

# Annexes

## Table of Annexes

ANNEX 1: EVALUATION TERMS OF REFERENCE	2
ANNEX 2: SUMMARY OF DOCUMENTATION REVIEWED	24
ANNEX 3: LIST OF STAKEHOLDERS	31
ANNEX 4: INTERVENTION LOGIC	35
ANNEX 5: EVALUATION TIMELINE AND FIELD MISSION SCHEDULE	39
ANNEX 6: EVALUATION MATRIX	42
ANNEX 7: EVALUABILITY ASSESSMENT	51
ANNEX 8: DEVELOPMENTAL EVALUATION	53
ANNEX 9: DATA GATHERING AND ANALYSIS	55
ANNEX 10: EVALUATION REFERENCE GROUP	57
ANNEX 11: BHUTAN AGRICULTURE POLICY REVIEW	58
ANNEX 12: PROCESS OBSERVATIONS	65
ANNEX 13: TIMELINE ANALYSIS	68
ANNEX 14: AGRICULTURE PORTFOLIO ANALYSIS	69
ANNEX 15: WFP RESULTS IN AGRICULTURE, 2019-2021	75
ANNEX 16: BHUTAN DEVELOPMENT PATHWAYS	79
ANNEX 17: LEAVE NO ONE BEHIND	83
ANNEX 18: PARTNERSHIPS ANALYSIS	93
ANNEX 19: FUNDRAISING CYCLE INDICATORS AND FINDINGS	101
ANNEX 20: SCHOOL STIPEND ECONOMIC BENEFITS	104
ANNEX 21: MARKET ECOSYSTEM FOR FRESH PRODUCE	105
ANNEX 22: WFP VALUE PROPOSITION FOR AGRICULTURE	107
ANNEX 23: AGRICULTURE SECTOR DIGITALISATION	112
ACRONYMS	120

# Annex 1: Evaluation Terms of Reference

## 1. Introduction

1. These Terms of Reference (TOR) are for the mid-term evaluation of WFP's support to smallholder farmers through an expanded portfolio across agriculture value chains in Bhutan. They were prepared by the WFP Bhutan Office based on an initial document review and consultation with stakeholders including the Ministry of Agriculture and Forests of the Royal Government of Bhutan (MoAF), Ministry of Education (MOE), Ministry of Health (MOH), and WFP's Country and regional UN and donor counterparts.
2. The evaluation is commissioned by the WFP Bhutan Country Office and will cover the period from January 2019 to June 2021. It coincides with and will complement the Mid-Term Review (MTR) of WFP's implementation of its Country Strategic Plan (2019-2023) and support to MoAF preparations for the UN Food Systems Summit. It will contribute to informing WFP's expanding role as the leading agency for food, agriculture and nutrition contributing to the Royal Government of Bhutan's Zero Hunger efforts (Sustainable Development Goal – SDG – 2) under the United Nations Sustainable Development Partner Framework (UNSDPF) (2019–2023) for Bhutan.
3. This is an Activity evaluation. The findings and recommendations will feed into the strategic formulation and implementation of Activity 1 of the WFP Bhutan Country Strategic Plan (CSP) (2019 – 2023): *'Assist the Government in its transition to a national school nutrition programme based on an integrated approach to school feeding that connects school feeding to nutrition education, school health and school agriculture and embeds gender, environmental and social safeguards in all activities, with strengthened supply chains and the optimization of school nutrition infrastructure'*. This represents the largest and increasingly strategic Activity in the current CSP.
4. The evaluation will be guided by WFP's support to the Royal Government of Bhutan that commenced in 2019 with a focus on supporting national policy development and pilot agriculture and food systems activities linking smallholder farmers to Government provision of nutritious food under its national school and wider institutional feeding programmes. Following a series of policy dialogues in 2019, and on the request of Government as part of its COVID-19 response under the National Economic Contingency Plan (NECP, 2020), these agriculture value chain activities expanded rapidly in 2020 to cover four of the Country's most vulnerable districts that are to be covered by the evaluation including Trongsa, Zhemgang, Lhuntse and Samtse.
5. Trongsa and Zhemgang are located in central Bhutan, Lhuntse in eastern and Samtse in the south. Each district represents a different agro-ecological zone. They are also among the poorest districts as per the 2018 national economic census and 2017 Poverty Assessment Report. Direct and indirect beneficiaries are smallholder farmers, at least 60 percent of them women who have been targeted with support to enhance agricultural production, post-harvest management and marketing toward an overall objective of enhancing household income and job creation. WFP investments include USD 145,000 to support the 2019 to 2020 work plan alongside USD 200,000 additional sources to support an agriculture stimulus plan under the NECP and Bhutan's COVID-19 response. Funds have been distributed equally across the four target districts with activities managed in partnership with local government offices and implementing agencies.

6. With WFP in the process of expanding its agriculture portfolio and role in leading Zero Hunger efforts to support the Royal Government of Bhutan, this Activity evaluation is primarily developmental. The TORs are therefore designed to ensure the evaluation findings, conclusions and recommendations provide a clear strategic direction for the Country Office both with respect to the current CSP (2019 – 2023) and the second generation CSP that will continue beyond 2023.
7. The evaluation started in March 2021 with preparation of these TOR. They will be followed by inception phase in June-August and field work up to October. The final evaluation report will be submitted in January 2022 for approval by March 2022 and will provide a critical input into the planned CSP Evaluation in 2022.

## 2. Reasons for the Evaluation

### 2.1. Rationale

8. The purpose of this developmental evaluation is to support strategic planning, learning, and accountability. It will benchmark WFP’s agriculture portfolio against Bhutan’s COVID-19 response and 12<sup>th</sup> Five-Year Plan (2018-2023) that introduced strategies to *“enhance food self-sufficiency and Renewable Natural Resources sector transformation through sustainable resource management”*. This will include examination of how effectively WFP responded to Government requests that it should develop a food systems portfolio that systematically promotes a sustainable and economically viable agriculture sector.<sup>1</sup>
9. Specifically, the evaluation is being commissioned to:
  - i. Assess and draw lessons from WFP assistance to the agriculture sector under the current CSP 2019-2023 that followed the handover of the school feeding programme to Government at the end of 2018 and sought to reinforce farm-to-school linkages, strengthen local economies, and give students access to more diverse and healthy locally produced foods.
  - ii. Establish the extent to which the skills and knowledge passed on by WFP to MoAF and MOE at the national and local levels, including as part of the COVID-19 response, were adopted and put to use, and whether this translated to support for farmer-to-school supply chain linkages.
  - iii. Build a clear contextual understanding of the wider role WFP and Government play in ensuring gender equality and women’s empowerment, climate smart agriculture, and nutrition sensitive agriculture act as interlinked drivers for a more sustainable, productive and nutritious food system in Bhutan that benefits women, men, girls and boys, and people living with disabilities.
  - iv. Identify and review how innovation opportunities have been promoted as part of efforts to integrate digitalisation in supply chain management and support market-responsive agricultural systems.
  - v. Assess the alignment of current and potential future agriculture and food systems contributions to Bhutan’s 12<sup>th</sup> Five Year Plan (2018-2023) in order to determine the potential for scaling up and identify which areas and what scope this should take.

---

<sup>1</sup> While the pandemic is an era-defining challenge to Bhutan, it is perceived nationally as an opportunity to turn “the need of the hour” into “the need of the nation” and address structural issues affecting Bhutan’s agriculture sector and develop opportunities for deep-rooted transformational change.

10. The WFP Bhutan Office will use the findings to assess and inform its positioning as the UN's inter-agency lead on agriculture and SDG2 under the UNSDPF (2018-2023). Together with its Government, UN and donor counterparts WFP will use the learning to develop strategies that will help Government incentivise food production and food and nutrition self-sufficiency. Attention will be given to alignment with the Economic Contingency Plan 2020 and national Build Back Better agenda for enhancing national resilience in the emerging context of the COVID-19 pandemic.
11. The evaluation will complement and support the planned MTR of WFP's current CSP with an in-depth analysis of WFP's specific engagement and learning in climate smart and nutrition sensitive agriculture, including their gender mainstreaming aspects. By building on MoAF-led contributions to the 2021 UN Food Systems Summit, it will also ensure the evaluative learning is coherent with capacity strengthening requests of emerging Government-led policy and operational initiatives.

## 2.2. Objectives

12. This evaluation will serve the dual reinforcing objectives of accountability and learning:
  - **Accountability** – The evaluation will assess and report on the performance and results of WFP's support to building smallholder farmer-to-school supply chain linkages in Bhutan, as well as its expanded portfolio across the agriculture value chain that formed part of the national COVID-19 response under the National Economic Contingency Plan (2020).
  - **Learning** – Emphasis will be given to assessing the reasons why results were achieved or not to draw lessons, derive good practices and pointers for learning. These evidence-based findings will inform WFP's operational and strategic decision-making and enhance future agriculture and school feeding activities in support of Government and WFP's UNSDPF commitments.
13. Emphasis will be given to the learning objective. The primary aim of the evaluation is to inform strategic decisions for the remaining period of the current CSP and to develop recommendations and a roadmap towards the 2<sup>nd</sup> Generation CSP (2G-CSP) in 2023. Specifically, this evaluation will:
  - i. Determine if the Technical Assistance support provided by WFP to Government was in line with the objectives agreed in the handover of school feeding under Activity 1 of the CSP in 2019 and subsequent requests for WFP expansion of its agriculture portfolio in 2020.
  - ii. Assess Activity performance in promoting and supporting emerging farmer-to-school linkages and supply chain innovation in Bhutan, including with respect to the mainstreaming of gender equality and women's empowerment (GEWE), and accountability to affected populations (AAP);<sup>2</sup>
  - iii. Provide opportunities for learning on how to strengthen food systems in Bhutan and the role of WFP in line with its 12<sup>th</sup> Five Year Plan (2018-2023), the related UNSDPF (2018-2023), the National Economic Contingency Plan 2020 and Build Back Better agenda.
  - iv. Provide WFP Regional Bureau Bangkok with insights on how WFP should position itself to best provide SDG2 related Technical Assistance to national governments in countries receiving limited donor support and in line with national UNSDPF (2018-2023) agreements.

---

<sup>2</sup> WFP, 2015. Gender Policy 2015-2020. WFP/EB.A/2015/5-A. The four Objectives include, (i) *Food assistance adapted to different needs*; (ii) *Equal participation*; (iii) *Decision-making by women and girls*; and (iv) *Gender and protection considerations*.

## 2.3. Stakeholders and Users

14. As a developmental evaluation, the methodology will prioritise the engagement and participation of national stakeholders in informing the analysis. The Ministry of Agriculture and Forests (MoAF), Ministry of Education (MOE), Ministry of Health (MOH) and Gross National Happiness Commission (GNHC) are primary stakeholders with a direct interest to learn and apply the lessons in line with Bhutan’s strategic national interests as agreed in the 12<sup>th</sup> Five Year Plan (2018-2023). Likewise, the UN Country Team (UNCT) and Rome Based Agencies (Food and Agriculture Organisation – FAO; International Fund for Agricultural Development – IFAD) will be primary stakeholders and participants in the evaluation process due to their shared desire to use the evaluation to guide joint implementation of the UNSDPF (2018-2023) and respond to Government priorities. Interested multilateral and bilateral agencies will include the Korea International Cooperation Agency (KOICA), World Bank and European Union.
15. The WFP CO will be the primary user of the evaluation. To support developmental aspects, the evaluation will include an extended period of in-country engagement to ensure the perspectives of beneficiaries and stakeholders are recognised such that the conclusions and recommendations support smallholder farmers, service providers and food consumers including women, men, boys and girls from different ethnic groups. Table 1 summarises the preliminary stakeholder analysis that will be updated in the inception phase.

**Table 1: Preliminary Stakeholder analysis**

Stakeholders	Interest in the evaluation and likely uses of the evaluation findings
<b>WFP INTERNAL STAKEHOLDERS</b>	
<b>Bhutan Country Office (CO)</b>	Responsible for positioning WFP in the agriculture sector in Bhutan and the planning and implementation of country level activities. It has a direct stake in the evaluation to inform strategic, policy and operational decision-making. The CO has to account for the results achieved and its partner relations and is keen to generate lessons to inform its future planning and drafting the 2G-CSP.
<b>Regional Bureau Bangkok (RBB)</b>	Responsible for CO oversight and technical guidance and support, RBB management has an interest in an independent analysis of CO operational performance, strategic direction and transferable learning to support other country offices. Regional Evaluation Officers will support the CO to ensure evaluation integrity, quality, credibility and utility.
<b>WFP HQ - Food Systems, School Feeding, Nutrition, Gender, Country Capacity Strengthening and Supply Chain Units</b>	WFP’s HQ technical units (and their regional counterparts) are responsible for issuing and overseeing the rollout of normative guidance on programme themes, activities and modalities, as well as overarching corporate policies and strategies. They will have an interest in the evaluation lessons inter-linking WFP country capacity strengthening and programme support to national food systems policies and practices to end hunger
<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring the evaluation delivers credible and useful findings, conclusions and recommendations of high quality, and respects provisions for impartiality and accountability to national and regional stakeholders as identified in the evaluation policy.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being kept informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Board

	but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Government</b>	The Ministry of Agriculture and Forests (MoAF), Department of Agriculture (DOA), Department of Agriculture Marketing & Cooperatives (DAMC) and Council for Renewable Natural Resources (RNR) transitioning agriculture to support self-sufficiency and value chain development. District Agriculture and Livestock Offices and local authorities are looking for support to agriculture and nutrition for value chain development and food self-sufficiency. The Ministry of Education (MoE) is interested in understanding farmer-to-school linkages and provision of nutritious school meals. The Ministry of Health (MoH) is interested in improving the nutrition status and social and behaviour change on food use among Bhutan citizens. The Statistical Division (RSD) and Gross National Happiness Commission (GNHC) have a direct interest to learn and apply the lessons from WFP activities in the government programmes and national use of metrics for tracking progress. The GNHC is also interested in harmonizing the actions of UNSDPF partners and actions related to country capacity strengthening, handover and sustainability.
<b>Food Corporation of Bhutan Limited (FCB)</b>	The FCBL is Bhutan's centralized procurement and distribution system for supply of essential food across the country. It was registered as the first State owned Enterprise under the Companies Act of the Kingdom of Bhutan. It operates a diversified business approach that includes engaging in trading of fast-moving consumer goods to enhance revenue generation and support for its social responsibilities
<b>Resident Coordinator's Office (RCO)</b>	To help government deliver its developmental objectives the RCO harmonizes UN agency contributions through the UN Country Team (UNCT) to support the 12 <sup>th</sup> Five Year Plan (2018-2023) and ensure WFP programmes contribute to UN common efforts as agreed in the UNSDPF and Annual Work Plan.
<b>Donors</b> EU, IFC, JICA, KOICA, World Bank	WFP operations are funded by a number of donors with an interest in knowing whether WFP Activity 1 interventions and the subsequent emergence of a wider agriculture portfolio have been effective and managed efficiently as well as in learning relevant to their strategies and programmes. Donors and financing institutions are also interested in mapping agency investments in the agriculture sector to promote synergy.
<b>Development Partners</b> Rome Based Agencies, ITC and UNDP	Under the UNSDPF, and in agreement with Government and the UNCT, WFP is providing coordination support to UNCT development partners engaged in agriculture including the Rome Based Agencies (FAO, IFAD), International Trade Centre (ITC), UNDP and the World Bank who are interested in lessons learned and best practice, joint needs assessments, a common understanding of agency programmes and their roles and opportunities for future partnerships that offer mutual value addition.
<b>NGOs</b> Tarayana Foundation, BAOWE	Tarayana Foundation is WFP's primary national NGO partner supporting Activity 1 implementation. They have strengths in women's organisations, community development and access to credit. The Bhutan Association of Women Entrepreneurs supports women's economic empowerment. The evaluation results will be used to support future WFP-CSO partnership arrangements, implementation modalities, and civil society strategic orientation and expansion.
<b>Beneficiaries</b>	For the WFP agriculture sector support under CSP Activity 1 smallholder farmers and women, men, boys and girls accessing meals in government institutions are the indirect beneficiaries. With Government requests for the expansion of WFP agriculture, food systems and nutrition the evaluation will draw on the perspectives of women, men, boys and girls from different ethnic groups alongside cooperatives, farmer organisations and women's groups to determine appropriate recommendations.

16. The Royal Government of Bhutan, through the National Commission for Women and Children (2019) is committed to ensuring gender equality and equitable socio-economic development of women and men, boys and girls. Likewise, WFP, through its Gender Policy (2015-2020) and associated Gender Action Plan and Gender Transformation programme is committed to ensuring gender equality and women's empowerment across all activities including with respect to Gender and Protection and Accountability to Affected Populations. The participation of, and consultation with women, men, boys and girls from different ethnic groups and people with disability during the evaluation process will be built into the evaluation design to ensure all perspectives are considered.

### 3. Context and Subject of the Evaluation

#### 3.1. Evaluation Context

17. Bhutan is a landlocked country located in the Eastern Himalayas between China and India with a total surface area of 38,394 km<sup>2</sup>. The estimated population of 764,940 in 2015 included representatives from across a significant number of ethnic and linguistic groups. While the country has achieved solid growth of its economy by managing its natural resources, foreign exchange remains reliant on exporting hydroelectric power leading to demands for economic diversification.
18. Guided by the national philosophy of "Gross National Happiness", Bhutan's Average annual Gross Domestic Product (GDP) growth has averaged 7.5 percent since the early 1980s. Gross National Income (GNI) per capita, at \$3,080 in 2018, is now three times the threshold for lower middle-income countries and only 10 percent below the threshold for upper-middle income countries. Poverty in 2011 measured using the \$3.20 poverty line has declined from 36 percent in 2007 to 12 percent in 2017.<sup>3</sup>
19. A key driver of poverty reduction has been a government focus on extending rural roads that has reduced the isolation of many rural communities and increased access to schools, health care and extension services, and markets. Access to health services has contributed to a reduction in the maternal mortality rate from an estimated 430 deaths per 100,000 live births in 2000 to 183 in 2017.<sup>4</sup> Life expectancy has also increased from 32 years in 1960 to 69 in 2016.<sup>5</sup> Access to schools means that fewer than 2 percent of girls and boys aged 6–16 are out of school, with equal participation of girls from pre-primary to grade 10 levels. Clean energy services have reduced women's work burden for fuelwood collection and household tasks in many areas of the country.
20. Nevertheless, nutrition in Bhutan presents a mixed picture. The country faces a triple burden of undernutrition, micronutrient deficiencies and obesity. Stunting remains stubbornly high at 21 percent while obesity has increased to 11.4 percent and with 33.5 percent of the population overweight.<sup>6</sup> Conversely areas of child nutrition have improved in recent years with wasting and underweight prevalence reduced to 4 and 9 percent respectively.

---

<sup>3</sup> Royal Government of Bhutan, 2017. Bhutan Poverty Analysis Report

<sup>4</sup> World Health Organisation, 2018. RMNCAH Factsheet. Available at, [https://www.who.int/gho/maternal\\_health/countries/btn.pdf?ua=1](https://www.who.int/gho/maternal_health/countries/btn.pdf?ua=1)

<sup>5</sup> World bank, 2016. Datacatalog.org

<sup>6</sup> Ministry of Health, 2015. National Nutrition Survey

21. Micronutrient deficiencies remain a major public health issue. Anaemia, a proxy indicator for micronutrient deficiencies, is at 44 percent for 6-59 months old children. Over 35 percent of non-pregnant women and 31 percent of adolescent girls are anaemic - an important indicator of future health as 6 percent of girls are married by the age of 15, and 26 percent by the age of 18. More than 1 in 5 preschool aged children and 17 percent of pregnant women are deficient in Vitamin A. Non-communicable diseases (NCD) continue to be the main health burden in the country, responsible for 69 percent of Bhutan's disease burden and 71 percent of deaths in 2019 caused by hypertension, cardiovascular diseases, cancer and diabetes.<sup>7</sup>
22. Economic growth has slowed to 3.8 percent in 2019 and has been affected by the COVID-19 pandemic and climate change. The need for further progress in eradicating poverty – and preventing people from falling back into poverty – is recognised.
23. With 51 percent of the population reliant on agriculture for their livelihoods (of which 28.1 percent are females and 23.1 percent males) convergence between poverty-eradication and natural resource management is reflected in the 12<sup>th</sup> Five Year Plan (2018-2023) which seeks to transition Bhutan from Least Developed Country status by 2023. Bhutan currently imports 50 percent of all food consumed nationally. The Macroeconomic Stability and Water, Food and Nutrition objectives of the 12<sup>th</sup> Five Year Plan (2018-2023) guides Bhutan's SDG2 Zero Hunger commitments by seeking to reduce this dependency while ensuring food self-sufficiency through sustainable agricultural commercialization, natural resource use, and nutrition sensitive food production.
24. Employment in agriculture consists mainly of self-employed small-scale subsistence farming with low productivity and often very limited value addition/processing. Some key challenges Bhutan faces in achieving food self-sufficiency, a balanced nutritious diet and sustainable resource use include,
  - Only 2.6 percent of the land area is available for arable agriculture.
  - Bhutan remains highly vulnerable to climate change with projected rainfall variability and increases in extreme weather events expected to jeopardize food production.
  - Food consumption of key food groups has worsened in recent years. 60 percent of proteins are consumed relative to food-based dietary guidelines, 54 percent of leafy vegetables and just 23 percent of fruits. In contrast the average Bhutanese consumes 161 percent of fats and oils relative to the guidelines and 128 percent of starchy staples.<sup>8</sup>
  - Marketing of agriculture produce remains a challenge in terms of aggregation, quality control, post-harvest handling and packaging, storage, transportation and connecting to viable markets. Risks to infrastructure connecting farmers to markets and supply chains from heavy rainfall and landslides are commonplace and exacerbated by regular seismic events.
  - The Covid-19 pandemic has exacerbated price fluctuations and price rises, restricted supply of agricultural inputs, reduced the labour force and caused increases in food storage losses and food waste leading to scarcity in certain commodities.
  - Knowledge management, documentation of lessons learned and scale-up of successful agriculture models is yet to be used to leverage opportunities in Bhutan's agriculture sector.

---

<sup>7</sup> Ministry of Health, 2019. Annual Health Bulletin

<sup>8</sup> Dizon, F., Wang, Z. and Mulmi P. 2021. The Cost of a Nutritious Diet in Bangladesh, Bhutan, India, and Nepal. World Bank, Policy Research Working Paper 9578.



25. Despite policy guarantees of gender equality in Bhutan, the country ranked 131 out of 153 countries in the Global Gender Gap Report 2020 with structural and cultural norms continuing to pose barriers to the realization of both gender equality and food consumption targets. Though equal wage earning is guaranteed among men and women, fewer women participate in economic activities largely due to cultural reasons. These concerns are particularly acute in rural areas where 83.3 percent of all rural working women are engaged in agriculture compared to 66 percent of men. Strategies to build gender equality and women’s empowerment within agriculture will therefore be pivotal to reducing the national Gender Gap.
26. More than half of the population in Bhutan is below the age of 24 and youth unemployment rates are high at 11.9 percent compared to the overall unemployment rate of 2.7 percent (National Statistical Bureau, 2019). Providing profitable job opportunities for the rural youth is considered key to mitigating the emerging issue of rural to urban migration while rejuvenating agricultural sector and reducing urban poverty.
27. There are numerous ethnic groups in Bhutan, and no one group constitutes a majority of the Bhutanese population. The Bhutanese are of four main ethnic groups, which themselves are not necessarily exclusive: Ngalop of western and northern Bhutan; the Shar chop of eastern Bhutan; the Lhotshampa concentrated in southern Bhutan; and Bhutanese tribal and aboriginal peoples living in villages scattered across the country. Recognised differences in agricultural practices, consumption habits and gender-related inheritance are evident across all ethnic groups.
28. WFP’s support to climate resilient agriculture and food system in Bhutan undertakes to supplement and complement the efforts of development partners and the Government’s efforts in achieving the objectives of the current 12th five year plan to promote commercialisation, agribusiness development and diversification while ensuring food self-sufficiency, through a value chain approach., Bhutan’s development partners for agricultural development include the Food and Agriculture Organisation (FAO), International Fund for Agricultural Development (IFAD), United Nations Development Programme (UNDP), European Union (EU), International Finance Corporation (IFC), Japanese International Cooperation Agency (JICA), KOICA, World Bank and Government of India, who represent Bhutan’s largest bilateral development partner. Examples of their assistance programmes in the agriculture sector are provided in Box 1.

**Box 1. Bhutan’s Agricultural Development Partners**

FAO’s work plan links to the national 12<sup>th</sup> Five-Year Development Plan. The Food Security and Agriculture Productivity Programme aims to raise agricultural production across 6 western and southern districts.

IFAD’s ongoing Commercial Agriculture and Resilient Livelihoods Enhancement Programme (CARLEP) operates across six eastern districts.

UNDP supports the agriculture sector with support on environment, climate change and livelihoods and is implementing a Green Climate Fund supported project ‘Supporting Climate Resilience and Transformational Changes in the Agriculture Sector in Bhutan’.

The International Trade Centre (ITC) supports export diversification and expansion targeting products linked to Bhutan’s small and medium enterprises including through the South Asia Free Trade Area.

JICA is focusing on agricultural and rural village development with support in farm machinery, farm road and irrigation infrastructure, and agriculture research and development.

29. Significant challenges have been posed by the National response to combat the effects of the COVID-19 pandemic. This has included two national lockdowns averaging a month; the zoning of the country into red, yellow and green zones; social distancing protocols; and enforcement of international and national travel restrictions affecting the movement of people and goods. This has led to stock-outs in agriculture seed and input supplies to farmers, and limited access for capacity building. Higher transportation costs have increased and farm input and food costs and interrupted value chains.
30. Drawing on these issues, and in support of the 12<sup>th</sup> Five Year Plan (2018-2023), WFP has agreed to become the inter-agency lead in agriculture and assume a knowledge management and coordination role among UNSDPF partners. The national framework for this role is Bhutan's 21<sup>st</sup> Century Economic Roadmap and Rural Natural Resources Strategy for 2040 (RNRS) that guide the framing of Bhutan's national SDG2 related policies and programmes.

### **3.2. Subject of the evaluation**

31. This Activity evaluation will explore changes in *"WFP's support to smallholder farmers and expanded portfolio across the agriculture value chain in Bhutan from January 2019 to June 2021"*. Partners to the evaluation will include the Ministry of Agriculture and Forestry and Ministry of Education as well as the Rome Based Agencies and Resident Coordinator's Office.
32. To enhance accountability, learning, and support strategic planning in a dynamic environment, it will adopt a developmental evaluation approach,<sup>9</sup> that will benchmark WFP's agriculture portfolio against Bhutan's COVID-19 response under the Economic Contingency Plan for the 21<sup>st</sup> Century and the 12<sup>th</sup> Five-Year Plan (2018-2023). This will include examination of:
  - i. The relevance and coherence of agriculture-related activities undertaken between January 2019 and June 2021 as outlined under Activity 1 of the CSP (2019-2023);
  - ii. How WFP responded to Government requests that it should develop a food systems portfolio that systematically promotes a sustainable and economically viable agriculture sector; and,
  - iii. CO efforts to develop partnerships with Government departments, parastatal entities such as the Food Corporation of Bhutan, and Rome Based Agencies under the guidance of the UNCT.
33. A summary of planned Activities, Outputs and Outcomes for the initial CSP Activity 1 is included in Annex 2. No amendment has been made to the WFP CSP in line with Government requests but will be considered in the light of the evaluation conclusions and recommendations. To this end, and in the absence of any WFP logical framework and/or theory of change for the original CSP Activity 1, the Evaluation will develop an intervention logic appropriate to the current and emerging properties of the agriculture portfolio that may also be used to support future programming. This will include consideration of WFP assistance in agriculture as outlined in Figure 1 alongside inter-agency coordination, knowledge sharing and supply chain optimization through digitalisation.
34. A number of gender, equity and inclusion dimensions can be identified in relation to the evaluation subject. Examples include: lower mobility and livelihood diversification among women living in rural

---

<sup>9</sup> Patton, M. (2011). *Developmental evaluation applying complexity concepts to enhance innovation and use*. New York, NY: Guilford Press.

areas; limited engagement of women in commercial agricultural production or income generation; fragmented landholdings that exacerbate women's higher productive and domestic labour burdens relative to men; women's limited representation in decision making processes such as in farmers' organisations; and, cultural norms that undervalue women's contributions in agriculture and household food and nutrition security.<sup>10</sup> However, no gender context analysis has been undertaken by WFP specific to the development of the Activity portfolio. The evaluation will therefore undertake a gender review as part of the evaluation process referring to the WFP Gender Policy (2014-2020) alongside independent assessments of factors affecting women and other disadvantaged groups engaged in food production and use in Bhutan.

### **3.3. Scope of the Evaluation**

35. This Activity evaluation will cover all components of WFP agriculture support to its National, Regional and District Government partners and direct and indirect beneficiaries over the period January 2019 to June 2020 in line with the planned Activities, Outputs and Outcomes in Annex 2.
36. The evaluation will explore WFP relationships with Government and its UNSDPF partners including areas of expansion currently under negotiation in 2021 (for example the Consolidated Livelihood Exercise for Analysing Resilience, CLEAR, and Government's provision of last-mile climate advisory services). More information on relevant partners is provided in Table 1 above.
37. Local target groups will include all smallholder farmers, men and women, boys and girls in four districts that have been selected in agreement with government counterparts and the evaluation will need to work with government staff working in Regional Agriculture Marketing and Cooperative offices, District Agriculture and Livestock Offices and local authorities.
38. Trongsa is the pilot district for the implementation of the national initiative on school and hospital feeding program where the strengthening of local producer groups has aimed to enhance the production of local nutritious fruits and vegetables for supply to schools and institutions in their vicinity as well as local district markets. Zhemgang and Samtse districts are ranked as the poorest districts and has the government's attention for poverty alleviation programs and is targeted for future scaling up of the programme and the opportunities of partnering FAO in Samtse. Lhuntse is a remote terminal district in east Bhutan that provides challenge in terms of effective agricultural marketing due to its isolation, distant markets and issues with transport costs and supply chain difficulties and the opportunities of partnering IFAD. This combination of districts will allow the evaluation to explore the relevance of WFP technical assistance and assess the potential technical and geographical expansion of approaches and partnerships for WFP to consider in future.

## **4. Evaluation Approach and Methodology**

---

<sup>10</sup> See for example: Asia Development Bank, 2014. Bhutan: Gender Equality Diagnostic of Selected Sectors; United Nations Development Programme, 2021. Bhutan Gender Analysis; World Bank Group, 2014. Bhutan Gender Policy Note; JICA, 2017. Survey of Country Gender Profile: Kingdom of Bhutan

## 4.1. Evaluation Criteria and Questions

39. The United Nations Evaluation Group evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency and Sustainability will be applied.<sup>11</sup> It will also give attention to assessing WFP adherence to corporate norms and standards for gender and protection, and accountability to affected populations. Because of the short 18-month timeframe of the intervention and focus on developmental aspects, the UNEG criteria for Impact will not be explored. The Evaluation Team should instead consider whether a section on lesson learning should be included in the final report.
40. The evaluation will address five questions allied to the criteria (Table 2). Collectively, the questions aim to highlight the design, delivery and emerging lessons from WFP's agriculture portfolio in Bhutan and to provide analysis of how WFP responded to changes in the national context, such as shifts in Government policy and programme priorities in reaction to the COVID-19 pandemic. Sub-questions will be further developed by the evaluation team during the inception phase.
41. Across the criteria and evaluation questions, the evaluation will explore the inclusion of efforts to mainstream GEWE and disaggregate data by sex and other relevant social factors in line with WFP's Gender Policy (2015-2020) and the UN System-wide Action Plan (UN-SWAP) on Gender Equality and the Empowerment of Women.

**Table 2: Evaluation criteria and evaluation questions**

<b>1. To what extent was the original portfolio of WFP Activity 1 farmer-to-school feeding interventions relevant to the priorities of Government, UN agencies and beneficiaries?</b>		<i>Relevance Coherence</i>
1.1.	<i>To what extent did WFP interventions respond to the priorities of national and sector policy frameworks and institutions?</i>	<i>Relevance</i>
1.2.	<i>How well did WFP agriculture-related interventions complement related government, donor and UNSDPF partner initiatives?</i>	<i>Coherence</i>
<b>2. What results has WFP 's Activity portfolio delivered or contributed to in Bhutan?</b>		<i>Effectiveness Efficiency</i>
2.1.	<i>What results for agriculture, food and nutrition security has WFP's programme response delivered or contributed to in Bhutan?</i>	<i>Effectiveness</i>
2.2.	<i>To what extent did WFP use its available resources in ways that helped improve the food production, incomes and participation of smallholder farmers including women and other disadvantaged social groups?</i>	<i>Effectiveness Efficiency Coherence</i>
<b>3. How well did WFP adapt and respond to shifts in national priorities including, but not limited to, in response to COVID-19 related impacts on food systems in Bhutan?</b>		<i>Relevance Effectiveness Efficiency</i>
3.1.	<i>How flexibly and swiftly did WFP initiate its programmatic adaptations to operational needs (e.g. beneficiary targeting, numbers, modalities, activities)?</i>	<i>Relevance Efficiency</i>
3.2.	<i>To what extent has WFP developed a revised agricultural programme portfolio in Bhutan?</i>	<i>Relevance Effectiveness</i>
3.3.	<i>In what ways has WFP responded to evidence-based analyses of the climate, nutrition and other relevant needs and concerns of different communities in Bhutan, including women, men, girls and boys and people living with disability?</i>	<i>Relevance Effectiveness Efficiency</i>

<sup>11</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<b>4. How well has WFP worked to integrate its emerging programme response with that of its partners in Bhutan?</b>		<b>Coherence Effectiveness Sustainability</b>
4.1.	<i>To what extent and how well has WFP supported Government responses to COVID-19 and other trends?</i>	Coherence Sustainability
4.2.	<i>To what extent has WFP maintained or broadened its operational partnerships, coordination, and/or knowledge sharing and what, if any, mutual benefits did this bring?</i>	Coherence Sustainability
4.3.	<i>To what extent have the CO's external and internal resource mobilisation efforts allowed it to respond flexibly to changing needs?</i>	Efficiency Effectiveness
<b>5. To what extent is WFP's emerging portfolio of agriculture related activities in Bhutan sustainable?</b>		<b>Effectiveness Efficiency Sustainability</b>
5.1.	<i>What is the potential for the results of WFP's agriculture portfolio in Bhutan to be sustainable, and what factors will contribute to this?</i>	Sustainability
5.2.	<i>What new models or approaches have been supported or missed by WFP with respect to its agriculture programme portfolio?</i>	Effectiveness Sustainability
5.3.	<i>What is the readiness of the WFP CO to further develop opportunities in relation to agriculture support to Bhutan?</i>	Efficiency Sustainability

## 4.2. Evaluation Approach

42. This evaluation will follow WFP's Decentralized Evaluation Quality Assurance System (DEQAS) guidance. The evaluative process will be guided by a line of enquiry that explores how the WFP Bhutan CO selected and adapted the portfolio of agriculture activities, projects and capacities in responded to the shifting demands placed on the organisation by the Royal Government of Bhutan including, but not limited to, in response to the COVID-19 pandemic.

43. At the core of the evaluation design are elements of a developmental evaluation model. Some key developmental considerations include:

- i. The evaluative process is contributing to the ongoing development of the CO agriculture-related programme portfolio in line with Government, WFP corporate and UN agency adjustments that will have medium and longer-term impacts on the organisation's programmatic focus in Bhutan.
- ii. The evaluation is being undertaken within the context of the Royal Government of Bhutan's ongoing COVID-19 response and consequent shifts in WFP's focus and approach, alongside those of its existing and potential partners such as the Rome Based Agencies.
- iii. The evaluation requirement of WFP and other stakeholders in Bhutan is for a utilization-focused approach explicitly geared to providing useful evaluative input to support learning contributions that help shape organisational and programmatic adjustments.<sup>12</sup>

44. To incorporate a developmental evaluation approach the evaluation should reflect a series of key underlying requirements or principles:

<sup>12</sup> Patton, M., 2008. Utilization-Focused Evaluation, Fourth Edition, Saint Paul, MN

- i. An open, receptive and adaptive approach that encourages a high level of CO ownership and ensures a willingness to adapt the evaluation process when required;
- ii. A high level of engagement with WFP CO staff during data collection (as well as with Regional Bureau Bangkok and Head Office when appropriate), with regular feedback opportunities;
- iii. The regular presentation of emerging findings, conclusions and implications by the evaluation team to WFP internal and external stakeholders;
- iv. An interdisciplinary and collegiate approach within the evaluation team involving regular discussions and communications to harness its collective expertise and experience.

### **4.3. Methodology**

45. The evaluation methodology will be designed to address the expectations as set out in the UN Evaluation Group (UNEG) evaluation criteria of Relevance, Effectiveness, Efficiency and Sustainability and their associated Evaluation Questions (Table 2). The evaluation should follow a systematic mixed-methods developmental evaluation approach that enables the ongoing analysis and validation of findings with the involvement of WFP staff and other stakeholders.

46. An Evaluation Matrix should be developed during the inception phase that maps the specific tools to be used across the individual evaluation questions, criteria and Activity 1 indicators while considering data availability challenges, and timing and access constraints.

#### *Evaluation methods*

47. No intervention logic was developed to guide Activity implementation and its subsequent expansion. During the inception phase the evaluation should therefore develop a retrospective logic model to support the evaluation process, data collection and analysis relating the evaluation questions 1 and 2, and to support potential adoption by the CO as it continues Activity-related operations into the next CSP period.

48. In line with the evaluation questions, the methodology should consider the use of 'evidence summaries' to support the developmental evaluation process. These will function as learning pieces for the WFP CO that contribute both to the evidence base of the evaluation and to enabling WFP staff to engage in building common understanding of the evaluation findings. Examples of proposed evidence summaries include:

- WFP's role in supporting nutrition sensitive agriculture and integrated strategies to improve climate resilient/smart agriculture in Bhutan;
- WFP's role in boosting smallholder farmer incomes, asset creation and jobs in agriculture in ways that respond to gender and age (e.g. youth) considerations and promote social inclusion;
- WFP's role in developing supply chain strategies to support value chain development and farmer engagement in post-harvest management including through digital innovation.

49. The methodology should demonstrate impartiality and lack of bias by relying on a cross-section of information sources (e.g. stakeholder groups) and using a mixed methods approach (e.g. quantitative, qualitative) to ensure the triangulation of information collected across a mix of primary and secondary sources with different techniques including Key Informant Interviews (KIIs) conducted following a semi-structured interview protocol that aligns with the evaluation questions.

Focus Group Discussions (FGDs) should be facilitated with WFP and external stakeholder groups to ensure different perspectives inform the findings.

50. It is recommended the evaluation team develop an observational protocol to guide its engagement in ongoing multi-stakeholder processes and meetings. The evaluation should also consider reviewing the quality of relationships operating between Government, WFP, UN, private sector, NGO (civil society) and community stakeholders at the national, Regional, District and local levels.
51. Data triangulation should be used to ensure the diverse perspectives and voices of women, men, girls and boys are recorded and compared to wider stakeholder perceptions. The views of relevant WFP internal CO, Regional Bureau and Headquarter staff members should be contrasted and explored. Strong emphasis should also be given to understanding WFP internal perspectives with the comparative views of Government stakeholders, as well as with UNCT members. A strong protocol on maintaining methodical qualitative data records should be followed.
52. All primary data from interviews, workshops, process observation and focus group studies should be triangulated with relevant secondary data and documentary analyses. The document review should span WFP, donor, UN, Government, NGO and research outputs. These will include policies and strategies; project planning and implementation documents; reports and reviews; research studies, surveys and assessments; as well as WFP internal reporting and budgets.
53. The evaluation team should apply OEV's Technical Note for Gender Integration in WFP Evaluations and the UN System-Wide Action Plan 2.0 on mainstreaming Gender Equality and Empowerment of Women. The methodology should be sensitive to GEWE considerations in its adoption of data collection methods (such as sex disaggregated FGDs using a female interviewer to guide discussions). Sampling should ensure the equal representation of men, women and disadvantaged groups to ensure the different perspectives of women, men, boys and girls are included. Consideration should be given to geographical coverage across target Districts to ensure ethnic considerations are listened to.

#### *Evaluation report*

54. The aggregation of learning from evidence summaries alongside primary and secondary data analysis will provide the foundation for construction of the Evaluation Report during the second half of the evaluation process. This will respond to the four high-level evaluation questions and address WFP accountability needs. While the evaluation should apply evidence drawn from all examples of the evaluation methods and their triangulation, evidence generation will constitute a preliminary 'layer' of activity while the evaluation is proceeding. Evidence should also be aggregated and lifted in ways that support a strategic lens to be used to explore the focus, role, and business opportunity for WFP in Bhutan as appropriate to the four evaluation questions. The proposed developmental evaluation approach should therefore promote sequential learning internally within WFP as well as with its government, agency and donor counterparts.

#### **4.4. Evaluation Risks**

55. The key evaluation risks relate to COVID-19 travel restrictions and data availability.

56. Quarantine will affect access to the country for the international team leader. As a developmental evaluation the proposed approach and budget allocation will therefore support an extended data collection visit by the international team leader who will work alongside two national evaluation team members. High level clearance for the entry visa has already been explored with a positive response and a long lead-in time will be provided to formalise this request.
57. The inception phase will be undertaken remotely. By conducting remote KIIs with Government and partner key informants this will allow the evaluation team to test the contingency of a fully remote evaluation before the data collection phase should this be required.
58. In-country COVID-19 restrictions may also limit access to field locations, beneficiaries and their community leaders and organisations. Access to the worldwide web and telephone coverage is widespread in Bhutan (for example, over 90 percent of schools have web access) which will allow national evaluation team members to undertake remote interviews and discussions with District and Ward level government and community representatives.
59. Data gaps will affect the evaluation including gaps in gender and age disaggregated data, Country Office and Government document records, and the absence of baseline data specific to the evolving role WFP has adopted in Agriculture. No previous relevant evaluation has been completed by the CO. Field level data on the value and volume of produce as well as farmer-to-school linkages has been limited by COVID-19 travel restrictions which meant the planned training of farmer groups and cooperatives on record keeping and reporting did not happen in 2020.
60. The evaluation will therefore be reliant on secondary data from WFP Standard Project Reports and Annual Country Reports; WFP donor reports; NGO partner reports; WFP, Government and UN communications; and national and agency-led needs assessments and surveys. An analysis of data availability and reliability should be included as part of the inception phase to inform the data collection methods and the balance across qualitative and quantitative aspects.

#### **4.5. Quality Assurance**

61. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) will define the quality standards expected from this evaluation with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for the evaluation to review and use. DEQAS is based on the UN Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community and will ensure that the evaluation process and products conform to best practice agreed under the UNEG Ethical Guidelines for Evaluations as per the DEQAS Process Guide. WFP has also developed a set of Quality Assurance Checklists for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products.
62. The evaluation team will ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. In the context of potential COVID-19 impacts on the evaluation process, the approach to Quality Assurance will seek to support changes to the data collection approach or focus to ensure the findings are made on the basis of credible evidence.
63. An outsourced quality support service will review draft inception and evaluation reports (in addition to the draft TOR) and will provide recommendations on how to improve the evaluation approach



and methodology (inception report) and quality of the final product (evaluation report). The quality assurance process will not interfere with the views and independence of evaluation team. It will be used to ensure the evaluation process adjusts to the shifting context, and that the report's findings, conclusions and recommendations are based on clear and convincing evidence.

64. An Evaluation Manager will ensure the accessibility of all relevant documentation within the provisions of the directive on disclosure of information as described by WFP's Directive CP2010/001 on Information Disclosure. S/he will review the feedback and recommendations from the quality support service and share with the team leader, who will use them to finalise the inception and evaluation reports. A rationale should be provided by the evaluation team for any recommendations that are not considered when finalising the report.
65. An Evaluation Committee (Annex 4) has been ascribed for oversight of the Decentralised Evaluation process and to support the evaluation team leader.
66. The final evaluation report will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be published on the WFP web sites alongside the evaluation reports.

#### **4.6. Ethical considerations**

67. The evaluation will be conducted in accordance with the UNEG ethical principles for evaluation and follow the updated UNEG Ethical Guidance for evaluation.<sup>13</sup> This includes ensuring Integrity, Accountability and Beneficence, alongside Respect for dignity and diversity, and the fair representation of the views of different stakeholders. The evaluation should ensure confidentiality and comply with ethics in research involving children and/or vulnerable groups. The evaluation team should set out protocols for stakeholder and beneficiary engagement and ensure ethical safeguards are provided that include the avoidance of harm and provisions for the reporting of ethical concerns.
68. The evaluation will be conducted by a team of three independent consultants. The evaluation team must not have been involved in the design or implementation of the CSP Activity, its follow-up, or have any other conflicts of interest. Selection of the team will be guided by WFP guidelines on recruiting evaluation teams.
69. The evaluation team must show flexibility in line with the developmental evaluation approach and potential disruption to planned methodology due to COVID-19 (see also 4.4 Evaluation Risks). Data collection tools must be designed to be culturally (and age) appropriate. Where possible, attention should be given to ensuring the representation of ethnic minorities and groups living in remote areas. The design of data collection tools should be culturally appropriate and not create distress for respondents. The inception report should consider protocols for the collection of sensitive information. Data collection visits must be planned in collaboration with the relevant stakeholders and organized at the appropriate time and place to minimize risk or inconvenience to respondents.

---

<sup>13</sup> UNEG, 2020. Ethical Guidelines for Evaluation.

## 5. Organization of the Evaluation

### 5.1. Phases and Deliverables

70. The evaluation will proceed through the following phases (Figure 3) as supported by the [DEQAS Process Guide](#).

**Figure 3: Summary evaluation process map**



71. **Preparatory phase:** This includes finalisation of the TOR including external quality assurance, the recruitment of the evaluation team and the formation of the evaluation committee. This phase is expected to be completed by the end of April 2021. Revisions to the TOR may take place during the inception phase.
72. **Inception phase:** The evaluation team is responsible for conducting a comprehensive desk review of available data. He/she should inform the Evaluation Manager about any information gaps to be addressed. The evaluation team should suggest revisions to the TOR if needed and prepare a draft inception report by the end of June detailing the methodology and plan for the evaluation mission.
73. **Evaluation phase:** The evaluation team will conduct field-level data collection expected to take place during 2 Missions during June-July (Inception Mission) and September-October 2021.<sup>14</sup> The evaluation team will communicate regularly with the Evaluation Manager to prepare for the mission, including site visits, meetings with internal and external stakeholders, and a debriefing session at the WFP Bhutan CO at end of the mission to present preliminary findings.
74. **Data analysis and reporting:** The evaluation is expected to produce a presentation towards the end of the data collection visit that explains the evaluation and main findings. The Team Leader should be available to present the final report, either on-site in Bhutan or through a conference call. The Evaluation is also expected to deliver a final evaluation report in November 2021 based on the draft version feedback received following completion of the quality assurance protocol.
75. **Dissemination and follow-up:** Within 10 weeks following delivery of the final report, WFP Bhutan CO will be responsible to prepare their management response, to be made publicly available along with the report on WFP's external website. A Communication and Learning Plan and [Template](#) will be developed by the evaluation team and Country Office Manager outlining the channels for distribution and the timeline for the products that will be disseminated.
76. WFP's [Inception Report template](#) and [Evaluation Report template](#) should be followed for each stage, with associated deadlines as outlined in Annex 3.

---

<sup>14</sup> Note that due to the evaluation limitations, it is intended that the evaluator will be embedded within the CO team during these two periods. Some of the data collection and stakeholder liaison will likely occur during the Inception.

## 5.2. Roles and Responsibilities

77. The WFP Bhutan **Country Office Manager (Head of Office)** will take responsibility to:

- Assign an Evaluation Manager for the evaluation.
- Compose the internal Evaluation Committee and Evaluation Reference Group (below).
- Approve the final TOR, inception and evaluation reports.
- Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see also the DEQAS [Technical Note on Evaluation Independence and Impartiality](#)).
- Ensure alignment between the evaluation and its ability to inform the MTR of the Country Strategic Plan (2019-2023).
- Ensure the evaluation reflects Bhutan's national contributions to the UN Food Systems Summit.
- Participate in discussions with the evaluation team and Evaluation Manager on the evaluation design, the evaluation subject, and its performance and results.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations

78. The **Evaluation Manager** will,

- Manage the evaluation process through all phases including drafting these TOR.
- Ensure quality assurance mechanisms are operational including independence and impartiality considerations.
- Consolidate and share comments on draft TOR, inception and evaluation reports with the evaluation team.
- Ensure expected use of quality assurance mechanisms (checklists, quality support).
- Ensure the evaluation team has access to all documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings and field visits; provide logistic support to the fieldwork; and arrange for interpretation when required
- Organise security briefings for the evaluation team and provide any security materials as required.

79. An internal **Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation. The Committee members will include:

- Evaluation Chair – Head of Office, WFP Bhutan Country Office – Svante Helms
- Evaluation Manager - M&E Officer – Udaya Sharma
- Member – Regional Evaluation Officer – Yumiko Kanemitsu
- Member – Activity Owner – Binai Lama
- Member – Activity Owner – Dungkar Drukpa
- Member, Outcome Manager – Kencho Wangmo
- Member - Procurement Officer / Digitalisation and Supply Chain – Temmy Tanubrata

80. An **Evaluation Reference Group** has been formed, with representation to include stakeholders from government and UNSDPF partners. The ERG members will review and comment on the draft evaluation products and act as key informants in order to further safeguard against bias and influence.

### **Evaluation Reference Group WFP Internal members**

- Evaluation Chair – Head of Office

- Evaluation Manager – CO M&E Officer
- Member – Regional Evaluation Officer
- Member – 2 Programme officers directly in charge of agriculture portfolio in the CO
- Member – 1 Programme officer, Outcome Manager of the Activity in the CO
- WFP Regional Monitoring Officer
- WFP Regional Climate Change Officer
- WFP Regional School Feeding Officer
- WFP Regional Gender Officer

**Evaluation Reference Group, external representatives (Government, UN agencies, Donors)**

- Chief Programme Officer, Department of Agriculture, Ministry of Agriculture and Forests
- Chief Programme Officer, Department of Agriculture Marketing and Cooperatives, Ministry of Agriculture and Forests
- Chief Programme Officer, School Health and Nutrition Division, Ministry of Education
- Programme Officer, KOICA Bhutan
- Assistant Representative, FAO Bhutan
- Portfolio Manager, IFAD Bhutan/Nepal

81. **External Stakeholders (Government, NGOs, UN agencies, Donors, Beneficiaries)** will provide the information and feedback on the collaboration during planning and implementing of the agriculture projects. Particular emphasis will be given to ensuring close liaison with the UNCT. For example,

- Government (MOAF, MOE, MOH), Donor (KOICA, JICA, EU, World Bank) and UN Agency stakeholders (including the Resident Coordinator’s Office, FAO, IFAD, UNDP) will be invited to participate in stakeholder consultation interviews, FGDs and meetings; feedback reviews of evidence summaries and preliminary findings; comment on report drafts; and advise on the relevance and coherence of WFP’s emerging portfolio with policies, programmes and donor commitments. Particular emphasis will be given to seeking alignment and WFP value addition to the UN “Delivering as One” agenda in Bhutan.
- Beneficiaries (smallholder farming households, community leaders, farmer’s organisations, women’s organisations and cooperatives from different ethnic groups across the 4 sample districts) will be consulted throughout the evaluation process to secure their critical inputs to assessing the relevance and results of WFP activities and advise on their future. Beneficiaries will participate in individual KIIs and gender disaggregated FGDs and be invited to comment on emerging findings.

82. **The Regional Bureau:** as part of the Evaluation Committee the Regional Bureau will:

- Advise the Evaluation Manager and provide support to the evaluation process where appropriate.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required.
- Ensure quality assurance mechanisms are operational including independence and impartiality considerations that may result from the evaluation lead being embedded within the WFP Country Office.
- Provide comments on the draft TOR, Inception and Evaluation reports

- Support the Management Response to the evaluation and track the implementation of the recommendations.
83. While the Regional Evaluation Officer Yumiko Kanemitsu will perform most of the above responsibilities, other RB relevant technical staff including the Regional Evaluation Consultant Stuart Coupe will participate in the evaluation reference group and/or comment on evaluation products as appropriate.
84. **Relevant WFP Headquarters divisions** responsible for Food Systems, Climate Action, School Feeding, Nutrition, Gender, Country Capacity Strengthening and Supply Chain Management will be invited to:
- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.
  - Comment on the evaluation TOR, inception and evaluation reports, as required.
85. **The Office of Evaluation (OEV).** OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft ToR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function on request.

### 5.3. Team composition and competencies

86. The evaluation should be carried out by an evaluation team with an international team leader and two national team members. The inclusion of national staff is essential to the unique context, which requires the team to have strong contextual knowledge. The team should be gender balanced and age heterogeneous with appropriate skills and attitudes to assess the gender and human rights as well as technical and cultural dimensions of the evaluation.
87. The team leader will bring together a complementary combination of the technical, socioeconomic and institutional expertise required and have a track record of excellent written work on similar assignments as well as leadership, analytical, communication and presentation skills and have a high-level degree. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology including its technical, institutional and gender and social inclusion aspects; ii) guiding and managing the evaluation process; iii) leading the evaluation mission (including, potentially remotely); iv) coordinating and leading regular presentations and feedback sessions with stakeholders; v) drafting and revising the inception report, data analysis and preliminary findings debriefings, evidence summaries, and final evaluation report in line with DEQAS guidelines.
88. Evaluation team members should demonstrate complementary skills including: (i) extensive technical and operational experience in agriculture and rural development in Bhutan including experience of engaging and working with government entities; and (ii) social sciences, human rights, gender and social inclusion. Strong, complementary analytical and communication skills will be required across the team members who should demonstrate a strong practical knowledge and experience of data collection, analysis and reporting in their areas of specialism. Emphasis should be given to experience in stakeholder consultations at national, district and local levels in Bhutan, with positive experiences of mobilising and supporting the participation of women, men, boys and

girls and disadvantaged groups. Complementary language skills will be desirable alongside a desire to ensure a fully gender and culturally responsive and participatory developmental evaluation.

89. Desirable skills and experience across the team include leading or supporting strategic planning processes with UN agencies in SDG2 related areas in collaboration with Government counterparts; and previous WFP and/or UN related international experience that includes support to, or the evaluation of, country capacity strengthening and both policy and programme development.
90. As a developmental evaluation, team members should be willing to work in a collegiate manner, maintain close communication with the WFP evaluation manager and CO staff, and promote wider stakeholder engagement as a key ongoing component of the evaluation. Wider inputs external to Bhutan should be sought with the support of the regional Evaluation Coordinator.

#### **5.4. Security Considerations**

91. As an independently hired consultant the evaluation team will be covered by the UN Department of Safety and Security (UNDSS) system for UN personnel which covers WFP staff and consultants contracted directly by WFP. The international consultant must obtain UNDSS security clearance for travelling to Bhutan and complete the UN system's Basic Security in the Field course in advance of any visit, print out their certificate and bring it with them.<sup>15</sup>
92. The evaluation team should follow government COVID-19 protocols in terms of travel, face to face meetings, beneficiary consultations and COVID-19 tests. The national COVID-19 task force is supported by two regional task forces that provide an advisory service and update the regulatory framework. The national and regional task forces are supported by an incident commander in each district who heads a district team responsible for enforcing COVID-19 protocols at the local level.
93. Bhutan is not a high-risk country in terms of security and the CO considers there to be no specific risks facing women members of the evaluation team. Nevertheless, to avoid any security incidents, the evaluation team should strictly observe all applicable UN security rules and regulations.
94. A security briefing will be provided to the evaluation team to ensure understanding of the security situation on the ground. Security clearance for travel within country, where required, is to be obtained through WFP Thimphu.
95. To avoid any security incidents, the Evaluation Manager will ensure that:
  - WFP CO registers the evaluation team with the Security Officer and team leader on arrival in country and arranges a security briefing.
  - The evaluation team follows in-country security guidance and avoids areas identified as per the security briefing.
  - The evaluation team observes all applicable UN security rules and regulations.
  - Required approval from relevant authorities is organised on a timely basis for field visits.

---

<sup>15</sup> Field Courses: [Basic](#), [Advanced](#)

## **5.5. Communication**

96. To ensure a smooth and efficient process and enhance the learning from this developmental evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders in all phases. The evaluation team is encouraged to meet with as many internal and external stakeholders on-site as the evaluation mission timing and schedule allows and facilitate a debrief to present preliminary findings at the end of the mission.
97. The Communication and Learning Plan will be developed by the evaluation manager and should include a GEWE responsive dissemination strategy, indicating how findings including gender mainstreaming conclusions and recommendations will be disseminated and how stakeholders affected by GEWE issues will be engaged.
98. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. Following the approval of the final evaluation report, the evaluation report and executive summary will be disseminated by the WFP CO among Government, UNCT and UNSDPF partners as part of preparations for the planned CSP evaluation in 2023.
99. The evaluation will be carried out and reported in English.

## **5.6. Budget**

100. For the purpose of this evaluation, WFP will follow recruitment option a) Recruitment of individual consultants through Human Resources in which the budget will be determined by WFP human resources regulations on consultancy rates.
101. The budget will be determined upon procurement and will depend on factors such as the number and daily rates of the evaluation team, and the extensive demand for primary data collection required by the evaluation.
102. Travel, subsistence and other direct expenses will be accounted for in the proposed budget in line with the extended period of embedding the consultant within the Country Office team. At least one country visit involving international travel (alongside potential regional travel to visit donor and partner offices in India and Bangkok) is expected, alongside substantial travel within Bhutan during field familiarisation, stakeholder liaison and data collection processes.
103. The budget will include a relatively high level of special communication-related provisions to support stakeholder workshops and field and District level translation support to KIIs and FGDs.

## Annex 2: Summary of documentation reviewed

- ADB, 2014. Bhutan: Gender Equality Diagnostic of Selected Sectors. Manila: Asia Development Bank. <https://www.adb.org/documents/bhutan-gender-equality-diagnostic-selected-sectors>
- ADB, 2021. Bhutan Climate Risk Profile. Asia Development Bank Online. <https://reliefweb.int/sites/reliefweb.int/files/resources/climate-risk-country-profile-bhutan.pdf>
- Atwood, S. J., Nagpal, S., Mbuya, N.V., and Laviolette, L. 2014. Nutrition in Bhutan: situational analysis and policy recommendations. Health, Nutrition and Population Discussion Paper: World Bank Group. <https://econpapers.repec.org/paper/wbkhnps/94029.htm>
- Bhutan Foundation, 2021. Sibjam to address and solve food supply chain constraints in Bhutan. Press Release (November 2021). <https://www.bhutanfound.org/sibjam-to-address-and-solve-food-supply-chain-constraints-in-bhutan/>
- Catholic Relief Services, 2017. Supporting markets in emergencies. CALP Network Online. <https://www.calpnetwork.org/wp-content/uploads/2020/03/market-support-scoping-study2may2017finalemail-web-1-1.pdf>
- CIAT; World Bank, 2017. Climate-Smart Agriculture in Bhutan. CSA Country Profiles for Asia Series. International Center for Tropical Agriculture (CIAT); The World Bank. Washington, D.C. 26 p. [https://cgspace.cgiar.org/bitstream/handle/10568/83338/CSA\\_Profile\\_Bhutan.pdf?sequence=1&isAllowed=y](https://cgspace.cgiar.org/bitstream/handle/10568/83338/CSA_Profile_Bhutan.pdf?sequence=1&isAllowed=y)
- Dizon, F., Wang, Z., Mulmi, P., 2021. The Cost of a Nutritious Diet in Bangladesh, Bhutan, India, and Nepal. Policy Research Working Paper 9578: World Bank Group. <https://openknowledge.worldbank.org/handle/10986/35285>
- Dizon, F., *et al.*, 2019. Harnessing Spatial Opportunities in Agriculture for Economic Transformation: Bhutan Policy Note. World Bank: Thimphu. <https://openknowledge.worldbank.org/handle/10986/31530>
- EMMA, 2021. Market System Mapping and Analysis Toolkit. Emergency Market Mapping Approach Online. <https://www.emma-toolkit.org/market-system-mapping-tool>
- FAO, 2021. [Assessment of agricultural plastics and their sustainability: A call for action](https://www.fao.org/publications/card/en/c/CB7856EN). FAO: Rome. <https://www.fao.org/publications/card/en/c/CB7856EN>
- FAO, 2021. Food Systems Assessment: working towards the sustainable development goals. FAO: Thimphu. <https://www.fao.org/publications/card/en/c/CB5908EN/>
- FAO & WFP, 2018. Home-Grown School Feeding, Resource Framework. FAO, WFP, IFAD, NEPAD, Partnership for Child Development, Global Child Nutrition Foundation, WFP Centre of Excellence against Hunger. <https://www.wfp.org/publications/home-grown-school-feeding-resource-framework>
- FAO, IFAD and WFP, 2021. Joint evaluation of collaboration among the United Nations Rome-Based Agencies. FAO: Rome. <https://doi.org/10.4060/cb7289en>
- International Telecommunications Union, 2017. Measuring the Information Society Report, Volume 2. Bhutan Country Profile. [https://www.itu.int/en/ITU-D/LDCs/Documents/2017/Country\\_Profiles/Country\\_Profile\\_Bhutan.pdf](https://www.itu.int/en/ITU-D/LDCs/Documents/2017/Country_Profiles/Country_Profile_Bhutan.pdf)
- JICA, 2017. Survey of Country Gender Profile (Kingdom of Bhutan). Thimphu: Japan International Coordination Agency. [https://www.jica.go.jp/english/our\\_work/thematic\\_issues/gender/background/c8h0vm0000anjqj6-att/bhutan\\_2017.pdf](https://www.jica.go.jp/english/our_work/thematic_issues/gender/background/c8h0vm0000anjqj6-att/bhutan_2017.pdf)
- JICA, 2020. ICA's identified good practices: Continuous Technical Support to Agriculture Research and Development Centre in Wengkhari. Thimphu: Japan International Coordination Agency



- JICA, 2020. ICA's identified good practices: Multiple Support to Agriculture Mechanization to develop hiring service. Thimphu: Japan International Coordination Agency
- ICS, 2013. Standards of Conduct for the International Civil Service. ICSC: New York.  
<https://icsc.un.org/Resources/General/Publications/standardsE.pdf>
- Juillard, H., *et al.*, 2016. The influence of market support interventions on household food security. An evidence synthesis protocol. Oxfam GB: Oxford. <https://fic.tufts.edu/wp-content/uploads/rr-market-support-food-security-humanitarian-emergencies-protocol-310716-en.pdf>
- Lee, E., Smathers, C., Zubieta, A.C., Ginnetti, S., Shah, A. & Freedman, D.A., 2019. Identifying indicators of readiness and capacity for implementing farm-to-school interventions. *The Journal of School Health* 89.5, p. 373-381. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6519171/>
- Mintzberg, H., Ghoshal, S., and Quinn, J. B, 1998. The strategy process. London: Prentice Hall.  
<https://www.pearson.com/uk/educators/higher-education-educators/program/Mintzberg-Strategy-Process-The-4th-Edition/PGM544340.html>
- OECD-DAC, 2010. Quality Standards for Development Evaluation.  
<https://www.oecd.org/development/evaluation/qualitystandards.pdf>
- Om Bhandari, 2020. Safeguarding Food Self-Sufficiency in the Time of COVID-19: Lessons from Bhutan. ORF Issue Brief No. 429. Observer Research Foundation. [https://www.orfonline.org/wp-content/uploads/2020/12/ORF\\_IssueBrief\\_429\\_Bhutan-Food\\_FinalForUpload.pdf](https://www.orfonline.org/wp-content/uploads/2020/12/ORF_IssueBrief_429_Bhutan-Food_FinalForUpload.pdf)
- Patton, M. (2011). Developmental evaluation: applying complexity concepts to enhance innovation and use. Guilford Books. <https://www.guilford.com/books/Developmental-Evaluation/Michael-Quinn-Patton/9781606238721>
- Pingali, P. and Abraham, M., 2019. Unraveling India's malnutrition dilemma: A path toward nutrition-sensitive agriculture. Chapter 17 in, 'Agriculture for Improved Nutrition: Seizing the Momentum' (eds S. Fan, S. Yosef and R. Pandya-Lorch) pp178-188. IFPRI: CAB International.  
<https://www.ifpri.org/publication/unraveling-indias-malnutrition-dilemma-path-toward-nutrition-sensitive-agriculture>
- RGOB, 2009. Bhutan information and communications technology policy and strategies (update 1). Ministry of Information & Communications: Thimphu. [https://www.moic.gov.bt/wp-content/uploads/2016/05/bips\\_update.pdf](https://www.moic.gov.bt/wp-content/uploads/2016/05/bips_update.pdf)
- RGOB, 2014. Food and Nutrition Security Policy of the Kingdom of Bhutan.  
<http://extwprlegs1.fao.org/docs/pdf/bhu175533.pdf>
- RGOB, 2015. National Nutrition Survey. Ministry of Health: Thimphu.  
<http://maternalnutritionsouthasia.com/wp-content/uploads/Bhutan-NNS-2015.pdf>
- RGOB, 2016. Bhutan E-RNR Masterplan. Ministry of Information and Communications: Thimphu.  
[https://www.moic.gov.bt/wp-content/uploads/2016/05/bhutan\\_e\\_gov\\_master\\_plan\\_14953.pdf](https://www.moic.gov.bt/wp-content/uploads/2016/05/bhutan_e_gov_master_plan_14953.pdf)
- RGOB, 2017. Bhutan Poverty Analysis Report. National Statistics Bureau RGOB, 2014. Food and Nutrition Security Policy of the Kingdom of Bhutan. Ministry of Agriculture and Forests: Ministry of Health.  
<https://www.nsb.gov.bt/publications/poverty-analysis-report/>
- RGOB, 2017. Bhutan Trade Classification & Tariff Schedule. Department of Revenue & Customs, Ministry of Finance. <https://www.mof.gov.bt/wp-content/uploads/2015/07/BTCT2017.pdf>
- RGOB, 2017. Population and Housing Census: National Report. National Statistics Bureau.  
<https://www.nsb.gov.bt/publications/census-report/>
- RGOB, 2018. National Economic Census. National Statistics Bureau.  
<https://www.nsb.gov.bt/publications/census-report/>
- RGOB, 2018. National Education Policy (draft). Ministry of Education: Thimphu.  
<https://www.gnhc.gov.bt/en/wp-content/uploads/2018/06/National-Education-Policy-v13.pdf>

RGOB, 2018. Agriculture Marketing Policy. Policy and Planning Division, Ministry of Agriculture and Forests. (2021 update not yet published) <https://www.gnhc.gov.bt/en/wp-content/uploads/2018/08/RNR-Marketing-MoAF.pdf>

RGOB, 2019. Annual Health Bulletin. Ministry of Health: Thimphu. <http://www.moh.gov.bt/about/program-profiles/national-suicide-prevention-program/plans-orders-activities/reports/annual-health-bulletin/>

RGOB, 2019. Food & Dietary Guidelines for School-Aged Children in Bhutan. Ministry of Health: Thimphu. School Health and Nutrition Division. <http://www.education.gov.bt/wp-content/downloads/guidelines/other/Nutrition%20Dietary%20Guidelines.pdf>

RGOB, 2019. National Gender Equality Policy (draft). National Commission for Women and Children. [https://www.gnhc.gov.bt/en/wp-content/uploads/2019/04/NGEP-final\\_28.03.2019.pdf](https://www.gnhc.gov.bt/en/wp-content/uploads/2019/04/NGEP-final_28.03.2019.pdf)

RGOB, 2019. Noncommunicable risk factors: Bhutan STEPS survey 2019. Ministry of Health: Thimphu. <https://cdn.who.int/media/docs/default-source/searo/ncd/noncommunicable-disease-risk-factors-bhutan-steps-survey-report-2019.pdf>

RGOB, 2019. RNR Census of Bhutan. MOAF: Thimphu. [https://www.doa.gov.bt/wp-content/uploads/2021/03/RNR-Census\\_2019.pdf](https://www.doa.gov.bt/wp-content/uploads/2021/03/RNR-Census_2019.pdf)

RGOB, 2020. Annual Education Report 2019 – 2020. MOE: Thimphu. <http://www.education.gov.bt/wp-content/uploads/2020/07/Annual-Education-Report.pdf>

RGOB, 2020. Economic Contingency Plan. Thimphu: Ministry of Finance, Prime Minister's Office. <https://www.cabinet.gov.bt/wp-content/uploads/2020/07/ECP-2020.pdf>

RGOB, 2020. Food and Dietary Guidelines for School-Aged Children in Bhutan. Ministry of Education: Thimphu. <http://www.education.gov.bt/wp-content/uploads/2021/09/Nutrition-Dietary-Guidelines.pdf>

RGOB, 2020. [Labour Force Survey](http://202.144.155.103/blmis/assets/ReportsBLMIS/1LabourForceSurveyReports/Labour-Force-Survey-Report-2016.pdf). National Statistics Bureau: Thimphu. <http://202.144.155.103/blmis/assets/ReportsBLMIS/1LabourForceSurveyReports/Labour-Force-Survey-Report-2016.pdf>

RGOB, 2020. Notification on Revision of Stipend for Schools. Cabinet Office: Thimphu. <https://www.mof.gov.bt/notifications/notifications-sect/revision-of-stipend-for-school-28-jan-2020/>

RGOB, 2020. White Paper on Bhutan's School and Hospital feeding Programme. MOAF: Thimphu. <http://www.moaf.gov.bt/white-paper-on-bhutan-school-and-hospital-feeding-program-online/>

RGOB, 2020. State of the Nation Report. Fourth Session, The Third Parliament of Bhutan: Thimphu. [https://www.nab.gov.bt/assets/uploads/images/news/2020/State\\_of\\_the\\_Nation\\_2020.pdf](https://www.nab.gov.bt/assets/uploads/images/news/2020/State_of_the_Nation_2020.pdf)

RGOB, 2021. Bhutan's 21st Century Economic Roadmap 2021-2030. Pursuing Gross National Happiness in the 21st Century: A Dynamic, Prosperous, Inclusive and Sustainable Economy. [https://economicroadmap.gnhc.gov.bt/?page\\_id=32](https://economicroadmap.gnhc.gov.bt/?page_id=32)

RGOB, 2021. Bhutan Interactive Data Portal. National Statistics Bureau. <https://www.nsb.gov.bt/>

RGOB, 2021. Bhutan National Pathways: Food Systems for Gross National Happiness Transformative Pathways. United Nations Food Systems Summit. MOAF: Thimphu. [https://summitdialogues.org/wp-content/uploads/2021/09/1.-BhutanFoodSystemsPathways\\_UN\\_FoodSystemsSummit\\_2021.pdf](https://summitdialogues.org/wp-content/uploads/2021/09/1.-BhutanFoodSystemsPathways_UN_FoodSystemsSummit_2021.pdf)

RGOB, 2021. Low Emission Development Strategy for Food Security. MOAF: Thimphu. [https://www.bt.undp.org/content/bhutan/en/home/library/environment\\_energy/low-emission-development-strategy-for-food-security.html](https://www.bt.undp.org/content/bhutan/en/home/library/environment_energy/low-emission-development-strategy-for-food-security.html)

RGOB, 2021. RNR Strategy 2040. Policy and Planning Division, Ministry of Agriculture and Forests. <https://www.climate-laws.org/geographies/bhutan/policies/renewable-natural-resources-rnr-strategy-2040>

RGOB, 2021. RNR Marketing Strategy: Final Report. Thimphu Consultants International Department of Agricultural Marketing and Cooperatives, Ministry of Agriculture and Forests.

RGOB, 2021. Statistical Yearbook of Bhutan 2021. National Statistics Bureau. [https://www.nsb.gov.bt/wp-content/uploads/dlm\\_uploads/2021/10/SYB-2021-Final.pdf](https://www.nsb.gov.bt/wp-content/uploads/dlm_uploads/2021/10/SYB-2021-Final.pdf)

- RGOB, 2021. [Transformations for Sustainable Development in the 21st Century: Bhutan's Second Voluntary National Review Report on the 2030 Agenda for Sustainable Development](https://www.gnhc.gov.bt/en/wp-content/uploads/2021/09/2nd-VNR-Report-SDGs.pdf). GNHC: Thimphu. <https://www.gnhc.gov.bt/en/wp-content/uploads/2021/09/2nd-VNR-Report-SDGs.pdf>
- Practical Action, 2021. Four Core Principles of PMSD. Practical Action Publishing: Rugby. <https://practicalaction.org/pmsd-toolkit/core-principles-of-pmsd/>
- Rukmani, R., Gopinath, R., Anuradha, G. et al., 2019. Women as Drivers of Change for Nutrition-Sensitive Agriculture: Case Study of a Novel Extension Approach in Wardha, India. *Agric Res* 8, 523–530. <https://doi.org/10.1007/s40003-018-0383>
- Sariyev, O., Loos, T., Zeller, M. and Gurung T., 2020. Women in household decision-making and implications for dietary quality in Bhutan. *Agricultural and Food Economics*, 8:13. Berlin: Springer Open. <https://doi.org/10.1186/s40100-020-00158-0>
- Scaccia, J.P. et al., 2015. A practical implementation science heuristic for organizational readiness: R = MC2. *Journal of Community Psychology*, Volume 43, Issue 4 (p 484-501): 13 April 2015. <https://doi.org/10.1002/jcop.21698>
- Steiner A., et al., 2020. Actions to transform food systems under climate change. Wageningen, The Netherlands: CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS). <https://ccafs.cgiar.org/resources/publications/actions-transform-food-systems-under-climate-change>
- UN, 2020. Global Interim Report of the UN COVID-19 Response and Recovery Fund, May to September 2020. UN Multi-Partner Trust Fund Office: New York. [https://www.un.org/sites/un2.un.org/files/covid-19\\_mptf\\_interim\\_report.pdf](https://www.un.org/sites/un2.un.org/files/covid-19_mptf_interim_report.pdf)
- UN Bhutan, 2020. UN Bhutan COVID-19 Socio-Economic Response Plan. UNRC, Thimphu. [https://unsdg.un.org/sites/default/files/2020-09/BTN\\_Socioeconomic-Response-Plan\\_2020\\_updated.pdf](https://unsdg.un.org/sites/default/files/2020-09/BTN_Socioeconomic-Response-Plan_2020_updated.pdf)
- UNDESA, 2020. State of Food Security and Nutrition in the World. UNDESA online. <https://sdgs.un.org/topics/food-security-and-nutrition-and-sustainable-agriculture>
- UNDP, 2011. Improving Adaptive Capacity and Resilience in Bhutan. Springer: Berlin. <https://www.adaptation-undp.org/resources/peer-reviewed-article/improving-adaptive-capacity-and-resilience-bhutan>
- UNDP, 2020. Ethnographic Research on Youth Unemployment in Bhutan. Regional Innovation Centre UNDP Asia-Pacific Online. <https://undp-ric.medium.com/ethnographic-research-on-youth-unemployment-in-bhutan-looking-beyond-statistics-for-stories-2200ae24e694>
- UNEG, 2020. [Ethical Guidelines](http://www.unevaluation.org/document/detail/2866) for Evaluation. UNEG Secretariat: New York. <http://www.unevaluation.org/document/detail/2866>
- UNFSS, 2021. Staple Food Fortification: A Commitment Guide for the UN Food Systems Summit and Tokyo Nutrition for Growth Summit. <https://www.gainhealth.org/resources/reports-and-publications/staple-food-fortification-commitment-guide-un-food-systems>
- Weiner, B.J., 2009 A theory of organizational readiness for change. *Implementation Science* 4, 67: 2009. <https://doi.org/10.1186/1748-5908-4-67>
- WFP, 2009. Hunger and Markets. World Hunger Series. London: Sterling. <https://www.wfp.org/publications/world-hunger-series-hunger-and-markets>
- WFP, 2012. WFP Humanitarian Protection Policy. WFP/EB.1/2012/5-B/Rev.1. <https://www.wfp.org/publications/wfp-humanitarian-protection-policy>
- WFP, 2013. Comparative review of market assessment methods, tools, approaches and findings. WFP: Rome. [https://documents.wfp.org/stellent/groups/public/documents/manual\\_guide\\_proced/wfp259756.pdf](https://documents.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp259756.pdf)
- WFP, 2014. Code of Conduct. Ethics Office: Rome. <https://www.wfp.org/publications/wfp-code-conduct>
- WFP, 2014. WFP Corporate Partnership Strategy (2014–2017): We Deliver Better Together. WFP: Rome. <https://documents.wfp.org/stellent/groups/public/documents/communications/wfp282072.pdf>

WFP, 2015. WFP Gender Policy 2015-2020.  
[https://documents.wfp.org/stellent/groups/public/documents/communications/wfp276754.pdf?\\_ga=2.210356181.1563122992.1563439649-602802072.1556796851](https://documents.wfp.org/stellent/groups/public/documents/communications/wfp276754.pdf?_ga=2.210356181.1563122992.1563439649-602802072.1556796851)

WFP, 2016. Gender Action Plan: Walking the Talk.  
<https://docs.wfp.org/api/documents/30e0a4486aa34c50ae46e62f8e673ae1/download/>

WFP, 2016. Policy on Country Strategic Plans. WFP/EB.2.2016/4-C/1/Rev.1\*.  
<https://docs.wfp.org/api/documents/WFP-0000037168/download/>.

WFP, 2016. Bhutan Development Project 200300 Improving Children's Access to Education: A midterm evaluation of WFP's Operation (2014-2018). WFP-OEV: Rome. <https://www.wfp.org/publications/bhutan-dev-200300-improving-childrens-access-education-mid-term-operation-evaluation-terms-r>

WFP, 2016. Protection Guidance Manual: Emergencies and Transitions Unit (OSZPH) Programme and Policy Division. <https://docs.wfp.org/api/documents/WFP-0000013164/download/> .

WFP, 2016. Resource Mobilization for Country Strategic Plans. WFP: Rome.  
[https://api.godocs.wfp.org/stellent/groups/public/documents/manual\\_guide\\_proced/wfp287785.pdf](https://api.godocs.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp287785.pdf)

WFP, 2016. WFP Strategic Plan (2017–2021). WFP/EB2/2016/4-A/1/Rev.2\*, pp 1-49.  
<https://docs.wfp.org/api/documents/WFP-0000037196/download/>.

WFP, 2017. Technical note: integrating gender in WFP evaluations. WFP-OEV: Rome.  
<https://docs.wfp.org/api/documents/WFP-0000002691/download/>

WFP, 2017. WFP Corporate Approach to Country Capacity Strengthening: Toolkit. WFP: Rome.  
<https://docs.wfp.org/api/documents/WFP-0000011956/download/>

WFP, 2018. Smallholder Agriculture Market Support, Programme Guidance. WFP: Rome.  
<https://docs.wfp.org/api/documents/WFP-0000111531/download/>

WFP, 2019. Gender Toolkit. <https://gender.manuals.wfp.org/en/gender-toolkit/>

WFP, 2019. Technical Note: Integrating Gender in WFP Evaluations.  
<https://docs.wfp.org/api/documents/WFP-0000002691/download/>

WFP, 2019–2021. Strategy for Protection and Accountability to Affected People.  
<https://docs.wfp.org/api/documents/WFP-0000111132/download/>

WFP, 2019. Smallholder Agricultural Market Support guidance; this is structured on the four development pathways of inclusive aggregation, demand side and supply side integration, and the enabling environment. See, <https://documents.wfp.org/stellent/groups/public/documents/reports/wfp290065.pdf>

WFP, 2020. A chance for every schoolchild - WFP School Feeding Strategy 2020 – 2030. WFP: Rome.  
[https://docs.wfp.org/api/documents/WFP-0000112101/download/?\\_ga=2.240942915.1336948036.1642432357-1477145899.1625485726](https://docs.wfp.org/api/documents/WFP-0000112101/download/?_ga=2.240942915.1336948036.1642432357-1477145899.1625485726)

WFP, 2020. Evaluation of the Gender Policy (2015-2020). WFP-OEV: Rome.  
<https://www.wfp.org/publications/evaluation-gender-policy-2015-2020>

WFP, 2020. Evaluation of WFP's Response to the COVID-19 Pandemic (2019-2020).  
<https://docs.wfp.org/api/documents/WFP-0000122257/download/>

WFP, 2020. PLUS School Menus operationalization Bhutan. Bhutan: WFP

WFP, 2020. PLUS school menus infosheet. Rome: WFP. <https://innovation.wfp.org/project/smp-plus>

WFP, 2020. Strategic evaluation of funding WFP's work (2014–2019). WFP/EB.A/2020/7-C..  
[https://docs.wfp.org/api/documents/WFP-0000116029/download/?\\_ga=2.72232465.346276488.1639650988-1477145899.1625485726](https://docs.wfp.org/api/documents/WFP-0000116029/download/?_ga=2.72232465.346276488.1639650988-1477145899.1625485726)

WFP, 2020. WFP's PLUS tool is a digital solution to support nutritious school menu selection. See, <https://innovation.wfp.org/project/plus-school-menus>

WFP, 2020. WFP protection and accountability policy 2020, Third Informal Consultation.  
<https://docs.wfp.org/api/documents/WFP-0000117563/download/>

WFP, 2020. WFP's support to Climate Resilient Agriculture and Food Systems in Bhutan (2019-2023). WFP: Thimphu. [https://docs.wfp.org/api/documents/WFP-0000122583/download/?\\_ga=2.260361221.908308824.1639051358-1825207528.1639051358](https://docs.wfp.org/api/documents/WFP-0000122583/download/?_ga=2.260361221.908308824.1639051358-1825207528.1639051358)

WFP, 2020. Salesforce is powering WFP Partnerships but what can it do for you? WFP: Rome. <https://newgo.wfp.org/news/salesforce-powering-wfp-partnerships-but-what-can-it-do-for-you>

WFP, 2021. DEQAS Guidance for Process and Content. OEV-WFP: Rome. <https://www.wfp.org/publications/deqas-decentralized-evaluation-quality-assurance-system-guidance-materials-0>

WFP, 2021. Does Climate Insurance Work? Evidence from WFP-supported microinsurance programmes. WFP: Rome. [https://docs.wfp.org/api/documents/WFP-0000131314/download/?\\_ga=2.162561916.1593072728.1643899024-683657397.1643899024](https://docs.wfp.org/api/documents/WFP-0000131314/download/?_ga=2.162561916.1593072728.1643899024-683657397.1643899024)

WFP, 2021. Report of the External Auditor on the management of information on beneficiaries. WFP Audit Office: Rome. [https://executiveboard.wfp.org/document\\_download/WFP-0000127510](https://executiveboard.wfp.org/document_download/WFP-0000127510)

WFP, 2021. Strategic evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. <https://www.wfp.org/publications/strategic-evaluation-contribution-school-feeding-activities-achievement-sustainable>

WFP, 2021. Strengthening Strategic Engagement with Governments in Support of National Development. WFP: Rome. <https://docs.wfp.org/api/documents/WFP-0000123002/download/>

WFP, 2021. Synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations. WFP-OEV: Rome. [https://executiveboard.wfp.org/document\\_download/WFP-0000127565](https://executiveboard.wfp.org/document_download/WFP-0000127565)

WFP and IFAD, 2011. Weather Index-based Insurance in Agricultural Development: A Technical Guide. WFP: Rome. <https://documents.wfp.org/stellent/groups/public/documents/communications/wfp242409.pdf>

WFP Bhutan, 2018. Country Strategic Plan 2018-2023. WFP: Thimphu. <https://www.wfp.org/operations/bt02-bhutan-country-strategic-plan-2019-2023>

WFP Bhutan, 2018. Consolidating a fully integrated universal National School Nutrition Programme in Bhutan. Proposal Document, December 2018

WFP Bhutan, 2019. Consolidating a fully integrated universal National School Nutrition Programme in Bhutan. Programme Document to Korean International Cooperation Agency

WFP Bhutan, 2020. Consolidating a fully integrated universal National School Nutrition Programme in Bhutan. KOICA Annual Report. Submitted December 2020

WFP Bhutan, 2020. Disaster Risk Management in Bhutan (2019-2023). <https://docs.wfp.org/api/documents/WFP-0000109954/download/>

WFP Bhutan, 2020. WFP's support to Nutrition in Bhutan (2019-2023). Thimphu: WFP. <https://www.wfp.org/publications/wfps-support-nutrition-bhutan-2019-2023>

WFP Bhutan, 2021. Mid-Term Review of the WFP Bhutan Country Strategic Plan 2019-2023. WFP: Thimphu

WFP Bhutan, 2021. Agriculture post-harvest management and marketing assessment of fruits and vegetables in Trongsa and Zhemgang. WFP: Thimphu (December 2021; not yet published)

WFP Bhutan, 2022. Roll-out of SMP PLUS in Bhutan: Perspectives and Lessons Learnt from the roll-out in 5 districts (January 2022; not yet published)

World Bank, 2020. Bhutan Systematic Country Diagnostic. Taking Bhutan's Development Success to the Next Level. <https://openknowledge.worldbank.org/handle/10986/33286>

World Bank, 2019. Harnessing Spatial Opportunities in Agriculture for Economic Transformation. Bhutan Policy Note. <https://openknowledge.worldbank.org/handle/10986/31530>

World Economic Forum, 2020. Global Gender Gap Report. <https://www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality>

WHO, 2018. RMNCAH Factsheet. Maternal Mortality Estimation Inter-Agency Group.  
[https://www.who.int/gho/maternal\\_health/countries/btn.pdf?ua=1](https://www.who.int/gho/maternal_health/countries/btn.pdf?ua=1)

WHO, 2021. Bhutan Situation. World Health Organisation Online.  
<https://covid19.who.int/region/searo/country/bt>



## Annex 3: List of Stakeholders

Name, Position	Organisation	Date
<b>RGOB National representatives</b>		
Rinchen Wangdi, Director Dorji Pem, Coordination Officer and WFP Focal Person	GNHC	21-Jul-21; 15-Nov-21
Kinley Yangzom, Director	DAMC, MOAF	12-Nov-21; 2 FGDs
Yonten Gyamtsho, Chief of Division, MDD Tshering Penjor, Marketing Officer, MDD	DAMC - Marketing Development Division (MDD)	16-Jul-21; 2 FGDs
Karma Tshering, Chief of PPD Tashi Yangzom, Deputy Chief Planning Officer	Policy and Planning Division (PPD), MOAF	19-Jul-21; 19-Oct-21; 3 processes and follow-up
Karma Sonam, Director	Rural Development Training Centre	20-Jul-21
Tobden Tobden, Chief, RNR Statistics Division Washidi	RNR Statistics Division (RSD), MOAF	22-Jul-21; 15-Nov-21
Wangda Dukpa, Programme Director, ARED Laxmi, Programme Officer, National Coordinator for Vegetable Research and Extension, ARDC	Agricultural Research and Extension Division Yusipang: Agricultural Research and Development Centre (ARDC) for Organic Agriculture	26-Jul-21
Namgay Thinley, Chief of Department Tshetrim, Deputy Chief Programme Officer	Department of Agriculture, MOAF	27-Jul-21
Mr. Karma Galey, Director General Mr. Karma Tshering, Chief, SHND	Ministry of Education School Health and Nutrition Division	19-Oct-21
Desang Dorji, Deputy Chief Programme Officer	School Health and Nutrition Division	16-Jul-21; 20-Oct-21
Mr. Wangda Dukpa, Chief Agriculture Officer Mr. BB Rai, National Coordinator for School Agriculture Programme	Department of Agriculture, MOAF	20-Oct-21; 1 FGD
Pema Choifel, Programme Director	ARDC Bajothang, Wangduephodrang	25-Oct-21
Karma Wangdi, Regional RAMCO Officer Dorji Rinchen, Deputy Regional RAMCO Officer	RAMCO Mongar	18-Nov-21
<b>WFP Bhutan Country Office (met over numerous dates and processes)</b>		
Svante Helms, Country Director	WFP CO	Multiple May-Dec 2021
Binai Lama, CO Agriculture Team Leader	WFP CO	Multiple May-Dec 2021
Dungkar Drukpa, Programme Coordinator	WFP CO	Multiple, May-Nov 2021
Phuntsho Wangmo, Kencho Wangmo, Manasi Shukla, Gayjoong Bhutti Nutrition team	WFP CO	Multiple, June-Dec 2021
Laksiri Nanayakkara, Disaster Management Dechen Yangzom, Jigme Tenzin	WFP CO	Multiple, June-Dec 2021
Temmy Tanubrata, Namgay Tenzin, Supply Chain/Logistics Team	WFP CO	Multiple May-Nov 2021
Udaya Sharma, Monitoring and Evaluation Officer, Head of Digitalisation	WFP CO	Multiple May 2021-Jan 2022
Yumiko Kanemitsu, Regional Evaluation Officer Stuart Coupe, Deputy Regional Evaluation Officer	WFP RBB	3 meetings May-Dec 2021
Mr. Sonam Jatsho, FSS Consultant working on the RNR Strategy	Independent consultant to MOAF-PPD and WFP	12-Nov-21; 3 DE events

<b>Donor representatives</b>		
Jinbo Choi, Desk Officer	KOICA, Bangladesh Office	17-Nov-21
Mariko Tanaka, Country Representative	JICA, Bhutan	12-Nov-21
Hiro Shige, Deputy Team Leader Jun Kudo, Agriculture, Technical Lead Hiroko Yashiki, Nutrition Lead	JICA independent Mission to Bhutan	9-Nov-21; 12-Nov-21
<b>UN Agencies and Independent</b>		
Gerald Daly, Resident Coordinator	UN Resident Coordinator's Office	22-Jul-21; 14-Nov-21
Jacqueline van der Woude, Development Coordination Officer	UN Resident Coordinator's Office	07-Jul-21; 17-Nov-21
Chado Tenzin	Country Representative, FAO	22-Oct-21; 17/19-Nov-21; also 2 FGDs
Roshan Cooke, Country Representative Nirajan Khadka, technical lead to IFAD-GAFSP Thinlay Wangchuk, consultant to IFAD-GAFSP	IFAD, Nepal and Bhutan Team Leader	July-August 2021; multiple and follow-up
Dr. Kinley Dorji	Independent consultant to FAO	22-Oct-21; 14/18-Nov-21; also 2 FGDs
Chimi Tenzin	Climate Adaptation Team Leader, UNDP	17-Nov-21
Dorji Wangchuk, Programme Director Karma Tenzin Monitoring & Evaluation Officer	IFAD/CARLEP	21-Jul-21; 18-Nov-21
<b>CSOs, Cooperatives and Youth Enterprises</b>		
Damchae Dem, Founder/CEO Namgay Wangmo, Finance Officer	Bhutan Association of Women Entrepreneurs (BAOWE)	18-Nov-21
Roseleen Gurung, Head of Programmes Palden Ongmo, Project Officer	Tarayana Foundation	01-Dec-21
Mr. Sangay Ngedup	Agriculture Logistics and Marketing Cooperative (ALMC), Thimphu	20-Oct-21
Mr. Thinley Wangdi, Chair Also present: Mr. Phuntsho, DAO	Khenrig Namsum Cooperative (KNC), Tingtibi, Zhemgang	01-Nov-21
Pema Wangyel, Farm Manager Ms. Kinley, Farm worker	Farm Machinery Corporation Ltd. (FMCL), Tangsibji, Trongsa	26-Oct-21
Mr. Sonam Dorji, Co-Founder of the Youth Group Also present: - Karma Wangdi, ADAO; and - Ms. Damati Kumari Sunwar, Langthil AEA	Youth Farmer Group, Langthil Gewog, Trongsa	29-Oct-21
<b>Trongsa Dzongkhag Field Visit</b>		
Mr. Phub Rinzin, Dasho Dzongdag Dr. Karma Wangchuk, Dzongkhag (DAO) Karma Wangdi, Asst. DAO (ADAO) Pelden Wangmo, (DEO) Jigme Chopel, District Livestock Officer (DLO) Phuntsho Rinzin, District Planning Officer (DPO)	Trongsa Dzongkhag	26-Oct-21
Aum Seday, Chair; and 6 other members of the Farmers Group Also present: - Karma Wangdi, ADAO; and - Ms. Dechen Pelden, Tangsibji AEA	Tsangkha Village Women Farmers Group, Tsangkha village, Tangsibji Trongsa	26-Oct-21
Mr. Chenga Dawa, Principal Also present: - Ms. Dophu Zangmo, Nubi Gewog Extension Supervisor	Bjezam Primary School, Nubi Gewog, Trongsa	28-Oct-21



Aum Sangay Zangmo, Chair; and 11 other members/their representatives of the Farmer's Group Also present: Ms. Dophu Zangmo, Nubi AEA	Denshing Yargay Detsen (Farmer Group) Denshing village, Nubi Gewog, Trongsa	28-Oct-21
Mr. Sonam, Principal Ms. Yangzom, Teacher and designated Mess-in-charge at the time of visit Also present: - Karma Wangdi, ADAO; and - Mr. Tashi, Drakten AEA	Taktse Higher Secondary School, Drakten Gewog, Trongsa	28-Oct-21
7 Members of the women Farmer's Group Also present: - Karma Wangdi, ADAO; and - Mr. Tashi, Drakten AEA	Taktse Tsotse Tsongle Detsen (Taktse Vegetable Farmer Group), Taktse village, Drakten Gewog	28-Oct-21
Mr. Tshering Dorji, Vice Principal Mr. Ugen Dorji, Mess-in-Charge Also present: - Karma Wangdi, ADAO; and - Ms. Damati Kumari Sunwar, Langthil AEA	Langthil Lower Middle Secondary School, Langthil Gewog, Trongsa	29-Oct-21
14 Members of the women Farmer's Group Also present: - Karma Wangdi, ADAO; and - Ms. Damati Kumari Sunwar, Langthil AEA	Beyling village, Langthil Gewog, Trongsa	29-Oct-21
<b>Zhemgang Dzongkhag Field Visit</b>		
Mr. Chimi Dorji, Dasho Dzongkhag Mr. Ugen Lhendup, DLO Mr. Sherub Jamtsho, DEO Mr. Thinley Jamtsho, Dy. Chief Planning Officer Mr. Phuntsho, DAO	Zhemgang Dzongkhag	30-Oct-21
Mr. Pema Sonam, Principal Mess-in-Charge Accompanied by: DEO, DAO + Rinzin Lhamo, AEA	Zhemgang Central School, Zhemgang Dzongkhag	30-Oct-21
4 Members of the Women Farmer Group Also present: - Mr. Phuntsho, DAO; and - Ms. Rinzin Lhamo, Trong Extension Supervisor	Kaspey village, Trong, Zhemgang	30-Oct-21
Mr. Karma Sonam, Director Also present: - Mr. Phuntsho, DAO; and - Ms. Rinzin Lhamo, Trong Extension Supervisor	Rural Development Training Centre, Zhemgang	30-Oct-21
5 Members of the Women's Group Also present: - Mr. Phuntsho, DAO; and - Ms. Rinzin Lhamo, Extension Supervisor	Dakphyel Ginger/Tumeric Women's Group, Wangkor Gewog, Zhemgang	31-Oct-21
Tshogpa and 15 farmers of Zhobling village Also present: - Mr. Phuntsho, DAO; and - Ms. Rinzin Lhamo, Extension Supervisor	Zhobling village, Nangkok Gewog, Zhemgang	31-Oct-21
Mr. Pema Tenzin, Vice Principal Mr. Sangay, Mess-in-Charge Ms. Kinzang Tshomo, Mess-in-Charge Also present: Mr. Phuntsho, DAO	Yebilapsa Central School, Tingtibi, Zhemgang	01-Nov-21
Ms. Dhan Maya Rai, Manager Mr. Jiwan Rai, Asst. Post-Production Officer	Regional Post-Harvest Centre, Tingtibi, Zhemgang	01-Nov-21

Also present: Mr. Phuntsho, DAO		
<b>Remote district meetings (half day)</b>		
Karma Sonam Chopel, Chief, DEO Chogyal Norbu, DAO Tandin Wangdi, AEA, Pemaling Gewog Gem Tshering, AEA, Dophuching Gewog Mahindra Rai, AEA, Ugyentse Gewog	Samtse Dzongkhag	16-Nov-21
Sonam Karma, DAO Ugyen Dorji, DEO Sonam Phuntsho, ADAO Singye Dorji, AEA supervisor Jaray, AEA	Lhuntse Dzongkkhag	15-Nov-21

## Annex 4: Intervention logic

The intervention logic draws on CSP Activity 1 and the KOICA funding agreement and the evaluation’s developmental contributions of WFP and external stakeholders. It updates Annex 7 of the Inception Report and is designed to balance the need for greater focus for WFP agriculture interventions while preventing it from becoming ‘boxed-in’ by past and current initiatives. The main themes align with the Government’s 12<sup>th</sup> Five Year Plan (2018-2023), eight pathways of the 2021 national food systems dialogues, and subsequent updates to the RNR Strategy 2030 and RNR Marketing Strategy. Where possible, attention has been given to ensuring output statements align with WFP’s Corporate Results Framework and CO use of corporate indicators in the Annual Country Report. The intervention logic should be used to complement developmental aspects identified under the evaluation Conclusions (Section 3: Annex 18).

WFP thematic area of work in Agriculture	WFP Activities introduced by the KOICA project (2019-2023) and developmental analysis (2021)	Outputs providing sustained contributions to Bhutan’s 12 <sup>th</sup> -FYP, National Pathways and Agenda 2030 ambitions	WFP planned Outcomes
<b>Governance and oversight of food systems</b>	<ul style="list-style-type: none"> <li>Support to the strengthening of UN inter-agency coordination and knowledge sharing including the development of broad frameworks to foster government collaboration support in agriculture;</li> <li>Support to MOAF in the review and harmonization of national RNR and rural development policies to facilitate transformation of national food systems for the twenty first century;</li> <li>Support to government in the preparation of a national food systems [digital] dashboard to inform priorities, identify bottlenecks, and support win-win partnerships with the UN and private sector;</li> <li>Promote a multi-year capacity building initiative and national conclave targeting all actors within the national food system aimed at elevating quality standards and efficiency by promoting value addition, establishing business ventures, creating synergistic inter-agency plans, and tracking impacts.</li> </ul>	<ul style="list-style-type: none"> <li>Greater UN cooperation and influence in agriculture policy development and decision-making with RGOB</li> <li>Equitable, inclusive and resource enhancing policies</li> <li>Improved digital basis of government oversight of renewable natural resources and food systems</li> <li>Consolidation of WFP modality shift to capacity strengthening and augmentation support to Government</li> </ul>	<b>Strengthened enabling environment for the development of national food systems</b>
<b>Empowering women and youths through successful farmer groups, cooperatives and</b>	<ul style="list-style-type: none"> <li>Gender-based support to farmers’ groups and cooperatives that empowers leadership among women and youths;</li> <li>Capacity strengthening in organisational membership, savings and credit, access to finance, marketing and pricing;</li> </ul>	<ul style="list-style-type: none"> <li>Stronger Farmer Based Organisations with greater autonomy among rights holders</li> <li>Enhanced ability of farmers groups to call down support from duty bearers in agricultural extension, market systems and access to finance;</li> <li>New agriculture related jobs created (by sex/age)</li> </ul>	<b>Inclusive farmer groups, cooperatives and small business enterprises that empower smallholder farmers</b>

<b>business enterprises</b>	<ul style="list-style-type: none"> <li>• Support to women's and youth groups in business planning and the development of viable social enterprises;</li> <li>• Facilitate improvements in smallholder access to credit and finance.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased proportion of women and youths who are active members of Farmer Groups, cooperatives and small-scale enterprises;</li> <li>• Increased number of women in leadership and decision-making positions.</li> </ul>	
<b>De-risking nutritious food production</b>	<ul style="list-style-type: none"> <li>• Deployment of the CLEAR diagnostic tool for mapping and zoning agricultural production that responds to climate vulnerability analysis.</li> <li>• Formulation of district and sub-district agriculture resilience plans jointly by smallholder households, producer organisations, cooperatives, buyers, and district agriculture and regional markets officers;</li> <li>• Introduction of strategies to de-risk smallholder production such as weather-based insurance supported by last-mile climate information services;</li> <li>• Enhanced adoption of cost-effective production methods, technologies, infrastructure and farming systems in target communities;</li> </ul>	<ul style="list-style-type: none"> <li>• Enhanced national and local understanding of how food security, livelihoods and markets are affected by climate risks</li> <li>• Climate responsive decision-making and planning at national and sub-national levels</li> <li>• Effective integration of production and marketing strategies within a resilience-building framework</li> <li>• Enhanced household and community self-sufficiency in nutritious crops all year round</li> <li>• Enhanced diversity, accessibility and affordability of locally produced nutritious crops in Bhutan</li> </ul>	<b>Increased self-sufficiency, resilience, diversity, and market responsiveness of food production from the household to national levels</b>
<b>Building value through improved post-harvest management practices</b>	<ul style="list-style-type: none"> <li>• Facilitation of improved post-harvest management and value addition practices among farmer groups and cooperatives;</li> <li>• Improve post-harvest management by schools;</li> <li>• Stronger producer understanding of the market needs of transporters, traders, aggregators and retailers including the relationships between quality management and prices;</li> <li>• Extension of post-harvest technologies and approaches including test kits and post-harvest equipment (storage, dryers, packaging, crating);</li> <li>• Strengthened extension capacities, especially at the sub-District level, to provide capacity support for post-harvest management and value addition for locally produced food products.</li> <li>• Strengthening village to district market infrastructure including storage, sorting, grading and packaging of key commodities by farmer groups and cooperatives</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced food waste in the household and national value/supply chains;</li> <li>• Improved quality of available nutritious foods throughout the year;</li> <li>• Increased value and marketability of nutritious food products;</li> <li>• Increased participation of women in improved post-harvest management practices.</li> </ul>	<b>Improved quality, quantity, value and sales of locally produced nutritious food products through local markets</b>
<b>Strengthening farmer-to-market linkages and infrastructure</b>	<ul style="list-style-type: none"> <li>• Deployment of the Consolidated Livelihood Exercise for Analysing Resilience (CLEAR )diagnostic tool to streamline market logistics and infrastructure services by mapping the flow of goods and services</li> </ul>	<ul style="list-style-type: none"> <li>• Enhanced market infrastructure and transport networks;</li> <li>• Strengthened Government capacities in smallholder market facilitation supporting market-oriented</li> </ul>	<b>Enhanced job creation and income generation for women, men and youths is supported by resilient market systems</b>

	<p>(e.g. transport) and locating market aggregation, storage, processing and collection centres;</p> <ul style="list-style-type: none"> <li>Facilitated linking of farmers and farmer groups to Markets (schools, institutions, and market centres);</li> <li>Introduction of digital technologies to support farmer-market linkages (e.g. PLUS menu optimiser);</li> <li>Support to value chain linkages between primary agricultural production and agribusinesses (post-harvest management, storage, processing, market negotiations and sales);</li> <li>Supply of marketing equipment (post-harvest, processing, value addition) and packaging materials</li> <li>Construction of local sorting, storage, packaging and collection sheds;</li> <li>Improved market infrastructure at the District levels (auction sheds, aggregation etc.);</li> <li>Strengthening of District and Regional capacities in facilitating postharvest handling and marketing strategies, plans and business plans;</li> <li>Support DAMC in marketing of Agriculture produce through national “dry-ports” and auction houses.</li> </ul>	<p>production, quality control and sales of local nutritious food products</p> <ul style="list-style-type: none"> <li>Enhanced farmer-school and farmer-market linkages (changes in volumes and value of trade by season)</li> <li>Increased numbers of viable smallholder-based small-medium agro-enterprises;</li> <li>Improved smallholder assets and infrastructure supporting market integration (e.g. collection, storage, aggregation and processing)</li> <li>Strengthened market infrastructure and transport arrangements</li> </ul>	
<b>Strengthening the national RNR digital ecosystem</b>	<ul style="list-style-type: none"> <li>Technical assistance for the establishment of a digital platform for Renewable Natural Resource statistical and monitoring &amp; reporting (RNR M&amp;R);</li> <li>Facilitate new digital partnerships and platforms that support market systems development through stronger value chain relationships (producers, transporters, aggregators, wholesalers), and improved smallholder access to market information and credit and investment services;</li> <li>Strengthening of last-mile climate and disaster related information services;</li> <li>Building central and decentralised capacities for data collection, analysis, dissemination and decision-making</li> </ul>	<ul style="list-style-type: none"> <li>Stronger data and information flows used as a basis for RNR decision making including farmer incomes, job creation, production, market and climate related resilience building and risk management;</li> <li>Enhanced use of digital platforms by farmers, farmer groups, cooperatives and market actors digital platforms supports the development of the national marketplace for key food commodities;</li> <li>Enhanced use of digital platforms for production planning and market facilitation by government decision makers based on stronger information flows.</li> </ul>	<b>Increased access and use of digital information to support national food systems</b>
<b>Cross-cutting areas that add value to the Agriculture sector: the RNR</b>	<p><b>GEWE</b> – Mainstreaming gender equality and the empowerment of women and youths in smallholder farmer-based organisations and food systems (from production, post-harvest management and value addition, to small enterprise development and marketing of nutritious food products)</p> <p><b>INNOVATION</b> – Further roll-out and mainstreaming of the PLUS menu optimizer platform. Support to government preparation of a national food systems [digital] dashboard to inform priorities, identify bottlenecks, and support win-win partnerships with UN agencies and private sector. Introduction of the Consolidated Livelihood Exercise for Analysing Resilience (CLEAR) to build understanding of how food security is affected by climate risks and enhance</p>		

<b>Strategy 2040, 12<sup>th</sup>-FYP and SDGs</b>	<p>community led RNR governance alongside wider oversight and support. New digital partnerships for market systems development that support producer-buyer relationships, and smallholder access to market information alongside credit and investment services.</p> <p><b>SUPPLY CHAIN</b> – Further support toward enhanced national supply chain capacities that support smallholder-responsive food and market systems with a particular focus on sub-district market infrastructure (appropriate grading, packaging, storage and collection units), and support to farm roads development</p> <p><b>PARTNERSHIPS</b> – WFP facilitation and support to national inter-agency and UN-government partnerships, including the formulation of appropriate frameworks to foster coordination and knowledge sharing among Government, UN, State-Owned Enterprises, Private Sector and civil society groups</p>		
<b>Assumptions</b>	<p><b>Activity to output assumptions</b></p> <ul style="list-style-type: none"> <li>• WFP systems, human resources, staff profiles, training and incentives align with the range of Agriculture activity requirements that increasingly shift towards post-harvest and market systems development aspects.</li> <li>• WFP capacity support addresses an appropriate mix of institutional processes, methods, skills and tools for food systems development in Bhutan.</li> <li>• WFP is able to position itself alongside the RBAs for high-level advocacy with Government and partners, including MOAF Departments and other Ministries.</li> <li>• The RBAs collectively support an integrated agriculture development package with a strong WFP focus on market systems development.</li> </ul>	<p><b>Output to outcome assumptions</b></p> <ul style="list-style-type: none"> <li>• WFP and partners ensure the progressive embedding of demand responsive approaches into government (production, marketing, gender and youth inclusion, business enterprise development, private sector systems, processes and skills).</li> <li>• Government demand for WFP support is sufficient to sustain a full transitioning to national ownership.</li> <li>• Government and external partner funding for Agriculture is sufficiently long-term, predictable and flexible for WFP to help build government capacities that enhance production-market linkages.</li> </ul>	<p><b>Outcome to impact assumptions</b></p> <ul style="list-style-type: none"> <li>• Government agriculture-based programmes provide sustained access to well designed and coordinated support that ensures the impacts on key government and SDG indicators for social and economic wellbeing are sustained</li> <li>• Funding for agriculture (including government, bilateral and multilateral programmes) is sustained</li> </ul>

## Annex 5: Evaluation timeline and field mission schedule

The following workplan summarises the evaluation process. It is was developed alongside a field visit plan outlining the data collection and stakeholder engagement process (overleaf).

### Evaluation timeline

Steps	By whom	Key dates
<b>Inception</b>		
Inception phase CO debriefing	ET	Aug 12
ET review of draft IR	ET EM	Aug 20 – 24
Draft inception report to RBB and DEQAS	EM	Aug 25
DEQAS Feedback	EM	Sept 3
Final IR to CO evaluation committee	ET	Sept 10
Sharing of final inception report with key stakeholders	EM	Sept 17
<b>Data collection</b>		
Weeks 1-3 – Quarantine (2 weeks): ET briefing / induction; document review; remote interviews with WFP CO team; District visit planning	ET	Sept 28 – Oct 13
Week 3 – Thimphu	ET	Oct 18 – 22
Week 4 – Trongsa	ET	Oct 25 – 29
Week 5 – Zhemgang	ET	Nov 1 – 5
Week 7-10 – Thimphu	ET	Nov 8 – 30
Week 7-8 – follow-up interviews Thimphu / remote interviews (Lhuntse, Samgang, Mongar)	ET	Nov 8 – 12
Weeks 2, 4 and 7 – Thimphu (WFP CO team in-country debriefings and discussions; Organisational readiness analysis)	ET	Nov 8 – 12
Weeks 2, 7-8 – Donor / resource mobilisation review	ET	
Weeks 7-8 – Thimphu: UN partner agency KIIs	ET	Nov 8 – 12
Week 8 – WFP initial debriefing	ET	Nov 15 – 19
Week 8 – Thimphu (Government and UN stakeholders; WFP role formative workshop)	ET	Nov 15 – 19
Week 9 – WFP final debriefing and ET Depart	ET	Nov 22 - 23
Evidence review 1 – WFP agriculture value proposition	ET	Dec 20
Evidence review 2 – GEWE and leave no-one behind	ET	Dec 20
Evidence review 3 – Partnership	ET	Dec 20
<b>Reporting</b>		
Submit D1 ER to EM and CO	TL	Feb 5
Submit D2 ER based on EM, CO & ERG feedback	TL	Mar 7
Submit D3 ER to EM and QA to DEQS	TL/EM	Mar 14
Submit final revised ER based on ERG, RBB stakeholders and ER DEQS review meeting	TL	Mar 29
Sharing of final evaluation report with key stakeholders	Evaluation manager	April 2022
Evaluation report follow-up with ERG, MOAF, UNCT and Donors	TL, Country Director and agriculture lead	April 14 2022

Dissemination and follow up		
Management response	Country director	May 2022
Final evaluation report and management response to OEV	Evaluation manager, country director	May 2022
Evaluation report follow-up with MOAF and UNCT	Country Director and agriculture lead	May 2022
ER follow-up with donors	Country Director	May 2022

### Data collection process

Date		Evaluation Team Field Mission
Week 1	27-Sep-21	Team leader arrival in Bhutan and 2-week quarantine GNHC, MOAF policy review
	28-Sep-21	
	29-Sep-21	
	30-Sep-21	
	01-Oct-21	
Week 2	04-Oct-21	Visit planning – ET, EM
	05-Oct-21	Internal stakeholder meeting schedule
	06-Oct-21	DEQS IR review meeting
	07-Oct-21	IR D3
	08-Oct-21	IR FINAL D3
Week 3	11-Oct-21	Visit Planning – ET, EM
	12-Oct-21	External stakeholder meeting schedule
	13-Oct-21	Organisational readiness review
	14-Oct-21	Resource mobilisation review
	15-Oct-21	MOAF virtual meetings
Week 4	18-Oct-21	Week 4 WFP check-in & Government
	19-Oct-21	Government curtesy and policy (GNHC and MOAF)
	20-Oct-21	Government – technical (MOAF, MOE)
	21-Oct-21	Government – technical (MOAF, MOE)
	22-Oct-21	Government – technical (MOAF, MOE); UN RBA meetings
Week 5	25-Oct-21	Field Week 5 – Dzongkhag 1 Trongsa
	26-Oct-21	School and field meetings
	27-Oct-21	"
	28-Oct-21	"
	29-Oct-21	" Evaluation team; review Dz 1
Week 6	01-Nov-21	Field Week 6 – Dzongkhag 2 Zhemgang; Cooperative meeting
	02-Nov-21	"



	03-Nov-21	"
	04-Nov-21	"
	05-Nov-21	" Evaluation team review; Dz 2 & questions for MS&L
<b>Week 7</b>	08-Nov-21	Mongar and Lungtse remote interviews
	09-Nov-21	Samtse remote interviews
	10-Nov-21	UN agencies
	11-Nov-21	Government, UN, WFP and independent Formative workshop Formative meeting (value proposition)
	12-Nov-21	ET Review and meeting with WFP senior staff
<b>Week 8</b>	15-Nov-21	Evaluation team review
	16-Nov-21	WFP Formative workshop (organisational readiness)
	17-Nov-21	WFP Formative workshop (resource mobilisation)
	18-Nov-21	Government, UN, WFP and independent Formative workshop
	19-Nov-21	WFP & ET consolidation of findings
<b>Week 9</b>	22-Nov-21	WFP & ET final consolidation
	23-Nov-21	WFP review meeting – (Findings and Conclusions)
	24-Nov-21	UN agency meetings; CSO meetings
	25-Nov-21	Government, UN, WFP and independent Debrief – preliminary Findings and Conclusions
	26-Nov-21	ET Review; WFP review meeting – (Findings and Conclusions)
<b>Week 10</b>	29-Nov-21	Final WFP Debrief – (Findings and Conclusions)
	30-Nov-21	Team leader departure
	01-Dec-21	Final review by ET and identification of gaps
	02-Dec-21	ET planning agreement and evaluation report; CSO meeting 2
	03-Dec-21	

## Annex 6: Evaluation matrix

Key: Quality of evidence

- Good
- Adequate
- Weak

Evaluation Question				Criteria
1. To what extent was the original portfolio of WFP Activity 1 farmer-to-school feeding interventions relevant to the priorities of Government, UN agencies and beneficiaries?				<i>Relevance Coherence</i>
Sub-questions	Indicators	Data collection methods	Sources of data/information	Data analysis methods/ triangulation
1.1. To what extent did WFP interventions respond to the priorities of national and sector policy frameworks and institutions?	<ul style="list-style-type: none"> <li>● Evidence of a clear understanding, review and interpretation of relevant policies</li> <li>● Evidence of WFP use of institutional mapping or similar process to build its understanding of different roles and relationships</li> <li>● WFP prioritisation in line with Government performance frameworks and UNSDPF</li> <li>● Evidence that government policy considerations and negotiations influenced or guided WFP decisions</li> <li>● Evidence of a consistent interpretation of Government policies and priorities across WFP units and functions</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p> <p>Process review of WFP-Government liaison</p>	<ul style="list-style-type: none"> <li>- WFP Country Director</li> <li>- Program Leads</li> <li>- RGOB policy leads (MOAF, MOE, DAMC, GNHC)</li> <li>- RGOB technical leads</li> <li>- UN Agency leads</li> <li>- WFP Bhutan CSP</li> <li>- KOICA Project document and revisions</li> <li>- RGOB Policy documents and performance frameworks</li> <li>- Relevant WFP policies and guidelines</li> <li>- Annual Country Reports</li> <li>- Midterm Evaluation of WFP Development Project 200300 (2014-2018);</li> <li>- FAO Bhutan Country Programme Evaluation 2018</li> <li>- Observation of WFP-Government and UNCT counterpart meetings</li> </ul>	<p>KII and documentary coding and triangulation of policy priorities, evidence base and shifts (MAXQDA)</p> <p>Triangulation of qualitative data from national to local levels</p> <p>Intervention logic analysis – retrospective review of policy</p> <p>Process analysis</p> <p>Policy mapping</p> <p>Timeline analysis including WFP decision-making with respect to policy shifts</p>

			<ul style="list-style-type: none"> <li>- Review of meeting minutes and communications</li> </ul>	
1.2. How well did WFP agriculture-related interventions complement related government, donor and UNSDPF partner initiatives?	<ul style="list-style-type: none"> <li>● Coherence and additionality with MOAF RNR, FAO and IFAD programmes with respect to strategic focus; roles and responsibilities; accountability and oversight arrangements</li> <li>● Coherence and complementarity of WFP activities and outputs to UNSDPF outcomes and approach (joint programmes, management)</li> </ul>	<p>Data review</p> <p>KIIs</p> <p>Document Review</p> <p>Process Review</p>	<ul style="list-style-type: none"> <li>- WFP and government/UN agency monitoring and reports</li> <li>- WFP Country Director and Program Leads</li> <li>- RGOB operational leads (MOAF, MOE, DAMC) including national and dzongkhag levels</li> <li>- UN Agency leads</li> <li>- School level representatives</li> <li>- Joint RGoB-UN Annual Work Plans and Reports (UNSDPF)</li> <li>- Bhutan 200300 Project Document</li> <li>- WFP Bhutan CSP and logframe 2019 – 2023</li> <li>- RGOB programme documents, blueprints and annual reports</li> <li>- Field partner reports</li> <li>- WFP-Government and UNCT counterpart meeting minutes and communications</li> <li>- Inter-agency and government meeting observation</li> </ul>	<p>Qualitative and quantitative coding and triangulation on key complementary themes and gaps (MAXQDA)</p> <p>Qualitative analysis of UNSDPF planning &amp; reporting coherence</p> <p>Review of UN agency programmes in agriculture</p> <p>Policy mapping and assessment of WFP coherence</p> <p>Intervention logic analysis – retrospective review of inter-agency coherence</p> <p>Process analysis – real-time exploration of relationships</p> <p>Timeline analysis of WFP decision-making with respect to Government and UN priorities</p> <p>Partnership analysis</p>
<b>2. What results has WFP 's Activity portfolio delivered or contributed to in Bhutan?</b>				<b>Effectiveness Efficiency</b>
<b>Sub-questions</b>	<b>Indicators</b>	<b>Data collection methods</b>	<b>Sources of data/information</b>	<b>Data analysis methods/ triangulation</b>
2.1. What results for agriculture, food and nutrition security has WFP's programme response delivered or contributed to in Bhutan?	<ul style="list-style-type: none"> <li>● Evidence of changes in production, marketing and income opportunities for women and men smallholder farmers, and/or enhanced household, community and market</li> </ul>	Documentary review	<ul style="list-style-type: none"> <li>- Outcome and results-level reporting through ACRs</li> <li>- Joint RGOB-UN Annual UNSDPF Work Plans and Reports</li> <li>- Decentralized evaluation</li> </ul>	KOICA project, CSP and UNSDPF programme and budget analysis in relation to Intervention logic Mixed methods analysis and triangulation of qualitative and quantitative primary and

	<p>assets/infrastructure summarized by type of result, program and locality</p> <ul style="list-style-type: none"> <li>● Evidence of the equal participation of women, youth and vulnerable groups in community entities and/or their inclusion in decision-making<sup>16</sup></li> <li>● Evidence of a clear relationship between WFP Country Capacity Strengthening / Technical Assistance and the development results reported by the WFP through the UNSDPF (for example, changes in government cash stipends for school meals)</li> </ul>	<p>KIIs</p> <p>FGDs</p>	<ul style="list-style-type: none"> <li>- Field partner annual reports</li> <li>- WFP donor reports</li> <li>- COMET reports</li> <li>- CO Country Director</li> <li>- Program Leads</li> <li>- Field Office staff</li> <li>- Government RNR Strategy managers (agriculture, school feeding, nutrition, digitalisation)</li> <li>- MOAF Dzongkhag Coordinators</li> <li>- Field partner representatives</li> <li>- Community representatives</li> <li>- Beneficiaries and Cooperatives</li> </ul>	<p>secondary data (including beneficiary and Ward level perspectives) using MAXQDA</p> <p>Resource mobilisation analysis – current and past fundraising efforts and success rates</p> <p>Gender analysis of WFP interventions</p> <p>Country office DE ‘deep dive’</p> <p>Evidence Summary of Agriculture</p>
<p>2.2. To what extent did WFP use its available resources in ways that helped improve the food production, incomes and participation of smallholder farmers including women and other disadvantaged social groups?</p>	<ul style="list-style-type: none"> <li>● WFP Bhutan CSP Activity 1 planned versus actual human and financial resource allocations.</li> <li>● Line of sight between WFP resource allocations and results reported under 2.1</li> </ul>	<p>Documentary review</p> <p>KIIs</p>	<ul style="list-style-type: none"> <li>- WFP CSP</li> <li>- KOICA project document</li> <li>- WFP, UN agency and government context analyses</li> <li>- Outcome and results-level reporting through ACRs</li> <li>- Decentralized evaluation</li> <li>- Field partner quarterly and annual reports</li> <li>- WFP donor reports</li> <li>- COMET reports</li> <li>- Joint RGOB UN Annual Work Plans and Reports</li> <li>- WFP annual project workplan and budget</li> <li>- WFP Program Leads</li> <li>- WFP Finance and Admin</li> <li>- Deputy Resident Coordinator</li> <li>- Field partner representatives</li> <li>- Community representatives</li> </ul>	<p>KOICA project, CSP and UNSDPF programme and budget analysis in relation to Intervention logic</p> <p>Qualitative assessment of WFP programmatic support to GEWE (MAXQDA)</p> <p>Mixed methods analysis and triangulation of qualitative and quantitative data using MAXQDA</p> <p>Resource mobilisation analysis – current and past fundraising efforts and success rates</p> <p>Gender analysis of WFP interventions</p> <p>Country office DE ‘deep dive’</p> <p>Evidence Summary of Agriculture</p>

<sup>16</sup> WFP’s Gender Policy (2015-2020) has four objectives: (i) Food assistance adapted to different needs. (ii) Equal participation. (iii) Decision-making by women and girls. (iv) Gender and protection.

		FGDs	- Beneficiaries and Cooperatives	
<b>3. How well did WFP adapt and respond to shifts in national priorities including, but not limited to, in response to COVID-19 related impacts on food systems in Bhutan?</b>				<b>Relevance Effectiveness Efficiency</b>
<b>Sub-questions</b>	<b>Indicators</b>	<b>Data collection methods</b>	<b>Sources of data/information</b>	<b>Data analysis methods/ triangulation</b>
3.1. <i>How flexibly and swiftly did WFP initiate its programmatic adaptations to operational needs?</i>	<ul style="list-style-type: none"> <li>Evidence of changes in WFP human and financial resource allocations and/or funding shifts</li> <li>Evidence of WFP Bhutan CO adjustments in Strategy, Structure, Processes, People and/or Technology use or promotion</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p> <p>Liaison Review</p>	<ul style="list-style-type: none"> <li>WFP Country Director and Program Leads</li> <li>RGOB operational leads (MOAF, MOE, DAMC) including national and dzongkhag levels</li> <li>UN Agency leads and UN RCO</li> <li>Implementing partners</li> <li>Joint RGoB-UN Annual Work Plans and Reports (UNSDPF)</li> <li>Bhutan 200300 Project Document</li> <li>CSP Budget / resource situation adjustments</li> <li>Donor-supported project updates or adjustments</li> <li>WFP Bhutan CSP budget revisions 2019 – 2021</li> <li>Field partner reports</li> <li>WFP-Government and UNCT counterpart meeting minutes and communications</li> </ul>	<p>Qualitative and quantitative coding and triangulation on WFP programmatic adjustments and causal factors including internal and external stakeholder views (MAXQDA)</p> <p>Timeline analysis of WFP decision-making and program shifts with respect to beneficiary, Government and UN priorities</p> <p>Policy mapping and assessment</p> <p>Intervention logic analysis of support to adaptive program</p> <p>Partnership analysis especially field partners including assessments of WFP agility</p> <p>Review of CO staff changes</p> <p>Evidence Summaries in Agriculture and GEWE, Leave no-one behind and organisational readiness</p>
3.2. <i>To what extent has WFP developed a revised agricultural programme portfolio in Bhutan?</i>	<ul style="list-style-type: none"> <li>Evidence of changes in WFP Bhutan operational priorities and/or approach to agriculture-related activities (e.g. beneficiary targeting, numbers, modalities, activities)</li> <li>Evidence of changes in WFP staff structure and numbers relevant to the agriculture portfolio</li> <li>Incorporation of GEWE aspects</li> </ul>	<p>KIIs and FGDs</p>	<ul style="list-style-type: none"> <li>WFP Country Director and Program Leads</li> <li>RGOB operational leads (MOAF, MOE, DAMC) including national and dzongkhag levels</li> <li>UN Agency leads and UN RCO</li> <li>Implementing partners</li> <li>Food Corporation of Bhutan and State-Owned Enterprises</li> </ul>	<p>Qualitative and quantitative coding and triangulation on WFP adjustments and internal and external stakeholder views (MAXQDA)</p> <p>Timeline analysis of WFP program shifts in relation to intervention logic</p>

		Document Review	<ul style="list-style-type: none"> <li>- Joint RGoB-UN Annual Work Plans and UNSDPF Reports</li> <li>- CSP Budget / resource situation adjustments</li> <li>- Donor-supported project updates or adjustments</li> <li>- WFP Bhutan CSP budget revisions 2019 – 2021</li> <li>- WFP resource mobilisation</li> <li>- Field partner reports and plans</li> </ul>	Resource mobilisation analysis of planning and initiatives by donor/ budget size/ success rate Evidence Summaries for Agriculture and GEWE / Leave no-one behind
		Liaison Review	<ul style="list-style-type: none"> <li>- WFP-Government and UNCT counterpart meeting minutes and communications</li> </ul>	
3.3. <i>In what ways has WFP responded to evidence-based analyses of the climate, nutrition and other relevant needs and concerns of different communities in Bhutan, including women, men, girls and boys and people living with disability?</i>	<ul style="list-style-type: none"> <li>● Evidence of WFP use of context analysis to inform CSP and project design including the use of interagency and/or government climate, food and nutrition assessments and reviews, gender analysis and sex and age disaggregated data.</li> <li>● Incorporation of GEWE aspects</li> </ul>	KIIs and FGDs	<ul style="list-style-type: none"> <li>- WFP Country Director and Program Leads</li> <li>- MOAF, MOE, DAMC PPD leads</li> <li>- UN Agency leads and UN RCO</li> <li>- Implementing partners</li> <li>- Food Corporation of Bhutan and State-Owned Enterprises</li> </ul>	Mapping of available context analyses and assessments (what, when, who & recommendations) Qualitative and quantitative coding and triangulation review of WFP use of assessments and diagnostics (MAXQDA) Meta-analysis of WFP use of analyses and assessments (document citations and references to resources) Line of sight between evidence base and emerging portfolio Gender profiling of portfolio Evidence summaries for agriculture and GEWE / Leave no-one behind
4. How well has WFP worked to integrate its emerging programme response with that of its partners in Bhutan?				<b><i>Coherence Effectiveness Sustainability</i></b>
<b>Sub-questions</b>	<b>Indicators</b>	<b>Data collection methods</b>	<b>Sources of data/information</b>	<b>Data analysis methods/ triangulation</b>

<p>4.1. To what extent and how well has WFP supported Government responses to COVID-19 and other trends?</p>	<ul style="list-style-type: none"> <li>● Evidence of a clear identification, understanding and interpretation of Government agricultural / renewable natural resources policy and programme adjustments in relation to COVID-19, economy/trade, social and environmental trends</li> <li>● Evidence of WFP Bhutan CO <i>internal</i> adjustments in its Strategic focus, Structure, Processes, People and/or Technology promotion in relation to Government agriculture-related policies and programmes</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p> <p>Process Review – RGOB and UN interagency</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program Leads</li> <li>- RGOB leads (MOAF, MOE, DAMC) at national and dzongkhag levels</li> <li>- UN RCO</li> <li>- Joint RGoB-UN Annual Work Plans and UNSDPF Reports</li> <li>- WFP annual plans including Budget / resource adjustments</li> <li>- Donor-supported project updates or adjustments</li> <li>- WFP Bhutan CSP budget revisions 2019 – 2021</li> <li>- WFP resource mobilisation</li> <li>- WFP-Government and UNCT/RCO meeting minutes and communications</li> </ul>	<p>Qualitative and quantitative coding and triangulation on WFP support to Gov. and inter-agency COVID-19 response (MAXQDA)</p> <p>Timeline analysis of WFP decision-making and program shifts with respect to Gov. COVID-19 priorities</p> <p>Gov. COVID-19 Policy mapping and assessment</p> <p>Intervention logic analysis of WFP support to Gov. COVID-19 response</p> <p>Process and Partnership analyses of WFP Gov. relations</p> <p>Resource mobilisation analysis – WFP role in COVID-19 response</p>
<p>4.2. To what extent has WFP maintained or broadened its operational partnerships, coordination, and/or knowledge sharing and what, if any, mutual benefits did this bring?</p>	<ul style="list-style-type: none"> <li>● Evidence of WFP adjustments in its <i>external</i> relationships with partner organisations (strategic positioning, partnering arrangement, coordination functions and/or knowledge sharing)</li> <li>● Transparency of consultations and processes used by WFP and its partners in identifying, agreeing and/or adjusting its partnership and coordination efforts</li> <li>● Stakeholder perceptions and evidencing (anecdotal and documented) of the policy, programmatic, capacity, financial and/or operational benefits or detriments from WFP engagement</li> <li>● Incorporation of GEWE aspects</li> </ul>	<p>KIIs, FGDs and stakeholder workshop</p> <p>Document Review</p> <p>Process Review – partners</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program/Thematic Leads</li> <li>- RGOB leads (MOAF, MOE, DAMC) at national and dzongkhag levels</li> <li>- UN RCO and UNCT members</li> <li>- UN Agency country directors and regional office managers</li> <li>- WFP field partners</li> <li>- Joint RGOB-UNSDPF Annual Work Plans and Reports</li> <li>- WFP annual plans including Budget / resource adjustments</li> <li>- WFP and UN agency shared documentation</li> <li>- WFP-Government and UNCT/RCO meeting minutes and communications</li> </ul>	<p>Qualitative and quantitative coding and triangulation on WFP partnerships (MAXQDA)</p> <p>Process analysis of WFP real-time partner relationships</p> <p>Partnership analysis including Timeline analysis of WFP decision-making partner engagement and role</p> <p>Partner assessment of WFP Intervention logic</p> <p>Resource mobilisation analysis – WFP role in collaborative fundraising with UN and Gov.</p>

<p>4.3. To what extent have the CO's external and internal resource mobilisation efforts allowed it to respond flexibly to changing needs?</p>	<ul style="list-style-type: none"> <li>● Evidence of WFP-led and joint resource mobilisation initiatives by thematic area, donor, budget size, likelihood and success rates</li> <li>● Donor, partner and Regional Bureau perceptions and evidencing (anecdotal and documented) of the strategic and operational coherence, quality and responsiveness of WFP Bhutan resource mobilisation</li> <li>● Incorporation of GEWE aspects</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p> <p>Liaison Review</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program/Thematic Leads</li> <li>- RGOB national leads (MOAF, MOE, DAMC)</li> <li>- UN RCO and UNCT members</li> <li>- UN Agency country directors</li> <li>- WFP field partners</li> <li>- WFP annual plans including resource mobilisation planning</li> <li>- WFP and UN agency shared resource mobilisation documentation examples</li> <li>- WFP-Government and UNCT/RCO joint resource mobilisation meeting minutes and communications</li> </ul>	<p>Qualitative and quantitative coding and triangulation on internal and external resource mobilisation (MAXQDA)</p> <p>Resource mobilisation analysis – WFP role and performance (fundraising prioritisation, donor research, planning, prioritisation, staff capacities, RBB/HQ support, submissions, success rates)</p> <p>Process analysis of WFP real-time resource mobilisation efforts</p> <p>Timeline analysis of WFP collaborative resource mobilisation efforts</p>
<p><b>5. To what extent is WFP's emerging portfolio of agriculture related activities in Bhutan sustainable?</b></p>				<p><i>Effectiveness Efficiency Sustainability</i></p>
<p><b>Sub-questions</b></p>	<p><b>Indicators</b></p>	<p><b>Data collection methods</b></p>	<p><b>Sources of data/information</b></p>	<p><b>Data analysis methods/ triangulation</b></p>
<p>5.1. What is the potential for the results of WFP's agriculture portfolio in Bhutan to be sustainable, and what factors will contribute to this?</p>	<ul style="list-style-type: none"> <li>● Review of main sustainability justifications of WFP's CSP and projects</li> <li>● WFP internal and external stakeholder perceptions of sustainability factors affecting WFP's agriculture portfolio in Bhutan (e.g. policy, institutional, environmental, financial, social and gender, and technological)</li> <li>● Formative analysis of support for scaling-up of key portfolio areas among government, UN and civil society stakeholders at national, dzongkhag and local levels</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program Leads</li> <li>- RGOB operational leads (MOAF, MOE, DAMC) including national and dzongkhag levels</li> <li>- UN Agency leads and UN RCO</li> <li>- Implementing partners</li> <li>- Food Corporation of Bhutan and State-Owned Enterprises</li> <li>- Joint RGoB-UN Annual Work Plans and UNSDPF Reports</li> <li>- RBA and UNDP programme plans and reports</li> <li>- CSP Budget / resource situation adjustments</li> </ul>	<p>Qualitative and quantitative coding and triangulation of information and data on sustainability from community to national levels (MAXQDA)</p> <p>Programme results and budget analysis of WFP agriculture portfolio</p> <p>Gov. appetite analysis and support for the WFP portfolio (intervention logic)</p> <p>Partnership analysis of WFP role in agriculture</p> <p>Resource mobilisation analysis</p>



			<ul style="list-style-type: none"> <li>- Donor proposals, project updates or adjustments</li> <li>- WFP resource mobilisation coordination</li> <li>- Civil society strategies</li> <li>- WFP-Government and UNCT counterpart meeting minutes and communications</li> </ul>	
<p>5.2. <i>What new models or approaches have been supported or missed by WFP with respect to its agriculture programme portfolio?</i></p>	<ul style="list-style-type: none"> <li>● Examples of programme and/or operational innovation (past, current, pipeline) that can be plausibly linked to WFP</li> <li>● Evidence of WFP search for innovative technologies and approaches and their application</li> <li>● Benchmarking of WFP innovation efforts relative to other initiatives in Bhutan and the Himalayan foothills</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program Leads</li> <li>- RGOB operational leads (MOAF, MOE, DAMC) including national and dzongkhag levels</li> <li>- UN Agency leads and UN RCO</li> <li>- Implementing partners</li> <li>- UN Agency programme reports</li> <li>- WFP and UN agency Proposal review</li> <li>- RGOB MOAF innovation research review</li> <li>- WFP Bhutan CSP budget revisions 2019 – 2021</li> <li>- WFP resource mobilisation</li> <li>- Civil society partner strategies</li> <li>- WFP-Government and UNCT counterpart meeting minutes and communications</li> </ul>	<p>Qualitative analysis of KII and FGD data triangulated with documentation assessments (MAXQDA)</p> <p>Evidence summary of agriculture program</p> <p>Partner analysis of WFP innovation engagement and promotion</p> <p>Process analysis of real-time engagement in innovation e.g. digitalisation</p> <p>Typology of WFP-supported innovations, their source and stage in the innovation process</p> <p>Gender analysis of innovation models and approaches with respect to their support for the women, men, girls and boys</p>
<p>5.3. <i>What is the readiness of the WFP CO to further develop opportunities in relation to agriculture support to Bhutan?</i></p>	<ul style="list-style-type: none"> <li>● Evidence of organisational readiness with respect to clarity of purpose, understanding of likely impacts, leadership, management support, capacities and shared urgency</li> <li>● Evidence of an external environment that is supportive of a modified role for WFP in Bhutan</li> </ul>	<p>KIIs and FGDs</p> <p>Document Review</p>	<ul style="list-style-type: none"> <li>- WFP Country Director and Program Leads</li> <li>- Global staff survey results</li> <li>- Paro staff retreat minutes</li> <li>- Human resource planning</li> <li>- WFP corporate strategies and policies</li> <li>- Donor strategies and policies</li> <li>- WFP resource mobilisation</li> </ul>	<p>Organisational readiness analysis</p> <p>Qualitative analysis of KII and FGD data triangulated with documentation assessments</p> <p>Partner analysis and associated real-time Process analysis</p>

			- WFP-Government and UNCT counterpart meeting minutes and communications	
--	--	--	--	--

## Annex 7: Evaluability Assessment

The key evaluability challenges and assumptions behind the evaluation methodology are described in the table below, alongside the mitigation approaches adopted by the ET.

<p><i>What assumptions did the evaluation team make?</i></p>	<p>It was possible to identify a WFP value proposition for agriculture that was broadly supported by beneficiaries, government, UN, and donor stakeholders</p> <p>A line of sight could be established between the organisational readiness of the CO and its development contributions in agriculture</p> <p>The evaluation would support WFP CO and partner utility in key areas such as partnerships and gender. In particular, access to field level beneficiaries could be ensured for primary data collection and complemented by face-to-face development partner meetings over an extended period</p> <p>Identifying and agreeing internal actions would help establish processes and norms that catalysed organisational performance and delivery of the CO's agriculture portfolio</p> <p>It would be possible for the ET to engage in an extended data collection phase to build stakeholder relationships and maximise the chances of field access to primary beneficiaries not being compromised, thereby allowing data collection processes to engage women, men, and youths (female and male) and address gender, equity, and wider inclusion issues</p> <p>The evaluation matrix indicators developed against each EQ would be supported by a combination of adequate secondary and primary quantitative, and especially qualitative information allowing the ET to triangulate its analysis</p>
<p><i>Where were the risks?</i></p>	<p>Different staff and team expectations on organisational needs (readiness capacities and capabilities) may have made it unclear how CO management should respond</p> <p>There was a facilitation risk if tensions weren't surfaced or ignored especially where staff face significant time-pressures</p> <p>Further changes in the evaluation context may shift attention toward new demands on WFP's country focus – for example in the incidence of significant climatic shocks</p> <p>It might not have been possible to agree the ideal value proposition for the CO with external stakeholders</p> <p>Further changes in the evaluation context may have continuously shifted attention toward new demands on WFP's country focus – for example in the incidence of significant climatic shocks, or shifts in the national COVID-19 response</p>
<p><i>How will the evaluation address these concerns?</i></p>	<p>The ET used live examples for the CO and its partners to map the emerging value proposition to the external enabling environment and WFP's internal capacities and capabilities. This was evidenced by development of the WFP agriculture value proposition, successes in developing the CO approach to resource mobilisation, and in process</p>

	<p>observations of WFP support to the Food Systems Summit dialogues and associated RNR policy engagements</p> <p>The ET interfaced the priorities and opportunities identified by external stakeholders with internal reflections to build clarity surrounding WFP positioning. Continuous attention was given to engaging internal and external stakeholders and triangulating perspectives (cross organisational, local to national, technical) and to communicating the emerging analysis and value proposition alongside WFP's potential contributions and opportunities for partnership.</p> <p>The evaluation process used the organisational readiness model (Figure 8) to track ongoing work, surface different perceptions, build common understanding and expectations; and draw on examples that will give structure to the CO's day-to-day work in agriculture. Identifying and agreeing internal actions helped establish processes and norms that helped catalyse organisational performance and delivery of the CO's agriculture portfolio.</p> <p>Utility was enhanced by ensuring each key analysis was captured in the Findings, Conclusions and supported by one or more Annex. In agreement with WFP and external stakeholders, learning was presented live and in the ER in the form of 'Evidence Summaries' to guide future strategic planning covering WFP's 'Value Proposition in Agriculture'; 'Support for Gender Equality and Leaving No-one Behind'; and Partnerships.</p> <p>Close attention was given to assessing WFP adherence to corporate norms and standards for mainstreaming gender and protection and accountability to affected populations in line with the aspirations of WFP's Gender Policy (2015-2020)</p> <p>An assessment was made of the quality and availability of information for each EQ indicator using a red-amber-green rating</p>
--	--

## Annex 8: Developmental Evaluation

### *Why adopt a Developmental Evaluation approach?*

Developmental Evaluation is an adaptive approach that does not adhere to a linear path but follows a process based on [collaboration, learning and adapting](#) findings in the co-development of an emerging intervention logic and analysis of the organisational readiness to support change. It requires an iterative approach to primary data collection and analysis; review of multiple sources of monitoring data including WFP, government and partner; and both human resource and resource mobilisation plans.

The following figure summarises some the key differences from standard summative evaluations:

	Other Evaluation Approaches	Developmental Evaluation
<b>Purpose</b>	Purpose usually defined at the outset. Often supports learning connected to improvement and accountability.	Supports development of innovation and adaptation in dynamic environments.
<b>Standards</b>	Methodological competence and commitment to rigor, independence, and credibility with external authorities.	Methodological flexibility and adaptability; systems thinking; creative and critical thinking balanced. High tolerance for ambiguity. Able to facilitate rigorous evidence-based perspectives.
<b>Methodological Options</b>	Traditional research and disciplinary standards of quality may dominate options. Options usually selected at outset and are not changed significantly over the course of the evaluation.	Utilization focused. Options are chosen in service to developmental use.
<b>Evaluation Results</b>	Detailed formal reports; validated best practices. May be generalizable across time and space.	Rapid, real-time feedback. Diverse, user-friendly forms of feedback.

*Adapted from; Gamble, J. A. A., 2008. A developmental evaluation primer. J. W. McConnell Family Foundation. Montreal, Canada. [https://www.betterevaluation.org/en/resources/guides/developmental\\_evaluation/primer](https://www.betterevaluation.org/en/resources/guides/developmental_evaluation/primer)*

Key Developmental Evaluation processes to be adopted will include,

- Testing the agriculture portfolio's retrospective intervention logic and underlying assumptions, and working with stakeholders to refine their strategies accordingly,
- Tracking the complexity of the program's context (e.g., changes in the political or natural environment) and helping stakeholders to pivot their approach in response, and
- Recognizing areas for institutional strengthening and building stakeholder capacity (e.g., developing a culture of learning and reflective practice or knowledge management systems).

Key objectives of these processes include,

- Timely, data-based decision-making and adaptation. DE makes evaluation quick, ongoing, and iterative in its approach to data collection, analysis, and feedback. These qualities contribute to timely changes throughout the program as unintended results make themselves visible.
- Innovative, complex programming. Funders frequently operate in rapidly changing environments that require innovative and dynamic programming, which may not have tested theories of change or fully developed designs. DEs monitor how environments evolve and work collaboratively with stakeholders to adjust program activities and objectives in response.
- Systematic documentation of decision-making and the ways a program, project, or activity evolves over time. This documentation in and of itself is unique and allows key policy- and decision-makers to create

new policies and practices that draw from past experiences or revisit earlier decisions, rather than relying on fading memories and “institutional knowledge.”

*Why apply a developmental evaluation approach to WFP Bhutan’s agriculture portfolio?*

During the inception process the ET found the CO to be working on an innovative strategy in agriculture that is: 1) under development (rather than set); and 2) likely to adapt further in response to an emergent and dynamic context.

Innovation in this sense includes creating new approaches to national problems, adapting programs to changing conditions, applying effective principles to new contexts (e.g. scaling technological innovation such as digitalisation), catalysing systems change (e.g. agricultural supply chains and markets), and catalysing rapid responses in crisis conditions.

In terms of the Country Office, the following justification can be recognised as a result of comprehensive inception interviews and documentary analysis:

Question	Corporate	Country Office
What is driving the innovation?	Introduction of 1 <sup>st</sup> and 2 <sup>nd</sup> Generation CSPs and the Integrated Roadmap; Attention to both saving lives and changing lives; increasing emphasis on WFP support to Food Systems	The CO is looking to adapt its agriculture portfolio and approach in response to changes in the context related to COVID-19, new policy introductions and RGOB requests
Are the proposed changes and innovations aimed at deep and sustained change?	WFP supports innovation and change to sustain and enhance the role of COs in achieving development outcomes under government leadership.	Changes are expected to be sustained in ways that are transformational to WFP’s food systems role in Bhutan involving fine-tuning of the agriculture portfolio to ensure future relevance and coherence
Are there collaborative relationships with other organisations where innovation can emerge from combining their respective talents?	Collaboration is encouraged by WFP partnership and policy and provided support through HQ and regional bureau, but there are difference in capacity to support different technical areas	WFP has a wide set of relationships with RGOB, UN Agency (including RBA), donor and civil society organisations. The evaluation supports greater transparency to decision-making
Under what conditions does WFP currently innovate – is innovation part of the organisational culture?	WFP has a strong culture of response to shifts in context; Introduction of new methods and approaches; Innovation challenge; Partnerships for innovation	The inception phase revealed a dynamic CO team responding creatively to a changing context and looking to establish a clear sense of direction
What core elements of what WFP does should not change?	Humanitarian-Development Mandate; technical excellence; “Do no harm” principles; Adherence to corporate policies, standards and guidelines; Gender and protection	
Is it clear for whom the evaluation is intended?	Decentralised evaluations are encouraged to support adaptive learning at the corporate, regional and country levels	Yes. Directly, the CO; indirectly the Royal Government of Bhutan especially MOAF as well as WFP’s development partners and donors

## Annex 9: Data gathering and analysis

The following summary of Data gathering tools covers approaches introduced in the methodology narrative under Section 1.4 of the Evaluation Report:

1. Mixed methods approach (e.g. quantitative, qualitative) and triangulation (all EQs) included MAXQDA coding and data triangulation (KIIs, FGDs, Documentation, Communications etc.) based on a data and coding structure formulated in line with the Evaluation Questions and Evaluation Matrix.
2. Policy mapping of the different policies and their integral themes and priorities covered how these have sifted over time, and been adjusted to accommodate re-prioritisation efforts in response to COVID-19
3. Programme results data tabulation in line with the Intervention Logic (EQ2 1 and 2) explored the line of sight between government capacity strengthening and its results as reported by government data and monitoring systems.
4. Budget analyses (by activity/input area of the intervention logic, by year), and adjustments both in relation to Agriculture specific and CSP assessed organisational funding arrangements (EQs 1 and 2).
5. Process analysis (all EQs – see Annex 3) explored inter-agency liaison and relationships around live processes and meetings. A process observation protocol for data collection and transparency was provided in the Inception Report.
6. Agriculture portfolio analysis collated sequential data on the evolution of WFP support to national and sub-national agricultural development in Bhutan over the period 2016-2021. This allows the analysis to present the steady emergence of increasing range of sector related support.
7. Gender analysis was used to explore how efficiently and effectively WFP had reached beneficiaries, its own use of gender analysis in Bhutan, and the sustainability implications of its approach to GEWE. This was developed as a consolidated annex based on a combination of secondary and primary data collection methods (document reviews, Policy analysis, KIIs, FGDs and workshops) and was used to create a stand Annex to support WFP's Leave No-one Behind agenda. This covered covering the gender context and needs, national policies and frameworks, WFP policies and programming, and gender-related conclusions and recommendations.
8. Timeline analysis explored the inter-relationships between organizational and programmatic findings and significant internal and external events (all EQs). These integrated data on,
  - Thematic elements (Agriculture, School feeding and Agriculture in relation to Climate and Nutrition);
  - Policy (RGOB and Ministry level);
  - Contextual (e.g. COVID-19);
  - WFP Corporate and Programming (e.g. CSP and thematic areas);
  - WFP secured Funding for Agriculture and Resource Mobilisation initiatives; and
  - Changes in WFP Staffing levels and introduction of staff capacity strengthening.
9. Partnership analysis contrasted KII and FGD partner and WFP perceptions as to how effectively WFP engaged with different partners in relation to EQ4 including,
  - Evidence of a strategy, resources and process examples demonstrating how WFP is able to network and relate to other organisations.
  - The density of contacts with government, UN, civil society and donor groups and the extent to which WFP leadership, coordination knowledge sharing and experience helped mobilise support and/or influence
  - How the organisation was linked to, and oriented towards government and donor expectations and demands.
  - How legitimate WFP was perceived by different stakeholders in Agriculture sub-sectors.

- Stakeholder perceptions of WFP integrity as an organisation, and how its leadership and staff are widely acknowledged.

In addition, government appetite was explored including,

- Government willingness to engage in WFP technical assistance for agriculture – the key drivers and barriers and where there is a positive perspective or not, and the underlying causes;
- A review of agriculture-related engagement examples (process analysis) and stakeholders;
- Identification of sub-sectors and cross cutting areas where there was the greatest demand for support (e.g. GEWE, technical, assessments and diagnostics, technology, resource mobilisation);
- Capacity needs and support available (WFP/other) and clarifying why this is the case; and
- Formulation of WFP next steps and focus for capacity strengthening.

The partnership assessment included a review of stakeholder engagements and views on the WFP Agriculture portfolio through KIIs, FGDs and workshops including: the voices of women, men, youths and the leaders of farmer groups and Cooperatives; views of WFP internal CO and Regional Bureau staff as well as those of Government stakeholders (GNHC, MOAF, MOE, District and Ward administrators), UNCT members (Resident Coordinator's Office, RBAs and UNDP); and donors.

10. Resource mobilisation analysis used KIIs, process observation and FGDs to review WFP's approach to,
  - Donor research;
  - Resource mobilisation planning and prioritisation processes;
  - Internal coordination, allocation of responsibility and staff skills, experience and gaps;
  - Internal investment (time, financial);
  - Internal support (Regional Bureau Bangkok, Headquarters and/or independent);
  - External collaboration (Government, UN, civil society) both as a proportion of resource mobilisation efforts (number of submissions, success rates and overall value and value to WFP) and in relation to external partner resource mobilisation capacities;
  - Submission success rates and value (including in relation to investment); and,
  - Rejection analysis
11. Organisational readiness analysis was framed against the framework presented in Figure 8 of Finding 14 (EQ5.3) and was undertaken through KIIs and FGDs with CO staff cross referenced against the CO findings and follow-up to the Global Staff Survey and Paro staff retreats in February and October 2021.
12. Iterative cross referencing of findings against OEV's Technical Note for Gender Integration in WFP Evaluations as well as the objectives of the WFP Gender Policy (2015-2020) and its ongoing update.
13. Iterative co-creation workshops were held with WFP, UNCT and MOAF representatives alongside small technical group meetings toward for the formulation and agreement of WFP's value proposition in agriculture based on presentation of the preliminary evaluation findings.

### ***Organisational Learning***

14. Three 'Evidence Summaries' were generated to summarise key areas of learning as agreed with the WFP CO. These included summary Annexes provided in this Volume of the Evaluation Report covering,
  - WFP's Value proposition in Agriculture in terms of its thematic focus in smallholder market access.
  - The mainstreaming of gender equality and women's empowerment across WFP's emergent Agriculture portfolio in order that the programme should in future Leave No-One Behind.
  - WFP's partnership approach and how this can be further developed.



# Annex 10: Evaluation Reference Group

The Evaluation was supported by an internal **Evaluation Committee** formed as part of ensuring the independence and impartiality of the evaluation. The Committee members included:

- Evaluation Chair – Head of Office, WFP Bhutan Country Office – Svante Helms
- Evaluation Manager - M&E Officer – Udaya Sharma
- Member – Regional Evaluation Officer – Yumiko Kanemitsu
- Member – Activity Owner – Binai Lama
- Member – Activity Owner – Dungkar Drukpa
- Member, Outcome Manager – Kencho Wangmo
- Member - Procurement Officer / Digitalisation and Supply Chain – Temmy Tanubrata

An **Evaluation Reference Group** was also formed with representation that included stakeholders from government and UNSDPF partners. The Reference Group members reviewed and commented on the draft evaluation report and acted as key informants to safeguard against bias and influence.

## **WFP Internal members**

- Evaluation Chair – Head of Office
- Evaluation Manager – CO M&E Officer
- Member – Regional Evaluation Officer
- Member – 2 Programme officers directly in charge of agriculture portfolio in the CO
- Member – 1 Programme officer, Outcome Manager of the Activity in the CO
- WFP Regional Monitoring Officer
- WFP Regional Climate Change Officer
- WFP Regional School Feeding Officer
- WFP Regional Gender Officer

## **External representatives (Government, UN agencies, Donors)**

- Chief Programme Officer, Department of Agriculture, Ministry of Agriculture and Forests
- Chief Programme Officer, Department of Agriculture Marketing and Cooperatives, Ministry of Agriculture and Forests
- Chief Programme Officer, School Health and Nutrition Division, Ministry of Education
- Programme Officer, KOICA Bhutan
- Assistant Representative, FAO Bhutan
- Portfolio Manager, IFAD Bhutan/Nepal

No updates to the Evaluation Reference Group Members of Evaluation Committee were made during the Data Collection or Evaluation Reporting phases.

# Annex 11: Bhutan Agriculture Policy Review

Table A11.1. Bhutan agriculture policy summary

Policy or plan	Relevance to Agriculture development
<b>National development policies and strategies</b>	
12 <sup>th</sup> Five Year Plan (12 <sup>th</sup> FYP) (2018-2023)	<p>The 12<sup>th</sup> FYP plan elaborated a range of National Development Contributions, many of them specific to the RNR sector. Sector challenges identified by the 12<sup>th</sup> FYP included the loss of agricultural land, declining productivity, human-wildlife conflict, farm labour shortages, irrigation, pest and disease management, and weaknesses in post-harvest management practices and market facilities.</p> <p>Key RNR result areas of the 12<sup>th</sup> FYP targeted:</p> <ul style="list-style-type: none"> <li>• Food and nutrition security including the expansion and strengthening of irrigation systems, establishing a network of post-production and marketing facilities, strengthening research and extension services, and encouraging cultivation of fallow land;</li> <li>• Carbon neutral, and climate and disaster resilience that enhances climate change mitigation and adaptation, and strengthens preparedness and response to natural and man-made disasters;</li> <li>• Infrastructure and communications with a focus on leveraging digital technologies as an enabler for RNR sector development; and,</li> <li>• Gender equality and gender mainstreaming.</li> </ul> <p>The 12<sup>th</sup> FYP thereby sought to provide an umbrella framework for RNR-related responses and their integration with wider national policy arrangements and initiatives.</p>
Economic Development Policy (EDP) (2016)	<p>The EDP placed a high level of focus on economic development based on sustainable resource use by introducing four inter-related priorities that included: Diversifying the economic base with minimal ecological footprint; Harnessing and adding value to natural resources in a sustainable manner; Promoting Bhutan as an organic brand; and, Reducing [the National] dependency on fossil fuels. An enabling private sector development was emphasised to support agricultural productivity, achievement of national food self-sufficiency, and supply of agro-industrial export products. The Policy tasked the Ministry of Economic Affairs to operate an incubator service for cottage and small industries as one of several flagship programs under the 12th FYP (above). Associated national RNR sector development programmes supported by the EDP (2016) and 12<sup>th</sup> FYP covered Water Security, Organic Bhutan, Digital Drukyl (services), Start-up Bhutan, One Gewog One Product, Highland Livelihoods, and Tourism.</p>
Economic Contingency Plan (ECP) (2020)	<p>In line with the MOAF structure and RNR Strategy 2040, the ECP was designed, among other priority areas, to stimulate food production and agricultural market sector development in response to the COVID-19 pandemic (e.g. processing, aggregation, sorting, storage, and other post-harvest infrastructure). USD 42 million (70 percent) of the ECP budget was targeted to rural development and agriculture (including production and farm roads investments) with the overall aim to build food self-sufficiency and nutrition security with a specific production grant delegated to district governments. To promote diet diversification away from rice, the list of commodities prioritised for production support excluded rice. The priority</p>

	given to stockpiling the National Food Security Reserve (NFSR) was instead considered an opportunity to develop and manage national supply chains.
<b>School meals, health and nutrition</b>	
White paper on Bhutan's School and Hospital Feeding Programme (2019)	Developed by MOAF to outline how it would help the Ministry of Education meet the nutrition requirements of school children through the enhanced procurement of domestically produced fruits and vegetables and livestock products. MOAF was tasked by Government with leading the School and Hospital Feeding Programme to ensure domestically produced foods were supplied to schools and hospitals by local farmers on a timely basis and meeting quality standards. Areas of food substitution to replace imports with local food products were identified. The initiative was expected to enhance domestic production by way of providing an assured market with guaranteed prices agreed on an annual basis by schools and farmer groups. The White Paper also introduced a recommended school stipend of Nu. 2,013.94 (USD27), Nu. 1,320.45 (USD17.80) and Nu. 914.99 (USD13.40) per student per month respectively for a 3 meal, 2 meal and 1 meal per day school feeding scheme. These figures were revised down by Cabinet in January 2020 to Nu. 1500 (USD20.25), Nu. 1005 (USD13.60) and Nu. 503 (USD6.80) per student per month (Ministry of Finance, 2020. <a href="#">Notification: revision of stipend for schools</a> ) but still represented an increase of 50 percent over 2019 levels.
National School Feeding and Nutrition Programme Strategy (2019-2030)	To contribute to a healthier population with knowledge and skills on how to improve nutrition and health the School Feeding and Nutrition Strategy identified six interdependent objectives that would be supported by a number of different government partners. They included, <ul style="list-style-type: none"> <li>• Improving the health and nutritional status of students, including their micronutrient status;</li> <li>• Improving students' knowledge and practices on nutrition, health, and WASH, thereby creating positive habits that continue beyond school;</li> <li>• Integrating school-based nutrition, health, WASH, and agriculture programmes;</li> <li>• Supporting the use of local agriculture produce in the school feeding programme;</li> <li>• Building knowledge of, and interest in, agriculture as a viable livelihood option; and,</li> <li>• Maintaining national gains in school enrolment, retention and completion rates and supporting academic performance through the provision of free nutritious school meals to students.</li> </ul>
National Nutrition Strategy and Action Plan (2020-2025)	Designed to advance policy areas identified in the Food and Nutrition Security Policy of the Kingdom of Bhutan (FNS) 2014, National Health Policy (2011) and 12th Five Year Plan (2019-2023) and address the many underlying and direct causes of malnutrition in Bhutan. Designed to bring together a range of national nutrition policy commitments among ministries into a guiding document to facilitate operational planning, implementation, monitoring, and resource mobilization. Emphasis was given to ensuring the intersectional and life cycle approach ensured the cross institutional roles and responsibilities were clear. 8 Objectives were used that targeted those at higher risk of malnutrition such as children, women, adolescents, the elderly and people with special needs. A monitoring framework was designed to align national commitments to international targets.
National Education Policy (draft, 2018)	Includes commitments to the mainstreaming of school meals for children across all Bhutan's primary and secondary schools. While failure to ratify the

	Education Policy relates to political differences over some areas, school feeding benefits from cross party support.
<b>Food systems, agriculture and natural resources</b>	
Renewable Natural Resources (RNR) Strategy 2040 (2021)	<p>Development of the RNR Strategy 2040 was supported by FAO. It was based around delivery of 11 strategies designed to deliver 4 overall goals. These goals included facilitation of,</p> <ul style="list-style-type: none"> <li>– A safe and healthy natural environment;</li> <li>– A nationally self-reliant food system;</li> <li>– An inclusive socio-economic well-being for natural resource users;</li> <li>– A more competitive and efficient agriculture value chain.</li> </ul> <p>Among the 11 implementation Strategies, the RNR Strategy (2040) identified some key areas overlapping with WFP support. These include the role of information systems (digital services), technology innovation, and adoption of demand- over supply- driven approaches. The latter includes support to market systems under Strategy 3, “Accelerate RNR enterprise development and expansion”.</p>
RNR Marketing Strategy (2021)	<p>Developed and led by the Department of Agricultural Marketing and Cooperatives in 2021, the strategy seeks to promote RNR support for economic development through support for the commercialisation of RNR production, entrepreneurship and improved marketing systems. The strategy contains six objectives: Support for RNR market development, trade facilitation and investment planning; Facilitated access to international and domestic markets; Greater clarity in the roles and responsibilities of agencies in RNR marketing; Improved ease of doing business in the RNR sector; Market information for producers, buyers and traders; and, Enhanced supply chain management. Each objective and related strategies and action areas include an identifiable institutional partner to support implementation. Action areas with strong WFP synergy include linking farmers to schools, youth engagement and entrepreneurship, local government market facilitation, internal distribution for domestic markets and post production value addition.</p>
Food Systems for Gross National Happiness: Transformative Pathways for Bhutan (2021-2022)	<p>National Food Systems Summit dialogues were promoted by MOAF in 2021 with independent facilitation funded by the RBAs. This led to a further rationalisation of RNR sector priorities relevant to both the RNR Strategy (2040) and RNR Marketing Strategy (2021). The outcomes of the Dialogues process were used to help shape strategic thinking around RNR policy revisions for the 13<sup>th</sup> FYP (2024-2028). The dialogues also proposed bringing Bhutan’s zero hunger SDG 2 contributions in line with Agenda 2030, bringing forward the RNR policy timeline from 2040.</p> <p>Key RNR challenges prioritised by stakeholders included: (a) ensuring access to affordable and safe food to all members of society; (b) eradicating all forms of malnutrition and hidden hunger; (c) doubling smallholder incomes and alleviating poverty; (d) empowering women and children; (e) reducing drudgery; (f) contributing to meaningful employment creation; (g) remaining ecologically benign and carbon neutral; and (h) building resilience to shocks and stressors across the food system network.</p> <p>To address the challenges, eight Bhutan National Pathways were identified that offered significant scope for WFP and RBA support. They included,</p> <ol style="list-style-type: none"> <li>1. Securing production and smallholder livelihoods;</li> <li>2. Enhancing [product] value, standards and market opportunities;</li> <li>3. Unleashing the power of digital tools;</li> <li>4. Securing finance and de-risking the agri-food sector;</li> <li>5. Accelerating science and technology use;</li> </ol>

	<p>6. Boosting nutrition positive initiatives;  7. Sustaining nature first approaches; and,  8. Building capacities, [while] strengthening coordination and partnership.</p> <p>The BNPs support Bhutan’s Nationally Determined Contributions (NDCs) and Low Emission Development Strategy (LEDS) for the agri-food sector. Note should also be taken of MOAF’s ambition under the 12<sup>th</sup> FYP and Strategy 4 of the RNR Strategy (2040) to improve the harmonization and implementation of a number of policy frameworks and acts. Although originally planned for the period 2020 to 2023 the COVID-19 pandemic has led to significant delays. They include (with the original planned years of introduction are provided in parentheses),</p> <ul style="list-style-type: none"> <li>• The Agriculture Land Use Policy (slated for introduction under the 13<sup>th</sup> FYP), National Organic Policy (originally planned for 2023), RNR Sector Development Support Policy (2023), agriculture and food Pricing Policy (2021), RNR Extension Policy (2022);</li> <li>• Development and introduction of a crop and livestock insurance scheme (2022); and,</li> <li>• Introduction of a Food Act (2022), Livestock Act (2022), Forest and Nature Conservation Act (2023), and Cooperative Act (not yet underway though planned for introduction in 2020)</li> </ul>
National Food and Nutrition Security Policy (2014)	<p>Looked to address the stability of food and nutrition security in relation to climate related disasters including flash floods, GLOF, unseasonal rains, drought and forest fires. The National Food and Nutrition Security Policy sought to enable a conducive environment for a healthy population through physical, economic and social access to safe and adequate nutritious food. Priorities included promoting improved irrigation technology use, organic production, pasture development and sedentary livestock management instead of free-grazing. Ministry of Agriculture and Forests – Department of Livestock, Department of Agriculture; Ministry of Health; Department of Trade, Ministry of Economic Affairs</p>
National Irrigation Master Plan, 2016	<p>Presented a 15-year action plan for development of climate-adaptive irrigation systems for food security and rural incomes with a focus on water use efficiency under the Irrigation Division, Department of Agriculture, Ministry of Agriculture and Forests.</p>
Bhutan Water Vision and Policy (2003)	<p>Outlined the multi-sectoral context of water resources management and recognised the responsibility of different sectors in policy delivery. Advocated for integrated water resources management (IWRM) to address existing and emerging water issues, including those related to climate change.</p>
Bhutan Transport 2040: Integrated Strategic Vision (2013)	<p>Developed in 2013 the Vision’s goal was to provide the entire population with a safe, reliable, affordable, convenient, cost-effective, and environment-friendly transport system in support of strategies for socio-economic development. Significant emphasis was given to linking remote communities to road networks through the construction of farm roads.</p>
National Forest Policy (2011)	<p>The revised Forest Policy served as the guiding policy framework for forest management and nature conservation. These key objectives were brought under the RNR Strategy 2040. Importantly, the policy recognized the role of communities in sustainable forest management, climate change mitigation and adaptation.</p>
Livestock Act of Bhutan, 2001	<p>Provided the regulatory framework for livestock breeding, health and production. A strong focus was given to production aspects including the</p>

	prevention of diseases. Comparatively weak on value chain development such as dairy markets. Department of Livestock, Department of Agriculture, Ministry of Agriculture and Forests
National Framework for Organic Farming in Bhutan, 2007	Under the Ministry of Agriculture and Forests the Framework provided the guiding principles for promoting organic agriculture as a sustainable agriculture practice and basis of the development of an environmentally and socially integrated agricultural production system in Bhutan which limited dependencies on imported products services such as pesticides
Pesticide Act, 2000	Encouraged organic agriculture and integrated pest management within a centralized system tasked with controlling the import, sale and use of pesticides
<b>Environment and climate change</b>	
Nationally Determined Contributions (NDC) (2021)	Bhutan's Second NDC reaffirmed its carbon neutral commitment and integrates enhanced actions and targets in key sectors. Low emission development strategies and programmes were identified for Food Security that included six core commitments including: Switching from synthetic to organic fertilisers; Improving agricultural (agronomic) practices; Increasing biomass through perennial crop production; Promoting small and medium scale domestic biogas production; Reducing a reliance on continuous flooding for rice production; and Improving dairy cattle production through breed improvement and feed management.
National Environment Strategy (NES) (1998; 2020)	First published in 1998, the NES identified and described the main approaches for sustainable development in Bhutan. The strategy was revised in 2020 with an increased focus on low-carbon and climate resilient development in line with the country's NDC commitments.
National Environment Protection Act (NEPA) (2007)	The NEPA established the principles of sustainability, adopting a middle way, polluters pay, precautionary approach. It sought to empower institutions such as National Environment Commission to monitor the implement programmes on the ground and advise government.
Bhutan State of the Environment Report (2016)	The 2016 State of the Environment report brought these commitments up to date including the importance of managing inter-relationships and responsibilities across institutions.
National Adaptation Program of Action, 2006, updated in 2012	Highlighted vulnerability of agriculture to climate change and prioritized rainwater harvesting and weather forecasting. Oversight by Policy and Planning Division, Ministry of Agriculture and Forests
National Strategy and Action Plan for Low Carbon Development (2012)	A long-term national strategy with scenarios analysing development pathways from 2005 until 2040 that articulated short and medium-term interventions for different development sectors to achieve sustainable economic growth through green and low-carbon growth. This included Low-Emission Development Strategies (LEDS) in Waste management, Green economy, Renewable energy and Agriculture where it focused on climate-smart livestock farming practices; organic farming; expanding the production of biogas; and sustainable soil and land management.

Sources: RGOB agriculture and RNR-related policy documents, 2000-2021. Evaluation team summary

**Table A9.2. Agriculture in the United Nations Sustainable Development Partnership Framework**

UNSDPF Outcomes, Outputs and Activities highlighting areas of WFP focus and support
<b>United Nations Sustainable Development Partnership Framework (2019-2023)</b>
<p>The United Nations Sustainable Development Framework (UNSDPF) articulated the collective vision of the UN system in Bhutan for 2019-2023.</p> <p>This focused on identifying partnership areas whereby the UN agencies could support the RGOB in its efforts under the 12<sup>th</sup> FYP (2019-2023) to achieve Agenda 2030 and graduate from a Least Developed Country to Middle Income Country status.</p> <p>The overall goal of the United Nations' support from 2019 to 2023 was to help Bhutan achieve “a Just, harmonious and sustainable Bhutan where no one is left behind”. By focusing on sustainable development the UNSDPF aimed to help ensure a smooth transition and avoid a reversal of results.</p> <p>The key result areas of the UNSDPF aligned with the 12<sup>th</sup> FYP included four Outcomes and associated Outputs by 2023 as listed below.</p> <p>Activity areas where the WFP CO was committed to contribute are also bulleted. Three Activities have also been underlined that were identifiable as providing the broad framework for WFP agriculture-related interventions under the UNSDPF (Activities 2.3.9, 2.3.11 and 4.2.4).</p> <p><b>Outcome One:</b> by 2023, there is enhanced access to and use of reliable and timely data for inclusive and evidence-based policy and decision-making.</p> <p>Output 1.1: Central agencies and local governments are better able to integrate, monitor and report on Five-Year Plans and the SDGs</p> <ul style="list-style-type: none"> <li>• Activity 1.1.4. A 72-hour emergency assessment approach is established by the Department of Disaster Management</li> </ul> <p>Output 1.2: Disaggregated data on gender, vulnerable groups, multi hazard preparedness and risk reduction is available and used effectively</p> <ul style="list-style-type: none"> <li>• Activity 1.2.4. Integrated digital school-based health, nutrition and education monitoring and reporting system rolled out nationwide and adopted into a national Management Information System</li> </ul> <p><b>Outcome Two:</b> by 2023, vulnerable and unreached people access and receive quality health, nutrition, protection, education, water sanitation and hygiene services.</p> <p>Output 2.1: Enhanced protection of children and women</p> <p>Output 2.2: Education and care for unreached children and adolescents has improved</p> <p>Output 2.3: Improved policies and strategies for health, nutrition, water, sanitation and hygiene</p> <ul style="list-style-type: none"> <li>• Activity 2.3.7. Bhutan has a regulatory and compliance framework in place for fortified foods</li> <li>• Activity 2.3.8. Bhutan has standards for fortified rice, including its raw materials (fortified rice kernels (FRK), and raw rice)</li> <li>• <u>Activity 2.3.9. Bhutan has a national school feeding and nutrition strategy</u></li> <li>• <u>Activity 2.3.11. [Increased] percentage of perishable food in the National School Feeding and Nutrition Programme procured from local farmers</u></li> </ul> <p><b>Outcome Three:</b> by 2023, national stakeholders provide equal opportunities for all, particularly women and vulnerable groups</p> <p>Output 3.1: Improved enabling environment for civil society to advance opportunities for, and increase resilience of targeted vulnerable groups</p> <ul style="list-style-type: none"> <li>• Activity 3.1.1. Number of gender-responsive policies and legislation in place</li> <li>• Activity 3.1.2. Number of civil society organisations enabled to advance opportunities for target groups, and increase resilience of women, youth, vulnerable groups</li> </ul> <p>Output 3.2: Parliament and justice sector capacities and approaches are strengthened with increased inclusion, transparency and accountability</p>

Outcome Four: by 2023, Bhutan's communities and its economy are more resilient to climate-induced and other disasters and biodiversity loss as well as economic vulnerability.

Output 4.1: Inclusive, risk-informed systems and capacities in place to enable people to benefit from conservation and sustainable management of natural resources, and reduced environmental and health risks

Output 4.2: National policies foster innovative financing, an inclusive business environment and improved livelihoods through climate resilient and nature-based solutions

- Activity 4.2.4. Farmers trained in production planning, post-harvest techniques, farmer organization and business management, and linked to schools

Output 4.3: Greenhouse gas emissions managed in selected sectors

Output 4.4: Improved capacities to prepare for and respond to disasters

- Activity 4.4.2. Humanitarian staging areas with minimum response equipment at critical locations
- Activity 4.4.3. Earthquake Impact Model developed for Bhutan to assess likelihood and scale of impacts of earthquakes.
- Activity 4.4.4. DMCP and SOPs tested through simulation exercises

*Source: UN Bhutan, 2018. UNSDPF*



## Annex 12: Process observations

The following summary was drawn from process examples shadowed by the ET during the Evaluation. The process observation protocol adopted by the ET is provided in Annex 8 of the Inception Report.

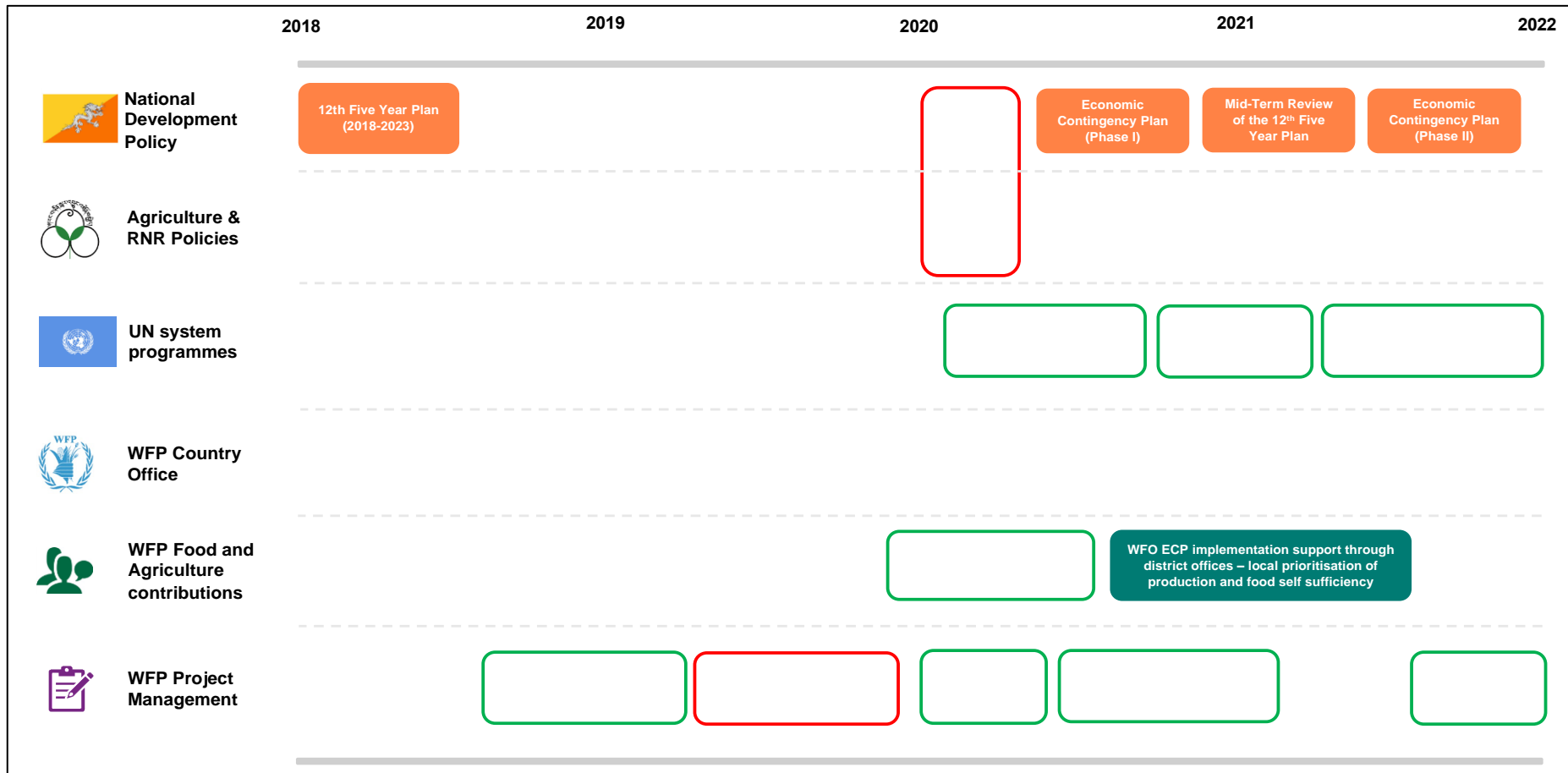
Process and Objective	Partner Organisation(s)	WFP Role
<p><b>Partner coordination and knowledge sharing</b></p> <p>WFP engagement with UN and external knowledge holders in knowledge sharing</p> <p>November 2021</p> <p>ET role – observer and contributor</p>	<p>WFP, FAO, DAMC, DAO, MOAF-PPD, Independents including FSS Dialogues convenors</p>	<p>Observations of knowledge sharing among members of the Development Partner Working Group for Agriculture (DPWGA)</p> <p>WFP engagement of external stakeholders in informal knowledge processes</p> <p>Evaluation presentations of the market systems model and analysis as part of formative contributions to the evaluation findings and conclusions</p>
<p><b>RNR Marketing Strategy</b></p> <p>WFP review of the draft Strategy supporting the new Director and Heads of Division in DAMC</p> <p>July – October 2021</p> <p>ET role – observer</p>	<p>DAMC – Department of Agricultural Marketing and Cooperatives</p>	<p>WFP technical assistance to DAMC through direct liaison with the Department:</p> <p>RNR Marketing Strategy review and comments</p> <p>Joint workshop on RNR Marketing Strategy including with the new DAMC Director</p> <p>GAFSP resource mobilisation</p> <p>Food Systems Summit</p> <p>KII review of comparative WFP and RBA contributions</p>
<p><b>Food Systems Summit FSS</b> – global initiative of the UN Secretary General</p> <p>Mobilisation of Bhutan engagement in the FSS and convening of national FSS Dialogues</p> <p>May to August 2021</p> <p>ET role – contributor</p>	<p>MOAF coordination through the Policy and Planning Division:</p> <p>DAMC – Department of Agricultural Marketing and Cooperatives</p> <p>DOA – Department of Agriculture</p> <p>DOL – Department of Livestock</p> <p>BAFRA – Bhutan Agriculture and Food Regulatory Authority</p>	<p>WFP support to MOAF coordinated through PPD:</p> <ul style="list-style-type: none"> <li>• Preparation of FSS guidance notes and preliminary coordination</li> <li>• Support to nomination of RGOB national dialogue Convenor and holding office</li> <li>• Agreement on national dialogue areas</li> <li>• RGOB submission for FSSD funding</li> <li>• RGOB inter-departmental coordination</li> <li>• UN inter-agency liaison and support</li> <li>• Ratification of RGOB Ministerial support to the global School Feeding Coalition</li> <li>• Inter-agency financial and process support to national and sub-national dialogues</li> </ul>
<p><b>Resource mobilisation</b></p>		<p>ET capacity strengthening included:</p> <ul style="list-style-type: none"> <li>• Donor engagement (JICA, KOICA)</li> </ul>

<p>Development of fundraising systems and processes</p> <p>October – November 2021</p> <p>ET role – capacity strengthening</p>	<p>WFP Bhutan internal process</p>	<ul style="list-style-type: none"> <li>• Donor intelligence review</li> <li>• Review of funding cycle processes, roles and responsibilities</li> <li>• Review of WFP organisational structure and oversight of resource mobilisation</li> <li>• Assessment of delegated roles and responsibilities across the fundraising cycle</li> <li>• Building a logic structure to guide proposal development (nutrition example)</li> <li>• Integration and updating the corporate Salesforce platform for donor intelligence management</li> <li>• Examination of donor prioritization systems and introduction of ‘new-old’ donor decision tool</li> <li>• Review of fundraising pipeline tool and introduction of value estimate decision model based on likelihood to win</li> <li>• Development of a CO proposal development schedule and planning of update meetings.</li> </ul>
<p><b>Adaptation Fund (AF)</b></p> <p>WFP Country and Regional climate fund resource mobilisation with Nepal Country Office</p> <p>July – December 2021</p> <p>ET role – observer</p>	<p>WFP Bhutan internal process with significant investment from November 2021 in partner engagement</p>	<p>WFP internal coordination with RBB and Nepal CO:</p> <ul style="list-style-type: none"> <li>• WFP CO internal resource mobilisation coordination processes, technical and fundraising skills and leadership</li> <li>• WFP country-country liaison with Nepal Country Office</li> <li>• Regional Bureau Bangkok technical and resource mobilisation support to Bhutan Country Office</li> <li>• Recruitment and engagement of a Country consultant facilitator</li> </ul>
<p><b>Global Agriculture and Food Security Programme GAFSP</b></p> <p>WFP interagency coordination of resource mobilisation on behalf of MOAF</p> <p>July – September 2021</p> <p>ET role - contributor</p>	<p>MOAF coordination through the Policy and Planning Division:</p> <p>DAMC – Department of Agricultural Marketing and Cooperatives</p> <p>DOA – Department of Agriculture</p> <p>DOL – Department of Livestock</p> <p>BAFRA – Bhutan Agriculture and Food Regulatory Authority</p>	<p>WFP CO facilitation to MOAF resource mobilisation coordinated through PPD:</p> <ul style="list-style-type: none"> <li>• WFP deployment of available staff and resources</li> <li>• MOAF identification and agreement of priority resource mobilisation</li> <li>• Technical and policy alignment to national COVID recovery priorities</li> <li>• MOAF inter-department coordination, decision-making and leadership</li> <li>• WFP inter-agency liaison with IFAD</li> <li>• WFP, Government and IFAD technical and fundraising skills</li> </ul> <p>Regional Bureau Bangkok technical and resource mobilisation support</p>

	International Fund for Agricultural Development (IFAD)	Engagement of, CARLEP – Commercial Agriculture and Resilient Livelihoods Program ALMC – Agro-Logistics Marketing Cooperative (member organisation)
<p><b>Digitalisation and innovation</b></p> <p>Digital development support for the RNR Statistical Monitoring and Reporting system</p> <p>July – December 2021</p> <p>ET role – observer</p>	RNR Statistics Division	<p>Technical Assistance to RNR M&amp;R systems development and roll out</p> <p>Capacity strengthening for data loading, analysis, dashboards and decision-making.</p> <p>Concept observation and support (Conclusion 2):</p> <ul style="list-style-type: none"> <li>• RNR digital ecosystem mapping, stakeholder engagement, systems integration, farmer-buyer linkages</li> <li>• RNR digitalisation concept for the Korea Ministry of Agriculture and Forests Research Agency MAFRA</li> </ul>

# Annex 13: Timeline analysis

The following infographic provides highlights the inter-relationships between WFP's agricultural portfolio and significant internal and external events. External processes include shifts in the national development policy and sector policy environment for agriculture and associated movements across UN agency programmes and inter-agency agreements: and the onset of the COVID-19 pandemic and associated adjustments in national priorities. Internal processes include changes in WFP thematic contributions (Agriculture, School Feeding and Nutrition) and their relation to WFP Resource Mobilisation and funding



## Annex 14: Agriculture Portfolio Analysis

The following table summarises the evolution of WFP support to national and sub-national agricultural development in Bhutan over the period 2016-2021. This allows the analysis to present the steady emergence of increasing range of sector related support.

**Table A14.1. Timeline summary of WFP's emerging agriculture portfolio**

Year	WFP Agriculture-related policy and programme highlights
<b>2016</b>	<ul style="list-style-type: none"> <li>– <i>National school feeding programme</i></li> </ul> <p>Independent mid-term evaluation of WFP's support to the national school feeding programme under the country development project DEV 200300</p>
<b>2017</b>	<ul style="list-style-type: none"> <li>– <i>National school feeding programme</i></li> </ul> <p>WFP school feeding reached 15,951 Children (5-18 years) (7,953 males; 7,998 females) in 171 schools. 94 percent of the planned figure of 17,000 children. Government supported meals provided by the Ministry of Education reached 3,000 school children. Total school feeding coverage reached 23 percent of all school children nationally.</p> <p>WFP introduce fortified rice to the national school feeding programme through FCBL</p> <ul style="list-style-type: none"> <li>– <i>School feeding capacity strengthening</i></li> </ul> <p>WFP supported the MOE to establish the School Health and Nutrition Division for the stepwise handover of the national school feeding programme</p> <p>WFP capacity strengthening of 161 government staff at national, District and School levels (food preparation, nutrition management, monitoring)</p> <ul style="list-style-type: none"> <li>– <i>WFP assessments and diagnostics</i></li> </ul> <p>WFP launch a supply chain diagnostics exercise with FCBL. All food procurement through FCBL. 300 percent increase in supply chain costs 2014-2017</p>
<b>2018</b>	<ul style="list-style-type: none"> <li>– <i>National school feeding programme</i></li> </ul> <p>WFP provide school meals to 13,897 schoolchildren aged 6-18 years (6,951 male; 6,946 female), 116 percent of planned. WFP support reached 164 of 165 planned schools. With WFP support, all 73,000 school children under the national NSFP receive rice fortified with iron, folic acid, zinc, niacin, Vitamins B1, B6, B12, and Vitamin A.</p> <ul style="list-style-type: none"> <li>– <i>School feeding capacity strengthening</i></li> </ul> <p>WFP worked with MOE for the handover of the entire cohort of schools under the school feeding programme to SHND for oversight from 2019</p> <p>WFP introduced the Integrated Approach pilot to strengthen linkages between school meals, school health, farmer-school linkages, the school agriculture programme and nutrition education. This opened the way for WFP engagement in farmer-school linkages under the CSP (2019-2023)</p> <p>WFP supported incorporation of nutrition, health and agriculture linkages in the curriculum years 9-12 – e.g. nutrition gardens and SAP</p> <ul style="list-style-type: none"> <li>– <i>Digitisation / Innovation</i></li> </ul>

	WFP led the introduction of MCDA digital platform for monitoring national school feeding programme activities by the Ministry of Education
<b>2019</b>	<ul style="list-style-type: none"> <li>– <i>National school feeding programme</i></li> </ul> <p>WFP successfully handed over operations of the national school feeding programme to the Government of Bhutan after 44 years of implementation 86,000 children enrolled in the national school feeding and nutrition programme. An increase in Government targeting of 24,000 children over 2018. As a baseline, Bhutan achieved 96.5 percent net primary school enrolment rate in Bhutan with a female to male enrolment ratio of 0.98</p> <ul style="list-style-type: none"> <li>– <i>Digitisation / Innovation</i></li> </ul> <p>WFP piloted the PLUS menu optimiser tool in Punakha. Early data indicated a 20 percent cost reduction and 17 percent increase in food sourced from local farmers. WFP and the SHND agreed a 2020 plan for rollout of the PLUS tool across all schools in Trongsa district.</p> <p>WFP took part in a “Scale-up Innovation Bootcamp” at Google’s headquarters in San Francisco where the CO presented the ‘PLUS’ School Meals Menu Optimizer tool.</p> <ul style="list-style-type: none"> <li>– <i>School feeding and nutrition policy</i></li> </ul> <p>Five national food security and nutrition policies, programmes and systems components were supported by WFP including the National School Feeding and Nutrition Strategy (2019-30), the National Health Policy, the health and nutrition school curriculum, and food and dietary guidelines. A handbook for school, district and national level management of the national school feeding programme was tested by 20 selected schools nationally.</p> <p>WFP also reached its target to engage 148 cooks, teachers, education officers and local government officials in school meals-related training programmes and workshops.</p>
<b>2020</b>	<p><i>School feeding</i></p> <p>Government planned to reach 100,000 school children, representing 59 percent of all children enrolled in Bhutan (enrolment rates 99 percent girl; 97 percent boys). Unfortunately the COVID-19 pandemic led to closure of the majority of schools for most of the entire academic year. Only boarding schools that were able to isolate students were kept open.</p> <p>WFP collaborated with UNESCO, UNICEF to support the MOE to plan and organise for the reopening of schools under World Bank Guidance.</p> <p>WFP initiate plans for Social and Behavioural Change Communications to school children and teachers under the school curriculum, including the importance of healthy diets involving the increased consumption of local nutrient dense fresh produce such as fruit, vegetables and dairy.</p> <ul style="list-style-type: none"> <li>– <i>Smallholder farmer asset transfers</i></li> </ul> <p>WFP introduced plans to support the national school and hospital feeding programme (SHFP), with an initial pilot starting in Trongsa and Zhemgang districts. Immediately following its introduction, the SHFP was faced by national COVID-19 school closures from March 2020. WFP maintained support to 2,000 smallholder farmers targeted by the WFP home-grown school feeding sub-activity in the districts of Trongsa. In line with government requests under the national agriculture stimulus plan, they were supported with climate adaptation farming materials including drip irrigation kits, sprinklers, pipes, low-cost polyhouses, water storage tanks and rainwater harvesting materials, electric fencing, and high-quality seeds.</p> <p>WFP participated in annual contract renewal consultations between farmer groups and schools in Trongsa district across three sub-districts in December 2020, including Nubi, Tangsibje and Drakteng. WFP used the process to encourage sub-district extension officers to broaden their support to include national agricultural marketing and enterprise development goals in addition to production.</p>

	<p>WFP and UNDP begin implementation of activities prioritising “Economic Response and Recovery: Protecting Jobs, Small and Medium-Sized Enterprise, and Informal Sector Workers” under Pillar 3 of the UN Secretary General’s COVID-19 response framework. WFP Activities focus on promoting jobs to support green growth through climate resilient agricultural production.</p> <ul style="list-style-type: none"> <li>– <i>School feeding policy</i></li> </ul> <p>Food and Dietary Guidelines for School Children in Bhutan published in collaboration with the Ministry of Education. The handbook for school level management of the National School Nutrition Programme, including farmer-school linkages was reviewed in a workshop involving representatives from 32 schools in Eastern Bhutan in preparation for publication in 2021.</p> <ul style="list-style-type: none"> <li>– <i>Digitisation / Innovation</i></li> </ul> <p>WFP started working with the Ministry of Agriculture and Forests to strengthen the use of digital technologies to support the Ministry of Agriculture and Forests statistical, monitoring and reporting (RNR M&amp;R) system. Based on a diagnostic to review and identify gaps the digital RNR M&amp;R system aims to improve access to real time agricultural statistics, market-related data, and data on farm production and smallholder incomes.</p> <p>Following the introduction of the MDCA (Mobile Data Collection and Analytics) platform to MOAF, a corporate shift to by WFP across to the replacement MODA platform (for Mobile Operational Data Acquisition) was undertaken without resources to upgrade user training and support.</p>
<p><b>2021</b></p>	<ul style="list-style-type: none"> <li>– <i>Smallholder farmer asset transfers</i></li> </ul> <p>WFP allocated USD 200,000 of UN Multi-Partner Trust Funding secured by the UNCT to support the Agriculture Stimulus component of the Economic Contingency Plan (2020). Implementation was led by District Agriculture Offices that prioritised the distribution of crop production materials to smallholder farmers. Through this arrangement, WFP broadened the supply of vegetables seeds, low cost polytunnels, irrigation equipment, and electric fencing in Trongsa, Zhemgang, Samtse and Lhuntse districts. By September 2021, WFP support is estimated to have helped 1190 smallholder farmers, 70 percent of them women, to produce and sell 144 MT of fresh local vegetables earning a gross income of BTN 7.89 million (USD 105,100) equivalent to USD 89 per household (UN Bhutan COVID-19 Sitreps #5,6,7).</p> <ul style="list-style-type: none"> <li>– <i>Agriculture policy</i></li> </ul> <p>WFP initiated the promotion and facilitation of Government engagement in the Food Systems Summit (FSS) process. With national commitments secured in May, WFP and IFAD each provided USD 15,000 seed funding to support decentralised FSS Dialogues facilitated by independent national consultants. The process was widely considered to have been successful in engaging local stakeholders and smallholder farmer representatives. It led to a significant shift in RNR Strategic priorities formulated under 8 Bhutan development pathways that streamline national RNR policy arrangements, integrate the RNR Strategy 2040 (2021) and RNR Marketing Strategy (2021), and realign the RNR timeline with the SDGs under Agenda 2030.</p> <ul style="list-style-type: none"> <li>– <i>WFP-supported agriculture assessments</i></li> </ul> <p>WFP supported a rapid assessment of post-harvest losses and marketing of fruit and vegetable value chains in Trongsa and Zhemgang districts and an agriculture supply chain assessment of perishable fruit, vegetables, dairy products, meat and eggs under the national school feeding programme in Trongsa and Punakha.</p> <p>In April WFP organized a stakeholder consultation workshop to introduce the consolidated exercise for analysing resilience (CLEAR) and discuss options for livelihood zoning and spatial development and resource mobilization. The CLEAR approach was later integrated in a joint MOAF-IFAD-WFP concept submission on community-led development to the G20 supported Global Agriculture and Food Security Program (GAFSP) in September. The concept was awarded provisional funding in December 2021, pending development of the full proposal in 2022.</p>

	<p>WFP commissioned the decentralized evaluation of WFP's support to smallholder farmers and expanded portfolio across the agriculture value chain in Bhutan.</p> <ul style="list-style-type: none"> <li>- <i>Farmer-school institutional capacity strengthening</i></li> </ul> <p>Introduction and training on adoption of the PLUS School Meals platform among frontline officials, school principals and school mess-in-charges in Trongsa and Zhemgang</p> <p>WFP undertook preliminary consultations with officials in Gelephu and Bumthang districts including the Regional Agriculture Marketing and Cooperatives Offices (RAMCO) to introduce the farmer-school linkages programme.</p> <p>WFP began training of Agro Logistics Marketing Cooperative (ALMC) members in Punakha, Gasa, Zhemgang, Tsirang and Dagana Districts in supply chain and post-harvest management. At that time, ALMC was a membership organisation of 330 farmers and 26 commercial aggregators.</p> <p>Training on fabrication of electric dryers, revival of fallows lands, and transportation support to facilitate local marketing.</p> <ul style="list-style-type: none"> <li>- <i>National post-harvest management</i></li> </ul> <p>WFP collaborated with the Department of Trade, Ministry of Economic Affairs (MoEA) to develop a customized training module on food safety and quality management for food warehousing, transportation, distribution and retail. 43 private traders were trained. WFP also coordinated an online session for MOAF frontline staff and agriculture entrepreneurs with the Confederation of Indian Industry Food and Agriculture Centre of Excellence on industry best practices for post-harvest storage, drying, testing kits and packaging.</p> <p>WFP also supported RGOB in establishing food safety and quality management standards for the National Food Security Reserve (NFSR) including national guidance for food safety and quality management at the warehouse level, and the provision of food processing equipment to the Regional Post-Harvest Sub-Centre at Brumbi in Zhemgang.</p>
--	--

Sources: WFP, 2017. *Standard Programme Report: WFP, 2018, 2019 and 2020. Annual Country Reports.*



**Table A14.2. Summary of WFP agriculture contributions**

Key Interventions	Outcomes	Lessons
<b>National School Feeding and Nutrition Program</b>		
Support to cross-departmental School Health and Nutrition Programme led by MOAF-DOA	Mainstreaming of fortified rice in school meals (Vitamins A, B1, B3, B6, B12, Folic acid, Iron and Zinc)	SHFP and SFMP provide a springboard for facilitating smallholder access to markets
Introduced rice fortification in school meals through SHNP and the FCBL	Formal contracts between farmers and schools established with DAMC support	Stronger policy and operational integration of agriculture and nutrition
Development and launch of the PLUS school meals menu optimizer	20 percent reduction in school procurement costs under SFNP	Strengthened and broadened partner base for WFP with MOAF including DOA, DAMC, DOL and BAFRA
Strengthening of farmer-school linkages and contract agreements	SAP streamlined as an optional vocational subject in schools	Growing contribution to national vision of food self-reliance
Capacity strengthening of farmers' groups and cooperatives e.g. Agro Logistics Marketing Cooperative	Enhanced market access for local agricultural produce and incomes of farmers	Emerging opportunities to integrate supply chain management and food safety practices in national food systems
Incorporation of nutrition, health and agriculture in the School Agriculture Programme (SAP) and curriculum for grades 9 to 12	Improved food safety practices and warehousing by public and private entities	
Social and Behavioural Change Communications (SBCC) to school children and teachers under SAP		
Customized training module on food safety and quality management across national supply chains		
<b>Digitisation and Innovation</b>		
Introduction of MDCA and later upgrade to the MODA digital platform for monitoring the SHFP	Digitisation support for informed decision-making on food production visibility, planning and supplies	Remaining gaps in digital support for market systems including real-time prices, supply visibility, transport, and farmer-buyer contracts
Technical development and capacity strengthening support to MOAF for the RNR Monitoring and Reporting system including data input and use		

Policy development and support		
<p>Supported the Agriculture Stimulus Plan under the Economic Contingency Plan (ECP) including resources under the MPTF for ECP implementation primarily supporting agriculture production</p> <p>Initiated MOAF-led engagement in national Food Systems Summit (FSS) dialogues with guidance notes, coordination, and financial support to national and sub-national processes</p> <p>Initiated diagnostic study on agriculture supply chains</p> <p>Agriculture assessments and post-harvest management</p> <p>Support for Review of draft RNR Marketing Strategy.</p>	<p>Bhutan's progress on the 2030 Agenda, especially SDG2 enhanced</p> <p>Successful in engaging local stakeholders and smallholder farmer representatives in formulation of the Bhutan Food System Road Map</p> <p>Significantly streamlined national RNR policy arrangements and integrated the RNR Strategy (2040) and RNR Marketing Strategy (2021)</p> <p>Smallholder farmers supported in Trongsa.</p> <p>Smallholder farmers' asset transfers</p> <p>Assessment of post-harvest losses, vegetables, fruits &amp; dairy products value chain strengthened in Trongsa, Zhemgang &amp; Punakha</p> <p>Food safety and quality management standards developed for the National Food Security Reserve (NFSR) including national guidance for food safety and quality management at the warehouse.</p> <p>Link between NPHC &amp; Central Institute for Post-Harvest Engineering and Technology in India established &amp; Regional Sub-Centre at Zhemgang supported with food processing equipment</p>	<p>Multi-stakeholder partnership based strengthened</p> <p>WFP was able to link its portfolio to two future critical national agriculture policies namely RNR Strategy 2020 &amp; RNR Marketing Strategy (2021)</p> <p>Youth engagement in agriculture</p> <p>Post - harvest management identified as new area of support to MoAF</p> <p>Budget delays that affected implementation</p>

## Annex 15: WFP Results in Agriculture, 2019-2021

The following tables cover the Results of WFP Agriculture project interventions over the period January 2019 to June 2021. Each target / result presented is identified against the emerging Bhutan Development Pathways (BDP) developed through the country's Food Systems Summit Dialogues in 2021 (see Annex 12).

The first table (A15.1) relates to outputs of the KOICA funded project, *"Consolidating a fully integrated universal National School Nutrition Programme in Bhutan"*. Finding 5 under EQ 2.1 of the Evaluation Report summarises factors that disrupted implementation including delays in fund disbursements that affected the first instalment for 2019 which was only received in December 2019. This led to a postponement of project activities to January 2020 that was followed in turn by a series of three COVID-19 related lock-downs in Bhutan during 2020-2021, the first of which began in March 2020.

The second set of tables (A15.2 to A15.4) summarises results reported against the WFP Multi-Partner Trust Fund Contributions to Bhutan's emergency COVID-19 response under the Economic Contingency Plan by District Agriculture Officers for Trongsa, Zhemgang, Lhuntse and Samtse. Note that the returns on investment estimated for beneficiaries are for the 2020 to 2021 year only and on the basis of the USD200,000 annual ECP investment. Many of the benefits of in-kind transfers to support farm production are expected to help production increases over multiple years.

**Table A15.1. Summary of KOICA project targets, progress and results for smallholder farmers, 2019-2021**

	Description	Indicator	Baseline	Overall target (2022)	Actual versus planned target (2021)	Performance to date (%)	Cumulative performance (%)
KOICA project Outcome 2	Farmers (men and women) linked to school meals market have increased income and provide fresh food to diversify the school meals menu - BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive	- Farmer household income (BTN)  - Job creation (by gender) through FBO activities linked to schools  - % of women's participation in FBO	BTN 44,077/ HH/year  100  20%	BTN 66,100/HH/year (plus 50% incomes)  4,500  40%	TBC – end of KOICA project assessments (planned for 2023)		
KOICA Output 2.1	Farmer Based Organizations (FBOs) organize farmers to produce for school meals - BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive	Number of Farmer Groups producing for school meals market  Number of members of	225 FBOs 53 from FAO project				

KOICA Activity 2.1.1 ECP core activity	Link Farmer Groups to schools and organize where needed new Farmer Groups to produce for school meals - BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive	Farmer Groups producing for school meals market (job creation) by gender (% of women's participation in Farmer Groups)	2500 (50% female)  530 from FAO FSAPP (Male: 450) (Female: 80)	KOICA - 225 Farmer Groups; 9,000 members (50% female)	191/85 Farmer Groups; 65% women members	245% of target for 2019-2021	85% of overall target
KOICA Activity 2.2.2	Capacity building of farmers in production planning, post-harvest techniques, farmer organization and business management - BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive			9,000 farmers supplying to the school feeding program are trained	1959 of 2250 targeted farmers supplying to the school feeding program were trained	87%	2461 farmers: 27% of overall target
KOICA Activity 2.2.3	Enhanced capacity of government ministries and agencies concerned (MOAF, BAFRA, FCBL), in farmer organization support, post-harvest techniques, food quality management and food inspection. - BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-3 Digital technology; BPD-6 Nutrition positive			60 agriculture extension officers and 20 national officers trained	35 AEOs and 5 NOs trained against a target of 15 AEOs and 5 NOs	233% AEOs 100% NOs	44 AEOs (73% of overall target) and 11 NOs (55%) trained

Source: WFP, 2021. Consolidating a fully integrated universal National School Nutrition Programme in Bhutan. KOICA Annual Report. December 2021; and, WFP Bhutan, 2019 and 2020. Annual Country Reports

**Table A15.2. Beneficiaries Summary for the Economic Contingency Plan (ECP) (2020-2021) (UNSG Multi-Partner Trust Fund)**

Dzongkhag	Targeted sub-districts	Farmer's Group members		Individual farmers		Total
	Number	Male	Female	Male	Female	All
Trongsa	3	1097	1761	409	688	3955
Zhemgang	3	108	184	148	44	484
Lhuntse	1	48	184	20	36	288
Samtse	1	185	192	234	219	830
<b>Total</b>		<b>1438</b>	<b>2321</b>	<b>811</b>	<b>987</b>	<b>5557</b>

Alignment to Bhutan Development Pathways (Annex 12)

- BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive approaches

**Table A15.3. Production and Income Generated by Economic Contingency Plan (ECP) Beneficiaries by District**

Dzongkhag	Area (Acres)	Quantity Harvested (Kgs)	Quantity sold (Kgs)	Percent of produce sold	Quantity sold to schools (Kgs)	Percent of sales sold to schools	Amount Earned (USD)
Trongsa	377	824,275	350,656	43	65,705	19	181,623
Zhemgang	106	232,853	128,905	55	36,546	28	87,037
Lhuntse	56	82,900	56,400	68	14,630	26	36,365
Samtse	41	36,200	23,100	64	2,400	10	25,142
<b>Total</b>	<b>523</b>	<b>1,176,228</b>	<b>559,061</b>	<b>48 %</b>	<b>119,281</b>	<b>21 %</b>	<b>330,167</b>

Alignment to Bhutan Development Pathways (Annex 12)

- BDP-1 Production and Livelihoods; BDP-2 Markets; BPD-6 Nutrition positive approaches

**Table A15.4. Average estimated earnings generated for the June 2020 to May 2021 production period (USD) with Economic Contingency Plan support**

Dzongkhag	Total beneficiaries	Percent women beneficiaries (%)	Total estimated amount earned (USD)	Amount earned per beneficiary (USD)
Trongsa	3955	62	181,623	46
Zhemgang	484	47	87,037	180
Lhuntse	288	76	36,365	126
Samtse	830	50	25,142	30
<b>Total</b>	<b>5557</b>	<b>60</b>	<b>330,167</b>	<b>59</b>

Alignment to Bhutan Development Pathways (Annex 12)

- BDP-1 Production and Livelihoods; BDP-2 Markets

*Source (Tables A11.1 to A11.4): WFP, 2021. World Food Program Support to Agriculture Economic Contingency Plan: ECP Progress Report. Submitted to UNCT, June 2021*

# Annex 16: Bhutan Development Pathways

## FOOD SYSTEMS FOR GROSS NATIONAL HAPPINESS: TRANSFORMATIVE PATHWAYS FOR BHUTAN

### PREAMBLE

“Bhutan’s difficult terrain means that only 7 percent or 664,000 acres of our total land is usable. We must ensure that this small amount of land is put to the best use for the benefit of our people.”

*[His Majesty the King, 17<sup>th</sup> December 2016]*

“An estimated half of the Bhutanese population is engaged in the agriculture sector. If with a well-designed programme, our youth were engaged in building a robust water management infrastructure, it would be of long term benefit to the country. While global conflicts and wars will be fought over access to water, if we can solve this problem once and for all in Bhutan, it will be a truly noble accomplishment. This would also ensure food security, an essential aspect of our overall national goal of self-reliance.”

*[12<sup>th</sup> September 2020, His Majesty the King’s Royal Address to the people of Bhutan during the COVID-19 crisis]*

### BHUTAN, FOOD SYSTEMS AND ASPIRATIONS

**Bhutan is a small, 38394 km<sup>2</sup>, landlocked country in the eastern Himalayas.** With over 70% of its land under forests and subscribing to the development paradigm of Gross National Happiness (GNH), Bhutan remains carbon negative. At its core, GNH seeks harmony between human wellbeing, nature, and the pursuit of development goals.

**Bhutan has witnessed rapid development in recent decades.** Per capita GDP has grown almost ten fold, from as low as 330 USD in the 1980s, to 3300 USD as of 2019. These achievements have mostly been realised through investments in hydropower and growth in the tourism sector. Bhutan’s population has almost doubled from about 400,000 in the 1980s to almost 770,000 in 2019. Bhutanese food systems, however, have not been able to keep pace with increasing demand and a growing population. Imports have risen significantly while exports have failed to witness significant growth. Inherent structural and systemic challenges related to small and scattered land holdings, with minimal inputs and low mechanization possibilities, continue to result in high production costs and limited yield. Given continued migration, particularly of youth, from rural to urban areas, farm labour is becoming increasingly scarce. This is not helped by the negative image associated with farming.

**Less than 20% of arable land is irrigated. And given persistent crop and livestock loss to wildlife, and pests and diseases, almost 30% of arable land is currently left fallow.** Farming remains highly vulnerable to the impacts of climate change. Yield for almost all crops and livestock produce remain below regional averages and production for most crops have plateaued over the last two decades. Post-harvest loss remains high and agri-processing infrastructure remains infantile, while markets and standards remain weak. Given all this, diets, particularly in remote areas, remain poor. As of 2017, almost 21% of children under five years of age remain stunted, and 5.9% are wasted. There is also continued prevalence of vitamin and iron deficiency. Food related waste remains high and the agri-food systems is responsible for over 15% (552 Gg of CO<sub>2</sub>e) of Bhutan’s GHG emissions.

**Despite considerable constraints, the agri-food sector retains significant opportunities for impact and remains consequential for Bhutan.** The agri-food sector is the biggest employer and provides direct employment for over 58% of Bhutanese and contributes to 13.42 % of the GDP (as of 2019). Given Bhutan’s varied agro-ecological zones which allow for a wide variety of produce to be grown, opportunities to substantially increase incomes and improve livelihoods of a majority of Bhutanese by transforming the agri-food system, is real and imminently possible. Recognizing the lack of employment

creation opportunities in other sectors, urgently enabling gainful employment of youth within the agri-food sector will be crucial to ensure Bhutan's near-term and future prosperity.

**By 2030, Bhutan will achieve a carbon neutral, environmentally benign, high performance food systems** which is resilient to shocks and climate change; effectively provide affordable, safe and nutritious food for all; provides gainful employment; empowers women and children; and radically advances maximization of GNH and achievement of SDGs.

## **PATHWAYS FOR TRANSFORMATION AND IMPACT**

**To build and achieve a high performance food system which provides for abundance and catalyses the maximization of GNH and the achievement of SDGs by 2030**, Bhutan will embark on eight ambitious and transformative pathways over the next decade. These transformative pathways will ensure that Bhutan's food systems: (a) assure access to affordable and safe food to all members of society; (b) eradicate all forms of malnutrition and hidden hunger; (c) double smallholder incomes and alleviate poverty; (d) empower women and children; (e) reduce drudgery; (f) contribute to meaningful employment creation; (g) remain ecologically benign and carbon neutral; and (h) build resilience to shocks and stressors across the food system network. These pathways align closely with Bhutan's *Nationally Determined Contribution* (NDC) and the *Low Emission Development Strategy* (LEDS) for the agri-food sector.

A roadmap for implementation is provided at [https://summitdialogues.org/wp-content/uploads/2021/09/1.-BhutanFoodSystemsPathways\\_UN\\_FoodSystemsSummit\\_2021.pdf](https://summitdialogues.org/wp-content/uploads/2021/09/1.-BhutanFoodSystemsPathways_UN_FoodSystemsSummit_2021.pdf)

### **1 | SECURE PRODUCTION AND SMALLHOLDER LIVELIHOODS**

**A suite of strategies to secure production, increase smallholder incomes, and build climate resilience will be initiated and implemented.** A comprehensive plan to ensure fertility and secure Bhutan's limited arable land will be put in place. Innovative mechanisms to bring fallow land into productive use will be upscaled and funding will be secured to

expand irrigation coverage and improve farm roads. Investments will be increased to stem crop and livestock loss to wildlife.

**Modalities and mechanisms to ensure adequate inputs of quality seeds, livestock inputs, animal breeding stocks, feed and fodder, fertilizers and farm machineries will be put in place.** An urgent assessment of whether such services can be better delivered through private parties and/or farmer cooperatives will be conducted to maximise efficiency and create enterprises.

**Opportunities for farmers to obtain carbon credits for tree crops including fodder trees** will be created and implemented.

**Uptake and support for climate smart production technologies will be expedited by provisioning soft loans, tax breaks, and easy access to state land lease.** Such climate-smart food production systems will entice youth to be meaningfully employed, bring in technology, reduce drudgery, generate substantive income, and contribute to image building of farming as a technology-based enterprise.

### **2 | ENHANCE VALUE, STANDARDS AND MARKETS**

**To protect and enhance value, private enterprises and farmer cooperatives will be promoted and strengthened.** Such enterprises will serve as primary aggregators and ensure collection of farm produce at the farm gate. These enterprises will possess the technology, know-how, financial resources, and human capital to liaise with farmers, collect and process,

build, and adhere to standards, and serve as conduits between smallholders and markets, thereby minimizing waste and maximizing returns. They will contribute to building technology competence along supply chains from pre-harvest to post-harvest, storage, and processing. Such aggregators will ensure a steady supply of produce to the markets, ensure optimal export, maintain quality, process, store, and value



add where possible. They will thereby protect and guarantee incomes to smallholders by assuring the purchase of their produce. Such enterprises may also be sanctioned to operate cold-chain, ware house and packhouse infrastructure, and will increasingly, and effectively, link suppliers to processors and markets.

**Apples, mandarin, cardamom, areca nut, ginger, and potatoes stand out as crops of strategic significance** to Bhutan given their export dominance. Detailed business plans for all these crops will be drawn up to facilitate investment and enterprise building. Additional investment plans for specific livestock and forest based produce will also be developed.

**Standards across the food systems value chain will be improved** to capitalise on Bhutan's pristine and nature positive image. Certification schemes will be developed and rolled out to help Bhutan gain competitive export advantage.

### 3 | UNLEASH THE POWER OF DIGITAL TOOLS

**An ensemble of digital tools will be developed and rolled out** to provide crop and livestock advisory services, early warning on weather, and incidences of pests and diseases. To assist service delivery, such digital platforms will also be designed to support agriculture and livestock extension agents. Digital tools to collect real time data on farm conditions will also be rolled out to track the pulse and health of Bhutan's agri-food systems.

**To address information asymmetry within the agri-food market ecosystem, support will be provided to develop dynamic real time digital platforms** to provide information on agri-food produce and also facilitate digital marketing. Such platforms which may be developed by private parties will link smallholders, cooperatives, farmer groups, aggregators, and consumers in real time and ensure faster and much more efficient flow of information and finances between supply and demand networks.

**At the national level, in collaboration with the National Statistical Bureau, a food systems dashboard will be launched** to track performance, and provide a standard reference for all actors within food systems.

### 4 | SECURE FINANCING AND DE-RISK THE AGRI-FOOD SECTOR

**Current agri-food related financial institutions will be strengthened to function at the level of a full-fledged agricultural bank.** Such bolstered institutions will guarantee financing for upscaling smallholder farming activities, ramping up climate smart productions systems, and establishing logistic centres, storage infrastructures, and agri-food based processing industries.

**Buy back and minimum price schemes will be re-designed** to suit the needs of both producers and consumers. Smallholder farms remain vulnerable to climate related risks and will continue to lose produce to weather related events. **Innovative schemes to insure crops and livestock to buffer financial loss of farmers will be established.** Such schemes will boost farmer confidence and assure livelihoods at times of disasters and calamities.

Given the significant capital costs associated with road and irrigation infrastructure, **the establishment of an infrastructure fund** to ensure quality and timely maintenance of agri-food related infrastructure will be explored.

### 5 | ACCELERATE SCIENCE AND TECHNOLOGY

**Research within the agri-food sector of Bhutan can build on more than forty years of institutional strength and experience.** Current research initiatives will be strengthened by fostering closer collaboration with the University and civil society organizations, both within and outside Bhutan. An immediate exercise to determine 'grand challenges for science and technology on food systems' will be spearheaded and conducted by the Government. The exercise will draw up investment and operational plans with clear deliverables for the research sector.

**Priority will be accorded to research and technology** aimed at building resilience, securing and increasing production, helping build value chains, and enhancing nutrition.

## **6 | BOOST NUTRITION POSITIVE INITIATIVES**

**Bhutan will exponentially improve the delivery of food and nutrition** to children and women with the aim of eradicating malnutrition and hunger in all its forms. Supply chains to institutions (schools, universities, monasteries and military) will be rebooted to ensure that menus provide for adequate nutrition. Such menus will be used to plan procurement from farmer groups, cooperatives, and private aggregator firms. Such linkages will also positively influence what is grown by farmers.

**Research and technology initiatives will prioritize biofortification** and production of nutrient dense crops.

**Educational and outreach programs aimed at changing consumer behaviour will be ramped up** to help transition towards healthier diets.

## **7 | SUSTAIN NATURE FIRST APPROACHES**

**Bhutan continues to champion environmental conservation.** Bhutan's NDC and the LEDS for the agriculture and livestock sector lays out the plans and ambitions for Bhutan to pursue a low carbon strategy. Bhutan's prioritised measures and targets until 2030 will mitigate a total of up to 710 Gg CO<sub>2</sub>e emissions, significantly more than current emissions from agriculture and livestock.

**Forests which cover over 70% of Bhutan's land area will be** conserved and sustainability managed. Financing mechanisms will be upscaled to ensure that forests continue to provide ecosystem services, protect biodiversity and mitigate climate change. Enterprises involving the sustainable use of non-wood forest products and agro-forestry initiatives will be promoted.

**Given Bhutan's aspirations to pursue organic production, facilities and enterprises to provision for organic seeds, organic composts, biofertilizers, bio-feed and bio-pesticides will be fast tracked and established.** Biogas production integrated with livestock systems for domestic use in rural households will be upscaled, while biodigesters for production of biogas and biofertilizers from food and organic waste in major towns of Bhutan will be commissioned. Low carbon and shorter supply chains will be encouraged by proactively linking consumers with producers and processing facilities.

## **8 | BUILD CAPACITY, STRENGTHEN COORDINATION AND PARTNERSHIPS**

**Broad frameworks to foster collaboration and partnerships across agencies and actors will be established.** The 'food systems dashboard' will be used to inform priorities, identify chokepoints, and forge win-win partnerships, on an annual basis.

**Given the unanimous call for policy coherence, a complete review and harmonization of all the policies and acts** will be initiated to facilitate the transformation of the food systems and render it fit for the twenty first century.

**A multi-year capacity building initiative will be rolled out** targeting all actors within the food systems and aimed at elevating standards and efficiency.

**And an annual 'food systems and agri-business' conclave will be convened** to promote value addition, establish business ventures, create synergistic inter-agency plans, and track impact.

# Annex 17: Leave no one behind

1. This summary is intended for use by the CO to address gender equality and disability inclusion in agriculture in line with the aspirations of RGOB and WFP. It begins by identifying vulnerabilities pertaining to gender equality and disability inclusion in Bhutan that have affected groups reliant on agriculture-based livelihoods. It then reviews government and WFP policy commitments before exploring the extent to which gender and disability mainstreaming and/or targeted actions have been addressed across WFP's emergent agriculture portfolio. It concludes by highlighting areas for improvement and how this might be achieved.

## 1. Context needs and analysis

### 1.1. Establishing a typology of vulnerability in relation to agriculture in Bhutan

2. The agriculture sector in Bhutan employs over 50 percent of the population and is critical for rural livelihoods.<sup>17</sup> However, the sector is characterised by low productivity and earnings. Agriculture continues to operate at a subsistence level. While a transformation to a more market-based agriculture system is underway, the sector's share to GDP has declined from 24 percent in 2004 to 16 percent in 2019.<sup>18</sup> With two thirds of heads of poor households working in agriculture (as compared to only about a third of non-poor households), working in agriculture is highly correlated with being poor.<sup>19</sup>

3. Agriculture productivity is constrained by a range of factors including: just 2.8 percent cultivable land (Renewable Natural Resources Census, 2019); increasing fallow land; human-wildlife conflict; high production costs; susceptibility to climate change; and instabilities arising from poor market access.

4. Farm labour shortages due to population out-migration also provide a constraining factor.<sup>20</sup> In 2017, the National Statistics Bureau (NSB) estimated that 21.7 percent of Bhutan's population had migrated to urban areas over the course of their lives—leaving agricultural land fallow and resulting in 4,800 *gungtongs* (empty households).<sup>21</sup> This has placed a greater burden on those left behind especially affecting women and the elderly in more remote communities, undermining the community social structures and support.<sup>22</sup> According to an NSB study on *Rural-Urban Migration and Urbanization in Bhutan (2018)*, the lack of market opportunities is one of the many factors impeding agricultural productivity and a major cause of out-migration. This in turn related to limited local demand, remoteness, poor road access, and weak market infrastructure such as local and district level storage facilities.

### Gender

5. A feminisation of agriculture is widely reported due to rural male out-migration.<sup>23</sup> As of 2020, women make up 59 percent of those directly employed in agriculture.<sup>24</sup> According to the *Bhutan Gender Equality Diagnostic of Selected Indicators*, the slower movement of women than men out of agriculture reflects constraints faced by women in various life domains. These include gender gaps in higher level education outcomes and lower employment rates attributed to domestic responsibilities and a high incidence of early pregnancy affecting girls' participation and performance.<sup>25</sup>

6. Recent analysis points to significant differences in the education profiles of rural and urban populations—with the better educated more likely to leave rural areas, and better education facilities in

---

<sup>17</sup> National Statistical Bureau, RGoB. *Labour Force Survey Report 2020*.

<sup>18</sup> National Statistical Bureau, RGoB. *National Accounts Statistics 2020*.

<sup>19</sup> World Bank. Bhutan Development Update. Recent Trends in Poverty and Shared Prosperity: Progress and Challenges. March 2020.

<sup>20</sup> Ministry of Agriculture and Forests, RGoB. *RNR Strategy 2040*.

<sup>21</sup> National Statistical Bureau, RGoB. *Population and Housing Census of Bhutan (PHCB) 2017*. Also see: <https://www.nsb.gov.bt/rural-urban-migration-and-urbanisation-in-bhutan-2/>

<sup>22</sup> National Statistical Bureau, RGoB. *Rural-Urban Migration and Urbanization in Bhutan*. 2018.

<sup>23</sup> For instance, see: NCWC's Gender and Climate Change Report (2020); and the RNR Strategy 2040.

<sup>24</sup> Labour Force Survey Report 2020, op.cit.

<sup>25</sup> Asian Development Bank. *Bhutan Gender Equality Diagnostic of Selected Indicators*. March 2014.

urban areas.<sup>26</sup> In rural areas just 18 percent of the population have received lower secondary education compared to 59 percent in urban areas. Rural women especially suffer lower levels of literacy and educational attendance. Just 32 percent of rural women are able to read and write compared to 59 percent of rural men, 65 percent of urban women, and 84 percent of urban men.<sup>27</sup>

7. The *Bhutan Gender Equality Diagnostic of Selected Indicators* recommends a re-examination of the common assumption that matrilineal inheritance patterns support an equal status for women and men.<sup>28</sup> Study findings by the National Commission for Women and Children (NCWC) have indicated that although women and men had equal legal rights over land and property, control within the family depended on the region, culture and tradition. In practice women were found to have less control over these resources leading to 63 percent of land being owned by males compared to 32 for females.<sup>29</sup>

8. Greater attention is needed to women's family responsibilities including support for children and the elderly; being "bound to the land"; lower education levels; and lack of economic opportunity. Strong gender stereotypical roles and the belief that women are better caregivers continue to persist, impacting on women's participation in decision-making. Female representation in the National Parliament in 2021 was just 15 percent and 12 percent at the Local Government level. Women account for 38 percent of the civil service workforce, and their executive level representation is only 10 percent.<sup>30</sup>

9. NCWC's study also noted gender differences in decision-making within households was still dominated by males.<sup>31</sup> While women were involved in decisions related to household food and minor non-food expenditures, men led decisions related to farm investments, land transactions, engagement of household members in non-farm activities, salary or wage employment, the purchase of machinery, and household expenditures on durable goods.

10. Female farmers have also experienced challenges increasing agriculture productivity and earnings.<sup>32</sup> Women in Bhutan performed 71 percent of unpaid household and care work and spent 131 minutes per day more than men on unpaid work, while men were able to access 85 minutes more paid work.<sup>33</sup> To compensate, women have often sought to market agriculture products. For example, 391 women and 83 men were registered as sellers of agriculture produce at the Centennial Farmers' Market in Thimphu.<sup>34</sup>

11. Women have also been "more or differently affected" by access to fragmented land holdings with limited labour time, lack of machinery to reduce heavy labour, and limited means to deal with crop destruction by wildlife.<sup>35</sup> Women's participation in training and follow-up support for the implementation of new agricultural methods has been limited, owing in part to cultural attitudes that have underestimated their capacities.

12. Although cooperatives, farmers' groups and self-help groups are believed to support gender equality through access to resources, basic data pertaining to these groups and evidence of how women benefit is limited. According to the *Report on the Evaluation of Farmers Groups and Cooperatives*,<sup>36</sup> there were 509 Farmers Groups and 71 Cooperatives registered in June 2019. Women membership was reported at 49 percent across the 114 of the groups (2,535 members) that responded to the evaluation exercise. The poor response rate and outcome of this exercise (acknowledged by the report) can be taken as indication that more strategic approaches are required to supporting and working with these groups.

---

<sup>26</sup> *Rural-Urban Migration and Urbanization in Bhutan*, op. cit.

<sup>27</sup> Ibid.

<sup>28</sup> Asian Development Bank. *Bhutan Gender Equality Diagnostic of Selected Indicators*. March 2014.

<sup>29</sup> National Commission for Women and Children (NCWC), RGoB. *Gender and Climate Change in Bhutan with a focus on Nationality Determined Contribution Priority Areas: Agriculture, Energy and Waste*. 2020.

<sup>30</sup> RGoB. *Transformations for Sustainable Development in the 21st Century: Bhutan's Second Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development*. 2021.

<sup>31</sup> NCWC, *Gender and Climate Change*, op.cit.

<sup>32</sup> For example, analysis of time-use data from the 2010 Gross National Happiness (GNH) survey indicated that women worked an hour more than men, and that the working day typically included various forms of unpaid work including child care, community labour contribution, household maintenance, farming, among others. Similar patterns were noted based on analysis of data from the 2015 GNH survey.

<sup>33</sup> NCWC, RGoB. *Accounting for Unpaid Care Work in Bhutan*. 2019.

<sup>34</sup> NCWC, *Gender and Climate Change*, op.cit.

<sup>35</sup> ADB, *Gender Equality Diagnostic Indicators*, op.cit.

<sup>36</sup> Department of Agriculture Marketing and Cooperatives, Ministry of Agriculture and Forests, 2019.

13. Likewise, a lack of sex-disaggregated data on access to resources such as finance, extension services and labour makes it difficult to assess whether women and men farmers have equitable access these resources. In terms of finance, the lack of financial services and credit access—especially for lower income households, small-scale farmers and entrepreneurs—is a constraint to generating economic activity and improving rural livelihoods that has especially affected women. As of 2017, loans to the agriculture sector accounted for only 5.3 percent of all loans nationally.<sup>37</sup> Table A17.1 summarises credit access arrangements in the four WFP target districts.

**Table A17.1. Credit access among farming households in WFP target districts (2019)**

Dzongkhag	Total Farm Households	Households Accessing Credit and Credit Source								Households Accessing Credit	Percent of Total
		Commercial Bank	BDBL/CSI Bank	Credit Society	Group	Family & Friends	Government	RDCL	NGO		
Trongsa	1466	3	78	2	0	0	1	37	1	122	8
Zhemgang	2075	2	290	0	0	0	0	12	0	304	15
Lhuntse	2008	8	106	0	0	0	0	8	0	122	6
Samtse	8997	62	926	5	5	3	4	26	12	1043	12
<b>National</b>	<b>66587</b>	<b>260</b>	<b>6709</b>	<b>48</b>	<b>87</b>	<b>122</b>	<b>53</b>	<b>594</b>	<b>69</b>	<b>7942</b>	<b>12</b>

Source: RGOB, 2019. RNR Census of Bhutan. MOAF

14. Domestic violence has continued to impact women’s economic activities and quality of life. According to a survey conducted by the NCWC, 45 percent of women and girls aged 15-64 had experienced one or more forms of partner violence once in their lifetime while 6 percent had experienced sexual and/or physical violence in the last 12 months with a higher prevalence among rural women and girls. Likewise, the prevalence of partner sexual violence and controlling behaviours remains higher among rural females. A generally high acceptance level of Gender-Based Violence (GBV) was found, with 53 percent of females justifying violence against them by their partners under certain circumstances.<sup>38</sup>

### Age and disability

15. In the face of the rural out-migration of young people, many of Bhutan’s rural elderly and disabled have been left behind.<sup>39</sup> Rural areas are thereby over-represented by people over 40.<sup>40</sup> According to the 2017 Population and Housing Census (PHCB), the prevalence rate for disability in Bhutan was 2 percent (15,567 persons, including (2.3 percent among females and 2 percent males). Of these, the majority (12,512) resided in rural areas where the prevalence rate was 2.8 percent compared to 1.1 percent in urban areas.<sup>41</sup> At 3.8%, Zhemgang had the highest district prevalence rate as compared to the comparatively urbanised Thimphu which had the lowest rate at 1.2 percent. Prevalence rates were also high for Lhuntse (2.9 percent), Samtse (2.6 percent), and Trongsa (2.3 percent).

16. Meaningful employment of young people has also remained a persistent issue and has been exacerbated by the COVID-19 pandemic. Youth unemployment, which stood at 12 percent in 2019 (14 percent female to 10 percent male), had increased to 23 percent by the end of 2020 with young females constituting 61 percent of unemployed youths.<sup>42</sup>

## 1.2. Policies and frameworks

### National policies and strategies

17. Bhutan has made significant commitments to gender equality and women/girls’ empowerment. They include constitutional guarantees to equal rights for women and men, and strengthening the protection of

<sup>37</sup> Royal Monetary Authority of Bhutan. National Financial Inclusion Strategy 2018-2023.

<sup>38</sup> NCWC, RGoB. *A Study on Violence Against Women and Girls in Bhutan*. 2017.

<sup>39</sup> See <https://thebhutanese.bt/gungtong-labour-shortage-roads-and-budgetary-issues-impede-growth-in-lhuentse/>.

<sup>40</sup> Ibid.

<sup>41</sup> The disability prevalence rate increases with increase in age, with the rate of increase being higher in rural areas. The highest disability prevalence is in the age group 85 and above with 1,244 persons having a lot of difficulty or completely unable to carry out activities.

<sup>42</sup> National Statistical Bureau, RGoB. *Labour Force Survey Report 2019 and 2020*.

women and girls under the *Child Care and Protection Act 2011 (CCPA)*, the *Penal Code (Amendment) of Bhutan 2011 (PCB)*, and the *Domestic Violence Prevention Act 2013 (DVPA)*. The *Labour and Employment Act 2007* prohibits sexual harassment and mandates appropriate and safe conditions at the workplace.

18. The *Inheritance Act of Bhutan 1980* and the *Land Act of Bhutan 2007* provides equal rights to both men and women to own land and properties. The *Loan Act 1981* provides equal rights to use land as collateral for obtaining credit. Gender mainstreaming efforts have also gained momentum over the course of the Government's five-year plans (FYPs), with the introduction of Gender Responsive Planning and Budgeting (GRPB) and integration of gender and other crosscutting issues in the Protocol for Policy Formulation for all sectors. Hence "Gender Equality" is both a national key result area (KRA) of the 12<sup>th</sup> FYP and crosscutting theme affecting all sector KRAs.

19. The *National Gender Equality Policy (NGEP) 2020* approaches gender equality through the political, social and economic domains. In particular, statement 6.6 has direct relevance to women's engagement in the agriculture sector with its aim to, "*Enhance access to finance and market opportunities, and provide capacity and skills development support for women, including rural and socio-economically disadvantaged women*".<sup>43</sup>

20. The NCWC is the Government's lead agency for promoting and coordinating the rights of women and children. It has instituted Gender Focal Points and Gender and Child Focal Points as coordinating entities and drivers for gender mainstreaming in ministries, districts, civil society organisations, and the private sector. A Gender Expert Group (GEG) provides technical support to the NCWC in reviewing policies and conducting capacity-building programmes. District/Municipal Woman and Child Committees have also been established to facilitate the provision of protection services at the local level.

21. Commitment towards disability inclusion is reflected in the Constitution and reinforced by the *National Policy for Persons with Disabilities 2019*. Among a set of comprehensive provisions across all life domains, it includes strategies to support inclusion and access for persons with disabilities to education, skilling and participation in the labour market. Chapters 9.1 and 9.2 support entrepreneurship and vocational skills development, access to finance and business opportunities.

22. The *National Financial Inclusion Strategy 2018-2023* has strategic objectives that include, among others, increasing access to and usage of savings and insurance for unserved and underserved populations; strengthening and promoting priority economic activities, particularly in the agricultural and non-agricultural CSI sector; and developing and implementing the National Financial Literacy Strategy Framework.

### **Policy implementation**

23. Despite these comprehensive policy advancements to improve gender equality and disability inclusion, structural and cultural norms continue to pose barriers to the realisation of gender equality<sup>44</sup>—as indicated by Bhutan's rank of 131 out of 153 countries in the Global Gender Gap Report 2020.<sup>45</sup> Interventions in the agriculture or renewable natural resources (RNR) sector in particular have largely been gender neutral, without specific attention to the differentiated needs of vulnerable groups. This reflects the varied approach to integrating gender and social inclusion concerns in sector policies and strategies. In the agriculture sector, only the *Food and Nutrition Security Policy of the Kingdom of Bhutan 2014*, and the *RNR Marketing Policy of the Kingdom of Bhutan 2017*, contain specific gender mainstreaming goals and guiding principles.

24. According to the NCWC, an analysis of the 2012-2013 budget for the agriculture sector indicated that the impact of budget results for women and men were hardly visible despite agriculture being one of the pilot sectors for GRPB. Although MOAF had implemented several project-tied gender initiatives and NCWC gender focal points were introduced, gender integration through national development plans provided limited institutional capacity to connect agriculture and gender issues. This has been further challenged by a lack of sex-disaggregated data on agriculture. Empowering women by building the leadership of female farmers was also identified as a critical need.<sup>46</sup>

---

<sup>43</sup> World Economic Forum. *Global Gender Gap Report*. 2020. <https://www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality>

<sup>44</sup> RGoB. National Gender Equality Policy 2020.

<sup>45</sup> World Economic Forum. *Global Gender Gap Report*, 2020, op.cit.

<sup>46</sup> NCWC, [Gender and Climate Change](#), 2020 op.cit.



### *WFP policies and strategies*

25. In building an understanding of WFP Bhutan's contributions to leaving no-one behind and the introduction of formative learning, it was important to also understand WFP's own commitments to gender equality and women's empowerment (GEWE) and disability inclusion.

26. WFP has several corporate policies and tools to promote GEWE and social inclusion as it works in partnership with its development partners and beneficiaries. The *WFP Gender Policy (2015-2020)* sought to mainstream GEWE across all WFP activities to meet the different food security and nutrition needs of women, men, girls and boys.<sup>47</sup> Its key objectives were to adapt food assistance to the different needs and capacities of affected populations; ensure equal participation of women and men in the design, implementation, monitoring and evaluation of gender-transformative food security and nutrition; support empowerment of women and girls' capacity for decision-making regarding food security and nutrition in households, communities and societies; and ensure that WFP assistance is provided in ways that does no harm to the safety, dignity and integrity of women, men, girls and boys receiving it, while respecting their rights.

27. The policy promoted a twin-track strategy with minimum standards for gender mainstreaming and targeted actions. Collecting, analysing and using sex-disaggregated data was identified as a first step in designing appropriate programmes and policies. Based on gender analysis, gender considerations could be mainstreamed in all phases of the programme cycle, from initial needs assessment to the final evaluation; and targeted actions could be formulated to address the specific vulnerabilities or risks of different groups.

28. The policy underscored these programme ambitions by highlighting the responsibility and accountability of all WFP employees for implementing the policy, and detailed changes required in WFP human resources, capacity development, communications, knowledge and information, partnerships, financial resources, evaluation and oversight.

29. In 2018 the CO developed a gender action plan (GAP) in 2018 to guide its actions in alignment with the Gender Policy (2015-2020). The goal of all country GAPs is to integrate GEWE into WFP's work and activities and ensure that the different food security and nutrition needs of women, men, girls and boys are addressed.<sup>48</sup> Corporately, all COs are able to build capacities and support the design and delivery of their GAP through participation in the Gender Transformation Programme (GTP).<sup>49</sup> The Bhutan GAP had three broad objectives that were to:

- Generate and share knowledge on gender and food security and nutrition
- Ensure M&E tools are gender responsive
- GEWE is integrated throughout CSP planning process and implementation

30. The analysis in the following section reviews the CO commitments and delivery against these objectives. It was noticeable that the Bhutan CO had not participated in the GTP.

31. More recently, and at the corporate level, the *WFP Disability Inclusion Roadmap 2020-2021* was introduced to support the implementation of the Secretary-General's 2019 United Nations Disability Inclusion Strategy and support WFP obligations to disability inclusion. The Roadmap identified eight key result areas that presented WFP commitments and actions on disability inclusion, towards operationalising the UNDIS, as summarised below.

- Leadership, strategic planning/policy development, and institutional set-up:* mainstreaming disability inclusion in corporate strategic planning, policy, programming, communications and human resource structures.
- Consultation with persons with disabilities:* ensuring meaningful consultation with persons with disabilities and their representative organisations to ensure their full and effective participation.
- Programmes and projects, country programme areas and evaluation:* embedding the rights of persons with disabilities in all programmes and projects.

---

<sup>47</sup> WFP, 2015. [Gender Policy \(2015-2020\)](#); WFP, 2020. [Evaluation of the WFP Gender Policy \(2015-2020\)](#); WFP, 2021. [WFP Gender Policy \(2022-2026\) - Second Informal Consultation](#)

<sup>48</sup> WFP, 2016. [Gender Action Plan. Walking the Talk](#). WFP: Rome

<sup>49</sup> Through the GTP, COs set, address and monitor seven Benchmarks for Accountability and Oversight, Enabling environment, Capacities, Programming, Communications and Knowledge Management, Partnerships and Results with the support of gender focal points, the regional bureau and gender office. See, WFP, 2022. [Gender Transformation Programme](#)

- (iv) *Accessibility, and conferences and services*: understanding and breaking down multiple barriers to participation and access faced by persons with disabilities.
- (v) *Employment and reasonable accommodation*: ensuring personnel with disabilities are able to participate equally in WFP.
- (vi) *Procurement*: improving the accessibility and inclusiveness of products and services procurement, sources and supply chains, and including organisations employing or owned by persons with disabilities.
- (vii) *Capacity development*: equipping employees with the technical knowledge, understanding, sensitivity and capacity to mainstream disability inclusion in WFP programming and operations.
- (viii) *Communications*: enhancing respectful, inclusive, and accessible internal and public visibility on the inclusion of persons with disabilities, including statements/op-eds by senior management.

## 2. WFP Bhutan's approach to leaving no-one behind

### 2.1 WFP Agriculture Policy and Programming

#### *Policy support*

32. More positively, WFP policy support for GEWE was evident in the drafting of the National School Feeding and Nutrition Programme (2020) and update of the RNR Marketing Strategy (2017: 2021). For example, the equal participation of women in school feeding committees has been included to help increase women's oversight of school meals services and support women's empowerment by providing leadership and decision-making opportunities.<sup>50</sup>

#### *Programme design*

33. While KOICA project, "*Consolidating a fully integrated universal National School Nutrition Programme in Bhutan*" included a small agriculture portfolio,<sup>51</sup> and gender equality is mentioned in the project proposal document, women's empowerment and disability inclusion were not incorporated. Nor was it apparent from KIIs or the documentation that the CO had used WFP frameworks such as WFP's Gender Policy (2015-2020) and Gender Toolkit or government policies during the project design process.<sup>52</sup> Attention was instead given to a broad understanding of vulnerability in relation to community remoteness from administrative centres, and national poverty incidences, thereby targeting more remote and vulnerable rural districts.

34. From a population perspective this was justifiable. At least 6.2 percent of households were reported to have experienced food insufficiency rising to 8.1 percent in rural areas compared to 2.9 percent in urban areas. Samtse was recorded as having one of the highest prevalence rates for food insufficiency.<sup>53</sup> Zhemgang had one of the highest poverty rates in the country (16.3 percent) while Samtse (13.6 percent) had the highest gross number of poor people across Bhutan's districts.<sup>54</sup> Lhuntse (5.2 percent), Trongsa (9.6 percent) and Zhemgang were identified as districts facing isolation challenges affecting agricultural production and marketing, high transport costs and supply chain difficulties.

35. Beyond this analysis no attention was given to the specific needs of women farmers, disabled persons or youths when supporting farmer-school linkages. The primary focus was on supporting project implementation through the Ministry of Education (MOE), Department of Agriculture (DOA) and School and Hospital Feeding Programme. Agriculture activities in turn relied on the intermediation of MOAF through its District Agriculture Officers and sub-district Agriculture Extension Agents. This followed CSP (2019-2023) commitments, where WFP's focus on country capacity strengthening meant that all Agriculture beneficiaries were direct but reached through partners (corresponding Tier 1 of the WFP Management Plan). While

<sup>50</sup> WFP Bhutan. *Annual Country Report (ACR)*. 2019; and WFP Bhutan ACR 2020.

<sup>51</sup> *DE Inception Report*: This includes reference to: JICA, 2017. Survey of Country Gender Profile (Kingdom of Bhutan); ADB, 2014. Bhutan: Gender Equality Diagnostic of Selected Sectors; and, Sariyev, O. *et al.*, 2020. Women in household decision-making and implications for dietary quality in Bhutan. Agricultural and Food Economics.

<sup>52</sup> World Food Programme: WFP Gender Policy 2015-2020; and WFP Gender Toolkit, 2019.

<sup>53</sup> PHCB 2017, op.cit.

<sup>54</sup> National Statistical Bureau, RGoB. *Bhutan Poverty Analysis Report*. 2017.



appropriate in broad terms, the ET found no evidence that WFP specifically consulted different beneficiary groups when designing the CSP and KOICA programme approaches but instead relied on its government partners to lead on-the-ground implementation.<sup>55</sup>

### *Programme implementation*

36. The ET found that while some beneficiary data provided by government agencies and reported by WFP through Annual Country Reports (ACRs) and KOICA was disaggregated by sex, this was not true across all relevant categories. While this was in part because the CSP log frame and corporate results framework do not disaggregate the relevant indicators by gender,<sup>56</sup> the ET found the quality of WFP support for GEWE and reporting was limited by a reliance on numbers but lacked gender analysis. This represented a missed opportunity.

37. Two examples demonstrate this. In 2020 WFP aligned with UN Country Team (UNCT) strategy to support the Government's COVID-19 pandemic response and Economic Contingency Plan. At least 1190 smallholder farmers in Trongsa, Zhemgang, Lhuentse and Samtse, 70 percent of them women, benefitted from WFP support (through MOAF) in production, postharvest management and marketing between June and December 2020. Through this, smallholders received an income benefit of over USD 106,000 (BTN 7.89 million).<sup>57</sup> In another example, WFP support to the Regional Post-Harvest Sub-Centre in Zhemgang district, was geared towards providing new business and income opportunities to youth groups, farmers, food entrepreneurs and cooperatives.<sup>58</sup> On this basis, the 2020 ACR and UN Bhutan COVID-19 Situation Reports identified WFP assistance to female smallholder farmers had been a highly significant achievement.

38. While the evaluation was able to validate the high rates of female group membership, and stakeholder consultations indicated WFP-MOAF support was highly appreciated by women, the ET questions the validity of perspective. No evidence was found showing WFP adopted a gender lens to inform programme design or integrate gender mainstreaming actions and/or targeted actions based on an understanding of the specific needs of women, men, boys, girls and youths, or disability inclusion. In the face of multiple demands on limited staff numbers and resources, WFP adoption of an approach was instead anchored on working through government. This left significant gaps in capacity strengthening support to MOAF and smallholders in areas such as women's leadership, group-managed savings and credit, access to external credit, and use of gender-appropriate tools and machinery (e.g. smaller sized power tillers).<sup>59</sup> No attempt was made to assess how WFP-supported activities impacted on women's existing income generation or marketing activities, or the impacts of male out-migration on women's position in the home. In its absence, the KOICA and ECP focus on vegetable production, a sub-sector traditionally led by women, may have actually risked reinforcing gender norms and had unintended impacts on women's domestic work burden.<sup>60</sup>

### *Knowledge and communications*

39. WFP's nutrition and health behaviour change communication activities under the CO nutrition programme have sought to emphasise the importance for both women and men to have a role in breaking the intergenerational cycle of malnutrition.<sup>61</sup> However, the ET found no evidence indicating WFP has incorporated GEWE and social inclusion aspects explicitly in its communications and capacity building for agriculture-related beneficiary farmer groups and cooperatives.

40. WFP support to the design and development of MOAF's RNR M&R platform has facilitated the integration of sex-disaggregated data in areas such as registered group and cooperative membership. As related above, there is a need to ensure this also covers credit access among Bhutan's farming households and is based on

---

<sup>55</sup> Based on KIIs, KOICA and CSP documentation, and meeting minutes between WFP, GNHC, MOAF and other partners.

<sup>56</sup> Includes CSP Output Indicator F.1 on the "number of smallholder farmers supported/trained", and "number of farmers that benefit from farmer organisations' sales to home-grown school meals programme and other structured markets"

<sup>57</sup> UN Bhutan. *COVID-19 Situation Report 6. March 2021.*

<sup>58</sup> UN Bhutan. *COVID-19 Situation Report 8.* October 2021.

<sup>59</sup> See e.g., <https://kuenselonline.com/empowering-mountain-women-farmers-through-agricultural-mechanisation/>

<sup>60</sup> The feminisation of agriculture also has hidden gender implications such that even where WFP may look to support empowerment of rural women and build their leadership capacities, it will need to ensure its interventions do not unintentionally contribute to domestic disputes/violence that could emanate from women exercising greater autonomy.

<sup>61</sup> WFP ACR 2019 and 2020, op.cit.

a clarification of group membership arrangements that may be over-estimating men's membership in some localities (Finding 3).

41. Related to the KOICA project agriculture portfolio, WFP's school-based, real-time, integrated nutrition, health and education monitoring and reporting system was rolled out nationally by the MOE in 2019. The system facilitates the collection of sex-disaggregated school data previously missing in the national monitoring and evaluation system in areas such as the distribution of micronutrient supplements to school children and dietary diversity.<sup>62</sup> In 2019, this data contributed to gender equality by uncovering trends that informed the improvement of school menus in relation to girls' dietary patterns. For example, WFP found that many girls were vegetarian and prone to being overweight. This prompted the identification of unhealthy feeding patterns for vegetarians in schools, where meat items were replaced with butter leading WFP and the MOE to update the food and dietary guidelines for school-aged children.<sup>63</sup>

## 2.2 WFP organisational development

### *Capacity strengthening of staff*

42. As part of its efforts to reinforce gender parity, the proportion of female staff in the CO staff grew from 33 percent in 2019 to 41 percent in 2020. This was in line with WFP's corporate gender parity target to have at least 40 percent of female staff by 2020.<sup>64</sup>

43. While a gender focal point was also identified, their role supporting gender mainstreaming was limited. No dedicated gender capacity strengthening such as commitment to WFP's Gender Transformation Programme have yet been undertaken by the CO. While this in part reflected a need to prioritise capacity development initiatives in the face of limited staff numbers and resources, the ET considers this to have been a gap in strategic thinking that pointed to a wider deficit in corporate support for GEWE among smaller COs.<sup>65</sup>

### *WFP Partnerships geared to address gaps*

44. As a member of the inter-agency Gender Working Group under the UNCT, WFP provided funding to support the 16 days of activism campaign for ending violence against women and collaborated with the other UN agencies and national institutions on improving gender equality in 2020 and 2021. UN agencies developed a campaign to raise awareness on GBV across television and radio, social media, print media, and through local governments and among front-line workers.<sup>66</sup>

45. Given the severe resource constraints faced by the WFP CO and RBB, and that WFP support for government efforts to build farmer-school linkages had led to predominance of women beneficiaries (Tier 1, 2 and 3), WFP could have, but did not, reach out to civil society organisations such as the Tarayana Foundation, Loden Foundation and Bhutan Association of Women Entrepreneurs (BAOWE) for ideas and support to GEWE. While this was perhaps unsurprising given the CO entered its first ever NGO partnership in 2020 (a one-year field agreement with the Tarayana Foundation supporting communications outreach on nutrition and health to, "help rural and vulnerable population groups eat and stay healthy during the COVID-19 pandemic and beyond"), it did include a commitment to support youth groups and women's farmer groups as a platform for future collaboration.

## 3. Conclusions and recommendations

46. Gender mainstreaming and targeted actions to achieve GEWE and other social inclusion considerations have been limited across WFP's agriculture portfolio. Key gaps in responding to the gender, age and disability differentiated needs of vulnerable groups have extended from the non-adoption or attention to WFP frameworks such as the Gender Policy (2015-2020) and Gender Toolkit.<sup>67</sup> This has led to:

---

<sup>62</sup> WFP ACR 2019, op.cit.

<sup>63</sup> Ibid. See, RGOB, 2020. [Food and dietary guidelines for school-aged children](#). MOE: Thimphu

<sup>64</sup> WFP ACR 2020, op.cit.

<sup>65</sup> WFP, 2021. [Gender Transformation Programme](#). See also: WFP, 2020. [Evaluation of the Gender Policy](#) (2015-2020)

<sup>66</sup> WFP ACR 2020, op.cit.

<sup>67</sup> Conversely the WFP Disability Inclusion Roadmap was only circulated in 2021.

- Under-utilisation of internal or external gender and social inclusion analyses in programme design and implementation leading to a tendency to follow a “gender-neutral” approach of government partners.
- Limited use of sex- and age- disaggregated beneficiary data despite WFP assistance provided to female smallholder farmers and youth groups (accepting the limitations of WFP’s corporate results framework).
- A lack of consultation with beneficiaries including women, men and youths in the design of joint WFP-MOAF agriculture activities under the CSP, KOICA project and Government Economic Contingency Plan (e.g. farmer group management, credit access, gender-appropriate technologies and marketing).
- No specific attention to disability inclusion, old age or youth vulnerability within the overall context of its support to rural and agriculture livelihood opportunities.
- Gaps in the integration of gender and social inclusion capacity strengthening initiatives for agriculture-with local/field government, civil society and community partners.
- Absence of any concerted effort to strengthen WFP staff capacities in GEWE and social inclusion.
- A lack of attention to the potential role of partnerships to address internal capacity gaps and integrated GEWE and social inclusion in WFP support to agriculture production and marketing.

47. As WFP seeks to expand its agriculture portfolio in Bhutan, it will need to address the identified gaps to ensure that no one is left behind. The following steps should be considered. These include:

**Aligning WFP programming and operations with the WFP Gender Policy, WFP Disability Inclusion Roadmap 2020-2021 through an update to the country gender action plan and participation in the gender transformation programme:** These strategies and associated tools provide the foundations for WFP’s implementation of programmes that can be tailored to the local context. They also specify operational and programmatic responsibilities for all WFP staff, and for this, the Country Office should reach out to the Regional Bureau in Bangkok for necessary support.

**Improving gender and inclusion context analysis:** There is scope for WFP to better utilise assessments on gender and social inclusion already available in the country, some of which have been referenced in this review.<sup>68</sup> WFP will also need to consider recent efforts to improve gender-disaggregated data in the RNR sector,<sup>69</sup> and efforts to provide farm machinery suited for women’s physical use.<sup>70</sup>

**Ensuring gender disaggregated data collection:** To support adaptive and responsive programming the Country Office will need to promote the systematic collection, analysis and use of sex- and age-disaggregated data, gender indicators and assessment related to its programmes and partnerships.

**Consulting with vulnerable populations:** As outlined across WFP’s corporate strategies, the Country Office needs to engage in meaningful consultations with women, youths and other vulnerable groups and/or their representative organisations to ensure its operations are inclusive and responsive to different needs.

**Addressing WFP internal capacity strengthening needs:** The Country Office should outline a capacity strengthening strategy to ensure it has the requisite capacity and technical skillsets to provide appropriate assistance to its implementing partners in terms of ensuring GEWE and inclusion concerns. This may entail investing in building and/or strengthening capacities of national programme officers such as through the Gender Transformation Programme and seeking out corporate expertise.

**Exploring opportunities to address GEWE and inclusion through partnerships:** WFP should explore the opportunities for partnership with relevant Government and non-Government entities including the NCWC and its network of gender focal persons across the country; the Tarayana Foundation; BAOWE; Loden Foundation; and selected youth cooperatives.

48. Gender mainstreaming should not be seen as yet another burden for the Bhutan CO. The developmental evaluation has identified a range of opportunities to build on its immediate initiatives in ways that support these recommendations. They include:

- Integrating the GTP within ongoing management and programme processes;
- Expanding the scope of WFP’s partnership with Tarayana Foundation and exploring areas of partnership with relevant CSOs and youth groups (eg. BAOWE, Loden Foundation and youth cooperatives);

<sup>68</sup> See e.g. [https://www.ncwc.gov.bt/publications/Gender\\_and\\_Climate\\_Change\\_Bhutan1583629500.pdf](https://www.ncwc.gov.bt/publications/Gender_and_Climate_Change_Bhutan1583629500.pdf)

<sup>69</sup> <https://www.nsb.gov.bt/download/9042/>

<sup>70</sup> <https://kuenselonline.com/empowering-mountain-women-farmers-through-agricultural-mechanisation/>

- Bringing agriculture into the scope of the inter-agency Gender Working Group, and gender into the scope of the Development Partner Working Group for Agriculture;
- Building on the support it has been providing to strengthening and digitising the RNR statistical and M&R system by facilitating the integration, collection and use of RNR sex-disaggregated in the sector;
- Including farmer groups as stakeholders in preliminary research work for its Social Behavioural Change Communication (SBCC) programme under the CSP and remaining period of the KOICA project;
- Strengthening WFP support to the country's fresh produce market systems by ensuring the integration of GEWE and inclusion in relevant policy reviews and the development of implementation strategies;
- Integrating targeted actions for women and people with disability into WFP and government partner (DAO-RAMCO) capacity strengthening of farmer-based organisations (e.g. women and youth leadership, managing group finances, accessing credit, value addition and business development); and,
- Ensuring strategies to support youth engagement address the different needs of female and male youth farmers, entrepreneurs and cooperative members including in value addition and product marketing.

# Annex 18: Partnerships Analysis

## WFP strategic partnerships (national)

1. Within the Bhutan context, the Gross National Happiness Commission (GNHC) is mandated as the government apex organisation charged with overseeing the planning and accountability of all bilateral and multilateral development partner programmes and grants in the country. GNHC thereby plays a pivotal role in coordinating and regulating all aspects of WFP's operational support and partnerships.
2. WFP has been present in Bhutan since 1974. Its first project focused on improving nutrition in primary schools. Since then, WFP's central area of support to the Royal Government of Bhutan (RGOB) was to the National School Feeding Programme (NSFP) in partnership with the Ministry of Education (MOE).
3. WFP's main logistics partner for the provision of food commodities to schools until the end of 2018 was the Food Corporation of Bhutan Ltd. (FCBL), for which it provided supply chain training and assisted in establishing a National Food Security Reserve.<sup>71</sup> WFP also partnered the Ministry of Agriculture and Forests (MOAF), Department of Agriculture (DOA), to support the School Agriculture Programme (SAP).
4. Following the handover of the NSFP to RGOB in 2019 the WFP Country Office (CO) made significant efforts to support the introduction of the National School Feeding and Nutrition Programme (NSFNP). This introduced partnerships with the Nutrition Division of the Ministry of Health (MOH); MOAF's Department of Agriculture Marketing and Cooperatives (DAMC) to support farmer-school linkages for home-grown school feeding under the school and hospital feeding programme (SHFP); and the Bhutan Agriculture and Food Regulatory Authority (BAFRA) on food fortification for school meals (also under the SHFP).
5. In response to the COVID-19 pandemic, RGOB introduced its agriculture stimulus plan (ASP) and Economic Contingency Plan (ECP) in 2020. WFP's response to requests for support to the ASP operated within the framework of the UN Socio-Economic Response to COVID-19 for Bhutan (2020) and included agriculture production support under the project, "Protecting livelihoods and reinforcing the tourism and agriculture sectors in Bhutan".
6. During 2020, and at the request of the UN Resident Coordinator, WFP adopted the coordination role for the Development Partner Working Group for Agriculture (DPWGA). A core aim of WFP engagement in the Group has been to support government RNR policy implementation by strengthening partnerships with bilateral and multilateral donors, alongside UN agencies present in Bhutan including the RBAs, UNDP and International Trade Centre (ITC) (Box A18.1).

### **Box A18.1. UN agriculture sector development contributions in Bhutan**

FAO's work plan included the Food Security and Agriculture Productivity Programme (FSAPP) that aimed to raise agricultural production across 6 western and southern districts.

IFAD's ongoing Commercial Agriculture and Resilient Livelihoods Enhancement Programme (CARLEP) operated across six eastern districts and includes support to farmer-school linkages with WFP.

ITC supported export diversification, including contributions to the country's "Brand Bhutan" Initiative and digital innovation in agriculture market systems.

UNDP supported the agriculture sector with support on environment, climate change and livelihoods and implemented a Green Climate Fund supported project 'Supporting Climate Resilience and Transformational Changes in the Agriculture Sector in Bhutan'.

7. WFP also worked with MOAF and the Department of Disaster Management DDM towards the establishment of a National Logistics Preparedness Working Group responsible for overseeing emergency food preparedness. The Group was successfully launched on August 4, 2021 under the leadership of MOAF.
8. To inform the evaluation analysis, Table A18.1 at the end of this Annex provides a timeline of WFP partner activities. Table A18.2 summarises the range and quality of WFP-partner relations the ET explored.

<sup>71</sup> WFP. *Bhutan 200300 Development Project Document 2014-2018*.

## WFP operational partnerships (district)

9. The basis of WFP's agriculture portfolio over the evaluation period (2019-2021) was to help government establish and strengthen linkages between smallholder farmers and schools through the SHFP and NSFNP. To support this transition, the DOA, DAMC and the School Health and Nutrition Division (SHND) of the MOE were key partners. The DOA also operated as WFP's main operational partner for its ECP project overseeing implementation of CO support to the ASP.

10. Implementation across both the farmer-school and ASP activity areas was undertaken by WFP field partners including sub-district Agricultural Extension Advisors (AEAs) who were overseen by District Agriculture Officers (DAOs). In addition to AEAs, the negotiation of farmer school contracts was supported (when COVID-19-restricted access allowed) by District Education Officers (DEOs) and Regional Agriculture Marketing and Cooperation Office (RAMCOs). Bhutan's six RAMCO offices represented the regional implementing branches of DAMC responsible for supporting the negotiation of local procurement contracts between schools and farmer groups and other suppliers. WFP's RAMCO partners over the evaluation period included the Monggar and Gelephu offices.

## WFP partner frameworks

11. **Government:** according to WFP's CSP (2019-2023), partnerships were viewed within the context of corporate commitments to working with governments and other UN agencies. Its overall ambition was to leverage these partnerships in ways that would optimise its contributions and common outcomes. To meet this ambition and secure joint ownership of its CSP strategic objectives with government, WFP had to meet the GNHC requirement that it align its policy and programme activities and operational partnerships with national priorities. This was formalised in a Letter of Understanding (LOU) with GNHC for the "Mutual Commitment to Successful Implementation of WFP's CSP (2019-2023)". All WFP subsequent engagement with government sat within the framework of the LOU which designated the MOE and MOAF as "channels of communication and main interlocuter between the Government and WFP".

12. **United Nations agencies:** the United National Sustainable Development Partnership Framework (UNSDPF, 2019-2023) provided WFP with an umbrella agreement against it could frame its support to RGOB in association with UN Country Team members. All UN operations were collated under UNSDPF and implemented through an Annual Work Plan (AWP) agreement with GNHC. While AWP's provided WFP and other UN agencies with a national framework agreement, no framework of support was used to interface the LOU with actual project implementation through MOAF technical departments (DOA and DAMC), RAMCOs or DAOs.

13. **Civil society organisations:** in 2020 WFP entered into a community outreach project with the Tarayana Foundation that focused nutrition and health advocacy to help rural and vulnerable population groups. Based on a one-year field level agreement this represented the CO's first and only engagement with a Civil Society Organisation (CSO) in Bhutan. In the absence of wider CSO agreements, all WFP support to farmer groups and cooperatives was mediated by government agencies. Ratification by parliament of the Civil Society Organisations (Amendment) Bill (2021) is envisaged to relax the operating environment for NGOs and should offer opportunities for WFP to expand its engagement with field partners in areas where they provide critical skills such as rural women's economic empowerment and the capacity strengthening of farmer groups and cooperatives in financial management and access to credit (Box A14.2).

### Box A14.2. Corporate guidance on WFP partnerships with civil society organisations

An 2016 study of WFP partnerships by the Overseas Development Institute (ODI) found the organization's model of partnering with CSOs was, "*ad hoc and restrictive, and its approach to capacity strengthening unsystematic and highly decentralized, with minimal corporate oversight*".<sup>72</sup> It recommended making national and local partnerships a corporate strategic priority, developing a WFP-national CSO partnership model and "*recasting CSO capacity strengthening as an investment rather than a cost*". The WFP policy evaluation of the Corporate Partnerships Strategy (2014-2017) concluded that more investment

<sup>72</sup> Wake, C. et al., 2016. Capacity strengthening of national and local non-governmental organizations: opportunities and challenges for WFP. London: HPG, ODI



was needed in coordinating with national actors, and to move away from purely contractual relationships.<sup>73</sup> This was reflected in the 2018 Corporate Guidance on WFP Management of NGO Partnerships that recommended WFP's approach to CSO partnerships should be "*less transactional, more collaborative, more long-term*".<sup>74</sup> This evaluation goes further, suggesting WFP should explore opportunities to build on the comparative advantage of some national and international CSOs in areas where they are ahead of the country office. Examples in Bhutan included GEWE, farmer group support, and digital market platforms for farmers to sell produce directly to buyers.

## WFP partnership management in Bhutan

14. Despite staff recognition of the importance of partnerships in delivering strategy and references to WFP's Corporate Partnership strategy,<sup>75</sup> beyond the broad aspirations of the CSP (2019-2023) the ET found no example of a partner strategy or approach had been outlined by the CO to support its agriculture portfolio (Tables A14.1 and A14.2). Instead the ET found a loose interpretation of partnership had been adopted that referred to examples of CO collaboration rather than a determination to build partnerships.<sup>76</sup> This, combined with the lack of clarity over WFP's strategic focus in agriculture, resulted in a lack of attention to examining how the CO might identify and address capacity gaps through partnerships.

15. Systems and processes for compliance were led by external requirements including the UNSDPF, LOU with GNHC and the submission of associated AWP reports to GNHC. Through these mechanisms WFP also participated in UNSDPF Outcome Group meetings involving WFP and relevant UN agencies and government departments, one-on-one meetings and consultations with relevant partners, and national and international joint events.<sup>77</sup>

16. With all WFP agriculture operations implemented through DOA and DAMC and at the decentralised level, WFP successfully initiated field-level monitoring and reporting for farmer-school linkages (under the KOICA project) by which District DAO and regional RAMCO monitoring and reporting answered directly to WFP.<sup>78</sup> While stakeholder consultations indicated this relationship worked well with most national, regional and district MOAF departments, direct reporting did at times cause frustration in MOAF's Policy and Planning Division (PPD) and GNHC when they were left out of the loop. For PPD and GNHC to gain a coherent picture of WFP contributions, more attention was needed to ensure progress reported under the AWP provided a coherent picture of achievements over and above a list of activities.

17. This analysis mirrored Finding 9 of the evaluation that described how, in its two-way partnership with MOAF, the lack of a clear position meant WFP had little leverage over government. Without it, the ECP project acted as a fund transfer that reinforced a tendency among some (but by no means all) national government counterparts to view WFP and other UN agencies as "donors" rather than development partners with technical skills and competencies needed for country capacity strengthening.

18. Beyond the formal arrangements of the UNSDPF, consultations with UN counterparts indicated very limited relations between UN agencies. Even in the case of MTPF joint funding to WFP and UNDP under the project, "Protecting livelihoods and reinforcing the tourism and agriculture sectors in Bhutan", the ET found little evidence of cross-agency collaboration. Tourism and agriculture were clearly differentiated by both agencies, with each working directly with their field partners and reporting separately through the UNCT.

19. Some UN stakeholders attributed these gaps in inter-agency collaboration to result from a necessary prioritisation of bilateral relations with GNHC. It was also evident that the COVID-19 pandemic and ECP had introduced a broadening of the space for agriculture that translated into the relevant UN sector agencies competing for funds.<sup>79</sup> However, as the agency most looking to advance its position in agriculture, WFP

<sup>73</sup> WFP, 2017. Policy Evaluation of the Corporate Partnership Strategy (2014-2017)

<sup>74</sup> WFP, 2018. Corporate Guidance on WFP Management of NGO Partnerships. OED2018/004

<sup>75</sup> WFP, 2014. WFP Corporate Partnership Strategy (2014-2017): We Deliver Better Together.

<sup>76</sup> This was evidenced by internal and external KIIs as well as a review of ACRs and reports to the UNSDPF

<sup>77</sup> See for example, Kuensel online: [Bhutan observes world food day](#) (October 17<sup>th</sup>, 2020)

<sup>78</sup> RAMCO offices reporting to WFP included Monggar (for agriculture activities in Lhuentse district); Gelephu (Trongsa and Zhemgang districts); and Thimphu (Samtse district). DOA ECP project reports through the in Thimphu.

<sup>79</sup> This situation may have been further exacerbated by the UNSDPF (2019-2023) agriculture focus on climate change that, while highly relevant, limited the scope for UN agency differentiation in the sector

became a focus of criticism. In presenting the CO's ambitions, many government and UN stakeholders were unconvinced. Given many stakeholders perceived WFP to be a humanitarian organisation with core strengths in supply chain development and school feeding, beyond a broad communication of intent,<sup>80</sup> WFP should have taken more care to communicate its dual mandate and a detailed analysis of gaps in UN sector support and a justification of the CO's new strategic role. After all, WFP wasn't the only agency targeting farmer-school linkages in Bhutan (Finding 2: EQ1.2).

20. Contrary to these formal level shortcomings, at an operational and programme level the ET found relationships remained strong, with many examples indicating how time-constrained technical staff had reached out to other agencies in cases where they perceived clear mutual interest and benefit. Representatives of the three RBAs and UNDP also agreed that co-ordination was easier around thematic and advocacy work than in joint projects where the transaction costs of working together can be high.<sup>81</sup>

## Emerging WFP partnership initiatives

21. Despite concerns, the evaluation use of process observation, KIIs and FGDs identified a range of opportunities for WFP collaboration and partnerships. Clear emphasis was given to WFP building out from its support for farmer-school linkages by prioritising the promotion of post-harvest management, smallholder access to markets and market-led production in partnership with DAMC and the RAMCOs. This position was further enhanced by WFP support for the Food System Summit Dialogues, generation of the eight Bhutan National Pathways and support for the 2021 revisions to the RNR Marketing Strategy. This involved the CO working closely with FAO and IFAD to help MOAF translate the Pathways into a revised RNR Sector Strategy for 2030 and develop a 2-year action plan as basis for external resource mobilisation.

22. Through process observation, the ET was also able to accompany WFP in the co-development with IFAD and MOAF of a concept note to the Global Agriculture and Food Security Program (GAFSP). Initiated by WFP in June 2021 and taken over by IFAD in August, the concept note was submitted in September 2021 and given preliminary donor approval in December subject to design of the full programme in 2022.

23. As the continuing lead of the DPWGA, in 2021 WFP began to work with MOAF and its UN development partners to map each agency's geographical areas of agriculture assistance in Bhutan, areas of technical focus and lessons learned. A virtual Agriculture platform for knowledge sharing among DPWGA partners was established. Process observations also revealed that during 2021 WFP sought to mobilise support for inter-agency coordination and knowledge sharing. This included interagency biweekly meetings that WFP convened in an effort to engage Agriculture Task force members and external holders. Through these events the ET identified strong interest in exploring the role of farmer-school linkages as a platform for wider market systems development and the strengthening of food supply chains in Bhutan.

## Government appetite

24. Government stakeholders recognised the COVID-19 pandemic had exposed critical gaps in Bhutan's food supply chain impacting on food distribution, the reliability of market supplies and rapid shifts in food prices. In response, the Government has identified the need to establish an a reliable market platform for smallholder farmers to access markets and the need for better value chain management arrangements to reduce food waste during emergency periods.<sup>82</sup>

25. Despite partnership difficulties encountered over the evaluation period, the ET found all government stakeholders to be highly receptive to opportunities to partner WFP in areas where it can provide financial and technical support that reflect its competencies and comparative advantage. This perspective was coherent with the CO's mid-term review (MTR) of the CSP (2019-2023) and included a combination of institutional and technical requirements.

### *Institutional arrangements*

---

<sup>80</sup> See: WFP, 2021. [WFP's support to Climate Resilient Agriculture and Food Systems in Bhutan](#) (2019-2023)

<sup>81</sup> See also: FAO, IFAD and WFP, 2021. [Joint evaluation of collaboration among the United Nations Rome-Based Agencies](#)

<sup>82</sup> See for example MOAF's *Renewable Natural Resources (RNR) Strategy 2040 (2021)*



26. Both the GNHC and PPD (MOAF) were looking for WFP to focus on areas providing concrete outputs and impacts for farmers, for which the size of investment mattered. All government partners viewed WFP funding to have been limited and found WFP contributions through its government partners to have been difficult to assess.

27. At all times capacity strengthening should in future be linked to practical, tangible outcomes that are funded. Good examples of where WFP capacity strengthening support built out from practical initiatives with MOAF and MOE included the introduction of school storage facilities and support to the ECP. The key message was that interventions should provide clear deliverables directly affecting people on the ground. This hasn't always been easy for the CO to navigate. For example, even while recognising WFP contributions to securing provisional GAFSP funding, government counterparts remained wary of WFP technical assistance, especially the introduction of corporate models, which couldn't be directly linked to practical outcomes and government investments with the acquired funds. With the GAFSP call requiring a community-led approach and the concept note submission appropriately designed around introduction of the Consolidated Livelihood Exercise for Analysing Resilience (CLEAR) to support this, WFP will need to demonstrate, guide and support government in linking the approach directly to development outcomes.

28. The CO might also consider codifying its partnership approach in relation to the levels of collaboration with external stakeholders, such as: i) level 1: exchange of information (all); ii) level 2: collaboration in the context of activities in the field (e.g. District-DAOs/DAMC, RAMCOs and CSOs); iii) level 3: coordination in planning and programming (e.g. MOAF-DAMC/DOA; RBAs); iv) level 4: partnership through policy development (e.g. MOAF); and, (iv) Government oversight through the GNHC-LOU.

#### *Technical focus*

29. Formatively, an emerging consensus during the evaluation process was for WFP's role in agriculture to focus on the post-production space including smallholder harvest and post-harvest management and value addition, value chain development, local and market storage infrastructure, transport, distribution, and agriculture marketing arrangements including credit services and de-risking markets. This strategy would allow WFP to continue support to the SHFP, which would provide a platform for a broader support to smallholder farmers in existing and new districts.

30. Any support to production should assist market-led production strategies and the de-risking of smallholder production and smallholder market access in the face of climate stressors.

31. The potential for digital support was also identified as a key technical assistance area that could build on WFP introduction of the PLUS Menu Optimiser and support to development of the national RNR M&R system. WFP's support to digitisation was valued and had led to improvements in sub-district data flows, and the Research and Statistics Division (previously with MOAF and now under the National Statistical Bureau) was looking to strengthen this collaboration.

32. A number of technical areas were identified by government partners to illustrate area of support that WFP could potentially provide. These included:

- Building government expertise in international resource mobilisation and innovative RNR financing approaches;
- Improving supply chain and logistics diagnostics to boost district level market access for smallholders, including the mapping of agriculture infrastructure needs including storage locations at the community and market levels;
- Introducing an econometric analysis on the return on investment of government provision of the school stipend under the NSFNP and its associated economic and social benefits to smallholder farmers and local food systems;
- Strengthening the capacities of youth groups and cooperative enterprises in market-led post-harvest management and value addition and the support provided to new enterprises by regional innovation hubs such the Rural Training Development Centre in Zhemgang;
- Strengthening DAMC-RAMCO support to farmers groups and cooperatives and their members, especially women, in establishing women's leadership skills, financial and banking capacities, business opportunities and access to credit from national providers; and,
- Supporting DAMC in their development of strategies for the federalisation of farmers' groups as bulk fresh food suppliers to schools and domestic markets.

**Table A18.1. Timeline of WFP partnerships in Bhutan (2019-2021)**

Year	WFP partnership initiatives
2019	<ul style="list-style-type: none"> <li>● WFP coordinated a joint meeting with the FAO, IFAD and the World Bank to identify opportunities for inter-agency collaboration. WFP presented plans to promote direct linkages between farmer groups and schools to support the national School and Hospital Feeding Programme (SHFP).</li> <li>● WFP discussed the design and implementation of the pilot Trongsa SHFP, in a meeting with the SHFP Task Team, MOAF and other Government stakeholders. The meeting highlighted the ways in which the UN and government agencies could provide complementary support to the SHFP.</li> </ul>
2020	<ul style="list-style-type: none"> <li>● Several consultative meetings were held with the DOA and the DAMC to ensure continuity of SHFP support with and enhanced winter vegetable production in targeted districts. WFP also had follow-up calls with RAMCO offices in Monggar and Gelephu districts.</li> <li>● WFP and MOAF on mapped national agricultural monitoring and reporting systems including indicators and processes tracked by different government agencies as a basis for developing a blueprint for a new digital RNR M&amp;R platform.</li> <li>● WFP participated in discussions with the Gross National Happiness Commission to streamline the Annual Work Plan and Budget to align better with the Government's COVID-19 response (ECP).</li> <li>● WFP agreed Korea International Cooperation Agency (KOICA) activity plans with MOAF-PPD and GNHC, and supported MOAF agriculture production support under the ECP programme in Trongsa and Zhemgang.</li> <li>● WFP signed a partnership agreement with the Tarayana Foundation for a nutrition community outreach project in Lhuentse, Samtse, Zhemgang and Trongsa districts.</li> <li>● During a break in COVID-19 access restrictions, WFP and MOAF undertook a field monitoring visit to Trongsa and Zhemgang districts to meet with DAOs and agree annual work plan activities and support for 2020-21. During the visit, WFP met with sub-district officials, leaders and members of farmer groups to understand the progress and challenges of ECP implementation, including gaps in post-harvest and agriculture marketing support.</li> <li>● WFP participated in contract renewal consultations linking related farmers to schools in Trongsa district involving schools, farmer groups and sub-district extension officers. WFP also provided necessary advice on the facilitation of business linkages. The journey allowed WFP to explore broader agriculture marketing and rural enterprise development goals with DAOs and farmers.</li> </ul>
2021	<ul style="list-style-type: none"> <li>● WFP submitted the annual report for the ECP project titled "Protecting livelihoods and reinforcing the tourism and agriculture sectors in Bhutan" funded by the UN's Multi-Partner Trust Fund.</li> <li>● In collaboration with the Renewable Natural Resources Statistical Division (RSD) of the MOAF, WFP held the first workshop on "Strengthening the Agriculture Statistical and Monitoring and Reporting System", with officials from two pilot districts and representatives from MOAF the aim is to provide sector-wide agriculture data for better production planning, targeting of agriculture services, and for stronger feedback and learning across the sector.</li> <li>● WFP kicked-off the field-based Global Logistics Cluster (GLC) preparedness project with MOAF which is the Logistics Cluster lead in Bhutan.</li> <li>● WFP worked with RAMCO in a preliminary consultation to expand support linking farmers to schools and hospitals in Gelephu and Bumthang districts,</li> <li>● WFP organised a stakeholder consultation workshop on CLEAR to present approaches for livelihood zoning and spatial development, implementation steps and planning for resource mobilisation. Many government and UN agencies participated in the consultation who also presented on existing examples of work that can be linked to CLEAR</li> <li>● WFP facilitated a virtual meeting between the Central Institute for Post-Harvest Engineering and Technology (CIPHET), India, and Bhutan's National Post Harvest Centre (NPHC)—with the understanding that a tripartite MOU will be drawn up between CIPHET, WFP and NPHC for technical cooperation on reducing post-harvest losses and support to technology transfer.</li> <li>● WFP drafted and shared a concept note to guide Government counterparts to take forward the Food Systems Summit dialogues and Bhutan Development Pathways in consultation with IFAD, the European Union (EU) and the World Bank</li> </ul>

Source: WFP, 2019-2021. Country Briefs (Quarterly)

**Table A18.2. Summary tabulation of the evaluation WFP partner analysis**

Org., Dept., or Division	Type of Organisation	Main function and focus	Engagement with WFP	Formalisation of WFP agreement	Relationship rating (RAG)	Nature of relationship
<b>GNHC</b>	Government: National	Apex planning and coordination body of the RGoB	Coordination of WFP support in Bhutan	LOU (Letter of Understanding with WFP for CSP 2019-2023)	A	Central role in facilitating implementation of WFP-supported programmes
<b>SHND, DSE, MOE</b>	Government: National	Oversees and facilitates the national school feeding programme	WFP's main IP since the NSFP, through to current NSFNP	No specific MOU. Agreements sits under LOU between WFP and GNHC	G	Remains relevant given SHF-school feeding linking programme
<b>DOA, MOAF</b>	Ibid	Agriculture production, R&D, extension services at Gewog level	Management of WFP support to ASP/ECP; Parent agency of the Rice Fortification Task Force; WFP past support to SAP	Ibid	G	Remains relevant with Agriculture Extension Advisors filling in the gap in DAMC presence in districts
<b>PPD, MOAF</b>	Ibid	Policy, planning, coordination, RM, M&E for the ministry	No direct working relations so far	Ibid	A	Potential for engagement through resource mobilisation efforts and sector coordination
<b>DAMC, MOAF</b>	Ibid	Market development, infrastructure and producer organisations	RNR Marketing Strategy 2021 Cooperatives Regional DAMC capacity strengthening	Ibid	G	Synergistic goals and objectives for RNR sector transformation
<b>RAMCO, Monggar, DAMC, MOAF</b>	Government: Regional	Ibid	Through WFP support in Lhuentse district in facilitating farmer-school linkages, basic capacity strengthening of FGs and Co-ops.	Ibid	A	Potential for greater engagement in supporting farmer-market linkages, FG and co-op capacity strengthening
<b>RAMCO, Gelephu, DAMC, MOAF</b>	Ibid	Ibid	Through WFP support in Trongsa and Zhemgang districts in facilitating farmer-school linkages; implementing ECP support; SHFP pilot in Trongsa	Ibid	A	Ibid
<b>National Centre for Organic Agriculture</b>	Government: Regional	NCCA Yusipang is one of four Agricultural Research Development Centres (ARDCs)	National organic agriculture research received WFP support under the ASP-ECP pandemic response through PPD	NA	NA	One-off financial support from WFP decided by MOAF use of WFP WCP funds. Possible future relevance to WFP market programming but role unclear
<b>ARDC Bajo</b>	Government: Regional	Ibid. Covers Gasa, Wangdue, Punakha, Tsirang, Dagana; national mandate for field crops research	No direct relations	NA	NA	Focus on production support not immediately relevant for WFP capacity to deliver
<b>RNR Statistics Division</b>	Previously under MOAF now NSB		WFP engagement in digitisation of RNR M&R system. Started in 2020	No specific MOU. Agreements sit under LOU with GNHC	G	Shared objectives with potential to help WFP deliver future work more effectively

<b>Rural Development Training Centre, Zhemgang</b>	Government: Regional		Indirect association with WFP through vocational training to youths in areas such as vegetable farming and farm-to-school linkages in liaison with DAO-ARED extension officers	NA	NA	Main focus on production training for farmers, cooperatives, rural enterprises may start to include support for market-led approaches
<b>Agro-logistics &amp; Marketing Cooperative (ALMC)</b>	Private sector, working with MoAF	Market service provider to farmers, with members (aggregators) in all 20 districts	Indirect association through DAMC and WFP support government disaster management supply chains	NA	NA	Potential for engagement to help WFP support for rural enterprises and smallholder access to markets
<b>FCBL</b>	State Owned Enterprise	Procurement, processing, supply chain	As a member of the Food Fortification Taskforce	No specific MOU. Agreement sits under WFP LOU with GNHC. Member of the Food Fortification Taskforce	G	Shared objectives under the CSP; not immediately relevant to agriculture portfolio, but has relevance to WFP supply chain and logistics management
<b>FMCL Tangsibji</b>	Ibid	Set up new farms for commercial vegetable production	Indirect association through the DoA, with WFP fund support (ASP, ECP)	NA	NA	One-way financial transaction; not immediately relevant for WFP capacity to deliver future work more effectively
<b>Tarayana Foundation</b>	National Civil Society Organisation		CSO partner for WFP supporting <i>nutrition and health advocacy to vulnerable rural population groups</i>	Project document agreement	A	Scope for greater areas of engagement in GEWE in its support to SHFs
<b>FAO</b>	UN agency (RBA)	Support to agriculture production	Member of the DP Working Group for Agriculture. FSAPP lead	No specific MOU. Agreements under UNSDPF	R	Potential for closer collaboration
<b>ITC</b>	UN agency	Support to export diversification and digital innovation	Ibid.	Ibid	A	Limited engagement
<b>UNDP</b>	Ibid	Support to agriculture focuses on climate change and livelihoods	Ibid.	Ibid	NA	Limited engagement
<b>IFAD</b>	Ibid	Support to agriculture production + farmer-school linkages	Ibid. CARLEP agency lead. Support to the FSSD and joint fundraising under GAFSP	Ibid	A	Strong emerging collaboration using the GAFSP platform

## Annex 19: Fundraising cycle indicators and findings

Fundraising Stage	System and Process Assessment Indicators	Evaluation Findings
<b>1. Business development oversight</b>	<ul style="list-style-type: none"> <li>Evidence of clear CO teaming arrangements with defined leadership, oversight and proposal development roles and responsibilities for each stage of the fundraising cycle</li> <li>Adoption of a donor/Partnership Action Plan (or equivalent) with programme-specific content</li> <li>Adoption of support resources e.g. WFP Salesforce platform to manage fundraising and maintain donor relationship records</li> <li>Capacity strengthening</li> </ul>	<ul style="list-style-type: none"> <li>Significant priority given to fundraising by the country office</li> <li>No dedicated structure to oversee fundraising, donor liaison or intelligence</li> <li>Heavy fundraising burden on the Head of Office and programme staff</li> <li>Inefficient processes with limited use of planning and decision-making tools: simple donor/partner action plan focused only on current opportunities</li> <li>Introduction of capacity strengthening during evaluation process needs follow-up as part of staff capacity building plan</li> </ul>
<b>2. Donor intelligence</b>	<ul style="list-style-type: none"> <li>Donor interest assessments using CO, RBB and HQ intelligence on both internal and external funding opportunities</li> <li>Regional and in-country donor liaison and relationship building</li> <li>Use of information from other Agencies and CO experiences</li> </ul>	<ul style="list-style-type: none"> <li>Donor liaison identifiable as a key part of the CO staff role</li> <li>Donor intelligence based on immediate programme needs and limited programme staff knowledge of who funds what, where and why</li> <li>Very limited structure and support to help</li> <li>Some limited use of Salesforce beginning to expand – e.g. donor intelligence</li> <li>Evidence of CO outreach to HQ to identify internal funding opportunities by a lack of WFP transparency over what internal funds were available where<sup>83</sup></li> <li>Evidence of outreach to RBB to secure fundraising support but regional capacity for agriculture extremely limited. Frustration at the lack of dedicated resources or coordinated support. Exception was RBB Adaptation Fund support to proposal development and funding for a consultant</li> <li>Evidence of outreach to other WFP COs for specific information and support (e.g. Laos CO to help with GAFSP proposal development)</li> </ul>
<b>3. Go/ no-go decision</b>	<ul style="list-style-type: none"> <li>Donor opportunity prioritisation (level of Government support; new/old donor-new/old work; actual value of the opportunity; likelihood of success; adjusted value)</li> </ul>	<ul style="list-style-type: none"> <li>No system in place to support the prioritisation of fundraising opportunities.</li> <li>No-go decisions made on the basis of non-alignment rather than a structured 'valuation' prioritisation assessment that could have supported early decision-making (see "Likelihood to Win" Rationale below)</li> </ul>

<sup>83</sup> These findings reflect the recent strategic evaluation of WFP funding which identified similar difficulties faced by COs looking to fund development work. See: WFP, 2020. [Strategic evaluation of funding WFP's work \(2014–2019\)](#). WFP/EB.A/2020/7-C

	<ul style="list-style-type: none"> <li>• Attendance of regular fundraising update meetings e.g. 2-weekly</li> <li>• Evidence of clear go/no-go decisions made and communicated</li> <li>• Government liaison and communication (1) proposal content</li> </ul>	<ul style="list-style-type: none"> <li>• No clear structure or process for agreeing how to allocate limited staff time or financial resources</li> <li>• Predominance of <i>ad hoc</i> fundraising meetings responding to immediate opportunities. Not all those present needed to be there</li> <li>• Meetings could be disruptive to other areas of work (partner liaison, programme planning, delivery oversight, field visits)</li> <li>• Strong evidence of government liaison but frustration that weak WFP donor intelligence had led to last minute proposal development (e.g. GAFSP)</li> </ul>
<b>4. Proposal development (including pre-Concept and Concept stages)</b>	<ul style="list-style-type: none"> <li>• Appointment of opportunity owner for 'go' decisions</li> <li>• Adoption of a proposal development schedule with defined stages, roles and milestones</li> <li>• Accessing support resources to develop priority proposals</li> <li>• CO proposal success rate analysis and lesson learning including for failed proposals</li> </ul>	<ul style="list-style-type: none"> <li>• Appointment of fundraising lead on programme basis rather than skills</li> <li>• Basic understanding of proposal writing and logic models but limited staff skills, capacities or time available to prepare concept notes and proposals</li> <li>• Positive examples where CO secured resources to bring in external support (e.g. Adaptation Fund, GAFSP, EU Digital)</li> <li>• Time consuming efforts by the Head of Office to secure WFP resources to secure external fundraising support. Without a fundraising lead this was not yet a delegated responsibility</li> <li>• Some basic proposal failure analysis but not yet incorporated as standard part of regular fundraising meetings</li> </ul>
<b>5. Contract agreement</b>	<ul style="list-style-type: none"> <li>• Clear leadership and management of donor contract liaison</li> <li>• Accessing WFP CO and/or RBB/HQ resources to support and finalise contracts</li> <li>• Government liaison and communication (2) contract arrangement</li> </ul>	<ul style="list-style-type: none"> <li>• Contract approval the responsibility of the opportunity owner (programmes)</li> <li>• Staff reported skills gaps in final project and budget preparation and approval compromised by time pressures on staff engagement. However, no example of contract finalisation during the evaluation process to verify</li> <li>• No clear pathway for the CO to secure WFP internal resources to buy-in external support to secure contract approval</li> </ul>
<b>6. Project set-up workplan and Implementation management</b>	<ul style="list-style-type: none"> <li>• Appointment of project manager</li> <li>• Clarification of roles and responsibilities for delivery, oversight and technical support</li> <li>• Clarification of roles and responsibilities for financial oversight and budget utilization (under/over-spends)</li> <li>• Partner field level agreements</li> <li>• Government liaison and communication (3) project oversight</li> <li>• Project implementation plan</li> </ul>	<ul style="list-style-type: none"> <li>• Project management primarily the delegated responsibility to the relevant head of programme (agriculture, nutrition, disaster risk management)</li> <li>• Project partnership, implementation, and oversight agreements with relevant government structures (Departments and district authorities)</li> <li>• These sit within the broad Memorandum of Understanding with GNHC</li> <li>• Reliance instead on agreeing the annual plan to flag areas of work to Government technical departments. However, no multi-year technical agreement as to priority areas of joint-learning to promote Departmental collaboration across multiple contracts</li> <li>• Annual field level agreements with NGOs</li> </ul>

<b>7. Project monitoring, knowledge management and communications</b>	<ul style="list-style-type: none"> <li>• Project monitoring plan (intervention logic, indicators, data collection and analysis, partner roles)</li> <li>• Documentation of lessons learned (including the synthesis timeline and delegated roles)</li> <li>• Project communications plan (including donor, government and public)</li> </ul>	<ul style="list-style-type: none"> <li>• Limited skills and experience in the development of project logic models</li> <li>• A broad recognition that some indicators can be used to communicate a powerful lesson – e.g. WFP development of a poster showing cost savings in schools and benefits to farmers resulting from introduction of the PLUS menu optimiser. However, this approach was opportunistic rather than planned. The CO does not yet systematically identify ‘critical progress indicators’ to support learning and communications to donors and government in proposals or when agreeing the project monitoring plan</li> <li>• No project communications plan identified in the agriculture sector</li> </ul>
<b>8. Phase out / Exit strategy</b>	<ul style="list-style-type: none"> <li>• Sustainability analysis included in annual project reviews and reporting with associated adjustments made to implementation plans and budgets</li> <li>• Hand-over plan developed at mid-way point of the project</li> <li>• New opportunities explored with the donor from mid-way point</li> </ul>	<ul style="list-style-type: none"> <li>• Clear evidence of strong government oversight, ownership and control of WFP-supported agriculture sector projects. Each operated through MOAF and district agriculture offices. However, WFP is not yet systematically developing a phase-out or follow-up plan with government counterparts (e.g. for the KOICA project). Attention is primarily being given to the next fundraising opportunity</li> <li>• New opportunities</li> </ul>

<p><b>Likelihood to Win Rationale</b></p> <ul style="list-style-type: none"> <li>• 0-15%: WFP don't know much about the bid or donor. The competitive field is large. WFP aren't known leaders in the subject area, and/or a required partnership is not complete.</li> <li>• 15-30%: WFP have successfully completed projects in the subject area in the past. The team is reputable. Competition is high.</li> <li>• 30-50%: WFP are highly competitive on this bid and are known and respected in the subject area. The competition is small.</li> <li>• 60%: WFP expect to win the bid – e.g. the bid responds to a private invitation from the donor – but have yet to submit the proposal.</li> <li>• 70-80%: WFP have inside information that it has won or will win the bid. However, there are some remaining steps to complete before the final contract and budget are awarded.</li> <li>• 85-100%: The donor has officially communicated that it has awarded the contract to WFP but has yet to start its payments.</li> </ul>
--

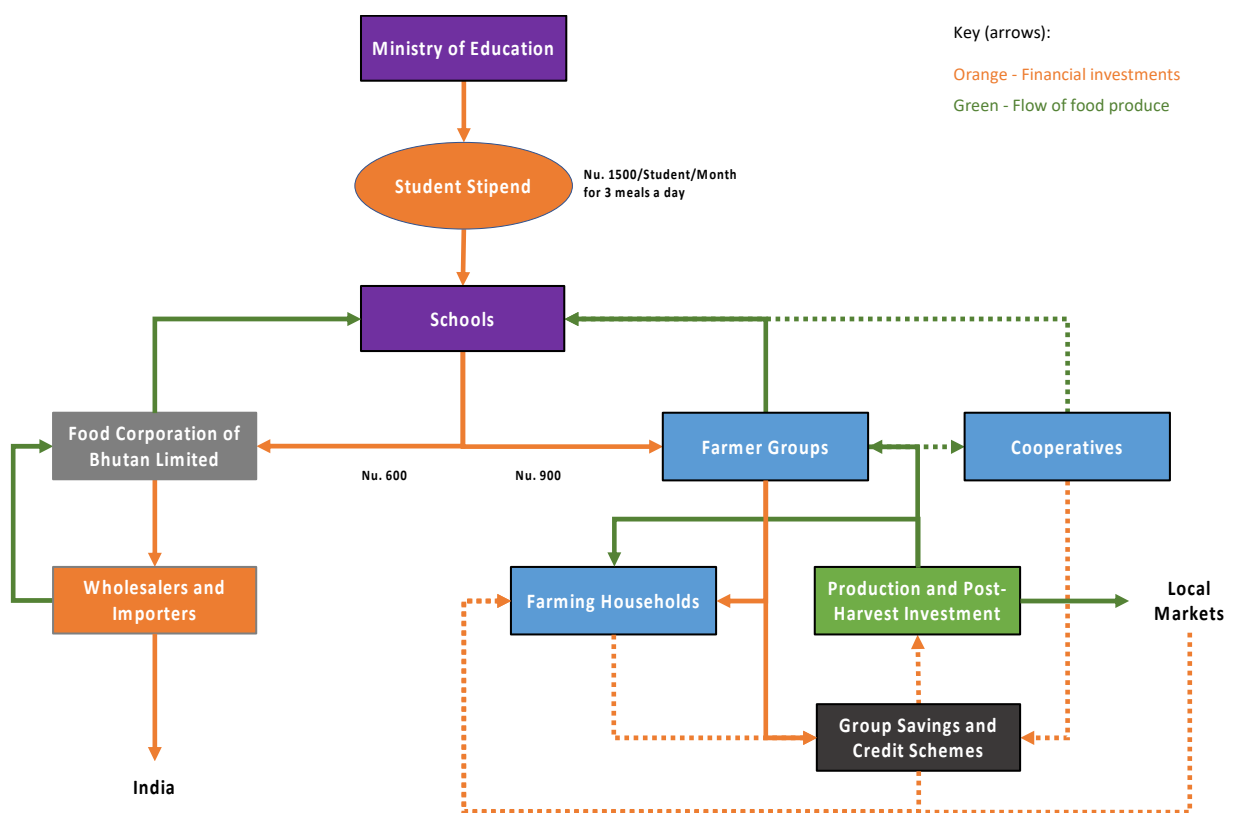
# Annex 20: School stipend economic benefits

Figure A20.1 provides a representation of how RGOB use of the school stipend benefitted smallholder households, farmer groups and cooperatives while also providing an economic multiplier as beneficiaries sought to reinvest new income in food production and surplus sales within the wider domestic market.

The flow of two-thirds of the school stipend income into farmer groups is indicated by the orange lines. The example of the MOE's stipend payment of Nu 1,500 (USD20.27) for a single student receiving three meals a day is used. On the successful receipt of produce from farmer groups by schools (green lines) in line with an agreed supply contract, a payment is released by the District Education Office to group bank accounts. While some of this income provided an immediate income to households, the evaluation also found that, with DAMC-RAMCO and DAO-AEA support, all groups had set up a group savings scheme for members. This had enabled members explore options for investing savings in machinery and equipment to boost future production and sales by the group or as individual households.

With the recent introduction of the stipend, associated formation of groups, and COVID-19 disruptions, it was unfortunate that no group met by the ET had yet achieved a position to demonstrate this. Nor did the evaluation find examples where group savings had been used to leverage credit from providers such as the Cottage Industries Bank. Nevertheless, this created an animated area of discussion among many group members and the SHFP was considered to have opened a door for smallholders to explore new entrepreneurship and small business development opportunities. This use of the stipend to boost the local economy can be differentiated from school payments that were used for imported commodities that, while essential, in many cases resulted in the flow of RGOB's stipend expenditure out of Bhutan.

**Figure A20.1. Analysis of the school stipend as an economic multiplier for smallholder households**





## Annex 21: Market ecosystem for fresh produce

The examination of Results (Finding 3), Partnerships (10) and Sustainability (12) revealed Bhutan's schools as part of an emerging market for fresh smallholder produce (Figure 5 of the main report). Building on this, the evaluation engaged internal and external stakeholders in a developmental analysis of relationships across the market system.

In the face of time and resource constraints and a lack of national data, the ET was unable to explore quantitative aspects of commodity flows, prices, risks to smallholders and the effects of bottlenecks on consumer prices. The aim was instead to introduce the market systems mapping diagnostic to help decision-makers identify action areas for WFP follow-up. The formative analysis is presented in Annex 18. This Annex presents an infographic (presented overleaf) captured by the ET on the basis of an iterative process of presentation, discussion and revision with stakeholders.

So the thickness of connectors provides a qualitative representation of fresh produce commodity flows between smallholder producers (green boxes to the bottom right) with local institutions (pink) and district markets (brown) presented (central column). Although the ET found clear evidence that local small-scale traders (brown) and cooperatives (green) already act as aggregators linking farmers to district, institutional and national markets (left hand column), the small number of aggregators (private traders, cooperatives and, potentially, farmer group federations) was seen as a bottleneck to the expansion of smallholder market opportunities. Rural farmers are almost entirely reliant on aggregators as brokers and transporters who ensure their produce reaches the district and national domestic consumer. Because this leaves to high levels of both supply (from smallholders) and demand (from wholesalers and consumers), low levels of competition leads to the risk that without appropriate checks, aggregators can use their position of strength to pay low prices, charge high costs, and create barriers to competition. Relevant boxes were highlighted in red.

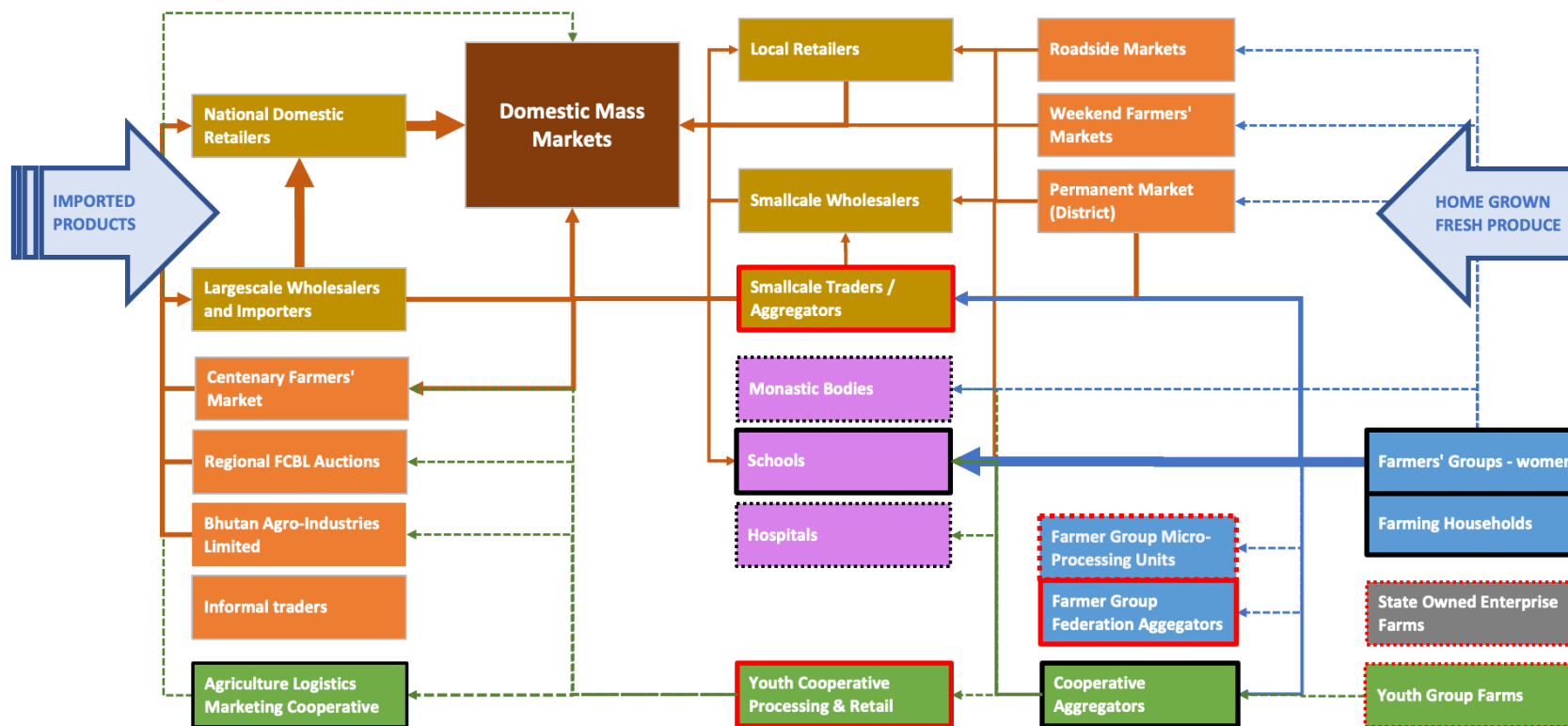
This is not to say that intermediaries are themselves a problem. On the contrary, it is the lack of them that has created weaknesses in the fresh produce value chain. The sustainability of the SHFP and purchasing power of the School Stipend is intrinsically linked to the strength of aggregator intermediaries within the value chain. Market mapping also allowed stakeholders to identify essential role aggregators may at times play as school suppliers. Clarifying, supporting and potentially regulating this role will require attention. This is identified under the 'contract enforcement' box in the enabling environment section of the market map.

Other influencing factors within the enabling environment (top section of the map) and provision of services (bottom) are provided primarily as a checklist to market facilitators. Some critical areas identified by stakeholders that require urgent attention were identified. In terms of market services, smallholder access to markets is seriously constrained by weaknesses in the available infrastructure (roads and storage) that is essential to the ability of farmers to get produce out beyond the farm gate to buyers. Other critical areas of market facilitation identified in the summative evaluation analysis of the market map that have been presented as requiring urgent attention include:

- Better targeting support to women's and youth engagement in farmer groups and ability to manage finances and access credit;
- Development of RNR based enterprises to ensure value addition of RNR products to enhance nutrition, reduce food waste and generate household income while gainfully engaging youth and women;
- Mapping and strengthening the grid of local agricultural market infrastructure and post-production facilities across strategic locations to reduce food waste and ensure effective supply; and,
- Digital market information support that builds on the RNR M&R system platform and introduction of online market services connecting farmers to buyers such as the Bhutan Foundation's recent introduction of the Sibjam platform.<sup>84</sup>

---

<sup>84</sup> See, <https://www.bhutanfound.org/sibjam-to-address-and-solve-food-supply-chain-constraints-in-bhutan/>



# Annex 22: WFP value proposition for agriculture

---

## **Strengthening rural women's economic empowerment and employment opportunities for youths by improving smallholder access to markets in Bhutan**

The development of WFP's value proposition for agriculture in Bhutan was based on two underlying analyses. The first was based on the summative evaluation Findings for the relevance, efficiency, effectiveness and sustainability of WFP contributions to farmer-school linkages under the SHFP and its contributions to the Agricultural Stimulus Plan (ASP) that guided Bhutan's sector response to the COVID-19 pandemic. This was complemented by a developmental analysis that engaged stakeholders in a market mapping process that identified areas of strength and weakness in the fresh produce market system in Bhutan (Annex 19).

Four outcome areas were identified that targeted constraints within the domestic market for fresh food produce. This represented a sub-sector where there was an acknowledged food deficit nationally, and where women were the primary producers. The sub-sector focus was also considered an opportunity for WFP to use the school and hospital feeding programme (SHFP) as a springboard for rural women's economic empowerment and the expansion of opportunities for value addition and entrepreneurship among youth enterprises and cooperatives.

Each outcome area presented below was understood by WFP and government stakeholders to involve a twin-track approach whereby practical field interventions would provide a platform for technical assistance involving capacity strengthening at the individual, institutional (including programmatic) and policy levels.

The value proposition is complemented by the intervention logic (Annex 6) which provides a set of indicators that may be incorporated into future programme development, partnership arrangements and resource mobilisation efforts.

---

### **Outcome 1: Support rural women's economic empowerment through the capacity strengthening of farmer groups and their linkages to market opportunities at the Sub-district and District levels**

*What?*

*This Outcome seeks to expand opportunities for women to build their organisational capacities and strengthen their relationships with institutional and consumer markets through enhanced group, leadership, financial and marketing practices*

*Why?*

Rural women's economic empowerment (RWEE) has strong transformative effects in terms of women's individual self-esteem, self-confidence, and engagement in group and community leadership. However, fully transformative change is conditional on women being able to generate sufficient added value from their production, post-harvest management and marketing activities which can then be reinvested to secure existing gains. Long-term strategic planning to support emerging market linkages and value addition should therefore be a priority ensure productivity gains are sustained.

*How?*

This Outcome targets activities at the Sub-District to District levels

Stakeholder arrangements

- Capacity strengthening of farmer groups in targeted Districts/Gewogs designed to support women's leadership, management and organisational development.

- Capacity strengthening of groups in maximising the benefits of their savings associations including better understanding financial requirements and setting clear investment and credit opportunities for members to provide a powerful transformative element to the programme.
- Building local understanding of product quality-, quantity- and time- related needs of markets and associated climate and market risks among producer groups. This activity can be promoted through multistakeholder processes that involve a combination of producers, aggregators, buyers, wholesalers, and DAMC-RAMCO market facilitators in building joint understanding of market needs.
- Strengthening group management of associated post-harvest practices (harvesting, processing, grading, packaging, storage and transport, and pricing).
- Rural women who depend on agriculture are particularly vulnerable to the effects of climate change. They are also well placed to be part of the solution for climate change through the adoption and adaptation of resilient agricultural and post-harvest management practices. The programme will therefore ensure the inclusion of women farmer group members in building strengthening the integration of climate and market information in production planning and post-harvest marketing strategies that reduce the vulnerability of current and future gains.
- Learning from other RWEE programmes indicates sustainability is challenging for activities that require sizeable financial investments, for activities that directly remunerate women and men group members for their work, and where groups require direct capacity support to purchase or acquire inputs. This is particularly difficult where government service providers are unable to support groups directly. Careful attention should ensure groups and activities are not transitioned out of programme support before having clearly recognised their ability to continue activities independently. Adoption of an introduction, consolidation and handover phase for farmer groups and cooperatives is recommended.
- Inclusion of activities that target the involvement of men and youth in ways that strengthen their association and support for women's economic empowerment should also be considered.

#### Institutional arrangements

- Identify coordination requirements and potential bottlenecks between implementing partners (NGOs, Government departments and district officers, farmer groups and cooperatives, and private sector traders), to foster improvement and strengthen linkages with existing national structures supporting women's empowerment (e.g. DAMC Department of Groups and Cooperatives).
- Strong focus on robust quality data collection throughout the process of programme implementation should be used to support analysis and identification of those practices and/or combinations of practices that are most effective and to communicate this across different Districts as part of a RWEE learning agenda.
- Deliberate connection with, and involvement of, NGO partners with gender capacities (e.g. Tarayana Foundation) is to be encouraged to provide ongoing grassroots and follow-up support to rural women and associated farmer groups.

#### Policy arrangements

- Engage government (DAMC-RAMCO; GNHC) in a debate on the 'gender neutral' blind-spot in current policy formulation and gaps in consideration of the specific, targeted actions and awareness building required to support the different empowerment needs of women and men

### **Outcome 2: Build value addition, market facilitation and business incubation opportunities higher up the value chain for emerging Cooperative, youth and private sector enterprises**

#### *What?*

*This Outcome seeks to consolidate the successful growth of farmer groups by ensuring an emerging 'socially-based rural private sector' can support a consistent and cost-efficient seasonal supply of locally produced nutritious food to both institutional and national markets, while also adding value to local products through improved post-harvest management and food processing and creating new market linkages between the District and National levels in Bhutan.*

#### *Why?*

Weak economies of scale risk undermining farmer-school linkages developed since the introduction of the Government school feeding programme and increased student stipend in 2020. There are already examples from Western and Southern Districts where farmer groups prefer to sell fresh produce through domestic markets thereby leaving schools dependent on district level aggregators for the supply of fresh produce. Rather than a constraint, this should be recognised as a potential opportunity. Across Bhutan, it is important to recognise how government institutions operate as one component of a wider market 'ecosystem' in which there is a critical bottleneck in the trade of local products from the District and National levels. Sustaining farmer-school linkages and strengthening market relationships will require a combination of private and 'commercial' cooperative aggregators and processors capable of bridging the gap between national buyers and smallholder producers.

*How?*

This Outcome targets activities at the District to National levels

Stakeholder arrangements

- Capacity strengthening of youth enterprises and cooperatives in product development, business planning and marketing
- Development of commercial post-harvest strategies and niche value-added products
- Development of commercial strategies for the sale of local fresh perishable produce through national and regional market centres
- Supporting national cooperative and private sector groups (e.g. ALMC) in defining and reviewing standardised supply chain management processes and marketing practices.

Institutional arrangements

- Developing District level strategies (DOE-DOA-EDO-RAMCO) to sustain school and institutional feeding through a combination of farmer groups, cooperatives and local private sector providers under the requirement they provide local fresh produce. This may include agreement of standard contract arrangements at the Dzongkhag level.
- DAMC-RAMCO provision of training and support to strengthen District to National market linkages for a shortlist of priority fresh and processed products provided by local aggregators and processors.
- Strengthening cost-effective credit provision to District level businesses and cooperatives by financial providers, including through direct training and support to group business planning and product marketing.
- Aligning regional innovation hubs (e.g. the Post-Harvest Development Centre) and training providers (e.g. the Rural Development Training Centre; DAMC-RAMCO) to support local enterprise development and market readiness among small scale private sector traders, cooperatives and youth enterprises.

Policy arrangements

- Creation of an enabling environment at the national and district levels for an emerging commercial social-aggregator sector of cooperatives and youth entrepreneur companies drawing on learning from supplier experiences across Bhutan in supporting the school and hospital feeding programme

---

### **Outcome 3: Strengthen market efficiency through enhanced supply chain linkages including the identification and facilitation of improved transport and market infrastructure services.**

*What?*

*This Outcome seeks to sustain and enhance market linkages between smallholder farmers through the mapping and provision of a network of appropriately designed market infrastructure that connects sub-district producers (farmer groups) to cooperative and private sector aggregators, processors, and transporter-traders.*

*Why?*

The lack of adequate infrastructure (farm road networks, local level storage, and roadside collection centres) coupled with inappropriate post-harvest practices (e.g. weak grading, sorting, packaging and transport crating) contribute to extremely high post-harvest losses (reaching from 25 to 75 percent according to commodity) between points of harvest and market centres. This leads to low scalability and profitability and prevents hindering national private sector trader-transporters from servicing rural areas.

What?

Enhanced management of agriculture supply chains from the local to district levels

- Develop District level strategies for the provision of market infrastructure and promotion of local transport services that will support inward private sector investments in District level supply chains
  - Introduce district-level participatory multistakeholder product mapping (producers, traders, DAMC) – identifying seasonal and geographical production profiles across gewogs and supporting comparative advantage’ assessments of gewog-products for market-oriented production.
  - Undertake an associated infrastructure mapping exercise to identify existing and required infrastructure and the formulation of strategies to establish a network of locally appropriate storage, sorting, packaging and collection infrastructure supporting the sale of local food products.
  - Over-layer climate risk analysis (floods, drought, landslides) in relation to district level supply chains and market linkages and the development of de-risking mitigation strategies.
- Build locally appropriate (sub-District) level storage infrastructure that integrates grading, sorting, packing requirements in relation to the identified needs of women and men smallholders and traders

Enhanced school and institutional supply chains for local fresh produce

- Strengthen school and institutional fresh-produce storage infrastructure for stable farmer-school supplies and the de-risking of storage losses affected by higher summer temperatures
- Establish and support adoption of a standardised supply chain process for perishable school feeding fresh produce (building on the findings of the supply chain validation workshop in December 2021)
- Introduce a standardised practice checklist for fresh produce management that may be digitally recorded by users over an online portal
- Introduce a feedback mechanism using a simple “emoticon” user-interface to record the quantity and quality of school meals, alongside assessments (student/teacher) of the cleanliness (of dining hall, kitchen, store-room).
- Produce a series of short education videos and handbooks on specific supply chain processes (kitchen management, cooking, store-room management, dining hall supervision) to ensure consistent practices across schools and over time (e.g. mitigating caretaker staff turnover).
- Review the current last-mile delivery model for selected fresh vegetables, meat and dairy products supplied by FMCL and BLDCL and assess their capacities to deliver directly to schools on a regular basis appropriate to the locally available school storage infrastructure

---

#### **Outcome 4: Provide enhanced digital market information services and contract services to smallholder farmers and buyers**

What?

*This Outcome seeks to support the establishment of a national online marketplace providing direct linkages between local producers (Outcomes 1 and 2) and buyers in Bhutan. By promoting and supporting an enhanced digital market platform, WFP can help connect the smallholder producers of quality organic and local farm produce directly to buyers and wholesalers, support enhanced marketing and logistics services to farmers (Outcome 3), and build their production strategies based on a stronger understanding of market requirements.*

*This outcome is complemented by the more in-depth development analysis of sector digitalisation in agriculture using an ecosystem approach that is presented in Annex 21.*

Why?

A preliminary mapping of the RNR digital ecosystem that draws on the priorities of the e-RNR Master Plan and ongoing inter-agency digitalisation initiatives indicates four critical service areas should be considered. They include:

- a. Government RNR sector oversight and planning;
- b. Agricultural production monitoring and support services;
- c. Market Systems Development; and,
- d. The integration of forecasting information (both seasonal and weather forecasting to support farmers and production forecasting to support government planning,).

There is a lack of data collection, management and integration to support supply chain visibility in Bhutan that has impacted negatively on market (and associated supply chain) efficiency and performance and that risks leading to poorly-informed strategies that drive production increases without a clear understanding of market requirements or support for linkages between producers and actors across the market ecosystem (Annex 1).

How?

- Introduce a series of foundational activities to introduce, test and scale-up digital market solutions in close collaboration with DAMC-RAMCO market coordinators, private sector buyers and agents, and farmer Cooperatives.
- Establish a Minimum Viable Solution (MVS) using cases and business requirements for farmer-to-buyer linkages to serve as the basis for system development and upgrades. This may be based on existing pilot systems such as SibJam (Bhutan and Loden Foundations). It should cover producer and buyer demand and supply visibility; inventory levels; price information; GPS locations; storage assessments and localities; quality standards; mobile transactional and payment gateway systems.
- Support awareness raising and knowledge sharing through regional roadshows & digital exhibitions
- Set and deliver capacity strengthening targets for priority platform dashboards including their interpretation and use by decision makers at national, dzongkhag and gewog levels.
- Build digital literacy and capacities of farmer groups and cooperatives with a particular focus on women and youth engagement and leadership.
- Undertake a parallel business and functionality review of pilot implementation and utilisation by farmers, value chain actors and buyers to establish a defined system functionality of farmer-to-market digital linkage during the test phase in order to identify usability gaps in the use of the systems based on user profiles (including smallholders, cooperatives, private and SOE traders).
- Review user preferences including a comparative analysis against WeChat adoption, functionality and use by smallholder farmers.

Institutional arrangements

- Introduce an associated 'price tracking approach' for monitoring and fact-checking price information used over the pilot platform by introducing parallel market in/out-flow analysis of key local products across District, Regional and National market centres. This will adopt a market gate system and digital waybill that records the origin, type, and quantity of traded products and their agreed transaction value to improve the visibility and accuracy of seasonal forecasts based on market flows and exchange prices. This data can be used to complement data derived with digital market services.
- Undertake inter-operability analysis to ascertain system effectiveness and integration with other digital systems (e.g. RNR M&R) to support all potential user requirements
- Undertake a cost assessment and development a payment model for application uptake and use

Policy arrangements

- Review, test and establish contract tie-in arrangements to govern online transactions between producers and buyers and provide associated capacity strengthening of platform users on the meaning and commitment behind online contractual arrangements, alongside the provision of watchdog oversight and appeal mechanisms.

# Annex 23: Agriculture sector digitalisation

---

The first part of this Annex summarises the agreed ambitions of MOAF and WFP for the development of the RNR &R system over the remaining CSP period. It then moves on to present a developmental analysis of WFP digital support in Bhutan by identifying and targeting areas of the digital ecosystem. Formative aspects of this analysis were designed with the support of WFP CO stakeholders.

Section A23.1 provides a summative review of WFP contributions to Bhutan's RNR M&R services over the evaluation period and associated planned activities for the remainder of the CSP (2019-2023).

Section A23.2 provides a formative analysis of opportunities for WFP Support for the digitalisation of agricultural services in Bhutan co-developed with stakeholders during the evaluation process and includes a set of proposed outcomes and deliverables for the CO digital partnership with MOAF.

---

## A23.1 WFP support to the RNR M&R System

### Background

WFP has partnered the RNR statistical division in strengthening the design and roll-out of an agriculture sector statistical, monitoring and reporting system. The aim of the RNR M&R Platform is to provide near real-time integrated and sector-wide agriculture data for improved production planning, the targeting of agricultural services to farmers, and to support feedback and learning across the sector. Platform development up to mid-2021 focused on registering farming households, farmer groups and Cooperatives, consolidating agricultural production data by locality and commodity type, and providing an inventory of agricultural infrastructure. Future development of the platform proposes to update the infrastructure and asset data in relation to its support for climate adaptation. Over the medium term, the ambition is to also integrate the platform with data collection undertaken during the national 5-yearly census. However, introduction of the platform and its use to support decision-makers has been hampered by gaps in 'human' capacities surrounding data collection, processing, dashboard designs and their interpretation.

### Ambition

A national integrated and standardized digital data system and dashboard to collect, analyse and monitor Agriculture sector data at the national and subnational levels to support decision makers

### Expected results

- Strengthen evidence to improve agriculture planning, production and targeting of agricultural service provision and marketing services
- Officials of MoA have an improved capacity to analyse and use data to strengthen inclusive evidence-based agriculture planning, execution and budgeting

### Systems benefits

- Efficient market system
- Reduction in food waste/losses
- Improve food security planning based on data/evidence
- Supporting investment decisions in agriculture sector
- Cost savings



### System development (2019 to 2021)

- Online platform using the WFP MODA platform. The system will be migrated to government server after finalisation of all modules and testing is completed (2023).
- 20 modules covering:
  - Agriculture Infrastructure – machineries, facilities, farm road, irrigation, fencing
  - Agriculture input – fertilizers/chemicals, seeds/seedlings,
  - Crop production
  - Crop damages and losses
  - Land use dry land, wet land, fallow land,
  - Farmer Groups and Cooperatives
  - Farmer training
- Data entry started in 2020.

### Planned Modules (2022-2023)

- Market data (demand, supply, price, export, import) incorporating MOAF's prototype Agriculture Market Information System
- Farmer income and jobs created
- Food and nutrition impact level indicators
- Logistics and supply chain data (transport, storage)
- Climate related data (weather, CSA input)

### Planned systems development support (2022-2023)

- Systems ability to collect, process and disseminate real time data over the customised data-base
- Adoption and use by multiple agencies depending on their needs – Ministries, departments, districts, sub-districts, programmes and projects
- User training on existing modules and compilation using current modules for all districts, sub-districts (gewogs) and blocks (Chiwogs) including central programmes and agencies of MOAF (subject to ongoing exemptions for COVID-risk districts in South Bhutan)
- Data analysis, dashboards and troubleshooting with users

---

## A23.2 WFP Support for the Digitalisation of Agricultural Services in Bhutan

### Background

Agriculture and Renewable Natural Resources (RNR) development in Bhutan are guided by the RNR Strategy 2040 published in March 2021. This includes provisions under Strategy 8 (Promotion of Research and Innovation) to “Develop and promote use of modern technologies through digital platforms”, a sector-driven agenda that is also known as “Agriculture 4.0” or “Agri. 4.0”.

Further details of the Agri. 4.0 agenda were developed under the e-RNR Master Plan (2016) that aims to achieve, “by 2023, the application of information communications technologies to accelerate the sustainable growth of renewable natural resources sector for equitable socio-economic well-being of the people and nation.” From 36 independent ICT solutions identified and detailed by the e-RNR Master Plan, 6 action areas were prioritised. They included establishing an,

- Integrated Natural Resources Management Information System;
- E-RNR Extension and Advisory System;
- RNR Marketplace and Supply Chain Management Information System;
- E-banking / online transaction platform for agricultural services;
- RNR helpline; and
- Agrometeorological Information Services (Mobile Application).

### Emerging constraints

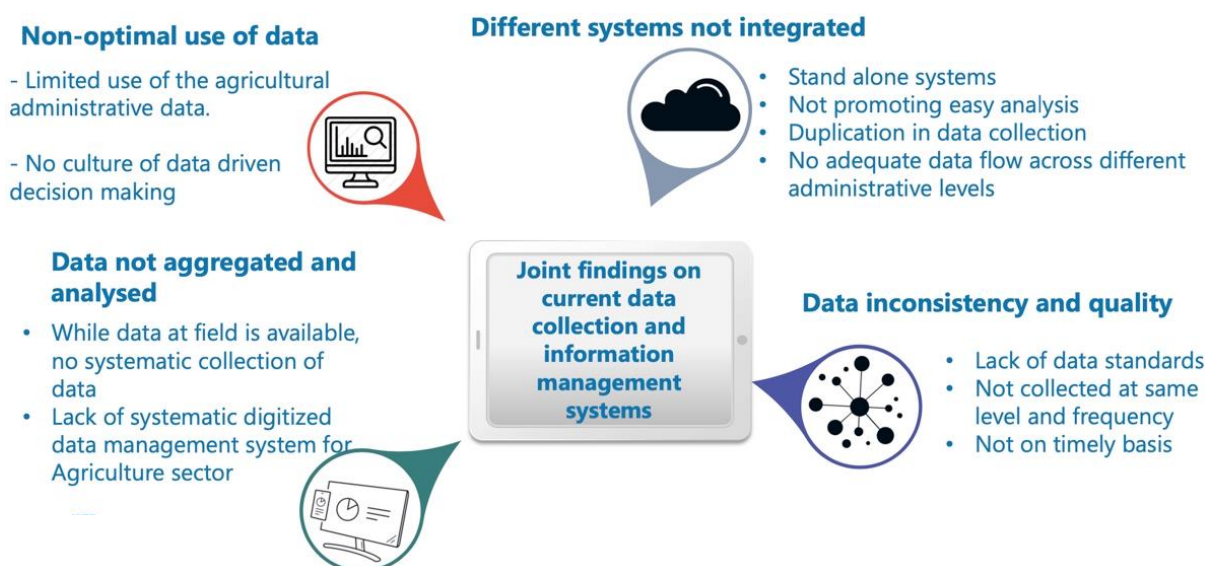
Since 2016, implementation of a series of digital initiatives have been led by Government, UN, private sector, parastatal and civil society groups. This has led to a proliferation of digital services. In an Inter-agency meeting convened by WFP in March 2021, 19 participants discussed the progress of digitalisation in Bhutan and identified a series of emerging constraints.<sup>85</sup> These include,

- The overall scope of the Agriculture Statistical and Monitoring and Reporting System has not yet been defined which risks the *ad hoc* development of solutions;
- Gaps in the development of data services, for example, climate service solutions and nutrition support;
- A lack of clarity as to which statistical/data needs should be supported by which platform(s) and the risk of data conflicts (for example, data for crop, livestock and forest production; livelihoods support; fallow-land mapping; carbon emissions; farmer-to-market supply versus market/trader demand; climate information and forecasts; water sector; early warning; and/or, nutrition and health information);
- A subsequent coherence risk between the functionalities of various Apps already under development (or developed) by different projects, programmes, government departments and organisations with inconsistencies in data collection, analysis, and user expectations;
- A risk that different systems may not be inter-operable (coding and design constraints); and,
- A tendency to focus on the development of data platforms and systems without addressing the processes and capacities for data collection, analysis, and management (who enters, uses and owns the platforms over the medium to long term and how they will be paid for).

This range of constraints can be summarised in four critical areas outlined in figure 1 overleaf.

The e-RNR Master Plan has also, to an extent, been overtaken by the COVID-19 pandemic and subsequent development, by Government, of the Economic Contingency Plan (ECP). To lead the ECP, a delivery unit was established under the Prime Minister’s office to oversee a Project Management Unit (PMU). This included planning for, and reporting against, progress toward ECP targets by the PMU that is to be delivered with the support of the RNR Monitoring and Reporting (RNR M&R) platform (equivalent to the Integrated Natural Resources Management Information System of the 2016 e-RNR Master Plan). Figure A19.1 provides a summary of the inter-agency assessment of key functions provided by the RNR M&R Platform and areas prioritised for future development.

**Figure A19.1 Preliminary diagnostic of RNR digital constraints in Bhutan (Inter-agency Group, March 2021)**



<sup>85</sup> Groups included representatives of ADB, EU, IFAD, ITC, ITU, UNFPA, UN-RCO, UNDP, WB and WFP. See also, Tshering, Kinley, 2019. Use of Information and Communication Technology for Agriculture in Bhutan.

## Mapping the e-RNR digital ecosystem

To support ECP and RNR Strategy delivery it is important to delineate RNR M&R Platform functions within the wider digital ecosystem (e-RNR system) for RNR development in Bhutan. The core aims of this diagnostic are to:

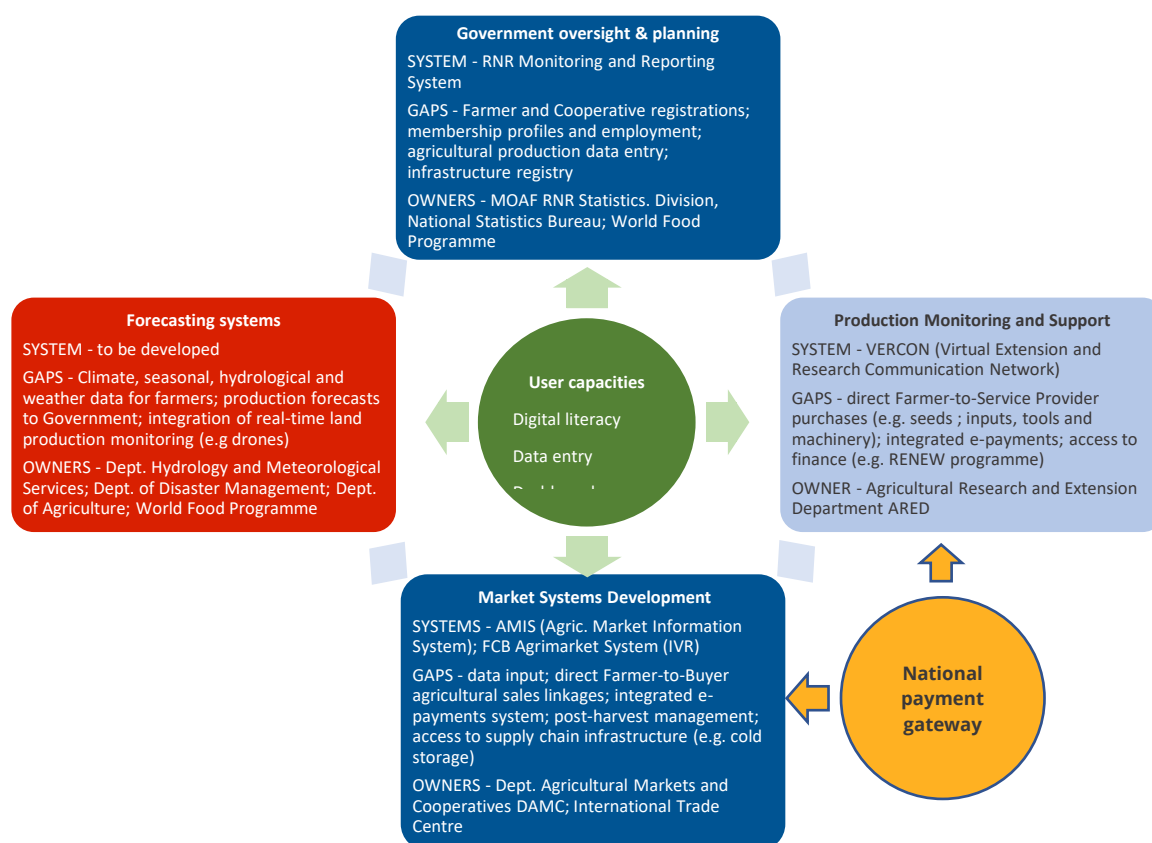
1. Build efficiency into the digital ecosystem by identifying, delineating and agreeing the core functions of different platforms in order to minimise overlaps or gaps;
2. Ensure a clear interface (cross-functionality) is maintained between platforms;
3. Clarify inter-agency roles and responsibilities across platforms; and,
4. Identify and optimise actionable services that support farmers directly.

A preliminary mapping of the RNR digital ecosystem that draws on the priorities of the e-RNR Master Plan and ongoing inter-agency digitalisation initiatives indicates four critical service areas should be considered by the diagnostic. They include:

1. Government RNR sector oversight and planning;
2. Agricultural production monitoring and support services;
3. Market Systems Development; and,
4. The integration of forecasting information (both seasonal and weather forecasting to support farmers and production forecasting to support government planning,).

Figure A23.2 outlines this diagnostic. Items in dark blue represent areas where WFP programmes are currently engaged with government Departments in developing digital services for Agriculture. WFP's core skills in digital market systems development (bottom box) focus on options to directly link farmers to buyers. The pale blue box (right) identifies digital systems that prioritise services to support on-farm production. These are supported by other organisations. The red box (left) outlines climate related forecast systems requested by a number of users but that are still to be developed. These were not highlighted for WFP support during the evaluation process due to wider ambitions and funding within the UN agencies. The amber circle refers to the e-RNR Master Plan's digital payment system. The central green circle summarises a series of underlying capacity strengthening demands that are crucial to all areas of digital development.

**Figure A23.2 Preliminary diagnostic of the RNR digital ecosystem for agriculture in Bhutan**



### Suggested Outcomes

The following Outcomes and Outputs focus on further developing WFP's role in the areas identified by this preliminary diagnostic over the short-to-medium and medium-to-long term.

Four specific Outcome areas can be identified that align with recognised areas of WFP strategic leadership and experience. They include,

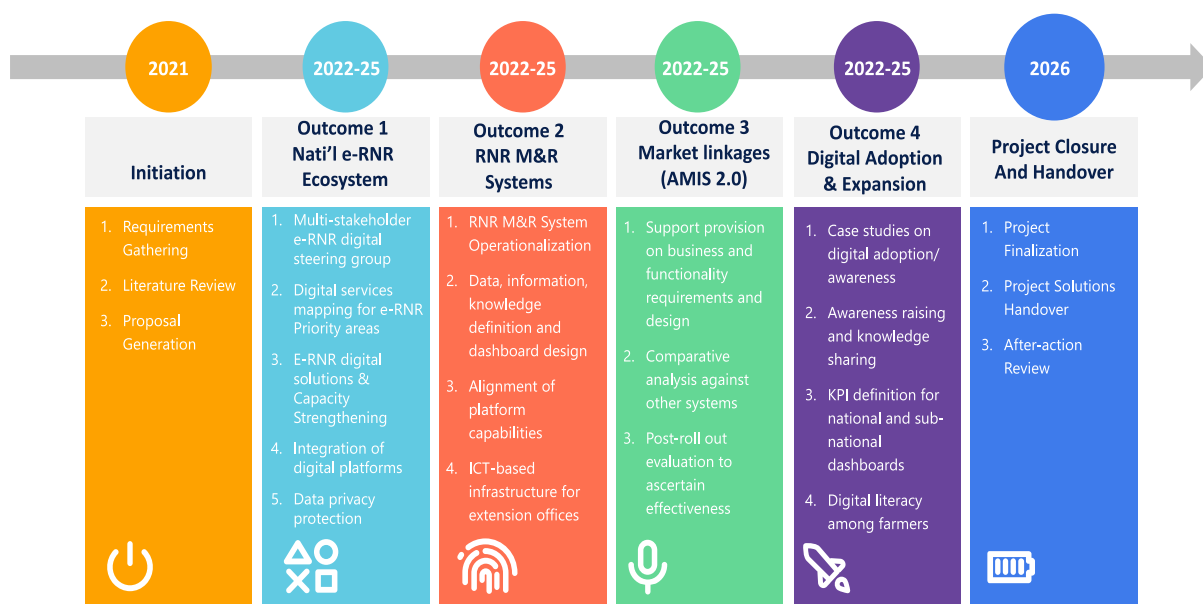
1. Facilitating the integration of digital platforms across the national e-RNR ecosystem;
2. Operationalising the RNR Monitoring and Reporting System;
3. Strengthening the awareness, capacities and adoption rates of digital platform users; and,
4. Introducing farmer-to-buyer market digital linkages for the sale and purchase of nutritious fresh produce.

Consideration should also be given to the development of digital systems for climate supported RNR services. They include the integration of digital services with Participatory Integrated Climate Services for Agriculture (PICSA) a field method developed by the University of Reading that has been developed, tested and applied by WFP in 17 countries so far.<sup>86</sup>

Due to the broad scope of the work WFP suggest a two-phased project roadmap is proposed (Figure A23.3). The first phase addresses Outcomes 1, 2 and 3 over an 18-month period (2022-2023). The second builds on this footprint to develop Outcome 4 over a period of 3 years (2023-2026). Activities introduced in Phase 1 would run concurrently with Outcome 4 during phase 2.

<sup>86</sup> See for example: <https://research.reading.ac.uk/picsa/picsa/>

**Figure A23.3. Proposed project roadmap and timeline**



### Suggested Deliverables

#### **Outcome 1. Facilitate the integration of digital platforms across the national e-RNR ecosystem**

This Outcome ensures the coherence and integration of e-RNR platforms and clarity of purpose and role among stakeholders.

Output 1.1. Establish a multi-stakeholder steering group (sector software coordination body) to guide and support e-RNR digital development and digital capacity strengthening

- Engage a multi-stakeholder group to identify basic data needs, and how it will be collected, validated and disseminated
- Facilitate the mapping of digital platforms in RNR sector and integration with the National Statistical Database System which is under National Statistics Bureau.
- Support MOAF in its e-RNR digital leadership efforts including the clarification of roles and responsibilities between the Ministry and the National Statistical Bureau.
- Clarify digitalisation scope, ownership, roles and responsibilities (including pilot and scale-up phases)

Output 1.2. Map subsectors and digital service needs by e-RNR priority area in partnership with actors

- Break down the food system into its component parts (referencing Figure 2 above).
- Identify digital dashboard needs of the steering group, government and wider platform users
- Check alignment to the e-RNR Master Plan, RNR Marketing Strategy and Economic Contingency Plan priorities (fallow lands, youth cooperatives, value chain development)
- Review the extent to which different user needs are covered, their criticality to quality (CTQ) and to customers / stakeholders (CTC) and whether contingencies may be required (for example, farmer access to finance, crop insurance; government requests for disguised unemployment data)

Output 1.3. Map data services solutions by subsector: current, planned, and gaps as a preliminary diagnostic of e-RNR data services

- Review the range of existing digital platforms, their purpose, scope and current utility
- Review business model options to sustain access and utility of target platforms

Output 1.4. Standardise integration requirements for digital platforms to ensure compatible data transfer and avoid data duplication and inconsistencies across platforms

- Recommend and/or set data exchange standards and protocols to facilitate inter-operability of platforms
- Establish standards and protocols for digital data exchange including personal information, data privacy protection, e-financial transactions, and cybersecurity within the framing of Bhutan digital law, Bhutan Information Communications and Media Bill and e-Commerce Policy 2020

**Outcome 2. Operationalise the RNR Monitoring and Reporting (RNR M&R) System**

Output 2.1. Undertake a multi-stakeholder review of progress in development and utility of the current RNR M&R platform

Output 2.2. Agree dashboard requirements with RNR sub-sector decision-makers

Output 2.3. Agree data entry requirements, responsibilities and incentives

Output 2.4. Review knowledge and information gaps based on the current RNR M&R system and identify data requirements to meet those gaps

Output 2.5. Develop platform capabilities in line with agreed protocols and utility

Output 2.6. Support MOAF extension offices with ICT infrastructure for digital adoption

**Outcome 3. Strengthen the awareness, capacities and adoption rates of digital platform users**

Output 3.1. Develop 3-5 digital awareness case examples – e.g. adoption of the PLUS platform for School Feeding and Nutrition

Output 3.2. Support awareness raising and knowledge sharing through regional roadshows & digital exhibitions

Output 3.3. Set and deliver capacity strengthening targets for data entry, processing and dashboard generation requirements of priority platforms

Output 3.4. Set and deliver capacity strengthening targets for priority platform dashboards including their interpretation and use by decision makers at national, dzongkhag and gewog levels

Output 3.5. Build digital literacy and capacities of farmer organisations and cooperatives with a particular focus on women and youth engagement and leadership

**Outcome 4. Enable expansion of farmer to buyer market linkages for nutritious fresh produce through enhancement of the Agriculture Market Information System (AMIS)**

Note that, as recommended above, this outcome is designed to reflect the need for a medium-to long-term time frame, whereby a series of foundational activities are introduced, tested and scaled-up in close collaboration with government market coordinators, private sector buyers and agents, and farmer Cooperatives.

WFP should also consider partnering other organisations in testing online market platforms such as Sibjam and supporting roll-out among producers and buyers.<sup>87</sup>

Output 4.1. Established Minimum Viable Solution (MVS) such as Sibjam use cases and business requirements for farmer-to-buyer linkages to serve as the basis for future system development / upgrade (producer and buyer visibility of demand and supply; inventory level; price information; GPS locations; storage; quality standards, mobile transactional and payment gateway systems)

---

<sup>87</sup> See for example, Bhutan Foundation, 2021. [Sibjam to address and solve food supply chain constraints in Bhutan](#). Press Release (November 2021)

Output 4.2. Defined system functionality of existing off the shelf farmer-to-market linkage digital applications (e.g. DAMC-AMIS; FCB Agrimarket) to identify usability gaps in the use of the systems based on user profiles

Output 4.3. A Costs, inter-operability and comparative analysis conducted on the current system against any existing off-the-shelf implementations (e.g. India, Kenya, South Africa) were conducted to ascertain system effectiveness to support all potential users

Output 4.4. Completion of post AMIS 2.0 roll-out evaluation through a business and functionality review of its implementation and utilisation by farmers, value chain actors and buyers.

The integrated development of digital systems for climate supported RNR services (red box, Figure A19.2) may also be considered as a separate Outcome 5 but was not covered in ET discussions with the WFP CO.

# Acronyms

ACR	Annual Country Report
ADAO	Assistant District Agricultural Officer
AEA	Agricultural Extension Officer (sub-district)
ALMC	Agriculture Logistics and Marketing Cooperative
ARDC	Agricultural Research and Development Centre
ASP	Agricultural Support Plan
AWP	Annual Work Plan
BAOWE	Bhutan Association of Women Entrepreneurs
CO	Country Office
CARLEP	Commercial Agriculture and Resilient Livelihoods Enhancement Programme
COVID-19	Coronavirus Variant SARS-CoV-2
CSP	Civil Society Organisation
CSP	Country Strategic Plan
DAC	Development Assistance Committee
DAMC	Department of Agriculture Marketing & Cooperatives
DAO	District Agricultural Office
DEO	District Education Office
DEQAS	Decentralised Evaluation Quality Assurance
DLO	District Livestock Officer
DOA	Department of Agriculture
DPWGA	Development Partner Working Group for Agriculture
DE	Decentralised Evaluation
ECP	Economic Contingency Plan
EM	Evaluation Manager
EPR	Emergency Preparedness and Response
ERG	Evaluation Reference Group
EQ	Evaluation Question
ER	Evaluation Report
ET	Evaluation Team
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FGD	Focus Group Discussion
FMCL	Farm Machinery Corporation Ltd.
FSAPP	Food Security and Agriculture Productivity Project
GAFSP	Global Agriculture and Food Security Programme



GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
HGSF	Home Grown School Feeding
HQ	Headquarters
ICS	International Civil Service
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IR	Inception Report
ITC	International Trade Centre
JICA	Japan International Cooperation Agency
KII	Key Informant Interview
KOICA	Korea International Cooperation Agency
LOU	Letter of Understanding
M&E	Monitoring and Evaluation
MDCA	Mobile Data Collection and Analytics
MOAF	Ministry of Agriculture and Forests
MODA	Mobile Data Analytics
MOE	Ministry of Education
MOH	Ministry of Health
MPTF	Multi-Partner Trust Fund
MTR	Mid-Term Review
NSFNP	National School Feeding and Nutrition Programme
NGO	Non-governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OEV	Office of Evaluation
RAMCO	Regional Agricultural Marketing and Cooperative Office
RBA	Rome Based Agency (FAO, IFAD and WFP)
RBB	Regional Bureau Bangkok
RGOB	Royal Government of Bhutan
RNR	Renewable Natural Resources
RNR M&R	Renewable Natural Resources Statistical Monitoring and Reporting
RSD	Renewable Natural Resources Statistical Division
SAARC	South Asia Association for Regional Cooperation
SAMS	Smallholder Agriculture Market Support
SDG	Sustainable Development Goal
SERP	Socio-Economic Response Plan of the UN in Bhutan

SFND	School Feeding and Nutrition Division
SHFP	School and Hospital Feeding Programme
SO	Strategic Objective
SPR	Standard Project Reports
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNEG	United Nations Evaluation Group
UNRC	United Nations Resident Coordinator
UNSDPF	United Nations Strategic Development Partnership Framework
USD	United States Dollar
WFP	World Food Programme

**Office of Evaluation**

WFP Bhutan Country Office

<https://www.wfp.org/countries/bhutan>

**World Food Programme**

Via Cesare Giulio Viola 68/70

00148 Rome, Italy

T +39 06 65131 **wfp.org**