome*, the picture changes: the resource gap for Outcome 3 (**gender equality and child protection**) and Outcome 4 (**good governance**) is **55 per cent** and **59 per cent** respectively. This may help explain the uneven or low delivery of outputs under those outcomes (see above).



When it comes to **mobilizing additional resources** to close these gaps, the UN is in a good position in areas where a donor country or organization prefers to work through an international development organization with presence in the country.<sup>11</sup> In addition, the UN is already **supporting the Government** in resource mobilization in at least two innovative resource mobilization activities: a) WHO has worked on costing non-communicable diseases in Bhutan, and b) UNDP is working on BIOFIN, which includes a resource mobilization plan for biodiversity investments.

There is a general perception that the limited resources of the UN run the risk of **being spread too thin**. Financial support to implementing partners is often low, while still requiring the same monitoring and reporting requirements. For this reason, the National Commission for Women and Children, for example, uses a threshold of USD 10,000 below which it does not seek funding from external sources. UNDP has set itself a similar threshold of USD 100,000 and has reduced the number of active projects from around 25 to 15.

<sup>11</sup> Current examples of funding opportunities where the Government is open to UN resource mobilization are the Global Environment Facility (GEF), the Global Climate Fund (GCF) and the SAARC Development Fund (SDF).

## 3.3 Delivering as One

### Coordination

The UN in Bhutan coordinates the One Programme externally and internally through a steering committee (**Country Programme Board**), a **Development Partner Group** (DPG) and the **UN Country Team** (UNCT), as well as **Outcome Groups** and **Inter-Agency Theme Teams** (IATT).

- **Country Programme Board:** The steering committee has overall responsibility for implementing and monitoring the One Programme. It is a joint body of the Government and the UN and includes Secretaries of all relevant ministries, representatives from NGO partners and the UN agencies that signed the One Programme. It meets once a year to review progress and plans for the following year. However, participation is uneven, particularly on the side of decision-makers from the Government. At the Country Programme Board meeting in 2015, only two of eight Secretaries were able to attend the meeting.
- **Development Partner Group:** The UN, represented by the Resident Coordinator, acts as a permanent co-chair of the Development Partner Group. Two UN agencies also head two sectoral working groups of the Development Partner Group, on data and disaster risk reduction.<sup>12</sup>
- **UN Country Team:** The UNCT ensures inter-agency coordination and decision-making at the country level. The main purpose of the Country Team is for individual agencies to plan and work together, as part of the Resident Coordinator system, to ensure the delivery of tangible results in support of the Government's development agenda.
- **Outcome Groups:** Outcome Groups<sup>13</sup> are responsible for implementing and monitoring the One Programme through Annual Work Plans with the implementing partners. They meet at least twice a year and have their own terms of reference.
- **Inter-Agency Theme Teams:** Six UN Inter-Agency Theme Teams established in 2016 will work in a coherent, coordinated and effective manner to promote an integrated UN response to national development priorities. The IATTs will contribute to achieving relevant outcomes of the One Programme (2014-2018) through integrated, focused and continuous support to implementing partners and assessment of progress.

Overall, the One Programme in Bhutan has improved internal and external coordination in three respects: a) it serves as an **effective communication tool** for the Government and other partners to better understand the work of the UN in Bhutan; b) it has greatly helped the UN **reduce and avoid overlaps** in their programmes; and c) it has strengthened the UN in negotiations with the Government by enabling it to speak, by and large, with **one voice**.

However, **transaction costs** have **increased** with the introduction of an **additional layer of coordination**,<sup>14</sup> with only **limited evidence of more efficient coordination**. On the contrary, it has resulted in additional planning, monitoring and coordination activities that **go beyond complying** with UN corporate requirements, while **not** at the same time **reducing transaction costs at the level of individual agencies**.<sup>15</sup>

<sup>12</sup> The sectoral working groups of the Development Partner Group are: a) Governance (SDC), Data (UNDP), Trade (World Bank, IFC and Helvetas), Renewable Energy (SNV), Agriculture (JICA), Environment (WWF) and Disaster Risk Reduction (UNICEF).

<sup>13</sup> Due to the size of the education and health sectors, separate Outcome Groups handle each of those sectors under Outcome 2. Although formally working toward the same outcome, the education and health sub-groups do not interact substantively.

<sup>14</sup> All instruments that go beyond individual agency coordination: Country Programme Board, Outcome Groups and Inter-Agency Theme Teams.

<sup>15</sup> Government agencies and implementing partners continue to report individually to UN agencies. At the same time, they are also required to report on progress at the level of the One Programme, based on Annual Work Plans.

## Programming

There are currently **no active joint programmes** by the UN in Bhutan. One joint programme (on gender-based violence) is at the final stages of preparation, and one joint programme (on youth) is at the finalization stage. The UN also has a limited number of joint plans — for its work to build the capacity of health workers in emergencies (EmONC) and to reduce maternal and neonatal deaths (MNDSR), for example.

The One Programme is implemented through joint Annual Work Plans that detail the activities to be carried out, responsible implementing agencies, timeframes and planned inputs from government and relevant UN agencies. Of the 20 active agencies, funds and programmes, only six (FAO, UNICEF, UNDP, UNFPA, WFP and UN Women) **consistently participate** in the joint Annual Work Plans. While WHO and UNAIDS are not signatories to the joint Annual Work Plans, they are active members of the UNCT.<sup>16</sup>

To better align results and synchronize the UN's planning with that of the Government, the UN has since 2015, tried to participate and engage with national implementing partners during their planning process, including the drafting of Annual Performance Targets of Government agencies. However, the objective to fully engage with partners was not met. There is optimism and UNCT commitment that this initiative is work-in progress and that it will improve in the following years. The One Programme is implemented through an 18-month rolling Annual Work Plan for each One Programme outcome.

However, repeated changes have caused significant friction among UN programme staff and, reportedly, among implementing partners. This has also led in some cases to a piecemeal approach that **undermines the coherence** of the programme. With more small-scale interventions, **transactions costs** have risen where a larger number of implementing partners are involved.<sup>17</sup> In addition, output **indicators** in the One Programme became irrelevant in some cases due to changes in focus and resource availability.

The One Programme and its annual work plan approach, with its detailed planning of outputs and output indicators, is **limiting** the UN's ability to **address emerging issues** and to take advantage of new **opportunities** for resource mobilization. Instead, new initiatives had to be somewhat artificially put under the most fitting output.

## 3.4 Monitoring

Currently, the One Programme is **not effectively monitored**. Almost one-quarter of all indicators lack sufficient data and, in general, indicator data was only comprehensively updated in mid-2016 in preparation for this mid-term review. The UN Inter-Agency Group on Planning, Monitoring and Evaluation (PME) has been inactive since 2015, and the Resident Coordinator Office has coordinated the work of PME **to the best of its limited capacity in this area**. At the moment, it remains unclear if the newly introduced governance performance management system, with its annual performance agreement, will be able to monitor the One Programme effectively.

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<sup>16</sup> A special case is WHO in Bhutan. While formally part of the One Programme, in practice WHO is part of the One Programme only to a limited extent and does not use the annual work plan modality of UN agencies. The main reason appears to be the Ministry of Health's reluctance to change working modalities with WHO and preference for continuing bilateral cooperation with the organization. Meanwhile, WHO is chairing the outcome sub-group on health, participates in thematic groups and has started to cooperate with other agencies on small-scale joint activities.

<sup>17</sup> Output group 4 (Governance), for example, works with 19 individual implementing partners.

## 4. Conclusions

### MONITORING

The **indicator framework** of the One Programme is generally of **good** quality. However, almost a quarter of all indicators have **no or insufficient data**. This limits the indicator framework's usefulness for effective monitoring. It led to a situation where the UN and its partners had difficulty using indicators for consistent monitoring, and the data for indicators was only comprehensively updated in mid-2016.

### DELIVERY

So far, the **delivery of outputs** planned for the One Programme, as measured by output indicators, has been **uneven**. On the one hand, the UN has **significantly delivered** on Outcome 1 (**sustainable development**) and Outcome 2 (**social services**). However, delivery has been considerably **lagging** for Outcome 3 (**gender equality and child protection**) and is **uneven** for Outcome 4 (**good governance**).

### RESOURCES

The **resource gap** for all four planned outcomes of the One Programme in mid-2016 is only **16 per cent** when compared to expected resources by the *end* of 2016. However, the resource gap for Outcome 3 (**gender equality and child protection**) and Outcome 4 (**good governance**) is **55 per cent** and **59 per cent** respectively, which may explain lagging delivery under these outcomes. The UN will need to take action to close the gap by mobilizing **additional** resources and/or **redistributing** resources across outcomes.

### DELIVERING AS ONE

Delivering as One in Bhutan has resulted in a) being able to use it as an **effective communication tool** for the Government and other partners to better understand the work of the UN in Bhutan; b) avoiding and reducing **overlaps** within the UN and with other organizations; and c) being able to speak, to some extent, with **one voice** in negotiations with the Government. The UNCT established the UN Bhutan Country Fund (One Fund) in 2008 and since then has mobilized around USD 3.7 million. Of that amount, USD 1.2 million was mobilized for meeting the One Programme resource gap. To reduce the administrative burden on programme staff and national implementing partners, joint work plans at the outcome-level only are signed between the UN and national implementing partners.

### COORDINATION

However, the introduction of several inter-agency task teams appears to have increased **transaction costs** in terms of staff time, without necessarily fostering a clear understanding and knowledge of the UN's value-add. This has also apparently resulted in additional planning, monitoring and coordination activities that **go beyond complying** with UN corporate requirements, while **not reducing transaction costs at the level of individual agencies**. There is little or no evidence to show that the **current set-up**, with a joint steering committee and five Outcome Groups, is working at the desired level.

**Given the uneven<sup>18</sup> level of participation of its members,** the Country Programme Board is not functioning at the desired level as an effective strategic decision-making body. Programme coordination is process-heavy and has put increased stress on Board members. This is confirmed by government representatives' perception that — despite continued support for the UN's efforts toward Delivering as One — many of the potential advantages of the One Programme have not translated to UN support in Bhutan becoming significantly more effective and efficient.

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<sup>18</sup> In 2015, only two of eight government Secretaries and three of seven UNCT members participated in the Country Programme Board meeting. In 2014, three government Secretaries and six UNCT members attended the meeting.



# 5. Recommendations

## Interim Country Strategy

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### 1. A LIGHT, ADAPTIVE INTERIM COUNTRY STRATEGY

Based on the understanding that outcomes and outputs should *not* be changed in the One Programme:

- Emphasize outcomes over outputs in interim country strategy 2016-2018 for resident UN agencies to allow for more flexibility in adapting to a dynamic development context and for more flexible resource mobilization
- Simplify indicators by excluding those that a) lack reliable data and b) do not relate to an output that is supported by the UN (or likely to be supported)
- Adjust resource mobilization targets, if necessary

## Coordination

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### 2. REDUCE TIME SPENT ON PROCESSES

- Review terms of reference of the Country Programme Board
- Replace a culture of compliance with a **culture of flexibility** based on a specific *purpose/result* and the context of Bhutan
- **Outcome Groups:**
  - Review terms of reference of the Outcome Groups, including **clarifying roles** and responsibilities of the co-chair and facilitator of each Outcome Group
  - Reduce mandatory Outcome Group meetings to **one day per year**
  - Communicate or meet **on a demand basis** with **flexible participation** and only to carry out **specific tasks**

### 3. FREE UP JOINT PROGRAMMES

- **Discontinue all IATs** that do not have a clear purpose/result
- Free up the formulation process for joint programmes by encouraging **individual UN agencies** to provide **leadership** in developing project ideas and concept papers
- Develop project ideas based on a flexible **coalition** of those that are willing (which may include some Outcome Group members but may also go beyond it) and have the capacity and/or available resources to participate — a “UN Think Tank”
- In addition (or alternatively), encourage small-scale **joint activities** as testing grounds for joint programmes

## 4. STRATEGIC DIVISION OF LABOUR FOR RESOURCE MOBILIZATION

- **Reaffirm** the position of the Government as a partner of the UN in resource mobilization
- **A focus on new and emerging potential resources *outside* the reach of the Government**
  - **Resources that require the participation of multiple countries:** Through its regional network of offices, the UN is well positioned to coordinate project ideas and applications
  - **Vertical funds that require specific technical expertise<sup>19</sup>**
  - **Resources where the donor prefers to engage a UN agency or NGO due to its sensitive nature,** for example, in the area of human rights, civil society participation, transparency and corruption
- **Strategic positioning:** Support the Government in implementing the Addis Ababa Action Agenda on financing for development, working toward implementation of Agenda 2030.

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<sup>19</sup> For example, the Green Climate Fund

## Annex. Revised indicator framework

**UNDAF Outcome 1: By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction, and employment**

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	Progress		Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendation
201420152016201720182015 (June)2015																
UNDAF Outcome 1: By 2018, sustainable and green economic growth that is equitable, inclusive, climate and disaster resilient and promotes poverty reduction, and employment opportunities particularly for vulnerable groups enhanced.																
FAO IFAD UN-WTO UNCDF UNCTAD UNDP UNEP UNESCAP UNESCO UNHABITAT UNICEF UNIDO UNOCHA UNWOMEN WFP WHO	1.1 Total Green House Gas (GHG) emissions.	Gg	Total	1559.56	2011					6309.6			1559.56	GHG Data/TNC data from NEC	2017-2018	
	1.2 Reduction in HCHF (ozone depletion)	ODP tonne	Total	0.31	2011					1.46			0.31	GHG Data/TNC data from NEC	2017-2018	
	1.3 Multidimensional poverty index (MPI)	Percent	Total	12.7%	2012					5%			13%	Multidimensional Poverty Index (MPI)	2018	
	1.4 Proportion of population below national poverty line	Percent	Total	12%	2012					5%			12%	Poverty Analysis Report	2018	
	1.5 Gini co-efficient	Ratio	Total	0.36	2012					0.3			0.36	Poverty Analysis Report	2018	
			Rural	0.34					0.3			No urban-rural data		Remove this indicator. No segregated data available.		
			Urban	0.35					0.3				Remove this indicator. No segregated data available.			
	1.6 Unemployment rate	Percent	Total	2.1%	2013					2.5%			2.6%	Labour Force Survey	Annually	
	1.7 Percentage of government expenditure / budget allocation for environment	Percent	Total	5.7%	2011					6.5%			6.81%	Baseline: Public Enrionment Expenditure Review (PEER) CPEIR/BIOFIN (Target)	2017	
1.8 Percentage of government expenditure / budget allocation for disaster risk reduction	Percent	Total	0,02%						0.03%			0.02%			Remove this indicator. No data available.	
Output 1.1: Policies and studies for integrated natural resource management, climate change adaptation/ mitigation and poverty-environment nexus developed.																
FAO IFAD UNCDF UNDESAN UNEP UNESCAP UN-HABITAT UN-ISDR	1.1.1 Number of policy papers and studies	Number	Total	10			11	12	13	15	UNDP	15	13	Policy document	Annually	
	1.1.2 Number of households using fuel-efficient stoves distributed for cooking/heating	Number	Total	0		4100	8100	15000	18000	20000	UNDP	7600	12500	IP Annual Report	Annually	Revise this indicator. No household based data available. Change the number of 'household' to the number of 'stoves'
	1.1.3 Number of local authorities that are able to access resources through the climate resilience funding facility	Number	Total	4				5	6	7	UNCDF	5	8	Performance Report by Rob	Annually	
	1.1.4 No. of green industries, services and products promoted	Number	Total	0			1	2	3	5	UNDP	0	2	Annual progress report from relevant IPs (ABS, MoIC, MoAF)	Annually	
	1.1.5 No of capacity building programs on integrated natural resource management climate change adaptation/mitigation and poverty environment nexus	Number	Total	25		35	45	55	65	75	UNDP	56	67	progress report from IPs	Annually	
	1.1.6 Urban development incorporates sustainability principles & practices	Number	Total	1			2			3	UNDP	1	4	progress report from IPs, new prodocs	Annually	
Output 1.2: National and local institutions and individuals are better prepared and able to respond to and reduce climate change induced and other disaster risks.																
UNDP UNEP FAO WHO UNICEF WFP UNOCHA UNESCO UN-HABITAT	1.2.1 Number of trained District Disaster Response Teams in place	Number	Total	1			2	3	4	5	UNDP	2	4	progress report from IP	Annually	
	1.2.2 Number of dzongkhags, geogs and municipalities with Disaster Management Plans (inc. cont. plans) in place	Number	Total	6				7		8	UNDP	10	10	progress report from IPs	Annually	
	1.2.3 Number of DRM Guidelines and SOPs developed	Number	Total	1			1	2	3	4	UNDP	1	1	SOPs, progress report	Annually	
	1.2.4 No of capacity building programs on DRR	Number	Total	5			6	7	8	10	UNDP	24	27	progress report	Annually	

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	Progress		Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendation
						2014	2015	2016	2017	2018		2015 (June)	2015			
Output 1.3: Increased domestic and external trade and industry opportunities that are pro-poor and gender responsive.																
UNCTAD UNDP UNIDO [ITC]	1.3.1 Number of Diagnostic Trade Integration Study (DTIS) recommendations implemented	Number	Total	0		1	2	3	4	5	UNDP	0	0	Progress report	Annually	
	1.3.2 Number of products / industry(ies) meeting national standards (Brand Bhutan; Bhutan Seal)	Number	Total	23		25	30	40	45	53	UNDP	33	36	Based on the result declared by the Department of Trade	every after 2 years	
Output 1.4: Food and nutrition security policies developed with a particular focus on productivity and food safety.																
FAO WFP	1.4.1 Number of policy papers and studies	Number	Total	2			3	4		5	FAO	2	4	Ministry of Agriculture Annual Report	Annually	
	1.4.2 Number of farm to school (F2S) collaborations in support of school feeding programmes as well as increasing income generation for the farmers	Number	Total	5		8	12	15	20	25	FAO	9	7	Ministry of Agriculture Annual Report	Annually	
Output 1.5: Youth, women and other vulnerable groups have access to sustainable employment with a focus on cottage, small and micro enterprises in line with the RGOB's commitment to a green economy.																
UNDP UNEP UNIDO UNCDF UN-Women	1.5.1 Number of business incubation centres in place and operational at regional level.	Number	Total	1			1		2	4		1	1			There is no UN direct intervention to any activities under this indicator
	1.5.2 Number of entrepreneurs trained on business development ... and mentored through business incubation centres that have a new business start-up that lasts more than a year	Number	Total	0			25	50	75	100	UNDP	0	0	Progress report	Annually	Revise this indicator. No UN direct intervention to activities related to 'incubation centers'. No data available on entrepreneurs who have a new business start-up that lasts more than a year. Change it to 'training on business development'
			Male	0							UNDP				No gender based data available	
			Female	0							UNDP				No gender based data available	
			Total 15-24 yr	0							UNDP				No age based data available	
			Male 15-24 yr	0							UNDP				No age based data available	
			Female 15-24 yr	0							UNDP				No age based data available	
	1.5.3 Number of jobs created by enterprises adopting green technology or green business practices	Number	Total	37			50	60	80	100	UNDP	102	169	Progress report	Annually	
			Male	25							UNDP				No gender based data available	
			Female	12							UNDP				No gender based data available	
			Total 15-24 yr	0							UNDP				No age based data available	
			Male 15-24 yr	0							UNDP				No age based data available	
			Female 15-24 yr	0						100	UNDP				No age based data available	
	1.5.4 Percentage of Technical and Vocational Education and Training (TVET) graduates that are able to secure decent employment upon graduation	Percent	Total	60-70			75%	80%	85%	90%	UNDP/UNC TAD	60%	60%			There is no UN direct intervention to any activities under this indicator
Output 1.6: The rural poor and under-employed have access to alternative income generation opportunities.																
UNDP UNCDF UNESCO	1.6.1 Number of villages implementing sustainable and innovative Income Generating Activities (IGAs)	Number	Total	1310		1510	1710	1920	2110	2310	UNDP	1370	1370	Progress report	Annually	
	1.6.2 Number of rural women in the 5 targeted dzongkhags that develop viable business plans or apply for new business financing	Number	Total	100		110	120	130	140	150	UNDP	530	500	Progress report	Annually	Revise this indicator. Activities under this indicator have been implemented broader than 5 targeted dzongkhags. Remove 'the 5 targeted dzongkhags'.
	1.6.3 Number of CSO partnerships for social protection support and empowerment of vulnerable groups	Number	Total	4			5		7	8	UNDP	4	4	Progress report	Annually	Revise this indicator. There is no UN direct intervention to any activities related social protection support under this output. Remove 'social protection support'.
	1.6.4 A national inventory on intangible cultural heritage established to document traditional knowledge and skills available in Bhutan	Number	Total	0						1	UNESCO	0	0			

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

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
UNDAF Outcome 2: By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges.														
WHO, UNFPA, UNICEF	2.1 Under-five mortality rate (U5MR)	Deaths per 1000 live births	Total / (2012)	37.3%	2012					30%	WHO / UNFPA / UNICEF	PHCB	2016	
	2.2 Adolescent fertility rate	Per 1000 women	Total 15-19 yr / (2010)	59%	2010					50%		PHCB	2016	
	2.3 Prevalence of stunting (moderate and severe) - WHO	Percent	Total <5 yr	33.50%						29%		Status can be reported from National Nutrition Survey 2014 only	2015	Find out the baseline year
	2.4 Maternal Mortality Ratio	per 100,000 live births	Total	86						100		National health survey, BMIS, Census, PHCB	PHCB 2016	Find out the baseline year
	2.5 Institutional deliveries	Percent	Total / (2012)	74.6%	2012					80%		Annual Health Bulletin (AHB), PHCB, BHMIS	Annually, PHCB (2016)	
	2.6 Proportion of 15-24 year-olds who have comprehensive knowledge of HIV	Percent	Total	21%						60%		BMIS, AHB		
	2.7 Net enrolment ratio in basic education	Percent	Total	94%	2012					96%		Annual Education Statistics	Annually	
			Male	92%	2012					96%		Annual Education Statistics	Annually	
			Female	96%	2012					96%		Annual Education Statistics	Annually	
	2.8 Adult literacy rate	Percent	Total 15+ yr	55.3%	2012					70%		BLSS		Find out the expected frequency of data availability
			Male 15+ yr	66%	2012					70%		BLSS		Find out the expected frequency of data availability
			Female 15+ yr	45%	2012					70%		BLSS		Find out the expected frequency of data availability
	2.9 Basic completion rate in secondary education	Percent	Total 15+ yr	74%	2012					95%		Annual Education Statistics	Annually	Revise this indicator.
			Male 15+ yr	73%	2012					95%		Annual Education Statistics	Annually	Change this to Basic Completion Rate as AES does not
			Female 15+ yr	76%	2012					95%		Annual Education Statistics	Annually	give secondary completion rate
Output 2.1: Strengthened education systems capacity for improved education knowledge management for evidence-based decision making.														
UNICEF UNESCO	2.1.1 Number of research and evaluation/impact studies conducted on priority issues in education	Number	Total	0		1		2		3	WFP/UNFPA/UNICEF	Programme reports	Annually	
	2.1.2 Education Management Information System (EMIS) upgraded and institutionalized	Text	Total	EMIS v2.0 available		Review of existing system	Upgrading of the system	Implementation nationwide	Implementation nationwide	Implementation nationwide	UNICEF	Programme reports	Annually	
Output 2.2: Stakeholders have the capacity to effectively coordinate, plan, implement and monitor the provision of quality and inclusive education services.														
UNICEF UNFPA	2.2.1 Number of Colleges offering Educating for Gross National Happiness (GNH)/Life Skills Education/Multigrade teaching	Number	Educating for Gross National Happiness	0			1		2		UNICEF	Programme reports	Annually	
			Life Skills Education	0					2	UNFPA	Programme report	Annually		
			Multigrade	2						UNICEF	Programme report		Remove this sub-indicator as there is no data on this.	
			Inclusive Education	0					2	UNICEF	Programme report	Annually		
			ECCD	0					2	UNICEF	Programme report	Annually		
	2.2.2 Percentage of teachers trained in Educating for GNH initiatives	Percent	dzongkhags and thromdeys	30%		35%	40%	45%	50%	60%	UNICEF	Programme report	Annually	
	2.2.3 Percentage of teachers in Multigrade situations trained on Multi-Grade Teaching (MGT)	Percent	Total	66%		66%	72%	78%	84%	90%	UNICEF	Programme report	Annually	
	2.2.4 Percentage of 0-5 yr children accessing standard Early Childhood Care Development (ECCD) services	Percent	3-5 yr	5%		6%	7%	8%	9%	10%	UNICEF	Annual Education Statistics	Annually	
	2.2.5 Number of schools providing inclusive education program	Number	Total	8		10	12	14	15	15	UNICEF	Programme reports	Annually	
	2.2.6 Percentage of Post Literacy Course learners completing the Course	Percent	Total	65%		65%	70%	75%	80%	85%	UNICEF	Programme reports	Annually	
			Male	62%		62%	70%	75%	80%	82%	UNICEF	Programme reports	Annually	
			Female	68%		70%	75%	80%	85%	88%	UNICEF	Programme reports	Annually	
2.2.7 Number of monastic institution & nunneries offering functional English literacy and numeracy program	Number	Total	0		15	28	37	45	50	UNICEF	Programme reports	Annually		
		Nunneries	0		5	8	12	15	15	UNICEF	Programme reports	Annually		
		Monasteries	0		10	20	25	30	35	UNICEF	Programme reports	Annually		

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
Output 2.3: National health system has strengthened capacities for information management, evidence based decision making, effective procurement and supply management and identification of appropriate health financing models.														
WHO, UNFPA, UNICEF	2.3.1 National Health Accounts data generated (inc. out-of-pocket expenditure)	Number	Total	1		2		3		4				Remove this indicator as none of UN agencies has direct support on activities under this indicator.
	2.3.2 Proportion of health facilities with 95% of essential medicines at any point of time	Percent	minimum of three contraceptives	90%		90%	90%	95%	95%	95%	UNICEF/U NFPA	HMIS, Administrative Reports	Annually	
			availability of Vac in health facilities	90%			95%	95%	95%	UNICEF/U NFPA	HMIS, Administrative Reports	Annually	Add a sub-indicator 'availability of vaccination in health facilities'.	
	2.3.3 Percentage of essential reproductive health commodities (contraceptives) financed through the national budget	Percent	Total	0		RHCS endorsed and implemented	3%	6%	8%	10%	UNFPA	National Report	Annual	
Output 2.4: Health facilities are better able to provide quality maternal, newborn and child health care, nutrition, reproductive health and STI/HIV services.														
UNFPA, UNICEF, WHO	2.4.1 Immunization coverage (DTP-HepB-Hib 3) and elimination status	Percent	Immunization coverage	95%		95%	95%	95%	95%	95%	UNICEF	VPDP (Vaccine Preventable Disease Programme) Programme report Administrative Reports	Annually	
		Cases per 10,000 pop	Measles	0.17		0.17	0.17	0.17	0.17	0.17	UNICEF	VPDP Programme report Administrative Reports	Annually	
	2.4.2 Number of health facilities with comprehensive Emergency Obstetric and Neonatal Care (EmONC) services	Number	Total	6		7	7	7	7	10	UNFPA	VPDP Programme report Administrative Reports	Annually	
	2.4.3 Percentage of hospitals and BHUs implementing IMNCI, Care for Child Development and Growth Monitoring programme	Percent	IMNCI BHUs	95%		95%	96%	97%	98%	100%	UNICEF	Ministry of Health Child Health Programme Programme Report Administrative Reports	Annually	
			IMNCI Hospitals	70%		70%	75%	80%	85%	90%	UNICEF	Ministry of Health Child Health Programme Programme Report	Annually	
			Care for Child Development Programme	0%		50%	55%	60%	65%	70%	UNICEF	Ministry of Health Child Health Programme Programme Report	Annually	
			Growth Monitoring			95%	96%	97%	99%	100%	UNICEF	Ministry of Health Nutrition Programme Programme Report	Annually	Cusult the Ministry of Health about the baseline
	2.4.4 Percentage of pregnant women with blood pressure, urine and blood samples tested	Percent	Total	88%		90%	92%	94%	98%	100%	UNICEF/U NFPA	Survey, facility based report	Annually	
2.4.5 Proportion of HIV positivepregnant women receiving ART	Percent	total	25%		80%	90%	100%	100%	100%	UNICEF	Ministry of Health NACP (National Aids Control Programme) Programme Report	Annually		
Output 2.5: Health and education systems have improved preparedness and response plans for disaster and emergencies, outbreaks and health security threats, and ensure that all communities are able to access minimum basic services.														
UNFPA, UNICEF, WHO	2.5.1 Capacity for Indicator-based surveillance for early detection of events of public health concern in place in all dzongkhags	Number	Total	3 Dzongkhags		5	7	10	15	20	WHO			Remove this indicator as none of UN agencies have direct support on activities under this indicator.
	2.5.2 Number of hospitals implementing SOPs for emergencies	Number	Total	0		2	5	10	20	30	WHO			Remove this indicator as none of UN agencies have direct support on activities under this indicator.
	2.5.3 Number of dzongkhags with at least one health worker trained in Minimum Initial Service Package	Number	Total	5		7	10	15	18	20	UNFPA	Programme report	Annually	
	2.5.4 Percent of laboratory investigation of outbreaks done on time	Percent	Total	30%		40%	50%	60%	70%	80%	WHO			Remove this indicator as none of UN agencies have direct support on activities under this indicator.
	2.5.5 Proportion of schools with focal points trained on emergency preparedness	Percent	Total	80%		85%	90%	95%	100%	100%	UNICEF	Programme report	Annually	
	2.5.6 Amongst schools with focal points trained, proportion that has contingency plans	Percent	Total	80%		85%	90%	95%	100%	100%	UNICEF	Programme report	Annually	

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
Output 2.6: The management of school feeding is enhanced and WASH (water, sanitation and hygiene) promoted in schools, monastic schools and nunneries.														
UNICEF WFP	2.6.1 WFP supported SFP taken over by RGoB	Text	Total	Class 9 and above taken-over		Phase out strategy developed	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	National school feeding phase out strategy implemented	WFP	Programme report	Annually	
		Percent	Total				30%			100%	WFP	Programme report	Annually	
	2.6.2 Percentage of feeding schools with School agriculture Programme	Percent	Total	20%		25%	30%	35%	40%	45%	WFP	Programme report	Annually	
	2.6.3 Proportion of schools, monastic schools and nunneries) with improved functional-Sanitation Facilities	Percent	Schools	80		84%	88%	92%	96%	100%	UNICEF	Annual Education Statistics	Annually	
			Monastic schools and nunneries	54		57%	62%	67%	72%	77%	UNICEF	Inventory and records maintained with Religion and Health Project office	Annually	Revise this indicator, baseline and targets. Baseline and targets did not reflect current status.
	2.6.4 Proportion of schools, monastic schools and nunneries with access to safe functional-functional-Water Supply	Percent	Schools	95		96%	97%	98%	99%	100%	UNICEF	Annual Education Statistics	Annually	
			Monastic schools and nunneries	28		30%	32%	35%	38%	41%	UNICEF	Inventory and records maintained with Religion and Health Project office	Annually	Revise this indicator, baseline and targets. Baseline and targets did not reflect current status.
2.6.5 Proportion of schools promoting key health and hygiene behaviour	Percent	Schools	70		76%	84%	90%	94%	100%	UNICEF	Annual Education Statistics	Annually		
		Monastic schools and nunneries	51		NA	61%	71%	81%	91%	UNICEF	Inventory and records maintained with Religion and Health Project office	Annually	Revise this indicator, baseline and targets. Baseline and targets did not reflect current status.	
Output 2.7: In school and out of school youth have increased access to and utilize youth friendly services.														
UNFPA, UNICEF	2.7.1 Proportion of Referral Hospitals providing Youth Friendly Health Services	Number	Total	1		1	2	3	3	4	UNFPA/UNICEF			Find out means of verification and frequency of data availability
	2.7.2 Proportion of schools implementing life skills education	Percent	Total	5%		20%	60%	40%	80%	100%	UNFPA	Programme report , LSE review	Survey 2014	
	2.7.3 Number of youth led groups and youth centres using the global Youth	Number	Youth groups	5		0	6	7	8	8	UNFPA	Programme report	Annually	
			Youth center	3		3	6	9	9	12	UNFPA	Programme report	Annually	
	2.7.4 No. of dzongkhags with the capacity to deliver YFS including youth centres.	Number	Total	0		0	0	1	2	3	UNFPA/UNICEF	Programme report	Annually	
	2.7.5 Number of service providers with capacity to provide supportive, preventive and participative environment for young people	Number	Counsellors (in-school guidance counsellors - fulltime)	32		52	72	92	112	132	UNICEF	Collect from CECD (Career Education and Counseling Division) under the DYS (Department of Youth and Sports)	Annually	
			Counsellors (Others)	38		39	45	48	64	69	UNICEF	YDF (Youth Development Fund) and Bhutan Narcotics Control Agency	Annually	
			Managers in Youth Centres/DICs/ Rehab	23		25	27	29	31	33	UNICEF	YDF (Youth Development Fund) and Bhutan Narcotics Control Agency	Annually	

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
Output 2.8: Women, children, youth and other at risk population have enhanced knowledge and skills to adopt behaviours and practices for improved health, nutrition and well being.														
UNFPA, UNICEF, WHO	2.8.1 Percentage of women attending 1st and 3rd post-natal care (PNC) visits	Percent	1st visit	70		72	74	76	78	80	UNICEF	Administrative Report	Annually	
			3rd visit			10	20	30	35	40	UNICEF/U NFPA	Survey, Annual health bulletin	Annual	Remove this indicator as no survey is planned to obtain progress update of this indicator.
	2.8.2 Percentage of women (20-60) ever screened for pap smears or VIA	Percent	Total	25%		25%	35%	50%	60%	70%	UNFPA	National health survey, Facility based report	2012	
	2.8.3 Percentage of women who are aware of at least 2 danger signs of pregnancy	Percent	Total	32%		32%	32%	32%	32%	60%	UNFPA/UN ICEF	National Health survey	2012	Remove this indicator as no survey is planned to obtain progress update of this indicator.
	2.8.4 Prevalence of current tobacco use among adolescents aged 13-15 years.	Percent	Total	22%		12%	12%	12%	12%	100%	WHO			Remove this indicator as none of UN agencies have direct support on activities under this indicator.
	2.8.5 Number of dzongkhags implementing WHO Package of Essential Non-Communicable Diseases (PEN)	Number	Total	5		5	10	20	20	20	WHO			Find out means of verification and frequency of data availability
	2.8.6 Number of Dzongkhags implementing Road Safety action plan Number of road safety advocacy events conducted	Number	Total	0		2	4	8	16	20	WHO	Programme Report	Annually	Revise this indicator as activities under this indicator are not implemented locally but nationally. (I.e. WHO implemented 1. Observed global road safety week and 2. Distributed booklet on road safety to school children)
	2.8.7 Proportion of rural households reached by rural sanitation and hygiene Programmes (RSAHP) in 3 dzonkhangs	Percent	total	38%		50%	60%	70%	80%	90%	UNICEF	MoH Programme Report	Annually	



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

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
UNDAF Outcome 3: By 2018, communities and institutions strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women and children.														
UNW, UNDP, UNFPA, UNICEF, WHO	3.1 Number of child sensitive and gender responsive laws and policies in place	Number	Total	3						5	UN	Parliamnent website, GNHC website	Annual	Move this indicator to Output 3.1 as this indicator is an outout level indicator. Policies ( VPA, CCPA, CAA, R&R for all three)
	3.2 Prevalence of domestic violence against women	Percent	Female 15-49 yr	29	2012					25%				Find out means of verification and frequency of data availability
	3.3 Percentage of women reporting acceptance of domestic violence	Percent	Female 15-49 yr	68	2012					45%				Find out means of verification and frequency of data availability
	3.4 Percentage of CEDAW observations incorporated into policies & programmes	Percent	Total	0						50	UNWome n	CEDAW observation	2017	Find out the baseline year
	3.5 Percentage of CRC observations incorporated into policies & programmes	Percent	Total	0						40				Remove this indicator as CRC committee recommendations will come only in the end of 2017.
	3.6 Percentage of children who report experiencing violence	Percent	Total	n.a						n.a			No study planned for 2018	Remove this indicator as there is no data to see the progress against the baseline (currently no baseline)
			Male	n.a					n.a		No study planned for 2018			
			Female	n.a					n.a		No study planned for 2018			
	3.7 Percentage of children who possess the life skills to know how to protect themselves from and report violence and other forms of abuse	Percent	Total	0						20		Violence against children Study	Available in 2016	Find out the baseline year
3.8 Percentage of budget allocated for the effective implemtation of Domestic Violence Prevention Act (DVPA) / Implementation Rules and Regulations (IRR)	Percent	Total	0						40		NCWC budget	Available in 2017	Find out the baseline year	
3.9 Percentage of children, families and communities who knows and adopts protective practices	Percent	Total	0						20				Remove this indicator as there is no data. No plan to conduct survey by 2018.	
Output 3.1: Strengthened legal and policy environment to advance the rights and protection of women and children.														
UNDP, UNICEF, UNW, UNFPA	3.1 Number of child sensitive and gender responsive laws and policies in place	Number	Total	3						5	UN	Parliamnent website, GNHC website	Annually	This indicator was moved from Outcome level (Indicator 3.1), DVPA, CCPA, CAA, R&R for all three.
	3.1.1 RGOB submits quality CRC (including the two optional protocols) and CEDAW periodic reports to international tready bodies. (UNDP, UNICEF, UNW)	Number	Total	2		4	4	4	4	4	UNICEF/ UNW	CEDAW and CRC periodic reports and optional protocols	Available in November 2016	
	3.1.2 Number of assessments conducted on priority child protection issues	Number	Total	0		1	2	2	2	2	UNICEF			Remove this indicator as this is activity level indicator.
	3.1.3 Number of government and non-government organizations with the capacity to implement standard operating procedures and guidelines to address GBV/ violence against women and children and implement the rules and regulations of the Domestic Violence Prevention Act and the Child Care and Protection Act	Number	Total	3		3	10	10	10	10	UNICEF/ UNW/UN DP/UNFP A	RGOB and agency reports	Annually	Revise this indicator. There is no data as this indicator is too specific.

UN System Agency	Indicators	Unit	Sub-group	Baseline s	Year	Target					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
Output 3.2: Gender mainstreaming in key ministries, autonomous bodies, non-governmental organizations with resourced gender mainstreaming strategies.														
UNW, UNDP, UNICEF, WHO	3.2.1 Number of key ministries, autonomous bodies, non-governmental organizations and private companies with resourced gender mainstreaming strategies	Number	Total	0			5	10	15	20	UNW/UNDP	Gender Mainstreaming CD Plan (HR Development Plan)	Annually	
	3.2.2 Number of reviews / audits of gender mainstreaming conducted	Number	Total	0		0	0	1	2	2	UNDP			Remove this indicator as there is no data to see the progress.
Output 3.3: Boys, men, girls, and women have increased awareness of and positive attitudes towards prevneting and eliminating gender-based violence.														
UNFPA, UNDP, UNW, UNICEF	3.3.1 Number of gender and child sensitive reports on VAW/C in the media	Number	Total	0		5 per quarter	5 per quarter	5 per quarter	5 per quarter	5 per quarter	UNFPA	Media and CSO monitoring reports	Annual, Quarter	Remove this indicator as there is no data to see the progress.
	3.3.2 Number of health service centers providing services to address gender-based violence	Number	Total	3		4	5	6	6	6	UNFPA/UNDP			To be clubed with 3.3.3 as these two indicators are almost same.
	3.3.3 Number of service centers (shelter, community support, health) providing services at district level	Number	Total	4		5	6	7	7	7	UNFPA/UNDP			Revise this indicator as UN interventions are not limited to district level.
	3.3.4 Number of institutions /groups that engage men and boys to prevent and address Gender Based Violence (GBV)	Number	Total	1		4	8	12	16	20	UNDP/UNW/	RGOB and CSO reports	Annually	
	3.3.5 Number of networking groups (rights holders) supported by trained counsellors to address GBV	Number	Total	20		22	24	26	28	30	UNICEF	CSO reports	Annually	
	3.3.6 Proportion of reported cases (RBP, hospitals, courts CSO / NGO) that are referred for timely service and support (legal aid, protection, health care and counselling)	Percent	Total	0		10	20	30	40	50				Remove this indicator as there is no data to see the progress.
	3.3.7 Percentage of men and boys (from the existing groups) engaged as 'champions' to eliminate GBV	Percent	Total	3		6	9	12	15	18				To be clubed with 3.3.4 as these two indicators are almost same.
Output 3.4: Institutions, communities, families, children in minimum four districts have the knowledge, skills, resources, mechanism to prevent, respond to violence against children.														
UNICEF, UNW, UNDP	3.4.1 Number of dzongkhags with registered Child Protection Services covering prevention, early intervention and response	Number	Total	5		7	9	14	18	20	UNICEF	RGOB reports	Annually	
	3.4.2 Number of Child Welfare Committees registered as per Child Care and Protection Act.	Number	Total	0		0	1	1	1	1	UNICEF			Remove this indicator as child welfare committee is to be established in 2017.
	3.4.3 Number of professionals in contact with children trained to prevent, identify, report and respond to child protection cases as per existing laws and policies ( health, education, justice, MoHCA, monastic body, CSO, law enforcement, Labour, local government, etc)	Number	Total	200		200	400	600	800	1000	UNICEF/UNW/UNDP	Training reports	Annually	
	3.4.3 Number of justice and law enforcement professionals with the capacity to administer justice for children in contact with the law and implement crime prevention strategies	Number	Total	0		100	250	400	550	750	UNICEF			Find out means of verification and frequency of data availability

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

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations	
						2014	2015	2016	2017	2018					
UNDAF Outcome 4: By 2018, governance institutions and communities exercise the principles of democratic governance at the national and local levels with a focus on inclusiveness, transparency, accountability and evidence-based decision making.															
UNDP, UNICEF, UNCDF, UN Women, UNFPA	4.1 National Integrity Assessment Index	Percent	Total	7.44						10		GNH Survey	2010, 2015	Remove this indicator as there is no data to track the progress. Biennial GNH Survey baseline took in 2015 and another survey will not take place before 2018.	
	4.2 Government Performance Management System Rating (GPMS)	Percent	Total	96.36						90		GPM System and Annual Reports	Annually		
	4.3 Peoples Perception of Central Government Performance	Text	Total	86%	2015							GNH Survey	2010, 2015	Remove this indicator as there is no data to track the progress. Biennial GNH Survey baseline took in 2015 and another survey will not take place before 2018.	
	4.4. Proportion of youth reporting participation in local/national decision making (youth forum)	Percent	Total							20	UNDP / UNICEF	Programme report (IPs)		Consult with the Department of Youth about the availability of the data. If there is no data, it is recommendable to remove this indicator.	
	4.5 <del>Proportion Percentage</del> of women reporting participation in local decision making	Percent	Female	7						10	UNDP/UNW OMEN	LG election result of 2016 UNDP and UNWOMEN Reports	Annually	Set the 2018 target as 10% (Gups and Mangmi)	
	4.6 <del>Proportion Percentage</del> of women reporting participation in national decision making	Percent	Female	10.6						12	UNDP/UNW OMEN	UNDP and UNWOMEN Reports	Annually	Set the 2018 target as 12% (Executive level and parliamentarians)	
	4.7 Percentage of regions (dzongkhags/geogs) with functional database	Percent	Total	0							100	UNFPA	NSB Programme Report	Annually	
Output 4.1: Key national and local institutions strengthen systems for effective public finance management and integrated monitoring of plans and programmes, evidence-based decision making based on harmonized national statistics and information.															
UNDP UNCDF UNFPA UNICEF	4.1.1 <del>Percentage Number</del> of national and local government institutions that incorporate gender responsive planning and budgeting (GRB)	Percent	National level	0		Pilot in Health	2	3	4	5	UNW/UNDP	Annual Budget Call Notification Guideline	Annually	Revise this indicator by changing 'Percentage' to 'Number' as there is no data in percentage. The baseline is same 0, yet targets need to be revised from 2015: 10%, 2016: 20%, 2017: 30% and 2018: 40% [National] & 100% [Local] to 2015: 2, 2016: 3, 2017: 4 and 2018: 5 [National] & 20 [Local].	
			Local Level	0						20	UNW/UNDP	Annual Budget Call Notification Guideline	Annually	The baseline stays same 0, yet targets need to be revised from 2018: 100% [Local] to 2018: 20 [Local]].	
	4.1.2 Number of Local Governments implementing performance-based budgeting	Number	Total	4		50	105	165	185	225	UNDP Environment Unit UNCDF			Find out means of verification and frequency of data availability	
	4.1.3 National institutes delivering quality training on policy and population research methods	Text	Total	0		Research guideline s and curriculum for advance d level research	Validation process and capacity develop ment of faculty members	Advance d research methodol ogy course launched	No. of students proficient in policy and populatio n research methods	One institutio n at least	UNFPA	Programme report and institution curriculum	Annually	Remove this indicator and replace with the below indicator 'Percentage of all (205) geogs using online periodical (quarterly?) reporting system'	
		Percent	Total	0%			30%			100%	UNFPA	Programme report and institution curriculum	Annually		
	Number of students graduated from policy and population research of the national institution	Number	Total	0		20	40	60	80	100	UNFPA	Programme report and institution curriculum	Annually	Set this new indicator in stead of 4.1.3.	
	Proportion of 12th 5 year plan Key Performance Indicators (KPIs) directly aligned with SDG targets	Percentage	Total		2013						UNDP/RCO	12th 5 years Plan	2018	Set this new indicator to measure the progress of SDG mainstreaming in Bhutan.	
	Percentage of SDG indicators relevant to Bhutan (under 134 targets) for which at least baseline data is available in Bhutan	Percentage	Total		2016						100%	UNDP	Result of mapping done by UNDP (Baseline) SDG database (internation/national)	2018	Set this new indicator to measure the progress of SDG mainstreaming in Bhutan.
	Proportion of 12th 5 year plan Key Performance Indicators (KPIs) with full disaggregation when relevant to the target, in accordance with the Fundamental Princioals of Official Statistics	Percentage	Total		2013						UNDP/RCO	One off analysis of the 5 year plan document and SDG indicators	2015 & 2018	Set this new indicator (SDG 17.18.1) to observe the progress and achievement in quality data collection. Consult the RGoB to set a realistic target for 2018.	

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
UNDP UNFPA UNICEF	4.1.4 Percentage of government plans and programmes entered into PlaMS system	Percent	Total	0		100				100	UNICEF			Achieved already but this indicator stays till the end of the One Programme cycle.
	4.1.5 Number of offices and personnel at sub-national level proficient in data management and use	Text	Total	4 gewogs on pilot		Assessment of pilot in gewogs of Bumthang	Training Manuals and SOP developed	Gewog officials trained on data management	Operationalize data bases mgt in 205 gewogs	Review and assessment of database mgt at gewog levels	UNFPA / UNDP	Geog data base report	Annually	Remove this indicator and replace with the below indicator 'Percentage of all (205) geogs using online periodical (quarterly?) reporting system'
		Percent	Total	2%			30%			100%	UNFPA	Geog data base report	Annually	
	Percentage of all (205) geogs using online periodical (quarterly?) reporting system	Percentage		0%	2013					100%	UNFPA	Geog reports produced by the only periodic report (by NSB)		Set this new indicator in stead of 4.1.5. Define 'periodical' (monthly, quarterly, yearly etc) reporting
	4.1.6 Results of 20156 census and <del>Bhutan multi-indicator survey 2017</del> analyzed and disseminated	Text	Total	census 2005; BMIS 2010		Mapping, house listing and questionnaire design completed. Pilot census conducted	Training of census supervisors and enumerators, field operation of census and post	Preliminary and general census results disseminated	BMIS-2017- Thematic Analysis of Census 2015	20156 census and <del>2017 Bhutan multi-indicator survey</del> results disseminated.	UNFPA	Thematic analysis report	Census 2016	Revise this indicator to reflect the change. Remove 'BMIS' from the indicator as it will not take place. Change 2015 census to '2016'.
		Percent		0%			30%			100%	UNFPA	Thematic analysis report	Census 2016	
	4.1.7 Number of <del>NGOs</del> organizations with the capacity for child sensitive and equitable social protection programming	Number	Total	0		0	1	2		3	UNICEF			Revise this indicator as UN supports not only NGOs but also other entities. Change 'NGOs' to 'organizations'.
	4.1.8 Number of National bills providing legal protection of heritage resources	Text	Total	No Acts						3 National bills respectively on Built Heritage, National Archives and Intangible Cultural Heritage				Remove this indicator as there is no data to track the progress.
	Number of laws enacted by the parliament as the result of UN engagement since 2014	Number	Total	0	2014						UNDP	Annual desk review of legislature recordkeeping and UN programme report by UNDP	Annually	Set this new indicator for parliament institutional capacity building.
	Number of laws amended by the parliament as the result of UN engagement since 2014	Number	Total	0	2014						UNDP	Annual desk review of legislature recordkeeping and UN programme report by UNDP	Annually	Set this new indicator for parliament institutional capacity building.
	Number of public consultation held by the parliament as the result of UN engagement since 2014	Number	Total	0	2014						UNDP	Parliament Committee report UN Programme report by UNDP	Annually	Set this new indicator for parliament institutional capacity building.

UN System Agency	Indicators	Unit	Sub-group	Baselines	Year	Targets					UN	Means of Verification (per Indicators)	Expected frequency of new data availability (in months)	Recommendations
						2014	2015	2016	2017	2018				
Output 4.2: Local government and public administration bodies are better able to deliver effective and equitable public services.														
UNDP UNICEF	4.2.1 Reduction in average turnaround time	Text	Total	7 - 30 days across 21 of service lines		7-25	7-20	7-15	7-10	1-7 days	UNDP	G2C portal		Remove this indicator. UN contribution ended before 2014 and later the RGoB took over the initiative by using private sector to improve public sector service delivery (the data is maintained by the G2C project of the Prime Minister Office)
	4.2.2 Proportion local governments officials elected in 2016 trained and knowledgeable in local governments Rules and Regulations	Percent	Total	Existing local government s officials fully trained		N/A	N/A	50	75	100	UNDP	UNDP, UNCDF reports Training reports etc	Annually	
	4.2.3 Number of audit memos on local governments issued per year	Number	Total	615		550	500	450	400	350				Remove this indicator as there is no data to track the progress.
	4.2.4 Proportion of local governments officials elected in 2016 trained and knowledgeable in with RBM skills	Percent	Total	30		N/A	N/A	50	75	100	UNDP	UNDP, UNCDF reports Training reports etc	Annually	Revise this indicator as the indicator is not clear in definition.
	4.2.5 Number of integrated community centres with video conference facility functional-online-services	Number	Total	23 2		50 2	75 47	100 47	150 75	205 80	UNDP	UNDP Project Report	Annually	Revise this indicator, baseline and targets as this indicator is not clear in its definition. Change 'functional online services' to 'video conference facility'. Change the baseline from 23 to 2 and targets 2014: 50 to 2, 2015: 75 to 47, 2016: 100 to 47, 2017: 150 to 75, 2018: 205 to 80.
	4.2.6 Proportion of annual budget utilization by local governments	Percent	Total	87		Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	Address the capacity gaps of LGs selectively	95-99				Remove this indicator as there is no data to track the progress.
Output 4.3: Women and youth have increased opportunities to participate in leadership as well as in policy making, planning, and implement station of development plans.														
UNDP UNW UNICEF	4.3.1 Percentage of women in parliament	Percent	Female	8.3		8.3	8.3	8.3	8.3	20	UNDP/UNW	National Assembly and National Council	Annually	
	4.3.2 Percentage of elected women in local governments	Percent	Total	7		7	7	20	20	20	UNDP/UNW	Election Commission of Bhutan (ECB) report	Annually	
	4.3.3 Number of dzongkhags with at least one operational youth-led group	Number	Total	7		10	13	14	16	18	UNICEF	Programme report	Annually	
	4.3.4 Number of recommendation sets made annually through youth fora to influence national and local development plans	Number	Total	2		4	5	3	3	4	UNICEF	Programme report	Annually	
Output 4.4: Media and CSOs are better able to promote the participation of people in particular youth, in democratic processes, public dialogue and discourse.														
UNDP UNICEF UNW	4.4.1 Percentage of adult population reached by civic and voter education	Percent	Total	30						85	UNDP/UNICEF	ECB	2018	
	4.4.2 Percentage of population using media to engage in discussion about democracy and politics	Percent	Total	33						70	UNDP			Remove this indicator as there is no data to track the progress.
	4.4.3 Proportion of youth engaging in democratic governance	Percent	Male	0							UNDP	Bhutan Children's Parliament Report	Annually	Consult the ECB to set yearly targets. Set baseline 0%.
			Female	0							UNDP	Bhutan Children's Parliament Report	Annually	Consult the ECB to set the targets. Set baseline 0%.
			Total 14-24 yrs								UNDP			Remove this sub indicator as there is no data to track the progress.
Output 4.5: People have greater awareness of their rights and increased access to formal and informal justice redressal mechanisms														
UNDP UNW	4.5.1 Proportion of people aware of basic rights, duties & responsibilities	Percent	Total	83						90	UNDP	Mediators' Annual Reports (LG) 2016 Census	2016	
	4.5.2 Percentage of civil cases and disputes resolved through alternate dispute resolution mechanisms	Percent	Total							20	UNDP	Bhutan Nationl Legal Institute	2016	Consult BNLI regarding the availability of information. Set the baseline if data is available.