

**Technical Review of the Joint Support
Programme, Bhutan**

FINAL Report

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SUMMARY

Main findings:

The Joint Support Programme (JSP) aims to develop the capacity to mainstream environment, climate change and poverty concerns into Bhutan's policies, plans and programmes, and to do so both at national and local level. Just before its half-way point (21 months into 48), the JSP shows good evidence of being able to achieve its intended outcomes. Indeed, it is one of the more promising mainstreaming initiatives we know of:

1. *Early 'ownership' of the programme by many partners:* The Programme Management Group (PMG) has successfully drawn in a wide range of implementing partners, which has helped to build high levels of ownership of the JSP. This is a considerable achievement, considering the JSP has only been in existence for the last 21 months. The Gross National Happiness (GNH) policy foundation is highly conducive to the JSP, and in turn the JSP's mainstreaming efforts across government in environment, climate change and poverty (ECP) are adding value to GNH. Policy makers throughout government are beginning to show interest in the ECP mainstreaming process, although understanding of 'ECP' varies and there is not yet an authoritative review of the top ECP issues and their links.
2. *Effective promotion of environment, climate change and poverty:* The JSP's promotion of ECP issues is beginning to change the way in which development planning is undertaken in Bhutan. The JSP is in the process of producing a consolidated set of ECP Mainstreaming guidelines which should sharpen attention to ECP issues compared to previous FYP processes, although this is taking longer than expected. The JSP has helped to establish and integrate ECP indicators into the Local Development Planning Manual as well as the Annual Grant Guidelines for Local Government.
3. *Potentially influential Public Environment Expenditure Review (PEER):* The recent PEER is a considerable achievement that is generating interest within government. The PEER may well prove to be catalytic in shaping critical economic policy and budget decisions, as well as leading to demand for more information about the revenue streams generated by Bhutan's renewable natural resources, and the potentials for further investment. However, considerable economic skills and energy will be needed to keep this momentum up.
4. *ECP training strategy:* The programme has only just begun training in ECP mainstreaming. It has explored a range of Bhutanese educational institutes and assessed their ability to support the process of ECP mainstreaming. This report needs to be acted on and a strategy developed. While some training has already begun, there is concern that courses may not be long enough to generate substantive change. Concern about the difficulty of reaching many people in districts led to an appropriate innovation of the JSP working through the network of Non-Formal Education initiatives
5. *Consolidating ECP instruments:* The JSP has built on two existing strands of work on Human Wildlife Conflicts, by the Wildlife Conservation Division as well as the Royal Society for Nature Protection (RSPN), although the potentials of a comparative approach have not been realised. The JSP has also supported the Ministry of Works and Human Settlement in its work on Environmentally Friendly Road Construction, potentially leading to policy changes soon. Two relatively new areas of work – shaping a mining royalty benefit-sharing scheme with the Ministry of Economic Affairs, and devising a system for the payment of ecosystem

services with the Ministry of Agriculture and Forests, are promising. However, such initiatives are taking place in isolation and potential lesson-sharing and synergies may be missed.

6. *Good PMG management and donor harmonisation/alignment:* The PMG has managed the programme well. There are, however, concerns that the JSP executive is considerably over-extended, and there is a danger that if workloads on staff are not addressed, the JSP may be compromised. The two main donors of the JSP (the Danes and UNDP/UNEP) contribute very supportively to the PMG and are collaborating well. As UNCDF is about to join the programme, the PSC will need to be very clear on how the JSP is governed and decisions are made.

Principal recommendations:

- a) Ensure tighter focus to JSP activities for the remaining 27 months
 - For each outcome, the JSP should generate a theory of change as well as outlining the associated risks and assumptions. Such critical paths would help JSP to take stock of progress, as well as outlining the key objectives/milestones (notably: contributing to the 11th FYP, capacity building at the district level, and focal sector priorities that need to be achieved before the end of 2013).
 - The theories of change should help the JSP to identify the critical sectors within the economy where attention to ECP issues most needs to be strengthened. These sectors should become the focus of the JSP's work in ECP mainstreaming, with targets to influence their policies, programmes and plans (see 6 for suggested sectors)
 - After having successfully built widespread support for the ECP mainstreaming process across government, it is time for the JSP outcome managers, with support from the PMG and the PSC, to develop tighter concept note criteria so that IPs develop project proposals that more directly contribute to the JSP's objectives.
- b) Build enduring ECP advisory capacity
 - The Help Desk is taking shape and the PMG should now outline how advisory responsibilities will be transferred to a combination of the NECS and the GNHC, with the possibility to bring in specialised expertise from elsewhere. The PMG needs to determine how best the Help Desk can support those ministries with considerable ECP impacts.
- c) Improve monitoring and learning from ECP mainstreaming activities
 - Currently the JSP is failing to capture the considerable progress that it is making. On the one hand, PLaMS has limitations, especially regarding qualitative progress, but is still not being used to its full potential. On the other hand, there is no process to bring together lessons from the widely distributed work – IPs do not know what each other is doing. These shortcomings need to be acted upon as a matter of urgency. There may be a need for the PMG to offer further training to IPs so they are better able to use PLaMS. IPs should be encouraged to produce briefings that outline 'stories of change'. A 'learning forum' should be organised where IPs can exchange experience and tactics.
- d) Supplement JSP secretariat/PMG

- There is a need for an additional post in the JSP secretariat so that issues relating to communications, networking and learning can be prioritised. The PSC/PMG may also want to review whether the JSP secretariat has sufficient administrative support, especially considering that an additional outcome manager will be joining the team shortly.
- e) Mainstream gender in all JSP work
- The JSP needs to outline how it will mainstream gender throughout its work. It is no longer acceptable to be 'gender neutral', given the many gender-differentiated ECP issues facing Bhutanese people. The JSP should engage with organisations like the National Council for Women and Children (NCWC) so that JSP can be 'gender-responsive' in all its ECP work – as well as to share generic mainstreaming experience and tactics.

Supplementary ideas:

- f) Focus on sectors with big ECP potentials/threats
- It is time for the JSP to reflect on what sectors it should engage with over the next 27 months in order to maximise its impact. Currently it is working with sectors that already had some mainstreaming activities. It should now 'stretch' to those sectors that have large, growing and as yet little checked environmental footprints, notably urbanisation/construction and water. If the JSP can help to mainstream ECP issues here, there is a real possibility of moving the Bhutanese economy onto a 'greener' development trajectory.
- g) Build the economic case for ECP mainstreaming to enrich 'Brand Bhutan'
- It is likely that the PEER exercise will lead to considerable interest in environmental revenues and the returns from investing in ECP mainstreaming. The JSP should consider how best it might generate credible evidence, and present this to economic decision-makers, so as to promote and attract strategic investment in ecotourism, sustainable agriculture and forestry, clean power, etc.
 - A powerful way that the government can lead ECP mainstreaming is not only by altering policies and plans, but also by ensuring public procurement of equipment, supplies and buildings, etc, is ECP-friendly. This kind of public policy shift also encourages more ECP friendly Foreign Direct Investment.
- h) Develop JSP communications and networking strategy
- It is now time for the JSP to start communicating about ECP in a more strategic and systematic fashion. An ECP 'community of practice' is beginning to form, in large part due to JSP's work. Such a 'community' is as much part of the ECP capacity requirement as formal training, but needs support to make it confident and useful. It would benefit from a range of resources such as a website, a newsletter, a repository for relevant ECPM articles/reports and webinars to support different aspects of the ECPM process.
- i) Develop JSP research strategy
- JSP has sponsored a number of studies, but now it is time to make sure that any further research addresses key ECP knowledge/practice gaps that face mainstream players. A mid-term 'evidence forum' could seek to identify such gaps.
 - This might be well-informed by a draft 'catalogue of ECP activities/technologies that work' in different Bhutanese contexts, i.e. that

support mainstream aims such as poor people's access to clean energy, water and sanitation, and profitable NR management. These should include poor groups' own knowledge and management systems. Such a catalogue can obviate the need for some demonstration projects, where demonstration has been proven. And it can point to sector and livelihood needs for which there are currently no good ECP practices, thus directing future studies.

In general, awareness of the overall *value* of mainstreaming ECP is good. The challenge is now to improve awareness of *how* to mainstream ECP; and the capacity to undertake it both within sectors and through integrated mechanisms. As well as formal training, this capacity is best built through learning about what works; and interaction among the emerging ECP 'community of practice' to support innovation and scale-up.

Technical Review of the Joint Support Programme, Bhutan

1. Introduction

This paper summarises the Joint Technical Review Team's principal findings on the Joint Support Programme (JSP) and outlines its recommendations for adjusting the JSP. The team finds an extensive and progressive programme with excellent ownership by diverse implementing partners, and energetic and enlightened management. At this stage in the programme (21 out of 48 months) it is now critical to refocus to achieve the JSP's outcomes: developing capacity for mainstreaming environment, climate and poverty concerns into policies, plans and programmes at the national and local level. Nine options for consideration are offered.

2. Methodology and Work of the Technical Review

The terms of reference for the Technical Review Team are attached at Annex 1. The Team used the following methods to complete its terms of reference:

Documentation Review: Close to 50 documents were reviewed by the Team. The documents reviewed ranged from planning documents to the studies and other products of the work itself, to meeting minutes and progress reporting. Much of the documentation review was done prior to the field visit, enabling a draft review of progress and constraints which informed (a) the team's Mission Preparation Note (MPN) (b) an initial video-conference with the PMG where the MPN was discussed and (c) the formulation of questions for interviews with programme stakeholders. The list of documents reviewed can be found in Annex 2. The checklist of questions that guided interviews can be found in Annex 3.

Discussions with stakeholders: Stakeholders across programme coordinators, implementing agencies, donors and beneficiaries were met following pre-appointment. The interviews were carried out in the offices of stakeholders in Thimphu and Mongar. A record of important points from the interviews was transcribed in note books against the predetermined questions. All interviews planned were carried out, with the exception of the Dept of Disaster Management, due to the earthquake four days before. A list of people met during the review can be found in Annex 4. Some of the interviews in Thimphu were carried out jointly with a consultant, commissioned by UNDP-UNEP, to conduct the Bhutan country assessment under the Mid-term Review of the multi-country Poverty-Environment Initiative.

Syntheses of information: The outputs from the documentation reviews and discussions with stakeholders were synthesized into brief statements supported by evidence followed by analyses. A nine-page discussion note was prepared and circulated a day prior to the presentation of findings.

Presentation of draft findings: The discussion note 'Draft findings and recommendations' dated 29th September was discussed with the Programme Steering Committee and the Programme Management Group on the following day, supported by a power point presentation. Comments received from the meeting were recorded and relevant feedback incorporated in this final report.

Preparation of Final Technical Review Report: The present Final Report contains an elaboration of findings and in-depth analyses leading to concise and clear recommendations to the Programme for the remaining phase of the JSP. It responds

to the useful comments and ideas offered by the PSC at its 30th September meeting, and includes more in-depth analysis of the wide range of literature passed to the Team.

Limitations affecting this report: Firstly, it has been more difficult collecting information than expected. JSP rightly uses the PLaMS system, but not all JSP implementing partners (IPs) are fully experienced in the system, and while many are recording quantitative information, far fewer offer qualitative reporting of processes and outcomes: for such aspects, we have relied extensively on our interviews, but the verbal information is not always backed up by documentary evidence. Secondly, by its 'mainstreaming' nature, reviewing JSP has similar limitations to reviewing budget support: JSP has limited control over its many implementing partners, and is somewhat hostage to their capacities and other priorities.

3. JSP's achievements

Rather than repeating the full PLaMS lists of activities accomplished by JSP (see Annex 5), we identify those achievements that we believe to be the most strategic. These are summarised in relation to the typical milestones in environmental mainstreaming:

- to generate evidence >
- to raise awareness >
- to develop individual, organisational and institutional capacity >
- to improve policy/planning/programming outcomes >
- that have improved impacts in terms of environment, climate and poverty >
- with lessons assessed and feed back >
- to enable continuous improvement of ECP inclusion in policies, plans and programmes

3.1 Achievements in generating evidence and raising awareness

The Public Environmental Expenditure Review has revealed important trends at national and local levels: The PEER exercise followed best practice, with good engagement of RGoB authorities and appropriate use of TA. It has already added significant value to work on environmental issues: it has revealed broadly static levels of environmental expenditure, albeit from a high percentage base compared to many countries, with increases correlating mainly with donor financial inputs. It has been catalytic in drawing attention to levels of environmental investment in relation to the economic importance and vulnerability of the environment, with the 11th Five Year Plan now likely to address such issues. Its baseline information is likely to give rise to future policy questions, notably on rates of return on different kinds of environmental investment, and prospects to increase state revenues from natural resources.

Environment, climate change and poverty indicators have been drafted for national and local levels: Provided these enter into mainstream use, this should add value in circumstances where there has been a lack of clarity on what the boundaries of 'ECP' are among different partners. Currently their measurability and practicability for inclusion in the 11th FYP are being discussed. A clear distinction might need to be made, however, between environmental assets and environmental hazards.

Awareness of ECP concerns has risen considerably, especially in central government: The extensive work of the JSP – involving many briefings, planning and

review meetings, etc – has clearly raised the profile of ECP issues among stakeholders, with many people interviewed well able to articulate a range of environmental (less so climate change) issues relevant to poverty reduction. Consequently, JSP is indirectly beginning to build an ECP ‘community of practice’ from across government. One video, one press release, and seven articles have been produced, although there is not yet a specific communications and engagement programme.

3.2 Achievements in individual, organisational and institutional capacity

ECP specialists and mainstream planners within implementing partners have begun to form functional links through the JSP: Where many environmental mainstreaming initiatives tend to work through environment agencies alone, the JSP has gone further by also bridging environment and development agencies, and staff within those agencies. It has engaged environment technical persons from the implementing agencies as well as some of the planning (PPD) staff. Enhanced knowledge and skills in both technical and planning staff will enable them to carry out better gap analysis and design projects to address ECP gaps in their sectors.

Advice has been given on the ECP aspects of several mainstream policies and their implementation: JSP has undertaken initial reviews of the ECP implications of four policies – Renewable Energy Policy, National Irrigation Policy, Subsidized Rural House Building Timber Allotment Policy, and Mineral Development Policy – identifying how to mainstream ECP issues, although the actual impact on these policies is not yet clear. Benefitting from separate support offered by AusAID, it has also made a start with policy advisory capacity at the central level, by establishing a ‘Help Desk’ which mobilises and builds the capacity of the PMG itself and some implementing partners to offer ECP policy advice.

JSP has just begun to mobilise and build ECP capacity, having assessed the existing capacity, including training capacity: The JSP has engaged TA to assess the capacity of Bhutanese training institutions to offer training on ECP, and more recently the capacity of central and local government – and hence its needs for development. It has identified significant challenges of low capacity that may limit the speed of JSP capacity development, especially in the Dzongkhags and Geogs. Though there has been some training at local level (most of whom have been men) there is a long way to go, albeit there are very many training initiatives in other areas that JSP might be able to ‘mainstream’ into.

Practical training has been rolled out in environmentally friendly road construction: Through the JSP, engineers working for the Department of Roads, dzongkhag authorities and contractors have been successfully trained in EFRC techniques throughout the country. Development of a module to be included in the curriculum of engineering colleges (such as the College for Science & Technology) is under way. With significant current and planned feeder and farm road construction, JSP’s intervention has been very timely.

The extensive non-formal education system has been mobilised to strengthen rural poor people’s capacity to access clean energy: Recognising the challenges of reaching many rural groups through RGoB capacity development, the PMG has supported development of a curriculum on renewable energy, focusing on improved cook stoves. With over 80 NFE instructors trained already, further training will potentially reach adult learners in more than 700 NFE Centres in communities across the country.

3.3 Achievements in influencing policy/planning/programming

The Local Development Planning Manual was revised so that ECP issues may be mainstreamed in Dzongkhag and Geog planning: The JSP has contributed to the revision of the 2009 LDPM by incorporating planning and guidance for climate change in particular, and also strengthening the environment and poverty mainstreaming aspects. The LDPM will very soon be translated into Dzongkha, published and distributed among Dzongkhags and Geogs for use in the upcoming preparation phase for the 11th FYP.

The potentials for Payments for Environmental Services systems to incentivise good watershed management, including by poor groups, have begun to be explored: With water resources increasingly subject to competition and misuse, mechanisms are being sought for beneficiaries of water to incentivise those whose land or natural resource management affects the quality and quantity of water. The JSP has supported a viable strategy for exploring PES and its relevance for pro-poor benefit sharing, which has just started. This is an important activity, as the lessons should also prove relevant to incentivising carbon, biodiversity and landscape conservation, as with REDD+.

Mandatory policy on environmentally friendly road construction is now in sight: JSP's scaling up of EFRC training has led to plans to make EFRC formal policy as opposed to being an optional clause in contract documents. Any policy directives on EFRC are now subject to the Ministry of Finance accepting the proven economics of EFRC for major highways (average 30% higher cost being recouped in three years due to much lower maintenance costs).

Routine systems for managing Human Wildlife Conflict are also now in sight: HWC activities have been supported by JSP through trialling a rolling compensation fund and formal institutional structures such as the Geog Conservation Committee (by the Division of Wildlife Conservation) as well as a farmer/community-led approach of self-help HWC Groups (by RSPN). This scale up of government and NGO HWC work respectively has also involved farmer exchange between areas to learn how HWC is practiced elsewhere. It could potentially lead to consolidating policy through learning on self-sustaining mechanisms and different management models.

Clear steps have been laid out for influencing the 11th Five Year Plan: While the new FYP has not yet started, the JSP has laid out a 5-step planning process to ensure ECP integration into the imminent FYP process. This approach might also assist other initiatives that aim at mainstreamed outcomes such as gender. As such, it could help to complement the current practice of sector-based (siloed) planning with outcome-based (holistic) planning.

Other changes in mindset at policy level: Some encouraging changes have been mentioned, but not verified, for ECPM at policy level. For example, the Ministry of Health has submitted a proposal to incorporate climate change considerations in its plan and activities. Similarly, the Ministry of Agriculture & Forestry is making the Water and Land Acts more ECP-sensitive by incorporating ECP provisions in the draft legislation.

3.4 Achievements at the impact level

It is too early to be able to demonstrate any changes in human and ecosystem wellbeing attributable to JSP, or to which JSP has contributed. The present spread and intensity of activities however indicate that the JSP is broadly on track for the

achievement of its desired outcomes (although some refocusing may be needed, as we introduce later).

4. What JSP has not achieved yet

Considerable attention has been given to planning, to identifying and mobilising implementing partners, to working through their proposals and budgets, and to ensuring 'ownership'. This takes time. It is not surprising that some activity levels are behind-budget or behind schedule in the following key areas:

- *Integrated ECPM guideline* – The approach presently used to integrate the two existing ECPM guidelines seems promising. The activity will, however, have to be fast tracked if it is to be used in time within the 11th 5-year planning process.
- *Local level training* – The training of local government (Dzongkhags and Geogs), with about 40% of the total funds budgeted for this, has been stalled by the local government elections, and will face limitations of numbers of appropriately skilled trainers. Moreover, the approach to impending training seems not to be fully informed by recent and current capacity development efforts. Although the omission of the local capacity output indicators in a December 2010 amendment of the JSP results framework would appear to be instrumental, it is apparently an oversight, and local capacity work remains prominent in the JSP work plan.
- *National-level training* – A few MSc level and 18-month studies in several institutions have not been taken up because of delays in nominating candidates. It is not always clear how useful these long-term courses will be in relation to any JSP 'critical path' towards its outcomes, given that trained people will have limited time to apply ECPM within the JSP period.

For some cross-cutting themes critical to ECP mainstreaming, attention is lower than might be expected given their importance:

- *Gender* – The relative uptake of JSP activities by gender is invisible (though frameworks exist to assess this). We were given figures in relation to local training, which showed a strong bias towards male trainees. The common IP assertion that their JSP work is gender-neutral is not good enough and suggests that JSP has not done enough to institute a coherent and responsive approach to gender. Working relationships with NCWC regarding both gender and mainstreaming tactics began only during our visit.
- *Climate change* – There appear to be few activities taken up so far with a climate change focus under JSP, although this is likely to change following the October regional conference hosted by Bhutan, partly as a result of PEER, but especially with the third new JSP outcome on climate needs at local level, addressed by the LoCAL activity. LoCAL is expected to increase the menu of activities that will be taken up to mainstream the climate change component of ECP.
- *ECP linkages* – Little progress has been made in undertaking studies that outline the poverty-environment linkages as envisaged under Output 1.2. The JSP has tended to fund existing work by IPs regarding the ECP linkages they know about (such as EFRC and HWC), at most consolidating and scaling it up, rather than stretching ambition and/or refocusing it on newly evident ECP priorities. Thus the specificities of ECP in different ecosystem, sector and livelihood contexts are not

well understood. It is recognised, however, that this strategy may have been required in the early stages of the project to foster support for ECP mainstreaming from IPs.

- *Baselines and M&E* – The intended work on ECP linkages relating to Output 1.2 might have been expected to produce an ECP diagnosis/baseline on sectoral, ecosystem or a social group basis – or all three. There is no evidence that any of this has happened. Its absence limits prioritisation of activities to be taken up under the JSP. The current monitoring focus on quantitative indicators through PLaMS is too narrow and misses much of the interesting progress made by the JSP in mainstreaming ECP issues.

Urgent attention is needed to some of the above (especially 1 and 2) if JSP is to stay on track for influencing the 11th FYP. In general, awareness of the need to mainstream ECP is good. The challenge is now to improve: awareness of *how* to mainstream ECP; the capacity to undertake it; the sectoral/thematic focus for doing so; and learning about what works.

5. Analysing JSP achievements to date

- a) *Relevance of ECP*: The policy foundation for JSP to achieve its objectives is very favourable. It is strong at the level of policy (for example in the Constitution, the Gross National Happiness philosophy where environment is one of the four pillars, and the National Environment Strategy), in planning procedures (GNH principles, EIA, environment units in sector ministries), and in the 10th FYP where environment is a cross-cutting development theme. The 'ECP' philosophy is both aligned with GNH, and adds value to it: the ongoing JSP work on ECP indicators/guidelines will help to enrich the way in which GNH is understood, implemented and tracked overtime.
- b) *Bhutanese ownership*: Like most externally-supported programmes and projects in Bhutan, JSP is implemented by national partners, with the Gross National Happiness Commission being the overall coordinating/lead partner. The various activities are implemented by a range of different Government agencies, for which they were required to submit concept notes to the JSP Programme Management Group (PMG) for support/approval. JSP exhibits a very good fit with RGoB and GNHC ways of working (equity, multiple agencies, budget support, improving decentralisation, governance and capacity) and ownership of the JSP within the RGoB is very evident. To date, JSP has supported IPs efforts to mainstream ECP issues into their ongoing activities, amongst others, Human Wildlife Conflict (HWC) and Environmentally Friendly Road Construction (EFRC) thereby building on existing efforts addressing (only some) of the ECP issues that the JSP aims to mainstream.
- c) *Donor roles*: To date, donor harmonisation has been good. The PMG and IPs did not distinguish being the JSP's different donors when talking about them and there is a real sense that the JSP is truly a joint initiative. Donors have brought lessons from elsewhere on environment mainstreaming to support the JSP. For example, the PEI drew on its experience of undertaking Public Environment Expenditure Reviews (PEER) to inform the highly successful JSP funded PEER. There are, however, some signs of different bureaucratic and policy priorities that have compromised agreed positions at times. These few occasions do not appear to have damaged relations, but in the last half of the programme, the PSC will need to be sure that donors raise issues in the right fora and decision making

follows agreed JSP procedures. As LoCAL, funded by UNCDF, will shortly be joining the JSP as its third outcome, it is important to clarify to all stakeholders how the JSP is governed and to outline the decision making processes.

- d) *Internal coordination:* The two outcome managers seconded by GNHC have performed extremely well in managing an extensive – indeed very comprehensive – programme to meet the high and urgent ambitions of the JSP. The PMG has clearly helped many IPs in the preparation of their concept papers, improving the efficiency of the appraisal and approval process. Moreover the PMG has proactively identified ‘new’ strategic targets: examples include adding Non Formal Education (NFE) work; a strategic and ambitious work programme on Payment for Environmental Services (PES); and a study of pro-poor mechanisms in four watersheds. The PMG has recognised knowledge and skill gaps in Bhutan that constrain specific elements of the JSP’s work plan, and has secured relevant external technical assistance to address them. Two good examples include the PEER as well as the consultancy that assessed the ability of local training institutes to support ECPM in Bhutan.
- e) *Activity design:* The JSP funded activities that stood out were those that managed to achieve a balance between working on how to improve policy, addressing specific capacity development issues, looking at how to improve systems, and implementing field activities. Good examples are: the equitable distribution of mining royalties, EFRC and HWC all of which aimed to generate evidence to inform policy, practice and scale-up.

6. Analysing JSP limitations to date

JSP is perhaps a little too close to an ‘environmental budget support programme for mainstream institutions’ and too little like an ECPM strategy based on a critical path. None of the implementing partners (nor most of PSC and PMG) has anyone solely focusing on JSP as their top priority, lessons are not being synthesised and communicated, the nascent ECP community is not being brought together, and so synergies and harmonisation of new approaches are largely missing. These are important issues that the PMG and the PSC need to think through carefully. There is a real danger that if they are not addressed, the JSP will struggle to establish the mechanisms needed to ensure that mainstreaming continues after the JSP has finished. We discuss these in more detail below:

- a) *Changes to the original results framework.* The results framework was modified following the UNDP/UNEP mission in December 2010, to take account of the many new activities brought forward by the IPs that were not strictly ‘capacity’, e.g. the various studies. These changes were discussed and agreed by the PMG, but not by the PSC, thus potentially compromising PSC’s strategic oversight. With all the effort to include the new work, a surprising omission from the revised framework was a significant set of ‘capacity development’ indicators at the district level, potentially taking attention away from both RGoB and donors’ original intentions to strengthen local capacity to make good, ECP-integrated decisions – especially about the use of local government capital grants. Once the JSP theory of change has been reviewed for each of its outcomes (see below) this will be the right time for the PMG to revisit the results framework and reinforce (and reconfirm) that local capacity development at the level of specific outputs is being given the importance it requires if Outcome 2 is to be achieved. The PSC should monitor this process carefully.

- b) *JSP's theory of change emphasises extensive environmental budget support to mainstream sectors, without also asserting essential milestones in mainstreaming strategy.* Thus far, JSP has acted almost like a good 'environment sector budget support (BS) programme'; as such, it both benefits and suffers from the BS approach – lots of relevant 'owned' activity, albeit in with most of the mainstreaming channelled into individual sectors, with little control over that activity and how synergies will develop, no 'critical path' sequencing between the activities, and little system-wide institutional change. In general BS should *follow* a plan, not precede it (viz Poverty Reduction Strategies preceding BS). JSP has not laid out a systematic theory of change with risks and assumptions, building on the various proven sources of ECPM in Bhutan, and aiming at the key milestones needed in mainstreaming. A well thought through theory of change would have helped the PMG to commission more strategically focused ECPM initiatives (see 'c' below).
- c) *'Atomisation' into too many projects all at once – a long list of activities rather than a critical path guided by a clear ECPM strategy.* There are many good projects run by IPs under JSP, but rather too many of them to control, monitor and use to change policy and FYP. JSP's approach to 'equity' has been skewed towards inter-Ministry/sector equity rather than strategically addressing environment issues for the poor and ECPM. The assumption is that multiple ministries can all deliver – which they can in areas with which they are comfortable, but this may not necessarily be the most important areas for achieving ECPM. The sense is of comprehensive coverage, rather than compelling prioritisation to build momentum. JSP objectives were used to guide IP's concept notes, but the lack of complete concept note criteria (as well as clear theory of change) may have meant that accepted proposals, while sensible in their own right, were not as effective as they might have been in contributing to the JSP's strategy.
- d) *Inadequate M&E and proper reporting by IPs.* While the use of PLaMS has real merits, for example, distinguishing between outcomes, outputs and activities and the need to think about baselines, indicators and annual targets, its use so far has not enabled a full understanding of what has been achieved (especially in qualitative and process terms) through the multiple activities. Much of mainstreaming is about trying to change the ways in which 'actors' behave. A monitoring system that is unable to track such qualitative variables is unlikely to capture important areas of progress in the mainstreaming process. This appears to be the case for the JSP and, as we have noted, there are far more achievements than is evident from the PLaMS records. The PMG should give more support to IPs in helping them establish baselines as well as thinking through appropriate indicators and targets. The highly ambitious activity under the original Output 2.4 ('*assess extent of ECPM in local plans and how they have facilitated sustainable development...*') has not been thought through in operational terms. It is hoped that the work being carried out by Centre for Bhutan Studies (CBS) will enrich future national surveys with ECP information. A final reporting format for IPs to complete which would emphasise key achievements – results in relation to a critical path and theory of change – is an obvious requirement that has not been developed.
- e) *Lack of learning, networking and convening.* While individual activities may have been successful, there is no formal system which IPs can access to know what each other have been doing, and thus many IPs are in the dark about the range of ECP issues, and different approaches to the same issues. This is a shortcoming as opportunities to ensure, for example, policy ideas are shared,

critiqued and/or scaled up may have been lost, and the ECP 'brand' is weak. Furthermore, not all activities have integrated the learning from previous work e.g. SLMP. An ECP 'community of practice' is as much a capacity resource as the 'Help Desk' or formal training, but is not being fully utilised.

- f) *PMG is overburdened.* There was an implicit assumption in the programme document that the outcome managers had a deep understanding of how to do ECPM and would need little further training or support. This was incorrect. Though some rapid training came several months after the JSP began, their heavy work load means they have little time to reflect on emerging programmatic issues and opportunities, as well as on the 'big picture' of how far ECPM has progressed. If the PSC fails to address this significant shortcoming, it is most unlikely that the PMG will be able to make the strategic adjustments that will be needed to ensure the JSP reaches its objectives by the end of 2013. A list of possible changes is given below in Section 7.
- g) *Training is one-off.* It does not appear that there is a coherent approach to training within the JSP, including quality control. Much of the training did not go beyond a 'one-off' intervention; such a strategy is unlikely to bring about long lasting capacity development to key ECPM stakeholders. This is a particular concern considering the multiple CD gaps that exist at the district level, not only within the administration but also in the recently elected officials following the June 2011 elections. The government's recent report entitled: 'Capacity Development for Gross National Happiness: A Strategy for Local Governance in Bhutan' is unequivocal about this shortcoming (see for example pp. 33-34).
- h) *Lower NECS involvement than might be expected.* NECS has a critical role to play at both strategic and implementation level, and PMG and PSC involvement reflects this. However, the JSP activities it is implementing will not help it to generate the considerable capacity required for ongoing mainstreaming and advice. ECPM is not only about attention to the mainstream, but also to those with a mandate for the issue being mainstreamed, such as NECS. In contrast, GNHC may be playing more of an implementation role in JSP than it would like (although LGD was successfully persuaded to lead the local government training instead of GNHC's LDD). The JSP has not yet discussed and agreed with NECS what NECS needs in order to continue to support changing ECPM requirements following the closure of the JSP in December 2013. Those discussions are likely to identify resource gaps which the JSP should address before it is wound up.
- i) *No systematic risk management.* JSP suffers from risks common to budget support (notably the capacity risks of the many partners). Only a limited set of risks were outlined in the PRODOC, many of which concerned capacity; they should perhaps have been elevated to 'objective' status, given the JSP's capacity goal.

Financial review. The JSP is administered financially through the RGoB system and by its nature enjoys the benefits and suffers the drawbacks of that system. The financial information that was provided by the Liaison Office of Denmark shows that a considerable amount of money has been allocated to the JSP (Denmark: Ng 51,900,000 and UNDP/UNEP: Ng 6,212,000). By 31st July 2011, the JSP had spent Ng13,760,000 or 24 per cent of the total amount disbursed to the JSP. From discussions and documentation, it was not possible to determine why this shortfall exists. However, it may be related to the IPs' omission or inability not only to budget correctly but also to complete the relevant parts of the RGoB accounting requirements. The limited amount of financial information makes it difficult to

comment in any depth about whether the PSC should be concerned about the apparent low spending levels.

7. Recommendations

In its first 21 months, the JSP has gained excellent ownership among IPs and has extended ECP awareness to many. This has involved very hard work on the part of the PMG, who have initiated a wide range of activities that create incentives for many IPs and others to tackle ECP challenges and opportunities.

For the remaining 27 months, it is important to focus on the 11th five-year plan, to assure M&E and learning from the diverse activities, and to accelerate capacity development, requiring better organisation of help-desk functions. A shift from 'gender-neutral' to gender-responsiveness is also needed. The addition of the LoCAL programme is to be welcomed in getting to grips further with climate change at local level. Where resources allow, it is also highly desirable that JSP shift its thematic focus from familiar ECP issues in e.g. road construction and human-wildlife conflict towards issues that are pressing in growth sectors that present both developmental potentials from improved consideration of ECP issues and threats if such issues are not well addressed: construction and urbanisation, water resource management, and developing the 'green economy' potentials of Bhutan's environmental assets in ways that generate sustainable income.

We realise that there are more options laid out here than is practicable, and thus we separate our options into 'must-do', 'should do' and 'nice-to-do'. At the same time, we recognise that some might be pursued by other initiatives (indeed, it should be clear that JSP cannot organise all the necessary ECP mainstreaming, and should encourage others to fill identified gaps). In finalising the options, JSP should assess the resource implications to ascertain what can be done within the budget envelope.

Must-do: We suggest five areas where JSP should make adjustments by the end of 2011:

1. *Establish and stick to outcome-oriented priorities for the remaining 27 months.* Now that many implementing partners are on board and comfortable with ECP, it is time to focus activities on the intended 4-year capacity outcomes:

- *At the JSP programme level:* confirm the JSP results framework/theory of change – so as to clarify the four-year critical path of JSP activities that lead towards three priorities: integrating ECP in 11th FYP and budget, national and local institutions better linked to tackle ECP concerns, with associated capacity, and an effective scale-up strategy. A flow diagram that clarifies how the different JSP activities link to each other and lead to the three priorities may offer an improvement over the current extensive list of activities, because it will point to functional and critical links between separate activities.¹
- *At the JSP activity level:* develop a revised concept note format – so that IPs' proposals are strategically focused on the new results framework/ToC and encourage attention to the other priorities identified below. Concept notes should

¹ IIED is currently working with the three main PEI regional programmes – Asia, Europe and Africa – to support their own review and sharpening of theories of change. It could be suggested that IIED's imminent work with the PEI Asia programme include Bhutanese officials as a pilot case e.g. a 1-day session to clarify the JSP's theory of change and results framework.

include a requirement for the IP to prepare a gap analysis that reveals where there are critical needs for ECP knowledge, policies, plans and capacities, with an emphasis on institutional capacities. It should also recall the importance of gender and (as stressed by the Hon Minister for Agriculture) for community-based approaches and the ECP needs of specific poor groups to be addressed. Finally, it should ensure that the range of activities supported by JSP together span field to policy-level work, even if they concentrate on one part of this

- *At the JSP budget level:* Once the PMG has developed its strategic plan for the last 27 months, it should produce an indicative budget and determine whether there are sufficient funds to deliver the planned activities.

2. *Build the basis for a continuing ECPM advisory capacity within RGoB, initially by rationalising the Help Desk function.* The lack of human resources and time available to offer policy and operational advice about ECP issues is limiting the progress of JSP. ECPM is not a one-off need, but a continuous function that anticipates and responds to changes over time. There is a need to build a 'nerve centre' that can offer expert ECP advice to a variety of mainstream users, particularly for policy and planning, as well as for significant programmes. This should be centred on NECS and GNHC, the two bodies best placed to coordinate a multi-sector (virtual) ECP facility, but it should also link in other ministries with relevant (and growing) ECP expertise but in particular technical areas. The current Help Desk would seem to offer the seed of such a facility; its work load might be managed better by separating its immediate and one-off high-level ECP policy/planning work (which is best led by PMG members) from the imminent but continuing demand for a responsive capacity to help mainstream and local players to implement such policy and plans once they are established (which is best handled by lower-level but specially trained officers working on-demand to stakeholders).

3. *Improve M&E and learning.* While it is good to work with, and to help develop, the PLaMS system, the nature of ECPM requires far more feedback on the qualitative and process aspects of mainstreaming than the PLaMS system allows. We suggest supplementing the PLaMS with about six well-publicised short 'stories of change' per year covering ECPM achieved in policy, plans and field work. These stories could be associated with JSP activities (the PEER, EFRC, HWC, and mining royalties cases are likely to yield good stories by early 2012) but also from other initiatives. This should be linked with a Communications programme – see 8 below.

4. *Strengthen the JSP skills and human resource base, with a focus on communications/learning.* It could be a worthwhile investment to increase the size of the JSP secretariat for its final 27 months – there is too much activity for two outcome managers and one half-time assistant to ensure effective learning and networking. With a third outcome manager added for LoCAL, one option would be to develop a mid-level post for the communications, networking and learning tasks central to (and often common to) all three outcomes (above). Such a post would help to bring the diverse – but 'atomised' – JSP activities back into 'orbit' and should be considered as much a part of capacity development as formal training. The ToR might include: (1) *Informing:* to keep IPs and other stakeholders informed of JSP progress, as well as ECPM progress in other non-JSP activities, notably through a newsletter; (2) *Influencing:* to prepare written and audiovisual materials that can influence different target audiences to treat ECPM seriously, drawing on JSP and others' lessons; (3) *Networking:* to develop a mail list, a website, and possibly a 6-monthly forum to support the development of an ECP community of practice; as well as possibly (4) *Learning:* helping to pull out the main stories of change and effective summaries from the JSP work as it emerges.

5. *Enrich the gender aspects of ECPM and share common mainstreaming tactics with gender mainstreaming initiatives.*² Given the different environmental roles and deprivations of men and women, the very limited gender inclusion in JSP work to date needs to be addressed, especially in supporting local capacity to handle these issues. NCWC has expressed willingness to support this. Furthermore, given the difficulties of mainstreaming any issue, it is worthwhile sharing generic mainstreaming tactics with NCWC and others working on gender: for example, the success in integrating women's and children's issues into the work of the police.

Should-do: We suggest a further four areas that JSP may wish to strongly consider while working on 1-5 above:

6. *Consider a sector focus on construction, urban development and/or water.* Our consultations suggest that it is time to move on from tried and tested issues such as EFRC and HWC, where JSP is likely to achieve resolution in the coming year, to address two issues that are critical at sector, livelihood and ecosystem levels:

- Construction and urban development – this is currently causing significant environmental impact; and technical choices about infrastructure investments that will have environmental and social implications for years to come. For example, well-designed urban layouts can decrease energy and water requirements and reduce the costs of providing sanitation; but ill-designed layouts can cause water, soil and biodiversity degradation and do little to help the poor. There are many opportunities in these fast-growing sectors to support the introduction of standards that address full life-cycle and footprint (beyond-boundary) impacts and pro-poor approaches
- Water resources – this is critical for Bhutan's major export (HEP), for poor groups' livelihoods (agriculture) and for everyone's health – and is threatened by climate change. A systemic ECP perspective is *therefore* needed: an integrated water resource management framework may be closer to what is needed than a strict focus on the water supply sector. There are many opportunities to support an ECP perspective in upcoming water legislation and sector financing, as well as to integrate learning from JSP's PES work

7. *Explore the economics of ECP and 'Brand Bhutan'.* The PEER has established an economic baseline and review mechanism that is very promising for a proper economic consideration of ECP issues. This kind of environmental economics information is a mainstreaming prerequisite that thus far has been elusive in most countries. We support the idea of designing a routine PEER mechanism, repeating the PEER every two years, and expanding the ECPM indicators beyond mere environmental expenditure levels to assessing the state of environmental assets (including levels of damage).

Furthermore, economic studies might be commissioned that aim to answer broader questions raised by the PEER, especially to identify where to concentrate environmental investment in Bhutan in future. A key goal would be to ensure that the Ministry of Economic Affairs has the economic case shift from activities that degrade the environment and/or create 'jobless growth' towards ECP-supportive activity. Such studies might cover:

- optimising NR/ES revenues and rates of return on investment;
- identifying low-cost, pro-poor green economy potentials and ways to attract ECP-friendly FDI;

² Only the former – enrich the gender aspects of ECPM – is essential.

- ECPM in government procurement of buildings, goods and services
- potential pro-poor, pro-environment contributions to 'Brand Bhutan' e.g. ecotourism and environmental opportunities in agriculture and forestry – notably organics and NTFPs
- domestic and export market and value-chains analysis of the above.
- macro-economic policy on e.g. competition and trade in support of the above.

8. *Develop a coordinated communications and networking strategy and function.*

Mainstreaming 'pushed' from the centre (in this case PMG) is rarely effective on its own; ECPM also requires diverse mainstream actors to interact. Bringing together JSP's scattered communications and networking activities, and supplementing them, will help an ECP 'community of practice' to form and thus expand the people available to contribute to mainstreaming knowledge and capacity, including to the Help Desk. Moreover, it would help the different IPs to improve their synergies, alignment, and coherence. This might be supported by a newsletter, webinars, video-conferencing (making use of recently upgraded facilities in ministries and dzongkhags) and perhaps a JSP mid-term conference or 'evidence forum'. Both central and local government decision-makers need to be able to explain environmental decisions – and to make the case for environmental investment or for environmental reasons to limit development – in ways that are clear and convincing to stakeholders, and early enough to avoid premature decisions being made that are not ECP-friendly. Dedicated staff, with some aptitude in communications and perhaps benefiting from a rapid training course or a short TA input, would be needed (see elements of a terms of reference at point 4 above).³

9. *Develop an ECP research strategy.* Rather than scattered studies and trials/pilot projects, it may now be time to develop a more coherent approach to ECP knowledge, particularly for identifying proven technologies for rapid scale-up, for clarifying important ECP knowledge gaps, and for developing ECP scenarios to influence long-term perspective planning. A priority would be to identify and catalogue what already works in Bhutan for operational mainstreaming, including poor groups' own knowledge and management systems. This would avoid too many costly and/or unnecessary pilots e.g. improving traditional waterwheels for power generation; and to compare the results of parallel pilots e.g. the two approaches to HWC being pursued by the JSP. A mid-term 'evidence forum' could seek to confirm JSP's learning and identify such gaps. It will be important to link up with Bhutanese, foreign and international research groups and mainstreaming initiatives so as not to repeat research elsewhere, but to benefit from it. For example, just as the JSP has benefited from PEI's international experience with PEER, there is PEI research work on e.g. FDI in Lao that could be beneficial. Green economy research by e.g. the Green Economy Coalition and its founding members UNEP and IIED could also be valuable. Finally, while the Royal University of Bhutan has been inactive in relation to JSP opportunities, its independence in this respect might mean it is in a good position to offer a peer review of the JSP's research elements.

Nice-to-do: The following are some supplementary but non-critical ideas that the PSC may find of interest, and/or in which they encourage others to take the initiative. These include:

- *Linking social and environmental NGOs in joint ECP work.* Much of JSP's work is led by government bodies. Recognising that some social NGOs are now working more on environment, and that some environmental NGOs are now working more

³ IIED has provided such communications courses – over 1 week – to many developing countries, including in association with PEI in Laos and Malawi.

on social issues, JSP might consider bringing leading NGOs together. Working together, they could pilot innovative approaches in the field, and support local institutional development, as well as organising some of the JSP's learning (and offering a repository for some information e.g. the imminent RSPN Environmental Resource Centre)

- *Common capacity development of economic/financial professionals.* Recognising that economic and financial decisions can be critical for ECP outcomes, and that the different numerate disciplines have diverse approaches to environmental issues in particular, it may be helpful for DPA accountants, NSB statisticians, GNHC economists, and the Royal Audit Authority to shape a common environmental training/framework to ensure a shared vision and consistent interpretation in their different fields.
- *Encourage non-JSP mainstreaming.* In practice, effective mainstreaming is not entirely a centrally coordinated, top-down affair but is driven by a variety of champions, including in business and the media. Clearly, JSP cannot drive all ECP mainstreaming within its resources and time frame. It may therefore wish to revisit earlier lessons about where good mainstreaming has come from, map it, and then encourage it. This should be a strong part of any JSP communications programme

8. Overall assessment of performance and prospects

Although this review does not serve as an evaluation, the Technical Review Team felt it would be useful to reflect on the performance of JSP in its initial work. Each of the three team members independently accorded a score from 1 (lowest) to 5 (highest) in six performance categories. Considerable coherence was found between all team members' scores, which demonstrates reasonable confidence in the JSP's prospects for the future.

| | Reviewer 1 | Reviewer 2 | Reviewer 3 | Average |
|---|------------|------------|------------|-------------|
| Relevance | 5 | 4 | 4 | 4.33 |
| Effectiveness | 3 | 3 | 3 | 3 |
| Efficiency | 3 | 3 | 2 | 2.66 |
| Equity of involving IPs | 4 | 3 | 4 | 3.66 |
| Fitness for achieving outcomes by 2013 | 4 | 4 | 3 | 3.66 |
| Sustainability after 2013 | 3 | 3 | 3 | 3 |

Annex 1

Terms of reference for the Technical Review of the Joint Support Programme (Summary)

1. OBJECTIVES

The Objectives of this Joint Technical Review are to:

- Assess the achievements made, constraints and challenges faced in capacity development for mainstreaming Environment, Climate Change and Poverty (ECP) concerns into Policies, Plans and Programmes
- Document lessons learned
- Recommend any adjustments to the capacity development programme for effective mainstreaming of Environment, Climate Change and Poverty (ECP) concerns into Policies, Plans and Programmes

2. SCOPE OF WORK

- Critically review and document the achievements (qualitative and quantitative) made in transforming the Joint Support Programme from concept to concrete capacity development action plans for effective mainstreaming of ECP concerns into policies, plans and programmes.
- Critically review the capacity development constraints and challenges experienced by the implementing organisations and individuals within the current implementation arrangement in effectively mainstreaming ECP concerns into policies, plans and programmes with recommendations.
- Critically review the capacity development results measurement framework including indicators and targets with recommendations.
- Critically review the progress and inefficiencies in internal coordination and harmonising external assistance.
- Assess the expenditure and financial accountability systems and progress.
- Assess the developments in the Joint Support Programme's risks and assumptions.

Annex 2

List of documents reviewed

Annandale et al. (2010) Poverty Environment Mainstreaming Guidelines - Final Report

Annual Grant Guidelines for Local Governments October 2010 (Gross National Happiness Commission, Royal Government of Bhutan)

Bhutan National Human Development Report 2011: Sustaining Progress Raising to the Climate Challenge (UNDP)

Capacity Development Strategy for Local Governance in Bhutan (2011) (Local Governance Support Programme, Department of Local Governance – MoHCA)Choden, Thinley, Wildlife Conservation Division, Department of Forests and Park Services, Ministry of Agriculture and Forests, A Report on the Activities conducted with support from Joint Support Program

Concept Note for Help Desk 2011 (x 3)

Department of Adult and Higher Education, Ministry of Education, Development of Skills-based Curriculum for Non Formal Education Programme with initial focus on Rural energy access (presentation)

Design of a Local Government Grant Mechanism v10 June 2011 (Jesper Steffensen)

ECP Help Desk Report of Paro Workshop May 2011

ECP Mainstreaming Guidelines for Sectoral Plans and Programmes PEI Dec 2010

ECP Training Capacity Assessment Draft Report July 2011

Eleventh Roundtable Meeting: Turning Vision into Reality, The Development Challenges Confronting Bhutan (Gross National Happiness Commission and UNDP)

Evaluation of UNDP Contribution to Environmental Management for Poverty Reduction: The Poverty Environment Nexus

Final Sustainable Environment Support Programme (Gross National Happiness Commission)

Help Desk Workplan June 2011

Joint Support Programme Document

JSP – Minutes of PSC meetings (x3)

JSP – PMG meeting minutes (x9)

JSP – Progress from January to June 2010-2011 by implementing agencies

JSP – Progress Report (PLaMS) 2010-2011

JSP – Progress Report (PLaMS) January-June 2010

JSP – Report on First Inception Report January 2010

JSP – Workplan final July 2010 to June 2012

JSP 18 Months Workplan 2010

JSP 4 YR CD Activities Final Version Outcome 2

JSP 4 YR CD Activities Final Version Outcome I

JSP 4 YR Workplan 2010

LoCAL Bhutan Scoping Mission Report (2010) (UNCDF)

Local Development Planning Manual (Final) (Gross National Happiness Commission, Royal Government of Bhutan)

Om, Kuenzang, Water Management Department, MoAF (presentation on JSP activity)

PEER Reports (x4)

PEI Mission Reports (March 2009, July 2010, December 2010 and April 2011)

Performance Assessment Manual on Local Government Public Financial Management and Climate Change Adaptation Performance (Department of Local Governance and the Gross National Happiness Commission)

Poverty Analysis Report 2007 (NSB, Royal Government of Bhutan)

Poverty Mapping Report for Bhutan 2010 (NSB, Royal Government of Bhutan and the World Bank)

Proceedings of PEI Lessons Learning Workshop Paro, Bhutan March 2010

Public Expenditure on Environment Analysis Report 2009 (Ministry of Finance, Bhutan)

SESP Final Inception Report August 2010 (Gross National Happiness Commission, Royal Government of Bhutan & MFA Denmark)

SESP Programme Document (Gross National Happiness Commission, Royal Government of Bhutan & MFA Denmark)

Watershed Management Division, MoAF, Work plan Table for implementing JSP activities

Wildlife Conservation Division, Department of Forests and Park Services, MoAF, JSP Output- Mechanism developed for the self sustained compensation for the crop and livestock loss through insurance schemes

Annex 3

Checklist of questions that guided interviews

Generic questions:

- A. **Your involvement...** How has your organisation [you] engaged in the JSP?
- B. **ECPM vision...** In what way is EM mainstreaming a priority for Bhutan/your organisation; GNH link?
- C. **JSP building on...** what had you been doing prior to JSP (Jan 2010)?
- D. **JSP value added...** Is it focused on the right and realistic priorities for Bhutan and for your EM needs? How does JSP help you actually do ECPM? What are the key skills, tools, and resources from JSP?
- E. **Progress in ECPM...** Are you happy with the current strategic direction of JSP? What implementation strategies have you put in place (or are putting in place) for ECPM with JSP?
- F. **Outputs/deliverables to date** – how high-level?
- Capacity: individuals, organisations, linked institutions (central government and in the districts) to do ECPM
 - Policy – revised (many have been circulated) and/or new, env as +ve not only -ve, GNH contribution
 - Plans and programmes – revised and/or new, env as +ve not only -ve, GNH contribution
 - Utility of the various studies (PEE, HWC, EFRC, and other info collection/analysis on ECP)
 - Guidelines (ECPM: merging PEI + NECS) and policy/planning manuals (HelpDesk training kit; LDPM rev?)
 - Multi-stakeholder convening (community of practice, learning, 5 district focus) necessary for the above? Why so little on PS, CSOs, media
- G. **Outcomes and impacts**
- In what ways has *capacity been developed* for ECP mainstreaming to 12/2012
 - Do *policies* now cover priority ECP issues? Are instruments being designed and used?
 - Do *national plans and programmes* now cover priority ECP issues? Are plans being funded?
 - Do *local plans and programmes* now cover priority ECP issues? Are plans being funded?
 - *Studies and info/evidence* relevant to the above inc baselines
 - *Gender* inclusion in process, outcomes, impacts? How?
- H. **Assessing progress....** How do you know if you are making progress doing ECPM; what are the key systems and indicators that demonstrate progress, and are they good enough (PLAMS)? How to cover qualitative?
- I. **Constraints...** What factors internal to the JSP programme/managed? And external (in your organisation, elsewhere)?
- J. **Drivers and accountability...** Who is concerned about your efforts in doing ECP mainstreaming and what incentives are there? Champions?

- K. **Sustaining progress**.... What are the risks and opportunities? What do you need in the future to continue momentum/scale up/capacity/info? Fit for future needs?

PMG questions:

1. **JSP vision/boundaries**... How do you approach ECPM mainstreaming and where are the boundaries for mainstreaming wrt GNH holistic [E+C+P or ~e/c/p]?
2. **Kept focus**.... What are the most strategic achievements in relation to this?
3. **Stories of change**... Tell us about your experiences (what has gone well and not so well and, with the benefit of hindsight, how would you do it differently) of developing:
 - Capacity
 - Policies
 - Plans and programmes
 - Studies and info relevant to the above
4. **Strategy and adaptability**.... What are the key issues that have shaped or constrained the JSP's choices and how have you addressed them [internal; external]?
 - Could you explain the apparent refocusing of the JSP's strategic direction? How and why did this come about?
 - Balance of long- and short-term aims
 - Balance of upstream (high policy) and downstream (in-field)
 - Balance of process and content
 - Balance of centralised and decentralised activity
 - Choice of stakeholders to involve – mainstream and ECP supply-side
 - Choice of activities – catalytic/leverage effect and synergies
 - Choice of partners/consultants to do the work
 - Response to windows of opportunity
 - Changing assumptions and risks
5. **Drivers and incentives**... Apart from the donors supporting JSP who else is interested in the progress you are making i.e. what commitment is there for JSP in the RGoB?
6. **Coordination:**
 - Work of the different partners
 - Donors
7. **Finance:** [focal people in ministries; GNHC]
 - Distribution of funds and TA (timeliness); reporting by output?
 - Financial Qs
8. **Learning and lessons**
9. **Sustainability**... What future for the JSP? What are worries for EM beyond Dec 2012? In what ways might it adapt following the end of Danish support? Options you would like SC to consider to continue EM

Annex 4

LIST OF PERSONS MET

| No. | Name, designation and Agency |
|-----|---|
| | <u>Gross National Happiness Commission</u> |
| 1. | Mr. Rinchen Wangdi, Chief Programme Coordinator, JSP |
| 2. | Mr. Karma Jamtsho, Manager, JSP Outcome II |
| 3. | Mr. Wangchuk Namgay, Manager, JSP Outcome I |
| 4. | Mr. Thinley Namgyal, Head, Policy Perspectives Division |
| 5. | Ms. Sonam Choki, Gender Focal Point |
| 6. | Ms. Lekema, Gender Focal point |
| | <u>Department of Local Governance</u> |
| 7. | Mr. Karma Geley, Project Manager |
| 8. | Mr. Tshering Chopel, Planning Officer |
| | <u>National Environmental Commission</u> |
| 9. | Ms. Pedon Tshering, Chief, Policy & Planning Division |
| 10. | Mr. Karma Tshering, Planning Officer, Policy & Planning Division |
| 11. | Mr. G. Karma Chopel, Coordinator, Water Resources |
| 12. | Mr. Jigme, Programme Officer, Water Resources |
| 13. | Mr. Thinley Namgyel, Head, Environmental Monitoring Division |
| 14. | Mr. Thinley Dorji, Environmental Services Division |
| | <u>Ministry of Economic Affairs</u> |
| 15. | Mr. Wangchuk Loday, Planning Officer, PPD |
| 16. | Mr. Karma Chopel, Engineer, DGM |
| | <u>Ministry of Works & Human Settlement</u> |
| 17. | Ms. Dawa Zam, Head, Environmental Unit |
| 18. | Mr. C.M. Pradhan, Engineer, EFRC, Department of Roads |
| | <u>Ministry of Finance</u> |
| 19. | Mr. Sonam Wangdi, Project Manager, Department of PublicAccounts |
| | <u>Non-formal Division, Ministry of Education</u> |
| 20. | Mr. Sonam Tshering, Chief Programme Officer |
| 21. | Mr. Karma Jurme, Senior Programme Officer |
| 22. | Mr. Vinod Sunwar, Planning Officer, PPD |
| | <u>Watershed Management Division, Ministry of Agriculture & Forestry</u> |
| 23. | Ms. Kunzang Om, Programme Officer |
| | <u>Wildlife Conservation Division, Ministry of Agriculture & Forestry</u> |
| 24. | Mr. Sonam Wangchuk, Head |
| 25. | Mr. Sonam Wangdi, Programme Officer |
| 26. | Ms. Thinley Choden, Programme Officer |
| 27. | Mr. Karma Dorji, Programme Officer |
| 28. | Mr. Sangay Dorji, Programme Officer |
| | <u>Ministry of Agriculture & Forestry</u> |
| 29. | H.E. Lyonpo Pema Gyamtsho, Minister |
| 30. | Mr. Rinzin Dorji |
| | <u>National Commission for Women & Children</u> |
| 31. | Ms. Phuntsho Choden, Director |
| 32. | Ms. Chokey Penjore, Programme Officer |

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- Royal Society for Protection of Nature
33. Ms. Rinchen Wangmo, Programme Coordinator
34. Mr. Tshering Phuntsho, Programme Officer
35. Mr. Kinga Wangdi, Programme Officer
- Tarayana Foundation
36. Ms. Pema, Programme Officer
37. Ms. Sonam Pem, Programme Director
- Mongar Dzongkhag
38. Dasho Sherab Tenzin, Dzongdag
39. Mr. Bishnu Prasad Rai, Planning Officer
40. Mr. Ugyen Tshering, District Forestry Officer
41. Mr. Tshering Ngedup, District Engineer
42. Mr. Jigme, District Agriculture Officer
43. Mr. Karma Choda, District Land Record Officer
44. Mr. Sonam Jamtsho, District Finance Officer
- Mongar Gewog
45. Mr. Dechen Yeshey, Gup
- UNDP
46. Ms. Claire van den Vieren, Resident Representative
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Annex 5

Table of achievements analysed by Outcome/Output

| JSP PRODOC Outcomes, indicative activities, and targets | 2010 work plan activities/targets | 2011 work plan activities/targets | Implemented Jan 2010 – June 2011 | Ongoing/under preparation June 2011 |
|--|---|--|---|---|
| OUTCOME 1: ECP mainstreamed in all national policies, plans and programmes | | | | |
| Output 1: Strengthened information systems and communication (Revised in Dec 2010)/ ECP Mainstreaming Guidelines and Indicators available for use by sectors (PRODOC) | | | | |
| Review the Poverty-Environment Mainstreaming guideline | Application of guidelines to the 10 th Plan programs of the sectors | | <ul style="list-style-type: none"> - Guidelines applied to the 10th FYP programme of 12 central government agencies, 1 district, 2 NGO/CSOs. Workshop attended by 198 participants (from central agencies and 1 district) and 19 district planning officers - The PEM application exercise identified numbers of CD activities for various sectors including LG and CSOs in ECP mainstreaming process - Capacity development activities for the sectors were prioritized based on the four criteria (i.e. contribution to JSP outcomes, linkage between poverty and environment, impacts on sectoral planning and budgeting and operational effectiveness). This further translated into a 4 year work plan (2010-2013) | |
| Review of Public Expenditure on Environment | | PEE review for the first two years of 11 th Plan Period (two fiscal years - 2008/09 and 2009/10) | <ul style="list-style-type: none"> - Joint Technical Task Force (comprising members from DPA, GNHC, NEC and NSB) formed to support the exercise - PEE database developed for the 8 environment classification - PEE analysis completed and final draft report completed - Case study on farm roads examining the effectiveness of PEE on the ground undertaken as part of the exercise - Stakeholder consultation conducted to receive feedback to the PEE analysis | Report will be finalized and launched in November 2011 during the Regional Climate Summit in Bhutan. |
| National and sub-national data related to environment and poverty identified and data generation capacity enhanced. | | <ul style="list-style-type: none"> - Workshop on environmental related data needs conducted by National Statistical Bureau. - Training of 3 NSB staff on Small Area Estimation of Poverty. | <ul style="list-style-type: none"> - In-country workshop conducted in April 2011. The workshop identified data related to environment, defined environmental indicators; and responsible agencies to collect or maintain the identified data. - 3 staff from NSB trained in Philippines (in June 2011) and capable of handling analysis related to Small Area Estimation of Poverty using STATA program. | |
| Capacity on statistical tools to develop ECP indicators strengthened. | <ul style="list-style-type: none"> - Develop ecological indicators as part of the GNH Survey, and linking these to other indicators of GNH domains. - Fine tuning policy protocol's ecology | Conduct short-term training on organising and structuring data sets for researchers (for 2 researchers). | <ul style="list-style-type: none"> - CBS completed the analysis of GNH survey initiated in 2010. The result was presented during the Happiness and Economics Conference in August 2011. - Ex-country training on statistical analysis for 2 officials of CBS conducted. | Further analysis needed to link the overall GNH survey results to establish ECP linkages with other GNH domain. |

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|---|---|--|--|--|
| | indicators. | | | |
| Capacity assessment of in-country training institutions on ECP mainstreaming initiated. | | Undertake CA of government & private training institutions focusing on ECP. | Capacity needs assessment of 9 in-country training institutes conducted and their CD requirements to address ECP issues have been identified. | JSP to support some critical CD activities for the institutes – which will contribute to JSP objectives. This will have to be incorporated into the 2012 work plan (FY 2011/12 of RGoB). |
| Policy protocol and policy screening tools reviewed from ECP perspective. | | Review the Policy screening tool and integrate ECP aspects. | Policy screening tool and policy protocol reviewed and integrated ECP components for the policy proponent to consider & integrate ECP issues during the concept stage and in the formulation process. | |
| Formation of Help Desk | Help desk on EM to be established with members represented from different sectors responsible for EM. | <ul style="list-style-type: none"> - Capacity building of help desk members. - Sensitization of sectors on EP mainstreaming by help desk group. - Review of draft policy(ies) | <ul style="list-style-type: none"> - Help-desk formed in April/May 2010 with members from GNHC/NEC/MoAF/DLG & DPs. - Capacity building of help desk members supported through AusAid EM program. Three rounds of trainings have been conducted (with one ex-country) from January until April 2011 with technical support of Griffith University. Help desk members have been provided with required skills to address ECP mainstreaming in the policies and plans; - Concept note for the help desk initiative was developed building on the key aspects of plan making and policy formulation both at the national and local level. - Reviewed and provided feedback to the following policies: <ul style="list-style-type: none"> o Renewable Energy Policy. o National Irrigation Policy. o Subsidize Rural House Building Timber Allotment Policy. o Mineral development Policy - Developed an ECP checklist (which is adapted from the UNEP Integrated Assessment Tool) to be integrated as part of the 11th Plan guideline. This will be further deliberated in the process of preparation of the guideline. - Initiated a sensitization on ECP mainstreaming to all the 20 dzongkhag planning officers and sector PPD staff during the brainstorming session for the preparation of 11th Plan (during the week of 8 to 12 August 2011). | |
| Develop Advocacy & Communication materials. | Lessons learning on EM for pro-poor development in Bhutan. | | <ul style="list-style-type: none"> - Lessons learning workshop on “Mainstreaming Environment to Address Pro-Poor Development in Bhutan: Lessons, Opportunities and Challenges” was conducted in March 2010 with a small group of people who represent key organizations in the government, civil society, and academia to discuss on what is meant by environment mainstreaming, and document lessons with respect to integrating environment into the national development planning process. - Lessons learning workshop covered as news clip in the national television BBS; - 5 PE related articles featured in the local News Paper (The Journalist) – PE | |

| JSP PRODOC Outcomes, indicative activities, and targets | 2010 work plan activities/targets | 2011 work plan activities/targets | Implemented Jan 2010 – June 2011 | Ongoing/under preparation June 2011 |
|--|--|---|--|--|
| | | | nexus; PEER report of 9 th FYP; PEMG application. - PEI brochure developed and disseminated. | |
| Monitoring & Evaluation | Monitoring of progress through quarterly reporting, Mid-year and annual review and PEI missions. | Monitoring of progress through quarterly reporting, Mid-year and annual review and PEI missions. | <ul style="list-style-type: none"> - JSP integrated in the Planning & Monitoring System (PLaMS); - Quarterly progress reports are generated through PLaMS; - Fund utilization monitored through Funding Authorization & Certificate of Expenditures (FACE); - Monitoring and implementation issues are discussed during the Mid-Year and Annual Review (requirement of UNDP), Programme Management Meetings (9th PMG as of September 2011) and Programme Steering Committee (4th PSC scheduled towards end of September 2011). - Project Cycle Management (PCM) training was imparted to sector officials in may 2011 - to improve results reporting of JSP activities by the sector. - Regular PEI missions from the regional PEI team – to monitor the progress and provide technical support to the various initiatives. In 2010, the 1st AWP was prepared with technical inputs of the PEI team; the development of CD criteria was supported; lessons learning workshop was conducted with support of the regional team; and provided technical inputs and feedback to the various outputs of the JSP initiatives. | The priority activity for 2012/13 would be to link the various ECP indicators (developed through GNH survey, Bhutan Environment Outlook, LoCAL & performance based CD grants, PEM Guidelines, 11 th Plan Guidelines etc.) to the National, Monitoring & Evaluation System (NMES – PLaMS, PEMS & MYRB) for long term monitoring of ECP outcomes. |
| Output 2: Benefit sharing mechanisms including payment for ecosystem services and human-wildlife conflict management. | | | | |
| Study to explore pro-poor benefit sharing mechanism initiated. | | <ul style="list-style-type: none"> - Field study, including data collection and field survey in the critical watersheds - Dzongkhag and Geog consultative workshops - Awareness & Education on PES and REDD in the watersheds and explore the potentials - Inventorying of ecosystem services including development of database for ecosystem service providers and potential buyers; - Study the provision of water for drinking and irrigation under traditional | | Activities are planned from the 3 rd Qtr. of 2011. |

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| | | <ul style="list-style-type: none"> arrangements; - Formation of community groups; - Promotion of Eco-Tourism in the high altitude areas | | |
| Mining royalties and the potential mechanism for pro-poor benefit sharing of sustainable mining revenues reviewed and assessed. | | <ul style="list-style-type: none"> - Review mining royalties; - Organize training for the mining engineers. | Ex country study conducted in May 2011. Three mining engineers trained on Environment Management, Mining Royalties and Social Responsibility (Community Development). | Review of mining royalties under implementation and the analysis to be ready by May 2012. |
| Pilot initiative to reduce HWC in Kangpara gewog under Trashigang dzongkhag initiated. | | <ul style="list-style-type: none"> - Consultative meetings (planning, informing, identify conflict zone); - Develop conflict management mechanism; - Community trainings on identified mechanisms (damage assessments, Participatory monitoring of livestock & crop damage, participatory law enforcement etc); - Community institutional set up (for coping with wildlife damage). | <ul style="list-style-type: none"> - Community-based HWC compensation framework developed through a consultative process; - Communities have been made aware of PE linkages and the mitigation measures adopted in other places. - Community based HWC compensation mechanism implemented in the two pilot sites. | |
| Mechanisms for self-sustained compensation of crop and livestock loss through insurance schemes and PES developed. | | <ul style="list-style-type: none"> - Awareness on the HWC and animal behaviour and participatory planning by the communities for addressing the HWC issues. - Awareness programme with the gewog representatives to feature HWC management in gewog plans and budget. | <ul style="list-style-type: none"> - Series of awareness programs on HWC mitigation measures have been conducted in most of the affected areas across the country. 249 farmers have been sensitized and trained. - Study tour for the farmers (40 farmers) in the elephant conflict areas have been organized to exchange & replicate ideas. - HWC endowment fund established by MoAF – and is managed by Bhutan Trust Fund for Environmental Conservation (BTSEC). The endowment fund will be used to establish Gewog Conservation Committee in all the affected areas across the country. | |

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| | | <ul style="list-style-type: none"> - Training of farmers and extension staff on HWC mitigation measures in the region. | | |
| Output 4: Environment friendly infrastructure technology and green jobs. | | | | |
| Training & sensitization of Engineers, Contractors, Parliamentarians, Policy Makers and Local leaders on EFRC conducted. | | <ul style="list-style-type: none"> - Training of Trainers on EFRC. - Trainers to conduct training of district engineers, road engineers and contractors. - EFRC Training module developed in the College of Science and Technology (CST). | <ul style="list-style-type: none"> - Training Workshops conducted in 6 regions across the country viz. Lobesa, Phuentsholing, Lingmethang, Trashigang, Sarpang and Trongsa. - The focal official from PPD/MoWHS has initiated dialogue with CST to develop the curriculum. CST in principle has agreed to have EFRC embedded in the current module or work out separately if feasible. | Development of curriculum to be initiated within the fiscal year 2011/2012 (July 2011 – June 2012). |
| Study and mainstream ECP concerns into Non Formal Education (NFE) and educating for GNH guideline initiated. | | Develop skills-based curriculum on green job with initial focus on rural energy access. | <ul style="list-style-type: none"> - Stakeholder consultation workshop on the development of curriculum on green job for NFE conducted from 27-28 April 2011. - The curriculum was developed focusing on Ecosystem, Renewable Energy (Improved cook stoves, solar dryer, and bio gas, rain water harvest and waste management). The NFE divisions along with sector resource persons have tried to link this to Green Job, poverty alleviation, climate change and environment mainstreaming as far as possible taking into account the target audience. - Curriculum finalized and published for the NFE students. | <ul style="list-style-type: none"> - Pre-testing and dissemination of the curriculum in pre-selected NFE centers to be completed by the end of the year. - Development of manual for the NFE instructors will be completed by June 2012. |
| Outcome 2: ECP mainstreamed in all development plans and programmes at the local level. | | | | |
| Output 1: Strengthened information systems and communication | | | | |
| CA on ECP initiated in 5 pilot districts. | | <ul style="list-style-type: none"> - Undertake capacity needs assessments in the 5 pilot districts; - Develop CD plans for each of the pilot dzongkhags including the gewogs based on the results of CA. - Develop criteria/guidelines/manuals & performance indicators and assessment for the pilot districts to access CD Grant. | <ul style="list-style-type: none"> - Interagency task team to support this initiative was identified and held its first meeting in August 2011. - The assessment was jointly initiated by JSP and LoCAL project – Local Climate Change Adaptive Living Facility – from the 2nd week of August 2011. | <ul style="list-style-type: none"> - A common CD mechanism will be developed for LGSP/JSP and LoCAL. This will first be piloted in the 6 districts (one additional from LoCAL). - Develop ECP interventions based on the analysis of the assessment – September/October 2011 - Roll-out of CD grants to five pilot districts and selected gewogs following the LG grant mechanisms developed through Local Governance Support Programme (LGSP). This is |

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| | | | | planned to take place from October 2011. |
| Capacity of DLG/LG, GNHC & LG ECP focal persons on ECP based RBM and M&E strengthened. | | 2-3 week ex-county (S/SE Asia) training on ECP mainstreaming policies, mechanisms and strategies for planning officers; GAOs (from the 5 districts), and DLG officials. | 12 local government officials from the pilot districts trained in ECP mainstreaming concepts and approaches in the Philippines in June/July 2011. | |
| LG resource allocation formula from environment/vulnerability perspective reviewed. | | Review resource allocation formula of local government. | | <ul style="list-style-type: none"> - The current RAF includes 3 criteria which include – Population, poverty incidence and geographical area. The review is intended to present a strong case to include ‘Environment/Climate Change’ as well. - The review is expected to take place in the current FY (2011/12). |
| Output 3: Climate Change adaptation and disaster management integrated in local plans and budgets. | | | | |
| Climate change vulnerabilities in targeted communities across Bhutan assessed. | | <ul style="list-style-type: none"> - Consultative meetings (planning, identification of the pilot area, information dissemination). - Identify the immediate issues through Climate change (hire of an expert) - Identification of the indigenous knowledge used for the mitigation purpose. - Identify & develop strategies (for coping up with the immediate issues through CC). - Consultative meetings with the relevant stakeholders. | | Assessment framework developed and is currently being reviewed in-house. Stakeholder consultation is expected by the end of the year. However the actual assessment is planned for 2012. |
| Capacity building of LG | | - ToTs on Community | | - Targeted for Lhuentse and |

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|--|-----------------------------------|---|---|--|
| on VA of CC to integrate adaptation measures in local development planning initiated. | | based disaster risk management (CBDRM) in one dzongkhag. - Training of LG officials (focal official) on Disaster Management Information Systems. | | Samdrupdzongkhar Dzongkhags. - The trainings are planned in June/July and expected to be completed by the end of the year |
| Output 4: Environment friendly infrastructure technology and green jobs. | | | | |
| Skills based training on renewable energy and environmentally friendly construction conducted. | | - Eco- friendly & disaster resilient construction training for field officials of Tarayana. - Transfer of skills FO's to villagers. | - Community consultative meeting was initiated in Dak village to develop skills on rural house construction using locally available materials. The community has been mobilized and facilitation of groups' formation initiated. The community members have expressed interest in developing their capacity in building disaster resilient houses. - The Field Officer of Tarayana Foundation along with selected community members attended a month long training on eco friendly and disaster resistant construction in August 2011. | Training materials have been purchased and supplied for the community members. People will be provided with hands on training on eco friendly construction and they will construct few houses as a demonstration for other houses to be built in the future. |

The above table is thanks to Tashi Dorji, the UNDP Bhutan Programme Analyst, and follows the revised results framework of December 2010.

ABBREVIATIONS and ACRONYMS

| | |
|-----------|--|
| AusAID | Australian Development Assistance Agency |
| CC | Climate Change |
| CBS | Centre for Bhutan Studies |
| CSO | Civil Society Organisation |
| Danida | Danish Development Assistance Agency, Danish Ministry of Foreign Affairs |
| DCD | Development Cooperation Division (GNHC) |
| DLG | Department of Local Governance |
| DPA | Department of Public Accounts (MoF) |
| Dzongkhag | Districts |
| ECP | Environment, Climate and Poverty |
| EFRC | Eco-Friendly Road Construction |
| FYP | Five-Year Plan |
| IIED | International Institute for Environment and Development |
| IP | Implementing partner (of the JSP) |
| JSP | Joint Support Programme |
| Gewog | Municipality |
| Gup | Elected head of gewog |
| GNHC | Gross National Happiness Commission |
| HWC | Human-Wildlife Conflict |
| LDD | Local Development Division (GNHC) |
| LDPM | Local Development Planning Manual |
| LGSP | Local Government Support Programme |
| LoCAL | Local Climate Adaptive Living Facility |
| M&E | Monitoring and Evaluation |
| MTR | Midterm Review |
| MoAF | Ministry of Agriculture and Forests |
| MoE | Ministry of Education |
| MoEA | Ministry of Economic Affairs |
| MoF | Ministry of Finance |
| MoHCA | Ministry of Home and Cultural Affairs |
| MoIC | Ministry of Information and Communication |
| MoWHS | Ministry of Works and Housing Services |
| NEC | National Environment Commission |
| NECS | National Environment Commission Secretariat |
| NFE | Non-Formal Education |
| NGO | Non-governmental Organisation |
| NMES | National Monitoring & Evaluation System |
| NSB | National Statistical Bureau |
| PEER | Public Environmental Expenditure Review |
| PEI | Poverty and Environment Initiative |
| PEMS | Public Expenditure Management System |
| PES | Payment for Environmental Services |
| PlaMS | Planning and Monitoring System |
| PMCD | Plan, Monitoring and Coordination Division (GNHC) |
| PMG | Programme Management Group of the JSP |
| PPD | Policy and Planning Department |
| PRODOC | Programme Document |
| PSC | Programme Steering Committee of the JSP |
| REAP | Rural Economic Advancement Programme |
| RGoB | Royal Government of Bhutan |
| SEA | Strategic Environmental Assessment |
| SESP | Sustainable Environment Support Programme |
| UNCDF | United Nations Capital Development Fund |
| UNDAF | UN Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |