

Terms Of Reference

For

Outcome Evaluation

Energy and Environment

UNDP BHUTAN
March 2004

INTRODUCTION

Background

The growing demand for development effectiveness is largely based on the realization that producing good deliverables is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people's lives. Being a key international development agency, the United Nations Development Programme (UNDP) has been increasing its focus on achievement of clearly stated results. Nowadays, results-based management (RBM) has become UNDP's management philosophy.

As part of its efforts in enhancing RBM, UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

Outcome to be evaluated

According to the evaluation plan of the UNDP Bhutan, an outcome evaluation will be conducted in the first quarter of 2004 for the following outcome, which is stated in the Strategic Results Framework (SRF) of UNDP Bhutan; **"Global environment concerns and commitment integrated in national development planning and policy"**. A detailed results framework for the outcome is summarized below:

Intended Outcome: Global environment concerns and commitment integrated in national development planning and policy.

Outcome Indicators: Five Year Development Plan; national strategy and plan documents; national policy, legal and regulatory frameworks.

Baseline (2000): The past Five Year Development Plans included sectoral approach to environmental management mostly ingrained in the RNR sector. National authorities and local communities lacked adequate capacity to address key environmental issues.

End SRF Target (2003): Global environment concerns and commitment integrated into 9th Five year Plan; National Biodiversity strategy and Action Plan developed and implemented; capacity of national authorities and local communities strengthened to address key environmental issues.

Brief national context related to the outcome

Environmental conservation has always enjoyed a high priority in the Royal Government of Bhutan's (RGOB) vision of holistic development and the cause continues to be an important and integral consideration in the development agenda.

While Bhutan's environmental track record has been enviable, there are certain challenges emerging that could seriously compromise the future state of the environment. Among the key challenges confronting the goal of ensuring environmental sustainability is the rapid population growth that Bhutan is experiencing. While the growth level has come down from 3.1 percent, the present growth rate of 2.5 percent still poses a serious threat to the country's environmental resources. With increasing pressures on grazing land, agriculture, and forest resources, the

protection of forests and conservation of biological diversity are expected to become ever more difficult. Bhutan's fuel wood consumption per capita is one of the highest in the world. Recently, air and water pollution near industrialized and urban areas have been of concern.

Modernization and economic development of the country invariably require the establishment of extensive road infrastructure. This is an important priority for the RGOB and regarded as vital for alleviating rural poverty. Given the high vulnerability and fragility of mountain eco-systems and the lack of advanced construction techniques and expertise, the building of an extension network of mountain highways and feeder roads in an environment-friendly manner will prove to be a major challenge. This would similarly apply to urban and development associated infrastructure.

In spite of Bhutan's strong commitment to preserve its natural heritage, it is faced with the challenge of balancing development with conservation goals. Bhutan is signatory to some of the important international environmental conventions such as UNFCCC, UNCBD, UNCCD, and Basel convention, and has been an active member of these conventions.

UNDP Priority areas of support

UNDP's support to Bhutan in energy and environment sector has focused on two broad strategic areas: (i) Institutional framework for sustainable environmental management and energy development; and (ii) national capacity development to negotiate and implement global environmental conventions. In this regard, UNDP has been cooperating with the following partners in achieving development results in those two main areas:

- Department of Aid and Debt Management (DADM);
- National Environment Commission (NEC);
- Ministry of Agriculture (MOA);
- Nature Conservation Division (NCD);
- National Biodiversity Centre (NBC);
- Department of Energy (DOE);
- World Wildlife Fund (WWF);
- Royal Society for the Protection of Nature (RSPN);
- Dzongkhags; and,
- Community Organizations.

UNDP projects associated with the outcome

The following table shows the UNDP-supported projects that are associated with the outcome "*Global environment concerns and commitment integrated in national development planning and policy*". Contribution to the outcome was also made through various non-project activities (soft assistance).

Summary of UNDP supported projects that are associated with the outcome

Project No.	Project Title	Focal area	Source of Fund	Total Budget (in US\$)	Project Duration	Executing Agency
BHU/96/G31	Bhutan National Greenhouse Gas Project*	Climate Change	GEF	396,600	1997-2003	NEX/NEC
BHU/96/G32	National Biodiversity Conservation Strategy	Biodiversity	UNDP/GEF	281,546	1997-2003	NEX/NCD
BHU/96/G33	Integrated Jigme Dorji National Park*	Biodiversity	GEF	1,500,000	1997-2003	NEX/NCD
BHU/96/008			UNDP TRAC	270,662		
BHU/96/G81	Strengthening Environmental Management & Education in Bhutan*	Environment	Cap21	400,000	1996-2002	NEX/NEC
BHU/96/001			UNDP TRAC	279,421		
BHU/98/G41	Mini/Micro Hydropower Development Project	Energy	GEF	228,500	1997-2003	NEX/DoE, MTI
			Swedish	135,000		
BHU/01/002	Solar Energy Programme Review & Preparation of Sustainable Solar Energy Programmes and Project Proposal for Bhutan	Energy	SPPD	54,500	2001-2002	UNIDO
	Support to National Assessment for the WSSD	Multi-focal	Cap21	10,000	2001-2002	NEX/NEC
BHU/02/G41	National Capacity Self-Assessment (NCSA) for Global Environmental Management	Multi-focal	GEF	25,000	2002-2003	NEX/NEC
			RGOB	2,500		
BHU/03/G31	Self-Assessment and Action Plan Development for National Capacity Building in Bhutan for GEF	Multi-focal	GEF	199,100	2004-2005	NEX/NEC
BHU/03/G35	Linking and Enhancing Protected Areas (LINKPA)	Biodiversity	GEF	792,000	2003 –2007	WWF/Bhutan
			WWF	643,000		
			RGOB	420,000		
BHU/03/G37	National Adaptation Programme of Action (NAPA)	Climate Change	GEF	199,000	2004-2005	NEX/NEC
BHU/98/G52	GEF Small Grants Programme*	Climate Change	GEF	478,407	199-2003	NS Committee/DADM

* mid-term/final evaluation undertaken

OBJECTIVES OF THE OUTCOME EVALUATION

The outcome evaluation shall assess the following:

- (i) *outcome analysis* - what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints);
- (ii) *Output analysis* - the relevance of and progress made in terms of the UNDP outputs (including analysis of both project and non-project activities);
- (iii) *Output-outcome link* - what contribution UNDP has made/is making to the progress towards the achievement of the outcome; and,
- (iv) Assess partnership strategy in relation to the outcome.

The results of the outcome evaluation will be used for re-focusing the interventions during the second half of the current CCF (if necessary) and guiding future programming.

SCOPE OF THE EVALUATION

The outcome evaluation is expected to analyze the status of the outcome, particularly in relation to UNDP contribution to the outcome through project activities and soft assistance.

The outcome evaluation is expected to address the following issues:

Outcome analysis

- What is the current situation and possible trend in the near future with regard to the outcome?
- Whether sufficient progress has been achieved vis-à-vis the outcome as measured by the outcome indicator?
- What are the main factors (positive and negative) that affect the achievement of the outcome?
- Whether the outcome indicators chosen are sufficient to measure the outcomes?
- To what extent synergies in programming such as partnerships including among various UNDP programmes related to outcome

Output analysis

- Are the UNDP outputs still relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- What are the factors (positive and negative) that affect the accomplishment of the outputs?
- Assess whether and how the environment-poverty nexus has been addressed and promoted in UNDP's activities; i.e. whether environmental conservation and natural resource management activities address livelihood issues.
- Assess whether environmental concerns have been considered in the national development planning.
- Assess UNDP's ability to advocate best practices, and influence integration of sustainable development into national policies and plans.
- Analysis of UNDP support to Royal Government of Bhutan to enhance national capacity to negotiate and implement the international conventions/ treaties to which Nepal is signatory to.

Output-outcome link

- Whether UNDP's outputs or other interventions can be credibly linked to the achievement of the outcome (including the key outputs, projects, and soft assistance);
- What are the key contributions that UNDP has made/is making to the outcome?

- What has been the role of UNDP soft-assistance activities in helping achieve the outcome? Has UNDP been able to catalyze wider application of new technologies, promote public participation, or support implementation of environmentally friendly policies?
- With the current planned interventions in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed?
- Whether UNDP's partnership strategy has been appropriate and effective. Has UNDP been able to bring together various partners across sectoral lines to address environmental concerns in a holistic manner?
- Assess UNDP's ability to develop national capacity in a sustainable manner (through exposure to best practices in other countries, holistic and participatory approach). Has UNDP been able to respond to changing circumstances and requirements in capacity development?
- What is the prospect of the sustainability of UNDP interventions related to the outcome?

PRODUCTS EXPECTED FROM THE EVALUATION

The key product expected from this outcome evaluation is a comprehensive analytical report which include the following contents:

- Executive summary;
- Introduction;
- Description of the evaluation methodology;
- An analysis of the situation with regard to the outcome, the outputs, and the partnership strategy;
- Analysis of salient opportunities to provide guidance for the future programming;
- Key findings (including best practice and lessons learned);
- Conclusions and recommendations; and,
- Annexes: TOR, field visits, people interviewed, documents reviewed, etc.

METHODOLOGY

An overall guidance on outcome evaluation methodology can be found in the *UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for Outcome Evaluators*. The evaluators should come up with a suitable methodology for this outcome evaluation based on the guidance given in these two documents.

During the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project document with amendments made, review reports -midterm/final/TPR, donor-specific, etc);
- Discussions with the Senior Management and programme staff of UNDP CO;
- Interviews with and participation of partners and stakeholders; and,
- Field visits to selected project sites;
- Consultation meetings.

EVALUATION TEAM

The evaluation team will comprise of two consultants: one international consultant (as the team leader) and one national consultant (as team member). The international consultant should have an advanced university degree and at least eight years of work experience in the field of sustainable environment and energy development, sound knowledge about results-based management (especially results-oriented monitoring and evaluation). The team leader will take the overall responsibility for the quality and timely submission of the evaluation report to the UNDP Country Office.

Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis);
- Decide the division of labor within the evaluation team;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Draft related parts of the evaluation report; and
- Finalize the whole evaluation report.

The national consultant should have advanced university degree and at least five years work experience in the area of energy and environment. S/he should have sound knowledge and understanding of environment sector in Bhutan, and have experience in conducting evaluation. S/he will perform the following tasks:

- Review documents;
- Participate in the design of the evaluation methodology;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Draft related parts of the evaluation report; and,
- Assist Team leader in finalizing document through incorporating suggestions received on draft related to his/her assigned sections.

IMPLEMENTATION ARRANGEMENTS

To facilitate the outcome evaluation process, UNDP Bhutan will set up an Evaluation Focal Team (EFT). The EFT will assist in connecting the evaluation team with Programme Unit, senior management, and key stakeholders. In addition, the EFT will provide both substantive and logistical support to the evaluation team, ensure participatory evaluation process, and comment on the draft evaluation report. The Head of Environment Unit with support of the EFT members, will facilitate the evaluators in the specific areas of expertise to develop plan, methodology and scope of evaluation; conduct field visits; and organize meetings. During the evaluation, EFT will help identify the key partners for interviews by the evaluation team. However, the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach to collecting and analyzing data for the outcome evaluation.

Evaluation mission schedule (5th April to 25th April, 2004)

Activity	Timeframe and responsible party
Evaluation design and workplan	1 day, by the evaluation team
Desk review of existing documents	3 days, by the evaluators

Field visits, interviews with partners, and key stakeholders	7 days, by the evaluation team
Drafting of the evaluation report	5 days, by the evaluation team
Debriefing with UNDP	0.5 day, UNDP and the evaluation team
Debriefing with partners	0.5 day, partners and the evaluation team
Finalization of the evaluation report (incorporating comments received on first draft)	3 days by the evaluation team

Working Days:

20 working days for Team Leader

18 working days for the national consultant

VIII. SELECTED DOCUMENTS TO BE STUDIED BY THE EVALUATORS

The evaluators should study the following documents:

- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Guidelines for Outcome Evaluators
- UNDP Results-Based Management: Technical Note
- United Nations Development Assistance Framework (UNDAF) for Bhutan (2002-2007)
- UNDP 2nd Country Cooperation Framework (CCF) for Bhutan (2002-2006)
- UNDP Strategic Results Framework (SRF) for Bhutan (2000-2003)
- UNDP Results-Oriented Annual Report (ROAR) for Bhutan (2001, 2002)
- UNDP Project documents, project monitoring reports, and project evaluation reports
- UNDP National Human Development Report for Bhutan
- 9th Five Year Plan document
- National policies, strategies, and plans related to the outcome
- Other documents and materials related to the outcome (e.g. government, donors)

Annex 1: People Met

At Thimphu

UNDP Bhutan Country Office

1. Dierdre Boyd, Deputy Resident Representative
2. Renata Lok Dessallien, Resident Representative
3. Seeta Giri, Unit Head, Environment Unit
4. Sunita Giri, Assistant to RR/ Resident Coordinator of the UN System
5. Sonam Lhendup, Unit Head, Governance Unit
6. Tshering Pem, Unit Head, Poverty Unit and MDG
7. Jigme Tobgay, Programme Associate, Environment Unit
8. Wangdi Tshering, Unit Head, Programme Monitoring and Support Unit

RGOB Agencies

9. Kesang Chhoden, Senior Programme Officer, Department of Aid and Debt Management
10. Kunzang Dorji, Communications Officer, NEC Secretariat
11. Lam Dorji, Executive Director, RSPN
12. Lam Dorji, Director, Department of Planning, Ministry of Finance
13. Mewang Gyeltshen, Head, Renewable Energy Division, Department of Energy
14. Thinley Namgyal, Technical Division, NEC Secretariat
15. Tobgyal Sonam Namgyal, Director, Bhutan Trust Fund for Environmental Conservation
16. Yeshey Penjor, Programme Officer, NEC Secretariat
17. Tshering Tashi, Head, Technical Division, NEC Secretariat
18. Ugen Tenzin, ESPS Coordinator, NEC Secretariat
19. Dechen Tsering, Head, Policy and Coordination Division, NEC Secretariat
20. Karma Tshering, Asstt Programme Officer, PCD, NEC Secretariat
21. Ugyen Tshewang, Director, National Biodiversity Center, Serbithang
22. Sangay Wangchuk, Head, Nature Conservation Division, Ministry of Agriculture
23. Nima Wangdi, Director, Department of Aid and Debt Management
24. Tenzin Wangmo, Planning Officer, Department of Planning, Ministry of Finance
25. Tshewang Zangmo, Asstt Programme Officer, PCD, National Environment Commission Secretariat

Other International Agencies

26. Torben Bellers, Minister Counsellor, Liaison Office of Denmark
27. Saamdu Chetri, Deputy Resident Coordinator, SDC/ Helvetas Bhutan
28. Tek Bahadur Chhetri, Programme Officer, Liaison Office of Denmark
29. Cecilia Keizer, Country Director, SNV Bhutan
30. Erwin Koenig, Resident Coordinator, SDC/ Helvetas Bhutan
31. Kinzang Namgay, Country Representative, WWF Bhutan Program
32. Chadho Tenzin, Senior Programme Officer, WWF Bhutan Program
33. Hendrik Visser, NRM Programme Coordinator/ EFRC Specialist, SNV Bhutan

In the field

Jigme Dorji National Park

34. Gomchhen, Gup, Goenshari geog, Punakha Dzongkhag
35. Jambay, Livestock Development Extension Agent, RNR Center, Damji, Goenkhome geog, Gasa Dzongkhag
36. Kenchop, Mange Ap, Damji, Goenkhome geog, Gasa Dzongkhag
37. Kinley Dorji, Head Teacher, Community Primary School, Goenshari, Goenshari geog, Punakha Dzongkhag

38. Sonam Dorji, Head Teacher, Community Primary School, Damji, Goenkhome geog, Gasa Dzongkhag
39. Sonam Drugyel, Forestry Extension Agent, RNR Center, Damji, Goenkhome geog, Gasa Dzongkhag
40. Kencho Gyeltshen, Gup, Damji, Goenkhome geog, Gasa Dzongkhag
41. Tashi Pelden, Incharge, JDNP Guard Post, Tashithang
42. Tenzin Phuntsho, Park Warden, ICDP Unit
43. Tshering Phuntsho, Park Manager
44. Namgay Wangchuk, Park Warden, REMO Unit

Bumthang Dzongkhag Administration

45. Dawa Dorji, Dzongkhag Livestock Officer
46. Jigme Dorji, Dzongkhag Agriculture Officer
47. Lobzang Dorji, Dzongkhag Planning Officer
48. Sonam Phuntsho, Dzongkhag Forestry Extension Officer (also currently the Dzongkhag RNR Coordinator)
49. Kunzang N. Tshering, Dasho Dzongda

Thrumshingla National Park

50. Pema Dhendup, Deputy Warden (Incharge), Anti Poaching Unit
51. Jigme Dorji, Warden, Patrol Monitoring and Research Section
52. Sangay Dorji, Warden, Integrated Conservation and Development Section
53. Tashi Dorji, Warden, Environmental Awareness and Education Unit
54. Sonam Wangchuk, Park Manager

Annex 2: Itinerary

Tue, 6 April	Meetings at UNDP Bhutan Country Office, with the Evaluation Focal Team and individually with Unit Heads
Wed, 7 April	Meetings with: Department of Planning, Ministry of Finance Resident Representative and Deputy Resident Representative, UNDP Netherlands Development Organization (SNV)
Thu, 8 April	Meetings with: Department of Aid and Debt Management, Ministry of Finance National Environment Commission Secretariat Royal Society for the Protection of Nature World Wildlife Fund Bhutan Program
Fri 9 April	Meetings with: SDC/ Helvetas Bhutan Coordination Office Bhutan Trust Fund for Environmental Conservation Liaison Office of Denmark Nature Conservation Division, Ministry of Agriculture Discussion on preliminary observations with the UNDP Evaluation Focal Team
Sat, 10 April	Travel to JDNP Headquarters at Damji. On the way, lunch at Lobesa. Halt at JDNP Headquarters, Damji.
Sun, 11 April	Meetings with JDNP Park Manager and other staff. Visits to the RNR Center and Community Primary School at Damji and to Damji village. Overnight at Damji.
Mon, 12 April	Travel back to Punakha. On the way, visit to the Community Primary School at Goenshari. Overnight at Meri Puensum Resort, Wolakha.
Tue, 13 April	Travel to Bumthang. Meeting with Dasho Dzongda and dzongkhag sectoral officers of Bumthang Dzongkhag Administration. Overnight at Kaila Guest House, Chamkhar.
Wed, 14 April	Visit to TNP Headquarters at Ura and discussion with park staff. After lunch, visit to Rhododendron In-situ Garden at Thrumshingla Pass. Return to Bumthang. Overnight at Kaila Guest House, Chamkhar.
Thu, 15 April	Travel back to Wangduephodrang. Overnight at Kyitchhu Resort, Chhuzomsa.
Fri, 16 April	Travel back to Thimphu. Meetings with: National Biodiversity Center, Serbithang Planning and Policy Division, Ministry of Agriculture Discussion of preliminary findings with UNDP Focal Evaluation Team
Sat, 17 April - Sun, 18 April Mon, 19 April	Report writing
	Meetings with: UNDP/ GEF Small Grants Programme Renewable Energy Division, Department of Energy Afternoon, report writing
Tue, 20 April	Debriefing meetings with: Resident Representative and Deputy Resident Representative, UNDP Department of Aid and Debt Management
Wed, 21 April	Presentation of findings to UNDP staff, partners and other stakeholders Meeting with Department of Geology and Mines
Thu, 22 April	Report writing
Fri, 23 April	Submission of draft report

Annex 3: List of People Present at the Presentation of Preliminary Findings, 21 April

1. Deirdre Boyd, Deputy Resident Representative, UNDP
2. Gerald Daly, Representative, World Food Programme
3. Pem Deki, Program Associate, Programme Monitoring and Support Unit, UNDP
4. Renata Lok Dessallien, Resident Representative, UNDP
5. Lam Dorji, Executive Director, Royal Society for the Protection of Nature
6. Seeta Giri, Unit Head, Environment Unit, UNDP
7. Mewang Gyeltshen, Head, Renewable Energy Division, Department of Energy
8. Erwin Koenig, Resident Coordinator, SDC/ Helvetas Bhutan Coordination Office
9. Sonam Lhendup, Unit Head, Governance Unit, UNDP
10. Thinlay Namgyel, Programme Officer, National Environment Commission Secretariat
11. Dorji Om, Programme Assistant, Environment Unit, UNDP
12. Marie Pedersen, Programme Officer, Governance Unit, UNDP
13. Tshering Pem, Poverty Unit/ MDG, UNDP
14. Yeshey Penjor, Programme Officer, National Environment Commission Secretariat
15. Tirtha Rana, Programme Associate, UNDP/ GEF Small Grants Programme
16. Chadho Tenzin, Senior Programme Officer, WWF Bhutan Programme
17. Ugen Tenzin, ESPS Coordinator, National Environment Commission Secretariat
18. Minori Terada, Programme Officer, Governance Unit, UNDP
19. Jigme Tobgay, Programme Associate, Environment Unit, UNDP
20. Dechen Tsering, Head, PCD, National Environment Commission Secretariat
21. Karma Tshering, Asstt Programme Officer, PCD, National Environment Commission Secretariat
22. Wangdi Tshering, Unit Head, Programme Monitoring and Support Unit, UNDP
23. Hendrik Visser, NRM Program Coordinator/ EFRC Specialist, SNV
24. Chuki Wangchuk, Programme Officer, Bhutan Trust Fund for Environmental Conservation
25. Sangay Wangchuk, Joint Director, Nature Conservation Division, Ministry of Agriculture
26. Tenzin Wangmo, Planning Officer, Department of Planning, Ministry of Finance
27. Chris Whitehouse, Programme Officer, UNV
28. Jambay Zangmo, Asstt Programme Officer, DADM, Ministry of Finance
29. Tshewang Zangmo, Asstt Programme Officer, PCD, National Environment Commission Secretariat

Annex 4: Documents Reviewed

1. Bhutan 2020: A vision for Peace, Prosperity and Happiness, Planning Commission, RGOB, 1999.
2. Bhutan 2003: People at the Centre of Development, Background paper for the Eighth Round Table Meeting, February 2003.
3. Report of the Eighth Round Table Meeting, February 2003.
4. Development Cooperation, Bhutan Joint Donor Database: Report for 2001, UNDP, December 2002.
5. Bhutan ROAR 2002 and Strategic Results Framework (SRF) for year 2003, UNDP.
6. First Country Cooperation Framework for Bhutan (1997-2001), Executive Board of the UNDP and UN Population Fund.
7. Second Country Cooperation Framework for Bhutan (2002-2006), Executive Board of the UNDP and UN Population Fund.
8. Country Programme Strategy, Second Operational Phase (1999-2001), UNDP/GEF Small Grants Programme, Bhutan
9. UNDP/GEF Small Grants Programme Strategic Framework, 1999.
10. Bhutan: The Road From Rio, National Assessment of Agenda 21 in Butan, National Environment Commission, RGOB, 2002.
11. National Environment Strategy for Bhutan: The Middle Path, National Environment Commission, RGOB, 1998.
12. Biodiversity Action Plan for Bhutan 2002, Ministry of Agriculture, RGOB, 2002.
13. The 9th Plan (2002-2007), The Planning Commission, RGOB.
14. The 8th Plan (1997-2002), The Planning Commission, RGOB.
15. Ninth Five Year Environment Sector Plan (2002-2007), NECS, RGOB.
16. Renewable Natural Resources Sector Ninth Plan (2002-2007), MoA, RGOB.
17. Bhutan: Treading the middle path to sustainable development, National Environment Commission, 2002.
18. Millennium Development Goals, Progress Report 2002, Bhutan, RGOB.
19. First Green House Gas Inventory, National Environment Commission, RGOB, September 2000.
20. Initial National Communication on Climate Change, National Environment Commission, RGOB, September 2000.
21. Balancing Development with Conservation, Discussion paper, UNDP, www.undp.org.bt/
22. Managing Production landscapes in support of Protected areas sustainability, GEF Case study on JDNP, UNDP, 2004.
23. Working with rural communities to conserve wood energy: A case study from Bhutan, www.undp.org.bt/
24. UNDP project sheets, www.undp.org.bt/
25. Linking and enhancing Protected Area in the temperate broadleaf forest ecoregion of Bhutan (LINKPA), Project Document, RGOB and UNDP.
26. LINKPA Update, 2003-2004.
27. Integrated Management of Jigme Dorji National Park (1997-2003), JDNP Terminal Review, 2003.
28. Integrated Management of Jigme Dorji National Park (1997-2003), Project No. BHU/96/G33 (GEF) and BHU/96/008 (UNDP).
29. Environmental Assessment Act, 2000, National Environment Commission, Royal Government of Bhutan
30. Forest and Nature Conservation Act of Bhutan, 1995, RGOB.
31. Geog Yargay Tshogchung Chathrim, 2002, Ministry of Home Affairs, RGOB.
32. Forest and Nature Conservation Rules of Bhutan, Vol. 1, 2003, DoF/MoA, RGOB.

33. Report of the Biennial Programme Review of the UNDP/GEF Small Grants Programme in the Kingdom of Bhutan (October 1998-June 2002), prepared by Ugen P. Norbu, UNDP/GEF SGP, Bhutan, November 2002.
34. Community-Based Natural Resource Management in Bhutan: A Framework, 2002, Department of Research and Development Services, MoA, RGOB.
35. Dzongkhag Yargay Tshogdu Chathrim, 2002, Ministry of Home Affairs, RGOB.
36. Integrated Conservation and Development Plan: Lunana Geog, Gasa Dzongkhag, September 2001, Facilitated by: Gasa Dzongkhag, Jigme Dorji National Park, NCD, DoF & MoA.
37. RSPN Publicity Brochure
38. Establishment of Bhutan Integrated Biodiversity Information System (BIBIS), Draft Proposal, National Biodiversity Centre, MoA.
39. RSPN Endowment Fund: Sustaining Citizen's Participation in Environmental Conservation in Bhutan, Publicity Brochure, RSPN.
40. RSPN Newsletter, Issues XVIII and XIX, September 2003 & December 2003
41. Danida in Bhutan, Information Brochure, Liaison Office of Denmark, Thimpu.
42. Bhutan Trust Fund for Environmental Conservation, Annual Report, 2002.
43. UNDAF Business Plan for Bhutan (2002-2007), Prepared by the RGOB and UN System in Bhutan, 2003.
44. Bhutan National Human Development Report, 2000, The Planning Commission Secretariat, RGOB.
45. Striking the Balance: Guidelines to identify Integrated Conservation and Development Programmes (ICDPs) in the Protected Areas of Bhutan, 2003, The Management Planning and ICDP Section, NCD/DoF/MoA.
46. Vision and Strategy for the Nature Conservation Division, 2003, Department of Forestry Services, MoA, RGOB.
47. Bhutan National Ecotourism Strategy, 2001, Department of Tourism, Ministry of Trade and Industry, RGOB.
48. Environment and Sustainable Development, Report on the Paro Workshop, Bhutan, 1990, UNDP/RGOB/Government of Denmark.

Annex 5: UNDP Environment Projects and Outputs

Project No.	Project Title	Intended Outputs
BHU/96/G31	Bhutan National Greenhouse Gas Project (1997-2003)	<p>Output 1: Establishment of Project Management Team with the NECS</p> <p>Output 2: Establishment of a system for preparing inventories</p> <p>Output 3: Development of list of promising GHG abatement measures in the context of national GHG inventory, and development of methodology for assessment of GHG abatement measures</p> <p>Output 4: Procedures for assessing vulnerability to future climate change</p> <p>Output 5: Comprehensive set of baseline data required as reference points for assessing vulnerability and adaptation options</p> <p>Output 6: Comprehensive assessment of Bhutan's vulnerability to climate change</p> <p>Output 7: Procedures for identifying and evaluating adaptation options</p> <p>Output 8: National adaptation options to climate change</p> <p>Output 9: National plan for mitigation and adaptation</p> <p>Output 10: First National Communication to the FCCC</p> <p>Output 11: Identification and submission of technology needs for GHG sequestration</p> <p>Output 12: Capacity building to assess technology needs, modalities to acquire and absorb them, design, evaluate and host projects</p> <p>Output 13: Capacity building for participation in systematic observation networks</p> <p>Output 14: Studies leading to the preparation of national programs to address climate change improvement of emission factors.</p>
BHU/96/G32	National Biodiversity Conservation Strategy (1997-2003)	<p>Output 1: Preparation of National Biodiversity Strategy and Action Plan</p> <p>Output 2: The First National Report on Bhutan's biodiversity submitted to COP/CBD in 2002</p> <p>Output 3: Assess needs and identify priorities on the needs for the implementation of general measures for <i>in-situ</i> and <i>ex-situ</i> conservation and sustainable use</p> <p>Output 4: Assess needs to evaluate and mitigate specific threats to components of biodiversity</p> <p>Output 5: Assessment of capacity building needs in biodiversity monitoring including taxonomy</p> <p>Output 6: Consultative process for 2nd National Biodiversity Report</p>
BHU/96/G33	Integrated Jigme Dorji National Park (1997-2003)	<p>Output 1: Fully trained staff managing the Park</p> <p>Output 2: Approximately 4 warden trained in PA and wildlife management. Over 50 park staff and Geog partners trained in the ICDP-related methodologies and sustainable development. 14 wardens and Geog partners trained in community forestry</p> <p>Output 3: 250 km of boundary demarcated. Boundaries of the 6 different zones within the park demarcated. Eight warden/guard posts. Two interpretive centers</p> <p>Output 4: Twenty-six Geog representatives trained. 9 Geog CNRMPs finalized and implementation underway. All six land use zones demarcated and agreed upon by stakeholders</p> <p>Output 5: Tourism Management Programme developed and under implementation</p> <p>Output 6: GIS database for JDNP containing information on species distribution, abundance, livestock numbers and forest cover. One GIS technician trained</p> <p>Output 7: Information for effective management. Grassland user groups defined. Grazing permits verified. Information recorded and mapped at 1:50,000,000 scale and entered into GIS</p> <p>Output 8: New plant harvesting system in place. Ten new credit schemes per year utilized for sustainable economic development. Ten sustainable economic development demonstration workshops held in various locations in the Park</p> <p>Output 9: Nurseries established in areas identified by communities. Pilot demonstration on social forestry, cooking/heating stove and solar water boiling reflectors given to 100 households. One pilot micro-hydro power generator installed in Laya benefiting about 80 houses and tourist lodges. Electricity-run flour/oil mills established</p> <p>Output 10: Ten brochures in Dzongkha produced. One book on JDNP in English and Dzongkha produced</p>
BHU/96/008		
BHU/96/G81	Strengthening Environmental Management & Education in Bhutan (1996-2002)	<p>Output 1: Improved linkages and coordination among relevant organizations, regarding environmental management and education</p> <p>Output 2: Personnel trained in environmental management and monitoring, including EIA , and enabled to apply this information in field activities</p> <p>Output 3: Strengthened environmental education programmes for primary, secondary and monastic schools; Trained community leaders, who are enabled to promote environmental awareness at the Geog level and incorporate environmental concerns into the local-level planning process</p>
BHU/96/001	Capacity 21	

BHU/03/002	Support for Implementation of Micro Environmental Action Plans (2003-2005) Capacity 21	Output 1: Enhanced awareness and ability of GYT and DYT to undertake sustainable development initiatives Output 2: Improved capacity of NEC to manage environment within the context of new decentralization policy Output 3: 40 Geogs implementation of MEAPs underway (2 in each Dzongkhag)
BHU/98/G41	Mini/Micro Hydropower Development Project (1997-2003)	Output 1: A report consisting of potential off-grid min/microhydro sites with load forecasting and socio-economic situation at those sites Output 2: A report consisting of selection procedure for optimum mini/microhydro sites and a report consisting of a comprehensive list of appropriate mini/micro hydro technologies along with a list of manufacturers, vendors and installers Output 3: A project brief drawn on the basis of ongoing and baseline activities, and a full UNDP project document under the title of 'Removing Barriers to Mini and Micro Hydropower Development for Decentralized Rural Electrification in Bhutan
BHU/01/002	Solar Energy Programme Review & Preparation of Sustainable Solar Energy Programmes and Project Proposal for Bhutan (2001-2002)	Output 1: Establishment of an inter-disciplinary expert group under the Department of Power for coordinating all activities related to solar electrification programme. Review of the status of solar PV programme, assessment of the problem through field survey, and development of long-term policies and strategies together with UN agencies, multi/bilateral donor partners and civil society to support solar energy programme Output 2: Evaluation of various solar PV technologies available worldwide and their cost effectiveness and performance keeping in the view the local conditions, institutional capabilities, economic opportunities and social acceptability in Bhutan Output 3: Identification of training needs and capacity of institutions to be enhanced and policies required at national, district and local levels to support solar energy programme
	Support to National Assessment for the WSSD (2001-2002)	Output 1: National Assessment of Agenda 21
BHU/02/G41	National Capacity Self-Assessment (NCSA) for Global Environmental Management (2002-2003)	Output 1: Design of adequate and appropriate proposal for funding for National Capacity Self-Assessment confirming to requirements set by GEF Secretariat and the preparation of funding proposal for the assessment
BHU/03/G35	Linking and Enhancing Protected Areas (LINKPA) (2003-2007)	Output 1: Develop conservation and management guideline, regulatory framework and capacity for biological corridor management Output 2: Develop model initiatives for effective biological corridor management and conservation by the local authorities and communities in the selected sites Output 3: Strengthen conservation and sustainable use of biological resources in the Thrumshingla National Park as a 'linch pin' of the biological corridors.

Annex 7: Methodological Constraints and Caveats

It would be unfair to the efforts of the Country Office and distorting the findings and conclusions of the evaluation, if this report does not highlight a number of factors that significantly impact the methodology and results of the outcome evaluation:

Project Design and Outcome Relevance

Half of the projects selected for this evaluation were designed before the SRF and, therefore, do not necessarily always target policy, integration or capacity development issues. Therefore, it is doubtful whether they can be effectively assessed against the outcome without a major “retro-fitting” of objectives and results.

Project Type

Among the projects reviewed, there are several preparatory and enabling activities. As a matter of fact, within the portfolio, there are only two “on-the-ground” projects that have been completed (JDNP and Cap21), and two more (Support to MEAP and LINKPA) that began implementation last year. The other six projects represent a mix of support for Bhutan’s international commitments and project preparation. The composition of the pipeline reinforces this trend. This portfolio composition makes it very difficult to gauge the impact of UNDP interventions, as – by definition – enabling and preparatory projects are to be followed by “full” projects, which would build on their predecessors. The evaluation team has dealt with this on a case-by-case basis in the relevant sections of the outcome analysis.

SRF and Country Cooperation Framework (CCF)

In the case of Bhutan, the SRF cycle (2000-2003) and the CCF II period (2002-2006) do not match. As a result, the objectives and results of the two strategic instruments do not match completely. Compared to the SRF outcome on integration global environmental concerns, CCF II has a strategic area of support on *Institutional framework for sustainable environmental management and energy development* and associated results of *legal, policy and institutional frameworks for the protection of the environment; eco-tourism plans for designated protected areas; increased income of rural farmers in selected areas; and community-based natural resources management plans in selected areas*. While these results seem to be more in tune with current projects, they do not reflect any longer integration and capacity-building efforts at national level. For the purpose of our evaluation, we have chosen to disregard these discrepancies and focus on the SRF.

SRF and Intervening Developments

Due to the fact that the SRF is a rather static planning framework that only changes every four years, it does not lend itself well to adaptive management. A good example in the case of Bhutan is the impact of the decentralization process. Since the 2002 *DYT* and *GYT Chathrim*s, needs and priorities have shifted considerably. The SRF cannot reflect these important developments. Methodologically, the evaluation team has tried to capture external factors affecting the achievement of the outcome in the different sections of the report but we strongly feel that some of the factors prevalent in Bhutan today would call for major adjustments of the SRF.

UNDP Evaluation, Government Ownership and Partner Efforts

An outcome evaluation presents the challenge of reconciling a broader analysis of Government efforts, partner contributions and external factors with a specific emphasis on UNDP outputs. The SRF is a strategic UNDP tool, whose outcomes and indicators do not necessarily match those of Government or partners. Furthermore, as a UNDP evaluation, available analytical documents and background information are predominantly those of the organization, thereby introducing a bias, which makes it very difficult to do justice to the important contributions of other development actors. Last but not least, in countries with strong government ownership and national execution, such as Bhutan, it is inherently difficult to disentangle and attribute particular interventions.