

Survey of Country Gender Profile (Kingdom of Bhutan)

February 2017

Japan International Cooperation Agency (JICA)
IC Net Limited

Map



Source : Ezilon Maps (<http://www.ezilon.com/maps/asia/bhutan-maps.html>)

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Map

Abbreviation

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Abbreviation

ADA	Austrian Development Agency
ADB	Asian Development Bank
AMEPP	Agriculture, Marketing and Enterprise Promotion Programme
BAOWE	Bhutan Association of Women's Entrepreneurs
BDB	Bhutan Development Bank
BHU	Basic Health Unit
BLC	Basic Literacy Course
BNEW	Bhutan Network for Empowering Women
CBO	Community-Based Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women Committee on the Elimination of All Forms of Discrimination against Women
CPFP	Child Protection Focal Person
CRC	Convention on the Rights of the Child
CPS	Country Partnership Strategy
CSI	Cottage and Small Industry
CSMI	Cottage, Small and Medium Industry
CSO	Civil Society Organization
DAMC	Department of Agricultural Marketing and Cooperatives
DCSI	Department of Cottage and Small Industry
DRR	Disaster Risk Reduction
DV	Domestic Violence
FAO	Food and Agriculture Organization of the United Nations
GAD	Gender and Development
GBV	Gender-Based Violence
GDI	Gender Development Index
GDP	Gross Domestic Product
GECDP	Gender, Environment, Climate-Change, Disaster and Poverty
GER	Gross Enrolment Ratio
GFP	Gender Focal Person (Point)
GGI	Gender Gap Index
GII	Gender Inequality Index
GLOF	Glacial Lake Outburst Flood
GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
GNI	Gross National Income
HDI	Human Development Index
ICT	Information and Communication Technology
IFAD	International Fund for Agricultural Development
IHDI	Inequality-adjusted Human Development Index
IMR	Infant Mortality Ratio

JFPR	Japan Fund for Poverty Reduction
JICA	Japan International Cooperation Agency
LG	Local Government
MDGs	Millennium Development Goals
MMR	Maternal Mortality Ratio
MoAF	Ministry of Agriculture and Forestry
MoEA	Ministry of Economic Affairs
MoHCA	Ministry of Home and Cultural Affairs
MoLHR	Ministry of Labour and Human Resources
MoWHS	Ministry of Works and Human Settlement
MRG	Mainstreaming Reference Group
MPI	Multi-dimensional Poverty Index
NCWC	National Commission for Women and Children
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
NKRAs	National Key Results Areas
NPAG	National Plan of Action for Gender
NPO	Non-Profit Organization
NSB	National Statistics Bureau
NWAB	National Women's Association of Bhutan
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
ORC	Out-reach Clinic
OVOP	One Village One Product
PLC	Post-Literacy Course
PMU	Project Management Unit
PPP	Purchasing Power Parity
RENEW	Respect, Educate, Nurture and Empower Women
RNR	Renewable Natural Resource
SAARC	South Asia Association for Regional Cooperation
SDC	Swiss Development Cooperation
SDGs	Sustainable Development Goals
SIGI	Social Institutions and Gender Index
TFR	Total Fertility Rate
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
U5MR	Under 5 Mortality Ratio
WID	Women in Development

Objectives of the Survey

International aid communities have recognized women's participation in development and the improvement of women's status in the developing countries as a key issue since the 1960s, and the concept of "Women in Development (WID)" has been emphasised as a development agenda in the 1970s. In the 1980s, with the newly proposed concept of "Gender and Development (GAD)", an effort for "gender mainstreaming" has been regarded as an effective mean for firmly practicing the GAD approach in the international community. While the WID approach focuses solely on women, the GAD approach looks at the relationship between women and men paying attention to the social institution and system that influence the women's status and position. "Gender mainstreaming" is a comprehensive approach to incorporate the gender perspective in all stages of planning, formulation, implementation, monitoring and evaluation in all policies, programs and projects to clarify gender-based development issues, needs, and the impacts.

The Government of Japan declared its strong commitment to support gender equality and women's empowerment, as expressed in the Prime Minister's speech in the United Nations General Assembly in 2013 and 2014. In the Development Cooperation Charter approved by the Cabinet in February 2015, the importance of gender equality in promoting human security is emphasised. Corresponding to these movements, it is also indicated, in the third mid-term goal and plan (2012–2017), that Japan International Cooperation Agency (JICA) has addressed gender equality and women's empowerment. In addition, JICA has conducted the survey of country gender profile in 80 developing countries since 1996 and the results has been used for formulating and implementing projects on gender equality and women's empowerment as well as enhancing more integration of a gender perspective into the work of its operations in each sector.

The objective of this survey is to collect gender-related information and clarifying the points to note on the implementation of the projects from the gender perspective in order to promote gender mainstreaming in the project cycle including formulation of assistance policy, planning, implementation, monitoring and evaluation. In particular, basic indicators and relevant information on women's situation, the Government's interventions in gender mainstreaming, roles and functions of national machinery, women's situation in key sectors, and interventions for assisting women by other international organizations and NGOs were collected. For the sector analysis, the survey focused on "agriculture and rural development", "local government", "women's entrepreneurship", and "gender perspective in disaster risk reduction (DRR)" in which JICA examines to integrate the gender perspective. In addition, three ongoing projects (two technical assistance projects and one country-focused training course) were analysed and a few recommendations were proposed to make the projects more gender friendly. The other points to note and recommendations for future assistance were also identified from the gender perspective. The field survey was conducted from 17 October to 27 October 2016 to interview the National Commission for Women and Children (NCWC) which is the national machinery

for gender mainstreaming in Bhutan and the relevant ministries and institutions, other donor agencies, NGOs, experts and beneficiaries of the JICA project, and local people.

1. Basic Indicators

1.1 Socioeconomic Indicators

1.1.1 Population

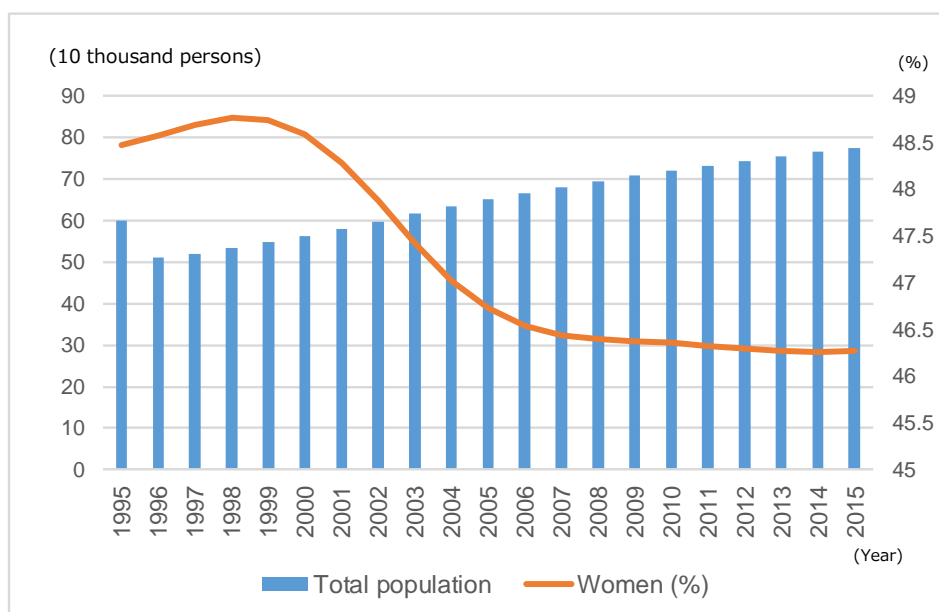
According to UN Data¹, the population of the Kingdom of Bhutan (hereinafter ‘Bhutan’) is 784,000 (estimate of 2016²), and it has been slowly increasing since 1996. The population growth rate is decreasing since 2002, and its annual average is 1.5 percent (2010–2015). With regard to gender ratios, female population ratio has decreased since 1998.

Table 1-1: Population Statistics

	2005	2015
Population	634,9821 ^{*1}	774,830 ^{*2}
Female	47.5% ^{*3}	46.3% ^{*2}
Male	52.5% ^{*3}	53.7% ^{*2}
Rural areas	69.1% ^{*3}	61.4% ^{*4}
Urban areas	30.9% ^{*3}	38.6% ^{*4}
Population growth rate	2.6% ^{*2}	1.3% ^{*2}
Life expectancy at birth (female)	66.9 ^{*3}	69.1 ^{*4} (2010 - 2015)
(Male)	65.7 ^{*3}	68.6 ^{*4} (2010 - 2015)

Source: ^{*1} Office of the Census Commissioner, 2005, *Results of Population and Housing Census of Bhutan 2005*,

^{*2} World Bank Open Data (<http://data.worldbank.org/country/bhutan>), ^{*3} NSB, 2008, *Socio-Economic and Demographic Indicators 2005*, ^{*4} UN Data (<http://data.un.org/CountryProfile.aspx?crName=Bhutan>)

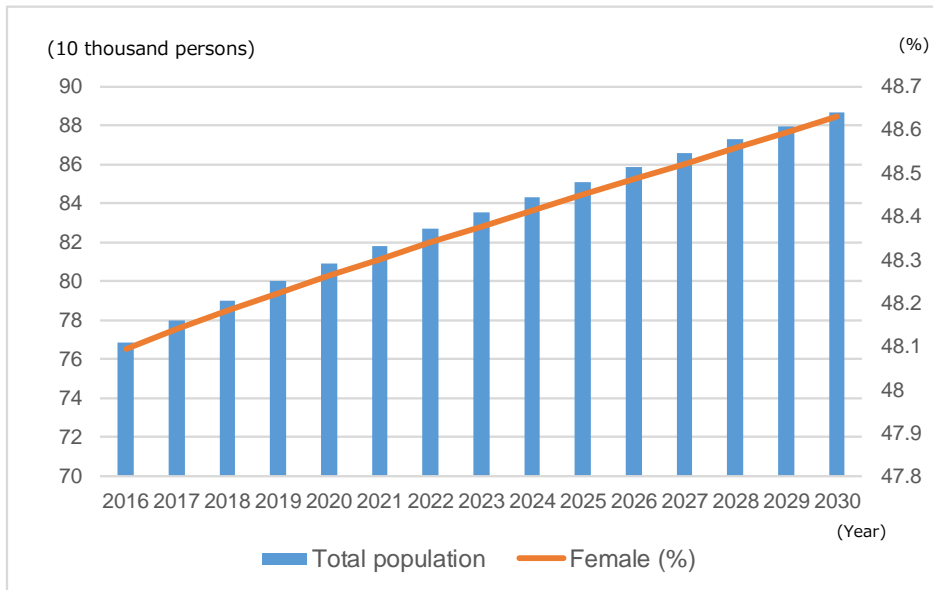


Source: Compiled based on World Bank Open Data (<http://data.worldbank.org/country/bhutan>)

Figure 1-1: Total Population and the Proportion of Women (1995–2015)

¹ <http://data.un.org/CountryProfile.aspx?crName=Bhutan> (accessed on 25 January, 2017)

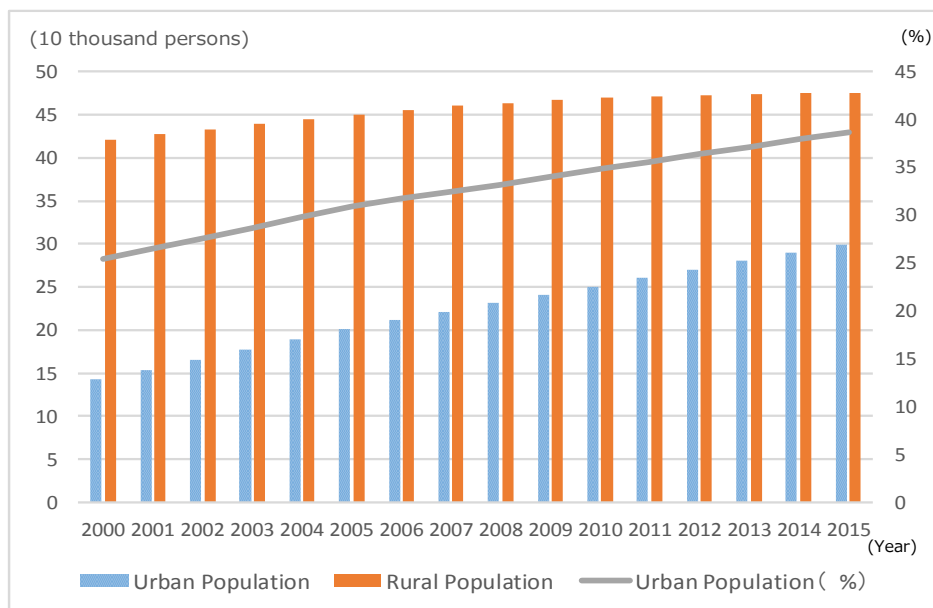
² A national census was conducted in 2016, but its data were not accessible at the time of this survey.



Source: Compiled based on NSB, -, *Population Projections Bhutan 2005-2030*

Figure 1-2: Projected Population and the Proportion of Women (2016–2030)

Population has shifted from rural to urban areas. Figure 1-3 shows that the percentage of the urban population has increased since 2000. In 2015, the populations in rural and urban areas were 475,405 and 299,425 people, respectively. The urban population accounted for 38.6 percent of the country’s total population³.



Source: Compiled based on World Bank Open Data (<http://data.worldbank.org/country/bhutan>)

Figure 1-3: Urban and Rural Population (2000–2015)

In Bhutan, a matrilineal system exists mainly in the Central and Western regions. In the system, a woman inherits a family’s land and properties and becomes the head of the household. Table 1-2 shows that the percentage of female-headed households varies depending on the area; it is the lowest in Samtse District at 12.6 percent and the highest in Punakha District at 58.4 percent.

³ World Bank Open Data (<http://data.worldbank.org/country/bhutan>, accessed on 25 January, 2017)

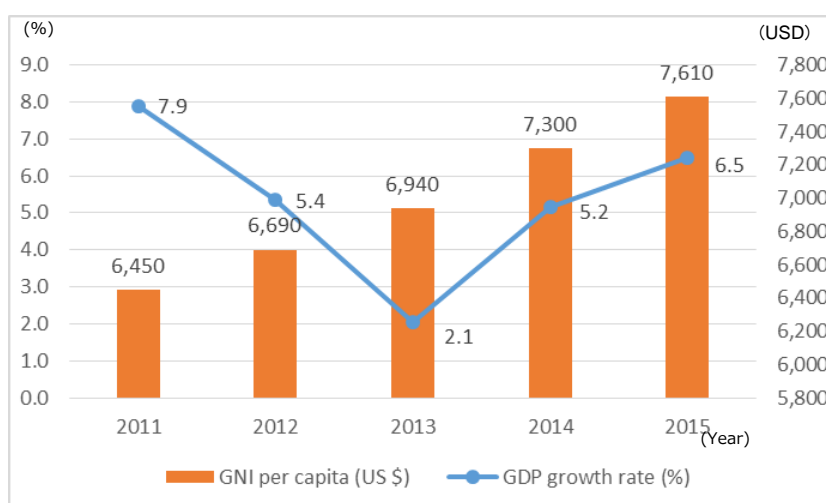
Table 1-2: Population, Number of Households, and Percentage of Female-Headed Households (2012)

District	Population	Number of Households	Average Number of Persons per Household	Percentage of Female-Headed Households
Bumthang	12,707	2,827	4.5	42.9
Chukha	54,861	12,792	4.3	21.6
Dagana	19,352	4,474	4.3	27.7
Gasa	3,049	688	4.4	39.9
Haa	8,691	1,770	4.9	44.1
Lhuntse	14,254	3,040	4.7	53.5
Mongar	38,284	7,578	5.1	41.5
Paro	31,485	7,090	4.4	45.5
Pemagatshel	22,336	4,681	4.8	18.8
Punakha	21,926	4,519	4.9	58.4
Samdrup Jongkhar	30,432	7,198	4.2	18.1
Samtse	55,009	11,699	4.7	12.6
Sarpang	34,426	7,725	4.5	14.3
Thimphu	89,376	20,551	4.3	25.1
Trashigang	43,682	10,175	4.3	21.4
Trashiyangtse	16,057	3,754	4.3	38.3
Trongsa	13,361	2,810	4.8	55.9
Tsirang	18,947	4,120	4.6	16.2
Wangdue Phodrang	33,967	6,966	4.9	47.1
Zhemgang	19,053	3,485	5.5	44.2
Total	581,257	127,942	4.5	29.3

Source: ADB, 2012, *Bhutan Living Standard Survey 2012 Report*

1.1.2 Economy

According to the Statistical Yearbook of Bhutan⁴, Gross Domestic Product (GDP) in 2015 is 132,021.3 million Ngultrum (approximately USD 1.93 billion⁵). The percentage share of GDP by sectors is 17 percent for the primary (agriculture, livestock and forestry), 41 percent for the secondary (manufacturing), and 42 percent for the tertiary (services). GDP growth rate in 2015 is 6.49 percent, with the breakdown of 0.59 percent for the primary, 3.52 percent for the secondary, and 2.39 percent for the tertiary sector. Inflation rate is 3.56 percent as of June 2016⁶.



Source: NSB, 2016, *Statistical Yearbook of Bhutan 2016*, World Bank Open Data (<http://data.worldbank.org/country/bhutan>)

Figure 1-4: GDP Growth Rate and GNI per Capita (2011–2015)

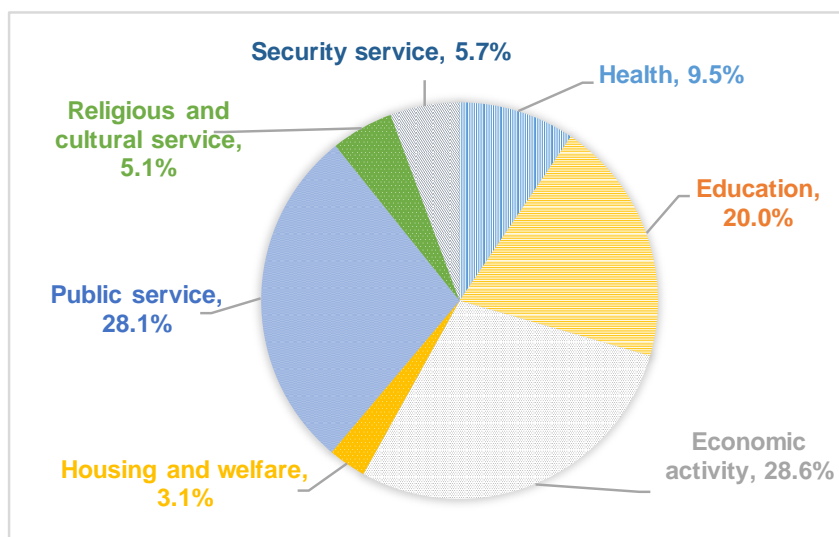
⁴ NSB, 2016, *Statistical Yearbook of Bhutan 2016*

⁵ Calculated according to the exchange rate as of 1 December 2016 (USD 1.00 = 68.56 Ngultrum)

⁶ NSB, 2016, *Statistical Yearbook of Bhutan 2016*

1.1.3 Public Expenditure

The Statistical Yearbook of Bhutan⁷ shows that the largest portions in public expenditure are as follows: 28.6 percent for economic activities (11.4 percent of which is agriculture and forestry), 28.1 percent for public services, and 20.0 percent for education.



Source: Compiled based on NSB, 2016, *Statistical Yearbook of Bhutan 2016*

Figure 1-5: Breakdown of Public Expenditure

1.1.4 Labour

According to the Statistical Yearbook of Bhutan⁸, labour force participation rate in 2015 is 55.9 percent for women (54.8 percent in 2014), and 71.2 percent for men (71.0 percent in 2014). The female unemployment rate is 3.1 percent, which is higher than the male unemployment rate of 1.8 percent. The unemployment rate is particularly high for young women aged 20 to 24.

Table 1-3: Labour Force Participation Rates and Unemployment Rates by Gender and Age (2015)

Age group	Labour force participation rate (%)			Unemployment rate (%)		
	Female	Male	Subtotal	Female	Male	Subtotal
15-19	10.5	9.1	9.9	7.2	4.8	6.2
20-24	58.5	53.6	56.2	14.0	9.0	11.8
25-29	69.8	90.1	78.8	5.8	5.2	5.5
30-34	75.7	95.2	84.7	2.0	1.8	1.9
35-39	75.7	96.7	85.6	0.5	0.1	0.3
40-44	73.5	98.0	84.8	0.3	0.1	0.2
45-49	80.1	98.9	89.1	0.3	0.2	0.2
50-54	82.7	95.8	89.2	0.1	0.0	0.1
55-59	49.6	77.9	63.7	0.2	0.2	0.2
60-64	33.7	74.8	52.9	0.2	0.0	0.1
65 +	23.1	44.5	34.2	0.0	0.0	0.0
Total	55.9	71.2	63.1	3.1	1.8	2.5

Source: NSB, 2016, *Statistical Yearbook of Bhutan 2016*

⁷ NSB, 2016, *Statistical Yearbook of Bhutan 2016*

⁸ *ibid.*

Table 1-4: Unemployment Rates by Gender and Area (2015)

	Female	Male
Rural area	17.0%	11.0%
Urban area	42.9%	29.1%
Total	59.9%	40.1%

Source: Ministry of Labour & Human Resources, 2015, *Labour Force Survey 2015*

Table 1-4 shows that the female unemployment rate in urban areas is highest with 42.9 percent. According to the Labour Force Survey (2015)⁹, while labour participation rate is 60.4 percent for female and 69.7 percent for male in rural areas, the rate is 45.5 percent for female and 74.6 percent for males in urban areas. It indicates that job opportunities are limited in urban areas, especially for women, because of the mass migration from rural areas, and it is hard for women to find a job except in agriculture.

Table 1-5: Employed People by Sector and Gender (% , 2015)

	Female	Male	Total
Agriculture and forestry	30.5	27.5	58.0
Mining	0.1	0.5	0.6
Manufacturing	3.7	2.8	6.5
Electricity, gas and water supply	0.2	0.6	0.8
Construction	0.3	1.5	1.8
Wholesale and retail	4.6	3.2	7.8
Hotels and restaurants	1.2	1.1	2.3
Transportation, finance and communication	0.3	3.3	3.7
Finance	0.2	0.5	0.7
Real estate and others	0.3	0.7	0.9
Government employee and military	1.8	7.4	9.2
Education	1.6	1.7	3.3
Health	1.1	2.9	4.0
Others	0.5	0.0	0.6
Total	46.4	53.6	100.0

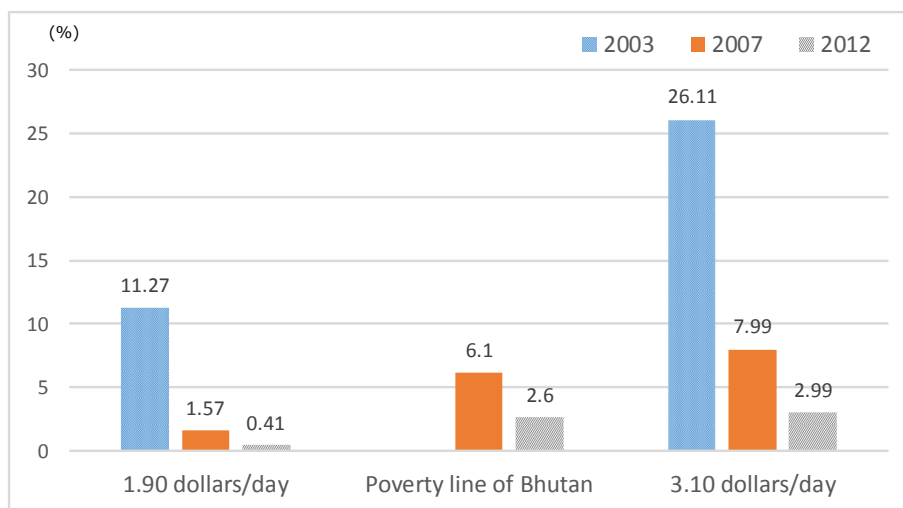
Source: NSB, 2016, *Statistical Yearbook of Bhutan 2016*

Table 1-5 shows that those employed in agriculture and forestry sector make up 58.0 percent of the overall workforce. In addition, the sectors in which the number of female workers exceeds the one of male ones are limited in agriculture and forestry, wholesale and retail, manufacturing, and hotels and restaurants.

⁹ Ministry of Labour and Human Resources, 2015, *Labour Force Survey 2015*

1.1.5 Poverty

Figure 1-6 shows that the poverty gap is decreasing in Bhutan. However, based on Bhutan's poverty line of 1,704.84 Ngultrum per month, the poverty gap of 2.6 percent in 2012 is broken down into 3.6 percent in rural areas and 0.3 percent in urban areas. Furthermore, the rates of the population living under the poverty line are 1.8 percent in urban areas and 16.7 percent in rural areas. It proves that poverty is more serious in rural areas. In addition, Bhutan's income GINI coefficient¹⁰ of 38.81 which is larger than the ones of Nepal at 32.8 and India at 33.9¹¹ shows more unequal distribution of income within the country.

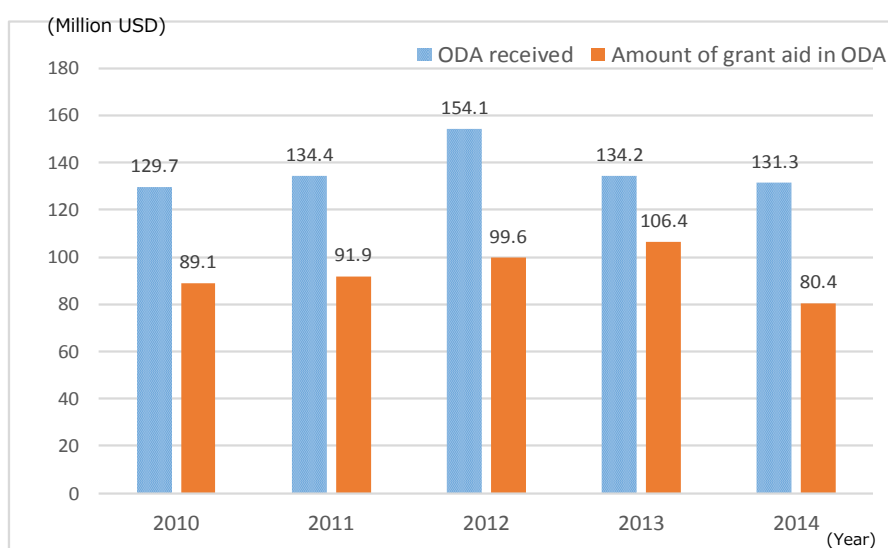


Source: Compiled based on World Bank Open Data (<http://data.worldbank.org/country/bhutan>)

Figure 1-6: Poverty Gap (%)

1.1.6 Assistance

Figure 1-7 shows the amount of official development assistance (ODA) and grant aid that Bhutan received from 2010 to 2014.



Source: OECD, Development Finance Statistics (<http://www.oecd.org/dac/financing-sustainable-development/developmentfinancestatistics.htm>)

Figure 1-7: Amount of ODA and Grant Aid (2010–2014)

¹⁰ A value of 0 represents absolute equality, a value of 100 absolute inequality.

¹¹ UNDP, 2015, *Human Development Report 2015*

1.2 Indicators on Health and Medical Services

1.2.1 Infrastructure of Health and Medical Services

In Bhutan, medical services are provided for free of charge. According to the Annual Health Bulletin (2016)¹², the number of medical facilities is as follows: 31 hospitals,¹³ 23 Basic Health Units 1 (BHU1), 184 Basic Health Units 2 (BHU2)¹⁴, and 562 Outreach Clinics (ORC, 68 of them are without shed).

Table 1-6: Number of Healthcare Providers by Gender (2015)

Category	Female	Male	Total
Physician	75	176	251
Clinic officer	5	30	35
Nurse	884	734	1.618
Traditional medical professional and pharmacist	38	109	147
Pharmacist and engineer	374	591	965

Source: Ministry of Health, 2016, *Annual Health Bulletin 2016*

Table 1-7: Distribution of Medical Professionals and Medical Facilities

	2011	2015
Number of physicians (per 10,000 people)	2.6	3.3
Number of nurses (per 10,000 people)	10.2	14.1
Number of medical facilities (per 10,000 people)	3.0	3.5

Source: Ministry of Health, 2016, *Annual Health Bulletin 2016*

1.2.2 Reproductive Health

Table 1-8 shows indicators on reproductive health.

Table 1-8: Reproductive Health Indicator (2000–2015)

Index	2000	2005	2010	2015
Total fertility rate (TFR) ^{*1}	4.7	3.6	2.6	2.3
Adolescent ^{*2} birth rate (per 1,000 women)	61.7	-	59.0	28.4
Maternal mortality rate (per 10,000 women, MMR)	255	-	-	86
Rate of deliveries attended by skilled personnel (%)	23.7	49.1	69.5	89.0
Contraceptive prevalence rate (%)	30.7	57.0	65.6	65.6

^{*1} Number of children who would be born per woman ^{*2} Women between 15 and 19 years old

Source: Ministry of Health, 2016, *Annual Health Bulletin 2016*

1.2.3 Child Health

Table 1-9 show child health indicators.

Table 1-9: Child Health Indicators (2000–2015)

Index	2000	2005	2010	2015
Infant mortality rate (IMR, per 1,000 birth)	60.5	40.1	47.0	30.0
Under-5 mortality rate (U5MR, per 1,000 birth)	84.0	61.5	69.0	37.3
Underweight child rate (%)	-	-	9.9	-
Rate of stunted children (% , under 5) Girl	-	-	12.3	-
Boy	-	-	13.4	-
Rate of children who receive diarrhoea treatment (% , under 5)	-	-	61.6	-

Source: Ministry of Health, 2016, *Annual Health Bulletin 2016*,
World Bank Open Data (<http://data.worldbank.org/country/bhutan>)

¹² Ministry of Health, 2016, *Annual Health Bulletin 2016*

¹³ Facilities with physicians, nurses and medical assistants

¹⁴ Facilities that have only medical assistants and provide primary care, i.e., simple examination, delivery, infant vaccination, and health guidance

Table 1-10: Vaccination Rates (2012)

Vaccination	Number of doses and schedule	Vaccination rate
BCG	Once (at birth)	95%
Hepatitis B (HepB)	Once (at birth)	60%
Polio (OPV)	4 times (at birth, 6th, 10th and 14th week)	97%
Diphtheria, Pertussis and Tetanus (DPT)	3 times (6th, 10th and 14th week)	97%
Measles (MR)	2 times (9th and 24th week)	95%
Influenza (Hib)	-	97%

Source: Ministry of Health, 2014, *Comprehensive Multi-Year Plan of Immunization 2014-2018*

1.2.4 Accessibility of Drinking Water and Sanitation Facility

Table 1-11 shows the percentages of the population with access to safe drinking water and sanitation facility (latrine).

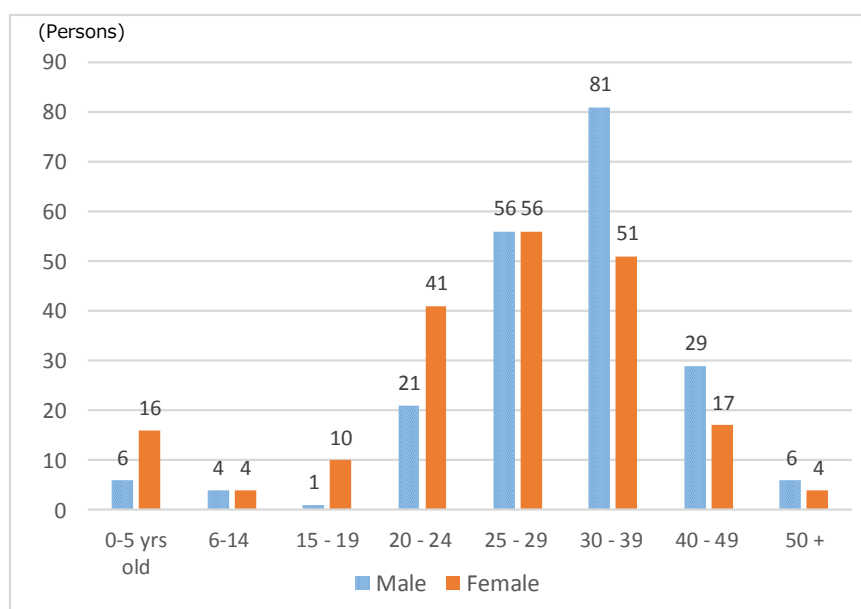
Table 1-11: Access to Safe Drinking Water and Sanitation Facility (2000–2015)

Index	2000	2005	2010	2015
Safe drinking water (%)	78	83	88	95
Sanitation facility (latrine) (%)	90	91	93	96

Source: Ministry of Health, 2016, *Annual Health Bulletin 2016*

1.2.5 HIV/AIDS

According to the Country Progress Report on the HIV Response (2015)¹⁵, the rate of adults living with HIV (15–49 years old) is under 0.1 percent, which is lower than the rate in the other South Asian countries. The total number of people with HIV in the country is 403 with no major difference by sex; however, the infection tends to be discovered earlier among women than men.



Source: Ministry of Health, 2015, *Country Progress Report on the HIV Response in Bhutan 2015*

Figure 1-8: Number of People Living with HIV by Gender and Age (2014)

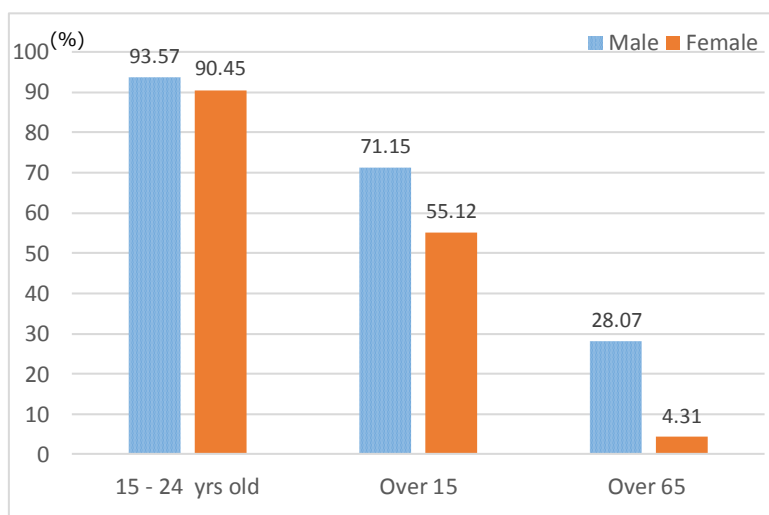
¹⁵ Ministry of Health, 2015, *Country Progress Report on the HIV Response in Bhutan 2015*

1.3 Education Indicators

In Bhutan, 11 years of basic education, i.e., seven years of primary education, and four years of secondary education, is provided free of charge.

1.3.1 Literacy

The literacy rate is high in Bhutan, with 63.9 percent among adults, i.e., those who are 15 years old and over, and 92.0 percent among young adults, i.e., 15–24 years old. The rates differ nearly 16 percent between women and men, and the one of women over 65 is noticeably low.

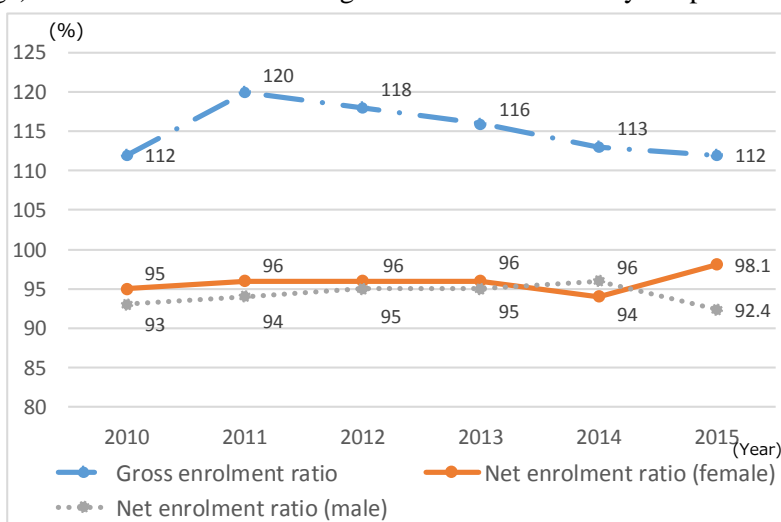


Source: Compiled based on UNESCO Institute for Statistics (<http://uis.unesco.org/country/bt>)

Figure 1-9: Literacy Rate (2015)

1.3.2 Primary Education

Bhutan's gross enrolment ratio (GER) for primary education exceeds 100 percent; however, net enrolment ratio (NER) is under 100 percent for both girls and boys. There is no notable gender difference in the NER. According to the Annual Education Statistics (2015)¹⁶, the main reason for the low NER is that more than 40 percent of children enter primary school when they are older than six (official school age). The children not attending school account for only 1.2 percent.



Source: Ministry of Education, 2015, *Annual Education Statistics, 2015*

Figure 1-10: Enrolment Ratio at Primary Education Level by Gender

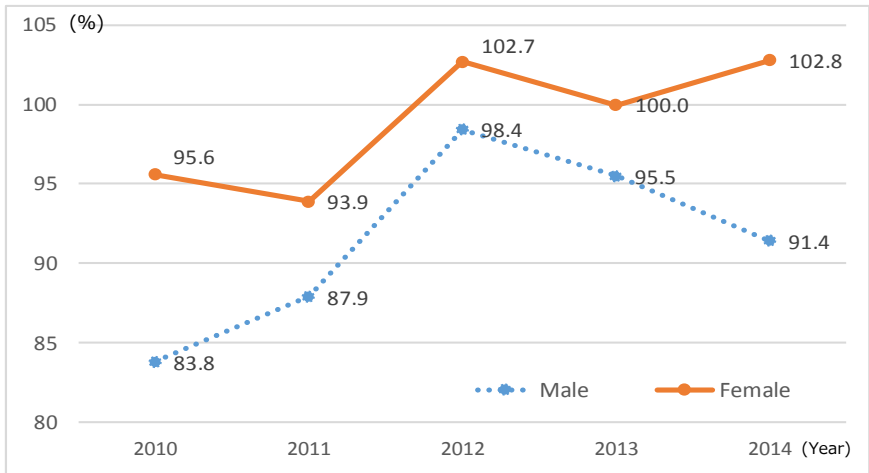
¹⁶ Ministry of Education, 2015, *Annual Education Statistics, 2015*

According to the Annual Education Statistics (2015)¹⁷, the survival rate to the final grade of primary education is 89 percent for girls and 78 percent for boys. Table 1-12 shows a noticeable difference between girls and boys in repetition and dropout rates, especially at Grade 4 and 5. The transition rate to secondary education in 2014–2015 is 94.1 percent for girls and 90.6 percent for boys¹⁸.

Table 1-12: Transition, Repetition and Dropout Rates by Gender in Primary Education (2014–2015)

	PP*		Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6	
	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys
Promotion rate	94.2	92.0	91.5	91.5	92.9	89.8	95.1	91.9	91.0	85.4	88.0	83.1	95.1	93.6
Repetition rate	3.8	5.1	6.2	6.0	5.8	6.5	5.4	6.6	8.2	9.8	7.9	10.7	6.6	6.8
Dropout rate	2.0	2.9	2.3	2.5	1.3	3.7	-0.5	1.5	0.8	4.8	4.1	6.2	-1.7	-0.4

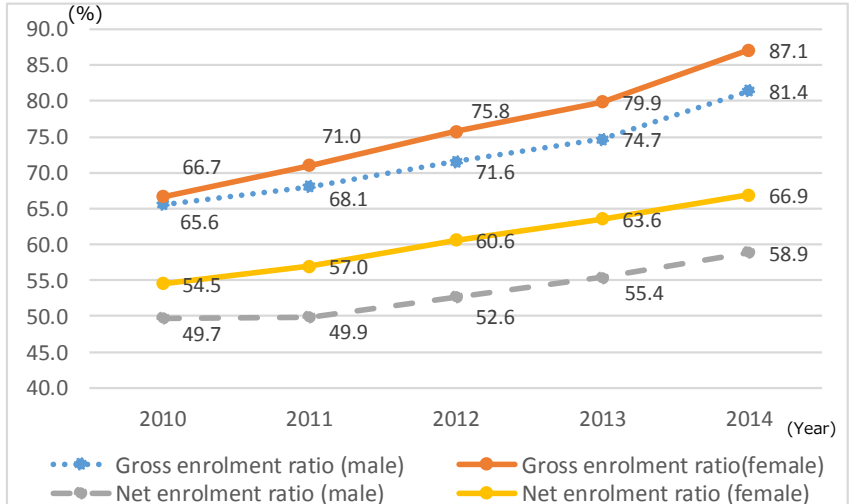
* In Bhutan, Pre-Primary (PP) class is regarded as the part of primary education cycle.
 Source: NSB, 2015, *Statistical Yearbook of Bhutan 2015*



Source: Compiled based on World Bank Open Data (<http://data.worldbank.org/country/bhutan>)
 Figure 1-11: Completion Rate at Primary Education Level by Gender

1.3.3 Secondary Education

In Bhutan, secondary education is divided into lower (Grade 7-8), middle (Grade 9-10) and higher (Grade 11-12) secondary schools, and is free up to middle secondary school.



Source: Compiled based on UNESCO Institute for Statistics (<http://uis.unesco.org/country/bt>)
 Figure 1-12: Enrolment Ratio at Secondary Education Level by Gender

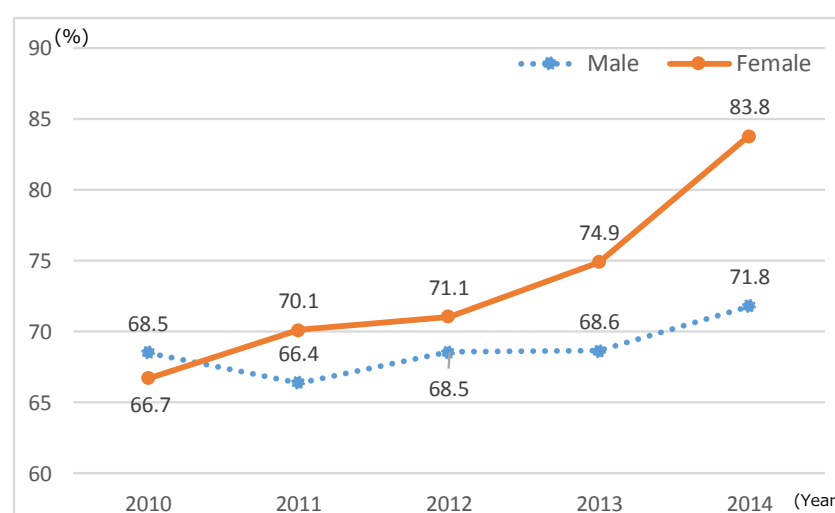
¹⁷ Ministry of Education, 2015, *Annual Education Statistics, 2015*
¹⁸ *ibid.*

According to the Annual Education Statistics (2015)¹⁹, the survival rate to the last grade of secondary education is 78 percent for girls and 67 percent for boys. Table 1-13 and 1-14 show that the transition rate to the higher secondary schools (Grade 11-12) is higher among boys than girls, while the promotion rates at lower (Grade 7-8) and middle (Grade 9-10) secondary levels are higher among girls rather than boys.

Table 1-13: Transition, Repetition and Dropout Rates at Secondary School Level by Gender (2014)

	Grade 7		Grade 8		Grade 9		Grade 10	
	Female	Male	Female	Male	Female	Male	Female	Male
Promotion rate	87.6	88.5	87.8	88.5	92.9	91.4	93.2	91.7
Repetition rate	8.1	6.0	7.8	6.7	4.3	4.4	3.8	4.2
Dropout rate	4.3	5.5	4.4	4.8	2.8	3.2	3.0	4.1

Source: NSB, 2015, *Statistical Yearbook of Bhutan 2015*



Source: Compiled based on Index Mundi (<http://www.indexmundi.com/facts/bhutan#Education-Outcomes>)

Figure 1-13: Completion Rate at Lower Secondary School Level by Gender

Table 1-14: Transition Rate at Secondary Education Level (2014)

	Female	Male
From Lower to Middle Secondary School	87.9%	87.5%
From Middle to Higher Secondary Schools	69.3%	73.9%

Source: Ministry of Education, 2015, *Annual Education Statistics, 2015*

1.3.4 Number of Teachers

The proportion of female teachers in primary and secondary schools is approximately 40 percent for public schools and 45 percent for private schools.

Table 1-15: Number of Teachers in Primary and Secondary Schools (2015)

	Public school			Private school			Total		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Primary Schools	877	1,432	2,309	117	56	173	99.4	1,488	2,482
Lower Secondary Schools	836	954	1,790	4	1	5	840	955	1,795
Middle Secondary Schools	885	1,252	2,137	64	41	105	949	1,293	2,242
Higher Secondary Schools	559	952	1,511	140	295	435	699	1,247	1,946
Extended classroom	23	117	140	-	-	-	23	117	140
Total	3,180	4,707	7,887	325	393	718	3,505	5,100	8,605

Source: Ministry of Education, 2015, *Annual Education Statistics, 2015*

¹⁹ Ministry of Education, 2015, *Annual Education Statistics, 2015*

1.3.5 Higher and Technical Education

In Bhutan, there are several institutions of higher education such as Royal University of Bhutan (eight institutes and one private college), Khesar Gyalpo University of Medical Sciences (two institutes), and two autonomous research and educational institutions. The enrolment ratio in higher education is 23.3 percent for women and 29.6 percent for men²⁰. Gender disparity is noticeable not only in the number of students, but also in the field of study. Far more men are enrolled in the fields of science, engineering, mathematics, farming and forestry while more women study law. The number of teachers in higher education is 163 women and 469 men²¹.

Table 1-16: Number of Students in Higher Education by Gender and Field of Study (2014)

Field of study	Female	Male	Total
Architecture, Design	7	8	15
Business, Accounting	658	683	1,341
Education	1,259	1,498	2,757
Science, Engineering	510	1,250	1,760
Agriculture, Forestry	149	389	538
Language, Literature	948	943	1,891
Administration	410	519	929
Medical technology	59	71	130
Medicine	24	40	64
Nursing	145	122	267
Public health	9	16	25
Law	68	38	106
Science, Mathematics	167	342	509
Social sciences	417	340	757
Total	4,831	6,258	11,089

Source: Ministry of Education, 2015, *Annual Education Statistics, 2015*

There are also eight vocational technical institutes where students are normally enrolled after the completion of middle-secondary education. According to the Annual Education Statistics (2015), there is a gender disparity in both the total number of students (655 women and 1,554 men), and the number of teachers (29 women and 107 men).

1.3.6 Non-Formal Education

Adult literacy education programs are provided at 721 non-formal education centres throughout the country. A high number of female learners is likely due to the low literacy rate among elder women. Moreover, the number of female instructors, 506, is much larger than that of male instructors, i.e., 218. Since 2006, the Ministry of Education has also provided two-year continuing education programs at middle and higher secondary school levels for students who have dropped out from formal education. Classes are held on weekends at 13 secondary schools nationwide. The total number of students is 1,346 (702 female and 644 male students) in 2015²².

Table 1-17: Number of Students in Literacy Education Programs (2015)

	Female	Male	Total
Basic Literacy Course (BLC)	3,379	1,235	4,614
Post Literacy Course (PLC)	2,314	690	3,004

Source: Ministry of Education, 2015, *Annual Education Statistics, 2015*

²⁰ Ministry of Education, 2015, *Annual Education Statistics, 2015*

²¹ *ibid.*

²² *ibid.*

1.4 Other Relevant Indicators

1.4.1 Gross National Happiness (GNH)

Although no indicators are directly related to gender equality across the nine domains²³ on Gross National Happiness (GNH), the gender-segregated data on the people's living conditions and way of thinking has been collected through the sample surveys. GNH index increased from 0.743 in the 2010 GNH Survey to 0.756 in the 2015 GNH Survey. In addition, 91.2 percent of the respondents to the surveys replied "Deeply happy", "Extensively happy", and "Narrowly happy".

Table 1-18 Result of GNH Survey (2015)

	Score range	Respondents (%)
Deeply happy	77–100%	8.4%
Extensively happy	66-76%	35.0%
Narrowly happy	50-65%	47.9%
Unhappy	0-49%	8.8%

Source: Centre for Bhutan Studies & GNH Research, 2015, *Bhutan's 2015 GNH Index*

The following are the noteworthy changes between 2010 and 2015.

- Four indicators related to "psychological wellbeing" decreased remarkably in the central level and in two districts.
- Indicators related to "health" improved significantly.
- The indicators related to "time use" improved significantly in a few districts but not in others.
- The indicator related to "literacy" improved slightly while the one related to "education" remained unchanged.
- All four indicators on "community vitality" (including family relationships) decreased.
- The satisfaction level with regard to "good governance" decreased in all 20 districts regardless of gender or urban and rural areas.
- Indicators on "living standards" improved remarkably, which played a significant role in the growth of the total GNH index. (GNH Survey Report 2015)

Here are the results of the analysis based on the attributes of each group of respondents.

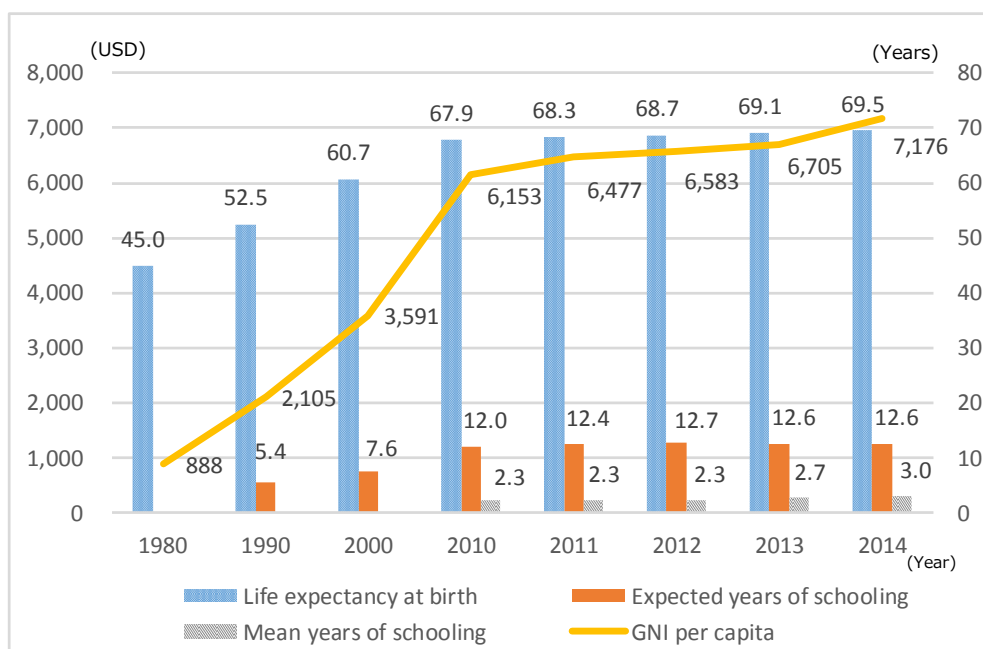
- The gender gaps in the GNH index are 0.730 among women and 0.793 among men. While 51 percent of men are categorized in either "Deeply happy" or "Extensively happy", only 39 percent of women are included in the same categories. Across all the nine areas, men enjoyed much more happiness than women. A notable gender difference is observed in the areas related to "education" and "good governance". By contrast, the growth in the index from the GNH survey in 2010 is bigger among women than men, which has reduced the gender gap.
- While 55 percent of people in urban areas are categorized in either "Deeply happy" or "Extensively happy", only 38 percent of people in rural areas are categorized in the same two groups. Moreover, the urban/rural gaps widened, as the people in urban areas show the bigger growth of the index from the 2010 survey than those in rural areas.
- Regarding the age brackets, people in their 30s enjoy the highest level of happiness, while the lowest was observed among people in their 70s.
- In regard to marriage experience, the highest level of happiness is observed among the people who have never been married (including monks), while bereaved spouses provide the lowest level of happiness.
- The more educated people are, the higher level of happiness they seem to feel.
- The level of happiness is low among farmers than people of other occupations. However, even the level of happiness among farmers and unemployed improved generally in comparison with the previous survey. (GNH Survey Report, 2015)

²³ The nine domains are as follows: psychological wellbeing, health, time use, education, cultural diversity and resilience, community vitality, good governance, ecological diversity and living standards.

1.4.2 Human Development Index

(1) Human Development Index (HDI)

According to UNDP (2015), the Human Development Index (HDI) of Bhutan (2014) is 0.605 ranking 132nd among 188 nations and areas in the world. Thus, Bhutan is categorized in the HDI middle-ranked nations. All four indexes (life expectancy at birth, expected years of schooling, mean years of schooling and GNI per capita) that are bases for index calculation tend to rise in comparison between 1980 and 2014. Life expectancy improved by 24.5 years and GNI per capita increased by more than 700%.



Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

Figure 1-14: Transition of Bhutan's HDI (1980–2014)

Table 1-19: Bhutan's HDI in Comparison with Other Countries/Groups (2014)

	HDI value	HDI Rank	Life expectancy	Expected years of schooling	Mean years of schooling	GNI per capita
Bhutan	0.605	132	69.5	12.6	3.0	7,176
Nepal	0.548	145	69.6	12.4	3.3	2,311
South Asia	0.607	-	68.4	11.2	5.5	5,605
Medium HDI	0.630	-	68.6	11.8	6.2	6,352

Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

(2) Inequality-adjusted HDI (IHDI)

Bhutan's inequality-adjusted HDI is 0.425, ranking 134th, which is two ranks lower than the HDI ranking.

Table 1-20: Bhutan's IHDI in Comparison with Other Countries/Groups (2014)

	IHDI value	Overall loss (%)	Inequality coefficient (%)	Inequality in life expectancy (%)	Inequality in education (%)	Inequality in income (%)
Bhutan	0.425	29.8	28.9	22.2	44.8	19.6
Nepal	0.401	26.8	25.9	21.1	41.4	15.1
South Asia	0.433	28.7	27.9	24.4	41.5	17.9
Medium HDI	0.468	25.8	25.5	21.9	34.7	19.8

Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

(3) Multidimensional Poverty Index (MPI)

According to MPI research in 2010, 29.4 percent of Bhutan's population, i.e., about 0.211 million people, lives in a condition with multidimensional poverty. It is pointed out that, even if people's income level is above the poverty line of USD 1.25 per day, they often suffer from poverty related to health, education, and other living standards.

Table 1-21: Comparison of MPI between Bhutan and Nepal

	Bhutan	Nepal
Year of research	2010	2011
MPI	0.128	0.197
MPI incidence	29.4%	41.4%
Strength of poverty	43.5%	47.4%
Population distribution per poverty status		
Status close to poverty	18.0%	18.1%
Serious poverty status	8.8%	18.6%
Below poverty line	2.4%	23.7%
Proportion of contribution to overall poverty		
Health	26.3%	28.2%
Education	40.3%	27.3%
Living standard	33.4%	44.5%

Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

(4) Gender Development Index (GDI)

With GDI (2014) of 0.897, Bhutan is categorised in the group of the lowest GDIs among five groups because of the absolute deviation from the gender parity of HDI.

Table 1-22: Bhutan's GDI in Comparison with Other Countries/Groups (2014)

	Life expectancy		Expected years of schooling		Means years of schooling		GNI per capita		HDI values		GDI value
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	
Bhutan	69.7	69.2	12.8	12.6	2.0	4.1	5,733	8,418	0.572	0.638	0.897
Nepal	71.1	68.2	12.5	12.2	2.3	4.5	1,956	2,690	0.521	0.574	0.908
South Asia	69.9	67.1	10.8	11.3	3.7	6.9	2,198	8,827	0.525	0.655	0.801
Medium HDI	70.6	66.8	11.5	11.8	4.9	7.3	3,333	9,257	0.574	0.667	0.861

Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

(5) Gender Inequality Index (GII)

Bhutan's GII (2014) is 0.457, which is 97th among 155 nations. Although the indexes in reproductive health and economic activities are high, with regard to the index in women's empowerment, the number of female seats in parliament is remarkably low.

Table 1-23: Bhutan's GII in Comparison with Other Nations and Groups (2014)

	GII value	GII Rank	Maternity mortality rate	Adolescent birth rate	Female seats in Parliament (%)	Population with at least secondary education (%)		Labour force participation rate (%)	
						Women	Men	Women	Men
Bhutan	0.457	97	120	40.9	8.3	34.0	34.5	66.7	77.2
Nepal	0.489	108	190	73.7	29.5	17.7	38.2	79.9	87.1
South Asia	0.536	-	183	38.7	17.5	29.1	54.6	29.8	80.3
Medium HDI	0.506	-	168	43.4	18.8	34.8	55.3	37.5	79.8

Source: UNDP, 2015, *Briefing Note for Countries on the 2015 Human Development Report: Bhutan*

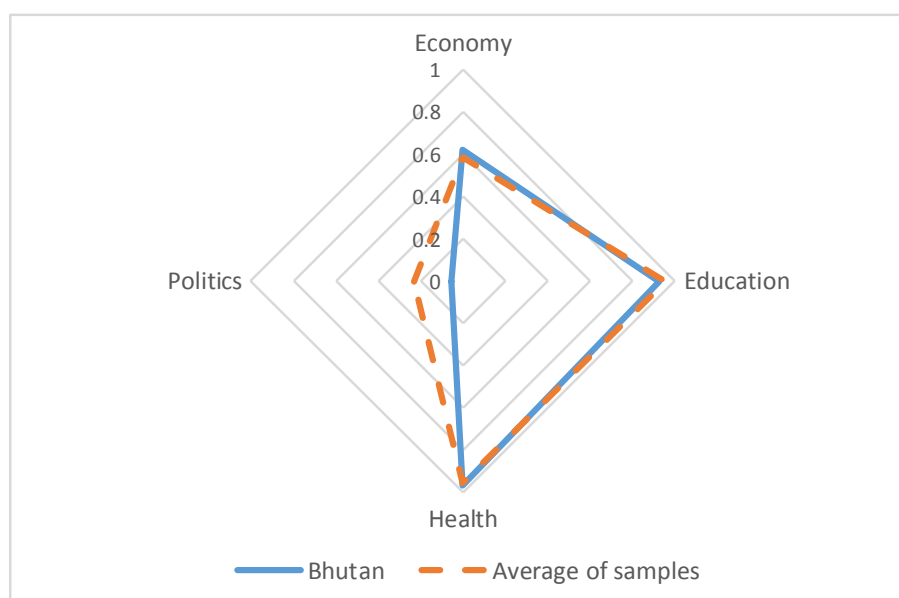
1.4.3 Gender Gap Index (GGI)

According to the Global Gender Gap Report (2016)²⁴, Bhutan's gender gap index (GGI) is 0.642²⁵, which is 121st among 144 nations in the world. Since women's labour force participation rate fell, the rank is lower than the previous year of 118th among 145 nations. Figure 1-15 shows that the score on political empowerment is extremely low.

Table 1-24: Gender Gap Index (2016)

	Rank	GGI	Sample average value	Women	Men	Comparison with Men
Economic participation and opportunity	99	0.619	0.586	-	-	0.62
Labour force participation	72	0.803	0.665	60	75	0.80
Wage equality for similar work	14	0.776	0.662	-	-	0.78
Estimated earned income (USD, PPP)	81	0.582	0.502	5,638	9,691	0.58
Legislators, senior officials, and managers	105	0.197	0.358	16	84	0.20
Professional and technical workers	112	0.499	0.862	33	67	0.50
Education attainment	121	0.925	0.955	-	-	0.93
Literacy rate	125	0.775	0.897	55	71	0.78
Enrolment in primary education	1	1.000	0.980	87	85	1.02
Enrolment in secondary education	1	1.000	0.970	67	59	1.14
Enrolment in tertiary education	114	0.736	0.930	9	13	0.74
Health and survival	125	0.966	0.957	-	-	0.97
Sex ratio at birth	1	0.944	0.918	-	-	0.95
Healthy life expectancy	131	1.017	1.043	60	59	1.02
Political empowerment	132	0.056	0.233	-	-	0.06
Women in parliament	127	0.093	0.269	9	91	0.09
Women in ministerial positions	112	0.111	0.238	10	90	0.11
Years with female head of state (last 50)	68	0.000	0.204	0	50	0.00

Source: World Economic Forum, 2016, *The Global Gender Gap Report 2016*



Source: World Economic Forum, 2016, *The Global Gender Gap Report 2016*

Figure 1-15: Scores of Gender Gap Index

²⁴ World Economic Forum, 2016, *The Global Gender Gap Report 2016*

²⁵ A value of 1 represents absolute equality, a value of 0 absolute inequality.

1.4.4 Millennium Development Goals (MDGs)

Table 1-25: Achievement Status of Millennium Development Goals (MDGs)

Goal, Target ²⁶ and Indicators	1990	2000	2007	2012	2015 (Goal)
Goal 1: Eradicate Extreme Poverty and Hunger					
1-A Halve the proportion of people whose income is less than \$1 a day by 2015 - Proportion of population living below poverty line (%)	-	36.3%	23.2%	12%	20%
1-B Achieve full and productive employment and decent work for all, including women and young people - Youth unemployment rate (%)	-	2.6%	9.9%		-
1-C Halve the population of people who suffer from hunger by 2015 - Proportion of population below minimum level of dietary energy consumption (%) - Prevalence of underweight children under five years of age (%)	- 38%	3.8% 19%	5.9% -	-	1.9% 19%
Goal 2: Achieve Universal Primary Education					
2-A Ensure that, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling by 2015 - Gross enrolment ratio in primary education (%) - Net enrolment ratio in primary education (%) - Proportion of pupils starting grade 1 who reach grade 5 (%) - Proportion of pupils starting grade 1 who reach grade 7 (%)	55% - 73% 35%	72% 62% 91% 81%	106% 83.7% 92.4% 85.4%	- 91.5% - 94%	100% 100% 100% 100%
Goal 3: Promote Gender Equality and Empower Women					
3-A Eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015 - Ratio of girls to boys in primary education (%) - Ratio of girls to boys in secondary education (%) - Ratio of girls to boys in tertiary education (%)	69% 43% 12%	82% 78% 41%	99.5% 97.2% 54%	- - -	100% 100% 100%
Goal 4: Reduce Child Mortality					
4-A Reduce by two-thirds, the under-five mortality rate by 2015 - Under-five mortality rate (against birth of 1000 children) - Infant mortality rate (against birth of 1000 children) - Proportion of children immunized (%)	123 90 84%	84 60.5 85	62 40 90%	56(2010) 47(2010) -	41 30 >95%
Goal 5: Improve Maternal Health					
5-A Reduce by three-quarters, the maternal mortality ratio by 2015 - Maternal mortality ratio (against birth of 0.1 million children) - Proportion of births attended by skilled health personnel (%)	560 15%	255 24%	- 55.9%	120 -	140 100%

²⁶ Only the target adopted by Bhutan is described.

Goal, Target and Indicators	1990	2000	2007	2012	2015 (Goal)
Goal6: Combat HIV/AIDS, Malaria, and Other Diseases					
6-A Have halted and begun to reverse the spread of HIV/AIDS by 2015					
- HIV prevalence	0	38	144	321(2013)	-
- Contraceptive prevalence rate (%)	19%	31%	35.4%	-	60%
6-C Have halted and begun to reverse the incidence of Malaria and other major diseases by 2015					
- Prevalence of Malaria (per 100,000 people)	3,687	875	115	194(2011)	-
- Prevalence of tuberculosis (per 100,000 people)	720	168	127	1,250(2011)	-
Goal7: Ensure Environmental Sustainability					
7-A Integrate the principle of sustainable development into country policies and programs and reverse the loss of environmental resources					
7-B Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss					
- Proportion of land area covered by forest (%)	72.5%	72.5%	72.5%	-	-
- Ratio of area protected to maintain biological diversity to surface area (%)	23%	26%	29%	-	-
- Proportion of population using solid fuels (%)	-	75%	70%	-	-
7-C Halve the population of people without sustainable access to safe drinking water and basic sanitation by 2015					
- Proportion of people who have access to safe water (%)	55%	22%	19%	-	27.5%
- Proportion of people who have access to sanitation (%)	33%	12%	10%	-	17.5%
Goal8: Develop a Global Partnership for Development					
8-F In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technologies					
- Telephone lines	4,052	16,580	35,240		-
- Cellular subscribers (per 100 person)	0.68	2.4	15.6		-
- Personal computers in use (per 100 person)	-	0.58	2.3		-
- Internet users (per 100 person)	-	0.43	1.2		-

Source: GNHC, 2008, *Bhutan's Progress: Midway to the Millennium Development Goals*, WHO, -, *Bhutan: WHO Statistical Profile*, UNDP, 2013, *Bhutan MDG: Sub National Report 2013*

1.4.5 Sustainable Development Goals (SDGs)

Although 17 goals among the Sustainable Development Goals (SDGs) are regarded as priority issues of the eleventh Five-Year Plan in Bhutan, UNDP points out that, among the goals related to gender equality, the plan does not include several items such as understanding, evaluating and responsibility-sharing of unpaid care and chores. Table 1-26 shows the goals and indicators related to Goal 5 on achievement of gender equality and empowerment of all women and girls which was agreed upon at the United Nations Economic and Social Council in June 2016. As of September 2016, the Bhutanese government has agreed with only three underlined indicators. According to the information from the field survey, the government is currently working to revise and finalize each goal.

Table 1-26: SDGs Indicators Related to Goal 5: Gender Equality and Women’s Empowerment

Goal	Indicator*
5.1 End all forms of discrimination against all women and girls everywhere	5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual, or psychological violence by a current or former intimate partner in the previous 12 months, by forms of violence and by age 5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	5.3.1 <u>Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18</u> 5.3.2 Proportion of women aged 15-49 years who have undergone female genital mutilation/cutting, by age
5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	5.4.1 <u>Hours spent in unpaid chores and cares (gender/age/location-specific)</u>
5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	5.5.1 <u>Proportion of seats held by women in national parliaments</u> and local governments 5.5.2 Proportion of women in managerial positions
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in the past	5.6.1 Proportion of women aged 15-49 years who make their own informed decision regarding sexual relations, contraceptive use and reproductive health care 5.6.2 Number of countries with laws and regulations that guarantee women aged 15-49 years access to sexual and reproductive health care, information and education

* The underlined items are indicators with which the Royal government of Bhutan had already agreed.

Source: UN, 2016, *Final List of Proposed Sustainable Development Goal Indicators*, Department of Economic and Social Affairs, UN, -, *SDG Indicators: Global Database* (<http://unstats.un.org/sdgs/indicators/database/?area=BTN>)

2. Women's Situation and the Government's Interventions in Gender Mainstreaming in Bhutan

2.1 Overview of Socioeconomic Situation in Bhutan

Bhutan is a country in the South Asian region, located at the eastern end of the Himalayas and surrounded by China and India. The northern and northwest parts face China's Tibet Autonomous Region. The western, south-western, southern and south-eastern, and eastern parts face the following states of India, respectively: Sikkim, West Bengal, Assam, and Arunachal Pradesh. The country's total area is 38,394 square kilometres, which is about the same as Kyushu of Japan. Forests account for nearly 70 percent of the country; perennial snow and glacier lakes, 7 percent; cultivated land, 3 percent; and meadow and pasture land, 4 percent.

The ethnic groups of Bhutan are Bhutanese people (Drukpa), Nepalese ethnic groups (Lhotshampa), and other minorities in the north and the south. The Drukpa are classified as "Ngalop"²⁷ who have migrated from Tibet and live mainly in the west, and "Sharchop"²⁸, indigenous people who live in eastern Bhutan. The government has not disclosed the population ratios by ethnic group. The country's official language is Dzongkha. The main religions are Tibetan Buddhism and Hinduism.

A hereditary monarchy has ruled the country since 1907. Meanwhile, preparation for transition to parliamentary democracy began in the latter half of the 1990s under the initiative of the fourth King. The first election for the 25-seat senate was held in 2007, and the one for the 47-seat house of representatives in 2008. Upon the ratification of the Constitution in July 2008, Bhutan became a constitutional monarchy.

The administrative division of Bhutan consists of 20 districts called Dzongkhags²⁹ and 205 village blocks called Gewog. The decision-making bodies at each level are the Dzongkhag development committee and the Gewog development committee.

According to the World Bank, Bhutan's gross domestic product (GDP) is about USD 2.06 billion in 2015. The economic growth rate in 2015 is about 6.5 percent, an increase from the 2014 economic growth rate of 5.7 percent. Bhutan's main industries are agriculture and hydropower, and the shares of the two sectors in GDP in 2015 were 12.7 percent and 14.3 percent, respectively³⁰.

According to the Asian Development Bank (ADB)³¹, the recent economic growth in Bhutan has been brought by rapid expansion in manufacturing and services, particularly the construction of several hydropower stations and the export of electricity. According to the Statistical Yearbook 2016, the sector with the highest GDP growth rate in 2015 is construction at 15.6 percent, followed by electricity at 14.3 percent, and agriculture at 10 percent. Meanwhile, Bhutan's trade

²⁷ This group often includes Bumthangpa people, a majority of whom live in the west.

²⁸ People in Trashigang, Trashiyangtse and Pemagatshel call themselves "Tshangla".

²⁹ The Dzongkhags are divided into the following four regions: Central (Gasa, Dagana, Tsirang, Punakha, Wangdue Phodrang), Southern (Sarpang, Zhemgang, Trongsa, Bumthang), Western (Samtse, Chukha, Thimphu, Haa, Paro), and Eastern (Samdrup Jongkhar, Trashigang, Trashiyangtse, Pemagatshel, Mongar, Lhuntse).

³⁰ NSB, 2016, *Statistical Yearbook of Bhutan 2016*

³¹ ADB, Bhutan: Economy (<https://www.adb.org/countries/bhutan/economy>)

balance has been in constant deficit. According to the Statistical Yearbook 2016, the export value in 2015 is 35.23 billion Ngultrum, i.e., approximately USD 5.1 billion³², the import value 68.44 billion Ngultrum, i.e., about USD 990 million, resulting in a deficit of 32.81 billion Ngultrum, or nearly USD 480 million.

The trade balance with India, the largest trading partner, is a deficit of 21.94 billion Ngultrum, i.e., about USD 3.2 billion, accounting for two thirds of the total trade deficit. The major trading partners other than India are France, Japan, Singapore, China for imports, and Bangladesh, the Netherlands, the United States and Germany for exports. The main export goods in 2015 are silicon, iron products, and cement, while imported products are diesel/gas oil diesel, aircraft and hydroelectric turbine. Refined rice also accounts for 1.66 percent of the import value.

³² Calculated based on the exchange rate of USD 1.00=68.56 Ngultrum as of 1 December 2016

2.2 Women’s Situation in Bhutan

In Bhutan, women and men are legally equal. It is fair to say that Bhutanese women enjoy more freedom and equality and a higher social status than many other developing countries. However, situations differ greatly between urban and rural areas. In a few districts, especially those in the Hindu society in the southern parts of Bhutan, women do not necessarily enjoy high social standing. The report on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 2003) points out the need to pay attention to gender discrimination that has been always invisible but existing especially at households and workplaces.

Table 2-1: Area Characteristics in Bhutan

	West and Central	South	East
Population Composition	Ngalop (Originally Tibetan)	Lhotshampa (Originally Nepalese)	Sharchop (Native)
Religion	Buddhism	Hinduism/Buddhism	Buddhism
Social system	Matrilineal society, Matriarchal society	Patrilineal society* Patriarchal society Caste system	Patrilineal society (Polygamy)
Household Head	Women	Men	Women/Men

* With a few exceptions

Source: Compiled by the author based on field surveys

2.2.1 Social Perception of Women’s Roles

In Bhutanese society, although women’s status is relatively high, there is a continuous and concrete perception that women and men have specific roles to play in the family. Such social perception that regards women as homemaker, wife, and mother is clearly a cause of women’s limited access to educational and employment opportunities. The CEDAW Report (2003) points out that these traditional beliefs have not prohibited women from involvement in agriculture, household decision-making, property inheritance, or participation in local events and other community activities. Nevertheless, the report states that women’s movement outside the home is limited, particularly in southern Bhutan. In rural areas, women’s movement beyond their community without male companions may be implicitly discouraged.

2.2.2 Matrilineal Inheritance Practice

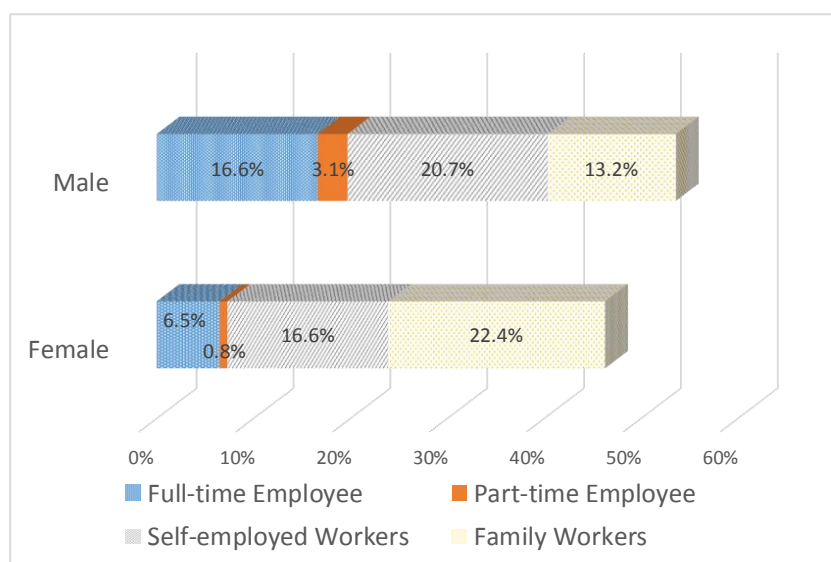
In matrilineal communities in the western and central regions of Bhutan, women traditionally inherit property such as land and house. By contrast, in the southern region and a few parts of the eastern region, men tend to inherit property. Among the laws which guarantee equal rights for women and men in several aspects of life, the Inheritance Act of 1980 stipulates that female and male children have equal rights in inheritance. The amended Land Act of 1998 sets the minimum age for registering land as 18 years old for both women and men; the ages prior to the amendment were 16 for women and 18 for men, respectively. The Loan Act of 1981 states that women are eligible to possess land and collateral for getting a loan. Meanwhile, people’s perception on inheritance is gradually changing. Interviews in Punakha in the central region have revealed that families occasionally decide who will inherit property among brothers and sisters, or even choose division of inheritance depending on the situation.

According to the World Bank’s report, the women’s economic benefits from land are limited even if women acquire ownership of land and property in matrilineal practices and realize their economic independence. It is also pointed out that the rationale behind Bhutan’s traditional matrilineal inheritance practices appears to be the care for aging parents, and women, mainly the eldest daughters, who are usually expected to take such responsibilities, tend not to choose their places to live and job freely.

2.2.3 Women and Employment

According to the Labour Force Survey Report (2015), the unemployment rate in Bhutan in 2015 was 2.5 percent; the rates by gender were 3.1 percent for women and 1.8 percent for men. Women account for 59.9 percent of the unemployed. Moreover, women’s labour participation rate of 55.9 percent is lower than 71.2 percent for men. It is fair to say that promoting women’s participation in economic activities is one of the key gender issues in Bhutan. The World Bank’s Report (2013) concludes that the significant gender disparity in employment results from the gender division of roles in Bhutanese society and the people’s perceptions on it, as well as the physical differences between women and men.

Figure 2-1 shows the proportion of workers by employment type and gender. The proportion of women who earn income outside their own households is small: 6.5 percent for full-time employees and 0.8 percent for part-time employees. By contrast, family workers, who are usually unpaid according to the World Bank, account for 22.4 percent of female workers.



Source: Ministry of Labour and Human Resources, 2015, *Labour Force Survey 2015*
 Figure 2-1: Proportion of Workers by Employment Type and Gender (2015)

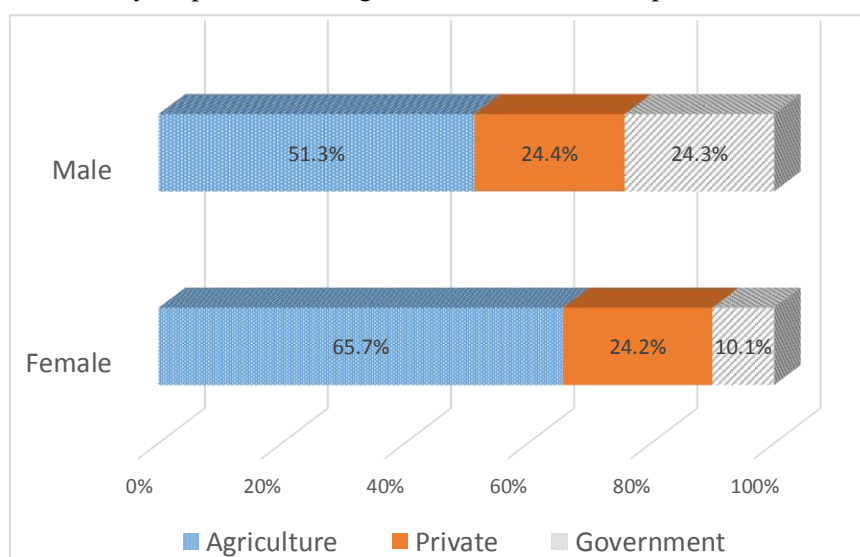
Table 2-2 shows changes in the number of workers by type of occupation and gender. Between 2010 and 2015, female workers increased in agriculture by 9,651, i.e., 10.1 percent, and in private enterprises by 2,056, i.e., 76.1 percent. In addition, the proportion of women in civil servants is about 36.5 percent in 2015, a slight increase from 33.4 percent in 2010.

Table 2-2: Number of Workers by Type of Occupation and Gender (2010 and 2015)

Category	2010			2015		
	Female	Male	Total	Female	Male	Total
Civil Service	16,700	33,200	49,900	8,813	15,366	24,178
Government Agencies	-	-	-	3,097	9,692	12,789
Armed Forces	1,200	3,700	4,900	538	10,239	10,777
Agriculture	95,300	84,900	180,200	104,951	94,689	199,640
Public/Government Companies	3,800	6,700	10,500	3,692	9,033	12,726
Private Companies ³³	2,700	5,800	8,500	4,756	13,018	17,774
Private Business	34,900	31,100	66,000	33,678	32,046	65,723
NGO	500	500	1,000	194	492	686
Total	155,100	165,900	320,900	159,719	184,574	344,293

Source: Ministry of Labour and Human Resources, 2015, *Labour Force Survey 2015*, Ministry of Labour and Human Resources, 2010, *Labour Force Survey 2010*

Figure 2-2 shows the proportion of workers by sector and gender. Agriculture accounts for the largest portions of both women and men. Among women, two-thirds of all workers are engaged in agriculture, and only 10 percent are in government-related occupations such as civil servants.

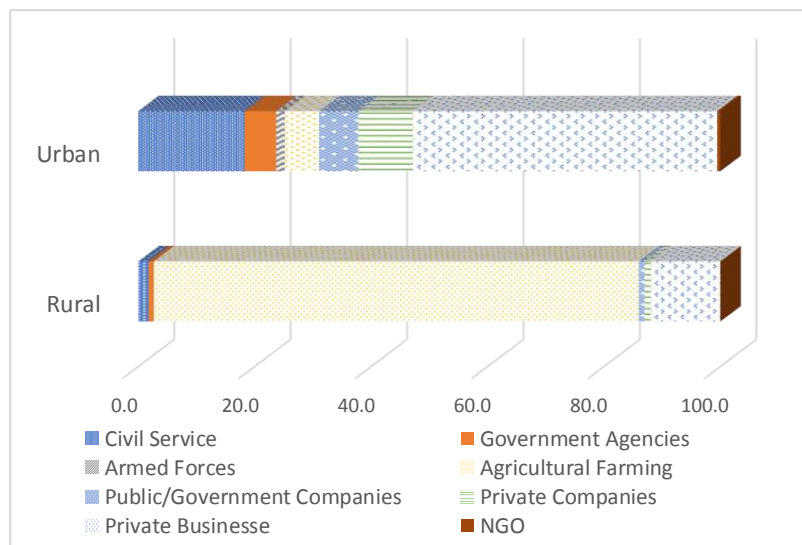


Source: Ministry of Labour and Human Resources, 2015, *Labour Force Survey 2015*

Figure 2-2: Proportion of Workers by Sector and Gender

Figure 2-3 presents the proportion of women's employment by type of occupation in urban and rural areas. In urban areas, private businesses have the highest proportion at 52.3 percent, followed by civil service at 18.2 percent, and private companies at 9.4 percent. In contrast, in rural areas, 83.3 percent of women work in agricultural farming. The percentage of women who work in private companies is less than one fourth of the one in urban areas. Thus, differences between urban and rural areas are evident in the occupation types in which women are engaged.

³³ A "private company" means a limited company such as one defined by the Corporate Law of 2000, and a "private business" refers to other types of independently operated business.



Source: Ministry of Labour and Human Resources, 2015, *Labour Force Survey 2015*

Figure 2-3: Proportion of Women's Employment by Type of Occupation and Area (2015)

In Bhutan, gender disparities are seen with regard to not only the employment situation and occupation category but also wages. According to the World Bank report (2013), women's average monthly income is only 75 percent of men's. In addition, in Bhutan there is no leave system for child rearing although it grants women a paid maternity leave for six months. It is urgent to improve the working environment for women such as expansion of childcare services especially in urban areas. An interview with the Honourable Minister for Works and Human Settlement, the first female minister in Bhutan, confirmed that childcare services are to be provided in all the government agencies, and they were already established in four ministries including the Ministry of Works and Human Settlement (MoWHS) and the Ministry of Economic Affairs (MoEA).

2.2.4 Women's Participation in Politics

As shown in Table 2-3, women's participation in politics is extremely low in Bhutan, compared to their participation in education and economic activities. Since parliamentary democracy was just introduced in the country in 2007, it is expected that the women's participation is gradually enhanced from now on with the presence of in-service female politicians as a role model. However, interviews revealed that women who are unfamiliar with the elections and politics, tend to face several difficulties when running for office, and that many people in the community are hostile toward women's political involvement.

Table 2-3: Female Participation in Politics (2016)

Post	Female	Male
National Council Member	2 (8.7%)	23
National Assembly Member	4 (9.3%)	43
Minister	1 (11.1%)	9
Prefectural Governor (Appointed post)	2 (11.1%)	18
District Delegate	2 (1.0%)	203
District Assistant Delegate	23 (12.8%)	179
Village Delegate	128 (15.0%)	856

Source: National Council of Bhutan (http://www.nationalcouncil.bt/en/member/list_of_members); National Assembly of Bhutan (http://www.nab.gov.bt/en/member/list_of_members); and Ministry of Home and Cultural Affairs, 2016, *Overview and details of elected local government officials*

2.2.5 Marriage

In Bhutan, the marriage age which was set as 18 for man and 16 for woman in the Marriage Law of 1980, was set as 18 for both sexes, according to the amendment of the law in 1996. However, marriage occasionally takes place at the age of 15 based on the customary law even if no official marriage certificate is issued. The report of Social Institutions and Gender Index (SIGI) reveals many cases of early marriage, especially in rural areas. It states that the proportion of marriage forced by the parents is high in early marriage cases.

In Bhutan, polygamy, i.e., one husband with multiple wives or vice versa, is still practiced in a few areas. Although it is allowed by law, the number of polygamy cases is decreasing. According to the CEDAW report (2003), polygamy is seen in the southern and middle-western parts of the country and among the nomadic communities in the north. Sisters and brothers often marry the same spouse. The Marriage Law of 1980 states clearly that the marriage certificate will not be issued in the case of polygamy.

For the illegitimate child, the amended Marriage Law of 1996 mandates payment of 20% of monthly income for child birth and child support cost as compensation for women and illegitimate children only when evidence is approved.

Regarding divorce, the Marriage Law of 1980 gives equal rights to women and men, but it stipulates that the side who wishes to divorce should pay a consolation fee according to the marriage period. In the case of remarriage of men, it states that the marriage certificate will not be issued without agreement of the previous wife. In addition, regarding the custody of the child at the time of divorce, the mother holds it if the child is nine years old or younger; if he or she is over nine years old, the child has the right to choose the parent for himself or herself. The father is obliged to pay child support cost until the child becomes 18 years old. Furthermore, the law stipulates the obligation to pay compensation in the case of infidelity depending on the situation in a detailed fashion.

The law also contains articles for punishment of sexual violence against married women. It clearly stipulates that a sexual intercourse against the intention of either of the married couple is regarded as violence. With the amendment to the Rape Law of 1996, the provision above was included in the sex crime articles of criminal law established in 2004.

2.2.6 Violence against Women

According to the CEDAW report (2003), women in Bhutan tend to accept violence in marital relations until they receive it often because they consider it due to jealousy and the influence of alcohol. They tend not to report violence to public organizations such as court. This is also related to the fact that women depend economically on their husbands and that Bhutanese society tends to tolerate quarrels and violence between wife and husband to some extent.

Table 2-4 shows the situation of violence against women.

Table 2-4: Situation of Violence against Women Aged 15–75 (2012)

Index	%
Married women who experienced physical violence by intimate partner	6.1%
Married women who experienced sexual violence by intimate partner	2.1%
Married women who experienced psychological violence by intimate partner	3.2%
Women who experienced non-partner physical violence	6.3%
Women who experienced non-partner sexual violence	0.9%
Women who experienced non-partner psychological violence	3.5%

Source: Ministry of Health, 2012, *National Health Survey 2012: Summary of Findings Handbook*

The Domestic Violence Prevention Act, enacted in 2013, defines domestic violence as any act, omission and attitude towards others, leading to physical, sexual, emotional and economic violence. The range of application of this law is stipulated from spouse and family to intimate personal relationships and cases where the accused shares the family life on a daily basis. Under the law, the competent authority is the National Commission for Women and Children (NCWC), and relevant ministries and agencies are to implement the Act effectively and protect the victims. In addition to the damage reports, notifications to the police, damage records, trial allegations, the process of the trial and the duties of policemen and judges, it stipulates that women and children protection units are to be established and protection officers to be posted at all police stations.

In 2015, Domestic Violence Prevention Rules and Regulation 2015 was formulated. It defines the functions and roles of the NCWC as the competent authority of the same law, as well as those of protection officers, judges, central and local governments, police, social welfare officials, and other related organizations and stakeholders. In addition, the procedures for handling domestic violence by stakeholders are defined in more detail.

The criminal law that was enacted in 2004 complements the Rape Law of 1996. The former clearly states punishment for sexual offenses including rape and sexual harassment. It classifies sexual violence between husband and wife as "misdemeanour". The revision of the law in 2011 brought more clarification in the definition of rape and stricter punishments for rape. It also stipulates penalties for disclosing the identity of the victim through such means as the media. Below are excerpts from the revised provisions in which the revised parts are underlined.

- A defendant shall be guilty of the offence of rape, if the defendant commits any act of sexual intercourse whatever its nature against any other person. (Article 177)
- A defendant shall be guilty of the offence of statutory rape, if the defendant engages in

any act of sexual intercourse whatever its nature with a child below twelve years, or an incompetent person, either with or without knowledge of the other person being a child or incompetent person. (Article 181)

- The offence of statutory rape shall be a felony of the first degree. (Article 182)
- A defendant shall be guilty of the offence of rape of a child above the age of twelve years if the defendant commits any act of sexual intercourse against a child between the ages of twelve to eighteen years. However, consensual sex between children of sixteen years and above shall not be deemed to be rape. (Article 183)
- The offence of rape of a child above the age of twelve years shall be a felony of the second degree. (Article 184)
- A defendant shall be guilty of the gang rape of a child of twelve years and below, when two or more persons engage in any act of sexual intercourse whatever its nature with a child of twelve years and below. (Article 191)
- The offence of gang rape of a child of twelve years and below shall be punishable with life imprisonment. (Article 192)
- A defendant shall be guilty of the offence of gang rape of a child above the age of twelve years, when two or more persons engage in any act of sexual intercourse whatever its nature with a child the age of twelve and eighteen years. (Article 193)
- The offence of gang rape of a child above the age of twelve years and below sixteen years shall be a felony of the first degree. Offence of gang rape of a child above the age of sixteen and below eighteen years shall be a felony of the second degree. (Article 194)

The Bhutan government is working to address violence against women. In addition to amending laws, it is working on a more effective way to prevent violence through awareness training towards policemen, lawyers, doctors, educators, the media, and government officials. Through these measures, it tries to enhance relapse prevention, recognition of domestic violence as a crime, and appropriate follow-up.

2.3 Government's Intervention in Gender Mainstreaming in Bhutan

2.3.1 Relevant Policies and Plans

(1) Eleventh Five-Year Plan (2013–2018)

The Eleventh Five-Year Plan aims at “Self-Reliant and Inclusive Green Socio-Economic Development” and “reducing poverty and inequality by enhancing the standard of living and the quality of life of the most vulnerable sections of society”. Among the 16 National Key Results Areas (NKRA)³⁴ that were identified along with the four GNH areas in the plan, “gender friendly environment for women’s participation” is set as a NKRA in the GNH pillars of “promotion of good governance” and “sustainable and equitable socio-economic development”. The four indicators of its outcome are as follows: 1) draft legislation to ensure quota for women in elected offices including the parliament and local government bodies, 2) female-to-male ratio in tertiary education increased, 3) female youth unemployment reduced, and 4) agencies with gender sensitive policies/gender mainstreaming strategies increased. The indicator 2) is also set as a NKRA’s outcome indicator for poverty reduction.

(2) Gender Responsive Planning and Budgeting in Bhutan: From Analysis to Action (2016)

To resolve the chronic budget shortage in gender equality and women’s empowerment, the document proposes a strategic approach to gender responsive planning and budgeting that has been introduced by UN Women. The document identifies gender issues through a situation analysis in the education, health and agriculture sectors, and reviews and analyses development policies and programmes including their budgets from the gender perspective. It also introduces measures for the Royal Government of Bhutan to incorporate gender into its public finance management systems, and capacity building of government officials to apply the approach to ensure proper budget allocation for achieving gender-responsible outcomes.

(3) Mainstreaming Gender, Environment, Climate-Change, Disaster and Poverty (2015)

Because of the above-mentioned Eleventh Five Year Plan (2013–2018), mainstreaming Gender, Environment, Climate-change, Disaster and Poverty (GECDP) in the development policies, plans and programmes is an approach to take at all stages of the development process at all levels of Bhutanese society. This booklet introduces various integrated development activities as a comprehensive development approach incorporating the five cross-cutting issues including gender. However, it contains no specific description on tools for gender analysis and gender perspectives to take.

³⁴ Here are the 15 NKRA's other than “gender friendly environment for women’s participation”: “sustainable economic growth”, “poverty reduced”, “food secure and sustained”, “employment”, “strengthened Bhutanese identity, social cohesion and harmony”, “indigenous wisdom, arts and crafts promoted for sustainable livelihood”, “carbon neutral/green & climate resilient development”, “sustainable utilization and management of natural resources”, “water security”, “improved disaster resilience and management mainstreamed”, “improved public service delivery”, “democracy and governance strengthened”, “corruption reduced”, “safe society”, and “needs of vulnerable groups addressed”.

(4) GNH Policy Screening Tool

The GNH Policy Screening Tool, which is used across the sectors in Bhutan, sets “gender equality” as one of its 26 screening items. It stipulates that policies are to be evaluated and categorized in the following four degrees: 1) will increase gender inequality, 2) do not know the effects on gender equality, 3) will not have any negative effects on gender equality, and 4) will promote gender equality.

(5) National Gender Mainstreaming Guidelines (2014)

The document “National Gender Mainstreaming Guidelines” was formulated in 2014 by the National Committee for Women and Children (NCWC), the national machinery for promoting gender equality. It shows a common approach and procedures for gender mainstreaming in each sector. More specifically, it summarizes what to note from the gender perspective as checklists on the process of planning and implementing projects (collecting basic information, correlating with policies, and planning and implementation of policies) and the one on law and policy development (situation analysis, consciousness by policy makers, consultation, partnership with stakeholders, capacity building of stakeholders, and project plan).

(6) National Action Plan on Gender (NPAG) (2008–2013)

The NPAG was formulated in conjunction with the Tenth Five Year Plan (2008–2013) but has not been revised in the current Eleventh Plan. The NPAG aims to promote gender mainstreaming, and organizes strategies in capacity building of the NCWC, collection and use of gender-segregated data as well as gender-related information, and gender-sensitive monitoring. In addition, it analyses the status of women and defines issues and indicators to address in the following themes: governance, economic development with an emphasis on employment, education, health, violence against women, prejudice, and stereotypes.

2.3.2 International Laws

(1) Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

The Bhutanese government signed the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) on 17 July 1980, and ratified it on 31 August 1981. All the states that ratified the CEDAW are obliged to submit a periodic report every four years to the Committee on the Elimination of All Forms of Discrimination against Women. The Royal Government of Bhutan submitted the initial to sixth reports in January 2003, the seventh report in September 2007, and the eighth and ninth reports in April 2015. According to the latest reports, the government reported the implementation of the concluding observations, which were made by the Committee, to the Committee in Geneva in October 2016. Table 2-5 shows a summary of the positive aspects and concluding observations by the Committee on each report.

(2) Convention on Preventing and Combating Trafficking of Women and Children for Prostitution

The Convention on Preventing and Combating Trafficking of Women and Children for Prostitution of the South Asia Regional Cooperation Federation (SAARC)³⁵ is a regional treaty that was adopted at the eleventh SAARC Summit in 2002 and signed by the seven member countries except for Afghanistan that joined the SAARC in 2007. The purpose of the Convention is to promote cooperation among member states in order to deal effectively with various aspects of prevention, interdiction and suppression of trafficking in women and children, repatriation and rehabilitation of victims of trafficking, and prevent the use of women and children in international prostitution networks, particularly where the countries of the SAARC region are the countries of origin, transit and destination (Article 2: Scope of the Convention). The State Parties to the Convention are obliged to take effective measures to ensure that trafficking in any form is an offence under their respective criminal law and make such an offence punishable by appropriate penalties (Article 3: Offences), and to establish protective homes or shelters for rehabilitation of victims of trafficking and work out modalities for their repatriation to the country of origin (Article 9: Care, Treatment, Rehabilitation and Repatriation of the Victims).

³⁵ As of December 2016, the SAARC member countries are Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, and Sri Lanka. (Source: SAARC website)

Table 2-5: Summary of the Comments Made by the Committee on the Elimination of All Forms of Discrimination against Women

	The initial to 6 th reports (2004)	The 7 th report (2009)	The 8 th and 9 th reports (2016)
Positive Aspects	<ul style="list-style-type: none"> - Improvement of people's welfare - Political commitment to fully implement the Convention - Strengthened National Statistics Bureau (NSB) for collecting disaggregated data by sex 	<ul style="list-style-type: none"> - National Commission on Women and Children (NCWC) and a network of Gender Focal Points - Identification of the gender issues as a cross-cutting development theme in the 10th five-year plan 	<ul style="list-style-type: none"> - Legislative reforms (i.e. Domestic Violence Prevention Act 2003) - Improvement of policy framework aiming at accelerating the elimination of discrimination against women and promoting gender equality
Principal Areas of Concern and Recommendations	<ul style="list-style-type: none"> - To elaborate a constitution to include the principle of equality between women and men and define the discrimination against women - To strengthen the existing national machinery (NCWC) - To mainstream gender perspectives in formulating and implementing policies/programs - To adopt temporary special measures to encourage women to participate in public life in decision-making positions - To adopt temporary special measures to increase the number of women in the formal work force - To compile and analyse sex-disaggregated data on the situation of women - To take all necessary measures to increase the number of women in secondary and tertiary education - To analyse existing traditions and stereotyped views in order to assess their impacts on gender equality - To ensure that the rights, needs and concerns of rural women are given greater attention and visibility - To increase the access of women and adolescent girls to affordable health-care services - To ensure the full implementation of all legal and other measures relating to the elimination of violence against women - To enact legislation on domestic violence and sexual harassment - To provide comprehensive training on judiciary, police, medical staffs on the violence against women - Cross-border cooperation to prevent and combat trafficking of women and girls - To eliminate the common-law marriage and forced marriage 	<ul style="list-style-type: none"> - To encourage the national parliament to take necessary steps to implement concluding observations from the Committee - To enact appropriate national legislation to prohibit discrimination against women both direct/indirect - To provide additional financial and human resources to the NCWC in order to enhance its effectiveness and increase its capacity to coordinate and monitor actions related to women's rights and gender equality at all levels - To strengthen the network of Gender Focal Points - To take temporary special measures to accelerate the realization of gender equality in all areas especially in rural and remote areas - To implement sustained policies aiming at the promotion of women's full, active and equal participation in decision-making in all areas of public and political life - To review criteria required for certain positions - To implement awareness-raising activities on the importance of women's participation in decision-making - To give priority attention to eliminating all forms of violence against women as well as increasing access to justice for women victims - To enact legislation on domestic violence - To collect and analyse data on trafficking available and align the national definition of prostitution and trafficking with international standards - To analyse existing traditions and stereotyped views in order to assess their impact on gender equality - To provide incentives to girls and their families to encourage them to remain in schools - To increase the number of qualified teachers, adequate educational infrastructure including in rural/remote areas - To provide non-formal education to address girls' and women's illiteracy - To improve women's access to health care - To eradicate domestic child labour - To end the practice of illegal underage marriage and polygamy 	<ul style="list-style-type: none"> - Crucial role of the legislative power in ensuring the full implementation of the Convention - To complete the harmonization of laws - To ensure women's access to justice - To raise awareness on the legal remedies available - To strengthen coordination between NCWC and GFP at district level - To provide training on women's right with GFP - To monitor gender mainstreaming activities (done by NCWC) - To draft National Gender Equality Policy - To ensure the effective use of the GNH policy screening tool for assessing the effectiveness of policies in promoting gender equality - To take temporary special measures to increase women's participation in political life, education and employment - To conduct public education programs on the negative impact of discriminatory stereotypes on women's enjoyment of their human rights - To ensure that all cases of violence against women and girls are investigated and that perpetrators are prosecuted and adequately punished - To address the root causes of trafficking of women and girl and collect data on the extent and forms of trafficking and prostitution - To take temporary special measures to accelerate women's full/equal participation in political/public life - To fully implement the existing laws and regulations on gender equality in employment and reduce unemployment among women - To promote women's participation in the policy development on disaster risk reduction - To understand how the various practices on inheritance law discriminate against women/girls - To enforce the Marriage Act which sets the minimum of marriage at 18 for women and men - To curb early and child marriage in rural areas

Source: Committee on the Elimination of Discrimination against Women, 2004, 2009, and 2016, *Concluding Observations of the Committee on the Elimination of Discrimination against Women: Bhutan*

2.4 National Machinery

In Bhutan, the National Commission for Women and Children (NCWC) has been established as a national machinery for gender mainstreaming in the country.

2.4.1 Background

The Government of Bhutan established a committee, the predecessor of the NCWC, to monitor the progress of responsibilities that the government should fulfil in relation to the August 1981 CEDAW ratification³⁶. Follow-up activities related to the CEDAW were carried out through the committee's meetings with gender focal points assigned in relevant ministries and agencies. However, not many actions were taken because knowledge and experiences on gender mainstreaming were limited and information sharing among stakeholders was insufficient. Thus, the efforts to promote gender mainstreaming was reactivated in 2001 by nominating the planning committee secretariat, which is predecessor of the Department of Finance of the Ministry of Planning, as a coordinator on gender issues.

Meanwhile, the CEDAW report, submitted by the Royal Government of Bhutan in January 2003, pointed out the establishment of an effective national machinery to promote gender equality as an issue to address. Commenting on the report in January 2004, the CEDAW committee recommended strengthening the functions of the above-mentioned mechanism of the planning committee, and establishing the NCWC as the national machinery to take the lead in addressing the rights of women and children in relation to the full responsibilities of the CEDAW and the Convention on the Rights of the Child (CRC, ratified in 1990). In response to the recommendations, the NCWC was established in 2004 under the Ministry of Health. In 2008, the NCWC was upgraded to a fully autonomous government organization because its tasks and roles increased.

2.4.2 Vision and Mission

To realize “a happy nation of children, women and men living in harmony with equality and respect in all spheres of life”, the NCWC sets its mission as “to protect and promote the rights of women and children through gender and child responsive interventions”.

2.4.3 Functions

Based on the vision and mission above, the NCWC aims to “review, reform, initiate and support policies, plans, projects and activities from a gender quality and children-sensitive perspective”. According to the NCWC Annual Report (2013–2014), the main functions of the NCWC are as follows.

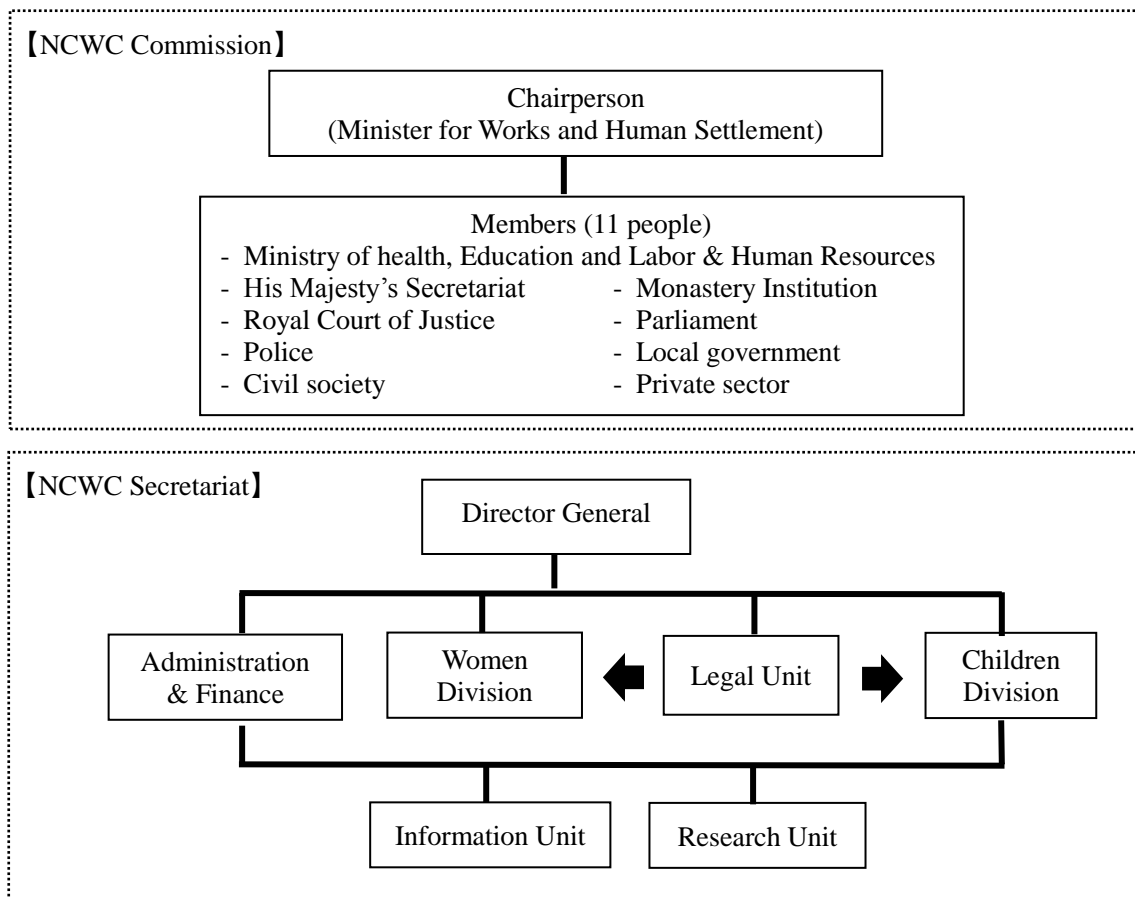
- Review and formulate gender-responsive and child-sensitive policies
- Advocate gender equality and child-sensitive legislation, policies and plans
- Create awareness and sensitization for all stakeholders
- Coordinate and partner with stakeholders on issues pertaining to women and children

³⁶ Another function of the committee is to conduct research on women's situation in the areas of health, water and sanitation, and education.

- Coordinate the preparation and submission of reports
- Monitor and evaluate all activities pertaining to issues related to women and children
- Develop, propose, and support gender-responsive and child-sensitive programs and activities
- Build and strengthen the capacities of the Gender Focal Person (GFP) and Child Protection Focal Person (CPFP)

2.4.4 Organizational Structure

The NCWC consists of a commission and a secretariat. The commission is composed of 1 chairperson and 11 members including relevant ministries (Ministry of Health, Ministry of Education, Ministry of Labour and Human Resources), local governments, police, parliament, civil society, and the private sector. The commission is currently chaired by the Honourable Minister for Works and Human Settlement who is the first female minister in Bhutan. The secretariat, in addition to the director general, has three divisions (women, children, and administration & finance) and three units (legal, research, and information and communication technology (ICT)). In an interview, the director general requested expanding the organization with a larger number of personnel to handle a growing number of tasks.



Source: NCWC, 2014, *NCWC Annual Report (2013-2014)*

Figure 2-4: Organogram of NCWC

2.4.5 Women Division (NCWC)

To protect and promote women's rights and gender equality in the socio-economic and political spheres in the country, the women division is engaged in the tasks such as review of policies and legislation from the gender perspective, drafting new legislation pieces and policies for addressing women's issues adequately. The division is also responsible for coordinating and monitoring relevant activities and writing periodic reports as well as supporting gender focal persons' (GFP) network. To realize an appropriate policy review from the gender perspective, the division makes necessary recommendations as a member of the Gross National Happiness (GNH) Policy Screening Committee and the Mainstreaming Reference Group (MRG).

2.4.6 Gender Focal Person (GFP) Network

Gender focal person (GFP) network was established in 2005 as a network of people in charge of gender mainstreaming in the government organizations, NGOs and the private sector such as the media. According to an interview with the director general of NCWC, female officials in the department of policy planning are often appointed as GFPs in the government organizations. According to the ADB report, 83 government officials (33 women, 50 men) and 62 private sector representatives (43 women, 19 men) were appointed as GFPs as of 2015, and they were expected to participate in training on gender mainstreaming.

The GFPs are required to integrate the gender perspective into policies and plans of each sector, submit a progress report to the NCWC periodically, and participate in general meetings twice a year. The NCWC implements a series of capacity building programmes for the GFPs because most of the GFPs do not know much about gender. To strengthen coordination with local governments, the NCWC has worked hard since 2013 to revitalize the GFP network at the district level. In addition, GFPs are going to be appointed at all the zones.

3. Women's Situation in Key Sectors

3.1 Agriculture and Rural Development

3.1.1 Overview of the Agriculture Sector

According to the Statistical Yearbook (2016)³⁷, the total output of agriculture in 2015 excluding animal husbandry and forestry is 13.34 billion Ngultrum, or approximately USD 1.9 billion³⁸, accounting for about 10 percent of Bhutan's GDP. The major cash crops are citrus fruits, potato, red pepper, and apple.

3.1.2 Gender Issues in the Agriculture Sector

According to the Labour Force Survey Report (2015)³⁹, 58.0 percent of the total working population in Bhutan is engaged in agriculture, of which 30.5 percent is female and 27.5 percent is male. This shows that the agricultural sector in Bhutan has employed more women than men. Also, as shown in Table 3-1 below, about 65.7 percent of the working women and about 83.3 percent of the working rural women are engaged in agriculture, proving that women are the main work force in this sector.

Table 3-1: Number of Workers Engaged in Agriculture by Area and Gender (2015)

	Rural	Urban	Total
Number of Women Engaged in Agriculture	102,820	2,131	104,951
Number of Men Engaged in Agriculture	93,294	1,395	94,689
Total Number of Working Women	123,444	36,275	159,719
Total Number of Working Men	128,636	55,938	184,574

Source: Ministry of Labour and Human Resources, 2015, *Labour Force Survey Report 2015*

Renewable Natural Resource (RNR) Sector⁴⁰ Eleventh Five-Year Plan (2013–2018) regards gender as one of the crosscutting issues to address. The plan points out that a majority of women, especially in rural areas, are engaged in agriculture because of social expectations, inheritance practices based on the matrilineal system, and lack of skills necessary for being employed in urban areas. The plan also describes the vulnerabilities of women engaged in agriculture in rural areas as poor access to markets and services, food shortage, lack of off-farm employment opportunities, lack of necessary skills, limited arable land, labour shortage, and natural disasters such as floods and fires. Furthermore, it indicates that women in rural areas are very busy because they spent most of their time on household chores such as meal preparation, fetching water and wood, and childcare. It suggests that support to improve small-scale agriculture would help women significantly provided that a gender perspective is integrated in the scope of assistance.

³⁷ NSB, 2016, *Statistical Yearbook of Bhutan 2016*

³⁸ Calculated based on the exchange rate of USD 1.00=68.56 Ngultrum as of 1 December 2016

³⁹ Ministry of Labour & Human Resources, 2015, *Labour Force Survey 2015*

⁴⁰ In Bhutan, agriculture and forestry are often referred to as the Renewable Natural Resource (RNR) sector.

3.1.3 Women's Role in Agriculture

The division of roles between women and men in farming is not strict in Bhutan. According to the Food and Agricultural Organization of the United Nations (FAO), a few tasks such as ploughing are attributed solely to men, but women and men conduct most other tasks together or take turns in performing them. Interviews with female farmers in Punakha District revealed that, in the district, only women traditionally plant rice and carry manure, and they often sell agricultural products in the market. However, the division of roles differs depending on regions and ethnic groups. It is assumed that the situations differ greatly between matrilineal communities where women usually inherit land and property and the regions where the patriarchal Lhotshampa, the people of Nepalese origin, constitute the majority. There is no significant gender difference in the ownership of farming equipment since small farmers do not have agricultural machinery.

In Bhutan, although men help housework if needed, it is basically women who do housework such as everyday care of children and elders, cooking, washing and cleaning. Rural women are particularly busy handling family vegetable gardens and handcraft, in addition to household chores, family care and farming. In the interviews in Punakha District, many women stated that wives and husbands share the chores and usually discuss what to do with their household accounts.

3.1.4 Women's Access to Several Services

(1) Extension Service

In Bhutan, extension officers are chronically in short supply. According to the statistics of the Ministry of Agriculture and Forestry, an extension officer is responsible for 40 to 70 farmers in most districts. Table 3-2 shows that the number of female extension officers is limited and a few districts have none. Interviews revealed that female farmers are more likely to consult female extension officers on a variety of matters such as agricultural techniques and even family issues. It is difficult to assign as enough female extension officers as desired because they usually do not wish to move to a place far from their current residence or hometown.

Table 3-2: Deployment of Extension Officers by District as of April 2015

Districts	Agriculture Extension Officers		Forestry Extension Officers		Animal Husbandry Extension Officers	
	Female	Male	Female	Male	Female	Male
Bumthang	7	2	7	1	0	14
Chukha	6	11	0	16	2	17
Dagana	2	15	1	10	1	19
Gasa	0	5	1	4	0	7
Haa	1	9	0	10	4	13
Lhuntse	0	12	1	6	1	17
Mongar	6	12	1	16	5	21
Paro	6	10	2	12	2	23
Pemagatshel	0	15	0	11	0	22
Punakha	5	13	2	14	1	22
Samdrup Jongkhar	5	9	1	15	1	19
Samtse	7	21	1	12	2	24
Sarpang	8	10	0	13	3	19
Thimphu	6	7	5	4	6	15
Trashigang	5	15	0	1	2	28
Trashiyangtse	0	10	0	11	2	12
Trongsa	5	4	0	13	1	13
Tsirang	2	13	0	16	0	20
Wangdue Phodrang	8	18	3	11	4	23
Zhemgang	0	14	0	10	1	18
Total	79	225	19	212	38	366

Source: Ministry of Agriculture and Forestry, 2015, *Bhutan RNR (Renewable Natural Resource) Statistics 2015*

(2) Access to the Market

In Bhutan, where road maintenance has not been properly done because of its mountainous geography, access to the market is a serious issue especially in remote areas. Cash crops other than those cultivated in large lots for export are transported to the markets in Thimbu or nearby towns and sold there by farmers themselves. Interviews with the Department of Agricultural Marketing and Cooperative (DAMC) of the Ministry of Agriculture and Forests as well as female farmers, revealed that women often sell agricultural products because women are presumably better in sales management than men. However, in the interviews in Punakha District, female farmers stated that they initially did not like selling the products because they did not know exactly what to do and how to do so properly.

Marketing of agricultural products is set as one of the development strategies in the agriculture sector in Bhutan. In the RNR (Renewable Natural Resource) Sector Eleventh Five-Year Plan (2013–2018), the DAMC sets its outcome as the enhancement of employment opportunities and better income through the marketing of agricultural products and promotion of farmer's groups and cooperatives. To achieve the outcome, the DAMC plans to promote the development of farmer's groups and cooperatives, expand market opportunities through such means as development of market infrastructure, and provide market information in a more accessible fashion.

The DAMC provides no support programmes for women in marketing and sales of agricultural products because no women-only farmers groups or cooperatives are officially registered. The Agriculture, Marketing and Enterprise Promotion Programme (AMEPP)⁴¹ by the International Fund for Agricultural Development (IFAD) in six districts⁴² of Eastern Bhutan regards marketing as one of its five components. In addition to infrastructure development, the AMEPP implemented capacity building in the areas of market-oriented production, value chain, market information and quality management; 34 percent of the AMEPP capacity building training participants were female. The AMEPP implemented no activities targeting only women.

(3) Financial access

According to interviews with the Bhutan Development Bank (BDB), five commercial banks, including the BDB, provide loans, of which 60 percent are for agriculture. The BDB has 34 branches, 3 zone offices and 18 field offices⁴³, and provides agricultural loans and microcredit throughout the country including rural areas. Apart from the savings account, the BDB provides no women-targeted financial instruments such as loan or microcredit. However, the loan conditions are the same between men and women if they have collateral such as land or house. Regarding the situation of loans as of October 2016, the number of female customers is 11,893, or 21.2 percent out of the total number of 56,205, and the amount of loans to women is around 4 trillion Ngultrum, i.e., 24.1 percent of the total amount of 16.6 trillion Ngultrum. This shows that men use more financial services than women. The interviews with female farmers in Punakha District revealed that three out of four women who are the head of a household obtain a loan in their own name for livestock facilities or house repair from the BDB. However, many women stated that they do not care whether the wife or the husband receives a loan because each couple is jointly responsible for property management and loan reimbursement.

⁴¹ The AMEPP was implemented from 2006 to 2012 to "improve livelihood of the rural poor in the target area on a sustainable basis by enhancing productivity, income, and access to socio-economic services".

⁴² The six districts are Lhuntse, Mongar, Pemagatshel, Samdrup-Jongkhar, Trashigang, and Trashiyangtse.

⁴³ Out of the 18 field offices, 7 are zone field offices and 11 are extension field offices.

3.2 Local Government

3.2.1 Overview of Local Government in Bhutan

The decentralization in Bhutan has proceeded as follows. District Development Committees were established at the district, i.e., Dzongkhag, level in 1981, then Zone Development Committees at the zone, i.e., Gewog, level in 1991. Then, the first direct election of zone chiefs was undertaken in 2002 with both women and men as voters. The Constitution, with Article 22: on local administration, was enacted in 2008, then the Local Government Act was enacted in 2009 and amended in 2014, and the Local Government Rules and Regulations was enacted in 2012. Local administration is divided into 20 districts and 205 zones, 1,044 villages (Chiwog) and several cities (Thromde). By the Local Government Act above, the members of all the district and zone level committees are to be chosen through local elections. The first local election was held in 2011 and the second in 2016.

3.2.2 Situation of Gender Mainstreaming at the Local Administration Level

Procedures of planning and implementation of development plans at the district and zone levels should follow the six steps defined by the “Local Development Planning Manual: Standards for Annual Planning at Dzongkhag and Gewog Level”, namely: 1) assessment and identification of needs, 2) prioritization of development projects, 3) differentiation between district and zone plans, 4) activity planning, 5) implementation of activities and 6) monitoring and evaluation. In the manual, although a gender perspective seems to be incorporated in such points as explanation of women's involvement in the planning process and different needs of women from those of men, it is noteworthy that the tools for situation analysis and prioritization do not specify how to identify, prioritize and incorporate women's needs into the plan in the planning process from step 1) to step 4). Thus, it is still unclear to what extent a gender perspective can be integrated in the formulated plans. Moreover, it would be possible to let women be more involved in community activities if a gender perspective is taken into consideration on the division of roles at the implementation stage (step 5), and gender analysis of the outputs and impacts is also conducted as a part of monitoring and evaluation (step 6) of the plan.

An interview with the Governor of the Dagana District revealed that a district development plan incorporates plans formulated at the zone and village level, and that in the district budget formulation process, like at the central level, budgeting is given preferentially in response to gender issues. Besides, it is necessary to pay close attention to how the approach presented in the “Gender Responsive Planning and Budgeting in Bhutan” will be reflected in the budget planning in a concrete manner at the local administration level.

Gender Focal Persons (GFPs) assigned at the district and zone level are to provide information and suggestions on gender mainstreaming and women's empowerment. However, many GFPs are not capable of providing effective technical advice and suggestions because of their insufficient knowledge. It is therefore imperative to provide continuous training opportunities for them so that they can acquire basic knowledge and practical skills on gender issues.

3.2.3 Women's Role in the Community Activities

In Bhutan, women's participation in community meetings and activities is reportedly high. However, the interviews with the residents in Dagana District revealed that women are participating instead of men because men are busy with their paid jobs, and that, although women attend the meetings, most of them remain silent. It is not clear to what extent and how women are involved in the decision-making process at the community level and to what extent women's needs are understood and reflected there. Few researches have been undertaken to analyse the women's situation and their roles in the community, or to propose any measures to establish a more desirable decision-making system that reflects women's views in concrete measures.

3.2.4 Situation of Women's Political Participation at the Local Administration Level

Table 3-3 shows the number of candidates and winners of the zone chief, zone deputy chief, village chief elections by gender in 2011 and 2016. The number of female winners in 2016 has increased compared to 2011, but as a whole, the proportion of female winners remains at about 10.1 percent. According to a survey by the Royal University of Bhutan, the factors impeding women's participation in politics include the existence or absence of political connections, traditional gender division of roles and decision-making patterns at the community, gender division of roles in the household and the patriarchal values, attitudes and stereotypes, as well as low educational levels of women. In Bhutan, as a condition of candidacy for local elections, one must pass a university graduation qualification or a functional literacy test. Thus, women often give up their candidacy because of lack of confidence to pass the test.

According to interviews with the two women zone chiefs elected at the second local elections in 2011, the two have been friends. The zone chief, who was elected for the first time, affirmed that she consulted her already-elected zone chief friend. Both were former instructors of a non-formal education program on literacy, and they had day-to-day contact with many local elders and gained their trust. Both recognized very well that they serve as a role model to prove female capability as a politician. They are expected to be active in the future.

Table 3-3: Number of Candidates and Winners by Gender in Local Elections (2011 and 2016)

	2011				2016			
	Candidate		Winner		Candidate		Winner	
	Female	Male	Female	male	Female	Male	Female	Male
Zone Chief (Gup)	21	560	1	204	27	616	2	203
Zone Deputy Chief (Mangmi)	41	547	10	195	-	-	23	179
Village Chief (Tshogpa)	145	1,269	87	897	-	-	128	856
Total	207	2,376	98	1,296	-	-	153	1,238

Source: Royal University of Bhutan, 2014, *Improving Women's Participation in Local Governance*; Ministry of Home and Cultural Affairs, 2016, *Overview and Details of Elected Local Government (LG) Officials*

According to the Second Local Election Report in 2016 of the Commission of Bhutan, the total voting rates were 55.3 percent for women and 56.2 percent for men. Table 3-4 shows that the highest female voting rates are 81.4 percent in Gasa District (Central), 76.9 percent in Wangdu

Phodrang District (Central), and 69.7 percent in Haa District (Western). The biggest difference between men and women are observed in Samtse District (Western) with 8.8 percent (female 53.3 percent and male 62.1 percent) and in Bhumthang District (Eastern) with 8.1 percent (female 63.2 percent, male 55.1 percent).

Table 3-4: Voting Rate (%) by Gender at the Local Election (2016)

District	Female	Male	Total
Bumthang	63.2	55.1	59.4
Chukha	59.8	64.3	62.1
Dagana	58.6	63.2	60.9
Gasa	81.4	81.0	81.2
Haa	69.7	64.6	67.3
Lhuntse	45.8	40.7	43.4
Mongar	51.8	48.2	50.1
Paro	59.2	57.2	58.3
Pemagatshel	48.5	48.0	48.2
Punakha	67.5	67.9	67.7
Samdrup Jongkhar	53.8	53.7	53.7
Samtse	53.3	62.1	57.9
Sarpang	53.8	57.4	55.6
Thimphu	62.4	57.7	60.2
Trashigang	46.3	47.0	46.6
Trashiyangtse	49.4	51.3	50.3
Trongsa	58.9	54.1	56.6
Tsirang	51.9	58.5	55.3
Wangdue Phodrang	76.9	72.6	75.0
Zhemgang	50.6	49.4	50.0

Source: Compiled on the basis of *Second Local Government Election – 2016* by the Election Commission of Bhutan, 2016

3.2.5 Bhutan Network for Empowering Women (BNEW)

The BNEW, established in 2012 on the occasion of the first consultation meeting of the elected women in the first local election, is a platform for networking and empowering female politicians and candidates (currently, CSO registration application is in progress). While continuing to support for the female politicians elected at the first local election in 2011, the BNEW has tried, after the detailed analysis of elections, to identify new female candidates for the second local election in 2016 and provide technical support in such aspects as how to make an effective speech and how to set up pledges and comment to them, which greatly contributed to the growth of the number of female winners. Regarding the follow-up on the second local election, the BNEW decided to conduct another consultation meeting and action research and, based on the results, to revise the training programme for the target women

According to the interviews with the NCWC, including the Honourable Minister for Works and Human Settlement and the Governor of Dagana District, almost all the female politicians and candidates in Bhutan are involved in the activities of the BNEW. That helps strengthen women's capacities to acquire necessary credentials and skills as a politician, and helps secure places for mutual consultation and information sharing on their common concerns with women. The BNEW plays a crucial role in promoting women's participation in politics in Bhutan.

3.3 Women’s Entrepreneurship

3.3.1 Policy and Plans for Promoting Women’s Entrepreneurship

(1) Cottage, Small and Medium Industry (CSMI)⁴⁴ Policy (2012)

Below is an outline of the Cottage, Small and Medium Industry (CSMI) Policy which was formulated in 2012. The policy has no passage on promotion of women’s entrepreneurship.

Vision:	To develop a dynamic, competitive and innovative CSMI sector, thus promoting employment. Poverty reduction and balanced regional development
Mission:	<ul style="list-style-type: none"> - Nurture a culture of entrepreneurship that encourages innovation, creativity and enterprise - Ensure that CSMI become dynamic, outward-looking and capable of generating profits and wealth across the country - Ensure that CSMI contribute to employment generation - Ensure that CSMI contribute to alleviation of poverty, especially in rural areas
Objective:	To foster job creation and enhance income generation by promoting the creation of new CSMI and improving the performance and competitiveness of existing ones
Strategic Objectives:	<ol style="list-style-type: none"> 1) Strengthen the policy environment and institutional framework 2) Strengthen the legislative framework and enterprise environment 3) Facilitate access to finance and incentives 4) Enhance competitiveness and innovation 5) Improve market access 6) Enhance employment and develop a culture of entrepreneurship

(2) Cottage, Small and Medium Industry (CSMI) Development Strategy (2012-2020)

With regard to the six strategic objectives set by the CSMI policy above, the CSMI strategy analyses relevant issues and proposes more concrete measures to take for the Royal Government of Bhutan. Support for women entrepreneurs is also indicated in the strategy 6) “Enhance employment and develop a culture of entrepreneurship”.

Policy:	To promote women’s entrepreneurship in CSMI to maximize the economic contribution of both genders
Analysis:	<ul style="list-style-type: none"> - The number of women entrepreneur is less than men. - Since women found a business in several areas including the sectors which are traditionally dominated by men such as construction, it can be said that women in Bhutan are not typically restricted to gender stereotyped business occupations. Hence, there is a potential for expanding women’s entrepreneurship in the country. - Main challenges with which women entrepreneurs are facing are limited access to financial services, transportation and recruitment of foreign workers⁴⁵. - There is no evidence to prove that women entrepreneurs are less productive than male entrepreneurs.
Measures to be taken:	- Prepare a regular report on women’s entrepreneurship on its characteristics, economic, social and cultural barriers, attitudes, needs,

⁴⁴ Industries are classified in four in Bhutan according to the number of employees and size of capital: Cottage industry (1-4 employees, capital less than 100 million Ngultrum), Small industry (5-19 employees, capital 100-1,000 million Ngultrum), Medium industry (20-99 employees, capital 1,000-10,000 million Ngultrum), and Large Industry (more than 100 employees, capital more than 10,000 million Ngultrum)

⁴⁵ Those challenges are for all the entrepreneurs in Bhutan, not just for women entrepreneurs.

	etc. and recommendations for policy development - Establish a female entrepreneur of the year award - Stimulate participation by SCMI female entrepreneurs on Board of state owned companies - Establish a sustainable Women’s Business Association to promote women’s entrepreneurship - Give preference to women in entrepreneurial training and education programmes - Prepare a feasibility study for establishment of a women-oriented business incubator
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(3) Cottage, Small and Medium Industry (CSMI) Support Activities Plan (2015–2018)

For each of the six strategic objectives of CSMI policy, a four-year activity plan was formulated. In relation to the objective 6) “enhancing women’s entrepreneurship”, feasibility study on characteristics, barriers and needs of female entrepreneurs, and the annual award for female entrepreneur are planned. According to the interviews with the Department of Cottage and Small Industry (DCSI) of the Ministry of Economic Affairs (MoEA), the results of the study on women’s entrepreneurship are to be presented as its report by the end of 2016. On the other hand, the award system for female entrepreneurs was introduced in 2003, and two women, trained in the JICA country-focused training on “Community Entrepreneurial Capacity and Rural Enterprise Development”, received the Entrepreneurs Award for the Year in 2013 and 2015.

3.3.2 Situation of Female Entrepreneurs

Table 3-5 shows the ratio of managers by gender at Cottage and Small industries (CSI). In all sectors, the proportion of male entrepreneurs exceeds that of female entrepreneurs. The women’s proportion is the highest (45.9 percent) in service business such as hotels and restaurants.

Table 3-5: Proportion of managers by gender at Cottage and Small Industries as of June 2016

Sector	Female	Male	Other ⁴⁶
Production, Manufacturing	31.5%	66.1%	2.4%
Service industry	45.9%	52.8%	1.4%
Contractor	29.2%	70.1%	0.7%

Source: Ministry of Economic Affairs, 2016, *Cottage & Small Industry Report 2016*

As of today, no training course targets only women. According to the interviews with the DCSI of MoEA, they will carry out a study on actual situation of women entrepreneurs, surrounding environment, problems and needs. Based on the results of this examination, a direction of support for women entrepreneurs will be defined. The interview with BDB officials who provide loans and micro- credits nationwide, there is no particular gender difference concerning access to financial services. Women with collaterals such as land or house can get a loan.

⁴⁶ Managed by the government, schools, private companies, and cooperatives

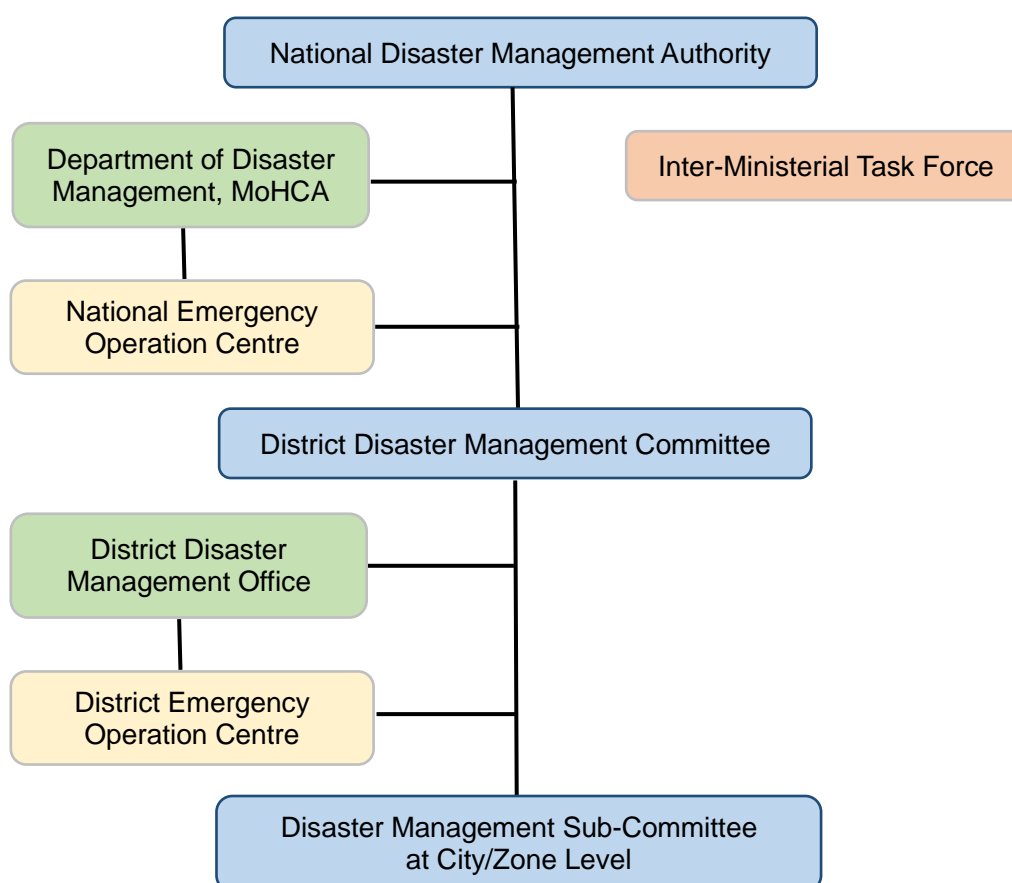
3.3.3 Bhutan Association of Women Entrepreneurs (BAOWE)

The BAOWE is an NPO that was officially registered in 2010 and aims to develop a social-consciousness-driven private sector, promote women entrepreneurs at the grassroots and small-scale enterprise levels, thereby contributing to poverty reduction, self-reliance and women's empowerment. Its main activities include setting up and management of female open markets in Thimphu and Phuentsholing and several support measures to improve livelihoods and living standards of rural women. The BAOWE, a unique support organization only for female entrepreneurs, is expected to play a crucial role to provide more comprehensive support for taking on common challenges for female entrepreneurs including microfinance and marketing skills, and create a functional network among women entrepreneurs for information sharing.

3.4 Gender Perspective in Disaster Risk Reduction (DRR)

3.4.1 Disaster Management System

Below is an outline of the disaster management system in Bhutan. An interview with the Department of Disaster Management of the Ministry of Home and Cultural Affairs (MoHCA) confirmed that the Gender Focal Points (GFPs) assigned at the district and zone levels are involved in the disaster management system at local level. However, the MoHCA is expected to set firmly the roles and functions of GFPs in the disaster management system.



Source: Compiled based on interviews

Figure 3-1: Disaster Management System in Bhutan

3.4.2 Gender Perspective in Laws, Policy and Plans on Disaster Management

- The Disaster Management Act 2013, enacted in 2013, pays considerable attention to ensure that female representatives are appropriately involved in the Disaster Management Committee established under the same law as Discrimination-Corrected Act (Chapter 13-133). It also clearly stipulates to take necessary measures for women, as well as vulnerable people within groups such as children, older persons and persons with disabilities, in terms of evacuation, disaster management and rescue.
- In the National Disaster Risk Management Framework, there is no socio-economic perspective, including gender, in analysing vulnerability, and there is no description about

the role that women should play.

- The district level “Dzongkhag Disaster Management Planning Guideline” summarizes procedures of vulnerability analysis with mapping, capacity analysis and consultation, but the gender perspective is not incorporated. By introducing gender analysis in each step, it is necessary to clarify whether women’s vulnerability, kinds of female ability utilizable at the time of disaster, and integrate women’s needs and points of view in a disaster management plan.

3.4.3 Perspective of Disaster Risk Reduction (DRR) in Law, Policy and Plans on Gender

- “Gender Mainstreaming Guidelines of 2014” is a guideline on gender perspectives that should be widely adopted in policy formulation and business planning, regardless of specific sectors. It has many points that can be used for DRR, in terms of caution in the current situation analysis and consultations, as well as importance of gender specific data collection and information gathering.
- DRR is not included in the seven priority areas of “National Action Plan on Gender 2008–2013”.
- The guidelines of “Gender, Environment, Climate change, Disaster management and Poverty mainstreaming” have been formulated as guidelines for mainstreaming policy advice considering gender and disaster management as one of the five cross-cutting issues. However, the document does not describe why it is important to include gender perspective in disaster management.
- As an observation from the CEDAW Committee on DRR, implementation of DRR policies and programs based on women’s policy and strategy development process, comprehensive gender analysis, and incorporation of rural women’s needs in the DRR program have been pointed out.

3.4.4 Understanding Women’s Needs in Disaster Risk Reduction (DRR)

As mentioned in the section 3.4.2, according to the disaster management law, in Bhutan it is regulated to include women members in the disaster management committee, which is expected to prepare the disaster management plan, and to identify and integrate the women’s needs in the time of evacuation, disaster response, and rescue into the plan. In order to put them into practice, it is crucial to grasp the current situation of women’s participation in the planning process, build a mechanism to reflect women’s voices in the plan through the introduction of the framework for gender analysis, and raising awareness of the stakeholders.

In interviews with the MoHCA, it was confirmed that in the planning process at the district level, the procedures to identify the most vulnerable people in the community with using a map and their needs in the stage of prevention, evacuation and rescue are clearly defined. It was also confirmed that a household without a male member was considered as a highly vulnerable group. However, such procedures have not practically been introduced yet at any districts, so any practices in assessment of gender needs and integration of women’s needs have not be

reported. Starting the pilot activity in Paro district, such mechanism will be expanded to the other districts in the future.

As a good case, a certain gender perspectives are actually integrated in the “Disaster Assessment Tool: Household Level Assessment”, which is expected to be held by the local administration within 15 days after the disaster at the household level. It is worth noting that specific questions are included to grasp the situation and feeling of each family member in a time of disaster. In particular, questions are set on the vulnerability and needs of women such as the presence of pregnant and/or breast feeding women, existence of toilet facilities, privacy and safety of bathing facilities, availability of sanitary napkins, problems concerning breast feeding, safety of current living place (from the women’s and men’s views), situation of children (such as schooling and sleeping).

3.4.5 Women’s Roles in Disaster Risk Reduction (DRR)

In Bhutan, women actively participate at the community level information sharing and decision making on disaster risk management, and play an important role in evacuation training and actual evacuation behaviours. According to the interview with the Department of Hydromet Services of the Ministry of Economic Affairs, women are well aware of the situation of families and residents in the area, because, men often leave their home with migrant work, so women are likely to be responsible for the central role of home and community.

According to the officials of the Ministry of Economy, Hydropower and Services Department, in the targeting areas of JICA’s technical cooperation project “Project for Capacity Development of Glacial Lake Outburst Flood (GLOF) and Rainstorm Flood Forecasting and Early Warning”, women participants in hazard mapping and evacuation drills at the community level were actively involved in activities, taking leadership by such means as using loudspeakers for warning community of necessity of evacuation. In Bumthang District, one of the target areas, when a flood occurred on 26 July 2016, residents acted in accordance with the evacuation plan formulated in advance, and there was no human casualty.

In Bhutan, at the time of disaster relief and restoration after the disaster, in a form linked to climate change countermeasures, District Forestry Bureaus provide women’s groups with livelihood improvement activities, such as restoring roofs blown off by windstorms, making bamboo pickles and tree planting and making brooms in order to prevent flash flood caused by soil degradation.

4. Points to Note and Recommendations on the Implementation of Development Assistance in Bhutan

4.1 Analysis on the Gender Mainstreaming in JICA Projects

This section analyses three ongoing technical assistance projects, i.e., two technical cooperation projects and one country-focused training course, from a gender perspective.

4.1.1 Technical Cooperation Project on “Integrated Horticulture Promotion in the West Central Region” (IHPP)

Project Title	Integrated Horticulture Promotion Project in the West Central Region
Target Area	Wangdue Phodrang, Punakha, Tsirang, Dagana Districts
Duration	12 January 2016–10 January 2021 (five years)
Implementing Organization	Renewable Natural Resource Research and Development Centre (RNRRDC) Bajo, Department of Agriculture, Ministry of Agriculture and Forestry (MoAF)
Beneficiaries	Personnel of RNRRDC-Bajo and Mithun sub-centre (Tsiran district), extension officers of all zones (Gewogs) in the target areas, pilot farmers, farmers in production complex, and seed growing farmers
Outline	<p>Project Purpose Implementation system for promotion of horticulture production in the target areas is developed</p> <p>Outputs</p> <ol style="list-style-type: none"> 1) Appropriate technologies for promoting horticulture farming are developed 2) Vegetable seeds and fruits seedlings production system at RNRRDC-Bajo, private nurseries and seed growers is strengthened 3) Training and extension system (outreach programs) for promoting horticulture farming is strengthened <p>Activities</p> <ol style="list-style-type: none"> 1)-1 Develop farm field/ facility of RNRRDC-Bajo/Mithun sub-centres 1)-2 Introduce/identify suitable cultivars/varieties for horticulture farming 1)-3 Develop horticulture production management practices 1)-4 Develop/improve extension materials 2)-1 Identify/develop appropriate technologies for production of quality seeds/seedlings 2)-2 Provide training for producing good quality seed/seedlings 2)-3 Monitor/follow-up private nurseries and seed growers 2)-4 Provide technical support for good quality seed/seedling production

	<p>3)-1 Formulate/modify outreach program</p> <p>3)-2 Provide technical support for farm development</p> <p>3)-3 Provide capacity development programs for researchers/extension officers</p> <p>3)-4 Provide training for farmers to establish demonstration farms</p> <p>3)-5 Monitor/support extension activities by extension officers/demonstration farm owners</p>
Remarks	<p>As foregoing JICA technical cooperation projects, the Agricultural Research and Extension Support Project in Lhuentse and Mongar (2004–2009) and the Horticulture Research and Development Project (2010–2015, Mongar) were implemented.</p>
Results of Gender Analysis	<ul style="list-style-type: none"> - The detailed planning survey report (2015) made the following comments on gender: 1) because many women are engaged in agriculture in Bhutan, the project is expected to help improve the livelihood of women, and 2) balanced numbers of women and men are expected to participate in the training conducted by the project. However, a gender perspective was not taken into consideration in the analysis of the status of the targeted four districts and farmers. As a result, women’s situation and gender issues in the target areas, which might be relevant to the project scope, were not identified at the planning stage. - Because the project’s stakeholders shared the view that women’s status is relatively high and there are no gender disparities or issues in Bhutan, and the project is targeting farm households as a basic unit rather than individual farmers, the need to address the issues that rural women have been facing or gender issues was not properly recognized in the planning process. - By contrast, several activities and considerations corresponding to a gender perspective can be seen at the implementation stage. In the baseline survey in June 2016, gender disaggregated data and information were collected. Thus, from the survey results showing a significant gap in the proportion of female-headed households and an education disparity between women and men, the project expert has recognized that gender relations and women’s situations may differ among the four target areas of the project. - As for the training sessions for the farmers, the project will pay attention to the gender ratio of the participants, monitor the differences in performance and reactions of female and male participants, and follow up on them if needed.

Recommendations	<ol style="list-style-type: none"> 1) In implementing the project activities, the project needs to observe whether there are any significant differences between women and men, changes in attendance in the training, the participants' attitudes, and how they use the training outputs afterwards, and consider what to do to address any problems. 2) It is critical to pay more attention to the women's situation and gender issues especially in Tsirang and Dagana Districts, which are likely to be different from the ones in Wangdue Phodrang and Punakha Districts. The baseline survey revealed that women's situation and gender relations in Tsirang and Dagana Districts, where the proportion of people of Nepalese origin is high, are influenced by Hindu and paternal values and different from the other parts of Bhutan. Because the socio-cultural customs in Tsirang and Dagana Districts are different from those in the eastern part of Bhutan where JICA's foregoing projects were implemented and the other two project target areas, i.e., Wangdue Phodrang and Punakha Districts, it is necessary to take such facts into consideration when conducting activities such as training sessions targeting female farmers. 3) The project has left to each farm household's decision who will participate in the training. However, because a certain number of women participate in the training each time, it is still necessary to set the venue, timing, and duration of the training more convenient for women. 4) In implementing the project activities, it is worthwhile to try to have as many female researchers and extension officers involved as possible. That would help the project grasp the needs of female farmers and provide a more conducive environment for women to express their views. 5) To avoid overburdening the project expert in charge while making sure that necessary data and information are collected, it is important to list from a gender perspective the basic indicators to collect in the baseline survey.
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4.1.2 Technical Cooperation Project on Support for Community Engagement in Local Governance (SCLG)

Project Title	Project on Support for Community Engagement in Local Governance
Target Area	Punakha, Dagana, Mongar Districts
Duration	20 August 2015–19 November 2018 (3 years and 3 months)
Implementing Organization	Department of Local Governance, Ministry of Home and Cultural Affairs (MoHCA)
Beneficiaries	Community user groups by sector, community-based organizations (CBOs), community gathering (Zomdu), and community groups
Outline	<p>Project Purpose The mechanism for strengthening ownership and engagement of community groups in local governance is established</p> <p>Outputs</p> <ol style="list-style-type: none"> 1) The modality for community groups to participate in local governance is strengthened 2) Capacity of community engagement in local governance of local government (LG) functionaries and capacity and operation system of community groups are enhanced 3) Information sharing mechanism at the zone (Gewog) is established <p>Activities</p> <ol style="list-style-type: none"> 1) To conduct seminars and workshops for enhancing community participation in local governance, and prepare guidelines for implementing community development projects based on the baseline survey, etc. 2) To conduct training of trainers (ToT) for LG functionaries on the community development 3) To organize study visit to model community and/or conduct workshop for sharing experiences of model community in targeted zones
Remarks	Prior to this project, the following JICA technical cooperation projects were implemented: Local Governance and Decentralization Project (Phase 1) (2004–2006, Haa, Bumthang, Trashigang Districts); Local Governance and Decentralization Project (Phase 2) (2007–2010, Thimphu, Trashiyangtse, Tsirang Districts); and Local Governance and Decentralization Project (Phase 3) (2011–2014, Thimphu, Chukha, Trongsa, Pemagatshel Districts).
Results of Gender Analysis	- Although it was proposed to integrate a gender perspective into the training curriculum established by the foregoing JICA projects, no such effort was made. Because it was the time to establish the system of local administration itself, it must have been hard to

	<p>decide how to incorporate a gender perspective in the projects.</p> <ul style="list-style-type: none"> - In the planning process of the ongoing project, the project's stakeholders did not agree on the significance and effectiveness of considering a gender perspective in the new project scope. Thus, no concrete discussions were made. - Taking into consideration the Bhutanese government's effort to realize gender-responsive planning and budgeting, it is still important to integrate a gender perspective into the training curriculum for building capacity of LG functionaries and community groups on community development under the ongoing project. - A local consultant conducted the baseline survey in March 2016. However, it failed to properly identify necessary issues such as women's situation and positions, roles, responsibilities, needs, interests, and barriers, because proper gender analysis was not done in collecting and analysing the information on the overall condition of the target areas and group activities and decision-making system at the community level. In the baseline survey, which will be done again, it is necessary to integrate a gender perspective into the situation and problem analysis of the communities so that it is possible to consider how gender issues can be addressed in community development and incorporated in the training contents in detail.
Recommendations	<ol style="list-style-type: none"> 1) By proposing gender-friendly training contents on the community development projects which indicates the understanding and integration of women's needs and women's active participation in the decision-making process at community level, it may be possible to show an actual practice at community level of introducing the concept of gender-responsive planning and budgeting which has been enhanced by the Royal Government of Bhutan. Even though it seems difficult to integrate a gender perspective as desired, it is better to collect sufficient information on women's roles and responsibilities, needs, interests, barriers, participation situation in the decision-making process at community level, and utilize such information for examining necessary considerations to be made in the project activities. 2) As is the case with the recommendation for IHPP in 4.1.1, it is necessary to pay more attention to the women's situation and gender relations, especially in Dagana District out of the three target areas. It is also necessary to bear in mind the need to grasp the overall condition of Punakha and Mongar Districts as well and the possibility to taking a different approach to each district. 3) Dagana District, one of the project target areas, is well known as one of the two districts (out of 20 districts) whose governor is female,

	<p>and has two elected female block leaders out of the 205 blocks in the country. Hence, the district is expected to play a leading role to enhance women’s political participation and leadership as the most important gender issue in Bhutan. In the implementation of the project, it is desirable to help address gender issues by supporting more active women’s involvement in community activities and providing the opportunity for capacity building for female leaders.</p> <p>4) When the project reviews the existing manual, “Local Development Planning Manual: Standards for Annual Planning at Dzongkhag and Gewog Level” for preparing ToT for LG functionaries and community groups, as already mentioned in the section 3.3.2, it should be noted that a gender perspective is not fully integrated in the analysis tools introduced in the manual. It is desirable that the project propose more gender-friendly procedures for planning and implementing community development projects as well as gender analysis tools to use, especially on situation analysis and planning at the community level, taking into account women’s situations and positions in the decision-making process in the target areas. Besides, following how the approach of gender-responsive planning and budgeting will be integrated at the local government and community levels, it is vital for the project to show an actual case of gender mainstreaming at the community level in Bhutan.</p>
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4.1.3 Country-Focused Training Programme on Community Entrepreneurial Capacity and Rural Enterprise Development

Course Title	Community Entrepreneurial Capacity and Rural Enterprise Development
Duration	2014–2017 (three years)
Target Organization	Department of Cottage and Small Industry (CSI), Ministry of Economic Affairs (MoEA)
Beneficiaries	Department of CSI (MoEA), Department of Local Governance (MoHCA), Department of Agricultural Marketing & Cooperatives (MoAF), Regional Trade and Industry Office (MoEA), Tourism Council of Bhutan, District (Dzongkhag) Administration, and entrepreneurs
Outline	<p><u>Training Purpose</u></p> <p>Enhance human capital for effective implementation of the Cottage and Small-Medium Industry (CSMI) strategy and action plan for the benefit and growth of the Cottage and Small Industry</p>
	<p><u>Outputs</u></p> <ol style="list-style-type: none"> 1) To understand concept of community capacity development for local economic development 2) To understand conceptual framework of planning and evaluation

	<p>3) To formulate action plan for implementing Bhutan’s CSMI policy with local economic development promotion and community capacity development</p> <p>4) To understand the concept of One Village One Product (OVOP)</p> <p>5) To deepen understanding the community capacity development in Thailand</p> <p>6) To develop the suggestions/recommendations for implementing Bhutan’s CSMI strategy and action plan</p> <p>Activities Lectures, site visits and group discussion through the training in Japan (Kumamoto prefecture) and Thailand</p>
Remarks	<p>This training course does not focus explicitly on women’s entrepreneurship; however, many women entrepreneurs have been sent as training participants. Even after returning from the training, the JICA Bhutan Office continues to support them through the follow-up activities.</p>
Recommendations	<p>1) By nominating potential women entrepreneurs as participants in the training, as done in the previous years, more effective use of training outputs can be realized by them.</p> <p>2) As many former participants of the training run their business smoothly, it is useful to hold a seminar and ask them to share their experiences including the use of the training outputs with other women entrepreneurs and any other interested women. In this regard, the project should consider working with institutions supporting women’s economic empowerment in Bhutan such as the Bhutan Association of Women Entrepreneurs (BAOWE) and the National Women’s Association of Bhutan (NWAB).</p> <p>3) If it is possible to update the training course in a few years, it is vital not to fail to visit active women entrepreneurs who provide much inspiration and guidance to participants. It is also desirable to include in the training module necessary knowledge and skills in order to understand and support women entrepreneurs, such as analysis tools for identifying the problems and needs of women entrepreneurs and a support system by the government. Besides, by providing separate modules for government officials who are expected to understand the relevant policies and system for supporting entrepreneurs and entrepreneurs who are more interested in practical techniques to use in their business, or at least by adjusting the training schedule except the common modules, the training programme can meet the different training needs of two groups.</p>

4.2 Recommendations on the Implementation of Development Assistance in Key Sectors from the Gender Perspective

4.2.1 Agriculture and Rural Development

In Bhutan, as more women than men are engaged in agriculture, the Ministry of Agriculture and Forestry (MoAF) feels it necessary to meet the needs of women-led agricultural development. Hereafter, examining project formulation and its components from the gender perspective, it is necessary to identify issues and, based on the understanding of women's situations and their roles and needs, propose appropriate measures to address them such as women-friendly agricultural machinery and capacity building of women who play a crucial role in selling and marketing of their agricultural products. In the field survey, it was found that there are no officially-registered women's cooperatives and groups in Bhutan, there are several women's groups and self-help groups that are actively working at the grassroots level with the support from various aid agencies and NGOs. Taking into consideration improvement of livelihood of rural women and women's economic empowerment, it is necessary to support those women's groups. It is vital to explore the possibilities for project formulation and active collaboration with NGOs and identify support needs from a fact-finding survey on women's group engaged in the production and sales of agricultural products and processed foods.

4.2.2 Promotion of Cottage and Small Industry (CSI)

Although the CSMI strategy and action plan clearly identify the support for women entrepreneurs, so far no aid agencies are actively working in this area. Thus, it is imperative to explore the possibility of supporting women entrepreneurs and examine the content of the support. Based on the survey by the Department of CSI (DCSI) of MoEA for analysing the situation and problems of women entrepreneurs, the situations, challenges, barriers and support needs of women entrepreneurs should be identified. Furthermore, it might be useful to help the DCSI conduct a more detailed survey to design the concrete support plan including identification of potential sectors and products with which women entrepreneurs have a comparative advantage.

For implementing any support for women entrepreneurs in Bhutan, it is desirable to work closely with the BAOWE, which is expected to play a central role in this area by providing necessary technical assistance such as upgrading and expanding its support programme, strengthening their management capacity, and establishing a network among women entrepreneurs in the country. In addition, the BAOWE, which served as a representative organization of the SAARC Chamber Women Entrepreneurs Council and the South Asian Women Development Forum, is in an advantageous position to obtain relevant information on the trends in women's entrepreneurship in the neighbouring countries and encourage interactions with other organizations. Then, regional cooperation on this issue can be enhanced through conducting training sessions, study tours, and forums.

4.3 Points to Note on the Implementation of Development Assistance in Bhutan from the Gender Perspective

In Bhutan, it is generally recognized that women's status is relatively high and gender disparity and inequality in society are not serious. However, considering a few undertakings by the Royal Government of Bhutan and UN agencies, it is necessary to support gender mainstreaming and integrate a gender perspective in each development project in Bhutan. In implementing such assistance, gender needs should always be identified based on the understanding of the regional differences in women's situations and gender division of labour at the household and community levels together with the socio-economic situation in the target areas.

4.4 Recommendations on the Project Formulation for Gender Mainstreaming and Women's Empowerment

(1) Provision of Training Opportunity for Gender Focal Persons (GFPs)

Capacity building of the GFPs, who have been appointed at not only the central government level but also the district and zone levels, is essential for enhancing gender mainstreaming in Bhutan. A discussion with the NCWC revealed the need to provide a comprehensive training programme for the GFPs through training sessions in Bhutan and Japan in cooperation with the NCWC. Establishing a close network with GFPs at the local government level is also expected to help collect necessary information and data for project formulation, implementation and monitoring in several sectors.

(2) Strengthening of Cooperation with NGOs Supporting Women's Empowerment

In Bhutan, several organizations are actively and effectively involved in the support for women's empowerment. Each organization has unique characteristics and advantages. RENEW has specialized knowledge and knowhow on violence against women. Tarayana Foundation has extensive experience in working with communities especially in remote areas. In addition, BNEW has skills for effective advocacy. Working with these organizations would be beneficial for all the parties.

(3) Supporting the Gender Analysis in the GNH Survey and Making Policy Recommendations

The current GNH survey does not reflect the concept of gender equality" in any of the nine GNH pillars and indicators. However, because the survey collects responses to a variety of questions by sex as well as age and area of residence, with a few modifications, it might be possible to grasp the gender relations in the country. Among the current questions, the ones on time management and household income and property are worth analysing from the gender perspective to understand the gender division of labour in households and the gender differences in property ownership including land, house, and livestock. Because the results of the GNH survey have not been analysed from a specific theme, it is crucial to re-analyse them from the gender perspective and make effective policy recommendations on relevant issues.

5. Interventions for Assisting Women by Other International Organizations, NGOs, and Others

5.1 International Organizations

5.1.1 United Nations (UN) Agencies

In Bhutan, the UN has taken since 2008 the "Delivering as One (DaO)" approach to act as one UN. To pursue more efficiency and consistency, various UN agencies provide assistance in accordance with the United Nations Development Assistance Framework (UNDAF). Currently, under the "Bhutan One Programme 2014–2018", 19 organizations⁴⁷ strive to achieve the following four Outcomes: 1) sustainable development, 2) essential social services, 3) gender equality and child protection, and 4) good governance and participation.

Under the Outcome 3 of gender equality and child protection, the following objectives have been set in regards to gender equality: create a gender-friendly environment for women's participation and leadership; address visible gender gaps in the area of education (tertiary and vocational levels), employment, political representation, and violence against women; and develop a gender-responsive budget strategy to facilitate the conduct of gender-responsive activities. Here is the list of indicators regarding the Outcome 3.

UN Agency	Indicators	Indicative Resources
UNDAF Outcome 3: By 2018, communities and institutions are strengthened at all levels to achieve enhanced gender equality, empowerment and protection of women (and children)		
UN Women UNDP UNFPA UNICEF, WHO	1. Number of gender-responsive laws and policies in place 2. Prevalence of domestic violence against women 3. Percentage of women reporting acceptance of domestic violence 4. Percentage of CEDAW observations incorporated into policies and programmes 5. Percentage of budget allocated for the effective implementation of the Domestic Violence Prevention Act (DVPA)	USD 9 million
Output 3.1: Strengthened legal and policy environment to advance the rights and protection of women (and children)		
UN Women UNDP UNICEF	1.1 Quality CEDAW periodic reports to international treaty bodies by the Royal Government of Bhutan 1.3 Number of government and non-government organizations with the capacity to implement standard operating procedures and guidelines to address gender-based violence against women and implement the rules and regulations of the DVPA	-

⁴⁷ Food and Agriculture Organization of the United Nations (FAO), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), United Nations World Food Programme (WFP), World Health Organization (WHO), International Fund for Agricultural Development), Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Capital Development Fund (UNCDF), United Nations Conference on Trade and Development (UNCTAD), United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Human Settlements Programme (UN-HABITAT), United Nations Industrial Development Organization (UNIDO), United Nations Office for Coordination of Humanitarian Affairs (UN OCHA), United Nations Office on Drugs and Crime (UNODC), United Nations Office for Project Services (UNOPS), UN Women, United Nations Volunteers programme (UNV) (in the order corresponding to the order of the signing of UNDAF 2014–2018)

Output 3.2: Gender mainstreaming in key ministries, autonomous bodies, non-government organizations with resourced gender mainstreaming strategies		
UN Women UNDP, UNFPA UNICEF, WHO	2.1 Number of key ministries, autonomous bodies, non-governmental organizations, and private companies with resourced gender mainstreaming strategies 2.2 Number of reviews/audits of gender mainstreaming conducted	-
Output 3.3: Boys, men, girls, and women increase awareness of and positive attitudes towards preventing and eliminating gender-based violence (GBV)		
UN Women UNDP, UNFPA UNICEF, WHO	3.1 Number of gender- (and child-) sensitive reports on violence against women in the media 3.2 Number of health service centres providing services to address GBV 3.3 Number of service centres (shelter, community support, health proving services at district level) 3.4 Number of institutes for girls, women, boys and men that are active in preventing and addressing GBV 3.5 Number of networking groups (rights holders) supported by trained counsellors to address GBV 3.6 Proportion of reported cases (police, hospitals, courts, CSO/NGO) that are referred for timely service and support (legal aid, protection, health care and counselling) 3.7 Percentage of men and boys (from the existing groups) engaged as “champions” to eliminate GBV	-

It is worth noting that UN Women has been supporting CEDAW with regard to report writing, presentation at the CEDAW Committee, translation of CEDAW recommendations, and monitoring of the implementation of CEDAW recommendations on violence against women, especially domestic violence and human trafficking. In the area of regional programme on "governance enhancing female political leadership and gender", UN Women also provides the National Commission for Women and Children (NCWC), Gross National Happiness Committee (GNHC), Budget Department of the Ministry of Finance, and Department of Local Administration of the Interior Ministry, with technical assistance to strengthen their research capacities on the role of women in local governance and their empowerment, and gender-responsive budgeting.

5.1.2 Asian Development Bank (ADB)

In the Country Partnership Strategy (CPS), the ADB defines the following strategic pillars for Bhutan: 1) inclusive economic growth, 2) environmental sustainability, and 3) regional cooperation and integration. The ADB regards gender equity and mainstreaming as one of the drivers of change in its strategy framework. The ADB also prepared "Gender Equality Diagnoses of Selected Sectors, a comprehensive report with holistic analysis of the situation of women and gender mainstreaming in Bhutan. It also continues to support capacity building of the NCWC including such aspects as gender focal points networking.

Below are outlines of the ADB's typical technical assistance projects for supporting and empowering women.

(1) Technical assistance: "Decentralized Coordination and Partnerships for Gender Equality Results"

Project Period	January 2016–January 2019 (ongoing)
Budget	USD 1.5 million (by Japanese Fund for Poverty Reduction: JFPR)
Outcome	Government capacity is strengthened in addressing gender equality concerns and delivering services in partnership with the private sector and NGOs.
Outputs	<ol style="list-style-type: none"> 1) NCWC capacity for greater achievement of gender equality results at local level is strengthened 2) Public private partnership (PPP) addressing the needs of women and vulnerable groups is established 3) Capacity building is undertaken for selected Self-Help Groups (SHGs) on upgraded production technologies and market accessibility
Note	<ul style="list-style-type: none"> - The Project Management Unit (PMU), located at the NCWC, implements activities with the recruited national and international experts (consultants) and the selected NGOs. - Main assistance to SHGs aims to: a) increase the number of new products or designs in cane and bamboo craft and textile weaving, b) upgrade technology and expand the market base for selected products such as raw and processed fruits and vegetables, honey, cardamom, milk and poultry, c) expand marketing of SHG products at district-level one-stop farmer's shops.

(2) Technical assistance: "Advancing Economic Opportunities for Women and Girls"

Project Period	May 2011–July 2015 (terminated)
Budget	USD 1.95 million (by Japanese Fund for Poverty Reduction: JFPR)
Outcome	The economic status of vulnerable women and girls in selected urban and rural areas is improved by enhancing their capacity to access livelihood (including microenterprises) and employment opportunities.
Outputs	<ol style="list-style-type: none"> 1) Enhance capacity of participating government agencies to implement the economic development area of action of the National Plan of Action for Gender (NPAG) 2008–2013, which is capacity strengthening of NCWC and Ministry of Labour and Human Resources (MoLHR). 2) Strengthen capacity of NGOs in promoting economic opportunities for women and girls. 3) Enhance capacity of women and girls and Self-Help Groups (SHGs) to sustain economic activities and find employment through Village Skills Development Programme (VSDP) and Apprenticeship Training Programme (ATP).
Note	<ul style="list-style-type: none"> - VSDP provided training courses for 386 people, 254 of whom were women, on sewing, barber, embroidery, home electronics repair, and traditional painting. - Through ATP, 829 trainees, 543 of whom were women, were employed in tourism, service industry, retail trader, design, and cottage and small-scale industry.

5.2 Bilateral Assistance

In the framework of the Contribution to the Legal Sector Programme (2014–2018), the Austrian Development Agency (ADA) is working with Swiss Development Cooperation (SDC) on awareness raising and capacity building of legal personnel and civil society. They try to provide equitable access to trial for women and vulnerable people in society such as victims of domestic violence, children in vulnerable situations, and persons with disabilities.

5.3 NGOs

(1) Respect, Educate, Nurture and Empower Women (RENEW)

RENEW is a non-profit organization (NPO) established in 2004 for supporting and empowering disadvantaged women and girls in Bhutan with a focus on the survivors of domestic violence (DV) and gender-based violence (GBV) by Her Majesty the Queen Mother Sangay Choden Wangchuck. With a vision of "Violence-free happy society", it aims to make the lives of the disadvantaged women and girls in Bhutan better by developing their potential as economically and socially productive members of society. It is committed to achieving a better understanding of the circumstances causing DV/GBV and gender inequalities at all levels of society, and provides necessary services and opportunities to transform the lives of survivors of DV and sexual abuse.

To assist disadvantaged women and girls, particularly survivors of violence, RENEW provides family and individual counselling services and community-based networking in eight districts, scholarships to the children affected by DV/GBV, 24-hour emergency shelter services, free legal services, and skill training for better income in such areas as weaving, dress making, and food processing. By identifying the fact that women are not well aware of their own rights and the "culture of silence" on DV and sexual abuse in Bhutanese society, RENEW intends to raise women's awareness on their rights, legal recourses in case of violation of their rights, and appropriate channels of complaint, redress and protection. It also implements an awareness raising project for district officials and the police to provide official and appropriate responses to GBV cases.

(2) Tarayana Foundation

The Tarayana Foundation was established in 2003 by Her Majesty the Queen Mother Ashi Dorji Wangmo Wangchuck as a civil society organization (CSO) to provide opportunities for life improvement to the vulnerable communities in Bhutan. With the vision of "a happy and prosperous Bhutan", it aims to promote self-empowerment and the importance of serving each other by supporting the vulnerable communities to learn and acquire new skills. According to the people in charge of the foundation, it emphasizes a comprehensive approach for community development, and does not focus explicitly on the assistance for women, although the beneficiaries of livelihood improvement and income generating activities targeting vulnerable people and groups are mainly women.

The foundation deploys field officers nationwide who work directly with the targeted communities by implementing the following programmes in remote rural areas far from main roads: 1) social development programmes such as vulnerability reduction through housing improvement, provision of scholarships and learning opportunities, micro hydro rural electrification and introduction of improved stoves; and 2) economic development programmes such as income generating activities, skills training, and market facilitation.

In regards to the economic development programmes, by December 2015, a total of 137 self-help groups (SHGs) were formed, and 1,843 members were actively engaged in income generating activities such as cultivation of vegetables and herbs, raising poultry, processing of agricultural products, weaving textiles, woodcrafts, weaving cane and bamboo products, and producing natural dyes and pottery. After the foundation provided the seed money of 5,000–10,000 Ngultrum with the SHGs, all the SHGs started saving the amount of money that they had agreed upon so that they could keep working. As for the skill training, the foundation provides various courses in farming and farm processing, craft making, packaging and labelling, and basic financial literacy. The SHGs have also sustained a microcredit scheme since 2013.

(3) Bhutan Association of Women Entrepreneurs (BAOWE)

As mentioned in section 3.3.3 of this report, the Bhutan Association of Women Entrepreneurs (BAOWE) was established in 2010 as a NPO established by Ms. Damchae Dem, a woman entrepreneur, to help women entrepreneurs and rural women improve their livelihood for poverty reduction and enhancing women's independence and empowerment. The BAOWE defines its mission as "to develop a social-consciousness-driven private sector, promote women entrepreneurs at the grassroots and small scaled enterprises levels thereby contributing to poverty reduction, self-reliance and women's empowerment". Ms. Damchae Dem also serves as the Vice Chairperson of the SAARC Chamber Women Entrepreneurs Council and the official counterpart for the South Asian Women Development Forum as a Bhutanese representative.

With consignment contracts and financial support from various international organizations and civil society organizations, the BAOWE implements activities such as development of women-run and women-owned grassroots-level cluster cooperatives, women-owned open markets in the urban areas of Thimphu and Phuentsholing, making value-added and processed products for income generation, capacity building in marketing, microcredit programme, and identification and promotion of women's niche enterprises and goods targeting women.

(4) Bhutan Network for Empowering Women (BNEW)

As mentioned in section 3.2.5 of this report, the Bhutan Network for Empowering Women (BNEW) is a CSO (waiting for official registration) established as a result of the national consultation of elected women representatives in March 2012 for enhancing women's participation in politics in Bhutan. It was conceived originally as a network for the elected women. However, its target was switched to women's empowerment in a more inclusive way to include other categories of women such as those interested, aspiring, and unsuccessful in

politics. To have more women inspired to participate and be elected in politics at local government and national levels, the BNEW provides a capacity building programme for the elected women and candidates, a networking service as a platform for sharing information and experiences, advocacy and awareness raising activities for enhancing women's leadership and empowerment, and analysis of the election outcome to grasp the status of women's participation and challenges.

6. Relevant Information

6.1 List of the Concerned Institutions and Personnel

The Concerned Institutions/Personnel	Remarks
National Commission for Women and Children (NCWC)	National machinery for gender mainstreaming in Bhutan (policy recommendations and planning)
Lyonpo Dorji Choden, Honourable Minister for Works and Human Settlement	The first female Minister in Bhutan (serves as chairperson of NCWC)
Department of Local Governance, Ministry of Home and Cultural Affairs (MoHCA)	Responsible in enhancing women's participation and supporting women's leadership in local governance, a gender focal person (GFP) is appointed
Department of Cottage and Small Industry, Ministry of Economic Affairs (MoEA)	Responsible in supporting women's entrepreneurship and going to identify the contents of the support based on the fact-finding survey which has currently been done
Department of Disaster Management, Ministry of Home and Cultural Affairs (MoHCA)	Engaged in gender mainstreaming in disaster risk management (DRR), GFP is not appointed
Dasho Phintsho Choeden Governor of Dagana District	One of the two female governors out of 20 districts (the former Director General of NCWC)
Ms. Namgay Pelden Block leader (Gup) of Namchella, Dagana District	One of the two female block leaders (Gups) out of 205 in total, elected in 2011 as a first female block leader and re-elected in 2016, the former non-formal education (NFE) instructor
Ms. Pema Wangmo Tamang Block leader (Gup) of Geserling, Dagana District	One of the two female block leaders (Gups) out of 205 in total, elected in 2016, the former non-formal education (NFE) instructor

6.2 List of Relevant Documents

Documents	Author	Year	Source
Policy and guideline for gender mainstreaming			
Gender Responsive Planning and Budgeting in Bhutan	UN Women	2016	UN Women website
Gender Mainstreaming Guideline	NCWC	2014	NCWC website
National Plan of Action for Gender 2008-2013	GNHC, NCWC	-	NCWC website
Domestic Violence Prevention Act			
Domestic Violence Prevention Act 2013	Royal Government of Bhutan	2013	NCWC website
Domestic Violence Prevention Rules and Regulation	Royal Government of Bhutan	2015	NCWC website
National Commission for Women and Children (NCWC)			
NCWC Broacher	NCWC	-	Provided by NCWC
NCWC Annual Report (2013-2014)	NCWC	2014	Provided by NCWC
CEDAW			
8 th and 9 th Combined CEDAW Periodic Report	Royal Government of Bhutan	2015	NCWC website
Concluding Observations on the 8 th and 9 th CEDAW Report	CEDAW	2016	OHCHR website
7 th CEDAW Periodic Report	Royal Government of Bhutan	2007	NCWC website
Concluding Observations on the 7 th CEDAW Report	CEDAW	2009	NCWC website
Initial to 6 th Combined CEDAW Periodic Report	Royal Government of Bhutan	2003	NCWC website
Concluding Observations on the Initial to 6 th CEDAW Report	CEDAW	2004	NCWC website
CEDAW: An Updated Summary of the Report	Royal Government of Bhutan	2003	Shared by JICA Bhutan Office
Reports on Gender Mainstreaming and Women's Situations in Bhutan			
Bhutan Gender Equality Diagnostic of Selected Sectors	ADB	2014	NCWC website
Gender at a Glance	NCWC	2014	NCWC website
Bhutan Gender Policy Note	World Bank	2013	NCWC website
Improving Women's Participation in Local Governance	Royal University of Bhutan	2014	Royal University of Bhutan website
Study on Women's Political Participation in 2011 Local Government Election	-	-	NCWC website
Study on Gender Stereotypes and Women's Political Participation	NCWC	2008	NCWC website
Study on Situation of Violence against Women in Bhutan	-	-	NCWC website
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Social Institutions & Gender Index (SIGI): Bhutan	OECD Development Center	-	OECD SIGI website

7. Definitions

【Terms】

Sex and Gender	“Sex” refers to the biological characteristics that categorise someone as either female or male; whereas “gender” refers to the socially determined ideas and practices of what it is to be female or male (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
Gender Mainstreaming	An organizational strategy to bring a gender perspective to all aspects of an institution’s policy and activities, through building gender capacity and accountability (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
Gender Needs	Shared and prioritised needs identified by women that arise from their common experiences as a gender (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
Women’s Empowerment	A “bottom-up” process of transforming gender power relations, through individuals or groups developing awareness of women’s subordination and building their capacity to challenge it (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
Gender Planning	The technical and political processes and procedures necessary to implement gender-sensitive policy (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
National Machinery	Agencies with a mandate for the advancement of women established within and by governments for integrating gender concerns in development policy and planning (BRIDGE, 2000, <i>Gender and Development: Concepts and Definitions</i>)
Quota System	To establish seats that only women are eligible to compete or allocate certain proportion of candidates to women in order to enhance women’s participation in politics which has been introduced in India, Nepal, Bangladesh, Pakistan, Sri Lanka, etc.

【Indicators】

Poverty Gap	Mean shortfall in income or consumption from the poverty line (counting the nonpoor as having zero shortfall) as a percentage of the poverty line, which reflects the depth of poverty as well as its incidence (World Bank, http://data.worldbank.org/indicator/SI.POV.NAGP)
Gini Coefficient	Measure of the deviation of the distribution of income among individuals or households within a country from a perfectly equal distribution. A value of 0 represents absolute equality, a value of 100 absolute inequality. (UNDP, -, <i>Human Development Report 2015</i>)
Total Fertility Rate (TFR)	The level of fertility calculated by summing age-specific birth rates over all reproductive ages, and interpreted as the expected number of children a woman who survives to the end of the reproductive age

	span will have during their lifetime if she experiences the given age-specific rates. (UN Data, http://data.un.org/Glossary.aspx?q=Total+fertility+rate)
Gross Enrolment Ratio (GER)	Total enrolment in a specific level of education, regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school year (UNESCO, Education Indicators: Technical Guidelines)
Net Enrolment Ratio (NER)	Enrolment of the official age group for a given level of education expressed as a percentage of corresponding population (ibid.)
Gross National Happiness (GNH)	In Bhutan, it is accepted that “Gross National Happiness (GNH) is more important than Gross Domestic Product (GDP)”. In order to foster measurement of a holistic range of GNH values, GNH survey is conducted in all twenty districts based on the framework which contains nine constituent domains (psychological wellbeing, health, time use and balance, education, cultural diversity and resilience, good governance, community vitality, ecological diversity and resilience, and living standard) and thirty-three GNH indicators. (Center for Bhutan Studies & GHN Research, 2015, “ <i>Provisional Findings of 2015 GNH Survey</i> ”)
Human Development Index (HDI)	Summary measure for assessing long-term progress in three basic dimensions of human development: 1) a long and healthy life, 2) access to knowledge, and 3) a decent standard of living. 1) A long and healthy life is measured by life expectancy. 2) Knowledge level is measured by mean years of education among the adult population, which is the average number of years of education received in a life-time by people aged 25 years and older; and access to learning and knowledge by expected years of schooling for children of school-entry age, which is the total number of years of schooling a child of school-entry age can expect to receive if prevailing patterns of age-specific enrolment rates stay the same throughout the child’s life. 3) Standard of living is measured by gross national income (GNI) per capita expressed in constant 2011 international dollars converted using purchasing power parity (PPP) rates. (UNDP, 2015, <i>Briefing Note for Countries on the 2015 Human Development Report: Bhutan</i>)
Multidimensional Poverty Index (MPI)	Measure to identify multiple deprivations in the same households in education, health and living standards. A deprivation score of 33.3 percent is used to distinguish between the poor and nonpoor. If the household deprivation score is 33.3 percent or greater, the household is classified as multidimensionally poor. (ibid.)
Gender Development Index (GDI)	Measure to identify gender inequalities in achievement in three basic dimensions of HDI based on the sex-disaggregated HDI as the ratio of the female to the male HDI. (ibid.)

Gender Inequality Index (GII)	Measure which reflects gender-based inequalities in three dimensions; reproductive health, empowerment and economic activity. It ranges between 0, where women and men fare equally, and 1, where one gender fares as poorly as possible in all measures dimensions. (ibid.)
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