

# Gender Responsive Planning and Budgeting in Bhutan: From Analysis to Action



United Nations Entity for Gender Equality  
and the Empowerment of Women

# Gender Responsive Planning and Budgeting in Bhutan: From Analysis to Action



# **Gender Responsive Planning and Budgeting in Bhutan: From Analysis to Action**

**Supported by:** Asian Development Bank

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## FOREWORD

2015 is a landmark year in development policy with the world leaders adopting a transformative and ambitious Post 2015 Development Agenda. Entitled, *'Transforming our World: The 2030 Agenda for Sustainable Development'*, the 17 sustainable development goals (SDGs) and 169 targets demonstrate the scale and ambition of the new development agenda. It presents a historic opportunity to address global challenges including poverty and hunger, social inequality and climate change, among others. This year also saw the adoption of the Addis Ababa Action Agenda (AAAA) at the Third International Conference on Financing for Development which will be fundamental to the national implementation of the post-2015 development agenda. A significant aspect of these intergovernmental agreements was the centrestaging of gender equality and women's empowerment (GEWE).

Despite considerable progress on GEWE, as noted in the recent report on *'Progress of World's Women 2015'* brought out by UN Women, several challenges persist. Chronic underinvestment in gender equality and women's empowerment continues to be one of the main reasons for slow and uneven progress in achieving gender equality outcomes. Therefore, as we celebrate the inclusion of a strong standalone goal on gender equality in the post 2015 framework alongside gender specific targets and indicators across all goals, we must be cognizant of the challenges that remain. The post 2015 agenda offers a significant opportunity to the member states to scale up their efforts in ensuring that policy commitments are backed by adequate budgetary outlays.

It is in this context that gender responsive planning and budgeting (GRPB) has emerged as a pragmatic strategy to advance women's rights. National plans, policies, institutions and budgets are where governments begin to translate commitments for women into practical progress towards gender equality.

UN Women's approach to GRPB has focused on introducing strategic and sustainable changes in planning and budgeting processes. This has been pursued by assisting governments to introduce measures for incorporating gender into their public finance management systems, and building the capacity of government functionaries to apply GRB to ensure that budget policies and outcomes are gender-responsive.

I would like to comment the Royal Government of Bhutan for its continued commitment to GRPB as a tool to achieve the larger goal of gender mainstreaming. I would also like to take this opportunity to thank the Asian Development Bank and its Gender & Development Cooperation Fund for its support for the project on strengthening GRPB in Bhutan.

Through this work, the scope of GRPB was expanded to influence sectoral policies, plans, programmes and budgets from a gender perspective. The evidence gathered through gender budget analysis was employed to build capacities of the officials from three sectors – Agriculture, Education and Health – on how they could integrate a gender perspective across the planning, budgeting and auditing continuum. This report is a synthesis of the main issues and findings that emerged from the gender budget analysis of the three sectors. It also draws attention to critical measures that will go a long way in making the national planning and budgeting processes more gender responsive.

UN Women, as part of One-UN, is committed to continuing its engagement with the Royal Government of Bhutan and expanding the scope of GRPB across different tiers of governance. I sincerely hope that gender equality advocates both within and outside the government find this resource useful and that it adds value to the existing and ever expanding work on GRPB across the globe.



Rebecca Reichmann Tavares, Ed. D.

Representative

UN Women Multi Country Office for India, Bhutan, Maldives & Sri Lanka



རྒྱལ་ཁབ་ཚེས་ལྷན་ཁག་ །

**ROYAL GOVERNMENT OF BHUTAN**  
**MINISTRY OF FINANCE**  
**TASHICHHO DZONG**



## KEY MESSAGE

Global evidence shows that for the success of Gender Responsive Planning and Budgeting (GRPB), the Women's Machinery, the Ministry of Finance and Planning need to work together. The Department of National Budget, as the Chair of the Taskforce on GRPB in the country, along with line ministries, has taken a number of steps towards making the national budgeting process responsive to the specific concerns of women. An important step in this direction was to issue instructions to all budgetary agencies to ensure that their budget proposals are gender sensitive. To take it further, in the Budget Call Notification FY 2015-16, we issued guidelines to three sectors – Agriculture, Health and Education which have been identified as pilot sectors for GRPB in Bhutan. We will now work closely with these sectors and strive towards reaching out to all sectors to achieve the shared vision of gender equality and women's empowerment.

(Namgay Dorji)  
Finance Minister



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NATIONAL COMMISSION FOR WOMEN AND CHILDREN



*Making a difference*

11 February, 2016

## KEY MESSAGE

The National Commission for Women and Children (NCWC), as the nodal agency for gender mainstreaming in Bhutan, works closely with sectoral departments to ensure that their policies and plans are gender responsive. With NCWC's leadership and in partnership with sectors/ Ministries, notable successes on the critical areas of gender concerns have been near achieved. However, several issues continue to persist.

The Royal Government and NCWC views Gender Responsive Planning and Budgeting (GRPB) as a key strategy to build evidence and take necessary actions to address gender gaps and concerns. The GRPB effort by UN Women will strengthen efforts in building on the existing evidence and ensuring its implementation.

Furthermore, it can also trigger new interventions which will only support the cause of gender equality. The recent initiative by the NCWC such as the gender monitoring system, the gender mainstreaming guidelines, consolidated gender at a glance data, have already supplemented the GRPB implementation in Bhutan. With critical evidence in the three main sectors viz. Agriculture, Health and Education, NCWC is committed to working closely in these areas to ensure that the GRPB results in efficiency, transparency and accountability of the budget spent. The NCWC will pursue the initiative to promote and encourage adoption and implementation of GRPB in other sectors as well.

Dorji Choden  
Chairperson for National Commission for Women and Children  
Minister for Ministry of Works & Human Settlement  
Royal Government of Bhutan



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Gross National Happiness Commission



## KEY MESSAGE

The Eleventh Five Year Plan recognizes the importance of gender mainstreaming in tackling developmental challenges. Accordingly, Gender Friendly Environment for Women's Participation is one of the 16 National Key Result Areas (NKRAs) identified to achieve the Eleventh Five Year Plan objective of Self-reliance and Inclusive Green Socio-Economic Development.

The Royal Government of Bhutan has taken number of initiatives to mainstream gender in its socio-economic development plans and policies. For instance, (i) Establishment of central level Mainstreaming Reference Group to provide advisory and other mainstreaming support to sectors and local governments for effective mainstreaming of cross-cutting issues, including gender, in policy making, planning, budgeting and implementation; (ii) gender as one of the variable under Good Governance domain the GNH Policy Screening Tool; (iii) sex-disaggregated data collection and reporting; (iv) appointment of gender focal points in all agencies; (v) the recently approved 6 months maternity leave; etc.

In spite of these efforts, more needs to be done, particularly in terms of building awareness levels, ensuring adequate and predictable resources for women's empowerment, strengthening sex-disaggregated data collection and analysis and institutional strengthening.

The Gender Responsive Planning and Budgeting (GRPB) project with the support of UN Women is timely to address the gaps and to achieve the goals of gender equality and women's empowerment. The GNHC is committed to working with all sectoral agencies to further mainstream gender in our socio-economic development plans.

Sonam Wangehuk  
Secretary

## ACKNOWLEDGEMENTS

We would like to sincerely thank the Asian Development Bank for funding the project on 'Promoting gender equality and women's empowerment: Strengthening gender responsive budgeting in South Asia'. This project has contributed significantly in initiating the process of gender responsive planning and budgeting at the level of sectors where policies and plans are translated into action. Special thanks are due to Late Ms. Shireen Lateef, Ms. Sonomi Tanaka, Ms. Sujata Tuladhar and South Asia Regional Department colleagues of ADB for their valuable inputs.

All this work would not have been possible without the commitment and support of the Royal Government of Bhutan. The Ministries of Finance, Education, Health and Agriculture, National Commission for Women and Children and the Gross National Happiness Commission provided support at every stage from conceptualisation to finalisation of the study report.

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We also wish to acknowledge and thank all the officials who participated in the trainings conducted during the course of the project. This project would also have been incomplete without the immense cooperation of the officials of Paro and Trongsa. Most importantly, we are indebted to the many women, men, boys and girls who gave their valuable time for the numerous interactions held with them during the course of data collection.

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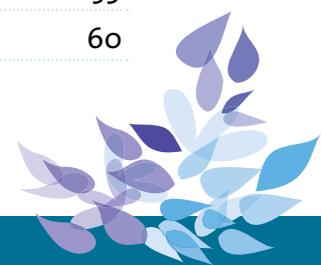
We gratefully acknowledge the tremendous efforts of Mr. Ugyen Pelgen, who was part of the project team. His inputs and insights greatly benefited the project.

We hope that this report adds value to the ongoing work on gender responsive budgeting across the globe.



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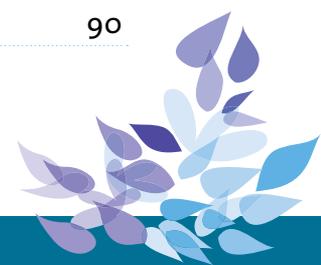


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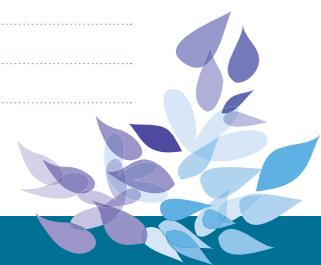
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## ABBREVIATIONS

ANC	Antenatal Care
BCC	Budget Call Circular
BLSS	Bhutan Living Standard Survey
BHU	Basic Health Unit
DEO	District Education Officer
DHO	District Health Officer
CEDAW	Committee on the Elimination of all forms of Discrimination against Women
CSO	Civil Society Organization
DNB	Department of National Budget
ECCD	Early Child Care and Development
ECP	Environment, Climate and Poverty
FGD	Focus Group Discussion
FYP	Five Year Plan
GBS	Gender Budget Statement
GEWE	Gender Equality & Women's Empowerment
GNHC	Gross National Happiness Commission
GFP	Gender Focal Point
GRB	Gender Responsive Budgeting
GRPB	Gender Responsive Planning and Budgeting
HSS	Higher Senior Secondary
KPI	Key Performance Indicator
MAGIP	Market Access and Growth Intensification Project
MDG	Millennium Development Goal
MoE	Ministry of Education
MoAF	Ministry of Agriculture and Forestry
NCD	Non Communicable Disease
MoH	Ministry of Health
NAHSP	National Adolescent Health Strategic Plan
NFE	Non Formal Education
NMES	National Monitoring and Evaluation System
NKRA	National Key Result Areas
NCWC	National Commission for Women and Children
NPAG	National Plan of Action on Gender
NPE	National Policy of Education
NSB	National Statistics Bureau
PlaMS	Planning & Monitoring System
RGoB	Royal Government of Bhutan
RH	Reproductive Health
RHR	Reproductive Health Review
SKRA	Sector Key Result Area
TFR	Total Fertility Rate
TVET	Technical and Vocational Education Training



## EXECUTIVE SUMMARY

Gender responsive planning and budgeting (GRPB)<sup>1</sup> has been recognised as one of the most pragmatic strategies to accelerate investments for gender equality and women's empowerment. In fact, one of the main achievements noted by governments across the Asia-Pacific region in their 20 year review of the Beijing Declaration and Platform for Action was the introduction of GRPB as the main tool to recognise gender concerns and make adequate investments across sectors to address those concerns. Since then, more than 10 member states have adopted GRPB in various forms being manifested as: (a) gender budget statements; (b) the inclusion of gender-responsive budgeting in national budgetary frameworks; and (c) designation of a minimum budget allocation for gender equality initiative<sup>2</sup> (UNESAP & UN WOMEN, 2014). In fact, as many as 90 countries worldwide have endorsed GRB as a tool to advance women's rights.

Although in comparison to several countries across the globe, Bhutan is at a nascent stage with respect to its engagement in GRPB, there have been several positive developments at the institutional as well as policy level that have facilitated the process in the country. These developments also serve as critical entry points to strengthening the ongoing efforts of the Government on GRPB. Establishment of the National Commission for Women and Children (NCWC) in 2004 as an autonomous organization facilitating the Government's efforts towards gender mainstreaming; designation of Gender Focal Points (GFPs) in all ministries/ departments; and constitution of a GRPB Working Group chaired by the Director of the Department of National Budget (DNB) – have all been important institutional level changes. In addition, the Royal Government of Bhutan (RGoB) and UN Women jointly developed a Strategic Framework for Gender Mainstreaming and GRPB in Bhutan which lays down institutional arrangements and strategies to operationalize GRPB in the country.

Similarly, there have been several developments at the policy level. NCWC formulated a National Plan of Action on Gender (NPAG) for the Tenth Plan period (2008-2013), adopting gender mainstreaming as the primary strategy for gender equality and women's empowerment for all government and non-government entities. The commitment to gender mainstreaming is also integral to the planning process in Bhutan. The guidelines for the formulation of the Eleventh Five Year Plan (FYP) clearly articulated the need to mainstream gender in sectoral plans (GNHC, 2013-18, p. 21). Pillar 4, titled 'Good Governance', of the framework explicitly identifies 'Gender Friendly Environment for Women's Participation' as a National Key Result Area. One of the Key Performance Indicators (KPIs) under this pillar is tracking performance of the agencies vis-à-vis adoption of gender mainstreaming strategies. It also sets out a target of at least 20 per cent to this effect. The Budget Call Notification (BCC) of 2013-14 and 2014-15 instructed all sectoral agencies to ensure that they incorporate gender at the time of submission of their budgetary proposals. Further, since the first high level sensitisation programme on gender mainstreaming in July 2010, a number of capacity building workshops have been held to orient officials on GRPB.

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<sup>1</sup> In Bhutan, the nomenclature employed by the government is Gender Responsive Planning and Budgeting.

<sup>2</sup> UNESCAP and UN Women. (2014). Progress in implementation of the Beijing Declaration and Platform for Action: Perspectives of Governments in the Asia Pacific Region. Available at <http://www.unescapsdd.org/files/documents/Beijing%2B20%20-%20summary%20report.pdf>



Notwithstanding these efforts, certain issues have constrained the implementation of the above policy decisions. For instance, while one of the KPIs focused on tracking performance of the agencies vis-à-vis the adoption of gender mainstreaming strategies, it does not clearly define the strategies that agencies could adopt in mainstreaming gender. This makes it difficult for the GNHC and other agencies to monitor the performance of sectors in this regard. Likewise, in case of BCC, in the absence of detailed guidelines on how sectoral agencies are required to provide information, most agencies did not provide any information in this regard. Further, although there have been capacity building efforts in the past, very few have targeted sectoral officials and officials at the sub national levels.

In light of the above, UN Women with support from the Asian Development Bank implemented a project on 'Promoting gender equality and women's empowerment: Strengthening GRPB in South Asia', focusing on two countries – Bangladesh and Bhutan. In Bhutan, the project focused on the following components which are also in line with the GRPB Strategic Framework:

- **Evidence generation for sectoral application of GRPB:** In order to make changes in the sectoral policies, the first critical step is to build the requisite evidence on policies, plans and budgets and assess the extent to which they address gender issues. Given the fact that education, health and agriculture constitute a sizeable share of the budget and are extremely important from a gender lens, the project focused on these three sectors.

The GRPB analysis of the three sectors entailed both secondary and primary data collection. Secondary data collection comprised a desk review of government documents such as the plans, budgets and programme related documents. The desk review was followed by detailed discussions with key informants including sectoral officials at the national, district and block levels. In view of constraints of time and logistics, field visits were confined to two Dzongkhags (Districts) – Trongsa and Paro. The purpose was to substantiate the information gathered from the policy and budget documents to understand Dzongkhag level differences and to comprehend delivery systems and the nature of constraints faced in implementation. The criteria used for selection of the districts included: (a) happiness index; (b) multi-dimensional poverty index; (c) type of economy predominant in the district; and (d) area.

The programme framework used the Five-Step Framework developed by Debbie Budlender as a basis for the actual analysis of each of the identified sectors.

- **Capacity building of officials on GRPB:** The second element focused on raising awareness on the concept of GRPB among programme officials and planning and budgeting officials at the national and Dzongkhag level.

Three sectoral workshops were held from 19-26 August 2014, focusing on the three identified sectors: education, health and agriculture. The workshops especially targeted Dzongkhag level officers in the 20 districts, comprising GFPs and other mid-level sectoral officials responsible for programmes, planning and budgeting at the departmental level. Specific agenda was designed for officials of the relevant sectors that focussed on sensitisation on gender and gender inequalities in Bhutan in general and within the concerned sector in particular and the concept and tools of GRPB and their application. Baseline and endline questionnaires were administered



to map the change in understanding of the officials on gender, GRPB and their capacity to analyse and design interventions from a gender perspective.

**The report adopts the following structure:**

**Chapter 1:** The first chapter discusses the ways in which gender inequality manifests itself in Bhutan and lays out the context of GRPB in the country, highlighting the key developments and challenges.

**Chapter 2:** Chapter 2 details out the methodology adopted for conducting the study.

**Chapters 3, 4 and 5:** Third, fourth and fifth chapters cover the GRPB analysis of the three sectors viz. education, health and agriculture respectively. They follow the same format organised broadly into three sections - a) situation analysis of men and women; (b) policy and budgetary response; and (c) from analysis to action (suggesting key recommendations for implementing GRPB in a specific sector).

**Chapter 6:** Based on the issues identified, the last chapter brings together the key challenges and recommendations that the government could adopt to make its policies, plans and budgets more gender sensitive.

The following section attempts to summarize the main issues and recommendations that emerged from this study. It was found that although there are certain issues and recommendations that are specific to the three sectors of education, health and agriculture, (which have been dealt in detail in chapters 4, 5 and 6 respectively), there are several other issues which cut across sectors and are necessary pre conditions for successful implementation of GRPB at the sectoral level. Therefore, accordingly, the key issues and recommendations have been discussed under two heads:

- (A) **Engendering planning and budgeting process:** These focus on those that cut across all sectors and serve as necessary pre conditions; and
- (B) **Engendering sectoral plans and budgets:** The focus here is to consolidate the issues and recommendations that have emerged from the sectoral studies and are critical to ensure that sectoral plans and budgets respond to gender specific needs and concerns.

## Engendering planning and budgeting processes

Bhutan has built a strong foundation for effective implementation of GRPB. Within the framework of Results Based Planning, a link has been established between the National Key Result Areas (NKRA), Sector Key Result Areas (SKRA) and the outcomes. KPIs have also been defined at both levels to effectively measure change. However, there are certain issues that merit attention. Some of the measures that comprise necessary pre conditions to create the framework for sectoral GRPB are outlined below:

- **Scrutiny of new programmes from a gender perspective:** GNHC employs a screening tool to assess the impact of policies on several important domains. However, the exercise does not go beyond policies to assess sectoral programmes. Further, at present, there is



currently no system in place to conduct a comprehensive mid-term appraisal of the plan from a gender perspective.

*It is therefore important to, (a) ask specific questions at the time of the Annual Plan exercise to assess the extent to which gender has been mainstreamed across specific programmes; and (b) conduct a mid-term appraisal of the Eleventh Five Year Plan from a gender perspective. Here, the effort could focus on select sectors.*

- **Introducing gender sensitive indicators in PLaMS:** One of the important mechanisms that the government has adopted is the Planning and Monitoring System (PLaMS) to monitor the implementation of programmes. The strength of the system is that it is linked to the NKRA and the SKRA. However, currently, although an overwhelming number of gender sensitive targets are linked to MDGs, especially in education and health, the indicators in the broad framework of the present Five Year Plan are not sufficiently sex-disaggregated. For instance, in education, although there are significant gender gaps in adult literacy, the targets are not disaggregated by sex. Similarly, in employment too, given the huge gender divide in paid employment (the proportion of women being 6.8% to the proportion of men at 17.8%), having sex-disaggregated targets would also result in effectively measuring the extent to which the gender gap is reducing.

*Thus, going forward, the report suggests GNHC to coordinate with the sectoral agencies and develop gender sensitive indicators that will go a long way in informing the implementation of existing interventions and making them more gender responsive.*

- **Gender sensitive planning at the local level:** The budgetary allocations across sectors at the Dzongkhag and Gewog (block) level tend to focus on infrastructural issues, with limited attention to addressing social issues. Further, guidelines, such as the Gewog Development Grant guidelines, remain restrictive in nature. Gender differentials across Dzongkhags call for interventions specific to address gender issues prevalent in a particular Dzongkhag. A major issue that underpins limited planning at the local level from a gender perspective is little awareness of and sensitisation to developmental statistics and issues, which are important at the local level.

*At the local government level, therefore, following are some of the measures that could be considered:*

- *Revisiting the local development planning manual to include certain examples to illustrate gender differentiated needs of men and women.*
- *Issuing specific guidelines so as to ensure that local specificities are addressed.*
- *Enhancing capacities of local government representatives and local leaders.*

## Engendering sectoral plans and budgets

The study brought to fore several important insights into the key gender concerns across three sectors and also issues with respect to planning and budgeting. While, the gender concerns specific to the three sectors are detailed in chapters 3, 4 and 5, following are some of the issues that are of relevance to all the sectors.



- **Review of national policies from a gender lens:** Both health and education sectors have their respective national policies that lay out the vision and specific strategies to achieve set targets and goals. However, the study indicates that the policies need to be reviewed from a gender perspective. For instance, in the case of the National Health Policy for 2011, the construct of women's health largely reflects the focus around reproductive health/ rights followed by HIV and AIDS, issues which have dominated the international discourse (ICPD and MDGs). Further, the policy covers many issues including human resources for health, service delivery and disease control; however, these issues are not seen from a gender lens. As is apparent from the study, men and women's health needs ought to be seen in a broader context of their overall access to health care as their health seeking behaviour may be influenced by various factors such as traditional beliefs, level of education and differential disease incidence. Similarly, although in education, the overall goals of National Education Policy are gender sensitive, given the change in the demographic pattern and the projection of males and females that will be entering the workforce, there is perhaps a need to review the policy of limiting publicly funded seats to only 40 per cent at Higher Senior Secondary (HSS). This will encourage more children to pursue higher education, and also expand the area of skill development.
- **Targeted programmes for women and girls:** There have been notable improvements in recent years with respect to certain indicators such as health and education. However, as the study indicates, there are some issues that may need gender specific measures. For instance, in education, given the limited number of girls enrolled in science in higher secondary schools and/or university and the shortage of female teachers in maths and science, there is a need for encouraging more girls to opt for science. This could be done by earmarking seats, having a few additional seats or a lower cut off for girls at higher levels of education; and/or scholarships/financial support based on a combination of merit and means for girls.
- **Research and sex disaggregated data:** Another issue that clearly emerges from the study is generation of evidence and collection of sex disaggregated data. Although, collection of sex-disaggregated data on many different parameters has been institutionalized to a large extent and annually published for education and health sectors, there seems to be a dearth of such evidence in agriculture on how programmes impact women and men. Therefore, the first step would be to collect data on identifying programme beneficiaries and analysing the different ways in which resources are used.

With respect to research, the study identifies several areas which could be taken up to develop further understanding. While this would again be extremely important in case of the agriculture sector where there seems to be a lack of regular research studies, even in case of more widely studied health and education sectors, there is scope for additional research. For instance, in case of health, there needs to be a focus on conducting research studies on issues such as quality of services and health seeking behaviour of men and women; when and at what stage do women and men seek health services; and what kind of treatment is preferred; socio-economic profile of pregnant teenaged girls, married and unmarried; and gender differentiated morbidity – causality and measures to reduce these. Likewise, the study suggests several areas of research that could be explored in the agriculture sector which has rarely been studied from a gender perspective.



- **Revising guidelines of existing interventions:** While launching new programmes might need greater time, effort and resources, there are several areas where minor revisions in existing programmes could lead to improvement in achievement of gender equality outcomes. For instance, malnutrition has been identified as one of the key issues by the government. ‘Stunting reduced’ is already a KPI under NKRA 3 – ‘Food Secure and Sustained’ and the plan recognizes the need for coordinated efforts between Ministries of Agriculture, Health and Education to deal with it. While the plan document envisages the establishment of a National Nutrition Initiative, its importance for the well-being of women and children needs to be emphasized and results and impact on growth, low birth weight etc. need to be continually monitored. Given the linkages between stunting and breastfeeding and child feeding practices, age of the mother at first pregnancy and literacy, such convergence will be critical.
- **Increasing representation of women at various levels:** Lastly, an issue that emerged from the interactions with officials was deployment of women in the sectors at all levels since it has implications for achievement of programme outcomes. For instance, at the level of extension workers, while the representation of female extension workers has increased in the recent years, NPAG has emphasized that the ratio remains two women to five men and that there is a need to provide them with adequate housing and other facilities. This aspect needs to be given adequate attention. In case of education too, having more female teachers at all levels of education can help in creating a positive image for girl students. This is even more important for maths and science where the proportion of enrolment of girls is even lower. Given the developments made thus far, the current environment is especially conducive to take a major leap forward by translating analysis into action. This report has highlighted priority issues that need to be addressed, overall, as well as in education, health and agriculture. It is hoped that the evidence generated through this study will support officials and non-government actors in ensuring that current as well as new policies, plans and budgets are adequately informed by a gender perspective.



# CHAPTER 1: INTRODUCTION

The goals of gender equality and women's empowerment (GEWE) are universally accepted at national and international levels. In recent years, especially with the Beijing Platform for Action, adoption of SDGs and the international conferences on Financing for Development, countries have increasingly recognized the relationship between reducing gender inequalities and development. The ratification by countries of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), national policies and priorities, legal frameworks and the progress made towards the achievement of Millennium Development Goals (MDG) are all visible manifestations of the commitment towards these goals.

Since the Beijing Platform for Action, many countries have accepted gender mainstreaming<sup>3</sup> as a strategy for achievement of these goals. In this context, GRPB<sup>4</sup> has emerged as a critically important tool to assess and measure progress in gender mainstreaming by incorporating a gender perspective in planning and budgeting processes. GRPB not only raises awareness on the differential impacts of budget on men and women in terms of capacity building, social and economic resources, voice and agency, but also enhances accountability of governments to their budgetary and political commitments towards achieving GEWE. Furthermore, it emphasises women's invisible work, a dimension largely ignored by conventional macroeconomic frameworks.

As of today, more than 100 countries across the world have initiated GRPB, although the level of engagement and institutionalization varies greatly. In South Asia, too, countries are at various stages - while India, Nepal, Bangladesh, Sri Lanka and Pakistan have initiated processes at least eight to ten years ago, Bhutan and Maldives have started their engagement more recently.

It is in the above context that UN Women, with support from the Asian Development Bank, initiated a project entitled 'Promoting Gender Equality and Empowerment of Women: Strengthening Gender Responsive Budgeting in South Asia' with a focus on two countries - Bangladesh and Bhutan. The objective of the project was to identify strategies and operational approaches to strengthen on-going efforts in the area of GRPB. The long-term goal of the project was to enable key stakeholders at the national and regional level to accelerate their efforts to ensure that women's priorities are adequately reflected in national planning and budgeting processes.

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<sup>3</sup> The process of assessing the implication for women and men of any planned action including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of design, implementation, monitoring and evaluation, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, 1997).

<sup>4</sup> It is a process that aims to analyze how effectively Governmental policies, programmes and budgetary allocations respond to the differentiated needs of/impacts on women, men, girls and boys and the extent to which they promote gender equality.



Given the fact that Bhutan is at a nascent stage with respect to its engagement with GRPB, the focus of the project was two-fold.

- First, to prioritise certain sectors for analysis of gender responsiveness, creating the necessary knowledge base, which can feed into the planning and budgeting processes of these sectors.
- Second, to raise greater awareness within the government about the differential impacts of budgets on women and men, and equip them with the necessary knowledge to make their policies/programmes more gender responsive.

## 1.1 Gender and development in Bhutan

The early unconditional ratification of CEDAW (1981) and Convention on the Rights of the Child (1990) reflects the political and legal commitment to gender equality in the country. Further, equality of citizenship rights, equal and effective protection by the law and elimination of exploitation and discrimination against women are also emphasised in the Constitution, which was promulgated at the time of transition from monarchy to parliamentary democracy in 2008.

### BOX 1.1: WOMEN'S RIGHTS AS ENSHRINED IN THE CONSTITUTION

#### Fundamental Rights (Article 7)

All persons are equal before the law and are entitled to equal and effective protection of the law and shall not be discriminated against on the grounds of race, sex, language, religion, politics or other status.

#### Principles of State Policy (Article 9)

The State shall endeavour to take appropriate measures to eliminate all forms of discrimination and exploitation against women including trafficking, prostitution, abuse, violence, harassment and intimidation at work in both public and private spheres.

Bhutan has undoubtedly made significant progress in many areas as is evident from the fact that it has achieved many of the Millennium Development Goal (MDG) targets.

However, despite these commitments and an enabling political and legal environment, the overall responsiveness to gender issues in comparative terms is reflected in the significant gap between the position of Bhutan in the Human Development Index and Gender Inequality Index which is presented annually in the Human Development Report (see Table 1.1 below). NPAG (2008-2013) states that although no overt gender discrimination existed in Bhutan, subtle forms were found in the areas of education, employment and public decision-making (GNHC & NCWC, 2008-13). Moreover, the concluding comments and recommendations of the CEDAW Committee (2004) identified areas of concern such as: women's low representation in public decision-making, low participation of women in employment, insufficient sex-disaggregated data, low participation of women and girls in secondary and tertiary education, women's access to vocational training, concerns related to women's health, violence against women and girls and prejudices and stereotypes. The significant reduction in maternal mortality rate from 380 in



1994 to 180 in 2013 is an illustration of progress, but it still remains a concern<sup>5</sup>.

Likewise, in education, while gender parity has been achieved at the school level, the gender gap in adult literacy remains a concern, with 2013 figures showing achievement of 66 per cent for men and 45 per cent for women (MoE, 2013). The gender gap in tertiary education is of particular concern in Bhutan where the ratio of female to male students stands at 70 per cent. Further, as far as participation in political decision making is concerned, women are poorly represented at all levels. Only 76 female candidates (7%) were elected at local self-government level – one Gup (head of a Gewog), 12 Mangmis (deputy) and 63 Tshogpas (village representatives) out of a total of 1102 elected candidates in the country. Further, there are only five per cent of women at senior levels of Government and only one woman Dzongda – (head) at the Dzongkhag level - out of twenty.

The table below gives a snapshot of key gender statistics of Bhutan vis-à-vis other countries.

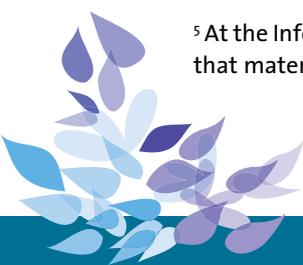
**TABLE 1.1: INDICATORS OF HUMAN DEVELOPMENT: BHUTAN VIS-À-VIS SELECT COUNTRIES**

Country	HDI Position	GII	Maternal Mortality Ratio	Adolescent Fertility Rate	Share of seats in parliament
Bhutan	136	102	180	40.9	6.9
India	135	127	200	32.8	10.9
Bangladesh	142	115	240	80.6	19.7
Sri Lanka	73	75	35	16.9	5.8
Nepal	145	98	170	73.7	33.2
China	91	37	37	8.6	23.4
Norway	1	9	7	7.8	39.6

Source: UNDP. (2014). Human Development Report 2014. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience. Retrieved from <http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf>

Gender inequality manifests itself at family and community level in the roles and responsibilities within the family and community. In cultural and religious practices such as the hierarchical sitting arrangements, for instance, the entry to the chapel of deities is restricted to women. Also, in the formal labour market, men out-number women while the community labour “woola” is often undertaken by women. This was amply demonstrated by discussions held at the sectoral workshops conducted during the project.

<sup>5</sup> At the Information Sharing Workshop in November 2014 held in Thimpu, an official of the Health Department stated that maternal mortality has been brought down to 86, but this figure is not yet in the public domain.



### BOX 1.2: GENDER ROLES: HIGHLIGHTS OF THE DISCUSSIONS HELD IN THE CAPACITY BUILDING WORKSHOPS

- The female head is referred to as the 'Nangi Aum', and therefore carries out the household chores such as cooking, cleaning, washing, child care and nursing.
- Referred to as 'Chi gi Aap', males carry out activities that demand hard, physical works such as ploughing, chopping fire wood etc.
- Women are restricted from entering the chapel of a deity "Goenkhang" in a temple or a place of worship. Mask dances are always performed by men during festivals. Furthermore, only men are allowed to play traditional games such as archery, while women are there as cheer leaders to encourage, serve and cater food and refreshments.
- Community labour "Woola" such as maintenance of mule tracks, farm roads etc. are mostly performed by women.
- Activities such as weaving done by women are considered informal while office work done by men is considered as formal.
- Legal, property and development related meetings are always attended by men.

## 1.2 GRPB in Bhutan

Although Bhutan is at a nascent stage with respect to its engagement with GRPB when compared to several countries across the globe, there have been several positive developments at the institutional and policy level that have facilitated adoption of changes in planning and budgeting processes, making them more gender responsive. These changes also serve as critical entry points to strengthening the ongoing efforts of the government on GRPB.

### Institutional changes

One of the main developments at the institutional level was the establishment of NCWC in 2004 as an autonomous organisation under the chairpersonship of a person of the rank of cabinet minister functioning as a facilitator in the Government's effort towards gender mainstreaming. Furthermore, at the sectoral level, Gender Focal Points (GFPs) have been established in all ministries/departments in 2002. The District Planning Officers have been designated as GFPs at the Dzongkhag level. The GFPs play a key role in ensuring that gender mainstreaming takes place in their department or ministry. The terms of reference for GFPs are in Annexure I. Another important and concrete development at the institutional level that has greatly facilitated Government's interventions in this domain was setting up of a task force on GRPB (now renamed the GRPB Working Group) with representation from NCWC, Gross National Happiness Commission (GNHC), Department of National Budget (DNB), Department of Local Governance and United Nations<sup>6</sup>, chaired by the Director of the DNB. The working group plays a nodal role in taking major decisions with respect to government's efforts towards making planning and budgeting processes more gender responsive.

<sup>6</sup> The membership of the Task Force was later expanded to include representatives of civil society organisations. The Task force is now called the GRPB Working Group.



## Awareness generation

A key aspect for any country in the initial stages of adoption of GRPB, is to create awareness among officials on the basic concept of GRPB and its significance and the tools through which GRPB could be applied across different sectors.

In Bhutan, a high level sensitisation workshop on gender mainstreaming held in July 2010 is often cited as the starting point for GRPB in the country. The July 2010 workshop, organized by NCWC with support from the UN, was attended by the then Prime Minister, Hon. Jigme Thinley, among other senior politicians and bureaucrats. One of the key recommendations of this workshop was to introduce GRPB as a means to strengthen the implementation of the NPAG (GNHC & NCWC, 2008-13). The same recommendation also came out of the gender evaluation of the UNDAF during its mid-term review in 2010. This was subsequently endorsed by the country programme board whose members comprise the government secretaries and heads of the United Nations Country Team in Bhutan. After an interim workshop in July 2012, a three-day workshop from 30 January to 1 February 2013 was attended by the department of national budget officials, select planning officers, UNCT-GTF and some civil society representatives.

## Policy developments

In addition to the institutional changes, several developments have taken place at the policy level leading to concrete changes in the responsiveness of the Government to address gender concerns:

- **National Plan of Action on Gender:** The NCWC formulated NPAG for the Tenth Plan period (2008-2013), which adopted gender mainstreaming as the primary strategy for GEWE for all government and non-government entities.
- **Strategic Framework on GRPB:** In July 2012, a high-level meeting on GRPB was held in Thimphu. It was decided to chart out a GRPB strategy taking into account the Bhutanese context, with the objective to aid the government in engendering its planning, programming and budgeting in keeping with gender equality, the fulfilment of human rights and women's empowerment. The RGoB approved the 'Strategic Framework and

### BOX 1.3: GRPB STRATEGIC FRAMEWORK

The Strategic Framework outlines certain elements as priority issues for gender mainstreaming. These include:

- Institutional arrangements for operationalising GRPB in Bhutan such as a High Level Steering Committee at the National Level, a GRPB Working Group, GRPB Unit committees in Departments and a Gender Mainstreaming Unit at NCWC.
- Advocacy and Awareness Raising
- Capacity Building
- Collection of Sex-disaggregated Data
- Conducting Gender Analysis of Sectors
- Developing Gender Sensitive Indicators



Action Plan for Gender Mainstreaming and Gender Responsive Planning and Budgeting in Bhutan' in early 2014.

- **Eleventh Five-Year Plan:** The Gross National Happiness Commission (GNHC), the main Planning agency in Bhutan, having placed great emphasis on gender issues since 2000, coordinated the first gender pilot study in Bhutan. The government's commitment to gender mainstreaming is also integral to the planning processes in Bhutan. The guidelines for the formulation of the Eleventh Five Year Plan (FYP) clearly articulates the need to mainstream gender in sectoral plans (GNHC, 2013-18, p.21).

*Unlike in the past, in the Eleventh FYP, the concerned sectors shall be responsible for addressing gender gaps by integration into their plans and programmes on the basis of gender analysis. The gender responsive budget strategy shall be developed and implemented to facilitate the conduct of gender responsive activities. Subject to relevance, laws, legislations and policies will be reviewed. Each sector shall mainstream gender issues while formulating the Eleventh Plan and strengthen the collection of sex-disaggregated data.*

Furthermore, the RGoB included certain issues that cut across several thematic areas. These include environment, climate change, poverty (ECP) and gender. In order to mainstream these concerns, the guidelines of the Eleventh FYP mention the following key steps:

- Identify the key concerns/issues/vulnerabilities (environmental, climate change, poverty, gender) within your sector/ programme.
- Carry out analysis of status, trends and impacts both in the short and long term of the identified issues.
- Identify proactive opportunities and alternative options to overcome or mitigate the identified issues.
- Assess both the short and long term impacts/benefits of the identified proactive opportunities and alternative options.
- Develop M&E framework with indicators both at output and outcome levels for the identified opportunities and alternative options.
- Link identified opportunities/ alternative options with NKRA and SKRAs.

Moreover, a results based planning framework was finalized. The framework is located within the four pillars of Gross National Happiness:

- Sustainable and equitable socio economic development.
- Preservation and promotion of culture.
- Conservation and sustainable utilization and management of environment.
- Promotion of good governance.

It identifies NKRA, SKRAs and KPIs under each pillar. With respect to GRPB, the KRA of particular significance is NKRA 13 under Pillar 4. NKRA 13, 'Gender Friendly Environment for Women's Participation' includes the following KPIs:



<ul style="list-style-type: none"> <li>• Draft legislation to ensure quota for women in elected offices including the parliament and local government bodies</li> </ul>	The target is to draft legislation and present it to the Parliament.
<ul style="list-style-type: none"> <li>• Ratio of female to male in tertiary education increased</li> </ul>	The target is to increase ratio of females to males in tertiary education from 71 per cent to at least 90 per cent by 2017-18.
<ul style="list-style-type: none"> <li>• Female youth unemployment reduced</li> </ul>	The target is to ensure full female youth employment of 97.5 per cent or reduce female unemployment from 7.2 per cent to less than 2.5 per cent.
<ul style="list-style-type: none"> <li>• Agencies with gender sensitive policies/ gender mainstreaming strategies increased</li> </ul>	The target is to ensure that at least 20 per cent of the agencies implement gender sensitive policies and adopt gender mainstreaming strategies.

Thus, one of the KPIs focuses on tracking performance of agencies vis-à-vis adoption of gender mainstreaming strategies. It also sets a target of at least 20 per cent to this effect. However, it does not clearly define the strategies that agencies should adopt in mainstreaming gender.

The GNHC guidelines also instruct agencies at the Dzongkhag and Gewog (block) levels to mainstream cross cutting issues (environment, climate, poverty, gender, differently abled etc.) in their respective plans and programmes. With greater push towards fiscal decentralisation as a result of the Local Government Act 2009, funds are now devolved to Dzongkhags in the form of tied and untied grants, in the ratio of 80:20. These are further divided between the Dzongkhag and Gewog level in the ratio of 60:40. Recently, Gewog Development Grants have been initiated to impart flexibility to the unit closest to the people. It comprises a grant of a maximum of Nu. 2 million per annum per Gewog. However, several conditions govern the usage of the grant.

### Changes in the budgeting process

The planning process provides the broad framework for the distribution of budgetary resources. When it comes to budgeting, there are various phases in the budget cycle. These include – budget preparation, budget approval, budget management and budget implementation. All the phases provide potential entry points for GRPB. Again, several developments have enabled the adoption of GRPB across the budgetary process in the country.

- **Reforms in the public finance management systems:** The introduction of reforms in the public finance management system in Bhutan can be traced back to the Report on Good Governance in 2005 (RGoB, 2005). In order to give effect to the recommendations given in the report, the Government in 2007 enacted the Public Finance Act to regulate the financial management of RGoB. The primary objective stated for the introduction of reforms was to promote effective and efficient use of public resources, strengthen accountability and provide statutory authority and control for sound and sustainable fiscal policy. The Tenth Five Year Plan marked the adoption of a new planning framework the results based management planning framework – whereby each sector or agency ensures that its processes, products and services contribute to the achievement of clearly stated results, with the latter defined as the effects of a development programme, project or activity (GNHC, 2008-13).



Key elements of reforms introduced by the Ministry of Finance in this direction include the following:

- **Medium term fiscal framework and multi-year rolling budget:** An important aspect of this framework is the determination of a resource envelope and project revenue requirements. A distinguishing feature of the results-based planning approach is that the actual planning and budgeting time frame for implementing programmes and projects is a three year period rather than five years. However, the five-year plans will continue to provide the medium-term perspective to identify priorities over the plan period and monitor outcomes in terms of measurable goals and targets. The plans will be operationalised through multi-year rolling plans of three years (one plus two) to be rolled over from year to year based on annual work plans. This is to allow enhanced predictability and more realistic planning. The detailed policy and procedures for preparation of the multi-year rolling plan and budget are available to the sectors, Dzongkhags and Gewogs through the guidelines issued by GNHC and Ministry of Finance.
- **National Monitoring and Evaluation System (NMES):** NMES has been developed by GNHC to institute a standardised system for monitoring and evaluation in the country. The NMES consists of two main components: the M&E institutional set-up and procedures and a web-based computerized 'Planning & Monitoring system' (PlaMS). PlaMS is a centralized data collection and management system enabling real time online data entry, analysis, data storage, and report generation of development programmes and projects. PlaMS is integrated within the multi-year rolling budget system to ensure efficient and effective coordination in planning, budgeting and monitoring. The M&E Manual prescribes four levels of M&E: a) Gewog level, b) Dzongkhag level, c) ministry/agency level, and d) national level.
- **Adoption of international accounting, reporting and auditing standards for public and private sectors through the ADB financed Financial Sector Development Programme.** The IPSAS cash basis accounts have been piloted.

Sharp (2003) contends that it is the very logic of performance oriented budgeting which might advance the goals of gender responsive budgets. With an overall emphasis on "results" or "performance", these reforms allow for processes that are needs-based, transparent, accountable and participatory.

- **Changes in Budget Call Circular (BCC):** The budget formulation process is a critical phase in the budget cycle. It starts with the issuance of BCC by the DNB, indicating the annual budget ceilings, both for current and capital budgets for the various departments along with policy guidelines for preparing the budget for that financial year. The current ceiling is based on past trends, new establishments and new policy announcements/initiatives of the Government. As of September 2013, capital allocations to the Government (central and local) are divided over the Five Year Plan period as follows: 16 per cent in the 1<sup>st</sup> Year of the Five Year Plan, 18 per cent, 20 per cent, 22 per cent and 24 per cent in the subsequent four years of the FYP. An important inclusion in the BCCs of the last two financial years (2013 and 2014) emphasise the need for gender to be mainstreamed into sectoral activities.



*'In formulating the budget proposal, budgetary agencies shall incorporate gender and Environment, Climate Change and Poverty (ECP) concerns into the respective budgets' (MoF, 2013-14).*

*'While submitting the budget proposal, the budgetary agencies shall provide a narrative policy statement highlighting programme targets/outputs at the Ministry/Sector level in order to deepen the linkages between the proposed budget and programme targets. Due consideration must be given to the implementation capacity. Budgetary agencies are required to ensure that budget proposals are gender responsive and incorporate ECP (Environment, Climate Change and Poverty) initiatives' (MoF, 2014-15).*

### 1.3 Scope of the project

The preceding section highlights several positive developments which can serve as critical entry points to strengthen GRPB in Bhutan. At the same time, there are certain aspects that need further attention:

- As noticed, one of the KPIs focuses on tracking performance of the agencies vis-à-vis the adoption of gender mainstreaming strategies. It also sets a target that at least 20 per cent agencies should successfully achieve this by end of the Eleventh FYP. However, it does not clearly define the strategies or guidelines that agencies could adopt in mainstreaming gender, rendering it difficult for GNHC and other agencies to monitor the performance of sectors in this regard.
- The BCCs of 2013-14 and 2014-15 instructed all agencies to ensure that they incorporate gender at the time of submission of their budgetary proposals. However, again, in the absence of detailed guidelines on how sectoral agencies are required to do so, most agencies did not provide any information.
- Further, experience with GRPB across the globe suggests that there are primarily four stages identified for categorizing progress of countries in this domain (Thakur, 2005). These include:

**Stage I:** Environment building – awareness raising and sensitisation to GRPB.

**Stage II:** Start up – capacity building and sectoral analysis.

**Stage III:** From analysis to action - ownership by Ministry of Finance and mainstreaming gender into the budgeting process.

**Stage IV:** Impacts and institutionalization – resource allocation is differently prioritised.

As the preceding section shows, the RGoB has made concrete efforts in institutionalising GRPB to achieve the larger goal of gender mainstreaming. Notwithstanding this, it is evident that Bhutan is currently at the Stage I and II, although small steps have also been initiated at Stage III.

Given the current achievements, the next logical step is to expand the efforts to the level of sectors and from the national to sub-national levels to achieve concrete results. Therefore, the two key strategies identified under the project were the following:



- **Knowledge creation for the sectoral application of GRPB:** Recognising the gains made thus far and the need to expand GRPB efforts at the level at which policies and plans get implemented, the first element of the project was to build requisite evidence on the policies, plans and budgets and assess the extent to which they address gender issues. The project focused on three sectors - education, health and agriculture.

**TABLE 1.2: SHARE OF SECTORAL BUDGETS**

Sector	Share in budget FY 2014 (%)	Share in budget FY 2013 (%)	Share in budget FY 2012 (%)
Health	8	7	7
Education	17	18	17
Agriculture	10	12	13
Mining & Manufacturing	2	2	1
Roads	9	10	11
Housing and Connectivity	6	4	6
Communications	3	5	4
Energy	2	2	2
Cultural services	4	3	3
Law and Order Services	5	9	9
General Public Services	20	14	13
National debt services	14	15	14
Total expenditure	100	100	100

Source: Royal Government of Bhutan. *Budget Report, 2013-14, 2012-13, 2011-12.*

The composition of the National Budget of Bhutan shows that general public services constitute the highest proportion of the total budget, closely followed by education. Two other sectors that constitute a sizeable share are health and agriculture. The trend over the last three years reveals that the share of these sectors has been more or less constant. National debt services, which include repayment and lending, also constitute a considerable chunk of the total expenditure.

- **Capacity building of officials:** GRPB is premised on the notion that no policy is gender neutral. Therefore, it is important to raise awareness among officials on the differential impact of budgets on men and women. At the same time, it is critical to create a section of officials in key departments/ministries who can ensure the implementation and sustainability of GRPB initiatives. As discussed in the preceding section, there have been several high level capacity building workshops in the past. However, none of these were attended by mid-level sectoral officials or planning and budgeting officials at the Dzongkhag level, who are the primary implementers of the programmes. Thus, the project focused on raising awareness among the key functionaries.

Both of these elements are in line with the GRPB framework of Bhutan. It is hoped that the evidence generated through this analysis will provide valuable inputs to incorporate a gender perspective in the planning and budgeting processes of the sectoral departments.



## CHAPTER 2

# METHODOLOGY

The project adopted a detailed methodology to implement the activities proposed. This chapter discusses the methodology employed to implement two key elements of the project - viz. GRPB analysis of select sectors and capacity building of officials on GRPB.

### 2.1 Creating ownership

At an early stage, it was realised that for the project and GRPB to be successful, it was important to create ownership amongst all stakeholders within the Government. Thus, the Inception Workshop marked the beginning of this exercise. **A meeting held on 5 February 2014 in Thimphu, Bhutan**, focused on the methodology and process for operationalisation of the two key deliverables and mechanisms necessary for successful implementation of the project. The list of officials who attended the meeting is provided in Annexure II. A series of meetings with key policymakers/officials at the strategic level followed the Inception Workshop. These included meetings with senior officials of three nodal agencies for GRPB – GNHC, NCWC and DNB; and with officials of the three sectors – health, education and agriculture. The list of officials met during these visits is provided in Annexure III.

This process was extremely important as it created the necessary linkages within the departments for dissemination of various aspects of the project and facilitated obtaining agreement of officials to participate in the capacity building workshops. The meeting with the Department of National Budget was also of strategic importance as it created the basis for working jointly on all activities of the project.

### 2.2 Knowledge creation based on GRPB analysis of three sectors – Education, Health and Agriculture

The GRPB analysis of the three sectors, which forms the major part of this report, entailed both secondary and primary data collection.

#### Data collection

**Secondary data collection:** This comprised a review of the available literature and data related to the sector and analysis of annual budgets at the Gewog/Dzongkhag /national level from a gender perspective. This led to an understanding of data availability and gaps; the nature of access to programmes and priority gender issues. Further, it enabled correlation of the needs and interests identified to allocation of budgetary resources and expenditure analysis.

**Primary data collection:** The desk review was followed by detailed discussions with the key informants, including officials at the national level and officials of the Ministry of Finance, NCWC, GNHC, and Department of Local Governance. In view of constraints of time and logistics, field



visits were confined to two Dzongkhags – Trongsa and Paro. The purpose of these field visits was to substantiate information gathered from the policy and budget documents, to understand Dzongkhag level differences and to comprehend delivery systems and the nature of constraints faced in implementation.

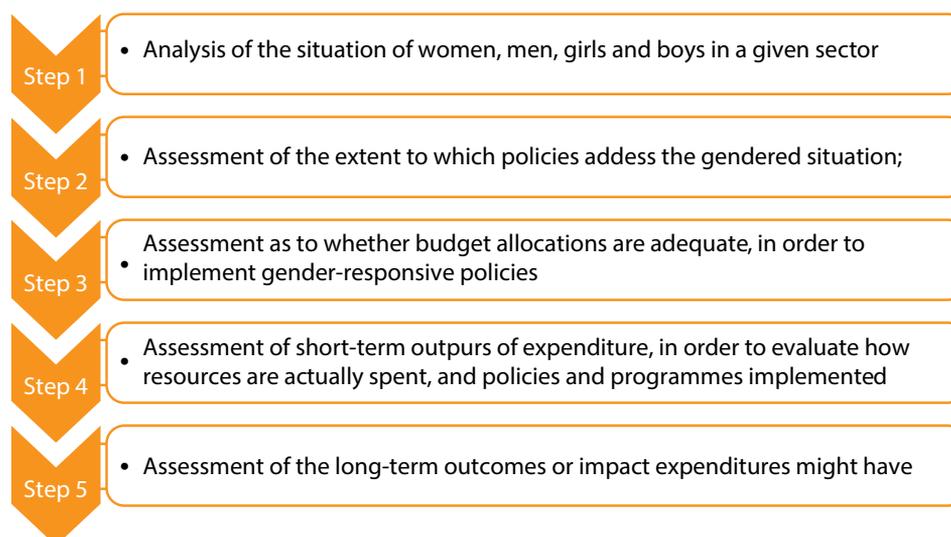
The criteria used for selection of districts included: (a) happiness index; (b) multi-dimensional poverty index; (c) type of economy predominant in the district; and (d) area. A comparative analysis based on these indicators reveals that the two districts (Paro and Trongsa) are characterised by a ‘high’ and ‘low’ position on the happiness index respectively. The economy of Paro is based on agricultural activity - with cash crops such as potatoes, apples, seasonal vegetables, and tourism, while in Trongsa, people cultivate crops primarily for subsistence. There is a wide variation in incidence of poverty as reflected in the multidimensional poverty index, with Trongsa having a much higher incidence of poverty. Further, the area of Trongsa is much larger than that of Paro, which is more scarcely populated. The table providing comparative analysis of the two districts is given in Annexure IV.

Field visits were conducted in two blocks of each of the two districts during June 2014. Discussions were held with officials at the district level: district collectors (Dzongkhags) and sectoral officials; at the block level: Gewog administration officer and sectoral officials; and at the village level: key informants (teachers, doctors etc.) and members of the community (refer Annexure IV for places visited/officials and key informants met). Specific questions were asked to understand the issues with respect to planning and budgeting at the national and local level.

### Tools of data collection

The data was collected primarily through in-depth discussions with officials at the Dzongkhag level, select beneficiaries of the programmes/services across the three sectors and focus group discussions (FGDs). Lastly, some insights were also obtained from the capacity building workshops attended by national and Dzongkhag level officers from each of these sectors.

**FIGURE 2.1: FIVE STEP FRAMEWORK**



Source: Budlender & Hewitt (2003)



## Methodological framework

The study adopted the Five-Step Framework developed by Debbie Budlender as a basis for the actual analysis of each of the identified sectors (Budlender & Hewitt, 2003). The framework follows a logical sequence including: situational analysis of girls, boys, women and men in the sector, review of the existing policies and programmes, determination of the nature of allocation of resources, identification of the gaps and recommendations for change.

### 2.3 Capacity building

Another critical component of this project was to build capacities of officials on GRPB. As discussed in the preceding section, the series of high-level sensitisation workshops held in Bhutan have rarely focused on sectoral officials. Thus, at the inception workshop, this issue was discussed at length. The principal issues of the capacity building of officials were:

- Which officials should be prioritised for these trainings;
- Duration of training and convenient venue; and
- Content of trainings.

As a result of discussions, it was agreed that four capacity building workshops would be organized during the course of the project:

- *Three capacity building workshops for sectoral officials* – The rationale for these workshops stems from the lack of customised trainings for sectoral officials. In Bhutan, while there have been trainings to orient senior officials on GRPB, still, officials working in specific sectors are not aware of how GRPB could be applied in their sectoral plans and policies. Further, given the need for sustainability of GRPB beyond the life of the project, building capacity of officials within sectoral departments to understand and thereby implement GRPB was considered to be a key input. Thus, three sectoral workshops were held from 19-26 August 2014 focusing on the identified sectors: education, health and agriculture. The workshops especially targeted Dzongkhag (district) level officers in 20 districts, GFs and other mid-level sectoral officials responsible for programmes/ planning and budgeting at the departmental level.

A specific agenda was designed for the officials of relevant sectors that focussed on sensitisation to gender and gender inequalities in Bhutan in general and within the concerned sector in particular and the concept and tools of GRPB and their application. Annexures VI – XIII includes the agenda and the list of officials who participated in the workshops.

Based on baseline and questionnaires (Annexure XIV), the detailed capacity assessment report in Annexure XV demonstrates an increase in the level of sensitisation of the officers. As the data illustrates, there has been a decent change in their understanding of gender, GRPB and their capacity to analyse and design interventions from a gender perspective. The average learning gain of officials was seven per cent, the highest being for those officials who attended the workshop on GRPB in education (9%) closely followed by those who attended the training in agriculture (8%). Given the fact that it



was the first ever training on gender and GRPB for most of the participants, it was critical to ensure that they understood the concepts related to these issues. Several officials shared that they found the workshop methodology very useful.

The workshops have been able to develop a critical mass of functionaries sensitized to GRPB at the cutting edge level. The departments are encouraged to take forward the initiatives taken in the past and thus to strengthen efforts already made in this direction. Further, although the officials shared very useful insights on the gender specific interventions required across the three sectors, they expressed their inability to take the agenda forward due to a lack of decision making authority. It is thus critically important to institutionalise guidelines at the national level and build capacities of the local self-government representatives to ensure proper implementation of the guidelines.

- *Information sharing workshop with senior officials* - At the inception workshop, it was felt that there should be a capacity building workshop to focus on orienting senior officials on GRPB. Initially, it was felt that the workshop should be held earlier in the course of the project. However, during the meetings with senior officials, it emerged that the workshop would be of greater use if it could be planned as an information-sharing workshop, which would also cover some of the findings and observations from the desk review and field visits. It was also decided at this workshop that concrete measures would be discussed to integrate gender into the planning and budgeting processes.

This information sharing exercise was held on 26<sup>th</sup> November, 2014 in Thimphu. The recommendations that have emerged from this project were presented for consideration and implementation by the RGoB. The target group comprised secretaries/directors/additional directors of the nodal ministries for GRPB, i.e. NCWC, GNHC and DNB and other senior officials of select ministries/departments. The list of officers who attended the workshop is in Annexure V.

## Limitations

- Accessing budget data posed a major constraint, as the data is not available in the public domain. However, facilitated by the DNB, it was possible to access basic budget documents of the three sectors. The budget documents of the sectoral agencies mention only lump sum figures with no explanation on the projects that were implemented in that sector.
- Given the difficult terrain of the country and the limited time frame for the Project, the selection of districts for conducting field visits in Bhutan was a very difficult exercise. It was only after thorough discussions with a range of officials that the sample districts were finalised.
- Most of the information gathered during the field visit pertains to discussions held with officials/key target group at the level of public service delivery. Given the overall time frame of the project, it was very difficult to meet individual beneficiaries and to engage in in-depth discussions.



## CHAPTER 3

# GENDER RESPONSIVE PLANNING AND BUDGETING ANALYSIS OF THE EDUCATION SECTOR

The focus of this chapter is to analyse the extent to which the policies, programmes and budgets of the education sector respond to gender equality and equity concerns at all levels of education. It also highlights priority gender issues and recommends some areas for future action.

### 3.1. Situational Analysis

The first critical step of the Five-Step Framework is to understand the key gender issues in a sector. Thus, in the context of education, the study first sought to determine the gender issues that merit attention in the country.

Major gender issues with respect to the education sector have been categorized in three broad categories as follows:

- Issues related to the formal educational system
- Issues related to the non-formal education system
- Departmental issues

#### 3.1.1. Issues related to the formal educational system

##### 3.1.1.1 Access, Performance and Achievement

- ***Overall Literacy Rates***

Bhutan has made significant progress with respect to the overall literacy in the country. From 11 schools in 1961, there were 670 schools in 2012 with one quarter of the total population of the country comprising students at various levels (MoE, 2013). Further, according to the BLSS survey, general literacy levels increased to 63 per cent in 2012 with male literacy at 72 per cent and female literacy at 55 per cent (ADB & NSB, 2013).<sup>7</sup> However, despite this increase, 63 per cent of females still have no education as opposed to 47 per cent of males and only half as many females as males have higher-secondary or better qualifications. Table 3.1 summarises the distribution of boys and girls at various educational levels.

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<sup>7</sup> The Annual Education Statistics of 2013 for adult literacy above 15 quote a national literacy level of 55, with male literacy at 66 and female literacy at 45%.



**TABLE 3.1: STUDENTS IN VARIOUS INSTITUTIONS**

		Government			Private			Total		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
A	Early Childhood Care & Development									
	ECCD Centre	1,064	1,024	2,088	894	853	1,747	1,958	1,877	3,835
B [i]	School education									
	Primary School	22,878	22,493	45,371	1,086	980	2,066	23,964	23,473	47,437
	Lower Secondary School	23,460	23,506	46,966	138	140	278	23,598	23,646	47,244
	Middle Secondary School	19,573	20,277	39,850	663	603	1,266	20,236	20,880	41,116
	Higher Secondary School	12,482	12,643	25,125	4,041	4,354	8,395	16,523	16,997	33,520
	Extended Classroom	1,572	1,470	3,042			-	1,572	1,470	3,042
	Muneseling Institute	16	16	32				16	16	32
	Sub-Total	79,981	80,405	160,386	5,928	6,077	12,005	85,909	86,482	172,391
B [ii]	Bhutanese Students studying in India*			-	222	128	350	222	128	350
	Sub-Total(B[i]+[ii])	79,981	80,405	160,386	6,150	6,205	12,355	86,131	86,610	172,741
C	Special Institutes*	249	175	424			-	249	175	424
D	Continuing Education	439	495	934	574	569	1,143	1,013	1,064	2,077
E	Tertiary Education	4,798	3,116	7,914	2,273	1,938	4,211	7,071	5,054	12,125
	Tertiary Institutes under RUB***	4,473	2,938	7,411	479	489	968	4,952	3,427	8,379
	Tertiary Students in India	143	69	212	1,770	1,391	3,161	1,913	1,460	3,373
	Tertiary Students abroad	182	109	291	24	58	82	206	167	373
	Sub-Total(C+D+E)	5,486	3,786	9,272	2,847	2,507	5,354	8,333	6,293	14,626
F	Vocational institutes	655	447	1,102			-	655	447	1,102
G	Monastic Education****	7,240		7,240	5,149		5,149	12,389	-	12,389
H	Non-Formal Centres	2,435	7,193	9,628			-	2,435	7,193	9,628
I	Sanskrit Patshala	5	2	7			-	5	2	7
	GRAND TOTAL	96,866	92,857	189,723	15,040	9,565	24,605	111,906	102,422	214,328

Source: GNHC. (2013-18a). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

From the table above, there are several points that emerge regarding access to education:

- Gender parity has almost been achieved at all levels of school education. At higher secondary level, there are more girls in the private school system than boys.
- Sharp decline of girls' participation at tertiary levels of education, especially in the Royal University of Bhutan.



- In tertiary education accessed by Bhutanese students abroad, boys significantly outnumber girls in both Government and privately funded institutions.
- In non-formal education, women constitute 75 per cent of the learners.

As noted above, Bhutan has made significant progress with respect to overall literacy in the country; however, the literacy figures at the national level mask the disparities that exist at the Dzongkhag level. As is clear from Table 3.2 below, while there are Dzongkhags such as Bumthang, Chhukha, Thimphu and Paro that have overall general literacy above the national average, Dzongkhags such as Gasa, Punakha, Pema Gatshel and Lhuentse lie at the other extreme. While gender disparity is evident across all Dzongkhags, the gender gap in literacy is particularly evident in Gasa, Tsirang and Wangdue, with Gasa where female education (general literacy) is half as compared to their male counterparts.

**TABLE 3.2: LITERACY RATES BY GENDER (%): SELECT DZONGKHAGS**

Dzongkhag	General Literacy			Youth Literacy			Adult Literacy		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Bumthang	76.1	60.2	67.6	92.6	96.4	94.6	70.9	51.2	60.3
Chhukha	79.5	61.4	70.5	93.7	86.0	89.7	75.1	51.5	63.3
Gasa	68.6	30.2	49.4	88.5	44.8	71.8	65.7	18.6	42.7
Lhuentse	63.2	47.6	55.0	86.3	79.2	82.0	51.7	36.9	43.4
Paro	77.7	57.5	67.3	97.2	87.9	92.4	73.8	50.3	61.4
PemaGatshel	64.1	48.9	56.1	96.4	84.6	90.2	56.4	37.1	46.2
Punakha	64.2	46.8	55.2	87.3	83.4	85.3	62.5	40.1	50.7
Thimphu	87.4	73.3	80.0	94.3	88.3	90.9	84.7	67.6	75.8
Wangdue Phodrang	62.1	41.1	51.3	88.6	73.4	81.1	57.4	32.5	44.3
Zhemgang	70.3	54.4	62.4	88.1	84.5	86.3	65.5	44.6	55.0
Bhutan	71.6	54.7	63.0	90.4	82.2	86.1	66.0	45.2	55.3

Source: GNHC. (2013-18a). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

Another key determinant of literacy level is the place of residence - whether the residence is in an urban or rural area (as depicted in the table 3.3 below), which is further amplified by gender.

**TABLE 3.3: EDUCATIONAL ATTAINMENT OF PERSONS AGED 6 YEARS AND OVER BY AREA (URBAN OR RURAL) AND BY GENDER (%)**

Highest level attained	Urban			Rural			Bhutan		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
None	22.7	41.0	32.0	57.3	73.0	65.4	46.5	63.2	55.1
Up to grade 8	22.9	15.3	19.0	22.8	12.8	17.7	22.9	13.5	18.1
Grade 9-12	36.2	34.3	35.2	15.5	12.2	13.8	22.0	19.0	20.4
Beyond grade 12	18.2	9.5	13.7	4.3	2.0	3.1	8.6	4.3	6.4

Source: NSB. (2013). *Bhutan Living Standards Survey Report 2012*. Retrieved from <http://www.nsb.gov.bt/publication/files/pub1tm212owp.pdf>



Age is also a key variable. Over half (55%) of the adult population (15 years and above) is literate as shown in Table 3.4. The literacy rate is 66 per cent for male adults and 45 per cent for female adults. The disparity between urban and rural areas is apparent for both males and females. Eighty four per cent of male adults in the urban areas are literate compared to 58 per cent in the rural areas. Likewise, in case of females for whom the overall literacy rates are already low, the difference in literacy rates in urban and rural areas is nearly half.

**TABLE 3.4: LITERACY RATE BY AREA (URBAN OR RURAL) AND BY GENDER (%)**

Area	Overall literacy rate			Youth literacy rate			Adult literacy rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Urban	86.7	72.0	79.2	95.4	88.7	91.6	84.1	65.3	74.5
Rural	65.0	47.1	55.9	88.2	78.7	83.4	58.0	36.5	46.9
Bhutan	71.6	54.7	63.0	90.4	82.2	86.1	66.0	45.2	55.3

Source: NSB. (2013). *Bhutan Living Standards Survey Report 2012*. Retrieved from <http://www.nsb.gov.bt/publication/files/pub1tm212owp.pdf>

Another finding of the Bhutan Living Standard Survey (ADB & NSB, 2013) is that six out of 10 household heads have never attended a school or institute. The proportion in rural areas (76%) is more than double compared to urban areas (30%). Further observation confirms gender disparities in that a greater proportion of female heads of households have not gone to a school or institute (two out of five in the urban areas and about nine out of ten in the rural areas). In terms of educational attainment, only eight per cent of household heads have qualifications beyond Grade 12. The proportion is higher in the urban areas.

The implications of the above are the following:

- Gender parity index for Class I-X varies from 1.01 to 1.08, drops slightly for higher secondary education to 0.97 and drastically for tertiary education to 0.7.
- In overall terms, women are comparatively at a disadvantage in accessing education at all levels - youth and adults. Highest levels of literacy are for young urban males and lowest for adult rural females.
- The gender gap in overall literacy is significant especially in rural areas and in certain Dzongkhags, which might need a more targeted approach to reduce the gap in literacy between men and women.
- **Access and performance issues at primary and secondary levels**

As far as access and performance at the primary level are concerned, the completion rate for boys and girls was almost 100 per cent in 2013. At the secondary stage, the school completion rate was 73 per cent, well below the primary school completion rate. The rate was much higher in the urban areas (90%) than in the rural areas (63%). The transition rate to higher secondary did not show much difference between boys and girls in overall terms - 75.7 per cent for boys and 73 per cent for girls. However, in overall terms, girls' enrolment in public systems was only 45 per cent, which means that fewer girls qualify for 40 per cent seats in the public higher secondary system.



This, however, represents a marked improvement from 2006 when there were only 81 girls to 100 boys in Class XI. Furthermore, in 2008 the transition rate of girls from Class X to Class XI was only 29 per cent (GNHC & NCWC, 2008-13).

As far as performance at all levels of education is concerned, the Net Enrolment Rate (NER) of girls is higher than the NER of boys. In other words, girls are enrolled in a class at the right age and it is also reported that they are the top achievers in the Board exams of Class X or Class XII<sup>8</sup>. Nevertheless, in terms of overall achievement, Table 3.5 clearly indicates that girls represent only 45 per cent of the total number in the publicly funded system. A key factor is the poor performance of girls in math and science in Class X exam. While girls outnumber boys in the private school system at higher secondary level, choice of subjects becomes more constrained since very few private schools offer science stream. Girls outnumber boys in arts and commerce streams in higher secondary schools, while boys clearly have an edge in science.

**TABLE 3.5: GIRLS' ENROLMENT IN CLASS X AND XI PUBLIC AND PRIVATE SCHOOLS 2008- 2013**

Years	X (Public & Private)			XI (Public)			XI (Private)		
	Girls	Total	%G	Girls	Total	%G	Girls	Total	%G
2013	5532	10765	51	1995	4399	45%	1675	3471	54%
2012	5289	10533	50	2184	4669	47%	1451	2717	53%
2011	5273	10390	51	1493	3564	42%	1604	3123	51%
2010	5025	10293	49	1415	3425	41%	1608	3021	53%
2009	4262	8757	49	1361	3271	42%	1356	2719	50%
2008	3883	7909	49	1116	2885	39%	1320	2541	52%

Source: Ministry of Education. (2012). *Annual Education Statistics 2012*. Retrieved from <http://www.education.gov.bt/documents/10180/12664/Annual+Education+Statistics+2012.pdf/b6af0e3f-3481-43cc-a399-15bfeec88dd?version=1.0>

**TABLE 3.6: ENROLMENT IN CLASSES XI & XII BY STREAMS, GENDER AND TYPE OF LEVEL**

Type	Class XI						Class XII						Class XI & XII		
	Arts		Commerce		Science		Arts		Commerce		Science		All streams		
	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Both
Public HSS	476	443	609	635	910	1326	393	373	644	613	780	1169	3812	4559	8371
Private HSS	1076	825	718	656	81	115	986	784	1167	1124	175	391	4203	3895	8098
Total	1552	1268	1327	1291	991	1441	1379	1157	1811	1737	955	1560	8015	8454	16469

Source: MoE. (2013). *Annual Education Statistics*. Retrieved from <http://www.education.gov.bt/documents/10180/12664/Annual+Education+Statistics+2013.pdf>

<sup>8</sup> Capacity Building Workshop of officials of Education Sector, 19-20 August, 2014, Paro.



As per the Education Policy, 40 per cent of children qualify on merit for HSS. Seats and streams are pre-determined in schools, so it is possible that students may not get the stream of their choice in a particular school even if they qualify. The combined number of seats in science is equal to that of seats available in arts and commerce. In a situation where boys and girls opt almost in equal number for arts and commerce streams, the number of seats in science would definitely be in favour of boys as they perform better in maths and science.

As this is a critical issue affecting a girl's future life and career, it is very important to understand some of the reasons for this poor performance. During the field visit, separate FGDs were held with boys and girls of Class X and DEOs were also asked to work on the understanding of this issue at the time of the capacity building workshop. Analysis by the latter indicated that there is a strong prevalent notion that maths and science are for boys, which can be understood in the context of the upbringing by the family and social influence and the limited expectations from girls as compared to boys. A report assessing girls' participation in education at higher secondary level identified that girls have a fear of science and mathematics, which can be visibly seen in HSS School (Samdrup, 2009).

Another very critical aspect is the actual classroom experience. Again, during the field visit, the girls in Class X expressed their self-consciousness in class and diffidence in asking questions and participating in discussions. In fact, a majority of girls indicated their preference for a class without boys. Having a critical mass of students per class also seems to impact on girls' level of confidence. As shown in the interview of a mixed group of Class XI science students with a smaller proportion of girls compared to boys, it was observed that the girls seemed reticent to participate while the boys seemed eager to reply. In contrast to this, in Class XI commerce section where girls out-numbered boys, the girls were more vocal and willing to share their views and experiences.

In addition to the above, it is important to consider the proportion of female teachers. There is an overall shortage of female teachers, especially for maths and science, who can actually act as role models for the girls. The study found that poor performance by girls was linked to their lack of participation in classroom discussions. It also found that teachers focussed more on boys as they felt that girls lacked ambition and determination. Interactions were held with teachers and it was surprising to note that at least two male teachers attributed the poor performance of girls in science subject to "biological factors", an opinion that could certainly result in lack of attention to girl students.

- ***Access to vocational training***

After Class X, another channel open to boys and girls is to opt for technical and vocational education training. Courses vary from six months to upto two years leading to a wide range of skills, including electrical and mechanical engineering, carpentry, furniture making etc. The two institutes of Zorig Chusum provide two to six year-long programmes in 13 traditional arts and crafts. There are eight institutes throughout the country with an intake capacity of about 1000 students in a year. In 2013, out of 1102 students, 655 were boys and 447 were girls. While it was not possible to access figures stream wise, it is likely that many of the subjects offered would require science and maths. Skill development is critical for enhancing employability and therefore it would seem important to assess the factors for imbalance of intake between boys and girls.



- ***Access at tertiary level***

The number of girl students drops considerably at the level of tertiary education. Within the country, (in the ten government colleges and one private college), girls' overall enrolment stands at 42 per cent i.e. out of 9,257 students only 3,919 are girls (Table 3.1). The widest gap in enrolment is in colleges for science–engineering, polytechnic and college of natural resources. RGoB also grants scholarships for overseas study, but the courses of study are pre-determined. In 2013, from a total of 686 full scholarships for study overseas given by RGoB, Government of India and other countries, merely 196 scholarships went to women. Moreover, of privately funded students leaving for university education abroad, there is a large gap between boys and girls - 1794 boys against 1451 girls as presented in Table 3.1.

While this section presented insightful data on some of the critical gender issues in education, it is equally important to understand the reasons for these issues, especially those responsible for gender gaps at HSS and tertiary levels of education.

- ***Affordability***

Economic factors are of considerable significance in determining access to higher education. As indicated, place of residence, age, and the nature of households have an important role in determining access. In addition, in families where there is a resource constraint, if children fail to qualify to continue in the government-run schools, boys are invariably given preference whereas it is expected from girls to contribute to the family welfare through household work.

- ***Housework***

As far as tertiary education is concerned, housework and care of siblings is a major cause of girls' poor academic performance. In fact, this has been cited by youth groups as the main reason for women not attending university (The World Bank Group, 2013). During the field visit, it was clear that the girls who were in boarding schools performed better than those who were day scholars.

- ***Health and Early Pregnancy***

Early child bearing further exacerbates the gender gap in higher education. The adolescent fertility rate of 47 per 1000 signifies that girls are drawn into childcare and responsibility at an early age. Girls get married at a younger age than boys – in 2005, at national level, in the age group of 15-19 years, 15.4 per cent of girls and 3.8 per cent boys were married (Royal Government of Bhutan, 2010). Another factor that emerged in the glass ceiling study is related to girls' health. The data shows that girls are more frequently absent than boys and that there could potentially be problems with inadequate water and sanitation facilities in schools (Samdrup, 2009). A 2009 UNICEF study found that issues of privacy and cleanliness were particularly acute during menstruation and often influenced school attendance and the overall learning process. Moreover, there is a lack of guidance in dealing with adolescence. In fact, the majority of school health counsellors were men and there were few female teachers to turn to for advice (ADB, 2014).



- **Socialisation**

During the course of the field visit and trainings, it repeatedly emerged that the very process of socialization reinforced concepts of male superiority. This was expressed during discussions on the roles and responsibilities at the family level, hierarchical sitting arrangements within family/community and proverbs indicating that men were hierarchically superior to women. These attitudes are so deeply embedded and internalized amongst men and women that in a survey at the Sherubtse College of Education, male students expressed that women had inferior capabilities; the survey attributed low representation of women in politics and at senior levels in the workplace to discrimination faced by women (ADB, 2014). What is striking about the findings of the survey is that the social conditioning regarding gender roles of young educated male students was so deeply entrenched that gender inequality was accepted to be natural.

While a high proportion of girls/boys in Bhutan (about 22%) are in boarding schools, distance and physical access can also be a determining factor for gender gaps in higher education. Apart from cost, when accessing education abroad at the tertiary level, the distance from home/security may limit options for girls.

- **Shortage of female teachers at higher education levels**

According to the 2011 Labour Force Survey, men account for 73 per cent of higher education teachers and 61 per cent of secondary school teachers. Women are over represented in the category of 'other teaching'. Even at the Royal University of Bhutan, of the 495 faculty members, a mere 112 are women (Table 3.7). While the gaps are huge in the case of science and technology subjects, they persist even in areas related to language, culture and education (Ministry of Labour & Human Resources, 2013).

**TABLE 3.7: STAFF AND STUDENTS IN THE ROYAL UNIVERSITY OF BHUTAN ACADEMIC YEAR 2013**

Institutes	Total student			Undergraduate RGoB Scholarships*			Academic staff			Student staff ratio
	Male	Female	Total	Male	Female	Total	Male	Female	Total	
College of Natural Resources	315	101	416	...	...	...	22	6	28	15
College of Science and Technology	513	217	730	...	...	...	44	8	52	14
Institute of Language and Culture Studies	463	378	841	...	...	...	28	8	36	23
Jigme Namgyel Polytechnic	503	200	703	...	...	...	40	2	42	17
National Institute of Traditional Medicine	34	27	61	...	...	...	8	3	11	6



Institutes	Total student			Undergraduate RGoB Scholarships*			Academic staff			Student staff ratio
	Male	Female	Total	Male	Female	Total	Male	Female	Total	
Paro College of Education	840	576	1416	...	...	...	48	17	65	22
Royal Institute of Health Sciences	200	185	385	...	...	...	13	18	31	12
Samtse College of Education	647	526	1173	...	...	...	38	14	52	23
Sherubtse College	714	622	1336	...	...	...	79	19	98	14
Gaeddu College of Business Studies	630	598	1228	...	...	...	63	17	80	15
Total	4859	3430	8289	...	...	...	383	112	495	17
Royal Thimphu College (private)	479	489	968	45	48	93	22	44	66	15
Grand Total	5338	3919	9257	45	48	93	405	156	561	17

Source: MoE. (2013). *Annual Education Statistics*. Retrieved from <http://www.education.gov.bt/documents/10180/12664/Annual+Education+Statistics+2013.pdf>

### 3.1.1.2. Non Formal Education (NFE)

Recognizing the need to improve the overall levels of literacy among the population, RGoB conducts a non-formal education programme to impart functional literacy. The need for such an intervention is equally important for men and women.

As of 2013, there are 9,628 learners attending the Basic Literacy Course (BLC) and Post Literacy Course (PLC) in 855 centres with 875 instructors. About 70 per cent of the learners and 60 per cent of the instructors in these programmes are women (MoE, 2013).

During the field trip to Trongsa, one of the NFE centres was visited. This provided an opportunity to speak to learners and the instructor. All the learners were women who stated that their main motivation for enrolment was to be able to read Dzongkha, or speak and read English. Some women felt that non-formal education would put them in a position to read religious texts. Given the timings, the nature of the curriculum and the textbooks that the present form of non-formal education adopts, it is not likely to attract men. A review of the study material showed that one of the subjects covered included feeding of children. For the instructor - a young girl teaching at the centre – this was her primary livelihood. However, an interaction with her provided an interesting insight into the desire and demand for higher education. She indicated that she would have liked to pursue further studies but that her family was not in a position to support her. In fact, she had to relocate away from her family in the pursuit of a job.



### 3.1.1.3. Gender Issues in the Department of Education

An issue that plays a critical role is the ratio of male and female teachers.

- **Teachers**

There is a huge shortage of female teachers at all levels of the educational system. The gap is especially evident at the HSS and primary level, as presented in Table 3.8.

The proportion of girls who choose to become teachers is about 40 per cent and may reflect on the number of female students admitted to colleges of education. This is also a manifestation of the overall gender gap in higher secondary school in the past years and also explains the shortage of female teachers for maths and science.

**TABLE 3.8: STRENGTH OF TEACHERS AS OF MARCH 2013**

School Education	Teachers								
	Government			Private			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Primary Schools	1525	814	2339	49	107	156	1574	921	2495
Lower Secondary Schools	1106	987	2093	10	11	21	1116	998	2114
Middle Secondary Schools	1075	822	1897	40	68	108	1115	890	2005
Higher Secondary Schools	869	478	1347	300	132	432	1169	610	1779
Extended Classroom	114	23	137	...	...	...	114	23	137
Special Institute (Muen-seling)	9	3	12	...	...	...	9	3	12
<b>Total</b>	<b>4698</b>	<b>3127</b>	<b>7825</b>	<b>399</b>	<b>318</b>	<b>717</b>	<b>5097</b>	<b>3445</b>	<b>8542</b>

Source: MoE. (2013). *Annual Education Statistics*. Retrieved from <http://www.education.gov.bt/documents/10180/12664/Annual+Education+Statistics+2013.pdf>

During the field visit, deployment of female teachers was signalled as a major issue<sup>9</sup>, as their preference is usually for district headquarters/state headquarters. While remoteness is one factor, lack of facilities such as housing also limits deployment of female teachers. Further, family obligations and “consideration and sympathy towards female teachers by managers and supervisors”<sup>10</sup> also results in this skewed distribution. The higher number of female teachers in lower secondary/ middle secondary schools is related to the fact that primary schools are often located in places where access is sometimes more difficult.

<sup>9</sup> Meeting with Dzungda, Trongsa

<sup>10</sup> GRPB Workshop for Education officials, Paro 19-20 August 2014



## 3.2. Policy and budgetary response to key gender issues

### 3.2.1. Overall policy context

In the last fifty years, the growth and expansion of the education system in Bhutan has brought about a silent revolution in educational levels of the population. The prioritisation of education as a “cornerstone of all progress” has been a consistent development approach, which is also articulated in the recent National Policy for Education 2011, locating education within the broader context of Gross National Happiness. Similarly, the States’ commitment to universal education and approach is embodied in the Constitution of 2008. As per the National Education Policy 2010 (MoE, 2012):

*The State shall provide free education to all children of school going age upto tenth standard and ensure that technical and professional education shall be made generally available and that higher education shall be equally accessible to all on the basis of merit (Article 9.16).*

The vision of the National Policy of Education (NPE) 2011 is to provide Early Child Care and Development (ECCD) opportunities to all children of 3-8 years and to ensure that every child finishes a minimum of free basic education. The school-based structure comprises seven years of primary education (PP-VII) starting at the age of six years plus four years of Secondary Education (VII-X). At the end of Class X, there is a national board exam, Bhutan Certificate for Secondary Education (BCSE). Beyond that, the Government offers annual scholarships on merit for Class X-XII to 40 per cent of those who graduate from Class X. There is also a network of eight Technical and Vocational Education Training (TVET) Institutes in Bhutan. Furthermore, the country provides NFE to those who have missed formal education by ensuring functional literacy and opportunities for those who had to drop out by offering them continuing education.

However, as can be seen in Box 3.1., the National Education Policy 2011 provides much clearer articulation of the need to respond to the differentiated needs of boys and girls in education.

Tertiary education in Bhutan is provided by the Royal University of Bhutan through its ten constituent colleges located in various parts of the country and one private college. In addition, many boys

#### BOX 3.1: PROVISIONS IN NPE 2011 ON DIFFERENTIAL LEARNING NEEDS OF BOYS AND GIRLS

*Constitution of the Kingdom of Bhutan: Article 9.15 - “The State shall endeavour to provide education for the purpose of improving and increasing knowledge, values and skills of the entire population with education being directed towards the full development of the human personality” (p. 5).*

#### SELECT PROVISIONS:

- Both boys and girls achieve equivalent levels of learning outcomes.
- In recognition of the specific needs of boys and girls, gender responsive infrastructure and curriculum to be provided wherever possible.
- The school curriculum shall be responsive to be learning needs of both boys and girls since it is a widely acknowledged fact that boys and girls learn differently and unless the curriculum addresses the needs of both the sexes, the differences in the performance of boys and girls will not be overcome.

Source: MoE. (2012). *National Policy on Education 2011*. Royal Government of Bhutan.



and girls are given scholarships by RGoB or other Governments to study abroad and there are many students who privately finance their tertiary education abroad.

A separate Tertiary Education Policy (2010) focuses on enhancing access to tertiary education of recent Class XII school leavers but also of various other categories of people - such as diploma holders, in service candidates and those with vocational degrees (MoE, 2010). However, nowhere does the policy document mention women or girls specifically as a category to be focused on, given that their access to tertiary education is significantly lower than that of men.

In the Eleventh Five Year Plan (2013-2018), tertiary education assumes a vital role as it is projected that over the plan period, 60,000 students would be completing 10<sup>th</sup>-12<sup>th</sup> standard and entering the labour markets. Therefore, it is considered vital to ensure that tertiary institutes have the intake capacity to bridge the gap between education and employment. One of the KPIs under the NKRA of a gender friendly environment for women's participation is enhancing the female/male ratio in tertiary education from 71 per cent to 90 per cent by 2017-2018. At the same time, another indication is that self-financing on tertiary education should increase from 12 per cent to 30 per cent.

Issues such as the relevance and quality of education imparted are central to the overall improvement of education.

### **3.2.2. Objectives and key performance indicators**

As seen above, several policy documents identify to some extent the gender concerns in the education sector. However, it is equally important to see whether the objectives and KPIs set across different KRAs reflect these concerns.

As Table 3.9 presents, across select KRAs taken for the Eleventh Plan for Education sector, there is one gender specific KPI. While there is no doubt that an increase in the proportion of expenditure on secondary or tertiary education will impact both girls and boys, given the wide gender disparities in education, focus needs to be laid on developing gender sensitive indicators across KRAs, wherever applicable. For instance, the KPI on adult literacy could be made gender sensitive by having specific targets for males and females. Similarly, for students' performance outcomes, there could be separate targets set for learning outcomes for girls especially in science and maths, given their low performance in these subjects.

What will go a long way in addressing gender issues in education is articulation of objectives that stress on bridging the gender gap in access as well as performance. At present, as the table reveals, the objectives are articulated in gender neutral terms. In fact, the NPAG characterises the Education Policy as gender blind (GNHC & NCWC, 2008-13).

Again, at the level of Dzongkhags, a review of KPIs in Gasa and Tsirang reveals that despite apparent gender gap in education, none of the KPIs is gender specific.



**TABLE 3.9: SELECT SKRAS AND KPIS IN THE ELEVENTH FIVE YEAR PLAN: EDUCATION**

Key objectives	SKRAs	Gender specific KPis
Ensure quality of education service delivery and facilitate development of Bhutan as knowledge based society.	Adult literacy rate improved.	None
Ensure education sustainability	Teacher performance outcome improved.	None
Achieving MDG plus.	Students' performance outcome improved.	None
	MDGs plus achieved	Ratio of females to males in tertiary education.
	Health, well-being and protection of school children achieved.	None

Source: GNHC. (2013-18). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan>

### 3.2.3. Key strategies and programmatic interventions

In terms of concrete programmatic strategies for implementation of the Eleventh Plan, focus is on curriculum improvement, recruitment of most capable candidates for effective teaching and improvement of the quality of learning through curriculum training, teacher training and leadership training. Although enhancing participation of women in tertiary education is a KPI in the plan, there is no specific strategy defined to achieve that target (GNHC, 2013-18). A possible introduction of a voucher scheme for meeting the targets of tertiary enrolment has not been mentioned in the meetings held with senior officials. Furthermore, one of the key programmes focuses on enhancing overall capacity of tertiary education to meet GER of 35 per cent by 2017. However, the approach is gender neutral.

The Eleventh FYP also recognizes the need for targeted intervention through programmes to deal with the Dzongkhags with educational indicators below the national average. Again, no specific strategy is outlined to address the gaps. The only specific reference in the Eleventh FYP document to one of the issues is "Addressing gender gaps at higher secondary level through provision of gender responsive facilities such as hostels and hostel toilets for girls' toilets and housing for female teachers" (GNHC, 2013-18a, p. 148). This fact is amply demonstrated in Table 3.10.

**TABLE 3.10: SELECT PROGRAMMES IN THE ELEVENTH FIVE YEAR PLAN: EDUCATION**

Programme	Strategy	Budget (in Nu. million)	Gender specific strategy and programme results
Access and sustainability of school education	Rationalise small, unsustainable schools where enrolment is low. Strengthen special education services for improving access to schools and ECCD programmes. Facilitate establishment of private schools.	380.6	None



Programme	Strategy	Budget (in Nu. million)	Gender specific strategy and programme results
Enhancing Access to Tertiary Education (in RUB)	RUB will consolidate and enhance complementary infrastructure to accommodate at least 1000 to 1500 regular students in each of their member colleges. Infrastructure and facilities especially ICT will be strengthened.  RUB will also embrace more private colleges to complement Government efforts in expanding access to tertiary education.	778.51	None
Curriculum Research and Development	Strengthen the existing curriculum.  Invest in building capacities of curriculum officers.  Strengthen the management system by introducing and monitoring new curricula.	200	None
Higher Education Services	Strengthen the regulatory framework and quality assurance systems to establish quality tertiary education institutions.  Enhance strategic planning and monitoring system for scholarships.  Strengthen services such as information and advisory services to students.  Encourage participation of girls in tertiary education through policy and other interventions.	981.49	Ratio of females to males in tertiary education – Baseline: 71% Target: 90%
Adult literacy and lifelong learning	Enhance NFE curriculum by including functional English.  Improve quality of NFI Instructors.  Revitalize community-learning centres.  Strengthen monitoring and review system of NFE.	23.1	None

Source: GNHC. (2013-18b). *Eleventh Five Year Plan Vol. II*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

As the table indicates, the only programme that includes a gender specific KRA is the programme on higher education services. However, it is not elaborated how the target/ strategy of improving gender participation in tertiary education is to be achieved. The programme plan outlay summary does not include any additional information to achieve the objective.

In fact, although there are several targets for enhancing number of teachers, student's participation, adult literacy and plans to enhance curriculum for NFE and improve the capacities of instructors, the underlying assumption is that these interventions will automatically take care of gender aspects. Given the fact that NFE has a predominant number of women, it is critical to include a component that attempts to assess the extent to which it is achieving its desired objectives. As highlighted in the preceding section, the curriculum of NFE needs to be revisited since it is confined to selective subjects such as feeding. This gender blind/gender-neutral



approach will not automatically translate into anything concrete unless special measures are taken to bridge the existing gaps.

### 3.2.4. Gender analysis of the budget

The intent of this section is to examine the extent to which gender issues in education are prioritised in the allocation of resources, as reflected in the budget and expenditure statements at various levels of governance – the Ministry, Dzongkhags and Gewogs.<sup>11</sup> Some of the questions asked included: Are the provisions made in consonance with stated goals, KPIs and targets articulated in policies and plans? Are there any gender specific programmes? Are there gaps which need to be taken into account in future budgeting?

For the purpose of this exercise, the budget figures of one year i.e. 2012-2013 were used as a basis for comparison with the following year i.e. 2013-14 - the first year of the Eleventh Plan.

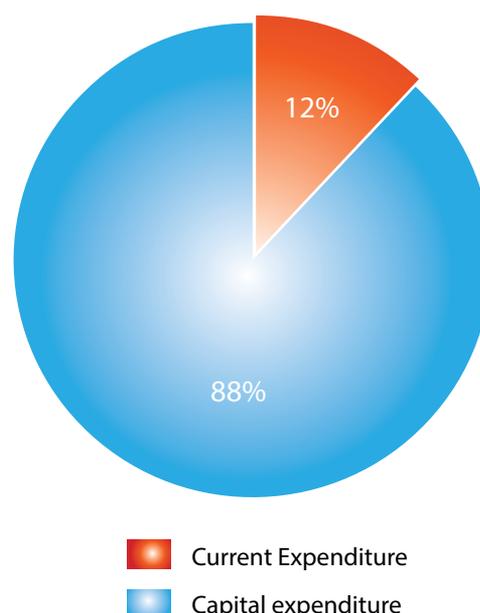
The primacy that is accorded by the government to the education sector can be assessed from the fact that it represents, in overall terms, the sector with the highest budget allocation. In 2012-13, out of the total revised budget allocation, the education sector was allocated 13.41 per cent of the total budget.

#### Ministry of education

Although the policy is very sensitive in articulating the differentiated needs of boys and girls in terms of learning outcomes as well as in terms of infrastructure, it deserves to be underlined at the outset that apart from a programme on the construction of girl's toilets, there are no other programmes/schemes/heads of expenditure in the budget which are gender specific. The expenditure is reported for general schemes/programmes from where the expenditure based on number of boy/girl students could be extrapolated, given the gender parity in school enrolment at all levels of school education upto Higher Secondary. While analysing the budget, it can be concluded that expenditure at school level will focus more or less equally on boys and girls. The focus then shifts to learning outcomes and the quality of education at school level and access to higher secondary education and tertiary education.

At the national level, in 2012-2013, out of the total budget of Nu.1414.851 m, current expenditure constituted 12.38 per cent as opposed to 87.62 per cent of capital expenditure. Pay and allowances accounted for the majority of current expenditure. In capital expenditure, expenditure on buildings had

CURRENT VS. CAPITAL EXPENDITURE



<sup>11</sup> However, it is recognized that actually the education sector is much wider and also encompasses programmes under educational institutes like the Royal Institute of Management (RIM), institutes and colleges under the Royal University of Bhutan (RUB) and autonomous agencies like the Dzongkhag Development Commission (DDC).



the highest allocation with 52.36 per cent. This allocation was mainly for projects of school construction and expansion under the School Planning and Building Services Division in the Ministry. There are no gender specific programmes, but needless to say, the entire gamut of interventions is meant for girls as well as for boys. Under the Eleventh Plan, one of the KPIs for NKRA 13 relates to enhancing the ratio of participation of girls in tertiary education from 76 per cent to parity. Though there is a programme called Tertiary Education Services which provides for scholarships, there is no new programme or approach to respond to this priority. In fact, except for construction of toilets, the budget does not reflect any gender specific provision to address this issue.

The NFE Programme aims at enhancing adult literacy, but it is primarily a programme which has historically had more women than men attending the classes. It is funded at the national level by a combination of RGoB and UNICEF – textbooks, pay and allowance borne by the RGoB, while orientation workshops are financed by UNICEF. Again, given the target in the Eleventh Five Year Plan, and the pattern of provisioning and expenditure in 2013-2014, it is not evident from provisions in the budget whether there is a new thrust on the issue as the levels of expenditure have not changed significantly.

For some, computation of budget flow to gender specific expenditures is a difficult one. Even when it comes to ECCD, it is not immediately clear if the intervention is gender specific.<sup>12</sup> For example, in India, initially, the Integrated Child Development Services (ICDS) Scheme<sup>13</sup> was categorized as a women only scheme but subsequently it was re-classified as a composite expenditure scheme since it benefits both boys and girls. Therefore, until some basis is accepted, it would be difficult to come out with any firm figures of overall fund flow to gender related activities.

A further breakdown of provisions made in the budget reflects various heads for school administration expenses including infrastructural additions such as classrooms and toilets. Apart from a provision for the construction of toilets, there is no indication of any particular scheme to address the issues of access or quality of education.

### **Dzongkhag level**

The Dzongkhag is at the operational level for administration and implementation of the agenda for education. An analysis of the budget at Dzongkhag level indicates the high priority accorded to education within the overall expenditure. It represents 54 per cent of the total Budget. The majority of the budget is allocated for operational expenses and infrastructural activities. Unlike the Ministry and Gewogs, the capital/developmental expenditure budget at the Dzongkhag level is lower than the recurrent budget. The recurrent expenditure is about 63.1 per cent of the total Dzongkhag budget, while the developmental expenditure is only about 36.9 per cent.

<sup>12</sup> In discussion at the GRPB workshop for Education officials, there was a suggestion that ECCD was gender specific.

<sup>13</sup> The ICDS Scheme is one of the world's largest outreach programmes for early childhood care and development. It was launched on 2<sup>nd</sup> October 1975. It seeks to directly reach out to children below six years through an integrated programme of early childhood education, health and nutrition and to expectant and nursing mothers. A package of six services is provided under the ICDS Scheme. These include supplementary nutrition; non-formal pre-school education; immunization; health check-up; referral services; and nutrition and health education. For more details, please see <http://www.wcd.nic.in/schemes/integrated-child-development-servicesicds>



**TABLE 3.11: TOTAL DZONGKHAG AND GEWOG SECTOR BUDGET FOR FY 2012-13**

Sectors	DZONGKHAG			GEWOG		
	Current	Capital	Total	Current	Capital	Total
Religious services	0.8	4.2	4.9			
Engineering Cell	10.9	38.4	49.3			
Management & Direction Services	685.3	303.5	988.8	180.9	117.9	298.8
Civil registration and census services	20.9	0.06	21.0			
Religion & Cultural Services	30.2	304.0	334.2	1.7	114.7	116.4
Survey & Land Record Services	34.7	1.5	36.1			
Agriculture Services	428.7	763.4	1,192.1	6.4	1,133.3	1,139.8
Health sector	606.9	311.9	918.8	0.0	26.6	26.6
Education services	3,272.3	1,044.1	4,316.5		2.9	2.9
Mule tracks and bridge services					61.4	61.4
Total	5,090.9	2,429.1	7,861.9	188.9	1,456.8	1,645.8

Apart from the operational expenses, a few other activities like school enrichment programmes, development of library, procurement of textbooks, sports goods, minor construction and renovation are budgeted in the Dzongkhag. All other activities meant for different Dzongkhags/ Gewogs, such as trainings and scholarships, workshops and major construction works are budgeted within the Ministry's budget. The district education officer reports to the national government as well as to the Dzongkhag level; however, deployment takes place at the Dzongkhag level. As can be seen from Table 3.12, a varying percentage flows to education at the Dzongkhag level.

**TABLE 3.12: DZONGKHAG WISE ALLOCATION (NU)**

Dzongkhags	Total Budget (in Nu. million)	Education (in %)	Dzongkhags	Total Budget (in Nu. million)	Education (in %)
Chukha	891.141	51.20	Trongsa	335.032	54.49
Haa	266.856	35.21	Lhuentse	650.039	24.03
Paro	471.926	50.77	Monga	882.577	34.29
Samtse	837.277	44.47	Pemagatshe	709.948	31.44
Tsirang	338.502	40.47	SamdrupJongkhar	521.450	40.76
Dagana	497.664	43.28	Trashigang	912.530	47.67
Punakha	468.364	45.52	Thimphu	478.042	20.38
Wangdue	511.173	38.61	Gasa	149.448	24.53
Bumthang	278.723	48.88	TrashiYangtse	392.260	41.43
Sarpang	490.605	51.90	Grand Total	10614.808	
Zhemgang	531.251	33.78			

Correlating the allocations with persisting gender gaps in general literacy and also adult literacy, it emerges that in some cases, the lowest investments in education as a proportion of the total budget are in Dzongkhags which need the most intervention. Given that the needs and levels



of attainment of education vary from Dzongkhag to Dzongkhag, it is necessary, as recognized by the Eleventh FYP, to have targeted interventions and to invest more concentrated efforts in those areas where the gender gaps and literacy levels are lower than the national average. Specific parameters need to be established at the Dzongkhag level and accordingly tracked. In order to have a uniform approach, the GNHC/Ministry would need to lead this initiative, although for certain components, the involvement of local representatives can be envisaged.

### **Gewog level**

The budgets and plans of Dzongkhags/Gewogs emanate from planning at the lowest level and reflect local priorities of the budgets. A perusal of the 2012-2013 Expenditure Report of the Gewogs<sup>14</sup> indicates that activities that are invariably prioritized relate to infrastructural issues such as construction of farm roads, rural water supply, improvement of religious and cultural lhakhangs (monasteries) and some amount of agricultural services.

Under the developmental expenditure, out of the total expenditure of Nu.1576.324 m, the highest proportion i.e. Nu. 859.111 m is spent on roads. The developmental activities budgeted under Gewogs are those for which they have capacity to execute.

As seen from the revised budget, the recurrent expenditure of 185.201 m constitutes about 10.5 per cent of the total Gewogs' budget. In contrast, 89.5 per cent is spent on capital/developmental expenditure. The current expenditure mainly covers the operational expenses for the Gups' (head of the village) offices. The operational expenses for all other sectors are budgeted in the Dzongkhag's budget. No social issues are reflected in the Gewog/Dzongkhag budget.

From the above, it is clear that although the education budgets at various levels do address gender issues to some extent, present allocations do not reflect the priorities of policy and plan commitments.

### **3.3. From analysis to action – Implementing GRPB in education**

The above analysis of the situation of girls and boys, women and men in education has highlighted gender gaps in access to education, learning and performance and the underlying reasons for them. There has also been an assessment of the extent to which policies and programmes address these issues and the nature of resources allocated. What emerges is a picture wherein the policy statement recognizes the gender gap in terms of access, especially to higher secondary schools and tertiary level educational institutions, and also the need to provide appropriate infrastructure. There is also recognition of the need to improve overall literacy in the country. However, more targeted interventions are required to deal with socio-economic and cultural factors that have an impact on access and achievement at higher levels as well as teaching/ learning processes which result in differential learning outcomes.

While the need to address the learning process is recognized and some interventions in terms of revision of textbooks has taken place to ensure that biases and stereotypes are not perpetuated, more specific measures are required in order to ensure that learning achievement and performance especially in senior classes are comparable.

<sup>14</sup> Nubi, Tangsibji in Trongsa; Dobshari and Lango in Paro



Before discussing some of the measures, it is important to highlight some gender specific interventions/activities that the participants shared during the workshops. The issues that were identified include: less number of girls in tertiary education; low level of adult literacy in rural areas; poor performance of girls in math and science and low number of female teachers in remote/rural areas.

**TABLE 3.13: GENDER ISSUES AND DESIGNING GENDER SPECIFIC INTERVENTIONS: VIEWS FROM THE WORKSHOP ON GRPB IN EDUCATION**

Issue	Causes	Proposed interventions
Less number of girls in tertiary education.	<ul style="list-style-type: none"> <li>• Cultural beliefs</li> <li>• Social obligations</li> <li>• Lack of role models, especially in decision-making positions</li> <li>• Lack of employment opportunities</li> <li>• Limited number of tertiary institutions and colleges in the country</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness</li> <li>• Life skill education</li> <li>• Motivational talk by women in leadership positions</li> <li>• Establish more colleges and Institutes, both Public and Private</li> <li>• Career counselling programme</li> </ul>
Low Level of Adult Literacy in the Rural Areas	<ul style="list-style-type: none"> <li>• Less participation due to poor understanding of education</li> <li>• Lack of facilities</li> <li>• Insufficient monitoring</li> <li>• Family obligation</li> <li>• Budget limitations</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct advocacy programmes</li> <li>• Provide adequate facilities such as furniture, stationaries and equipment.</li> <li>• Conduct annual surveys and provide reports to the stakeholders.</li> <li>• Carry out regular monitoring and provide required support services.</li> <li>• Establish new learning centres.</li> <li>• Provide refresher trainings to the facilitators.</li> <li>• Involve local leaders for monitoring and supporting programmes.</li> <li>• Propose realistic annual budgets.</li> </ul>
Poor performance of girls in Maths and Science	<ul style="list-style-type: none"> <li>• Less female teachers for maths and science, therefore lacking role models</li> <li>• Preconceived notion that maths and science are for boys</li> <li>• Family and social influence and belief (limited expectations from the girls as compared to the boys).</li> </ul>	<ul style="list-style-type: none"> <li>• Increase intake capacity for female math and science teachers in the two colleges of Education.</li> <li>• Enhance career counselling.</li> <li>• Awareness generation among parents to alter their perceptions.</li> <li>• Scholarship for girls taking technical subjects.</li> </ul>
Low number of female teachers in the remote/rural areas	<ul style="list-style-type: none"> <li>• Long walking hours</li> <li>• Lack of basic facilities such as housing, toilets etc.</li> <li>• Less number of female teachers graduating</li> <li>• Family obligations</li> <li>• Insecurity</li> <li>• Lack of incentives</li> <li>• Consideration and sympathy towards female teachers by managers and supervisors.</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce attractive incentives.</li> <li>• Scholarship and training slots for lady teachers in the remote areas.</li> <li>• Allowances</li> <li>• Construct gender friendly infrastructure.</li> </ul>



As highlighted in this section, the mainstreaming of GRPB in budgeting and planning processes is critical to creating an enabling framework for sectoral GRPB. This involves several measures including specific guidelines for sectoral agencies through budget call circulars, articulating objectives that are gender specific and introducing gender disaggregated targets in the KPIs under relevant NKRAs, SKRAs, and also reporting them in PLaMS. These necessary preconditions would create the framework for sectoral GRPB. Since this aspect cuts across all the sectors, it has been dealt with in greater depth in Chapter VI.

To strengthen GRPB specifically in the education sector, interventions are required primarily at two levels – (i) policy, programme and knowledge creation and; (ii) data availability. Some potential areas for focus could be the following:

### 3.3.1. Review of policy and programmes

#### i. Policy Review

As stated earlier, while the NPE 2011 has gender sensitive goals, it is clear from the analysis that there are certain policy level issues that need to be addressed prior to making changes in programmes.

Addressing gender gaps in access and achievement leading to equality of educational outcomes would require gender specific strategies. So far, the focus has only been on providing gender friendly infrastructure. The Ministry would need to consciously specify strategies to bridge the gender gap. The Eleventh FYP has inclusive social development which includes gender disparities as a thrust area. Moreover, the need for targeted intervention programmes has already been recognized as a strategy to deal with inequalities in educational attainment in Dzongkhags. This approach needs to be extended to define strategies and make provisions to deal with inequalities in access and achievement between boys and girls, men and women, especially at HSS and tertiary levels.

Further, in a broader perspective, given the change in the demographic pattern and the projection of males and females entering the work force, there is perhaps a need to review the policy of limiting publicly funded seats to only 40 per cent at HSS so as to encourage more children to pursue higher education, and also to expand the area of skill development.

#### ii. Review of programmatic interventions

- **Enhancing learning achievement of girls at Class IX and above**

Although in recent years there has been a visible improvement in the access of girls within the 40 per cent limit to higher secondary schools, the overwhelming numbers who qualify are concentrated in commerce and humanities. In view of the limited number of girls in science, whether in HSS or University, and the shortage of female teachers in maths and science, there is a possibility of encouraging more girls to opt for the science stream by either earmarking seats, having a few additional seats or a lower cut off. There is also a need for government to see whether additional academic support for math and science can be provided in Class IX and X, especially to girls. The



financial implication would not be very significant, but it would have a long and short-term impact on education though creating a cadre of teachers/role models.

There is also literature which shows that girls derive benefits both psychologically and in terms of academic achievement if they study in single sex schools. For instance, a study by A. Rojas-Barahona et al. (2013) assert,

*“... girls in single-sex schools are more positive about their abilities and their control over their lives, have less stereotyped gender role attitudes and hold higher aspirations for the future. Also girls may have improved self-concept, attitudes toward math and science and increased opportunities for participation and leadership (para 8)”.*

During the course of the project, a visit was made to the only single sex (girls only) school that is located in Paro. A discussion with the principal, teachers, and students revealed a striking difference in the self-confidence of girls as compared to those in co-educational Government schools. It was also interesting to note that girls who had not qualified for the 40 per cent seats in Class XI had actually performed very well in the Class XII exam. While the jury is still out regarding the impact and desirability of single sex schools, it would be interesting to pilot this strategy by putting girls in different shifts to see whether they perform better in maths and science and gain more self-confidence.

- **Providing financial support for higher education for girls**

While low admissions in science related subjects could be understood in light of the low proportion of girls in the feeder categories, the differentials in language and education related streams at tertiary level appear not to be related to eligibility criteria alone. Given the social and familial impediments faced by girls in approaching tertiary education, this is an area that needs to be actively incentivized. This can be done by way of concessions/ scholarships such as the following:

- 1) **Scholarships/financial support based on a combination of merit and means for girls:** In Himachal Pradesh, a hill state in India with similar topography as Bhutan, where girls traditionally have similar roles and responsibilities in the family and community, girl students are exempted from tuition fees at all levels of education, including undergraduate studies in Government funded institutions. As of today, 70 per cent of the students in Himachal University are girls. In Bangladesh, at a higher education level, the female stipend programme changed the profile of access to higher education at school level in a very short time (Mahmud, 2003). Similarly, the Makerere Foundation of Makerere University in Uganda funds girls for university education.
- 2) **Scholarship for girls in science related subjects (engineering, medicine):** Given the existing gender gap in this particular field, the RGoB could also promote girls in science related subjects by earmarking a few seats for girls at higher levels of education.



- **Providing gender responsive learning environments**

**Recruitment of more female teachers:** Teachers are the role models and therefore having more female teachers at all levels of education creates a positive image for girl students. This is even more important for maths and science where the proportion of girls is low. Therefore, it is important to enhance the intake capacity in these subjects at the colleges of education for female students. It is also easier for girls to communicate on certain issues with female teachers and matrons.

**Gender sensitisation of teachers and gender sensitive pedagogy:** Given the deeply embedded and internalised views of capacities, roles and responsibilities of men and women in Bhutanese society, it is equally important to ensure that all teachers, and especially male teachers, are sensitised to issues related to gender equality and development. Therefore, basic gender sensitisation methodology needs to be incorporated in the teacher training colleges for new teachers and also made mandatory for in-service candidates. This should also include some focus on classroom transaction and understanding of the different motivations, interests and learning styles of boys and girls. Curriculum and textbooks should also address these issues if not already done.

**Ensuring gender friendly infrastructure:** The provision of infrastructure for girls, especially in the form of toilets, is a critical strategy for enhancing access to higher education. However, it is also important to create facilities for housing of female teachers in remote areas; enhancing capacity at the tertiary level of colleges and institutes generally and ensuring adequate provision of hostels for girls.

- **Promoting adult literacy and non-formal education**

Given the decentralized nature of planning and the untied grants that are available, there is considerable scope for creating a more systematic strategy, bringing fresh impetus to bridge the gender literacy gap in the adult population and enhancing the overall literacy level. While advocacy programmes are important to raise awareness on the need and advantages of literacy, it is vital to measure change. Therefore, a well-defined protocol involving set targets, annual surveys and monitoring must be developed. Local leaders can be involved in this process to identify and establish new learning centres. Fresh textbooks, which do not stereotype gender roles, need to be prescribed. Training for facilitators should include gender sensitisation. There needs to be focussed attention on those Dzongkhags where adult literacy is below the national level.

- **Building self-confidence of girls**

Giving impetus to girls in sports is a good way to build gender sensitisation and enhance self-confidence. Inviting women achievers from different spheres to give motivational talks can increase aspiration levels among young girls. Career counsellors, preferably women, can make girls aware of the range of choices available, and the implications. Since career counselling does take place in schools, counsellors who are sensitive to the nature of gender stereotyping and biases that exist should be recruited or their capacities should be enhanced.



The above measures do not involve major financial outlays and fit in with the overarching framework for the development of Bhutan articulated in the Eleventh FYP. Adoption of some of the recommendations would be a starting point for GRPB in the education sector.

### **3.3.2. Research and sex disaggregated data**

The Annual Education Statistics provide a wealth of sex – disaggregated data. However, research and surveys to cover qualitative aspects would provide further insights. The topics that need further clarity are gender gaps in access and achievement at the higher and tertiary education level, issues related to employability, reasons for drop out, the extent that subject choices are determined by streams that are available locally, among others. Priority areas could be the transitional phases after Class X and Class XII, and the extent to which early marriage and teenage pregnancy impact the continuance of higher studies.



## CHAPTER 4

# GENDER RESPONSIVE PLANNING & BUDGETING ANALYSIS OF THE HEALTH SECTOR

The importance of the health sector in Bhutan for the Government and the citizens can be construed both from the expenditure on the health sector, which is about 11.4 per cent of the total budget (MoH, 2012), and from the fact that in a survey conducted on GNH, health constituted 14 per cent of GNH, which was the highest contribution among the nine domains. Therefore, this chapter focuses on the GRPB analysis of the health sector. As the Five-Step Framework illustrates, the first section of the chapter discusses key gender issues in health and then proceeds to an analysis of the health policy from a gender perspective and understanding the construct of ‘women’s’ health. The section also attempts to assess the key programmatic interventions implemented by RGoB to address key gender issues. The last section discusses some recommendations that the Government could consider to make the health policy and programmes more gender responsive.

### 4.1. Situational analysis

#### 4.1.1. Health status of men and women

##### 4.1.1.1. Morbidity

Table 4.1 offers a bird’s eye view based on a survey of the rate of incidence of sickness by age, gender and in terms of the rural/ urban divide. The table clearly demonstrates that females are more likely to be susceptible to sickness or injury than males, irrespective of area (urban or rural). Although, the gender differences appear to be minor among the young (0–14 years), females in the economically productive and elderly population tend to be sick or injured more in numbers than their male counterparts (ADB & NSB, 2013). There are differences among districts, with the highest levels of incidence of sickness in Gasa and Tsirang (about 30%) and lowest levels in Samtse, Sarpang and Haa (about 10%.) However, in these districts too, gender disparities and morbidity are higher for women compared to men.

**TABLE 4.1:** DISTRIBUTION OF PERSONS WHO WERE SICK OR INJURED 4 WEEKS BEFORE THE SURVEY BY AGE/GENDER/RESIDENCE

Area/Gender	Age Group (years)			
	0-14	15-59	60+	All Ages
Urban	14.7	12.4	31.6	13.9
Male	15.5	10.0	28.1	12.5
Female	13.9	14.6	35.3	15.2
Rural	14.9	17.3	33.7	18.6
Male	14.2	13.2	29.0	15.6
Female	15.6	21.0	38.6	21.5
Bhutan	14.8	15.7	33.0	17.1
Male	14.6	12.1	29.2	14.6
Female	15.1	19.0	38.1	19.5

Source: ADB and NSB. (2013). *Bhutan Living Standards Survey Report 2012*. Retrieved from <http://www.nsb.gov.bt/publication/files/pub1tm212owp.pdf>



The Annual Health Bulletin is a rich source of sex-disaggregated data for morbidity by gender and provides some interesting insights. In 2013, the incidence of sickness amongst women/men in 15-49 age group was significantly higher for certain diseases as can be seen in Table 4.2.

**TABLE 4.2: MORBIDITY BY GENDER**

	Total Number of Cases	
	Male 353416	Female 403499
Higher morbidity for women		
Conjunctivitis and eye disorders	8474	11131
Hypertension	5170	7302
Diseases of the digestive system – peptic ulcer	21272	26363
Other diseases of the digestive system (barring alcohol liver disease)	19460	23720
Cancers	53	146
Anaemia	1958	5455
Mental health (depression, anxiety, mental Disorders)	710	1135
Higher morbidity for men		
Transport accidents	1194	343
Accidental falls	2274	1278
Work related injuries	13608	5231
Other injuries	7323	4168
Dog bite	1478	1002
Mental disorder (drug and alcohol related)	379	96

Source: MoH. (2013). *Annual Health Bulletin*. Royal Government of Bhutan

Generally, there are not many significant morbidity differences between boys and girls, however, the figures depict certain trends: when it comes to falls, accidents and mental disorders, boys seem to be more affected. On the other hand, girls in the 5-14 year age group show higher levels of anaemia.

These differences are a reflection of the different roles, responsibilities and behaviour norms for girls and boys/ women and men. While more in depth work is required to understand some of the issues that underpin these gender differences, some reasons are quite clear. In the case of conjunctivitis, for instance, using wood for cooking, which is normally woman's work, may be responsible for the difference. A doctor met during the field visit also confirmed that there were many more women than men in an eye camp for cataract removal. In addition, the fact that men tend to work outside the house makes them more susceptible to accidents/falls/dog bites. While there is no clear articulation of response specifically in gender terms to some of these issues, the policy does take into account high incidence of mortality and morbidity associated with accidents by working on national awareness on safety requirements.

#### 4.1.1.2 Adolescent Health

Sixty per cent of the population of Bhutan is under 25 years of age and this group will constitute the major work force of the country in the coming years. Adolescence is a period of development



when boys and girls have many issues related to self-esteem and when, in the quest of discovering themselves, they tend to experiment with risky behaviours, which may impact their well-being in the long term.

- ***Adolescent fertility and teenage pregnancies***

A gender issue which affects girls more than boys is teenage pregnancy, it affects them in social and educational terms as well as in terms of access to employment. In some cases, if the child is born outside of marriage, it could additionally lead to problems related to illegitimate children, abandonment, care, social stigma and mental stress.

While the legal age of marriage for girls is 18, a survey indicated that almost 9 per cent of girls in the age group 15-19 years and 2.2 per cent of males are married or living together. The rate is highest in Gasa at 20 per cent and lowest in Pema Gatshel, where less than 1 per cent of 15-19-years old are married or living together (ADB & NSB, 2013). The Bhutan Multiple Indicator Survey (NSB, 2010) assessed the Adolescent Fertility Rate at 59 per 1000 girls within the 15-19 age group, with very high levels in Gasa (332), Zhemgang (150), Mongar (138) and Pema Getshel (163). These levels can also be related to the educational level (in the previous chapter it was seen that in Gasa, the gender gap in literacy was extremely high). Further, there is a difference in rural and urban areas, as the teenage pregnancy rate in the rural areas is 3.6 times higher than in the urban areas. High rate of adolescent fertility is one factor that reduces Bhutan's position in the gender inequality index.

Figures cited elsewhere, however (MoH, 2013-18), state that 15.2 per cent of young women are either married or living with their male counterparts. 37.5 per cent of marriages occur before the age of 18 and 6.7 per cent before the age of 15. For pregnant teenage girls who are not married, even access to health care can be problematic. A doctor during the field visit gave an example of how a five month pregnant teenage student who was staying with her sister approached the medical facility with great diffidence with her sister's help. She finally had the child but was unable to take care of it herself.

- ***Tobacco, Alcohol and Substance Abuse***

A 2009 survey reported that 33 per cent of boys and 14 per cent of girls from the age group 13-15 had experimented with smoking, drugs and alcohol and that one out of five was a regular smoker. Illicit drugs are becoming a severe problem in the country. The survey stated that most drug users are urban educated males who use pills and sniff substances. The National Adolescent Health Strategic Plan (MoH, 2013-2018) aims to reduce these levels through comprehensive awareness raising, counselling and school health programmes.

#### **4.1.1.3 Reproductive health**

- ***Institutional deliveries***

In 2010, 64 per cent of deliveries were by skilled health personnel. This is crucial as it plays an important role in reducing rates of IMR and MMR (MoH, 2012b). However, the national average often masks the wide variation among Dzongkhags. In both rural and urban areas, in Zhemgang and Trashigang, only 38 and 40 per cent of the deliveries are conducted with the help of skilled personnel respectively, as compared to Thimphu and Paro where comparable



figures were 95 per cent and 80 per cent respectively. Similarly, poverty and level of education were also correlated with whether the deliveries were attended by skilled personnel or not. Eighty nine per cent of women with higher or secondary education were attended by skilled personnel for their childbirth against 54 per cent of women with no formal education.

With reference to institutional deliveries, there is a tendency for women to bypass Basic Health Units (BHUs) and to go straight to the National Referral Hospital in Thimphu, which attends about 40 per cent of total births. This is often due to the shortage of female health assistants. Another reason is that in case of complications, the infrastructure may not be adequate, rendering transportation difficult.

- **Contraception and family planning**

The effectiveness of the Family Planning Programme in Bhutan can be assessed from the fact that in less than 20 years, the Total Fertility Rate has come down from 5.59 in 1996 to the replacement level of 2.1 in 2012 (ADB & NSB, 2013). At the Dzongkhag level, Mongar (3.6) and Haa (3.7) have the highest TFR, whereas Sarpang (1.2), Samtse (1.4) and Pema Gatsel (1.4) have the lowest TFR.

The most popular forms of contraception are injectable and oral pills (MoH, 2012b). As sterilization camps are not frequent, that choice is not easily available and Intra Uterine Devices were discontinued where there were male health providers. In a focus group discussion about adolescent sexual and reproductive health, a perspective emerged that “boys experiment with sex, while girls fall in love.” Boys had never seen a condom use demonstration and the knowledge of condoms was even lesser among girls. Furthermore, the participants of the focus group discussion shared that there was no specific intervention for male involvement in reproductive health.

#### 4.1.1.4. Preventive care

As stated earlier, there has been a significant decrease in the incidence of the Infant Mortality Rate (IMR), Under Five Mortality Rate (UFMR) and Maternal Mortality Rate (MMR). In fact, Bhutan seems well on track to achieve MDGs related to these aspects. On MMR, it has reached a level of 180 per 100,000 live births,<sup>15</sup> but in order to achieve the MDG, the figure needs to be further reduced to 140.

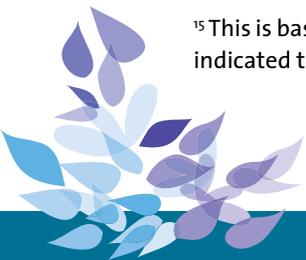
There has been a very significant improvement in accessing health facilities for antenatal care. As per the National Health Survey (2000), there was 51 per cent coverage for at least one antenatal visit. This has increased to 97.3 per cent in 2010 with almost 78 per cent making four Antenatal Care (ANC) visits. Poorer households and the eastern part of the country reported lower utilization of ANC (MoH, 2012b).

#### 4.1.1.5. Nutrition

While in overall terms the general nutritional status has been improving, as is evident from the indicators on malnutrition (such as prevalence of malnutrition and wasting), the prevalence

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<sup>15</sup>This is based on information in the public domain. At the information sharing workshop in November an official had indicated that this figure now stands at 86.



of stunting at 33.5 per cent continues to remain a major public health issue. Furthermore, the prevalence of anaemia among women and children is very high with levels nearing 54.8 and 80.6 per cent respectively (GNHC, 2013-18). In addition, there have also been occasional outbreaks of vitamin deficiencies - particularly Vitamin B1 and B12. However, the National Nutrition, Infant and Young Child Feeding Survey indicated that while the difference in the nutrition status between regions and places of residence (rural/ urban) was statistically significant, the difference between genders was not. Stunting is a major issue in the country, as children are born with normal heights according to the WHO standards, but poor feeding practices and ill health result in their low growth. This is also linked to the low level of mothers' awareness about good and necessary feeding practices. Low birth weight can also be related to maternal under nutrition and can contribute to various causes leading to neo natal deaths. Lack of awareness of dangerous signs of pregnancy or of dangers faced by new-borns is also an issue both in rural and urban areas.

#### 4.1.1.6. Gender based violence

Access to data on gender-based violence is an issue that exists in all countries and Bhutan is no exception (MoH, 2012b). As in other countries, reported cases represent only a fraction of the scale of the problem. In fact, many of the insights into this issue have emanated from studies such as FGDs by individual agencies like RENEW. A National Consultation on Violence against Children conducted by NCWC shared examples of violence against children, invariably girls, in different settings – in workplaces, schools and institutions and in communities. The issue of “night hunting” (a traditional Bhutanese custom whereby young girls could meet potential suitors) is a troublesome one. Domestic help is also being exploited sexually and there are other vulnerable groups, especially in risky settings like drayang (local bars where girls dance for a living) (GNHC, 2013-18).

Domestic violence is cloaked in a culture of silence due to social stigma, a prevailing trend to accept one's circumstances as ‘karmic’ or pre-destined. There is also a tendency to uphold traditional gender roles in which men are considered superior. Reporting to the police is often a last resort. It was found that only in 60 per cent of cases, treatment was sought in the hospital and the incident was reported to the police. Moreover, the cases were reported to the police only when an episode of battering happened five to ten times. The reasons most cited for domestic violence are linked to alcohol consumption, financial pressure and jealousy arising from suspicion of spouse's infidelity as depicted in Table 4.3.

**TABLE 4.3: DOMESTIC VIOLENCE CASES REPORTED IN THE COUNTRY WITHIN 2007-2009**

Year	Assault		Battering		Rape	Incest	Child Molestation / Sexual Harassment	Total
	Husband Assaulting Wife	Wife Assaulting Husband	Husband Battering Wife	Wife Battering Husband				
2007	14	1	263	8		1		287
2008	11	4	311	11		1	2	340
2009	24	3	392	17	1			437
Grand Total	49	8	966	36	1	2	2	1064

Source: GNHC & NCWC. (2008-13). *The National Plan of Action on Gender*. Royal Government of Bhutan.



#### 4.1.1.7. Health service delivery

Human resource has been a constraint in health service delivery. The extreme shortage can be judged from the fact that in Bhutan there were two doctors for every 10,000 people in 2012, whereas Singapore had 14 doctors per 10,000 in 2001 and India had six doctors per 10,000 in 2003. The Annual Health Bulletin does not have sex-disaggregated data on the composition of the health workforce, but it is necessary to have adequate female staff as it makes easier for women to access the health facility. Recently, there has been an effort to enhance availability of female Health Assistants at the BHU level to facilitate women's access. As of 2012, a female assistant covered 73 per cent of BHUs. The Plan target is to ensure 100 per cent coverage, but the overall ratio of basic health workers remains two males to one female (MoH, 2013).

## 4.2. Policy and budgetary response to key gender issues

### 4.2.1. Overall policy context

The Government of Bhutan is committed to free and quality universal health care. Section 21 and 22 of the Constitution mentions:

*The State shall provide free access to basic public health services in both modern and traditional medicines and the State shall endeavour to provide security in the event of sickness and disability or lack of adequate means of livelihood for reasons beyond one's control.*

The National Health Policy of 2011 (MoH, 2012a) reiterates this commitment by stating its mission as the "achievement of national health goals through provision of quality general and public health services" and the pursuit of "decentralization policy in the delivery of health services" (p. 3).

In the policy, the construct of women's health largely reflects the focus around reproductive health/ rights and later around HIV and AIDS which has dominated the international discourse (ICPD and MDGs). Gender needs and interests are referred to in the section on maternal and child health and the issue of women's health is to a large extent conflated with maternal and child health. It recognizes women in their role of child bearer/rearer and mother and makes it clear that "comprehensive quality maternal and child health care services shall be provided not limiting to family planning and promotion of institutional delivery" but should include provisioning of vaccines for children and pregnant mothers, and promotion of healthy child growth through appropriate breast feeding.

Another provision states the need of health infrastructure to be 'women friendly'. The policy covers many issues including human resource, service delivery and disease control, but these issues are not seen from a gender lens. However, as is apparent in the preceding section on gender issues, men and women's health needs should be seen in the broader context of their overall access to health care, as their health seeking behaviour can be influenced by traditional beliefs, level of education and by differential incidence of disease.

### 4.2.2. Objectives and key performance indicators

In the Eleventh Plan, health as a sector falls within all four GNH pillars, but principally within the first pillar of sustainable and equitable socio-economic development. Under the NKRA 2 on



'Poverty reduced and MDG Plus achieved', there are specific targets set for various health related factors, most of which are also related to Millennium Development Goals as shown in Table 4.4.

**TABLE 4.4: HEALTH INDICATORS AS STATED IN THE ELEVENTH FYP**

Indicators	Baseline	Base Year	MDG target (2015)	Plan Targets
Infant mortality	47	2010	30	<20
Under 5 mortality rate	60.1	2010	41	30
Maternal Mortality rate	255(180)	2000/2014	140	<100
Institutional delivery rate	56	2010		>70
Height for age (Stunting)	33.5	2010	28	<30
% of rural population with access to improved sanitation	51			>80

Source: GNHC. (2013-18a). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

It is also important to see whether the main objectives and the corresponding KPIs are gender sensitive.

**TABLE 4.5: SELECT SKRAS AND KPIS IN THE ELEVENTH FYP: HEALTH**

Key objectives	SKRAs	Gender specific KPIs
Improve access to quality and equitable health services.	Curative and rehabilitative healthcare services provided	None
Strengthen preventive, primitive and rehabilitative health services.	Preventive, primitive and rehabilitative healthcare services improved.	MMR per 100,000 live births.
Promote effectiveness and efficiency in financing and delivery of health services.	Enhance efficiency and effectiveness of public service delivery.	None
	Financially sustainable healthcare promoted.	None

Source: GNHC. (2013-18a). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

The key challenges in delivering universal and quality health care relate to dealing with increasing levels of non-communicable diseases such as diabetes or hypertension; communicable diseases such as malaria, MDR, TB, HIV and improving performance on maternal and child health and nutritional status of people. This is against the backdrop of a severe shortage of health care personnel and limited financial resources.

The country has a three tiered health system based on referral. At the primary level, there are Basic Health Units (BHU) – 14 BHU I (where there is a doctor) and 178 BHU II (staffed by health assistants) that further organize 558 outreach clinics. At the next level, there are district hospitals and finally the regional/national referral hospitals – a total of 31 hospitals. In 2012, a Department of Traditional Medicine was established for providing the Sowa Rigpa (traditional Tibetan system of medicine) service for which there is one hospital and 48 indigenous units.



### 4.2.3. Key strategies and programmatic interventions

The importance of health sector can be understood from the fact that 11 per cent of the total budget is allocated for health facilities. The provisions in the Eleventh Plan are important because they provide the broad framework within which implementation of programmes takes place. There are two omnibus programmes: medical services and public health services linked to two main SKRAs – *Curative and Rehabilitative Health Care Services provided and Preventive, Promotive and Rehabilitative Services provided.*

**TABLE 4.6: SELECT PROGRAMMES IN THE ELEVENTH FIVE YEAR PLAN: HEALTH**

Programme	Strategy	Budget (in Nu. million)	Gender specific strategy and programme results
<b>Public Health Services</b>	Strengthen capacity for event based surveillance (EBS) and indicator based surveillance.	461.42	<ul style="list-style-type: none"> <li>- Maternal Mortality Rate per 100,000 live birth</li> <li>- % of pregnant women who are HIV infected put on PMTCT.</li> <li>- ANC coverage (at least 4 visits) (%)</li> <li>- Contraceptive prevalence rate (%)</li> <li>- % of mother attending 1<sup>st</sup>PNC visit (within 1 week).</li> </ul>
	Develop and implement an integrated national strategy for sanitation and hygiene.		
	Advocate for health in all policies for ensuring mainstreaming of health concerns in the planning and implementation of all sectors' programmes.		
	Integrate management of Neonatal and Childhood illness with MCH, CDD, ARI and nutrition programmes to improve health of mother and child.		
	Scale up and intensify implementation, management and monitoring of key programmes of HIV and TB.		
	Implement health strategies for vulnerable groups of youth, differently abled and elderly persons.		
	Strengthen outreach of health services through urban and village health workers.		
<b>Medical Services</b>	Standardisation of health services across all health institutions.	2543.6	Proportion of pregnant women screened for diabetes (%)
	Improve access to healthcare services.		
	Enhance preparedness and response to emergencies and disasters in the health facilities and provide access to emergency services.		
	Improve access and delivery of services by establishing CT scan & endoscopy facilities in the two regional hospitals and by using ICT enabled health care solutions.		
	Strengthen nursing care services by creating Nursing Division.		
<b>University of Medical Sciences of Bhutan (UMSB)</b>	To have a fully operational UMSB in the Eleventh FYP, the JDWNRH, RIHS, NITM and NTMH shall be incorporated under it.	823.7	<ul style="list-style-type: none"> <li>- Incidence of cervical cancer reduced per 100,000.</li> <li>- No. of mortality due to cervical cancer reduced per 100,000</li> <li>- % of Institutional delivery among JDWNRH catchment area client</li> </ul>
	Develop institutional linkages and affiliations with renowned health institutions.		
	Construction of infrastructure in a phased manner starting from 2013.		
	To improve future financial sustainability, attract international students through competitive fee structure.		

Source: GNHC. (2013-18b). *Eleventh Five Year Plan Vol. II*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>



There are two principal dimensions – scaling up availability and accessibility by the construction of medical facilities such as hospitals as well as using ICT for access to tele-medicine; and establishing/ strengthening services in areas which need focused attention such as diabetes, geriatric care, dialysis units, eye care etc. During the plan period, services are to be improved so that 95 per cent of the population is within three hours walking distance of a medical facility so that the time of waiting for OPD patients is reduced. On the preventive side, the focus is to deal with challenges of NCDs like diabetes, communicable diseases like TB, malaria and issues like nutrition.

The two principal programmes on public health services and medical services are multi-pronged in nature and list extensively a range of activities. These cover many different kinds of capacity building workshops for health workers. From a gender perspective, the provision for conducting structured training at all levels – doctors, nurses, technicians on forensic principles and the management of gender based violence is of particular significance. Some of the activities, which are gender specific, need to include initiatives on community-based nutrition, survey on nutritional anaemia, IEC activities on adolescent health and strategies to reduce harmful effects of tobacco and alcohol.

However, when correlating some of these proposed activities with plan outlay figures, the amounts over a five year period are not very significant. In fact, in the proposed plan outlay, no provision has been made for dealing effectively with gender based violence, teenage pregnancy, meetings and workshops on nutrition, procurement and supply of contraceptives, IEC on reproductive health (RH), strengthening ANC services, early identification of high risk pregnancies, making maternity services friendlier, strengthening surgical services in gynaecology, revitalizing Pap Smear and health education activities. However, there are some provisions for dealing with issues of tobacco control, security from accidents etc.

The programme on institutional strengthening and monitoring suffers from the dire shortage of health personnel at all levels and also aims to address capacity level issues. Over the plan period, there is a project to recruit appropriate type and number of professionals and to enhance the overall number from 3950 to 4354. While there is a specific provision, as stated earlier, to enhance the number of female workers at BHU II level from 73 per cent in 2012 to 100 per cent in 2018, there is also a need to encourage female health professionals at other levels.

As a protection against cervical cancer, which is the second most common cancer in Bhutan after stomach cancer, a progressive step taken by the Government is the introduction of screening by Pap smear and also the introduction of Human Papilloma Virus Vaccination for all girls in the age of 12-18. The Government has also introduced indicators to track progress on it.

#### **4.2.4. Gender analysis of budget**

In 2012-13, out of the total budget of Nu.39, 482.207 m, about 5.76 per cent has been allocated to the health sector. The health sector budget also includes allocations under the Bhutan Narcotic Control Agency (BNCA), Drug Regulatory Authority (DRA) and the NCWC. Sixty two per cent of the total budget is allocated for current expenditure. This is mainly on account of the high provision for pay and allowances, drugs, medical treatment and travel etc. On the capital expenditure side, 51 per cent of the total capital budget is spent on infrastructure that includes



construction, maintenance and upgradation of hospitals, BHUs and Outreach Clinics (ORCs). The rural water supply scheme is the other major head of expenditure under the health sector, as it forms one of the basic primary health components.

At the level of the Health Ministry, there are clear provisions in the budget for various gender specific activities. These include the following interventions:

- Support to RENEW (Respect, Educate, Nurture and Empower Women) – a leading CSO. The support is primarily directed towards capacity building and training around issues of gender based violence and reproductive health.
- Reproductive health, including awareness of adolescent reproductive health. This programme is funded almost in its entirety by the UN and covers a multiplicity of activities. These include capacity building of nurses and other medical staff on various aspects of RH, research and analysis on neo-natal and urban deaths and illegal abortion. It includes strengthening delivery systems for Pap smear screening and family planning camps in four districts, as well as strengthening labour rooms etc.

What is interesting to note is that almost the entire RH programme is funded through UN support and there are no additional allocations from the Government. Activities under this category are broadly listed in Annexure XVI. As the table shows, gender specific expenditure constitutes only four per cent of the total budget. This includes support for some programmes and activities carried out by RENEW.

Although all other services impact men and women, it is also important to assess whether there are any women specific interventions given their differential health seeking behaviour and needs. For instance, it would be important to assess whether holding primary eye care camps in outreach clinics has reached more women than men, given the higher morbidity of women. Where data is already available, there needs to be a correlation between the adequacy of budget provisions and existing needs and utilisation of services.

## Dzongkhag/Gewog level

In the Dzongkhags and the Gewogs, the budget allocation for the Health sector ranges from 6.1 per cent to 16.82 per cent of the total Dzongkhag Budget. The activities in the Dzongkhags under the Health sector mainly cover infrastructure development of hospitals and BHUs and operational expenditure. Similarly in the Gewogs, the construction and maintenance of water supply schemes, outreach clinics and BHUs include the main activities. In addition to these provisions, as in the case of education, there are also different programmes and initiatives which are budgeted for in the Ministry and then rolled out at the level of Dzongkhags and Gewogs. Since the budget is centrally pooled, it is difficult to bifurcate the amount for each Dzongkhag or Gewog. For instance, there was a budget of Nu. 1.000m for mobile eye camps under Primary Eye Care Programme in the Ministry of Health. This activity would have been carried out in different Dzongkhags, although the fund was kept under the Ministry. Therefore, the actual budget for different sectors in the Dzongkhag would be higher. There is a critical need to monitor the budgetary inputs in relation to other areas where these issues may not be so acute. This would effectively monitor progress in various health parameters such as maternal and neo-natal mortality, poor maternal nutrition, low birth weight and teenage pregnancies.



This overview analysis clearly shows that gender related interventions are only provided for in the budget at the level of the Ministry and that these are concentrated on reproductive health issues. Moreover, these are funded through UN support. Many of the interventions relate to capacity building of health workers and studies or reviews of strategies. Efforts to focus in a concentrated manner in areas where problems are the most acute could result in improved health parameters. Furthermore, involving the community and raising awareness on health problems would also have a positive impact on health outcomes.

### 4.3. Implementing GRPB in the health sector

The analysis of the current programmes and the budget of the health sector indicates that, especially in the area of reproductive health, there is a high degree of awareness within the Government on most of the priority gender issues. However, gaps exist in the availability and quality of services, allocation of resources and also in the levels of awareness and nature of traditional beliefs and customs which impact adversely on the health status. Health outcomes are also often dependent on many factors, which are not within the domain of the Health Ministry, such as water and sanitation, education and food security.

Following the examination of issues and programmatic interventions to address them, certain gender gaps in health that require focused attention were identified. Participants at the workshop confirmed the need to address these issues. The interventions proposed by them are reflected in the table below.

**TABLE 4.7: GENDER ISSUES AND DESIGNING GENDER SPECIFIC INTERVENTIONS: VIEWS FROM THE WORKSHOP ON GRPB IN HEALTH**

Issues	Causes	Proposed interventions
High Prevalence of Anaemia	<ul style="list-style-type: none"> <li>• Dietary habits</li> <li>• Unavailability</li> <li>• Lack of knowledge</li> <li>• Menstruation</li> <li>• Trauma/accidents</li> <li>• Worm infestations</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct IEC on the importance of a balanced diet</li> <li>• Supply of clean safe water</li> <li>• Conduct stakeholder meeting.</li> <li>• Intensify immunization activities</li> </ul>
Shortage of Female Health Workers	<ul style="list-style-type: none"> <li>• Mismatch between demand and supply</li> <li>• Unfavourable placement</li> <li>• Less female health workers trained</li> <li>• Lack of facilities</li> <li>• Spouses working in different agencies.</li> <li>• High drop out at the school and higher secondary level</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the number of slots at RIHS for females.</li> <li>• Develop strategies to minimize dropouts</li> <li>• Advocacy on disadvantages of early marriage and pregnancy</li> </ul>
High Prevalence of Stunting under five children	<ul style="list-style-type: none"> <li>• Low nutritional status among under five children</li> <li>• Eating habits</li> <li>• Alcohol/tobacco/drugs</li> <li>• Junk/fast food</li> <li>• Low exclusive breast feeding</li> <li>• Knowledge, attitude and practice among parents</li> <li>• Inadequate supplementary food</li> <li>• Poor fertility of land</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance awareness among sectors, GT members, parents, health, care givers, NFE instructors, teachers and religious groups</li> <li>• Enhance awareness among reproductive age (18-45 years) in women</li> <li>• Create awareness in the schools</li> </ul>



Issues	Causes	Proposed interventions
		<ul style="list-style-type: none"> <li>• Develop capacity of the health workers, community leaders, NFE instructors, VHWS, civil servants and NGOs</li> <li>• Collaborate with the relevant sectors</li> <li>• Improve attendance of ANCs and PNCs</li> <li>• Promote kitchen gardening.</li> <li>• Inclusion of health curriculum in schools</li> <li>• Appraise policy makers about nine months' flexi time for breast feeding</li> <li>• Impact assessment of existing programmes</li> <li>• Strengthen IMNCI, C4CD, ECCD, and one shop service centre</li> </ul>
High Prevalence of Non-Communicable diseases	<ul style="list-style-type: none"> <li>• Poor dietary habits</li> <li>• Poor life style</li> <li>• Poor knowledge</li> <li>• Alcohol and tobacco consumption</li> </ul>	<ul style="list-style-type: none"> <li>• Line listing of population 40 years and above</li> <li>• Screening of the population line listed</li> <li>• Identifying the high risk group</li> <li>• Diagnosis and treatment</li> <li>• Awareness</li> <li>• Case follow-up</li> </ul>

As stated earlier, in the health sector, given the whole area of Reproductive Health and the MDGs, there have always been specific strategies to deal with women's health. These, however, have focussed more on the "reproductive" role with less emphasis on other aspects such as differential morbidities, health-seeking behaviour etc. The priority areas for action are needed at three levels: (i) programme level; (b) creating awareness; and (b) data collection and research.

### 4.3.1. Programmatic interventions

- ***Launching a National Nutrition Mission***

A budget commitment to focus on nutrition and nutritional status would be a key aspect to improve both in the short and long term health outcomes for Bhutan – especially given the chronic malnutrition (stunting) and low birth weight of babies. In fact, 'Stunting reduced' is already a KPI under NKRA 3 – 'Food Secure and Sustained' and the plan recognizes the need for coordinated efforts between Ministries of Agriculture, Health and Education. On the health side, this involves emphasis on maternal nutrition and also mother's knowledge of appropriate nutrition for babies. The 2008 National Nutrition, Infant and Young Child Feeding Survey links nutritional outcomes with mother's literacy, ante natal visits etc. and comments on the rapid decline of stunting from 40 per cent in 1999 to present day Plan figures of 33 per cent (MoH, 2008). The Eleventh FYP sets a target to reduce it to less than 30 per cent by 2017-2018.

Here, it is worth mentioning that in India, Maharashtra has received global attention where stunting has reduced from 39-24 per cent in a period of six years i.e. between 2006 and 2012 (Haddad et al., 2014). Therefore, the scope for accelerated progress is remarkable. While the plan document envisages the establishment of a National Nutrition Initiative, its importance for the well-being of women and children needs to



be emphasised. Results and impact on growth, low birth weight etc. also need to be continually monitored. There is a relationship of stunting with breastfeeding and child feeding practices, age of the mother at first pregnancy and literacy. The impact of this focus is on present and future generations. Some lessons can indeed be learnt from the example of Maharashtra.

- ***Strengthening monitoring to check mortality***

Many aspects of the reproductive health programme are monitored on a regular basis. Some gaps for which provisions need to be made to reduce rates of maternal mortality/ infant mortality include developing protocols for emergency obstetric and neonatal care, improving the reporting of maternal mortality and neo-natal mortality and monitoring the quality of ANC/PNC services.

- ***Stressing on adolescent's reproductive health***

Within the realm of adolescents' reproductive health, sex education needs to become part of the curriculum and counsellors need to be made available for young boys and girls so that they feel comfortable talking about this issue. In Bangladesh, one of the conditions for the school stipend scheme for girls in higher secondary education was that the girls are not married already and do not get married while in school. The National RH Review also recommended that a priority intervention should be an establishment of a screening laboratory for CT infection as it provides a proxy for teenage sexual activity.

- ***Building a gender equitable delivery system***

In order to enhance the access of women to the health system, it is important to consciously work towards building a gender friendly health delivery system. This would involve the following:

- Enhancing the number of women at all levels of the health system: This will also include providing incentives to women employees so that there is adequate female health staff in remote areas. In the long term, this would mean that incentives need to be created to ensure that girls actually study science.
- Ensuring easy accessibility of health facilities: This includes taking into account the number, location and timings of health facilities so that access is convenient for both women and men.
- Providing gender friendly infrastructure and equipment: Health institutions such as hospital, BHUs and outreach facilities should house the necessary equipment to deal with emergency obstetric care. Moreover, preventive and curative measures should be adopted to deal with diseases where women have higher morbidity.



### 4.3.2. Information, knowledge and awareness

Community awareness/development of IEC materials: Some issues that the materials could focus on include the following:

- Reproductive health – Male involvement, impact of maternal nutrition on low birth weight, Adolescent SRH, especially teenage pregnancies.
- Nutrition – Importance of proper nutrition for expecting and lactating mothers.
- Complementary feeding for children and importance of dealing with NCDs – Diabetes, hypertension etc., chronic malnutrition and impact on growth.
- NCDs - Danger signs, preventive measures and importance of physical activity.
- Gender sensitisation - Awareness of social norms and violence against women.

### 4.3.3. Data collection and research

The priority that the government accords to health is reflected in the fact that detailed sex-disaggregated data on access to health facilities and morbidity patterns are collected year wise and published annually in the Annual Health Bulletin. However, more sex-disaggregated data is needed on health seeking behaviour – when and where do women access health facilities and for what ailments. Further, raising awareness of men and women, boys and girls is critically important for better health outcomes.

Moreover, there needs to be a focus on conducting research studies which target the following:

- Quality of services and health seeking behaviour of men and women; when and at what stage do women and men seek health services; and what kind of treatment is preferred.
- Socio-economic profile of pregnant teenage girls, married and unmarried.
- Gender differentiated morbidity – causality and measures to reduce these.



## CHAPTER 5

# GRPB ANALYSIS OF THE AGRICULTURE SECTOR

The share of agriculture to real GDP in the economy of Bhutan has been declining steadily. It has significantly reduced from 25 per cent in 2001/02 to 12 per cent in 2011/12. Another visible trend has been an increase in rural to urban migration and the ‘feminisation of agriculture’. In Bhutan, 62.2 per cent (RGoB, 2013) of the population is dependent on agriculture for living, of which 38.4 per cent are female and 23.55 per cent are male. From over 90 per cent thirty years ago, only 70 per cent of the population lives in rural areas as of today. More men migrate than women, since apart from family reasons, lack of alternate employment opportunities and education or training restricts their mobility. However, the agriculture sector is vitally important as it is ‘the major source of income, employment and food security to most Bhutanese’ (The World Bank, 2011).

The latest Poverty Analysis Report shows a significant decline in rural poverty from 38.3 per cent in 2003 to 16.7 per cent in 2012. This is attributed to the provision of infrastructure, such as improved water and sanitation facilities, construction of roads and targeted poverty reduction programmes for example the Rural Economy Advancement Programme (NSB, 2012). Today poverty is a rural phenomenon, poorer households are concentrated in the agricultural sector, and literacy rate is 52 per cent amongst poor. Attending secondary education has been cited as a factor for the reduction of poverty (GNHC, 2013-18a).

Given the increasing feminisation of agriculture, this chapter focuses on GRPB in the agriculture sector. It again uses the five-step framework to look at gender issues in agriculture and then goes on to see whether the policies and budgets address them. The last section highlights certain measures that the government could consider to make the programmes more gender responsive.

## 5.1. Situational analysis

### 5.1.1. Gender roles in agriculture

In Bhutan, like in any other society, gender roles in agriculture are clearly defined. In terms of farming practices, for instance, the roles for men and women have been traditionally defined – with men doing the heavier jobs of ploughing and tilling and women involved in transplantation, sowing and weeding. This division of roles was further strengthened with the increasing use of heavy mechanized farming machinery, operated mostly by men. However, with the declining availability of workers, men do sometimes help women as and when required with sowing, transplantation etc. Handling of manure, however, is clearly defined as a woman’s job.<sup>16</sup>

Farming has been, until recently, primarily of a subsistence nature. The focus of production has been on cereal grains, such as wheat, maize, barley and paddy, and most households produced

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<sup>16</sup> GRPB workshop for Agriculture officials, Paro 21-22 August



for their own consumption. However, with the improvement in connectivity and the emphasis on construction of roads, the opportunities for commercialisation of agriculture increased. The cash crops usually grown are vegetables such as beans, cabbages, cauliflowers, chillies, broccolis, sag or lettuce, asparagus, and potatoes. In areas which support horticulture, cash crops include fruits such as apples, peaches and oranges.

In a focus group discussion with farmers in Paro, it emerged that most of the women farmers had not undergone any formal education, although a few had attended non-formal education classes. Some men had undergone Buddhist monastic studies.<sup>17</sup>

Nowadays, the Agriculture sector in Bhutan is largely being maintained by women, as it employs 112,340 women as opposed to 73,131 men (RGoB, 2013). Although, there is a severe labour shortage and 'feminisation of agriculture' is considered 'one of the leading constraints in agriculture production', it is also the reason for the survival of agriculture and an important factor contributing to food and nutritional security (GNHC, 2013-18). Furthermore, it is important to mention that while women are predominantly represented as 'family workers,' men are represented both as 'family workers' and 'own account workers' equally, as captured in the Rural Labour Force Survey in Table 5.1.

**TABLE 5.1: TYPE OF WORKERS IN THE AGRICULTURE SECTOR**

	Male	Female	Total
Family worker	11.9	27.6	39.5
Own account worker	10.2	9.3	19.5

Source: Ministry of Labour & Human Resources. (2013). *Labour Force Survey 2013*. Royal Government of Bhutan.

The group of 40 per cent family workers is the most vulnerable as the workers are likely to be amongst the poorest and lacking in any form of social security. As per 2010 GNH Survey, the rural workers spent the longest hours where the gender differentials were found to be significant (GNHC, 2013-18a).

The level of happiness in rural areas was less than in urban areas, as only 37 per cent of the rural population was happy, compared to 50 per cent of the urban population. Additionally, unemployed people were happier than farmers. Further, people with a certain level of education were happier than those with none. The likelihood of women living in rural areas, being family workers and uneducated, would indicate that their level of happiness would be less than that of men.

### 5.1.2. Land inheritance and its impact

For agricultural activities, access to and control over land is critically important. In Bhutan, the pattern of land inheritance varies tremendously, with certain areas being traditionally matrilineal, especially in western and central Bhutan. Patrilineal inheritance is the norm in the south. In overall terms, an estimated 60 per cent of women own land in rural areas and in some

<sup>17</sup> FGD held in Paro with farmers



Dzongkhags such as in Trongsa, Paro and Mongar, parents prefer to bequeath land to girls (The World Bank Group, 2013).

Traditionally, when women inherited land, it was linked to their responsibility to care for aging parents. In fact, one participant in the workshop shared that when a girl child is born, the parents consider it auspicious as in their old age they would have someone to look after them. Several studies have indicated that the impact of these practices was limiting social and economic choices to women. Furthermore, the extent to which women had actual control over the land was also not very clear (ADB, 2014). However, in many societies where such practice exists, such as the Khasis in north eastern India, it actually contributes to a more equal status for women.

In Bhutan, land is not often used as collateral and the difficulties in the control over sale or rent of land limit the overall control. In addition, decision-making power over land remains with the husbands (The World Bank Group, 2013). The Inheritance Act of 1980 and the Land Act of Bhutan 2007 have now provided for equal inheritance rights under the law. According to the Act, land is a family asset and thus the control over the sale of land is legally vested in the family. Some farmers shared at the FGD that increasingly land is acquired in the name of both husband and wife. The issue of control over land becomes more important in the context of increasing commercialization of agriculture. Women farmers who were interviewed in Paro clearly indicated that they are responsible for marketing their produce, and that they maintained control over the income earned, as they had to run the household.

### 5.1.3. Access to inputs, information and technology

RGoB has a wide distribution of extension centres from which farmers get seeds and other inputs. In the FGDs, the women farmers indicated that they obtained seeds and fertilizers from the Gewog Administrative Office, the District Agriculture Officer and the Druk Seed Corporation.

The Government organizes trainings for farmers on various aspects, which cover a vast range of issues such as pest control, good agricultural practices, new technologies and the use and maintenance of equipment, pruning, grafting and others. The women who were interviewed had attended these trainings and the District Agricultural Officers who attended the workshop indicated that although there were no sex-disaggregated targets, efforts were made to give equal representation to men and women. In fact, whereas in some Dzongkhags the number of women in these trainings exceeded men, this was not always the case as may be seen below.

**TABLE 5.2: PARTICIPATION IN TRAININGS: MEN AND WOMEN**

Dzongkhag	Male	Female
Paro	65	35
Samdrupjongkhar	76	24
Ha	60	40
Bumthang	25	75
Trongsa	30	70

Source: MoAF. (2013). *RNR Statistics 2012*. Royal Government of Bhutan.



There is no enunciated policy or targets for ensuring women's participation in trainings. However, since the proportion of women farmers is much higher than men farmers (depending on the situation in the district), trainings are likely to have higher numbers of women participants. As far as the technology is concerned, during the workshops conducted, the district agriculture officers pointed out the need for a much greater focus on designing tools and machinery to meet women specific needs, as the efforts in this direction had been very limited.

#### 5.1.4. Department of agriculture

In the Department of Agriculture, 76.5 per cent of officials are male and 23.5 per cent are female, whereas the distribution amongst the executive/specialist/professional categories is 158 males to 18 females. The gender proportion is still better at the support level, i.e. 151 men and 84 women, and at the level of female extension workers. However, there is still scope for further enhancing the number of women at this level.

## 5.2. Policy and budgetary response to key gender issues

### 5.2.1. Overall policy context

As of today, there is no approved agricultural policy, although a draft is reportedly being discussed.<sup>18</sup> Furthermore, in the Eleventh FYP, while there is recognition of feminisation of agriculture, the KPIs for NKRA 3 (Food Secure and sustained) and SKRAs are principally concerned with enhancing production, food security, improving nutritional status and additional household incomes and employment opportunities, all stated in figures. However, it is abundantly clear that given the dominance of women in the agriculture sector and the fact that they are often amongst the poorest, they represent both the principal means and the end for achieving many of the KPIs. For instance, the three KPIs for NKRA 3 directly linked with the Renewable Natural Resource sector (RNR) level are related to women in their roles as producers and farmers and their family role as mothers. Similarly, if there is a national target to reduce income poverty, this is directed to rural Bhutan and especially to women in rural areas, as they are among the poorest.

**TABLE 5.3: SELECT SKRAS AND KPIS IN THE ELEVENTH FIVE YEAR PLAN: AGRICULTURE**

Key objectives	SKRAs	Gender specific KPIs
Enhance food and nutrition security.	Enhance food and nutrition security	None
Improve rural livelihood	Generate additional employment opportunities and increase mean annual rural household cash income.	None
Accelerate and sustain RNR sector growth.	Accelerate RNR sector growth through commercial farming.	None
Promote sustainable management and utilisation of natural resources.	Enhance conservation of plants and animal genetic resources.	None
	Enhance sustainable land and biodiversity resource management.	None
	Enhance efficiency and effectiveness of RNR service delivery.	None

Source: GNHC. (2013-18a). *Eleventh Five Year Plan Vol. I*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>

<sup>18</sup> GRPB Workshop for Agriculture Officials



### 5.2.2. Key strategies and programmatic interventions

In order to achieve the SKRAs, the key strategies defined in the Eleventh FYP are:

- 'A targeted and commodity focussed approach' (one Gewog one product).
- The transition from subsistence to commercial agriculture.
- Creation of environment with a policy and legal framework that incentivizes RNR production through provision of infrastructure, extension, storage etc.

Although women are the principal contributors to the agriculture sector, the activities and planned targets under the key programmes (such as the National Field Crops Development Programme, National Horticulture Development and Agriculture Infrastructure Development) define outputs in broad terms such as increased and improved production by providing for various kinds of inputs - seeds, farm mechanization, forward linkages etc. At the level of inputs and activities, there are no gender disaggregated strategies or targets. The language is highly neutral and disguises the fact that women's and men's needs may not be the same (issues to be considered include farm mechanisation, training venues etc.)

An aspect that could be monitored while finalising plans is the distribution of inputs to men and women farmers.

**TABLE 5.4: SELECT PROGRAMMES IN THE ELEVENTH FYP: AGRICULTURE**

Programme	Strategy	Budget (in Nu. million)	Gender specific strategy and programme results
National field crop commodity development programme/National Horticulture commodity development programme	<ul style="list-style-type: none"> <li>• Bring focus on priority commodities to enhance production.</li> <li>• Commercialization for potential crops.</li> <li>• Storage facilities and processing facilities.</li> </ul>	660	None
Agriculture infrastructure development	<ul style="list-style-type: none"> <li>• Plan and implement all new rehabilitation projects.</li> <li>• Select number of farm road construction and its improvement will be implemented.</li> <li>• Implement storage, pumping and water management research programme.</li> </ul>	1600	None
National Organic Development Programme	<ul style="list-style-type: none"> <li>• Category 1 will be implemented in rural areas.</li> <li>• Category 2 will focus on selected areas on selected products.</li> </ul>	40	
Agriculture marketing and cooperative development programme	<ul style="list-style-type: none"> <li>• Strengthen commodity focal persons to cater to cooperatives and marketing needs.</li> <li>• Regulation and promotion of farmers' groups and cooperatives.</li> <li>• Contact farming.</li> </ul>	180	None

Source: GNHC. (2013-18). *Eleventh Five Year Plan Vol. II*. Retrieved from <http://www.gnhc.gov.bt/five-year-plan/>



There are four programmes which deal with capacity building, formation of farmer groups, technology and improved quality of data wherein there is tremendous scope of including gender specific approaches and targets at all levels – outputs/inputs etc. The only activity in all these programmes explicitly addressing gender is the “mainstreaming of gender disaggregated data on the number of food insecure people and communities in the RNR database.”

In the programme on marketing, despite the key role that women play in the formation of farmers’ groups, there does not appear to be any effort for the programme to specifically meet women’s needs. In fact, it was shared in the FGD that although women often outnumber male farmers, by virtue of the restrictions imposed by law, men frequently exercise the role of group leaders.

### 5.2.3 Gender analysis of budget

Budgetary analysis of agriculture was more complex in view of the fact that in the budgetary documents, agriculture services combine the expenditure made on agriculture, livestock and forestry.

In the financial year 2012-13, the total amount of budget allocated was Nu. 5,499.022 m, which is about 9.59 per cent of the total revised outlay. In the Agriculture sector, capital expenditure comprises 65 per cent of the total sector allocation. The allocation for construction and renovation of farm roads constituted around Nu. 1731.687 m, i.e. about 31 per cent of the total sector budget.

The budget at the level of the Ministry also reflects many elements of the programmes (as discussed in the previous section).

The broad interventions include improving rural livelihoods and commercialisation of agriculture. Although there are many projects such as Market Access and Growth Intensification Project (MAGIP), Rural Livelihoods Project, more information is required to determine the targets and impact of these interventions.

The second thrust area is enhancing and improving production of various crops. The only women specific intervention reflected in the budget is an activity called “Women training on poultry and veterinary techniques,” which is a component of the MAGIP Project in two Dzongkhags - Mongar and Trashigang. These activities are detailed in Annexure XVII.

### Dzongkhag/Gewog level

At Dzongkhag and Gewog level, the focus is also on infrastructure development, principally on the construction of farm roads. The capital expenditure is higher than the current expenditure at both levels of local Government (as seen in the section on education). Dzongkhag wise investments show that the budgets vary from 8 per cent to 45 per cent in Lhuentse Dzongkhag. Further research needs to be undertaken in order to understand the explanation of these variations.



**TABLE 5.5: DZONGKHAG WISE ALLOCATION (IN MILLION NU)**

Dzongkhags	Total Budget (in Nu. million)	Agriculture (in %)
Chukha	891.141	25.39
Haa	266.856	18.19
Paro	471.926	11.58
Samtse	837.277	23.68
Tsirang	338.502	20.73
Dagana	497.664	29.01
Punakha	468.364	8.55
Wangduephodrang	511.173	22.94
Bumthang	278.723	8.08
Sarpang	490.605	19.71
Zhemgang	531.251	31.38
Trongsa	335.032	13.62
Lhuentse	650.039	45.04
Mongar	882.577	32.51
Pemagatshel	709.948	33.37
SamdrupJongkhar	521.450	23.88
Trashigang	912.530	15.27
Thimphu	478.042	20.80
Gasa	149.448	18.20
TrashiYangtse	392.260	24.21
Grand Total	10614.808	

Gewog level budget and expenditure statements also reflect provisions for distribution of seeds and other inputs under crop improvement programmes, irrigation channels etc. This is supplemented by a provision in the budget at the national level towards supporting vegetable production in potential Gewogs. While these programmes largely target women and impact their livelihoods, more information regarding the impact on men and women farmers is needed to understand the extent to which the programmes meet their differential needs. A starting point for the budgetary analysis would thus be for the department to collate impact of its programmes on women and men farmers separately.

### 5.3. Implementing GRPB in the agriculture sector

The agriculture sector, compared to the education and health sectors, is at a completely different stage with respect to the introduction of GRPB. While formulating programmes, it is often assumed that they are gender neutral and would impact on men and women equally.

In Education and Health sectors, the collection of data in sex-disaggregated form regarding many different parameters has largely been institutionalised over the years. While certain gaps may prevail, data related to Education and Health are reflected regularly in the Annual Education Statistics and Annual Health Bulletin respectively. However, in case of agriculture, apart from information on the gender divide in various positions within the Department



and the number of men and women farmers or farmer groups formed thus far, there is negligible sex-disaggregated data available for the sector. Moreover, this data is not published in the RNR statistics. The dearth of data on how women and men are being impacted by programmes suggests that the entry point for GRPB in this sector has to be initiated at a more generalised level.

At the Workshop for Agriculture officials, various suggestions were made regarding the creation of enabling conditions for implementing GRPB in Bhutan. There were two very specific recommendations which found resonance with almost all the participants. First, the need for clear guidelines from GNHC and DNB on engendering the process of planning and budgeting; and second, the need to strengthen the information system on gender by collecting and generating sex-disaggregated data at all levels of implementation of programmes. This would enable programmes to be designed more in accordance with, and in response to, the local needs. Further useful insights were shared in the session on designing new interventions which take into account gender specific concerns.

**TABLE 5.6: GENDER ISSUES AND DESIGNING GENDER SPECIFIC INTERVENTIONS: VIEWS FROM THE WORKSHOP ON GRPB IN AGRICULTURE**

Issues	Causes	Proposed interventions
Inadequate food and nutritional security	<ul style="list-style-type: none"> <li>• Less arable land/fragmented and low fertility</li> <li>• There is the labour shortage/rural-urban migration and lack of farm mechanization</li> <li>• Low research and development in agriculture/information and technology/ infrastructure and accessibility</li> <li>• Lack of food diversity and imbalanced diet.</li> <li>• Less time/lack of information for women to tend to infants as more time is spent for more training and household chores</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen research and development in agriculture</li> <li>• Improve input support, technology and information.</li> <li>• Reduce drudgery</li> <li>• Strengthen the marketing system</li> <li>• Enhance income</li> <li>• Improve accessibility</li> <li>• Collaborations among the relevant agencies</li> <li>• Advocacy on balanced diet, education, health and hygiene, pregnancy and infant mortality</li> <li>• Promote nutrition garden and food diversity</li> <li>• Crop insurance and have appropriate technologies</li> </ul>
Low income of farmers	<ul style="list-style-type: none"> <li>• Farming is subsistence with small land holdings</li> <li>• Limited mechanization and technology that leads to high cost of production</li> <li>• Wild pest</li> <li>• Increase in the fallow land as a result of rural-urban migration</li> <li>• Low level of literacy</li> <li>• Bhutanese farmers face stiff competition from the Indian market</li> <li>• Limited market options</li> </ul>	<ul style="list-style-type: none"> <li>• Form groups: Farmers groups with equal representation of males and female farmers</li> <li>• Promote female friendly mechanization and tools</li> <li>• Provide pest/drought and disease resistant seeds and seedlings</li> <li>• Supply processing equipment and training for the female farmers</li> <li>• Specialization on crop commercialization</li> <li>• Contract farming and land lease</li> </ul>



Issues	Causes	Proposed interventions
Inadequate data for gender analysis in Agriculture sector	<ul style="list-style-type: none"> <li>Limited data and limited awareness as data was never asked for or mandatory</li> <li>Mandated agency such as the National Statistical Bureau (NSB) has no data.</li> <li>Inadequate resources</li> </ul>	<ul style="list-style-type: none"> <li>Collect sex-disaggregated in the BCC</li> <li>NSB should spearhead data collection</li> <li>There should be a system in place to report gender disaggregated data in PLAMS</li> <li>Create awareness on gender</li> </ul>
Appropriate technology	<ul style="list-style-type: none"> <li>Fallow land due to pressure on time use followed by the high cost of production and labour shortage</li> <li>Lack of awareness, information, data to address women's needs and work burden</li> <li>Lack of expertise, lack of capacity and funds, lack of women friendly technology</li> <li>Gender blindness of policies as the assumption is there is no gender bias</li> <li>No wider consultation and less female representation at the policy level due to limited educational opportunity</li> </ul>	<ul style="list-style-type: none"> <li>Create continued awareness at all levels</li> <li>Conduct consultative workshops at all levels from the national to the household level</li> <li>Develop brochures/pamphlets in English and Dzongkha and use mass media TV, radio and print media</li> <li>Encourage documentation and information sharing.</li> <li>Research on development of women friendly technology</li> </ul>

Thus, modifications in planning and budgeting processes are a necessary pre-condition to the implementation of sectoral recommendations of GRPB.<sup>19</sup>

The following section discusses some specific measures that the MoAF could consider to make programmes more gender responsive.

Given the existing gaps, the entry point for implementing the GRPB in the agriculture sector has to initially focus on three levels: (i) review of the design and the impact of programmes using a gender lens; (ii) awareness creation; and (iii) information gathering and collection of sex-disaggregated data relevant to the agriculture sector.

### 5.3.1. Review of programmatic interventions

- ***Focusing on the individual***

There is a need to review the implementation of existing programmes focused on enhanced production and productivity from a gender lens. This would create an understanding on why and how a 'one size fits all' strategy may not necessarily respond to men and women's needs and interests for inputs/ technology, financial access and capacity building. While the household is often chosen as the unit for representation in meetings and trainings, there needs to be a move to focus on the individual who is most engaged in agricultural activities.

- ***Developing a comprehensive approach to organize women for marketing.***

With the focus on accessing markets and commercialization of agriculture, the Government has started to organize farmer groups and cooperatives. These are primarily

<sup>19</sup> These are elaborated in Chapter 6.



to enhance the value of cash crops by a value addition through organizing farmers with the objective of collective marketing and accessing markets. While it emerged through FGDs that women dominate many groups, there are no clear indicators from the documents regarding the nature of women's participation or the possibility of organizing 'women only' groups. However, the advantages of belonging to a collective are recognized and women who were interviewed during the course of the project indicated that they would like to belong to a group, as it would help them to market their produce.

Women's groups have often been harbingers of change in the economy. They have played a tremendous role in enhancing productivity, as well as – (depending on how the groups function) - had a tremendous impact on women's self-image and empowerment. In order to facilitate a greater impact on gender and sustainability, the approach to the groups has to be more comprehensive, dwelling substantively on processes of group formation, skill building, leadership training, value chain analysis and awareness raising, leading to complete self-reliance.

There are many positive examples of women's producer groups in the agriculture sector. For instance, the four component Self Employed Women's Association (SEWA) model<sup>20</sup> in Ahmedabad, India for capacity building, market linkages, access to inputs and access to financial services, had an international influence. These elements can be included in current agricultural programmes in Bhutan which lack, as of now, a comprehensive approach.

- ***Developing a gender sensitive delivery system in agriculture.***

As stated in an earlier section of this chapter, given the overall low representation of women in the Department of Agriculture, especially at the decision making levels of senior executives, specialists and professionals, there is a need to enhance women's representation and also to understand the factors resulting in their low recruitment rate.

Furthermore, at the level of extension workers, while the representation of women extension workers has increased in recent years, the National Plan of Action for Gender has emphasised that the ratio remains two women to five men and that there is a need to provide women with adequate housing and other facilities. This aspect needs to be given adequate attention.

- ***Recognising and promoting women's traditional knowledge.***

In agriculture, women are traditionally repositories of knowledge about seeds, plants and their properties dealing with pests, sowing and seasonality. In many cases, as there is a move to high yielding and hybrid varieties, this wisdom is no longer directly applied. As this valuable knowledge is irreplaceable, it is critical to revive it. This could be done through a common project with RNR, covering additional fields like medicinal plants and herbs.

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<sup>20</sup> For more details about SEWA, please visit [http://www.sewa.org/About\\_Us.asp](http://www.sewa.org/About_Us.asp)



### 5.3.2. Knowledge building

Some of the senior officers who attended the workshop indicated that they had not had any exposure to gender before the capacity building workshops and that the workshop enabled them to use a gender lens in their activities. This underlines the need for a systematic approach to gender sensitisation within the department, especially expanding it to the level of extension officers.

### 5.3.3. Information gathering and data collection

- ***Need to collect sex-disaggregated data.***

The agriculture sector is in stark contrast to the education and health sectors, where the collection of data in sex-disaggregated form on many different parameters has, to a large extent, been institutionalized and is annually published in the Annual Education Statistics and Annual Health Bulletin. However apart from the information on the gender divide in various positions within the Agriculture Department, the dearth of data on how programmes impact women and men suggests that the emphasis in the first phase should be on identifying programme beneficiaries and analysing the different ways in which resources are used.

As a starting point, all programmes which have inputs for farmers can begin to collect sex-disaggregated data. This implies that formats would need to be designed / modified nationally so that they are uniform throughout Bhutan. Information can then be collated as part of RNR statistics, which are produced annually.

- ***Conducting research***

At the same time, there is a substantial need for research on various areas related to gender and agriculture, such as technical research on ergonomic tools for women to reduce labour and dependency. The research could include everyday tools but also heavier machinery so that women are able to operate them, thus enhancing their own efficiency. There are many other aspects which need in-depth studies – the relationship between ownership of land and control over it; the utilisation of extension centres by men and women; the participation and roles of women and men in farmer groups and cooperatives; and the control over agricultural income and its utilisation by men and women etc. As most of the analyses are based on household level data, it is difficult at present to determine the impact on individual men and women farmers.



## CHAPTER 6

# LOOKING FORWARD: IMPLEMENTING GRPB IN BHUTAN

There is a strong foundation for effective implementation of GRPB in Bhutan. As outlined in the previous sections, RGoB has taken several policy as well as institutional measures that serve as critical entry points for strengthening GRPB in the country.

At the sectoral workshops, it was considered important to understand officials' perceptions on the factors that enable or constrain adoption of GRPB as a tool to achieve the larger goal of gender mainstreaming in the country. As mentioned in Box 6.1., the officials shared several aspects that played a positive and critical role in implementation of GRPB. However, factors perceived as constraining an effective implementation of GRPB also emerged through the discussions. Majority of officials felt that gender mainstreaming was not very closely monitored at the time of submission of the proposals to DNB.

The predominant notion held by officials was that there was always an effort to reach out to women as well as men since the budgets were 'automatically' gender responsive. However, at the same time, group discussions clearly revealed that while steps are sometimes taken to ensure fair representation of women during programme implementation, there is no systematic approach in terms of monitoring and establishing targets to assess responsiveness of programmes to address practical gender needs or strategic gender interests. For example, in agricultural programmes, efforts are made to ensure that male and female farmers are covered and there are schemes like 'Construction of Market sheds' which are 'women specific'. However, while the programme has been designed to respond to women's specific needs, there is no provision for toilets. Furthermore, participants at the workshops commented that while

### BOX 6.1: OPERATIONALISING GRPB: VIEWS FROM SECTORAL CAPACITY BUILDING WORKSHOPS

Sectoral analysis of plans, programmes and budget was recognized to be essential to the process of mainstreaming GRPB. It was strongly felt that a stronger mandate is required from the national level for it to be effectively implemented.

Some potential entry points for operationalising GRPB include the following:

**Guidelines for collection of sex-disaggregated data** could highlight gender gaps and inform policy/planning at national and Dzongkhag level. It would create basis for designing gender responsive interventions, including at Dzongkhag level.

**Engendering planning documents and reviews** (PlaMS and MYRB) which have a narrative structure and take into account both quantitative and qualitative data. Targets could also be engendered.

**Budget call circular** should have more detailed guidelines and budget proposals need to also be scrutinized from that perspective.

**Awareness raising and sensitisation** especially of public representatives at Dzongkhag/Gewog level.



donor funded schemes often called for sex-disaggregated data when reporting on outreach of programmes and schemes, this was not always the case for other schemes.

Given the situational assessment made so far, this section focuses on the way forward. Since the specific issues and recommendations for the three sectors have been discussed in depth in the previous chapters, this section highlights certain aspects that are pre requisites for taking GRPB forward in Bhutan, both at the national and Dzongkhag level.

**Overall approach:** Before discussing specific measures that the Government could consider, it is important to decide whether the changes would apply to all ministries and departments or only select ones. It might be pragmatic to start with a few sectors and to progressively extend GRPB to all sectors. Therefore, the government could begin with piloting the GRPB approach in education, health and agriculture sectors.

Going forward, this report suggests a four pronged strategy:

- Engendering the planning process
- Engendering the budgeting process
- Strengthening local planning and budgeting process from a gender lens
- Capacity building

## 6.1. Engendering the planning process

The guidelines of the Eleventh FYP clearly established gender mainstreaming as an important factor at the plan formulation stage. Within the framework of results based planning, a strong link has been established between NKRA and SKRA and the outcomes. KPIs have also been defined at both levels to effectively measure change.

The GNHC also employs a screening tool, which is applied to all draft policies and is an important component under the government's policy protocol. The policy protocol was sent by an executive order to all Government Ministries and agencies for adherence. This screening tool is used to assess the impact of policies on different domains such as governance, living standard, education, health, ecology etc. The interventions are also assessed in terms of their impact on gender.

In the policy review process, once the draft policy has been reviewed by the proponent sector and GNHC and both the parties were satisfied with the draft, screening teams need to be formed at the proponent sector level and the GNHC level. The screening teams could include stakeholders from outside the respective agencies. The draft policy is screened individually after the particular policy is presented by the proponent sector to the screening team. The results are compiled and presented separately for comparison to examine the areas in which the policy is not GNH favourable.



**TABLE 6.1: ASSESSING THE IMPACT ON WOMEN'S ADVANCEMENT: GNHC SCREENING TOOL**

Gender	Will be detrimental to the advancement of gender equality	Do not know the effects on gender equality	Will not negatively affect gender equality	Will advance gender equality
Score	1	2	3	4
Score awarded	(Enter Score Here)			
Rationale for awarding score				
Suggested alternative/mitigation measure if score is 2 or below				

Despite the efforts made by the Government to engender the planning process, it is still difficult to gauge the extent to which strategies adopted by the ministries/departments have been able to mainstream gender.

As summarised in Box 6.2. below, the following are some measures that RGoB could adopt to strengthen the planning process from a gender perspective:

- **Engendering the PLaMS**

One of the first important measures that the Government could adopt is to engender the planning and monitoring system, developed to monitor the implementation of programmes. The strength of the system is that it is linked to NKRA and the SKRA. Therefore, engendering this system will make monitoring more gender responsive. Reflecting gender specific targets will ensure that achievements and challenges are captured.

#### BOX 6.2. MEASURES TO STRENGTHEN THE PLANNING PROCESS FROM THE GENDER PERSPECTIVE

Phase of intervention: Planning process

Nodal agency: Gross National Happiness Commission

**Critical entry points:**

- KPI which focuses on adoption of gender mainstreaming strategies.
- Existence of mechanisms such as PLaMS.
- Review of new policies from a gender perspective.
- Decentralized model of planning.

**Issues**

- Limited or no scrutiny of new programmes from a gender perspective.
- Inadequate gender sensitive indicators in PLaMS.
- Limited appraisal of plan implementation from a gender lens.

**Strengthening the planning process from a gender perspective**

- Adoption of a checklist to gauge the extent to which new programmes are informed by a gender perspective.
- Inclusion of gender specific indicators across sectors in PLaMS.
- Mid-term appraisal of Plans from a gender lens.



Currently, an overwhelming number of gender sensitive targets are linked to MDGs, especially in education and health. However, within the broad framework of the present plan, there are potential sectors/programmes where there is scope for introducing sex-disaggregated targets. For instance, in education there are significant gender gaps in adult literacy, but targets do not disaggregate by sex. Similarly, in health, issues like the prevalence of anaemia affecting 80 per cent of women in Bhutan do not find place among the morbidities monitored by KPIs. In employment too, given the huge gender divide in paid employment (the proportion of women being only 6.8% as opposed to the proportion of men nearing 17.8%), having sex-disaggregated targets would result in effective measuring of the extent to which the gender gap is reducing.

Further, it is important to review sections where generic categories are being used in plan documents, such as community or 'households'. Instead, there is a need to introduce sex-disaggregated data such as female headed household/male headed household, as sometimes the use of generic language can make the gender divide invisible.

- ***Review of new programmes/policies from a gender perspective.***

As is evident above, GNHC employs a screening tool to assess the impact of policies on several important domains. However, the exercise does not go beyond policies to assess sectoral programmes. It is critical to ask specific questions at the time of the annual plan exercise to assess the extent to which gender has been mainstreamed across specific programmes.

#### **For New Programmes**

Some of the indicative questions that the Government could consider to assess gender responsiveness of new programmes include the following:

- Do the objectives and goals reflect gender needs?
- Are the planned strategies and activities gender sensitive?
- What are the constraints that men and women face in benefitting from the programme equally?
- Are there steps proposed to remove these constraints?
- What is the impact on time use of men/women?
- Is the implementing agency gender sensitive?
- Are the indicators for measuring change sex-disaggregated and gender sensitive?

#### **For existing programmes**

For existing programmes, as they are already being implemented and budgeted, it is proposed that annually - after submission of the budget proposal - the proposal should be reviewed from a gender lens to examine whether the strategies/allocations/indicators effectively mainstream gender. This could be undertaken by a team of relevant officers representing DNB, GNHC, NCWC and the sectoral ministry.



- ***Appraisal of the Plan from a gender lens***

A comprehensive mid-term appraisal of the plan from a gender perspective can assess the achievements made, the challenges encountered and the corrective measures needed.

## 6.2. Engendering the budgeting process

The Budget Call Circular (BCC) is part of the process of prioritisation of policies and budgets. It is at this stage that agencies are instructed to submit their budget estimation figures given the overall budget ceiling. Although the format of the BCCs varies from country to country, any effort aimed at engendering this stage of budget process can play a critical role in influencing prioritisation of budgets.

In Bhutan, both BCC and the guidelines of planning and reporting clearly articulate the need for mainstreaming gender in planning and budget formulation. While the Eleventh FYP includes adoption of gender sensitive policies or gender mainstreaming strategies by agencies (for which the minimum target set is 20%), the BCC of 2014-15 instructs all agencies to ensure that budget proposals are gender responsive.

However, as Budlender (2007) remarks, engendering budget call circular can be successful given two important pre-conditions: (a) giving specific instructions as to how gender needs are to be integrated in the formulation process; and (b) building the necessary capacity of officials to follow the instructions in the call circular. This second point is especially important when gender is introduced for the first time as a requirement. It is critical to ensure that officials have a good understanding of gender and how gender issues can be reflected in policies, plans and budgets of their respective sectors.

As clearly emerged in the discussions during the capacity building workshops, although BCC of 2013-14 as well as of 2014-15 instructed departments to ensure that their budget proposals are gender responsive, the officials could not appropriately act on the circular in the absence of prior sensitisation to the subject and in the absence of clear guidelines on how agencies need to report the progress made in this direction.

### BOX 6.3: UGANDA 2005/2006 TO 2007/2008 – BUDGET CALL CIRCULAR

‘Government is committed to mainstreaming gender and equity objectives in the planning and budgeting process. This involves articulation of the needs of special groups including women, orphans, elderly, youth and the persons with disabilities and integration of the respective interventions with the existing programmes as part of the budgeting process. The guidelines have been incorporated in the Terms of Reference for the Sector Working Groups (SWGs)’.

Guidelines for the Budget Process for Financial Years 2005/2006 to 2007/2008 Sector Working Groups Terms of Reference and Guidelines on Gender and Equity Budgeting. Sectors to:

- Determine and describe the issues constraining gender equality and overall inequity.
- Review existing policies and programmes to see if they promote equality and equity.
- Propose policies and interventions that will address the constraints.
- Use existing structures, or create new ones, to promote the full participation of all people living in Uganda.



Several countries have attempted to engender their BCCs. As Box 6.3 illustrates, the BCC in Uganda issued clear directives to sectors to respond to three important points – key gender issues; review of existing policies and programmes; and introduction of new programmes (if needed). Similarly, an extract from BCC of the province of Punjab in Pakistan (Box 6.4.) relate the submission more to the gender aspects of programmatic interventions within the budget.

## India

In India, the statement 20 of the budget displays the programmes/schemes and corresponding budgetary outlays of line ministries/departments with respect to their endeavour to advance and promote gender equality commitments. The statement comprises two parts: Part A, which details schemes in which 100 per cent allocations are for women; and Part B, which reflects schemes where allocations for women constitute at least 30 per cent of the provisions.

## Morocco

This quantitative format contrasts completely with the approach in Morocco, which is purely qualitative. It measures progress made in terms of women's access to social, political, economic and civil rights. For instance, recognising the high school dropout rate for girls, the Ministry of Education mentions strategies such as providing school programmes; improving the quality of educational contents, developing the governance of the education system and ensuring a good management of human resources. Furthermore, the Gender Budget Report highlights the key achievements made in respective areas that have contributed to the promotion of women's access to social, political, economic and civil rights.

## Nepal

Nepal follows a quantitative format similar to India. However, it follows unique classification criteria to categorize programmes/projects. Programmes are classified on the basis of five indicators, each carrying a differential weightage. Additionally, based on the overall score, the programme is classified as: directly gender responsive, indirectly gender responsive or neutral.

No.	Indicators	Score
1	Women's participation in formulation and implementation of the program	20
2	Women's capacity development	20
3	Women's share in the benefit	30
4	Promoting employment and income generation for women	20
5	Qualitative improvement of women's time use or reduced workload	10
	Total	100

Directly Gender Responsive (1)	Indirectly Gender Responsive (2)	Natural (3)
=>50%	>20% to <50%	<20%



## Bangladesh

Bangladesh follows a mix of qualitative and quantitative format. As opposed to a GBS, the Ministry of Finance produces a GBR. The Ministries that are listed in the GBR provide the following information:

- Major functions of the ministry
- Relevant policies of the ministry
- Ministry specific national policy objectives in relation to women's advancement
- Strategic objectives and activities of the ministry in relation to women's advancement
- Identifying the gender gaps in the activities of the ministry
- Women's participation in ministries' activities and their share in total expenditure
- Women's share in ministry's total expenditure
- KPIs of the ministry in relation to women's advancement and rights
- Success in promoting women's advancement
  - Strategic objectives and its relevance with women's advancement.
  - Achievements of the ministry regarding activities undertaken for women's development.
  - Activities of the ministry for which women give unpaid labour.
- Obstacles to achieve targets related to women's advancement and rights.

Although each format has its own advantages and disadvantages, it is critical to ensure that it does not remain confined to a mere accounting exercise, and enables sectoral agencies to identify major gender issues around which a number of budget questions can be framed and output indicators developed to track progress on achieving gender equality objectives.

As illustrated, there are extremes such as India with a purely quantitative GBS, while countries like Morocco follow a purely qualitative GBS. Still others like Bangladesh follow a mix of both. RGoB would, at a later stage, need to decide the kind of format, but it would be critical to have a blend of both qualitative as well as quantitative information to allow meaningful debate and discussion.

Drawing from the experiences of other countries that have taken steps to engender BCC, following are the specific steps that RGoB could adopt to ensure that submissions of the sectoral agencies are gender responsive. To begin with, the monitoring effort could be directed towards the Ministries of Health, Education and Agriculture.

### Step 1 – Addressing priority gender issues

At the time of formulating the budget proposal, ministries should be required to submit a narrative policy statement as a part of their submission. This will clearly address and provide information on the following:

- Overall objectives of the ministry (policies and KRAs) and statement on how they advance gender related goals.



- Three-five priority gender issues that need to be addressed to promote gender equality.
- How and whether existing policies and programmes are adequate to address the gender issues. This should include both the achievements and constraints of some of the main strategies adopted last year vis-à-vis gender equality outcomes. Physical and financial data should be cited.
- Two-three measures/interventions/strategies that the ministry proposes to address gender issues in the forthcoming budget. These could include additionality/re-allocation of funds/earmarking etc.
- Sex-disaggregated indicators that the ministry will adopt to measure change.

#### BOX 6.4: EXTRACTS FROM 2007/08 PUNJAB BUDGET CALL CIRCULAR

##### SECTORAL MISSION STATEMENT

Departments should indicate where their services are meant to provide any particular benefits to men, women, girls or boys within the larger population context.

##### THREE YEAR GOALS

Where goals refer to individuals, Departments should include gender-related goals, e.g. moving towards gender-parity in school enrolment. Wherever possible, quantified gender-disaggregated indicators may also be included.

##### STRATEGIC ISSUES

The problems and issues, including gender-related matters, expected to hinder the Department in achieving its goals may be listed under this field.

##### MAJOR INITIATIVES / ACTIVITIES PLANNED

Any initiatives intended to promote gender equity or to address gender issues may be highlighted.

##### PERFORMANCE TARGETS

Output and outcome indicators relating to individuals should be gender-disaggregated

## Step 2 - Expenditure analysis

The second important step would be to collate physical and financial data for programmes across sectors to understand achievements as well as challenges with respect to implementation of specific programmes. The programmes could be categorised as follows:

**Gender specific expenditure:** Fund flow to programmes that are specifically meant for women i.e. interventions that are exclusively meant for women and girls. This would include, for instance, shelter homes for women, girls' toilets or skill enhancement schemes for women and girls.

**Mainstream expenditure:** Fund flow to programmes that are meant to benefit both men and women.

In order to provide this information, the following format could be employed.



**TABLE 6.2: GENDER RESPONSIVE BUDGETS: EXPENDITURE ANALYSIS****PART A: Gender Specific Expenditure**

S. No	Programme	2014-15			2015-16	
		2014-15 BE	Exp. till date	Physical targets/Achievements	2015-16 BE	Physical target

**Part B: Mainstream expenditure**

S. No	Programme	2014-15			2015-16	
		2014-15 BE	Exp. till date	Physical targets/Achievements	2015-16 BE	Physical target

- **Disaggregating allocations by gender: Gender Budget Statements/Reports**

A further next step could be to institutionalise a Gender Budget Statement (GBS) or a Gender Budget Report (GBR). GBS or GBR are ‘accountability’ documents which derive their credence from the fact that they are tabled along with the main budget document. While they do not affect the current year’s allocations, they are an indicator of how commitments are being met and are often used by public representatives and civil society to raise issues about prioritisation, allocation of resources etc. (Budlender, 2007).

Budget statements, like BCCs, tend to be customised to the country’s needs, priorities and preferences for presentation. In some countries, a purely quantitative format has been adopted to reflect the government’s priority to women’s advancement. As per the Commonwealth Secretariat (2002), a classical three-way categorisation, which originated with some of the early GRPB thinkers, categorizes allocations as follows:

- Gender specific expenditure
- Equal employment opportunity expenditure
- General or mainstream expenditure

### 6.3. Strengthening Local Government Planning and Budgeting from a Gender Perspective

Local Governments are funded through annual tied and untied grants, for which planning and budgeting emanates from priorities at the lowest level that are endorsed by Gewog Tshogdes (GT) and Dzongkhag Tshogdus (DT).

The budgetary allocations across sectors at the Dzongkhag level tend to focus on infrastructure requirements and operational costs of educational and health services, whereas at the



Gewog level, the emphasis is heavily on infrastructural issues such as construction of farm roads, improvement of religious and cultural lhakhangs, and some amount of agricultural services. Social issues are for several reasons rarely prioritised.

- Making the process of prioritization more gender responsive:** While there are community level meetings which are well attended by women, it is important to mention that mere attendance does not translate into articulation of concrete demands or provisioning by the government. The local development planning manual outlines in detail the various steps and tools to be used in planning for Gewogs and GAOs. It would seem very important that the officials who lead the consultative and participatory processes are exposed to gender sensitisation training. Modifications and examples of how to mainstream gender in the planning process and response to differential gender needs, roles and responsibilities could also be added to the Manual.
- Revising guidelines to take account of local specificities:** Guidelines, such as the Gewog Development Grant guidelines, define the nature of use of grants. Though they cover a lot of issues, in practice, the focus of the expenditure is capital in nature. Reviewing guidelines to emphasize addressing social issues and prescribing minimum levels of desirable progress to improve levels of maternal mortality, literacy, age at marriage, girls' access to higher education, nutritional awareness etc. could create critical entry points. For instance, the guidelines could clearly articulate the need to focus on social

#### BOX 6.5. MEASURES TO DECENTRALISE THE PLANNING PROCESS

**Phase of intervention:** Formulation of plans and budgets at the local level.

**Nodal agency:** GNHC and Department of Local Governance

**Critical entry point:** Decentralized planning process

##### ISSUE

- Restricted guidelines for planning for local issues.
- Limited awareness about gender issues.
- Inadequate number of women representatives at the local level.

#### STRENGTHENING LOCAL PLANNING AND BUDGETING PROCESS FROM A GENDER PERSPECTIVE

- Revisit the Local Development Planning Manual to include certain examples to illustrate gender differentiated needs of men and women.
- Issue specific guidelines so as to ensure that local specificities are addressed.
- Enhance capacities of local Government representatives and local leaders.

#### BOX 6.6. MEASURES TO DECENTRALISE THE CAPACITY BUILDING OF OFFICIALS

**Phase of intervention:** All phases of the budget cycle.

**Nodal agency:** GRPB Technical Working Group

##### ISSUE

Capacity building efforts have remained confined to higher levels.

#### ENHANCING CAPACITIES OF OFFICIALS ON APPLICATION OF GRPB

Decentralising the capacity building efforts at the level of local leaders and planning, budgeting and programme officials.



development issues where the achievement of the Gewog is below the national average through focused IEC activities, training and cost sharing with the relevant Ministry (such as for NFE).

- **Raising awareness on gender:** There is little awareness on and sensitisation to developmental statistics and issues, which are important at the local level. There is a need for gender sensitisation of local self-government elected representatives.

Furthermore, given the gender differentials across Dzongkhags, interventions that are specific to address gender issues prevalent in a particular Dzongkhag might have to be designed. For instance, in Dzongkhags/Gewogs where gender indices are lower than the national average for indicators such as maternal mortality, literacy, etc. may be used.

#### 6.4. Enhancing knowledge and skills of officials on application of GRPB

In order to ensure that the above mentioned measures are actualised, capacity building of officials at all levels – national and local - is a prerequisite. Capacity building on gender is critical to be regularised in training programmes of officials. RGoB and UN Women have developed a manual on GRPB contextualised to Bhutan which now needs to be employed to orient officials. Moreover, it is important to devise a curriculum to provide training at an advanced stage to ensure that planning, budgeting and implementation of programmes are undertaken from a gender perspective. The need for capacity building was echoed repeatedly by the officials who participated in the workshops. They underscored the need to sensitise the local leaders and members of committees due to their responsibility of taking critical decisions. Thus, greater thrust needs to be laid on the component of capacity building. It will become even more important once the Government institutionalizes a GRPB tool in the planning or budgeting process.

#### Conclusion

With the strong link between planning and budgeting, focus on results based planning and endorsement of GRPB as a key strategy to achieve gender mainstreaming at the highest level, RGoB is poised to take GRPB forward. This report has highlighted priority issues that need to be addressed in education, health and agriculture to ensure that gender gaps are addressed. However, while it is important to make specific changes at the level of policies and programmes and collect sex-disaggregated data, there are certain measures that the Government could take to engender the overall planning and budgetary processes which will have long term implications for women's lives<sup>21</sup>.

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<sup>21</sup> As a result of close engagement of Department of National Budget and UN Women Office, the RGoB, for the first time, included a set of guidelines alongwith the Budget Call Notification 2015-16. These guidelines were issued in order to ensure that the budgetary submissions by the departments are gender sensitive. However, to begin with, these detailed instructions have been limited to three pilot sectors – Agriculture, Education and Health. It will now be important to ensure that the budgetary proposals made by the departments follow the guidelines of the Department of National Budget and that this effort is expanded to other sectors.



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# ANNEXURES

## Annexure I: Terms of Reference for Gender Focal Points

### 1. Purpose

Gender focal points are the vehicle through which the RGoB will mainstream gender in the government sector in response to its commitment as per the Constitution of the Kingdom of Bhutan.

### 2. Objective

The Gender Focal Point will be responsible for mainstreaming gender in her/his agencies/ organizations including LG at organizational, policy and operations levels. In this way policies and programmes will be gender-informed and their potential to benefit women and men, girls and boys of Bhutan will be enhanced.

### 3. Responsibilities and Outputs

- Conduct gender sensitisation/gender capacity building trainings/workshops in your agencies/organizations including LG at least three times in one development plan (5 years);
- Develop and maintain a knowledge database on gender and gender issues, relevant laws and policies, impacts and strategies on sectors serviced by your agencies/organizations including LG, and raise awareness amongst staff through:
  - The agency/organization's newsletter where applicable
  - The agency/organization's website
- Provide secretarial support to the gender responsive planning and budgeting (GRPB) Committee if established in the sector;
- Input sectoral information into the gender monitoring system on a biannual basis.
- Advise, initiate, support and advocate for gender mainstreaming efforts in the agency/ organization;
- Encourage and monitor the use of specific measures and tools for mainstreaming gender among sectors of your agency/organization;
- Propose gender items on the agenda of agency/organization's meetings at least once a year;
- Participate in meetings, workshops and discussions with other gender focal person on a regular basis

### 4. Linkages with other gender focal person

NCWC will coordinate networking and dissemination of information among gender focal persons.



## Annexure II: List of officials who attended the inception workshop in Thimphu held on 5th February, 2014

1	Mr. Chencho Tshering	National Environment Commission
2	Ms. Pema Choki	Gender Officer, Department of Local Governance
3	Mr. Ugyen T. Drukpa	Deputy Chief Budget Officer, Department of National Budget, Ministry of Finance
4	Ms. Tshering Dema	Budget Officer, Ministry of Health
5	Mr. Ugyen Pelgen	Consultant
6	Ms. Sarojini Ganju Thakur	Consultant
7	Ms. Phuntsho Wangmo	Planning Officer, Ministry of Finance
8	Ms. Rinzi Pem	Gender Analyst, UNDP
9	Ms. Jamba Tobden	National Research Coordinator, Royal University of Bhutan
10	Ms. Tshering Yangki	Budget Officer, Ministry of Finance
11	Mr. Rinchen Wangmo	Planning Officer, Department of Local Governance
12	Ms. Kunzang Lhamo	Chief Planning Officer, GNHC
13	Ms. Dechen Zam	Planning Officer, Ministry of Education
14	Ms. Kinley Zam	Planning Officer, Ministry of Health
15	Ms. Sonam Chokey	Planning Officer, GNHC
16	Ms. Tshewang Lhamo	Planning Officer, NCWC
17	Ms. Bhumika Jhamb	Project Officer, UN Women
18	Ms. Yamini Mishra	GRB Specialist, UN Women



### Annexure III: List of officials met at the national level

Sl. No	Ministry	Officials met
1	Ministry of Education	Ms. Sangay Zam, Secretary Ms. Dechen, Chief Planning Officer
2	NCWC	Ms. Phuntsho Choden, Executive Director Mr. Sonam Penjor, Programme Officer Ms. Tshewang Lhamo, Programme Officer
3	Gross National Happiness Commission	Mr. Thinley Namgay, Director Ms. Kunzang Lhamu, Chief Planning Officer
4	Ministry of Health	Mr. Nima Wangdi, Secretary Mr. Jayendra, Joint Secretary
5	Department of Local Governance	Mr. Tshering Chopel, Officiating Director Mr. Melam Zangpo, Programme Officer Mr. Wangdi Gyeltshen, Programme Officer
6	Department of National Budget	Mr. Lekzang Dorji, Director Mr. Ugyen T. Dukpa
7	Ministry of Agriculture	Mr. G.B. Chettri, Agriculture Specialist Ms. Kinley Tshering, Chief Horticulture Officer Ms. Kesang Tshomo, National Programme Coordinator, National Organic Programme



## Annexure IV: Select indicators of Paro and Trongsa Districts

Select indicators	Paro Dzongkhag	Trongsa Dzongkhag
Population	32788	13419
Number of Males	17621	7732
Number of females	15167	7508
Number of Households	6552	1725
Area (sq. km)	1285.5	1807.29
Forest Cover (percentage)	60.9	84.13
Mean annual household income Nu.	201,823	167,709
Poverty incidence %	<0.5	14.9
Multidimensional Poverty %	7.1	32.7
GNH Index	0.807	0.684
Unemployment	2.7	3.2
Agriculture		
Farmer's Cooperatives	4	7
Crude Birth Rate (number of live births in a year per 1,000 population)	26	12.3
Education		
Higher Secondary Schools	6	2
Middle Secondary Schools	4	1
Lower Secondary Schools	6	2
Community Primary Schools	6	18
Extended Classrooms	2	1
Non-formal Education Centres	14	33
Number of Non formal education Learners	-	427
Teacher Student Ration	19:5	16:01
Local Governments		
Chiwogs	50	25
Villages	178	87
Female DT members	3	0
Female GT members	10	1
Health		
Hospital	1	1
Basic Health Units	3	6
Out Reach Clinics	17	20
Sub post	-	3

Source: Gross National Happiness Commission. (2013a). Eleventh Five Year Plan: Local Government Plan- Volume III, Paro  
Gross National Happiness Commission. (2013b). Eleventh Five Year Plan: Local Government Plan- Volume III, Trongsa



## Annexure V: List of Participants who attended the Information Sharing Workshop held on 25<sup>th</sup> November in Thimpu

Sl. No.	Name	Designation	Agency
1	T.N. Sharma	Chief Budget Officer	DNB
2	Deki W	Chief Budget Officer	DNB
3	Chime Paden Wangdi	Secretary General	Tarayana Foundation
4	Tshen Norbu	Deputy Chief Budget Officer	DNB
5	Sonam G	Deputy Chief Budget Officer	DNB
6	Ugen T	Assistant Budget Officer	DNB
7	Lengay Tshering	Assistant Budget Officer	DNB
8	Kinley D	Assistant Budget Officer	DNB
9	Jamyang T	Planning Officer	Ministry of Labour and Human Resources
10	Rirtzi Pem	National Coordinator	UN Women
11	Kinley Zan	Planning Officer	Policy and Planning Division, Ministry of Education
12	Tashi Y	Planning Officer	Policy and Planning Division, Ministry of Education
13	Tshering D	Budget Officer	Ministry of Health
14	Karma Dorji	Deputy Chief Budget Officer	
15	Kenzang U	Senior Budget Officer	Ministry of Education
16	Kezang T	Policy Planning Officer	Department of Agriculture
17	Jamtho	CPO	
18	Rinzin D	Planning Officer	DNB
19	Kinzang U	Budget Officer	Ministry of Home and Cultural Affairs
20	Tsheing Choki	Budget Officer	DNB
21	Singye W	Planning Officer	Ministry of Agriculture and Forests
22	Isktang D	Director	DNB
23	Kunzang L	Director	GNHC
24	Sonam C	Planning Officer	GNHC
25	Nangyel W	Chief Budget Officer	DNB
26	Karma Tshering	Budget Officer	Ministry of Labour and Human Resources
27	M Thapa		DNB
28	Sengay Choeden	Assistant Budget Officer	DNB
29	C Penjor	Deputy Chief Planning Officer	National Commission for Women and Child
30	Tshering Yangki	Budget Officer	DNB
31	Wangyen P	Consultant	IMS
32	Pelma Chohi	Assistant Budget Officer	Department of Local Governance
33	Rinchen S	Planning Officer	Policy and Planning Division, Ministry of Education



## Annexure VI: List of officials met/facilities visited during the field visit to Trongsa and Paro Dzongkhag

### I. Trongsa

- Trongsa Dzongkhag administration
  1. Dasho Tshewang Rigzin, Dzongda (District Collector)
  2. Mr. Kunzang, Dzongkhag Education Officer
  3. Mr. Gunja Raj Gurung, Dzongkhag Health Officer
  4. Mr. Suraj Motey, Dzongkhag Agriculture Officer
- Meeting with the Non-Formal Learners at Trongsa Primary School with learners and the facilitator.
- Meeting with the Teachers of Sherubling Higher Secondary School, Trongsa in the office of the Principal attended by the following:
  1. Mr. Kelzang Tshering, Vice-Principal
  2. Mr. Karma Phuntsho, Biology Teacher
  3. Mr. Karma Yodzer, Accounts Teacher
  4. Mr. Dechen Wangchu, Physics and Math Teacher
  5. Ms. Tshering Peldon, Chemistry Teacher
  6. Ms. Kencho Wangmo, Economics Teacher
  7. Ms. Sonam Dema, Physics Teacher
  8. Ms. Deki Tshering Choden, English and Geography Teacher
  9. Meeting with students ,girls and boys separately of Class 10
  10. Meeting with students of Science and Commerce sections
- Meeting with the District Medical Officer, Dr.Suraj Motey at the District Hospital.
- Meeting with the Gewog officials of Nubi
  1. Mr. Jigme Dorji, Gewog Administrative Officer
  2. Mr. Sonam Wangchu, Agriculture Extension Officer
  3. Mr. Tshering Norbu, Livestock Officer
  4. Ms. Thinley Zangmo, Health Assistant
- Meeting with the Gewog officials of Tangsibji
  1. Mr. Ugyen Phuntsho, Gewog Administrative Officer
  2. Mr. D.B. Rai, Livestock Officer
  3. Mr. Tobgay, Forest Officer
  4. Ms. Dechen Peldon, Agriculture Officer
  5. Ms. Ugyen Wangmo, Gewog clerk
- Meeting with the Health officials of Tangsibji Basic Health
  1. Mr. Tshering Phuntsho, Health Assistant
  2. Ms. Jamuna Chhetri, Health Assistant



- Meeting with the Teachers of Tshangkha Lower Secondary School
  1. Mr. Rabilal Adhikari, Principal
  2. Mr. Yeshey Nidup, Vice-Principal
  3. Mr. Tshering Wangchu, Teacher
  4. Mr. Jigme Lhendup, Teacher
  5. Ms. Gyem Lham, Teacher

## II. Paro Dzongkhag

- Dzongkhag administration Paro
  1. Mr. Norbu Gyeltshen, Dzongkhag Education Officer
  2. Mr. Rinzin Wangchu, Dzongkhag Agriculture Officer
  3. Ms. Dechen Mo, Dzongkhag Health Officer
  4. Ms. Sonam Peldon, Dzongkhag Administrative Officer
- Meeting with the Gewog officials of LamgongGewog
  1. Mr. Phub Tshering, Gup
  2. Mr. Karma Wangchu, Livestock Officer
  3. Mr. Jigme Wangchu, Livestock Officer
  4. Mr. Jigme Pelden, Forest Officer
  5. Mr. Dawa Tshering, Gewog Clerk
  6. Ms. Pema Deki, Gewog Administrative Officer
  7. Ms. Pema Deki, Gewog Accountant
  8. Ms. Deki Penjor, Community Center In-charge
- Meeting with the Gewog officials of Dop Shari Gewog
  1. Mr. Ugyen Tenzin, Gewog Administrative Officer
  2. Mr. P B Giri, Livestock Officer
  3. Mr. Thinley Tshering, Tshogpa, Jishigang Chiwog
  4. Mr. Chen Tshering, Tshogpa, Dop Shari Chiwog
  5. Mr. Tshering Dorji, Gewog Clerk
  6. Ms. Khandu Zam, Community Center In-charge
- Meeting with the Curriculum officials, Department of Curriculum, Ministry of Education
  1. Ms. Kezang Choden, Director
  2. Mr. Norbu Wangchu, Curriculum Officer
- Meeting with the Principal and teachers of Udpal Higher Secondary School (first school meant exclusively for girls), Paro
- Ms. Dawa Choden, Principal, teachers and students.



## Annexure VII: Background note for the capacity building workshops

### Objective

The purpose of the workshops on gender responsive planning and budgeting (GRPB) is to create a critical mass of functionaries in the selected departments who fully understand the concept of GRPB and can apply this knowledge in the formulation of plans and policies and their implementation within their departments/or their working . In the long term this will help to institutionalise GRPB in the Country.

#### The specific objectives of the workshops are:

- To sensitize the participants to gender and gender inequality.
- To introduce the concept and tools of gender responsive budgets and the need for institutionalizing the concept.
- To enhance skills of participants in application of GRPB in the specific sector.

### Curriculum

#### The workshop will be organized around four principal themes:

- Understanding gender and gender inequality: This will focus on understanding gender and related concepts such as gender mainstreaming, formal and substantive inequality and relating this to the sectors in which the participants work.
- Why gender and development: This will focus on both the intrinsic and instrumental rationale for the need to focus on gender and its impact on development. It will introduce the participants to different approaches (welfare/ efficiency) and the kind of interventions that can be made (gender blind, gender neutral, gender specific).
- Gender responsive budgets: This will include an introduction to gender responsive budgets and how they are implemented with the use of frameworks and tools. This will also cover the role of stakeholders, sharing of good practices from other countries and the progress made in Bhutan so far. Lastly, for institutionalization of GRPB in select sectors, examples of sectoral policies and issues will be shared to elaborate on the prevalent issues and how specific tools could be applied to make their policies/programmes more gender responsive.
- Gender responsive planning: This will focus on designing, analysing and implementing interventions using a gender lens.

### Methodology

The workshop will be participatory and will focus on a mix of lecture, quiz, group exercises and case studies. Individual/ departmental action plans will also be evolved in the course of the workshop.



## Annexure VIII: Capacity Building Workshop on Gender Responsive Planning and Budgeting in the Education Sector, Paro, 19-20 August 2014

AGENDA		
<b>DAY I</b>		
09:00 am - 09:30 am	<i>Registration</i>	
09:30 am - 11:45 am	<b>Session I: Inaugural Session</b>	
	Welcome and Introduction to Project	Dr. Bhumika Jhamb, Project Officer, UN Women Office for India, Bhutan, Maldives & Sri Lanka
	Purpose and Design of Workshop	Ms. Sarojini Ganju Thakur (Retd. IAS), Consultant and Chairperson, Himachal Pradesh Private Educational Institutions Regulatory commission
	Key Note Address	Hon'ble Secretary, Ministry of Education
	Vote of Thanks	Mr. Ugyen Pelgen, Consultant
10:30 am - 11:45 am	<b>Session II: Understanding Gender</b>	
	Understanding Gender and Gender Inequalities	Ms. Sarojini Ganju Thakur
	Gender and Development: Policy Approaches	Ms. Sarojini Ganju Thakur
11:45 am - 12:00	<i>Tea/Coffee</i>	
12:00 am - 01:30 pm	<b>Session II contd.</b>	Ms. Sarojini Ganju Thakur
01:30 pm - 02:30 pm	<i>Lunch</i>	
02:30 pm - 03:45 pm	<b>Session III: Basics and Tools of Gender Responsive Budgeting</b>	
	Introduction to Gender Responsive Budgets and Gender Responsive Budgeting Tools	Ms. Sarojini Ganju Thakur
	Application of Gender Responsive Budgeting Tools	Ms. Sarojini Ganju Thakur



## Annexure IX: Capacity Building Workshop on Gender Responsive Planning and Budgeting in the Agriculture Sector, Paro, 21-22 August 2014

AGENDA		
<b>DAY 1</b>		
09:00 am - 09:30 am	<i>Registration</i>	
09:30 am - 11:45 am	<b>Session I: Inaugural Session</b>	
10:45 am - 11:00 am	<i>Tea/Coffee</i>	
11:00 am - 01:00 pm	<b>Session IV: Engendering the Education Sector</b>	
	Analysing/Designing Gender Sensitive Interventions for the Education Sector	Ms. Sarojini Ganju Thakur
01:00 pm - 02:00 pm	<i>Lunch</i>	
02:00 pm - 04:00 pm	<b>Session V: Group Work</b>	
	Presentations by Groups on Gender Responsive Planning and Budgeting for Sector	Participants
04:00 pm - 04:30 pm	<b>Session VI:</b> Institutionalising Change	Ms. Sarojini Ganju Thakur
04:30 pm - 05:00 pm	<b>Valedictory Session</b>	
	Welcome and introduction to Project	Dr. Bhumika Jhamb, Project Officer, UN Women Office for India, Bhutan, Maldives & Sri Lanka
	Purpose and Design of Workshop	Ms. Sarojini Ganju Thakur (Retd. IAS), Consultant and Chairperson, Himachal Pradesh Private Educational Institutions Regulatory commission
	Key Note Address	Director General, Department of Forests, Ministry of Agriculture
	Vote of Thanks	Mr. Ugyen Pelgen, Consultant



10:30 am - 11:45 am	<b>Session II: Understanding Gender</b>	
	Understanding Gender and Gender Inequalities	Ms. Sarojini Ganju Thakur
	Gender and Development: Policy Approaches	Ms. Sarojini Ganju Thakur
11:45 am - 12:00 pm	<i>Tea/Coffee</i>	
12:00 pm - 01:30 pm	<b>Session II Contd.</b>	Ms. Sarojini Ganju Thakur
01:30 pm - 02:30 pm	<i>Lunch</i>	
02:30 pm - 03:45 pm	<b>Session III: Basics and Tools of Gender Responsive Budgeting</b>	
	Introduction to Gender Responsive Budgets and Gender Responsive Budgeting Tools	Ms. Sarojini Ganju Thakur
	Application of Gender Responsive Budgeting Tools	Ms. Sarojini Ganju Thakur
03:45 am - 04:00 am	<i>Tea/Coffee</i>	
04:00 pm - 05:00 pm	<b>Session II Contd.</b>	Ms. Sarojini Ganju Thakur
<b>DAY II</b>		
09:30 am - 10:45 am	<b>Session III: Institutionalising Gender Responsive Budgeting</b>	
	Budget call circulars and Gender Budget Statement	Dr. Bhumika Jhamb



## Annexure X: Capacity Building Workshop on Gender Responsive Planning and Budgeting in the Health Sector, Phuentsholing, 25-26 August, 2014

AGENDA		
<b>DAY I</b>		
11:00 am - 01:00 pm	<b>Session IV: Engendering the Agriculture Sector</b>	
09:00 am - 09:30 am	<i>Registration</i>	
09:30 am - 11:45 am	<b>Session I: Inaugural Session</b>	
01:00 pm - 02:00 pm	Welcome and Introduction to Project	Dr. Bhumika Jhamb, Project Officer, UN Women Office for India, Bhutan, Maldives & Sri Lanka
	Purpose and Design of Workshop	Ms. Sarojini Ganju Thakur (Retd. IAS), Consultant and Chairperson, Himachal Pradesh Private Educational Institutions Regulatory commission
	Key Note Address	
04:00 pm - 04:30 pm	<b>Session VI : Institutionalising Change</b>	
04:30 pm - 05:00 pm	Valedictory Session	
	Vote of Thanks	Mr. Ugyen Pelgen, Consultant
10:30 am - 11:45 am	<b>Session II: Understanding Gender</b>	
	Understanding Gender and Gender Inequalities	Ms. Sarojini Ganju Thakur
	Gender and Development: Policy Approaches	Ms. Sarojini Ganju Thakur
03:45 am - 04:00 am	<i>Tea/Coffee</i>	
12:00 pm - 01:30 pm	<b>Session II Contd.</b>	
	Ms. Sarojini Ganju Thakur	
01:30 pm - 02:30 pm	<i>Lunch</i>	
02:30 pm - 03:45 pm	<b>Session III: Basics and Tools of Gender Responsive Budgets and Gender Responsive Budgeting Tools</b>	
	Ms. Sarojini Ganju Thakur	



	Application of Gender Responsive Budgeting Tools	Ms. Sarojini Ganju Thakur
03:45 pm - 04:00 pm	<i>Tea/Coffee</i>	
04:00 am - 05:00 pm	<b>Session II: Contd.</b>	Ms. Sarojini Ganju Thakur
<b>DAY 2</b>		
09:30 am - 10:45 am	<b>Session III: Institutionalising Gender Responsive Budgeting</b>	
	Budget call circulars and Gender Budget Statement	Dr. Bhumika Jhemb
10:45 am - 11:00 am	<i>Tea/Coffee</i>	
11:00 am - 01:00 pm	<b>Session IV: Engendering the Health Sector</b>	
	Analysing/Designing Gender Sensitive Interventions for the Health Sector	Ms. Sarojini Ganju Thakur
01:00 pm - 02:00 pm	<i>Lunch</i>	
02:00 pm - 04:00 pm	<b>Session V: Group Work</b>	
	Presentations by Groups on Gender Responsive Planning and Budgeting for Sector	Participants
04:00 pm - 04:30 pm	<b>Session VI: Institutionalising Change</b>	Ms. Sarojini Ganju Thakur
04:30 pm - 05:00 pm	Valedictory Session	



## Annexure XI: List of Participants who attended the Workshop on GRPB in Education

S.No.	Name	Designation	District/Ministry
1.	Choney Dorji	District Education Officer	Gasa
2.	Lham Dorji	District Education Officer	Bumthang
3.	Pema Thinley	District Education Officer	Tsirang
4.	Pema Dorji	District Education Officer	Pema Gatshel
5.	Dorji Pasang	District Education Officer	Mongar
6.	Pema Chhoedup	District Education Officer	Thimphu
7.	Tshewang Penjor	District Education Officer	Wangdue Phodrang
8.	Karma Sonam Chopel	District Education Officer	Samtse
9.	Phuntsho	District Education Officer	Trashigang
10.	Sangay Chopel D	District Education Officer	Zhemgang
11.	Kunzang	District Education Officer	Trongsa
12.	Tashi Wangchu	District Education Officer	Lhuentse
13.	Rinchen Gyeltshen	District Education Officer	Samdrup Jongkhar
14.	Norbu Gyeltshen	District Education Officer	Paro
15.	Temba	District Education Officer	Dagana
16.	Pemba T Gyeltshen	District Education Officer	Chhukha
17.	Bumpa Tshering	District Education Officer	Haa
18.	Chencho Tshering	District Education Officer	Sarpang
19.	Lemo	District Education Officer	Punakha
20.	Leki Tshewang	Planning Officer	Chhukha
21.	Tshering Dendup	Planning Officer	Pema Gatshel
22.	Dawa Tshering	Planning Officer	Lhuentse
23.	Lobzang Dorji	Planning Officer	Haa
24.	Thinley	Planning Officer	MoE
25.	Ugyen Tshomo Ghalley	Planning Officer	Samtse
26.	Rinzin Wangmo	Planning Officer	Punakha
27.	Kinga Wangmo	Planning Officer	Paro
28.	Yeshi Pelzang	Planning Officer	Dagana
29.	Ugyen Tshomo	Planning Officer	NFE, MoE
30.	Bishnu Prasad Rai	Planning Officer	Mongar
31.	Tshewang Samten	Budget Officer	Zhemgang
32.	Tshering Yangki	Budget Officer	Department of National Budget, Ministry of Finance
33.	Kelzang Lhamo	Budget Officer	Ministry of Education
34.	Dophu	Budget Officer	Dagana
35.	Tshewang Dem	Budget Officer	Haa
36.	Sonam Chuki	Budget Officer	Department of National Budget, Ministry of Finance
37.	Sangay Dorji	Budget Officer	Department of National Budget Ministry of Finance
38.	Ugyen Pelgen	Consultant	IMS, Bhutan
39.	Sarojini Thakur	Consultant	India
40.	Bhumika Jhamb	Project Officer	UN Women



## Annexure XII: List of Participants who attended the Workshop on GRPB in Agriculture

S. No.	Name	Designation	District/Ministry
1.	Gaylong	District Agriculture Officer	Bumthang
2.	Sonam	District Agriculture Officer	Chukha
3.	Pasang Tshering	District Agriculture Officer	Dagana
4.	Tshering N Penjor	District Agriculture Officer	Gasa
5.	Mitra Lal Bhattarai	District Agriculture Officer	Haa
6.	Dorjee	District Agriculture Officer	Lhuentse
7.	Khampa	District Agriculture Officer	Mongar
8.	Rizin Wangchu	District Agriculture Officer	Paro
9.	Kuenzang Tshering	District Agriculture Officer	Pema Gatshel
10.	Tashi Wangdi	District Agriculture Officer	Punakha
11.	Kuenzang Pelden	District Agriculture Officer	S/jongkhar
12.	Hari Prasad Adhikari	District Agriculture Officer	Samtse
13.	Kinley Namgay	District Agriculture Officer	Sarpang
14.	Pema Chofil	District Agriculture Officer	Tsirang
15.	Sonam Zangpo	District Agriculture Officer	Wangdue
16.	Tshering Tobgay	District Agriculture Officer	Zhemgang
17.	Devi Charan Bhandari	District Agriculture Officer	T/gang
18.	Ngawang	District Agriculture Officer	T/Yangtse
19.	Karma Chewang	District Agriculture Officer	Trongsa
20.	Tandin	District Agriculture Officer	Thimphu
21.	Lam Dorji	Planning Officer	Trashiyngtse
22.	Sahadev Thapa	Planning Officer	Wangdue Phodrang
23.	Sonam Thinley	Planning Officer	Gasa
24.	Karma T Samdrup	Planning Officer	Trongsa
25.	Thinley	Planning Officer	Trashigang
26.	Kinley	Planning Officer	Zhemgang
27.	Nawang Chopel	Planning Officer	Tsirang
28.	Ugyen Dorji	Planning Officer	Sarpang

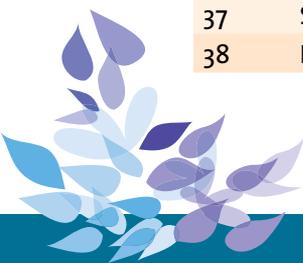


S. No.	Name	Designation	District/Ministry
29.	Tashi Yangzom	Planning Officer	Department of Agriculture, Ministry of agriculture and Forests
30.	Pema Wangchu	Budget Officer	Lhuentse
31.	Rigzin Namdol	Budget Officer	Bumthang
32.	Kinley Bidha	Budget Officer	Wangdue Phodrang
33.	Pema Dekar	Budget Officer	Tashigang
34.	Dorji Wangchula	Budget Officer	Gasa
35.	Dorji Wangdi	Budget Officer	Gasa
36.	Sangay Dorji	Budget Officer	Department of National Budget, Ministry of Finance
37.	Deki Wangmo	Budget Officer	Department of National Budget, Ministry of Finance
38.	Sangay Wangdi	Program Director,	MAGIP, Ministry of Agriculture and Forests
39	Kinlay Tshering	Chief Horticulture Officer	Ministry of Agriculture and Forests
40	Kesang Tshomo	Program Officer	Department of Agriculture, Ministry of Agriculture and Forests
41	Sonam Chuki	Budget Officer	Department of National Budget, Ministry of Finance
42	Sangay Dorji	Budget Officer	Department of National Budget
43	Ugyen Pelgen	Consultant	IMS, Bhutan
44	Sarojini Thakur	Consultant	India
45	Bhumika Jhamb	Project Officer	UN Women
46	Rinzi Pem	National Coordinator	UN Women



## Annexure XIII: List of Participants who attended the Workshop on GRPB in Health

S. No.	Name	Designation	District/Ministry
1.	Kinley Dorji	District Health Officer	Bumthang
2.	Kinzang Namgyal	District Health Officer	Chukha
3.	Kalu Dukpa	District Health Officer	Dagana
4.	Rinzin	District Health Officer	Gasa
5.	Gembo Dorji	District Health Officer	Haa
6.	Ugyen Dorji	District Health Officer	Lhuentse
7.	Deki Phuntsho	District Health Officer	Mongar
8.	Dechen Mo	District Health Officer	Paro
9.	Gopal Hingmang	District Health Officer	Pema Gatshel
10.	Zangmo	District Health Officer	Punakha
11.	Tshewang Phuntsho	District Health Officer	S/jongkhar
12.	Sonam Dorji	District Health Officer	Samtse
13.	L B Ghallay	District Health Officer	Sarpang
14.	Tashi Dawa	District Health Officer	Tsirang
15.	Namgay Dawa	District Health Officer	Wangdue
16.	Karchung	District Health Officer	Zhemgang
17.	Tshewang Dorji	District Health Officer	T/gang
18.	Tshewang Sithar	District Health Officer	T/Yangtse
19.	Ganga Raj Gurung	District Health Officer	Trongsa
20.	Sonam Wangchu	District Health Officer	Thimphu
21.	Chedup Dorji	Planning Officer	Bumthang
22.	Tshering Dema	Budget Officer	MoH
23.	Kinga Wangmo	Budget Officer	Tsirang
24.	TNC Sharma	Budget Officer	DNB
25.	Karma Dorji	Budget Officer	MoAF
26.	Bhim Raj Yogi	Budget Officer	Chhukha
27.	Sonam Jamtsho	Budget Officer	Mongar
28.	Kinley Tenzin	Budget Officer	Trashy Yangtse
29.	Sanga Rinchen	Budget Officer	Sarpang
30.	Nandalal Mishra	Budget Officer	Paro
31.	S Gurung	Budget Officer	Samtse
32.	Tashi Choki	Budget Officer	MoH
33.	Sonam Chuki	Budget Officer	Department of National Budget, Ministry of Finance
34.	Sonam Chuki	Budget Officer	Department of National Budget, Ministry of Finance
35.	Sangay Dorji	Budget Officer	Department of National Budget, Ministry of Finance
36.	Ugyen Pelgen	Consultant	IMS, Bhutan
37.	Sarojini Thakur	Consultant	India
38.	Bhumika Jhamb	Project Officer	UN Women



## Annexure XIV: Baseline and Endline questionnaire

### Baseline Questionnaire

UN Women will evaluate the course that you are attending in depth. For this, we invite you to complete our questionnaires.

Your answers to all evaluation questionnaires are **anonymous**. However, to link your responses to all questionnaires — while maintaining your anonymity — we ask you to create a code and report it on every questionnaire.

To create your personal confidential evaluation code, please write the following:

Whether male (M) or female (F) \_\_\_\_\_

The first letter of the village/town/city where you were born: \_\_\_\_\_

The first letter of your mother's first name: \_\_\_\_\_

The year that you started to work: \_\_\_\_\_

*For example, a male participant born in Thimphu whose mother's name is Sonam, started to work in 1983, would have the code: **MT-5-83**.*

It is important that you write the **exact same** code on every questionnaire that you will answer to evaluate this course. To remember the code you just created, please write it on the first page of your binder.

The base line questionnaire will seek to establish current status of knowledge on various issues being addressed during the workshop.

**For the questions below tick the right option - (T) stands for true, (F) stands for false**

### Section 1 – Gender and Gender Concepts

1. Gender and sex are different words but have the same meaning. (T) or (F)
2. Please read the following statements and identify whether they relate to sex (S), gender (G) or both (B).
  - Men have beards, women have babies (S) (G) or (B)
  - Women are better nurses and child carers, and men make better drivers and masons (S) (G) or (B)
  - Men are chefs at hotel, but women cook at home - (S) (G) or (B)
3. (i) Gender equality is not about taking into account difference, disadvantage and diversity between men and women. (T) or (F)
 

(ii) Gender equality includes equal treatment of women and men, (T) or (F)
4. Gender mainstreaming
 

(i) Refers to equal rights, voice, opportunities and responsibilities for men and women in societies, at work and in the home. (T) or (F)



- (ii) Refers to the consideration of gender equality concerns in all policy, programmes, administrative and financial activities, and in organizational procedures, thereby contributing to organisational transformation. (T) or (F)
- (iii) A gender blind approach takes into account existing roles and responsibilities of men and women. (T) or (F)
- (iv) Gender specific schemes cater to the needs and interests of both men and women. (T) or (F)
- (v) Addressing practical gender needs will alter the position of women vis-à-vis men. (T) or (F)

## Section 2 – Gender Responsive budgets

1. Gender responsive budgets are about
  - (i) A separate budget for women. (T) or (F)
  - (ii) Spending the same on women and men. (T) or (F)
  - (iii) An analysis of the impact of any form of public expenditure or method of raising revenue on women/girls as compared to men/boys. (T) or (F)
2. Gender responsive budgets are a tool for ensuring gender equality. (T) or (F)
3. Gender responsive budgets are only relevant for social sectors. (T) or (F)
4. Gender responsive budgets do not take unpaid care work into account. (T) or (F)
5. **If you are using the five step framework for conducting a gender aware policy appraisal, please indicate the order in which the following steps need to be undertaken (using 1-5, 1 being the first step)**

S N	Steps	
	Assessment of short-term outputs of expenditure, in order to evaluate how resources are actually spent, and policies and programmes implemented.	
	Assessment of the extent to which policies address the gender situation.	
	Analysis of the situation of women, men, girls and boys in a given sector.	
	Assessment of the long-term outcomes or impact expenditures might have.	
	Assessment as to whether budget allocations are adequate, in order to implement gender-responsive policies.	

6. Can you name 4 tools that are commonly used for gender responsive budgeting?
  - (i) \_\_\_\_\_
  - (ii) \_\_\_\_\_
  - (iii) \_\_\_\_\_
  - (iv) \_\_\_\_\_
7. A gender budget statement is read by the finance minister while introducing the budget in parliament. (T) or (F)



## Endline Questionnaire

UN Women will evaluate the course that you are attending in depth. For this, we invite you to complete our questionnaires.

Your answers to all evaluation questionnaires are anonymous. However, to link your responses to all questionnaires — while maintaining your anonymity — we ask you to create a code and report it on every questionnaire.

To create your personal confidential evaluation code, please write the following:

Whether male (M) or female (F) \_\_\_\_\_

The first letter of the village/town/city where you were born: \_\_\_\_\_

The first letter of your mother's first name: \_\_\_\_\_

The year that you started to work: \_\_\_\_\_

*For example, a male participant born in Thimphu whose mother's name is Sonam, started to work in 1983, would have the code: MT-S-83.*

It is important that you write the exact same code on every questionnaire that you will answer to evaluate this course. To remember the code you just created, please write it on the first page of your binder.

The base line questionnaire will seek to establish current status of knowledge on various issues being addressed during the workshop.

### Part A

**For the questions below tick the right option - (T) stands for true, (F) stands for false**

#### Section 1 – Gender and Gender Concepts

1. Gender and sex are different words but have the same meaning. (T) or (F)
2. Please read the following statements and identify whether they relate to sex (S), gender (G) or both (B).
  - Men have beards, women have babies (S) (G) or (B)
  - Women are better nurses and child carers, and men make better drivers and masons (S) (G) or (B)
  - Men are chefs at hotel, but women cook at home - (S) (G) or (B)
- 3 (i) Gender equality is not about taking into account difference, disadvantage and diversity between men and women. (T) or (F)
- (ii) Gender equality includes equal treatment of women and men, (T) or (F)



4. Gender mainstreaming
  - (i) Refers to equal rights, voice, opportunities and responsibilities for men and women in societies, at work and in the home. (T) or (F)
  - (ii) Refers to the consideration of gender equality concerns in all policy, programmes, administrative and financial activities, and in organizational procedures, thereby contributing to organizational transformation. (T) or (F)
5. A gender blind approach takes into account existing roles and responsibilities of men and women. (T) or (F)
  - (i) Gender specific schemes cater to the needs and interests of both men and women. (T) or (F)
  - (ii) Addressing practical gender needs will alter the position of women vis-à-vis men. (T) or (F)

## Section 2 – Gender Responsive Budgets

1. Gender responsive budgets are about
  - (i) A separate budget for women. (T) or (F)
  - (ii) Spending the same on women and men. (T) or (F)
  - (iii) An analysis of the impact of any form of public expenditure or method of raising revenue on women/girls as compared to men/boys. (T) or (F)
2. Gender responsive budgets are a tool for ensuring gender equality. (T) or (F)
3. Gender responsive budgets are only relevant for social sectors. (T) or (F)
4. Gender responsive budgets do not take unpaid care work into account. (T) or (F)
5. If you are using the five step framework for conducting a gender aware policy appraisal, please indicate the order in which the following steps need to be undertaken (using 1-5, 1 being the first step)

S N	Steps	
	Assessment of short-term outputs of expenditure, in order to evaluate how resources are actually spent, and policies and programmes implemented.	
	Assessment of the extent to which policies address the gender situation.	
	Analysis of the situation of women, men, girls and boys in a given sector.	
	Assessment of the long-term outcomes or impact expenditures might have.	
	Assessment as to whether budget allocations are adequate, in order to implement gender-responsive policies.	



6. Can you name 4 tools that are commonly used for gender responsive budgeting?

(i) \_\_\_\_\_

(ii) \_\_\_\_\_

(iii) \_\_\_\_\_

(iv) \_\_\_\_\_

7. A gender budget statement is read by the finance minister while introducing the budget in parliament. (T) or (F)

### Part B

To help us improve the quality of our training, we would appreciate your feedback!

**Please indicate your response to the questions below by circling the appropriate number, with 1 = most negative and 5 = most positive.**

- |   |   |   |   |   |   |
|---|---|---|---|---|---|
| 1. Was your interest held?  | 1 | 2 | 3 | 4 | 5 |
| 2. What was the most important aspects of your learning from the Workshop?            |   |   |   |   |   |
| 3. Do you have a better understanding of:   |   |   |   |   |   |
| a) Gender and gender inequality   | 1 | 2 | 3 | 4 | 5 |
| b) Gender and development.  | 1 | 2 | 3 | 4 | 5 |
| c) Gender responsive budgets and tools  | 1 | 2 | 3 | 4 | 5 |
| d) Differential outcomes of educational policy programmes on men and women            | 1 | 2 | 3 | 4 | 5 |
| 4. Did the course have a good mix of methods<br>(exercises, group work and lecturing) | 1 | 2 | 3 | 4 | 5 |
| 5. What did you like most about the course?   | 1 | 2 | 3 | 4 | 5 |
| 6. Overall, how would you rate the course?  | 1 | 2 | 3 | 4 | 5 |
| 7. What would you recommend changing about the course?                                | 1 | 2 | 3 | 4 | 5 |



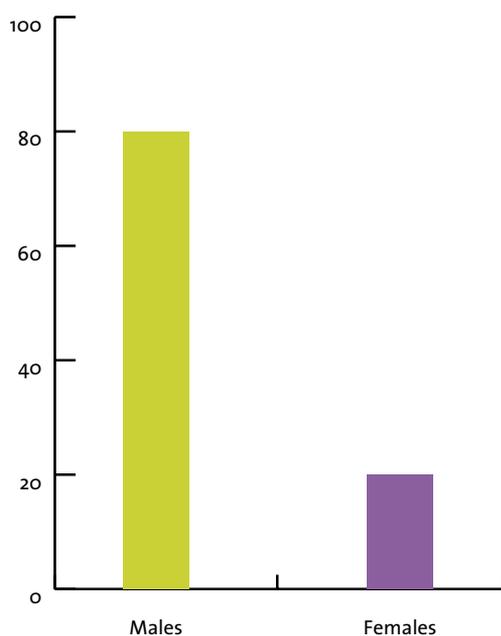
## Annexure XV: Assessment report of the capacity building workshops

### I. Training Information

<b>Title:</b>	Capacity building of officials on GRPB
<b>Target group:</b>	Programme officials, planning and budgeting officials at the national level of three sectors (Health, Education and Agriculture) Sectoral officials, planning and budgeting officials at the district level.
<b>Dates:</b>	19-26 August, 2014
<b>Location:</b>	Paro and Phuentsholing, Bhutan
<b>Total Participants:</b>	101

### II. Profile of Participants

#### PROPORTION OF MALE AND FEMALE PARTICIPANTS



### III. Evaluation Results

Overall the training was successful in imparting knowledge to participants on gender and gender responsive planning and budgeting. The average learning gain was **7 percentage points**.

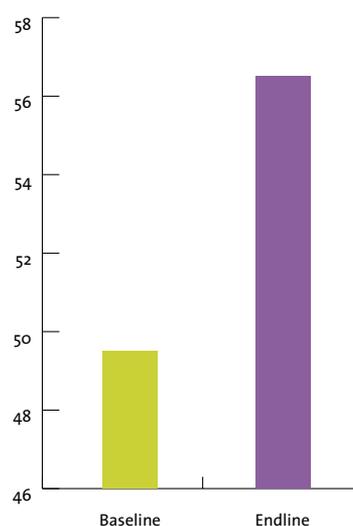
A participant's pre-test score, defined in percentage points, is the percentage of correctly-answered questions in the pre-test which usually consists of a set of multiple-choice test items administered at the very beginning of the course. A participant's post-test score is the counterpart of the pre-test score in the post-test, which is administered at the very end of the training.



**TABLE 1: PERCENTAGE OF CORRECT RESPONSES, BY TYPES OF RESPONDENTS**

	Pre-Training	Post-training	Learning Gain (in % points)
Overall	50	57	7%
Education	50	58	8%
Agriculture	52	61	9%
Health	47	51	4%

An important observation about the training is participants from education and agriculture reported significantly higher gains.

**OVERALL LEARNING GAIN**

#### IV. Evaluation methodology and instruments

- 1. Test Design and Format:** Multiple-choice items were developed. The main objective of the questionnaire was to test the respondents learning on each of the sections covered under the training. The Test was administered to all participants pre-and post-training to gauge their learning.
- 2. Test Scoring:** Performed based on a scoring key established by the training team.
- 3. Instrument:**

Title of instrument	Content	Time of administration	Administered to
Pre-training evaluation questionnaire	11 multiple choice	First session of the course	All present participants at the time
Post-training evaluation questionnaire	11 multiple choice; An additional section to seek feedback from the participants.	Last session of the course	All present participants at the time

- 4. Anonymity:** A confidential evaluation code has been developed to protect a respondent's anonymity.
- 5. Modality of Instrument Administration:** Paper questionnaires



## Annexure XVI: Ministry of Health – Gender specific expenditure

Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
General Administration & Direction Services for Renew Secretariat						
Direction Services						
UN Support to Gender Equity and Equality	2.88	4.88	7.75	2.67	2.64	5.31
Capacity Building of Office Staff						
UNDP - Child Protection and Women Empowerment	1.00	1.35	2.35	0.08	0.24	0.32
UN Support to Gender Equity and Equality		0.80	0.80			
Training of Volunteers and Stakeholders on Prevention of Gender Based Violence						
UN Support to Gender Equity and Equality	0.96	0.85	1.81	0.16	0.35	0.51
Construction of Renew Center at Silikha						
Adhoc Assistance for Individual Donors		3.32	3.32		3.32	3.31
Conduct Awareness Program for Rural Women on Gender, Reproductive Health and HIV/AIDS						
UN Support	0.13	0.78	0.90	0.13	0.49	0.62
UN Support to Gender Equity and Equality		0.50	0.50		0.47	0.47
UNDP Support for Project Renew Lhaksam						
Un Support to Health Theme Group		2.29	2.29			
AHF Support for Scholarship Program in Bhutan						
CSO Renew Responsible for Execution of the Scholarship Program in Bhutan		1.78	1.78		1.07	1.07
Public Health (Communicable & Non-Communicable Diseases) Services						
National STI & HIV/AIDS Program						



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
Revision of Dzongkhag MSTF Guidelines to Integrate other Diseases of Public Health Concern						
UN Support		0.49	0.49		0.36	0.36
Training of New Batch of TOT on Revised PMTCT and Pediatric HIV Mgt Guideline						
UN Support to Health (MCH/ Nutrition)		0.29	0.29		0.29	0.29
Cascade Training for Hws in the Districts on Revised PMTCT						
UN Support to Health (MCH/ Nutrition)		0.66	0.66		0.53	0.53
Pre-Service Orientation Workshop for New Graduates on PMTCT						
UN Support to Health (MCH/ Nutrition)		0.04	0.04			
Designing and Printing of PMTCT, Pediatric and Adult HIV Mgt Guidelines						
UN Support to Health (MCH/ Nutrition)	0.29		0.29	0.24		0.24
Train 2 Gynecologist on Prevention of Mother to Child Transmission (PMTCT)						
UN Support to Health (MCH/ Nutrition)		0.33	0.33		0.32	0.32
<b>Non-Communicable Disease Services</b>						
Reproductive Health (RH) Program						
Workshop on Integration of HIV and Reproductive Health Services						
To Reduce Morbidity & Mortality & Improve Health During Key Stages of Life	0.08	0.07	0.15	0.03		0.03
Sensitization of Young People On Sexual Reproductive Health through Golden Youth Camp						



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
To Reduce Morbidity & Mortality & Improve Health During Key Stages of Life		0.15	0.15		0.13	0.13
Data Collection for National Health Survey						
Imp. Health Serv. Through Better Governance, Financing, Staffing & Management	2.43		2.43	2.42		2.42
UN Support	5.08		5.08	3.99		3.99
Short Term Training on ANC & PNC Exercise for MCH Staff						
To Reduce Morbidity & Mortality & Improve Health during Key Stages of Life		0.29	0.29		0.29	0.29
Review of Maternal and Neonatal Death (MNDI) at National Level						
UN Support to Health (MCH/ Nutrition)	0.29		0.29	0.27		0.27
Piloting of PNC Home Visit in Five Districts						
UN Support to Health (MCH/ Nutrition)	1.47		1.47	0.62		0.62
Attachment Training for 30 Nurses on Neonatal Resuscitation on New Born Care (JDWNRH)						
UN Support to Health (MCH/ Nutrition)	0.38	0.21	0.59	0.13	0.21	0.35
Ex-Country Training of VCT Focal Person from HISCS on Couple Counselling						
UN Support		1.41	1.41		1.26	1.26
Post Demographic Health Survey						
UN Support	1.63		1.63	1.63		1.63
Supply of ORC Equipments						
UN Support to Health (MCH/ Nutrition)		3.44	3.44			



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
Strengthening of Capacity of Supply and Logistics Unit						
UN Support		0.88	0.88		0.76	0.76
Development/Update and Printing of Logistic Manual/Guideline						
UN Support	0.11		0.11			
Training of 20 New Nurses on IUD Insertion Using the Revised Manual						
UN Support		0.45	0.45		0.45	0.45
Desk Review of PAPS Report from Three Regional Referral Hospitals to find out the Rate of Abnormal Report						
UN Support	0.09		0.09			
Analysis of GBV Data from Jdwnrh						
UN Support	0.09		0.09	0.08		0.08
Operational Research on Factors Affecting Illegal Abortion						
UN Support	0.09		0.09			
Support to Ongoing Training of 3 OBGYN						
UN Support		2.02	2.02		1.44	1.44
Training Course of One Technician in Stenography						
UN Support		0.98	0.98		0.98	0.98
Diploma Course for 2 CYTO Technicians in Cytology						
UN Support		2.15	2.15		1.57	1.57
Procurement of Contraceptives						
UN Support	10.55	0.08	10.63	4.53	0.08	4.61
Review of Family Planning Services & Development of Strategic Approach						
UN Support		0.13	0.13			
Mobile Camp for FP and PAP Smear Screening Camps						



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
UN Support	0.65		0.65	0.64		0.64
Training of 30 New Nurses on PAPS Smear and Via						
UN Support		0.40	0.40		0.40	0.40
Sensitisation Workshop for Health Workers on Misp						
UN Support	0.08	0.41	0.49	0.00		0.00
Development of Comprehensive Package for RH						
UN Support	0.25		0.25	0.11		0.11
Development of IEC on Breast Cancer Prevention and Early Detection						
UN Support	0.11		0.11			
Conduct TOT Training on Installation of MCH Equipments						
Strengthening of Maternal and Child Health Including Immunization		0.06	0.06		0.05	0.05
PAP Smear & Family Planning Camps in 4 Districts						
UN Support		0.53	0.53		0.08	0.08
Develop RH Program/Commodity Security Strategy.						
UN Support	0.02	0.07	0.09	0.02	0.07	0.09
Youth Friendly Centre in JDWNRH						
UN Support		0.10	0.10		0.09	0.09
Desk Review of PAPS Report from RRHS						
UN Support	0.09		0.09	0.09		0.09
Research on Factors Affecting Illegal Abortion						
UN Support	0.05		0.05	0.05		0.05
Strengthening of Labour Delivery Room and Training on New Born Care						
Strengthening of Maternal and Child Health Including Immunization		2.68	2.68		2.12	2.12



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
Short Term Training in Lactation Clinic Management						
To Reduce Morbidity & Mortality & Improve Health During Key Stages of Life		0.30	0.30		0.30	0.30
National Health Survey						
To Reduce the Health, Social & Economic Burden of Communicable Diseases	1.67		1.67	1.67		1.67
UN Support	15.37		15.37	11.83		11.83
Attachment of Technicians on Cytology						
UN Support		0.01	0.01			
Printing of National Adolescent Strategy						
UN Support	0.27		0.27	0.26		0.26
Revise and Print Menstrual Hygiene Protocol						
UN Support	0.08		0.08			
Training on Effective Management of RHCS, MNCH & ASRH						
UN Support		0.53	0.53		0.48	0.48
<b>Food and Nutrition Program</b>						
International Breastfeeding Week Observation From 1-7 August 2012						
RGOB Financing	0.01		0.01	0.01		0.01
Printing & Distribution of Revised MCH Handbooks to Mothers						
UN Support to Health (MCH/ Nutrition)	0.04		0.04	0.04		0.04
District Level Training on IYFC and Lactation Management						
UN Support to Health (MCH/ Nutrition)		1.62	1.62		1.62	1.62



Activities	Budget (in Nu. million)			Expenditure		
	Current	Capital	Total	Current	Capital	Total
Community Mothers & Caregivers Training on IYCF/BFHI						
UN Support to Health (MCH/ Nutrition)		0.29	0.29		0.27	0.27
Village Health Work (VHW) Program Training of VHWS and Vulnerable Communities to Implement Climate Change Adaptation to Protect Human Health.						
Promote a Healthier Envrn., Intensity Primary Prev. & Influence Public Policies in all Sectors		0.53	0.53		0.53	0.53
Pilot Low Cost Intervention to Increase Institutional Deliveries						
Health System Strengthening		0.27	0.27			
<b>Total</b>	<b>46.20</b>	<b>38.39</b>	<b>84.66</b>	<b>31.70</b>	<b>23.29</b>	<b>55.00</b>
Total MOH Budget			2017.17			
Gender Budget			4%			



## Annexure XVII: Ministry of Agriculture and Forests

Activities	Budget (in Nu. million)		
	Mongar Dzongkhag	Current	Capital
	Capacity Building - Women Training on Poultry & Veterinary Techniques in RDTC & Farm		
	Market Access and Growth Intensification Project (MAGIP)		
45.02	Training - Others		0.02
	Total Financing Item Code 2718		0.02
	Trasigang Dzongkhag		
	Number of Progressive Women Trained on Poultry and Veterinary Technique in RDTC and Farm		
	Market Access and Growth Intensification Project (MAGIP)		
	Training - Others		
	Total Financing Item Code 2717		
	Market Access and Growth Intensification Project (MAGIP)		
45.02	Training - Others		0.04
	Total Financing Item Code 2718		0.04
	<b>Total</b>		<b>0.06</b>







