

Good Practice Example:

UNCT-SWAP PERFORMANCE INDICATOR 2.3

Virtual Toolkit Resource



What?

Mid Term Review of the United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic (Novovic Tomislav, Gulnara Ibraeva and Rashid Gabdulhakov 2015)



Why?

The Kyrgyz Republic MTR represents good practice in applying gender analysis throughout the report including analysis of gender equality in findings and recommendations across all UNDAF pillars in line with Performance Indicator 2.3 requirements (criteria a and b). The review includes analysis of UNDAF indicators and proposes additional indicators to address gap areas including gender responsive indicators.



Performance Indicator 2.3 Cooperation Framework M&E

Approaches Minimum Requirements

Meets **one** of the following:

- a. UNSDCF Results Framework data for gender sensitive indicators gathered as planned.
- b. UNSDCF monitoring/ reviews/ evaluations assess progress against gender-specific results.
- c. The MEL Group has received technical training on gender sensitive M&E at least once during the current UNSDCF cycle.



Performance Indicator 2.3 Cooperation Framework M&E

Meets Minimum Requirements

Meets **two** of the following:

- a. UNSDCF Results Framework data for gender sensitive indicators gathered as planned.
- b. UNSDCF monitoring/ reviews/ evaluations assess progress against gender-specific results.
- c. The MEL Group has received technical training on gender sensitive M&E at least once during the current UNSDCF cycle.

Exceeds Minimum Requirements

Meets **all** of the following:

- a. UNSDCF Results Framework data for gender sensitive indicators gathered as planned.
- b. UNSDCF monitoring/ reviews/ evaluations assess progress against gender-specific results.
- c. The MEL Group has received technical training on gender sensitive M&E at least once during the current UNSDCF cycle.

MID TERM REVIEW OF THE UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF) FOR KYRGYZ REPUBLIC 2012-2017

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List of acronyms

ABND	Social Protection Assessment Based National Dialogue
AIDS	Acquired Immune Deficiency Syndrome
BOS	Business Operations Strategy 2015-2017
CBO	Community Based Organizations
CDS	Country Development Strategy
CEDAW	Convention to Eliminate All Forms of Discrimination against Women
CES	Concept of Environmental Security for 2007–2020
CIS	Commonwealth of Independent States
CIS	Commonwealth of Independent States
CPD	Country Programme Documents
CPI	Corruption Perception Index
CSO	Civil Society Organization
DAC	Development Assistance Committee
DAO	Delivering As One
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EAPI	Energy Architecture Performance Index
EEU	Eurasian Economic Union
EMB	Electoral Management Body
FAO	Food and Agriculture Organization
FMC	Family Medical Center
GAMSUMO	The State Agency for Local Self-Governance and Inter-ethnic Relations
GBV	Gender Based Violence
GDP	Gross Domestic Product
GII	Gender Inequality Index
HIV	Human Immunodeficiency Virus
HR	Human Rights
ICT	Information and Communication Technologies
ILO	International Labour Organization
IMD	International Institute for Management Development
IPR	Investment Policy Review
JSC	Joint Steering Committee (of the Peacebuilding Fund)
KAP	Knowledge, Attitude and Practice survey
KR-	Kyrgyz Republic
LSGs	Local Self Governments
M&E	Monitoring and Evaluation
MAF	MDG Acceleration Framework
MCH	Maternal and Child Health
MDG	Millennium Development Goals
MMR	Maternal Mortality Rate
MSM	Men who have sex with men
MTR	Mid-Term Review
NAP	National Action Plan
NCD	Non-Communicable Diseases
NGO	Non-governmental Organization
NHRI	National Human Rights Institution
NSC	National Statistics Committee
NSDS	National Sustainable Development Strategy, 2013–2017
OCHA	Office for the Coordination of Humanitarian Affairs

OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OMT	Operations Management Team
OVI	Objectively Verifiable Indicators
PBF	Peacebuilding Fund
PHC	Primary health Care
PISA	International assessment on learning achievement
PPP	Peacebuilding Priority Plan
PRF	Peacebuilding and Recovery Facility (of the Peacebuilding Fund)
RC Office	The Office of the Resident Coordinator
RRF	Results and Resources Framework
SDG	Sustainable Development Goals
SIGI	Social Institutions and Gender Index
SME	Small and Medium-sized Enterprises
SOP	Standard Operating Procedures
SPF	Social Protection Floor
SPR	Strategic Prioritization Retreat
SQAM	Quality assurance, accreditation and metrology
SRT	Special Rapporteur on Torture
SWAp	Sector Wide Approach
TB	Tuberculosis
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCAC	United Nations Convention on Anti-Corruption
UNCT	United National Country Team (UNCT)
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission of Europe
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOSAT	United Nations Operational Satellite Applications Programme
UNSCR	United Nations Security Council Regulation
UNV	United Nations Volunteers
UPR	Universal periodic Review
VAWG	Violence Against Women and Girls
WASH	Water, Sanitation and Hygiene facilities
WB	World Bank
WEF	World Economic Forum
WFP	World Food Programme
WGI	Worldwide Governance Indicators
WHO	World Health Organization

1. Context analysis

1.1. Country background

The Kyrgyz Republic (herein after the KR) is a landlocked and largely mountainous country, with 0.628 Human Development Index and ranked 125- as a medium human development country. After obtaining independence in December 1991, the country went through a difficult transition that caused disruptions in the economy and increase of poverty. Public dissatisfaction with the conduct of elections in February 2005, along with dissatisfaction in the absence of social and economic improvements, prevailing corruption and increasing perceptions of nepotism, resulted in a popular revolt called the Tulip Revolution. The revolt ousted the country's president, Askar Akaev, in March 2005. Still, the root causes of the Tulip Revolution persisted under the succeeding president, Kurmanbek Bakiev. The April political unrest was followed by ethnic violence in June in which, hundreds of people died and a great deal of property was damaged. Although stability has returned, the reconciliation process has been slow and especially painful in Osh City, the country's second largest city.

In June 2010, the country adopted a new constitution with clear separation of powers between legislative, judiciary and the executive branches: while the President has the right to appoint military and security heads, as well as high-ranking military officers, the Prime Minister and the government are tasked with directing and executing economic policies. The Constitution is based on best international practices; it guarantees fundamental human rights and a system of governance that is based on the rule of law.

The parliamentary elections of 2010 held on the proportional representation basis were praised by international organizations as open, fair and transparent. They laid foundation for the current Parliamentary of fifth convocation, with its mandate expiring in autumn 2015, and the country will hold parliamentary elections. In 2011 presidential elections, a former prime minister, Almazbek Atambaev, won an outright majority with 63% of votes. This was the first peaceful transfer of presidential power in the Kyrgyz Republic's independent history.

The population of the Kyrgyz Republic of about 5.9 million¹ is predominately young: over half of population is under the age of 25. This is a great potential and opportunity for the country's development on the one hand, while on the other hand, the young population is continuously pressing the labour market for new jobs, resulting in very large labour inflows, mainly toward the unemployment pool.

The first decade of independence was challenging for the country; however, starting from 2001, Kyrgyzstan's economy started raising and recording growth. The fragile economy was affected by the 2008-09 global economic crises and started declining. The events of 2010 additionally affected the economy, and GDP contracted by 0.5% in 2010. The economy in the country's South was especially hard hit by closure of the borders with Uzbekistan. Growth recovered in 2011 with 6.0%, 15.1% in 2012 and continued in 2013 with 10.9% respectively. Economic development during this period was led by strong expansion in the service sector, growth in construction activity and increased production and export of gold. Remittances inflow represents a significant contribution to economic improvements in the country.

Growth moderated to 3.5 percent year-on-year in January-August of 2014 from 10.5 percent in 2013 as a whole, as higher investment and gold exports were off-set by moderate consumption growth, loss of revenues following the closure of the Manas Transit Centre and more difficult trade facilitation. Consumption growth slowed as higher inflation, modest wage growth and declining remittances affected disposable income and consumer sentiment. With consumption

¹ National Statistic Office- estimation for 2015

slowing, investments have been driving growth. Residential housing construction increased by 14.5 percent in the first eight months of 2014, continuing the trend of rapid expansion which began around 2012.

The small and medium-sized enterprises (SME) contribute with modest 19% to employment and 37% to GDP. The environment for private sector development could be improved; for example, although ranked 68 on Doing Business in 2014, the country scored poor on resolving insolvency, paying taxes, and getting electricity. On another measure of the environment for private business—the Global Competitiveness Index—the country’s position was 121 in 2013–14. The Kyrgyz performance on these measures occurs despite legislative and institutional reforms, whose impact has been attenuated by a gap between laws and their implementation. Contributing to this problem is weak capacity (low competence, lack of knowledge) of national institutions and the fact that many of the government agencies concerned are new and understaffed.

Kyrgyzstan was the first Commonwealth of Independent States (CIS) country accepted into the World Trade Organization. On 23 December 2014, President Almazbek Atambaev signed an agreement to join to the Eurasian Economic Union, with a full membership as of May 2015. This concludes three years of negotiations to enter the economic bloc. Kyrgyzstan will now share a unified tariff system with other members -Armenia, Belarus, Kazakhstan and Russia. The Kyrgyz Republic’s share of the customs revenue is 1.9 percent. While the short-term effects of the accession on growth and inflation are mixed, medium-term prospects are more positive. The creation of a US\$1 billion Russia-Kyrgyz development fund and a US\$200 million Russian grant to help implement the road map to join the customs union could mitigate the short-term effects.

The official poverty rate in the Kyrgyz Republic declined significantly by 6,4 percentage points in 2014 compared to the 2013 poverty level. The level of rural poverty reduced by 8,7 percentage points and urban poverty reduced by 1,6 percentage points. In 2014 1,801 million persons lived below poverty line with more than 68% poor living in the rural areas. Access to basic public services such as electricity, heating, clean water, and sanitation—remains very limited in rural areas where most of the poor live, and rural women and children are facing even greater challenges and disadvantages. They continue to be disadvantaged by limited access to quality education and health care and they receive little help from a still inadequate social protection system whose benefits until very recently were limited and poorly targeted. The country's high dependency on the import of basic foodstuffs, particularly wheat, and the high and volatile domestic wheat flour price, continue to impact the most vulnerable households, who spend over half of their budgets on food².

Progress towards achieving the country’s Millennium Development Goals (MDGs) is evident but uneven. Kyrgyzstan was successful in achieving several key MDGs, especially on reduction of severe poverty and hunger (MDG 1), ensuring environmental sustainability (MDG 7) and development of global partnership (MDG 8), and continues making serious efforts to achieve MDGs on child mortality with a positive trend. However, in the area of maternal mortality, the rate today is 3.5 times higher than the target (actual: 51.4³, target: 15.7 per 100,000 live births). In order to address these challenges, the country together with development partners led by the UN and the WB, has established the MDG Acceleration Framework (MAF) in identifying high impact feasible solutions to accelerate progress on off track MDG 5. In the education sector, the number of preschool institutions is declining while the majority of country’s schools require repairs, and the overall approach towards competence-based education needs to be introduced,

² According to the Agro-Industrial Development Strategy for the Kyrgyz Republic 2013-2020, the country produced 58% of its wheat requirement.

³ Ministry of Health data for 2014

with continues development of capacities of educational (teachers) and non-educational (administrative) staff. Finally, an overwhelming majority of rural schools and health facilities do not have access to improved sanitation or water sources.

The Kyrgyz Republic is making progress in ensuring equal status to women and men under the laws⁴ and addressing gender gaps; the country is ranked 64th in the Gender Inequality Index. The KR became the first country in Central Asia to adopt its own National Plan in the implementation of UN Security Council Resolution 1325 on Women, Peace and Security and is piloting the UN's 7-Point Action Plan on women's equal participation in decision-making bodies and their role in peacebuilding, conflict prevention and resolution, as well as the protection of women and girls from violence. Both correspond to the National Gender Equality Strategy (2012-2020) and the subsequent Action plan. The KR is one of the first countries joining the UN Women's "Step It Up" global campaign that calls on governments to commit to addressing the challenges that are holding back women and girls from reaching their full potential.

However, there are many unresolved issues related to gaps between legislation and its implementation. For example, women are still underrepresented in managerial positions in the Government and public administration.⁵ Women face disadvantages in access to economic opportunities, as the economic activity among women is almost 1.5 times lower than that among men. Employment varies significantly across age groups with significant gender disbalance; the gender pay gap has narrowed in the recent years, from 67.3% in 2007 to 74.3% in 2012, it still remains significant. Other problems that need to be addressed are violence against women and girls, early marriages, adolescent pregnancy, status of rural women.

The development process in the Kyrgyz Republic is vulnerable to various types of geopolitical, economic and security-related conflicts in the region, as well as to natural disasters and external economic shocks. In the regional context, the country's geopolitical situation is potentially damaging to its sustainable development taking into account its land-locked position, internal tensions, disputed borders with Tajikistan and Uzbekistan and "recurring community-level conflicts" with these neighbours over the use of land and water resources. The economy of the Kyrgyz Republic is exposed to external and economic shocks due to significant inflows of remittances from labour force migrated abroad, mainly the Russian Federation, as well as high dependency on imports for a number of food commodities especially its main staple, wheat. Due to its mountainous terrain and location in a seismically active zone, The Kyrgyz Republic is also prone to natural disasters, in particular earthquakes, floods and mudslides. While most natural disasters have a local and limited impact, their cumulative effect on livelihoods is considerable. Climate change is likely to exacerbate these risks through increased glacial melt and variable rain/snow fall.

1.2. Migrations in the Kyrgyz Republic

Migration is a civilization phenomenon with multi-aspect implications and multidimensional characteristics. These implications are recognized in the Kyrgyz Republic, with increased regional development differences within the country and loss of human potential that is impeding development planning and launching of new initiatives; at the same time, this has effects on socio-economic situation in the country.

Over the past 10 years, about a third of the total population of the republic changed their place of residence. The main flow of migration is from rural to urban areas. The share of people under 18 years makes 25-30% of internal migrants. There is significant discrepancy between officially

⁴ In 2011, the Electoral Law was amended and now specifies a 30 percent quota for either sex on electoral lists

⁵ There were 25 women (21 percent) out of 120 seats in the Parliament in 2012 and only 15 percent of women in ministerial positions in the Government.

registered versus total number of migrant: in 2011, there were about 50 thousand of internal migrants registered, although their supposed number is estimated at 300 thousand people.

Export of workforce is another dimension of migrations: more than 26% of all households have at least one labor migrant and a volume of recorded money remittance is equal to one third of the Kyrgyz Republic's GDP. The structure of labor migration stream is at Russia - 74%, Kazakhstan - 16%, the EU - 6%, Asia 3%, North America - 1%. Due to economic insecurity and lack of employment opportunities, women are becoming more present among the economic migrants: in the last five years statistic shows that women are participating more in the migrant labor force than men.

Membership to the Eurasian Economic Union provided for freedom of movement of goods, services, capital and labor. The direct implication is that the labor migrants/ citizens of the KR upon arrival to the Russian Federation can be employed without requirement to register as migrants within 30 days from the date of arrival and to purchase special work permits, pass examination on Russian language knowledge, history and law. The period of temporary stay is calculated on the basis of the employment contract. In addition, educational certificates are automatically recognized (with the exception of pedagogy, medicine, pharmacy and law, that should be con-validate). Income taxes for citizens of the Kyrgyz Republic in Russia will be made equal to the taxes of its residents that will make 13 percent instead of 30%. The unified market of services, which already became effective in accordance with the EEU Agreement, opened new opportunities for entrepreneurial activities of migrants. These include exemption of a service provider from double registration; provision of services on the basis of a permission issued at the territory of a partner-state in which the provider is registered, etc. Currently, there are 43 areas for merging service markets and Kyrgyz entrepreneurs already find in the number of sectors (e.g. construction, trade, tourism, etc.) their own places, or in the process or settling. It is expected that this will have impact and increase number of labor migrants, at least in the initial period.

In the development context, migration is recognized as one of its important component: economic and social benefits and implications from migrations including root causes, should be considered during strategic and policy planning and implementation. In this context, the need to use financial, economic and social capitals of migration, have been reflected in the Strategic priorities of migration policy for including them in the NSSD 2012-2017, under the section "Optimization of advantages in migration processes". The following priorities were identified: (i) generation of basic environment for developing and maintenance of economic activity, ensuring employment and self-employment of the population; (ii) generating environment for transition from «mass» migration towards «quality»; effective management over labor resources and internal and external labor markets; (iii) utilizing migration as a resource for country's development; (iv) humanitarian migration; (v) development of the new system for governing human capital.

Other negative consequences of migration that need urgent attention are widely spread sexual violence against women-migrants, human trafficking, lack of social protection and access to basic services and as a result high level of maternal mortality among women-migrants, children left without parental care.

Existence of powerful standard mandate of the UN, global base of knowledge and practices, impact on stability and social unity, long-term presence and participation of UN in all territory of the country, and width and depth of experience and potential in all sectors, and especially on democratic governance, human rights, could serve well for the country, in turn, it could become a basis for inclusion of migration issues in UNDAF.

1.2. United Nations Development Framework (UNDAF) for the Kyrgyz Republic

The Government of the Kyrgyz Republic in collaboration with the United National Country team (UNCT) formulated the United Nations Development Assistance Framework (UNDAF) 2012-2016

(extended until 2017) as the mechanism to support the achievement of the national priorities. It is a consultative process that continues throughout the lifespan of the framework. The UNDAF is guided by the goals and targets of the Millennium Declaration, which the Government has endorsed, and other national programmes and strategies, and by other relevant documents.

Under the guiding principle ‘peace and stability toward sustainable development’, this UNDAF is established around three distinct although interlinked areas of cooperation, further organized by outcomes.

The three pillars of focus with the outcomes are:

1) *Peace and Cohesion, Effective Democratic Governance, and Human Rights*

Outcome 1: A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peace building.

Outcome 2: By the end of 2016, the Government of Kyrgyzstan fulfils key recommendations of the Universal Periodic Review, Treaty Bodies and Special Procedures, and other obligations under the international law and treaties for the better protection of human rights.

Outcome 3: By 2016, national and local authorities apply rule of law and civic engagement principles in provision of services with active participation of civil society

2) *Social Inclusion and Equity;*

Outcome 4: By 2016, vulnerable groups benefit from improved social protection, namely: i) food security; ii) MCH/RH services; iii) nutrition; iv) education, v) STI/ HIV/ TB; vi) social protection services and benefits.

3) *Inclusive and Sustainable Job-Rich Growth for Poverty Reduction.*

Outcome 5: By the end of 2016, population, especially vulnerable groups, benefit from inclusive growth leading to decent and productive employment and improved access to productive natural resources, markets, services and food security.

Outcome 6: By end of 2016 sustainable management of energy, environment and natural resources practices operationalized.

Outcome 7: By 2016, Disaster Risk Management (DRM) framework in compliance with international standards especially the Hyogo Framework of Action

Having reached the midpoint of the current UNDAF, the UNCT and the Government of the Kyrgyz Republic have agreed to conduct a Mid-Term Review to assess the progress made on the results of the UNDAF during 2012-2014; to assess whether UNDAF is effective as a tool to support achievement of national priorities and to enhance coordination and harmonization among all UN agencies; to ensure improvements in performance and results in the remaining period of the UNDAF cycle by identifying implementation challenges and ways to overcome them; and to provide lessons learned.

1.3. The purpose and the scope of the Mid-Term Review

The Terms of Reference highlighted that the main objective of the Mid-Term Review (MTR) is to assess the current UNDAF in terms of comprehensive the achieved results from the first half and to produce recommendations to improve the implementation of the during its second half of implementation and build base for UNDAF independent evaluation. The outcomes will also contribute to the new UNDAF design strategizing.

The scope the review is stipulated within the Terms of Reference; in particular the MTR should analyse and assess UNDAF’s relevance to the national development agenda, effectiveness,

efficiency, impact and sustainability of progress within each of three UNDAF pillars. The MTR has been, in addition to OECD DAC criteria, adhered to the UNDG guidelines, recognizing absence of precise model to conduct mid-term reviews of UNDAF

As the Terms of References highlighted it, the review considered the extension of the current UNDAF end year from 2016 till 2017 to align with the National Sustainable Development Strategy (2013-2017), National Sustainable Development Transition Programme 2013-2017 and included suggestions for revision of the UNDAF Results Matrix.

1.4. Methodology for the MTR

This part provides a description of data collection methods and data sources that will be employed, including the rationale for their selection (how they will inform the mid-term review of UNDAF) and their limitations. In addition, this part will reflect on data collection tools, instruments and highlight on reliability and validity for the review.

The methodological approach will be to review relevance of UNDAF from the perspectives of socio-economic progress and national development priorities and strategic objectives with respect to gender equality and equity commitments of the state and UN agencies in the KR.

The review analysed progress towards achievement of outcomes including mobilised resources. *However, measuring UNDAF effectiveness and efficiency was rather challenging tasks, as UN Agencies did not report on UNDAF outcomes using outcome indicators and targets as set in the Results and Resources Framework. Practically, the MTR faced insufficient information on progress towards the achievement of outcomes.* Therefore, considering this, complexity of UNDAF outcomes and limited time for the review, the MTR assessed “UNDAF progress towards achievement of outcomes”- effectiveness and efficiency - using UN Agencies annual and programme/ project reports. Interviews were used to validate findings and substantiate conclusions and recommendations. The review examined if the outcomes were influenced by the external environment and interaction of the UNCT with the key partners.

In general the review will follow the steps described below:

1) Desk Phase

Mapping was done in order to ensure that nothing is missed and that available time is focused on appropriate areas: i) key stakeholders; ii) key documents and iii) UNDAF.

Specific activities included:

- Collection and analysis of relevant documentation;
- Review the UNDAF 2012-2017, with particular focus on the Results and Resources Framework, its priority areas, outcomes and outputs, indicators, baselines and targets;
- Review documented results from the UNCT/ UN Agencies operating in the KR and analysis of the annual progress reports (2012, 2013 and 2014) related to the priority areas of UNDAF 2012-2017;
- Review the local and national policies and the overall environment in which UNDAF is being implemented, with particular focus on the following documents: Post 2015 Development Agenda, MDG Acceleration Framework on MDG 5, Third Millennium Development Goals progress report, Peace-building Priority Plan under the Peace-building Fund Facility, Durable Solutions for Internally Displaced People, joint efforts under NAP on UNSCR 1325 implementation, Rights Upfront initiative, Poverty and Environment Initiative, Beijing +20, NAP on GE implementation 2012-2014, 7 Point Agenda Action Plan on gender-responsive peacebuilding, Health Strategy 2020, mainstreaming migration into national development strategies, current trends and challenges in urbanization

- Analysis of the socio-economic situation in the Kyrgyz Republic and key macro-economic indicators for the country;
- Identify key horizontal issues, themes, best practises, success stories, etc. for follow- up, further investigation, verification, and triangulation.
- Completion/ finalization of the approach and methodology for mid-term review;
- Identification of the needs for interviews.

2) Field Phase

The field phase included personal interviews with the representatives of UN Agencies (Heads of Agencies, Programme Officers, Monitoring and Evaluation Officers) and key partners (Representatives of the Government of Kyrgyzstan; representatives of the President's Office, etc.- Annex 1). The MTR team carried out semi-structured interviews, based on questionnaires. This enabled the review to collect in-depth information about UN agencies' individual and joint contributions to achievement of UNDAF outcomes and identify links between different programmes and issues impacting on achievement of UNDAF outcomes.

In cooperation with the UNCT, the final sample of key stakeholders for interviews was agreed jointly. Considering limited time for in-country mission, determining criteria for the final list for interviews were involvement and importance of the stakeholders in the UNDAF development and implementation. The sample included 56 representatives of UN Agencies, partner organizations and other stakeholders. A detailed list of interviewed people is provided in the Annex 1 to this document.

3) Synthesis Phase

This phase was mainly devoted to the preparation of the mid-term review report based on the work done during the desk and field phases and taking into consideration the collected information and the results of the briefing meetings.

The MTR report is objective, balanced and substantiated; it presents findings, conclusions and recommendations following a logical cause-effect linkage. When formulating and presenting findings and conclusions, the report described the facts assessed, the judgement criteria applied and how this led to findings and conclusions. The report includes a consolidated analysis of UN coordination challenges and lessons learned drawn from the UNDAF M&E WG and UNCT; this will be useful for the completion of this UNDAF cycle, and in preparation for the next.

Recommendations addressed the weaknesses identified and reported; they are operational and realistic in the sense of providing clear, feasible and relevant input for decision-making.

1.5. Mid-term review criteria

The mid-term review will look at the following criteria:

- I. Relevance***
- II. Effectiveness***
- III. Efficiency***
- IV. Impact***
- V. Sustainability***

MTR was primarily focused on criteria I, II and III. Formally, evaluation of impact and sustainability is not feasible until at least 2-3 years after the end of the development intervention. However, the MTR allows anticipating impact and sustainability and this approach was followed.

2. MTR findings

2.1. Relevance of UNDAF

There are two dimensions of *Relevance* that are applicable for this review. The first dimension relates to the UNDAF design phase, comprising of preparation, planning and programming. The focus is to assess the priority areas and the validity of the outcomes including the degree to which they addressed national priorities, identified demands and needs for the country. This includes analysis of the UNDAF Results and Resources Framework if it is coherent and realistic.

The second dimension is related to a “real time” assessment of relevance: this relates to assessment of the UNDAF’s relevance at any point during its implementation cycle. The objective is to assess whether the priority areas and associated outcomes remained true in the context of possible changes on the demand side and if not, to assess the response made to adjust intervention and activities under the UNDAF (this includes review of the Results and Resources Framework, including indicators, targets and baselines). The key point of analysis is whether the UNDAF’s target benchmarks remained valid and achievable or whether there was a case for revision to take account of change in demand or the speed of delivery of services.

The mid-term review confirms the broad conclusions from the UNDAF document that external intervention in the priority areas and under the specific outcomes was relevant. This intervention was required by the partners at the national (the Government of Kyrgyzstan and its ministries; the independent and regulatory bodies- the Ombudsman Office; the Parliament, other national level institutions) and sub-national levels (regional and local authorities, communities; civil society organizations, etc.).

In terms of ***national priorities***, the UNDAF highlighted formal links with the national development and reform priorities for Kyrgyzstan, as spelled out in the key policy documents.

The primer reference document during the formulation of UNDAF was ***the Country Development Strategy 2009-2011***, which set four priority pillars: (1) Strengthening of economic potential; (2) Governance efficiency; (3) Socially oriented development; and (4) Environmental safety.

Another document that was the reference during preparation of UNDAF was the draft ***national strategy for reducing poverty and vulnerability***, highlighting mid-term priorities: (1) Consolidating inter-ethnic tolerance and public security; (2) Ensuring economic development, reducing unemployment and enhancing international economic cooperation; (3) Improving state governance and (4) Deepening social development and environmental protection.

The ***local main priorities***, which served as the basis for identification of UNDAF areas, were set in the local development strategies and in the (draft) Concept of Ethnic Policy and Integration, MDG and poverty related plans at the local level.

The evaluation confirms that the current UNDAF is relevant in terms of its alignment with the Sustainable Development Goals⁶; all of them are directly mainstreamed in the implemented and on-going activities within the framework of UNDAF implementation.

When stating the ***“identified needs”*** the reference is made on the findings and conclusions from the UNDAF formulation process that took place during 2010. It included number of meetings with the governance actors (e.g. the Interim Government of the Kyrgyz Republic and line Ministries, the new Government formed after parliamentary elections in October 2010; representatives of civil society, etc.). Within this framework, the Strategic Prioritization Retreat (SPR) was organized during November 2010, and the needs and key priorities were selected and agreed upon.

⁶ <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

The conclusion deriving from the analysis of the UNDAF priorities and outcomes shows full compliance with the key national development priorities, as set in the post-conflict period and with the new Government taking over the office. The relevance of the priority areas and intervention is largely supported by the long lasting presence and experience of the United Nations in Kyrgyzstan; this ensured substantive insight and adequate response to development needs and challenges for the country.

Still, the design phase analysis showed some weaknesses: although problem identification followed the bottom-up process of collaboration and involvement of policy makers from different levels and structures, a formal problem tree analysis was never established. This was reflected in some of the weak elements of the UNDAF: primarily broad outcomes and rather general Results and Resources Framework. The links between outcomes under the three priority areas remained weak. Another weak element of UNDAF is Results and Resources Framework; a more substantive analysis the RRF is provided under the “effectiveness” part of the current report.

The “*real time*” **assessment of the project’s relevance** analysed if the priority areas and outcomes remained accurate and if the adjustments were needed and fine-tuning mechanisms were applied.

Based on the primary and secondary data, the overall intervention in three priority areas that was provided through the UNDAF (Pillar 1: Peace and Cohesion, Effective Democratic Governance and Human Rights, Pillar 2: Social Inclusion and Equity and Pillar 3: Inclusive and Sustainable Job-Rich Growth for Poverty Reduction) remained relevant from the start of UNDAF implementation. UNDAF was instrumental in the implementation of a number of the key national priorities as identified during the formulation process; the development priorities stated in these strategies are still relevant for the country.

This is further stipulated in the **National Sustainable Development Strategy (NSDS), 2013–2017**, approved by the President of the Kyrgyz Republic and endorsed by the National Council for Sustainable Development of the Kyrgyz Republic. The Strategy recognizes persistent poverty and regional disparities as key challenges and aims to achieve successful, stable democracy, along with stable growth in gross domestic product (GDP) and household incomes. It directly addresses the causes of instability by making rule of law, national unity, and the integration of all ethnicities its main goals.

The strategy calls for governance reform in the public sector as well as broader anticorruption measures. The government plans to increase transparency in its decision making and budgeting and improve the efficiency of state institutions and the quality of civil servants. Anticorruption measures include improvement of the judiciary system and the legal framework, a reform of law enforcement, and reduction of rent-seeking opportunities. Civil society’s active involvement in controlling corruption is sought. The NSDS’s main economic priority is to create an enabling environment for the private sector and thereby attract investment and drive growth. Public investments and national projects are to focus on mining, energy, finance, transport and communications, tourism and services, and agro-industry. The strategy aims to reduce poverty mainly by creating new jobs and providing better access to good education and training to make people employable, as well as improving social assistance to pensioners and low-income groups. The government intends to address regional disparities by attracting investment to areas outside of the traditional growth centres of Bishkek City and Issyk-Kul and Chui oblasts, largely by improving the business climate.

In addition, the Government adopted UN recommendations for removing regulatory and procedural barriers to trade⁷ to address capacity shortfalls in the areas of: (i) trade facilitation

⁷ These recommendations were developed in 2015 following consultations with public and private sector stakeholders

measures; (ii) quality control systems embodied in standardization policies, technical regulations, quality assurance, accreditation and metrology (SQAM); and (iii) trade-related infrastructure, including transport and logistical support. These recommendations are in line with the NSDS and support the implementation of the recently adopted Governmental Plan for Export Development of the Kyrgyz Republic for 2015 – 2017. The latter accords priority to the following four cross-cutting areas: (i) simplification of procedures for exporters; (ii) improvement of quality control and quality management; (iii) access to trade information and export promotion; and, (iv) trade finance⁸.

The real time relevance of the UNDAF is additionally certified through the Post-2015 National Consultations in Kyrgyzstan. The twelve priority themes and specific policy areas such as economic growth and employment, state administration and governance, education, food security and agriculture, health care and social inclusion, peace and stability, environmental security, etc., that emerged from the consultation process confirmed that UNDAF is rightly addressing priorities of the population in Kyrgyzstan.

The MTR analysed if the adjustments were needed and fine-tuning mechanisms were applied during this period of UNDAF implementation: this was done through the *analysis of the UNDAF's benchmarks* (targets, indicators and sources of verification), if they remained valid and achievable or there was a need to revise them. This is presented within the effectiveness part. The MTR analysed current status, perspectives and challenges under each of the UNDAF outcomes and provided recommendations for UNCT fine-tuning of UNDAF.

The MTR would like to emphasize importance for all UN activities in the Kyrgyz Republic to remain in line with and relevant for the achievement of the SDGs. It is recommended that UNCT mainstream SDGs into all its activities within the on-going and especially in the new UNDAF cycle. In addition, it is recommended that UNCT support national partners to link all strategic and policy documents with the achievement of the SDGs.

PILLAR 1: PEACE AND COHESION, EFFECTIVE DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

Outcome 1. A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peace building

Local communities in the Kyrgyz Republic, especially in the districts affected by the 2010 conflict, remained deeply divided along ethnic and regional lines, with lingering social division, mistrust, and segregation. This situation is further exacerbated by weak governance institutions; namely, national and local governments as representatives of executive powers, law enforcement and justice structures continue to struggle to regain the trust and confidence of local populations across Kyrgyzstan, particularly in the south. The memories of the 2010 events continue to affect the daily lives of citizens, and a sense of injustice prevails.

The Peacebuilding Needs and Priorities Assessment in the Kyrgyz Republic (supported by the UNCT and carried out in 2013) highlighted a series of still existing underlying factors that need to be addressed to reduce the likelihood of resumed violence in the future. First, human insecurity that can quickly amplify other tensions amongst local populations remains common; this is even more emphasized by poor management of natural resources, lingering poverty and food

⁸ Regulatory and Procedural Barriers to Trade in Kyrgyzstan <http://www.unece.org/index.php?id=40565&L=0>

insecurity. Further, economic struggle is motivating external and internal migration, which is a destabilizing force that leads to local social disintegration. In addition, urbanization makes some local populations more susceptible to conflict as social cohesion deteriorates. Second, weak governance, inadequate legislation, partial implementation of laws and policies, and a failure to ensure the rule of law with sub-sections of the population and with some government officials has intensified local tensions. Third, the rigorous implementation of national and international human rights law is needed to ensure that local populations feel that their rights and dignities are adequately protected. Conversely, lack of human rights assurances and protection encourages local impunity and mistrust. Fourth, tense and unresolved regional conflict dynamics, such as border demarcation disputes, are motivating cross-border tension and violence and hinder healthy interethnic relations in some areas of Kyrgyzstan.

Cases of sexual and gender based violence during the conflict wasn't adequately responded within the development of post-crisis strategy, except development of the NAP on UNSCR 1325. As a result of the rapes happened and lack of safety and security for women and girls the number of early marriages is dramatically increased at south regions during last 5 years. Women are not meaningfully involved to peacebuilding activities.

Recently, there have been signs that cross-border tensions are on the rise. The recent shoot-outs on the border between Kyrgyzstan and Tajikistan that involved security forces from both countries, as well as a string of last year's border-related incidents, exposed the fragility of the situation along the border.

Recommendations for future engagement:

- Activities within the current UNDAF framework remain relevant for the country and UN agencies should continue with on-going activities.
- The projects implemented within the framework of the Peace-building Fund remain highly relevant for the country and this should remain the backbone of the UN intervention in the area of inter-ethnic relations. It is recommended to re-emphasize the requirement that 15% of all programme budget has to be committed for achieving gender equality and women's empowerment and monitor it/ achieved results;
- UN should extend its activity on reconciliation of justice and trust, the search for these is still going on in the society after events of 2010, while absence of which is misleading citizen and together with conflict potential of the society becomes a political pushing-out factor of migration.
- UN should continue explore new opportunities to expand activities in addressing ethnic stereotypes between young people with different ethnicities and from different regions of the Kyrgyz Republic, including intercultural exchange among schools from different regions of Kyrgyzstan; organization of joint and thematic camps for youth from different regions; organization of cultural activities (e.g. theater fests; music festivals; painters colonies; writers' gatherings, etc.) with underlying messages that promote diversity and tolerance.
- Gender gaps are evident in access to resources and decision-making. It is recommended to strengthen gender-responsive youth empowerment programming and include behavior and attitude changes against gender based violence and conflict resolution as one of key priority of UN youth programming
- It is recommended that UN further supports economic improvement of the young women and men in the post-conflict and conflict-prone regions. Variety of subjects could be relevant to improve competences and skills of youth; e.g. project management (project preparation and project funding), public appearance, human rights and mediation- how to handle potential conflict, prejudices and discrimination, active job search skills, youth

entrepreneurship– possibilities/ mechanisms that young people can use, etc. In parallel, it is recommended to assist to local institutions to actively support employment of youth. They could develop and implement programs that will raise job-seeking capacities of the youth and engage them in some public/rapid employment programs (e.g. public works, infrastructure reconstruction programs, etc.).

- UN should continue and expand activities to facilitate diversity in the schools; the national partners highlighted the need to continue working on implementation of the Kyrgyz language policy.
- Considering well-established and recognized results and added value of the UN within the entire region, it is recommended to intensify efforts to promote and strengthen cross-border cooperation among countries in this region (Kyrgyzstan, Tajikistan and Uzbekistan). Such cooperation can contribute significantly to efforts to prevent renewed violence and further escalation of the conflict, and deal with the underlying causes of tensions.
- Review of the legal and policy frameworks that facilitate peacebuilding in line with international standards, while at the same time work on establishment of mechanisms and capacities for full implementation of laws and policies- this is, however, remains top priority for the country in all areas.
- UN should continue and expand work on building trust between communities and governance institutions; the focus should be increase capacities and work with the judiciary and on law enforcement bodies to become more responsive to the needs of communities, at the same time work with communities to better understand and exercise their rights and entitlements. In addition, efforts on peace building at border areas can be supported by stimulation and non-criminalization of seasonal border migration, «mardicorship», allowing Uzbek and Tajik citizens from bordering rural areas to be engaged in the household support work, farming and others in Kyrgyzstan.
- The priority remains to support activities related to building social infrastructure within communities in the targeted regions and to promote tolerance and peaceful coexistence among vulnerable groups, such as young women and men.
- Anti-corruption is a broad area in which UN assistance is highly required. Following the principles of the United Nations Convention on Anti-Corruption (UNCAC) the UN could address capacity needs in the sectors most exposed to corruption; one of the priority areas remain to be overall public finance management.
- Kyrgyzstan made some initial steps towards e-governance and UN support could further build on this and aim towards introducing elements of e-governance in planning and decision-making processes. Recommended activities for UN could be to support national ICT for development platform.

In addition, UN could work to support improvement of quality of data production, use and the analysis, while in addition promote open data initiative and partnerships to enhance female and male access to information, and their greater involvement in planning and decision-making processes. In addition, UN could assist with introduction of e-governance in delivery of public services.

Outcome 2: By the end of 2016, the Government of Kyrgyzstan fulfils key recommendations of the Universal Periodic Review, Treaty Bodies and Special Procedures, and other obligations under the international law and treaties for the better protection of human rights

The Kyrgyz Republic made some progress to better protect human rights in line with international standards. However, this progress has been accompanied by mounting frustration with the State's lack of action on a number of issues including, for example, violations committed during and after the June 2010 violence.

Kyrgyzstan's Constitution sends out a clear signal that any and all forms of discrimination are unacceptable in the contemporary Kyrgyz society. Still, recent initiatives from State authorities, including regressive legislative initiatives targeting fundamental freedoms and a tangible shift in the discourse of national authorities towards prioritizing national security over human rights guarantees, point towards a progressively shrinking democratic space, a tightening control over civil society and an increasing "securitization" of inter-ethnic and freedom of religion issues.

There are worrying trends concerning the growing number of instances of targeting and intimidation of defense lawyers by the members of security forces that, if not effectively tackled, may have a detrimental impact on the exercise of peaceful assembly and association rights, could have profound consequences for civil society organizations and human rights defenders and could prevent individuals from expressing dissenting views.

Access to justice is affected by the weak capacity of justice sector institutions; procedural guarantees in all stages are rarely followed which results in rule of law/ human rights violations. In relation to children, problems and challenges include lack of capacity of the justice and law enforcement sectors in working with children and lack of specialized services and facilities. The population is often not aware of their rights, entitlements while the accountability, and mechanisms to monitor access to justice are weak.

The situation in Batken *oblast* (province) remains quiet but fragile. The spillover effect and the impact of the situation in Syria and Iraq is becoming increasingly evident, as the number of volunteer-fighters from Kyrgyz Republic is on rise. .

Recommendations for future engagement:

- Activities implemented under the current Outcome 2 remain relevant for the country and UN agencies should continue with on-going activities.
- It is recommended that UN continue supporting national stakeholders to ensure greater compliance of current laws and bylaws with internationally recognized human rights and standards and further support implementation of UPR recommendations provide support to establishment of human rights compliant legislation and strengthen implementation capacities. UN could assist with development of a coordinated action plan for the implementation of the recommendations by the treaty bodies; this plan should reflect on the areas which have received the highest amount of concerns such as Administration of Justice (40% of the overall amount)
- It is recommended that UN support the country to create the knowledge, skills and values for a stronger human rights culture and adopt a holistic approach to ensure equal access to justice and protection of human rights. This will entail activities at the system-wide level (improvement and implementation of the legal framework to ensure that laws are in place to ensure protection of human rights and improved access to justice), organizational (e.g. organizational development and strengthening the independence of the key National Human Rights Institutions, improved inter- and intra-institutional cooperation, etc.) and individual level (capacity development of needs of individuals within the human rights and access to justice sectors).
- It is recommended that UN support national partners to provide comprehensive and coordinated response to cases of violence against women and girls (VAWG); some of the areas where support is recommended are: collecting evidence based data, supporting

strengthening national legislation and policy framework, providing access to services and facilities, including justice and social protection system and national wide awareness raising and advocacy campaign on changing attitude in favour for zero tolerance to VAWG.

- Part of the UN efforts to support civil society in the KR (as presented under the Outcome 3) should include support to the efforts of NGOs in preparing and releasing alternative, “shadow” reports on implementation of Kyrgyzstan’s commitments on human rights and migration, non-discrimination of migrants, while at the same time working with the Government on implementation of recommendations;
- UN should explore opportunities to facilitate establishment of a juvenile justice system that is in line with international standards and promote diversion and alternative sentences, while at the same time implementing activities for prevention of delinquency among the youth. Under this framework UN could support capacity development of the key stakeholders in the justice and law enforcement sectors to work with children, including children in conflict with the law, child victims and child witnesses of crime.
- UN should remain active in the area of judicial reform; UN should strengthen partnership with the Government of the Kyrgyz Republic, relevant ministries and other stakeholders for the establishment of an effective judiciary based on independence, transparency, responsibility, and efficiency. Considering advantages of the UN in The KR, support should be provided to the reform of security services. For example, it is recommended to provide training on the UN Basic Principles on use of Force and Firearms by Law Enforcement Officials. In parallel, support of UN should aim to establish institutional oversight mechanisms that will monitor use of power of security forces and prevent potential violation of international human rights law norms and standards.

Outcome 3: By 2016, national and local authorities apply rule of law and civic engagement principles in provision of services with active participation of civil society

Establishment of democratic governance in the Kyrgyz Republic is associated with a number of problems, as the country scored low on all World Governance Indicators.⁹ The perception of corruption measured by the Corruption Perception Index is declining, as the country moved from 150 (out of 177) in 2013,¹⁰ to 136 (out of 175) in 2014.¹¹ However, corruption and political instability remain pressing and disturbing problems that negatively affect socio-economic development of the country. The Global Competitiveness Report 2014–2015¹² highlighted that these are exactly the most problematic factors for doing business in the Kyrgyz Republic. Levels of public trust are low, and citizens have an especially negative perception of economic governance in the energy and mining sectors and in the area of public financial management, particularly in public procurement.

The public sector effectiveness and efficiency, including transparency and accountability of public institutions and their operational methods remain key areas for improvement. The governance institutions are characterized with insufficient organizational, financial and technical capacities and obsolete operational basis. This situation is further exacerbated by weak policy making abilities and absence of citizens-centred services based on full respect of human rights and system of public oversight. Disconnect between planning for sectorial reforms and budgeting resulted in insufficient resources for necessary actions. Inter-ministerial, horizontal coordination and cooperation is in many cases rather weak and inefficient and some core functions within the

⁹ <http://info.worldbank.org/governance/wgi/index.aspx#countryReports>

¹⁰ <https://www.transparency.org/cpi2013/results>

¹¹ <https://www.transparency.org/cpi2014/results>

¹² <http://www.weforum.org/reports/global-competitiveness-report-2014-2015>

Government are overlapping; this is even more evident at lower (regional and district) levels of government. There is gender and ethnic under-representation at the public service decision-making so it creates a condition for the gender and ethnic discriminative office environment, lack of transparency and gender-blind service provision

The Kyrgyz Republic is faced with significant problems and challenges related to access to justice. Weak capacity of justice sector institutions result in slow implementation of the laws and policies; at the same time population has limited knowledge about their rights and entitlements. This has major impact to ensure access to justice especially for the most vulnerable groups; in the context of the KR the most deprived of access to justice are rural women, people with disabilities, minority children and youth, refugees and stateless persons facing similar challenges.

Recommendations for the future engagement of UN:

The recommended areas for continuation and engagement of UN, identified on the basis of its comparative advantages and strengths and on the basis of national development priorities. It is recommended that:

- Legal and policy reform in the area of governance remains priority; this is certainly an area in which UN has recognized position as competent, neutral and reliable partner for the country and UN is well positioned (strong and neutral partner to the key governance actors). Activities should continue with the review of the legal and policy frameworks pertinent to establishment and strengthening of good governance in order to harmonize it with international standards. In addition, technical assistance should be provided to prepare laws and policies in the priority areas and enforce capacities for their implementations.
- UN should support national partners in the area of policy making and implementation: the priority expressed by the national partners is to strengthen the links between planning and budgeting (as UN is already doing with assessment of “Law costing”) and ensure adequate resources are allocated for implementation of strategies and policies; in parallel, it is recommended to work on sound monitoring systems for implementation of strategies and policies, while enhancing monitoring mechanisms for strategy implementation.
- UN could support national partners to continue with development of capacities in number of priority areas based on a nationwide Training Needs Analysis of public administration, which will include gender sensitive indicators. Some of the areas to focus are: assessment of capacities for policymaking and gender-responsive planning, policy implementation including gender sensitive budgeting for policy implementation, policy monitoring, reporting and evaluation. This should be regular exercise, executed as part of implementation of the National Training Strategy for Public Administration. , and priority capacity development programs should be implemented. This should be a part of the overall public administration reform, and the guiding principles should be professionalization, transparency, accountability, depolitization and establishment of gender-sensitive and citizens-centred public service.
- It is important to continue developing capacity of the designated structures and institutions in charge of migrations and UN could take this role. This is becoming especially important in the context of Kyrgyzstan access to the Eurasian Economic Union, which already has a legal standard base regarding mobility of labor resources. In the area of Customs Union support should be provided to implementation of the basic agreements in the field of migration: the Agreement on Legal Status of Migrant Workers and Members of their Families and the Agreement on cooperation in combating illegal migration from third countries, dated by 19 November 2010. Besides that, the UN system's assistance is needed in harmonization of national legislation and member-states concerning pensions of workers and members of

their families, the concept of which has already been prepared and approved by the EEU Council.

- The Kyrgyz Republic has significant number of formally registered civil society organizations; however, a part for smaller number in the main urban areas, there is a need to enhance their capacities across number of functional areas, starting from capacities for effective engagement in policy making processes to participation on delivery of public services. Civil society organizations need to enhance their capacities to competently engage in policy dialogue and strategic planning in the governance related areas (policy making cycle and evidence based policy making) while their watchdog role for competent monitoring of governance processes, policies and strategies and active involvement in implementation of national priorities must be strengthened. This is an area in which UN should engage. UNDAF had very limited participation of vulnerable groups in its formulation/ implementation. A number of strategies can be used to give voice to women's rights groups and marginalized groups like poor women, persons with disabilities or youth.
- Migrants are particularly vulnerable in access to basic services; women and children-migrants are facing even more challenges and obstacles in access to social and public health services. It is recommended that UN explore opportunities to work with the CSOs on delivery of services to migrants: this should start with the assessment of areas in which support is needed, to assessment of capacities of CSOs, monitoring needs of migrants, delivery of demanded services within CSOs.
- In addition to development of technical capacities of civil society organizations, there is a need for their organizational strengthening. Due to lack of predictable financing, majority of civil society organization have weakly defined organizational processes and functioning mechanisms. UN should explore opportunities to establish "grant scheme" system and technical assistance support for development and strengthening of civil society in the KR.

PILLAR 2: SOCIAL INCLUSION AND EQUITY

Outcome 4: By 2016, vulnerable groups benefit from improved social protection, namely: Food security; MCH/RH services; Nutrition; Education; STI/HIV/TB; Social protection services and benefits

The Government of the KR is showing steady efforts and firm commitment for the achievement of human rights, equitable and inclusive health, education and social protection systems and improved access to water and sanitation.

In the **education sector**, a solid institutional framework was established and a comprehensive Action Plan for Education Development 2015-2017 was adopted. It reflects on a global education priorities, particularly ensuring universal school readiness and expanding access for young children, addressing quality and equity through multilingual education, strengthening teacher polices and improving monitoring systems.

The country guarantees eleven years of free, compulsory education and full equality of boys and girls. The Kyrgyz Republic has achieved nearly universal primary school education (coverage of children with basic education is app 97.1%) and lower secondary education, with gender parity. Preschool education is not compulsory and the number of students is gradually increasing. In addition, the Government recognized the importance of early learning, which prioritized preschool education as a high policy agenda. This is recognized in the adoption of the Preschool

Education Law¹³ and increased expenditure on preschool education¹⁴. Enrollment in higher education (ages 18– 24) is largely inaccessible to poorer families and to girls, who start dropping out in large numbers after the completion of compulsory levels of education.

Accomplishments in the education sector are considerable, but much remains to be done to increase access for the most marginalized groups and to improve the quality and relevance of the education system, while shifting the focus from knowledge to competences, as envisaged in the National Sustainable Development Strategy. Those most at risk to see their right to education compromised are girls (mostly evident at secondary and tertiary levels), children with disabilities (at all levels), children from the poorest families, children of ethnic minorities, children without parental care, refugee children and stateless or undocumented children. The education system continues to experience a dramatic shortage of qualified teachers, who leave the sector mainly for economic reasons. Considerable impediment for education development is shortage of equipment and need for reconstruction and rehabilitation of schools.

The **healthcare system in the Kyrgyz Republic** faces numerous challenges in the provision of services, while allocation of resources to this sector remains insufficient. The country has recorded stable TB mortality and HIV incidence rates, with reduction in child mortality; still, it is a difficulty to reach the MDG targets on TB and HIV incidence. Further the indicators envisaged under SDGs as NCDs and Universal Health Coverage need increased attention.

In order to address challenges in the health sector, the Government has adopted Health Protection and Promotion Strategy of the Kyrgyz Republic by 2020 (Health-2020) and established implementation mechanism through Coordinating Council on Public Health of the Kyrgyz Republic. This should ensure systematic approach and inter and cross- sectoral cooperation among the key stakeholders.

This builds on the results achieved within the health strategy “Den Sooluk, 2012-2016”, with the main objective to establish conditions for the protection and improvement of the population's health as a whole and for each individual, irrespective of social status and gender differences. The Den Sooluk is based on three interrelated pillars: (i) expected health gain; (ii) core services needed to achieve expected health gains; and (iii) removal of health systems barriers that undermine delivery of core services and hence achievement of health gains. Four priority health improvement areas were identified in **DS** for which expected gains in health outcomes have been set and improvement in delivery of core services is expected: Maternal and Child Health (MCH), cardio-vascular diseases, Tuberculosis (TB), and HIV. The changes are envisaged in the following main functions of health systems: service delivery (public health and individual services), financing, resource generation, and governance. The pillars of Den Sooluk are in line with the National Sustainable Development Strategy and MDG priorities.

The country continues working on strengthening of the PHC based on a family medicine model. Achievements have included far reaching health-financing reforms including replacement of the input-based financing of the Semashko model with a more progressive capitation payment for PHC and introduction of family group practice structure, as a means of transition to family medicine. A major step in improving the governance of PHC was achieved by separating the family medical center (FMC) into an administrative unit, which is financed and managed independently. Still, a strong comprehensive PHC based on a FM model remains an essential milestone for improving health outcomes in The Kyrgyz Republic; this includes refining and fine-tuning of the PHC mode, strengthening of the leadership for PHC and addressing human resource issues (developing of capacities of all medical staff and accelerating pay system reform).

¹³ The Law among other important aspects stipulated for universal school readiness programme and legitimized alternative provision through community based kindergartens

¹⁴ This is expressed as a percentage of GDP, and almost doubled from 0.30 per cent in 2005 to 0.58 per cent in 2011

Maternal and child health is high priority for The Kyrgyz Republic. The country is on track to achieve MDG4 by implementing evidence based programs and policies including effective prenatal services, neonatal care and resuscitation, breastfeeding initiation right after birth, exclusive breastfeeding, regionalization, etc. In contrast, progress in maternal mortality reduction has stagnated and Kyrgyzstan will not achieve its target MDG5 goals by 2015. Reduction of maternal mortality ratio from 1990 to 2013 is 12%, classifying Kyrgyzstan in “no or limited countries” category¹⁵; the MMR is still a long way off the target. The fact that main reasons for maternal deaths are sepsis, preeclampsia, and bleeding reinforces the argument for strengthening primary health care and improved quality of care and awareness activities provided to mothers. Emergency obstetric care is one of the main strategies for reducing the maternal mortality as pregnancy and delivery related complications are unpredictable, Save and post-abortion care, better reproductive health services for adolescents, and improved family planning care are important ingredients in MMR reduction. . In addition, the latest confidential review of maternal mortality cases conducted within the MAF process showed the number of non-health reasons of maternal death that should be addressed¹⁶. The key priorities in this area is to improve quality of health services provided to mothers and newborns, while working to ensure inter-sectoral collaboration on MCH issues at local, district, regional and national levels, while at the same time working to improve coverage in maternal and child health services and pursue improvements in quality of care. Access to health services at all levels in the Kyrgyz Republic is relatively good, but there is still need to improve access to quality maternal and child health services to women and children in rural areas and poor and vulnerable population groups. This will include activities such as strengthening principles of regionalization and timely referral to appropriate level of health care services, development of system of mentoring to strengthen capacity of medical workers and improvement of quality of provided services at the level of health facilities, and strengthening the role of management and middle level health workers. Addressing of the MCH would require mobilization and greater involvement of the civil society. In addition to provide minimum guarantee of maternal health, protection to pregnant women and mothers need to be further extended while taking into account the aspects of employment and social protection¹⁷.

Finally, progress in maternal and child health requires ongoing research that continually strives to help improve programming and policies. To achieve greater public health impact and improve health outcomes, it is important to continue research efforts that concentrate on gathering evidence, maternal death reasons and identifying the most effective and cost-effective approaches that work in settings with resource-constraints.

Non-communicable diseases (NCDs) are reaching epidemic levels; they account for 50% of all deaths;¹⁸ ischemic heart disease and stroke have declined since their peak in the early 1990s but it still remain the leading cause of deaths¹⁹. Being aware of this problem, the country is implementing cardiovascular disease prevention program and this remains priority in the future. In terms of infectious diseases, The Kyrgyz Republic belongs to the countries, where HIV

¹⁵ WHO publication “World Health Statistics 2015”,

¹⁶ According to the survey, the following results were recorded: : Poverty - 39 (41.1%); Anemia - 21 (22.1%); Migration - 12 (12.6%), Irresponsible attitude towards their health (lack of cooperation from antenatal care, timely medical visits) - 20 (21.1%) and Violence - 4 (4.2%)

¹⁷ The reference is the ILO Convention No.183 on maternity protection.

¹⁸ Reference to: Better Non-communicable Disease Outcomes: challenges and opportunities for health systems- Country Assessment Kyrgyzstan, 2014
http://www.euro.who.int/__data/assets/pdf_file/0020/272108/BetterNCDoutcomes_challengesOpportunitiesHealthSystems_Kyrgyzstan1.pdf

¹⁹ ibidem-- Better Non-communicable Disease Outcomes: challenges and opportunities for health systems- Country Assessment Kyrgyzstan, 2014

incidence is still rising;²⁰ the HIV incidence per 100,000 people was 12.5 in 2012, 8.5 in 2013, and again increased in 2014 to 10.5²¹. The HIV epidemic was driven by injecting drug use; however, there is a tendency in growing sexual transmission of HIV infection that affects more women. Thus, in 2013 among all registered cases of HIV infection only 37.1% accounted for transmission through injecting drug use, whereas the sexual transmission reached 57.7% (in 2011, the sexual transmission was 30.3%). The key populations at higher risks to HIV infection in the Kyrgyz Republic include people who use injecting drugs (PWID), sex workers (SWs), men who have sex with men (MSM) and prisoners. Labor migrants, children, adolescents and women in the reproductive age group are considered to be the most vulnerable group.²²

The issue of tuberculosis (TB) prevention and treatment is among the national priorities and comprehensive policy and legal framework are being implemented: the Law 'On protection of the population of the Kyrgyz Republic from tuberculosis', by-laws and the 'Fourth National TB Control Programme'. Since 2002, there has been a steady decline in key epidemiological indicators: the TB incidence rate decreased from 168 in 2001 to 99.8 in 2013 and 98,8 in 2014 per 100,000 of the population, and mortality from TB fell by 66 percent.²³ Although the decrease in incidence demonstrates the achievements of the National TB control programs, the current epidemiological situation related to TB is still unfavorable. The Health Strategy 'Den Sooluk' is aimed to increase efficiency of the existing TB care system by strengthening the integration of TB control at the level of primary health care and improving the quality of care and treatment including implementation of TB infection control measures in health care institutions and TB facilities; improving the quality of detection and laboratory diagnosis of TB, including MDR-TB; and the introduction of an outpatient TB treatment model.

The **social protection system** in the Kyrgyz Republic is extensive and based on universal principles, but in practice there are many gaps in coverage. It consists mainly of a social insurance (pension systems) and social assistance programs, all of which have not proved to be effective tools to reduce poverty, due partly to the small size of both pensions and social assistance benefits (particularly the social assistance benefits), and also to the fact that they do not reach all of the poor population. The increase in spending has often favored categorically targeted programs that mostly benefit better-off individuals. As a result, more than two-thirds of social assistance spending goes to poorly targeted programs.

The current system also suffers from delivery problems: it is fragmented, with institutional mandates split over a multitude of Government bodies; it lacks effective mechanisms for targeting, financial control, auditing, and monitoring.

Reform towards establishment of an integrated social protection system requires holistic approach, based on comprehensive policy framework. Following this principle, the Government adopted the National Social Development Programme 2015-17, accompanied by the Action Plan that envisaged creation of nationally defined Social Protection Floor (SPF). In addition, the Social Protection Assessment Based National Dialogue (ABND) was launched with broad participation of the national stakeholders, UN and other international development partners. The objective was to provide comprehensive overview of the situation in the KR, compare the situation of social protection with the international standards (such as ILO Recommendation No.202), identify policy gaps in the legislation and actual implementation and propose recommendations to improve the present social protection system by strengthening the SPF in the country.

²⁰ UNAIDS Global report, 2013.

²¹ Kyrgyzstan UNGASS report, 2015- http://www.unaids.org/sites/default/files/country/documents/KGZ_narrative_report_2015.pdf

²² It is estimated that 30% of all people living with HIV (PLHIV) in Kyrgyzstan have not yet been diagnosed, and at least 1/3 are presenting late in their stage of disease. In addition, less than half of all diagnosed with HIV have been registered for follow-up care.

²³ Mortality from TB declines from 27 in 2001 to 9.2 per 100,000, or from 1,329 to 501 deaths. Data from the "Third MDG Progress Report for Kyrgyzstan, 2014"

Agriculture is the backbone of the Kyrgyz Republic's rural economy engaging 40 percent of the labor force and accounting for 20 percent of gross domestic product. Low productivity growth is slowing the reduction of poverty and food insecurity in rural areas. Much of the land used for agriculture has been seriously degraded and the water management capability of farmers presents a limiting factor in production potential. The farmers who cannot make the necessary investments to increase yields and are often compelled to sell their surplus crops shortly or soon after harvest to earn income and repay debts. They have limited financial assets to cope with external shocks, such as high food prices and crop failure due to climatic shocks. In times of such stresses they often resort to coping mechanisms that impact their food security status, such as reducing food quality or consumption. These coping strategies often perpetuate a cycle of food insecurity²⁴. Nutrition indicators are likewise a cause for concern. Rates of stunting among children in the south of the country, which is predominately rural, are over 20% with largest urban area, Bishkek, at 18.6%.

Recommendations for the future engagement of UN:

The recommended areas for continuation and engagement of UN, identified on the basis of its comparative advantages and strengths and on the basis of national development priorities. It is recommended that:

- UN in the Kyrgyz Republic is well positioned in the area of education and it is highly recommended that UN continue with this support. UN should remain active in providing technical assistance to prepare and adopt sound policies and budget allocations for education.
- Ensuring inclusive education and the right of education for children with disabilities and other vulnerable children in Kyrgyzstan remains priority and support in this area should continue. Within this context, UN should enhance its activities to generate political and community support for inclusive education and equal attendance of all levels of education for girls. In addition, UN could work on identification of children who are at-risk of dropping out of school and establishment of referral mechanisms and innovative, alternative programmes for children out of school.
- Technical assistance at the national level should be accompanied with the UN support for improvement of the quality of education services via strengthened teaching and learning environment at all levels of the education sector. Within this framework, support should be provided for development of human resources in the education sector with focus to ensure equitable distribution and retention of skilled teachers and other personnel. Part of the efforts for improvement of quality education in Kyrgyzstan could focus on establishment of monitoring system for effective and accountable education.
- In addition, UN may work to provide opportunities for pre-school children to improve school readiness through development of early childhood education programmes.
- UN in Kyrgyzstan should explore opportunities for implementation of life-long learning programs. This is one of the most effective tools for development; it is important that this program provides opportunity to socially excluded groups (e.g. labor migrants equally man and women, long term unemployed, rural women, etc.).
- The education infrastructure in Kyrgyzstan requires improvement and investment. Therefore, UN should explore opportunities to assist the Government in dealing with infrastructure challenges within the education sector from improvement of physical infrastructure to improvement of educational facilities.

²⁴ Food Security Atlas of the Kyrgyz Republic (WFP and Ministry of Agriculture, 2015)

- Considering strong position and added value of UN in The Kyrgyz Republic, it is recommended to continue working on further development of the health system, Following International Health Regulations²⁵ and WHO recommendations on PH issues including stringent infectious control measures and disaster preparedness. Priority remains strengthening of the capacities within the health sector for improved delivery of services of all the actors within the health system and addressing human rights and social determinants of health (education, employment, social protection, etc.). UN should explore opportunities to work with the Government of the Kyrgyz Republic and national stakeholders to strengthen governance mechanism in the health sector; the objective is to establish coherent inter-sectorial mechanisms for implementation of the national health policies and strategies that will ensure universal health coverage with attention to equity, inter and multi-sectorial approach to health and improvement of quality of health care.
- In the health sector, there is a need to enhance capacities in knowledge management and data collection and ensure high-quality information for evidence-based policy-making. This should be interlinked with activities that will enhance capacities of the Government of The Kyrgyz Republic and the Ministry of Health to develop and implement effective health financing policies, to be rolled out countrywide, and also to ensure sustainable financing for unfinished MDG health agenda and initiated SDG priorities in the area of health.
- UN could support to implementation of e-Health Strategy and Action Plan (2015) which is the first Strategy of one of sectors in support to e-Governance Strategy that was approved by the Government in 2014.
- UN should continue with the activities aimed at improving quality of care around reproductive, maternal, neonatal, child and adolescent health to ensure continuum of care, including improving counseling services about family planning and the availability of reproductive health commodities; strengthening guidelines, protocols, and standards for maternal and child health services; the management of normal and complicated pregnancies, deliveries and post-partum periods; neonatal and early childhood care; immunisation services; and management of common childhood diseases, developing new services to help the early detection of children with developmental delays and disabilities with a focus on children from vulnerable groups; and improving family care such as health seeking behavior, child care and feeding practices, strengthening mechanisms to improve the healthcare seeking behavior of individuals/communities; and fostering community involvement in health issues.
- Under the educational efforts, topics that could be addressed could be for example, responsive parenting and involvement of fathers in parenting/child care, the importance of immunization, safe sexual practices, family planning, prevention of drug abuse, and healthy diet, child nutrition and lifestyles choices, HIV transmission, rational use of medicines among other
- In addition, UN could work with the national partners to address non-health reasons of maternal mortality.
- UN should remain present in the areas of infective diseases; support should equally target institutions, such as primary health system institutions to increase their capacities and quality of service delivery while at the same time work to improve access to effective TB diagnostics, treatment services and drug supply management, to continue support for

²⁵ <http://www.who.int/ihr/publications/9789241596664/en/>

prevention, treatment and care related to HIV/AIDS and focus on the most-at risk populations.

- As highlighted in the previous paragraphs, non-communicable diseases (NCDs) are reaching epidemic levels. The role of UN in The Kyrgyz Republic could be to provide support to improve quality of services for prevention and management of NCDs, cardiovascular diseases, cancer and diabetes. The action on NCDs should follow the Global action plan for the prevention and control of NCDs 2013-2020²⁶ ensuring systematic approach, and the international treaties as WHO Framework Convention on Tobacco Control. Especially important will be to carry out education of population on prevention of cardiac/ coronary diseases. Under the educational efforts, some of the priority topics could be responsive parenting and involvement of fathers in parenting/child care, the importance of immunization, safe sexual practices, family planning, prevention of drug abuse, and healthy diet, child nutrition and lifestyles choices, HIV transmission, rational use of medicines among other.
- UN should continue providing technical assistance to monitor and evaluate effectiveness, efficiency and relevance of the social protection measures, building a stronger evidence base on risk and vulnerability; it is important as part of the social sector reform to explore opportunities for transparent and predictable financing of the social assistance schemes. These activities should be supported with development of capacities of social workers to assess and adequately respond to the needs of poor and vulnerable households. In addition, capacities of social workers should be enhanced in managing cases of survivors of domestic violence namely women and children.
- UN should continue supporting Government on establishing a safe referral pathway for survivors of GBV/VAW and girls where the role of social sector is the key factor for achievement of success.
- It is recommended that UN provides technical assistance to the key national partners for implementation of the SPF ABND. The focus should be to identify priority areas and define national actions in the area of social protection. The ABND exercise is the first step to establish nationally defined SPF and the process of national dialogue helps to formulate relevant and feasible policy options and implementation plans, linked to financial resources and that be translated into concrete action
- It is recommended that UN continues working on support to People with Disabilities through community-based services and other forms of support. In addition, community services for elderly people remain highly prioritized by the Government and the role of UN in this respect in. UN is recognized as a strong part.
- Other activities in which the role of the UN is required by the Government are work to increase awareness and improve access to information on social protection entitlements, targeting women in particular; providing assistance to people with incomplete documentation (persons with disabilities, women in polygamous marriages, children without birth registration) and addressing the needs of refugees and stateless persons, as well as addressing needs of women and girls who are survivors of domestic violence.
- Considering the importance of agriculture for the economy of the Kyrgyz Republic and the professional competence of UN in this field, the technical assistance of UN organisations in agricultural and rural development should be increased.

²⁶ <http://www.who.int/nmh/publications/ncd-flyer/en/>

PILLAR 3: INCLUSIVE AND SUSTAINABLE JOB-RICH GROWTH FOR POVERTY REDUCTION

Outcome 5: By the end of 2016, population, especially vulnerable groups, benefit from inclusive growth leading to decent and productive employment and improved access to productive natural resources, markets, services and food security

The Kyrgyz Republic is focused on continuing to work to strengthen the private sector; this is recognized in the National Strategy for Sustainable Development (NSSD) whereby agribusiness, energy, mining, transport, and tourism are cited as promising areas for diversification and growth, with human capital and skills development to be addressed through social sector reforms. In addition, the country is working to create favorable business environment and climate for direct investments, while working on improved access to markets and services.

The Kyrgyz Republic's private sector is concentrated in a few sectors, with employment largely being informal (only 24% are concentrated in the formal economy). While the country's exports and value added are relatively concentrated in metals and minerals (particularly gold), employment is concentrated in labor-intensive activities such as agriculture, garment production, and the retail trade. Most private sector employment occurs in small economic entities, mainly farmers, small enterprises, and individual entrepreneurs.

Despite a number of positive regulatory reforms, development of the private sector and the establishment of favorable investment climate remain a continuing challenge for The Kyrgyz Republic. There are a number of areas where the environment for the private sector could be strengthened. Overall the country ranked 102 (out of 189) in 2015 (99 in 2014) in Ease of Doing Business Rank, with exceptional performance on Starting a Business (9) and Registering Property (6). However, rather weak performance is recorded against the following indicators: Trading across borders (183), Getting Electricity (168), Resolving Insolvency (157) and Paying Taxes (136). The Kyrgyz performance on these measures occurs despite legislative and institutional reforms, whose impact has been attenuated by a gap between laws and their implementation.

Other obstacles that impede business development are: weak capacities of the SMEs and low entrepreneurial spirit; insufficient knowledge about investment opportunities including lack of capacities at the sub-national level for investment promotion, limited access to finance and limited availability of key inputs (such as electricity, technical assistance, skilled labor, application of innovativeness and use of new technologies).

Unemployment is one of the major barriers to poverty reduction: the labor market is characterized by gaps in indicators of overall unemployment and officially registered unemployment, higher levels of unemployment among vulnerable groups and inadequate number of new jobs, especially in small and medium sized businesses. One of the challenges that the labour market in The Kyrgyz Republic is facing is significant gap between male and female labour force. Economic activity among women is almost 1.5 times lower than among men. Employment varies significantly across age groups; with the highest gap in the age groups of 25–34 years and 55–64 years. Unemployment of youth and rural population is becoming disturbing problem for the country.

The unemployment particularly strikes those without specialized education. This confirms that education is a key-determining factor in domestic employment.

Agriculture is one of the KR's most important economic sectors, contributing to approximately 20% of GDP and employing about 40% of the country's workforce. After independence in 1991, the Kyrgyz Republic implemented a number of rapid market oriented reforms. Land-reform policies converted the agricultural sector into an engine for growth during the late 1990s, leading to

robust economic expansion. However, growth in agriculture, as well as in overall economy, stagnated in more recent years, and productivity levels are low.

Still, the agriculture sector is characterized by chronic underinvestment; declining crop and livestock productivity and tremendous challenges with regard to managing plant and animal diseases; the challenge remains to attract investments in the agriculture sector. Women-farmers are facing lack of access to productive land, irrigation, sustainable agricultural technologies, equipment and loans due to gender discrimination and patriarchal norms. In addition rural women have lack of access to social infrastructure and it is increasing their unpaid domestic work and limiting their time budget and opportunities. The capacities of the key national institutions (the Ministry of Agriculture and Melioration and its staff) require substantive organizational development in all aspects, strengthening of capacities and prioritization.

Food insecurity and under-nutrition: are problems that are persistently affecting the country. The country is prone to various exogenous shocks such as food price spikes that contribute to increase household food insecurity, characterized by non-diversified food consumption which may lead to malnutrition. Household access to food of sufficient quantity, diversity and quality to ensure good nutrition and health, is dependent on the ability of the household to purchase nutritious food, and the physical access of the household to a market where they can buy the food. Notwithstanding reduced poverty at the national level, regional disparities still remain in the Kyrgyz Republic in household purchasing power, access to market, safe water source and health services. Such regional disparity is more than just a binary issue of urban and rural differences, but it exists between districts and provinces.

Food insecurity and under-nutrition are limiting the economic productivity and human potential of individuals and the population at large, undermining social and economic development. It is estimated that undernutrition in the Kyrgyz Republic costs an annual US\$32 million or 0.7 percent of GDP, through lost productivity due to increased mortality and reduced cognitive and physical development²⁷.

This shows that the implementation of a holistic national food security and nutrition programme which address multiple and inter-related dimensions of food security is critical to the development: measures to reduce the constraints to agricultural growth as well as the sector's vulnerability to adverse events can thus have a high impact on human development and economic growth. Weak access to market, low economies of scale, access to credit, diversification of products and adaptation of crops to be resistant to climate change and land degradation, livelihoods diversification, food and nutrition education, and access to land and irrigation are among the challenges farmers are facing and need to be addressed.

Despite the efforts of the Kyrgyz Government, limited progress has been achieved in addressing the challenges of **affordable housing**, especially in rural areas. The lack of cost-effective housing remains a severe problem for the local population, negatively impacting quality of life and access to basic facilities. Since centralized construction of housing decreased significantly, there is little infrastructure for residential use, with most existing housing requiring repair. Low income households, especially in rural areas, undertake housing renovation work themselves due to limited financial resources and are unable to purchase costly construction materials. The shortage of low-cost building materials negatively affects the availability of affordable housing, particularly for the low-income population in semi-formal settlements. While some semi-formal settlements resemble simple residential areas with brick houses, others constitute an agglomeration of settlements built using discarded building materials.

²⁷ World Bank / UNICEF: Situation Analysis: Improving economic outcomes by expanding nutrition programming in the Kyrgyz Republic, 2011

Due to an array of constraints, the construction industry in the country faces the challenges of material shortages aggravated by rising prices. The “traditional material” based manufacturing technologies tend to consume a lot of energy and deplete natural resources of forests and agricultural top soil. Furthermore, technological development and modernization is increasingly seen by the manufacturing sector as a tool to streamline productivity, protect the environment, enhance energy efficiency, generate employment, upgrade skills and alleviate poverty.

Textile and garment industry of Kyrgyzstan major contributors to the country’s GDP, currently faces a number of challenges for its further development and increase of industry’s value added. After early 90ies, economy of Kyrgyzstan, among others, relied on re-export of the low cost goods, mainly from China and Turkey. Thus, exports increased ten-fold, from around \$15 million in 2003 to \$155 million in 2012. This emerged as a consequence of accession by Kyrgyzstan to the World Trade Organization (WTO) in 1998 and an open trade regime, as well as low customs tariffs, which contributed to development of the manufacturing industry within past two decades.

Despite strong growth in the textile and garment sector, there are concerns as to whether such growth can be maintained in the medium term. Kyrgyzstan has limited domestic fabric production and relies predominantly on imported fabrics. Along with the lack of qualified workforce and outdated technical capacities, increase of the overall price level due to accession of the Kyrgyz Republic to the Eurasian Economic Union, which may also influence the cost of production of the local textile and garment producers and their competitiveness at the regional market.

The Kyrgyz government considers the attraction of Foreign Direct Investment (FDI) essential to promote the restructuring of its industry and attributes expectations to FDI towards creating a deepened integration of the industrial sector of the country into regional or global value chains. It is hoped that FDI stimulates economic growth and development and triggers Kyrgyz Republic’s adoption of new and more advanced technologies leading to spill over effects that help increase levels of competitiveness of the domestic sector. The country is well aware that the quality of FDI in productive sectors will help them diversify their economies beyond the resource-based sectors. Despite the 2010 political crisis, which had a strong impact on the economic environment of the country, FDI inflows increased from \$437.6 million in 2010 to \$693.5 million in 2011. Traditionally, the biggest contributor to FDI growth has been the manufacturing sector followed by real estate. Due to the 2010 crisis, neither agriculture nor construction received any FDI inflows in 2010 and 2011. These were the sectors that suffered the most from the global economic crisis. Increasingly there is a strong need to improve the investment climate with a view to mobilizing and increasing FDI flows towards the Kyrgyz Republic whilst enhancing their impact on local economies. In particular, there is a need to stimulate a marked increase of foreign investment flows into productive sectors in Kyrgyz Republic through better monitoring of investments, more effective management and governance; and more informed decision making by the private investor through better information. At the same time, there is the requirement to maximize the impact of FDI inflows in Kyrgyz Republic in terms of employment growth, technological competitiveness and global value chain integration.

Recommendations for the future engagement of UN:

The recommended areas for continuation and engagement of UN, identified on the basis of its comparative advantages and strengths and on the basis of national development priorities. It is recommended that:

- Regional development discrepancies are causes of number of problems (socio-economic decline of the country, migrations, extremism, etc.); hence, one of the areas in UN should support the Government to develop measures for balanced and equitable regional development: a joint programme with participation of specialized agencies and based on competitiveness assessment of regions in the Kyrgyz Republic, should be developed to address different aspects of development impediments. Initial step should be to define

Regional Competitiveness Index and perform in-depth regional assessment within the KR to identify advantages and opportunities for regions throughout the country and establish program for addressing identified problems while working on enhancement of competitive advantages. The analysis should be based on the methods used by the two leading country competitiveness reviews: the World Economic Forum²⁸ (WEF) and the International Institute for Management Development²⁹ (IMD). These approaches share the opinion that wealth is primarily generated at the enterprise level, and that enterprises operate in an environment that can either support or hinder their ability to compete.

Based on some experiences, analytical approach to the Regional Competitiveness Index calculation should be based on recognition of 8 factors, e.g. “pillars” of competitiveness, divided into two groups:

A. Business environment: i) Demographics, health and culture; ii) Education; iii) Basic infrastructure and public sector and iv) Business infrastructure;

B. Business sector: i) Investment and entrepreneurship dynamics; ii) Entrepreneurship development level; iii) Economic results – level and iv) Economic results – dynamics.

- UN in the KR should explore opportunities to promote Research and Development and Innovation Strategies and implementation schemes and assist with knowledge, innovation and sustainable technology transfers. This will include activities that will enable performance improvement and modernization of businesses and SMEs. First step in this direction for UN in partnership with the national stakeholders should be to design and implement sound Innovations Performance Review of the KR and provide practical recommendations for improvement.
- The role of the UN in development of SMEs and business should include work on creation of “enabling environment for business growth”, namely, UN should provide technical assistance and support the country with on-going regulatory reform. Specifically, UN should explore opportunities assist the country to reduce the legal, regulatory and administrative obstacles for business growth and create policies for improving business environment. The focus will be on addressing key challenges that businesses and investors are facing in the KR and support creation of favorable investment climate particularly at the local level.
- Technical assistance for planning and policy development in the areas of SME development and business growth must be done in coordination with the budgeting process and it should include sound monitoring system to measure progress and results.
- Business growth in the Kyrgyz Republic is affected by inadequate business support mechanisms; hence, UN’s experience in this area could be beneficial for the country. It is recommended that UN start with activities that will directly assist to SMEs and growth of businesses. Although each of the mentioned areas are broad and could represent whole sector of support, some of the possible activities could be:
 - establishment of business incubators and hubs and support to the business start-ups;

²⁸ WEF’s Business Competitiveness Index uses a microeconomic approach, relying almost completely on survey data and consisting of two sub-indexes: the quality of the business sector and the quality of the business environment. For more details see: www.weforum.org

²⁹ IMD’s World Competitiveness Index is derived from statistical indicators, representing a weight of 2/3 in the overall ranking, and survey data, comprising 20 sub-factors, each with a weight of 5%, grouped into 4 main competitiveness factors: economic performance, government efficiency, business efficiency and infrastructure. For more details see: www.imd.ch/wcc

- establishment of business and economic clusters in the specific areas with economic interest and justification;
 - establishment of nationally owned sustainable mechanism for development of professional and technical capacities of entrepreneurs (like business training and advisory centers);
 - support to easier access to finances and to agriculture inputs and services;
 - establishment of data-base for contacts with international businesses and advisory and operational support to easier access to foreign markets.
- National and/ or regional development planning should include analysis of the root causes of migrations; build up on the potentials and advantages of migrants and migrations, while developing measures to counterbalance impacts and risks of migrations. UN should support development of capacities of the public institutions to better understand links between migration and development, and to mainstream migrations in the development planning (e.g. analysis of data on migrants and migrations for evidence based policy making);
 - One of the key obstacles for business growth is need for development of business infrastructure and this remains a priority. UN should explore opportunities to provide assistance for establishment of new and needed and improvement of the capacity, quality and attractiveness of the existing infrastructure (storing warehouses, packaging points, collection points, etc.), where the lack of such infrastructure is an impediment to enterprise development and inward investment.
 - Support to employment is an area in which UN should be more active; particularly important will be to work on increasing employability with particular focus on vulnerable groups at the labor market (e.g. long-term unemployed, women, young jobseekers and unemployed youth, persons with disabilities, rural population, refugees and stateless persons) through different activities and approaches such as strengthening labour market information system, establishment of supporting framework, practical learning and professional training (described in more details in the following paragraphs) In parallel, UN should explore and address structural barriers for women, youth, PWD and other vulnerable groups by addressing the root causes of their limited participation in the labor market and facilitate increase of their access to productive resources, such as tools, credits, land, etc.
 - UN in Kyrgyzstan together with the national stakeholders should work on development and modernization of the system of occupational standards that will help to match education system with the labour market demands. UN should work on appropriate and practical trainings that will increase employability and boost active participation of the unemployed in the labor market. Training program should be comprehensive and include pre-employment and on the job trainings and should be designed in close connection with local and regional labor market needs; this will require improved coordination and cooperation among the key actors. UN may become involved in assessing the needs and developing and implementing training programs for migrants. The migrants searching for work abroad within integration processes should have a chance of “additional training/upgrading” skills for free and non-discriminated entrance to labor markets. Specifically, the Report on long-term plans for economic development of countries-members of Customs Union and Unified Economic Area shows that the priority will be development in the following areas: metallurgic, chemical industry, engineering, energy (coal, oil and gas, renewable and alternative sources), agriculture, transport and

infrastructure. Thus, training in the system of vocational and higher education should be focused on these segments of the labor market.

- Internal female and male migrants, also by means of retraining and attaining qualification, and professions can have inter-regional mobility.
- UN should explore opportunities to establish and enhance access to business advisory and job-guidance/ career guidance services for the vulnerable groups in the labor market. The purpose of these services will be to increase the efficiency of the job matching process; these services could include among other provision of information on available jobs and employment offers, training and education opportunities, advocacy for “decent work” and employment for women, youth and socially vulnerable population groups. In addition, business advisory services could include job-search support and guidance for unemployed (focus on disadvantaged groups at the labor market).
- UN should support activities related to migrants’ labor force, with a twofold purpose: to enable their social and economic reintegration in the society, at the same time to facilitate stability in the country. Trend of migrants returning should be supported by structural environment for reintegration. Migrants with new skills and culture bring to the local communities values of diversity and convey stability to communities. UN could assist to the Government to offer migrants a menu of investment opportunities, while at the same time providing chances for training along entire business chain. Inputs of migrants in local communities will strengthen consolidation and participation in local development.
- Further strengthening of the institutional framework for implementation of active labour market programs and livelihoods measures will remain priority for the UNCT in Kyrgyzstan. Specifically, the capacity constraints at the national and sub-national levels to define and implement well-targeted active labor market measures should be addressed. The purpose should be to ensure sustainable capacities of Public Employment Services and other governmental authorities for implementation different aspects of employment measures, starting from business advisory and job guidance services to job matching, information sharing, etc.
- One of the problems with implementation of active labor market measures is lack of system to monitor and evaluate efficiency, effectiveness and finally, the impact of these measures. Therefore, UN should provide technical assistance for the establishment of the system for monitoring and evaluation of employment policies and programs. This will increase effectiveness of the implemented measures and to extract information about its relevance, results and objectives.
 - UN in Kyrgyzstan is well positioned with well-identified strategic priorities in the area of agriculture; it is highly recommended for UN to continue working on food and nutrition security; agricultural productivity growth, development of agricultural value chains; alleviation of rural poverty and diversification of rural economy.
- It is recommended that UN in Kyrgyzstan together with the national partners preform substantive assessment of competitiveness of Kyrgyzstan agriculture sector. The purpose should be to identify the basic production and trade trends, while at the same time identify Kyrgyzstan’s position in agricultural production and trade compared to the neighboring countries, CIS region, other regions and the World. This should include analysis of participation of certain groups of products and individual products in production, production value and trade; analysis of trends in production and trade and use different criteria for competitiveness analysis to ensure marks and ranks for each of them. This could be done as a part of regional competitiveness assessment, forming one of the pillars of the future strategy for addressing regional development disparities.

- Assessment of competitiveness in agriculture sector could serve as the basis for a comprehensive, multi-fold approach that UN in Kyrgyzstan could follow in the area of agriculture. Based on findings, UN could provide demanded assistance to agriculture producers to increase productivity and diversify products and use optimal agriculture crops for the type of land and weather conditions. Support may include adequate seeds, fertilizers, agriculture machinery, improvement of irrigation system, land reclamation / improvement / melioration; advisory services to agriculture producers and farmers for improved productivity, etc.
- It is recommended that UN explores opportunities to identify needs and provide support to rural women, female heads of households, in line with their needs;
- It is recommended that UN explore opportunities to assist with land market efficiency so that the land infrastructure and large areas are better or more rationally used.
- It is recommended that UN provide assistance to the farmers and agriculture producers to work on appropriate self-organization. This will improve their capacity to confront the increasing competition, while at the same time upgrade processing sector industry (in particular the farmers owned and located in rural areas) and contribute to reducing food losses and waste along the value chains as well as improved production capacity (quantity as well as quality) of the agriculture sector. Some of the opportunities in this field could be: support to farm enlargement, including their consolidation, restructuring and specialization; establishment of farmer organizations, (cooperatives and producer/ processor/ trader associations, and commodity specific chambers of agriculture, etc.). In addition agro industrial parks, which could establish a secured outlet for the farm produce are worthwhile to be promoted.
- UN in Kyrgyzstan should continue/ expand support to policymaking and policy implementation in the area of agriculture. This should include technical assistance to the Government and other stakeholder to perform critical review of current policies, laws and strategies for agriculture and rural development and based on findings elaborate, implement and monitor appropriate agricultural and rural development policies and programs; this should include food safety measures.
- Insufficient capacity of the institutions in charge of agriculture and rural development at the national and sub-national levels is one of the main barriers in this sector. Therefore, organizational and individual development of capacities through organizational reviews and improvements and formal training, on-the-job training, mentoring, study tours, exchange of experience are some of the activities that UN should continue. Particular focus should remain on capacity development of the ministry in charge of agriculture and rural development.
- UN could expand activities for development and implementation of Food Safety policy and agriculture and rural development policy, which are linked with other policies on macro level and international level (e.g. WTO, trade agreements, etc.).
- Development of rural areas depends greatly on rural employment growth, mobilization of human potentials and diversification of economy; this is particularly suitable in the mountainous rural areas. Therefore, it is recommended that UN support rural population, with particular focus on young female and male through diversifying opportunities for their employment, especially in rural areas that are closer to economic centers/towns. This could be addressed through a joint UN programme and/or as a part of regional development policy.

- Addressing rural poverty is one of the priority areas for the country, recognized in the National Sustainable Development Strategy. UN may support gender responsive policies to address specific needs of rural areas with different features: social programs need to be developed to address poverty in a large part of hilly and mountainous areas with obvious negative poverty trends; programs geared towards revitalization in areas adjacent to the economic centers with untapped local potential; support for economic development – in parts which have potential for diversification of economic activities; support for bottom up activities– in parts of most developed rural areas in which diversification is geared towards non-farm activities.
- UN should work jointly and promote the concept that food insecurity and under-nutrition should be approached and addressed from the multiple, and inter-related dimensions of the fundamental concept of food security: food availability (quantity, quality); food access (physical and economic); food utilization (food safety, nutritional knowledge; care practices for mothers and children; and access to sanitation, hygiene and healthcare); and stability (assurance of each of these elements at all times of the year).
- Creating the enabling conditions for the shift to more sustainable food systems will require systems-based approaches that can consider the range and complexity of interactions prevalent in the production and consumption of food. Linkages should be made between food production and consumption, nutritional health and the underlying social-economic, biophysical and institutional elements which ultimately affect the quantity, quality and affordability of food, as well as health and wellbeing.
- UN activities in Kyrgyzstan should also contribute to promotion of job creation and income generating activities through development and use of cost-effective building materials for housing purposes through facilitation of transfer of technologies and know-how on the production of cost-effective construction materials leading to the modernization of domestic enterprises in the construction materials sector, and quality improvement of construction materials produced by local enterprises.
- In order to support better performance and enhancing the competitiveness of the textile and garment industry in Kyrgyzstan also requires support of UN through industrial modernization and introduction of modern technologies, building management capacities of enterprises, enhancement of their positioning at the regional and international markets and increasing manufacturing value added and exports of manufacturing goods.

Outcome 6: By end of 2016 sustainable management of energy, environment and natural resources practices operationalized

Kyrgyzstan is generally characterized by mountainous, arid and semi arid climatic conditions, low forest cover and low productivity, water stress and scarcity, limited arable land, greater pastures, very high rural population and unstable socio- economic conditions. The Concept of Environmental Security for 2007–2020 (CES) is a major environmental policy document for the country that identifies key global, regional, and national environment issues. The environmental priorities of the CES are socioeconomic development considering potential capacity of ecosystems, which constituted the first phase (2007–2010); pollution abatement, conservation, and restoration of natural environment, which constitutes the second phase (2010– 2015); and the third phase (2015–2020)—improving quality of the environment and achieving ecosystem-based management.

However, the country is faced with plethora of problems in this sector. The exploitation of natural resources during the past 50 years has done severe damage to the ecosystems (forests pastures

and arable lands). The rural poor population in Kyrgyzstan is highly dependent on natural resources, especially on land (pasture, agriculture) and water (irrigation and drinking) for their livelihood and is amongst the most affected by environmental degradation. It is estimated that some level of land degradation currently affects approximately 97.6% of arable land in the country. The remaining mountain forests are sparse and overgrazed, giving rise to an increased area of mountain deserts. Climate change and more frequent natural disasters worsen the situation. Management of industrial waste is an issue in Kyrgyzstan. Some 92 mining sites that contain 250 million cubic meters of toxic and radioactive waste are located in Kyrgyzstan. In addition, household waste management does not comply with sanitary and environmental requirements, as there is no adequate waste utilization³⁰. Pollution of water, land and air from and poorly managed solid waste and sewage disposal has led to contamination of land and water resources.

UN undertook the second Environmental Performance Review of Kyrgyzstan, reflecting on 8 areas and measuring the progress made by the country in the management of its environment. This and expected new performance review should be the main tool to measure the progress of Kyrgyzstan in the area of environmental protection and sustainable management of natural resources.

The energy sector is one of the most important in the Kyrgyz economy, accounting for roughly 3.9 percent of GDP and 16 percent of industrial production. In contrast to neighboring countries, Kyrgyzstan has small amounts of fossil fuels, but enjoys large amounts of water resources and an abundant supply of hydropower; this is recognized as one of development opportunities for the country. Kyrgyzstan also has locally exploitable coal, oil, and natural gas. It was the first country in the region to develop an independent regulatory agency for economic regulation of the energy sector. Approximately 95% of the population is connected to the grid. Losses in the distribution system range from 40-50% and reliability is poor.

However, the energy sector in Kyrgyzstan is facing number of challenges that require immediate attention: the poor reliability of the energy supply and inadequate service quality; the weak financial standing of the sector leading to chronic under-spending on operating and maintenance expenditures and a delay in necessary capital expenditures; and governance issues throughout the sector, which is at the core of many of the operational and financial issues in the sector. Although collection rates remain high (more than 95 percent), the sector suffers from high losses and exceptionally low tariffs, among the lowest in the world, and old and severely under maintained assets. There is an emerging gap between the available winter generation capacity and winter demand, which is projected to grow unless serious reforms and investments are undertaken³¹.

In May 2012, the Government adopted a power sector development strategy for 2012–15. Measures in the strategy include (a) further improvements in the efficiency and transparency of sector operations, particularly focusing on the management of power export proceeds, (b) the development and adoption of a medium-term tariff policy, which would need to be accompanied by properly designed revisions of social protection schemes, and (c) a number of important energy investments, such as the Datka-Kemin transmission line, the Kambarata hydropower plants, and the Kara-Keche greenfield coal-firing power plant. The Kyrgyz Republic has also taken steps to initiate a process of improved governance and transparency in the sector. In July 2013, the Government adopted an Action Plan on reforming the energy sector. The plan envisages a

³⁰ For example, Bishkek municipal landfill designed for 3.3 million cubic meters presently contains 24 million cubic meters of household waste

³¹ In winter 2014–15, Kyrgyzstan experienced a deficit of 2 billion kilowatts per hour (kwh) (1–1.5 months of consumption)- World Bank Snapshot.

comprehensive set of reform measures, including the establishment of a Settlement Center for the transparent operation of the wholesale market; the adoption of a tariff-setting methodology and policy that will ensure the gradual attainment of cost-recovery levels of tariffs; the adoption of a new Energy Law delineating the functions of policy making, economic regulation, and anti-monopoly monitoring; the transparent and competitive procurement of fuel resources; and escrow accounts for power export revenues for the power generation and transmission companies. In June and August 2014, the Parliament and the president approved the amendments to the legislation in the energy sector and also the Mid-Term Tariff Policy from 2014–17 for heat and electric energy, which envisage a gradual increase in heating and power tariffs.

Recommendations for the future engagement of UN:

The recommended areas for continuation and engagement of UN, identified on the basis of its comparative advantages and strengths and on the basis of national development priorities. It is recommended that UN continue with assistance to sustainable management of natural resources and biodiversity, valuation and rehabilitation of ecosystem services, as well as promoting protected and indigenous areas, at the sub-national and national levels; this will lead to increased resilience and creation of employment and livelihoods of population

More specifically, the following areas of engagement are recommended:

- UN should explore opportunities to provide substantive technical assistance to more effective management of Kyrgyzstan’s “Protected Areas” (6.3% of the country’s land area is dedicated to the protection and maintenance of biological diversity). Some of the possible activities that UN could consider are:
 - i) expand and rationalize the protected area system to ensure better habitat representation and more conservation security (a protected area gap assessment should be carried out and completed; this should serve as a basis for a comprehensive plan for a representative protected area system; the ecological values and management arrangements of existing protected areas should be revalidated) and
 - ii) strengthen institutional capacities to effectively manage a more representative protected area system. There is a need that UN provide technical assistance to the key national stakeholders in Kyrgyzstan to address the need for establishment of mechanisms to protect environment, ensure sustainable management of natural resources including mitigation and adaption to the impacts of global climate change on social, economic, and ecologic systems. UN is well positioned to ensure broad participation of the key partners; namely, the Government of Kyrgyzstan, the ministries in charge of environmental protection and energy, and other institutions relevant to environmental protection, energy and the use of natural resources (sub-national level, civil society; businesses, etc.). Gender aspects of sustainable natural resource management should be considered as an essential part of programming since women have lack of access to decision-making, information and technologies in this area
- Specific position and expertise in the area of sustainable management of natural resources, energy and environmental protection recommends UN to work actively on number of issues that require immediate attention. Specifically, UN could work on:
 - development of new strategies and services for coordinated environmental management including water resources, land and biodiversity management;
 - strengthening environmental monitoring including through civil society engagement;
 - development of new services and practices to enhance the management of cultural (tangible and intangible) and natural assets;

- technical assistance to integrate environmental policies, plans and activities into sectorial priorities and programmes to halt progressive environmental degradation and its negative effects on the livelihoods and food security of the most vulnerable;
 - implementation of activities and programs to manage and minimize health impacts of environmental risks.
- UN should remain active in the area of capacity development with particular focus on national and sub-national stakeholders to be more ready to implement climate change adaptation and mitigation measures.
- UN should use its professional capacity to provide assistance to the sustainable management of forest resources in the Kyrgyz Republic, because they are of high ecological and economic importance. This includes the improvement of forest legislation, modern management of forest enterprises, reforestation and rehabilitation of forest resources and the effective use of timber and non-timber forest products.
- UN could support rural socio-economic development by supporting local and regional processing of timber and non-timber forest products and the improvement of value-chains. This is connected Outcome 5, the development of SME and Public-Private-Partnership.
- UN organizations are well positioned to assist the Government of the Kyrgyz Republic to develop and implement cross-sectoral strategies for the sustainable use of forest and land resources under climate change conditions and to settle user conflicts between local resource users.
- Water management remains an issue; water governance and watershed management has been neglected and landslides and floods are becoming more frequent and severe. UN should adopt comprehensive approach and provide policy advice and research to support evidence based reform in the water sector, with the focus to improve coordination and establish more synchronized policies and practices in the water management at the national and sub-national levels.
- In parallel, UN should support national partners to implement activities that will lead to improvement of the water supply infrastructure and expand water supply system ensuring broader access for the citizens.
- Considering specific position of the UN in the region, it is recommended that UN continue to facilitate dialogue on Trans-boundary water related issues through development of the legal framework based on key international legal principles and the interests of all Central Asian states.
- Energy plays a key role in economic development of Kyrgyzstan and promoting country potential for sustainable and cost-efficient energy for all is identified one of the key national priorities. Therefore, one of the opportunities for the UN in Kyrgyzstan is to provide technical and operations to partners at the national and local levels to enhance capacities for sustainable management of energy resources and promotion of cost-efficient management schemes for equitable and inclusive energy supply in both urban and rural areas of the country. Priority should be given to decentralized technical solutions in order to reduce distribution losses.
- UN should work with the national partners to support for the establishment and functioning of the national financing mechanism to facilitate the development of small-scale renewable energy projects. The emphasis should be placed on promotion of use of renewable energy sources and energy efficiency that will lead to reduced environmental pollution while at the same time stimulate investments in the energy sector. In parallel,

UN could work in technology transfer for the development of small hydropower, by building capacities of different stakeholders to efficiently deploy renewable energy technologies.

- Another opportunity for UN's involvement in the future is support to the key national stakeholders to identify and implement opportunities to enable growth of green economy and development of 'green jobs' linked to energy efficiency, renewable energy, environmental management, and cultural heritage.
- UN should pay more attention on environmental education and awareness raising to support the development of ecosystem-based management and rural socio-economic development under climate change conditions.

Outcome 7: By 2016, Disaster Risk Management (DRM) framework in compliance with international standards especially the Hyogo Framework of Action

The Kyrgyz Republic is exposed to various disasters, with the raising trend in the last years; this is affecting the development capacity of the country and local communities negatively. There are more than 14 000 disaster-prone areas throughout the country; more than 200 emergency situations are being reported each year, displacing 1000 people in average. High altitude relief of the country (from 350 to 7439 meters above the sea level) and extremes in weather and climate and unsustainable natural resources management are causing floods, droughts, and soil erosion; these impacts are expected to worsen in the future. In terms of legal framework, the Law of the Kyrgyz Republic "On civil protection" was approved in 2009. The Ministry of Emergency Situations is the central institution responsible for policy development, working out measures for the prevention of emergencies, the protection of people and national property, and for increasing the stability of economic objects in the event of a disaster. Another institution is the Inter Department Commission for Prevention and Elimination of Emergency Situations (IDC); the Emergency Response Center is established under the IDC.

UN Country Team in Kyrgyzstan is recognized as one of the key partners of the Government in addressing disaster risk management; it is recommended that UN continue its work in increasing preparedness for natural and man made disasters, minimize adverse development impacts and accelerate rebuilding in the post-disaster period. While UN plays one of the key roles in addressing disaster risk reduction, preparedness and response, it is also considered as one of the cornerstones for effective and timely coordination of for overall disaster risk management cycle.

Recommendations for the future engagement of UN

There are areas in which UN should enhance its presence:

- It is highly recommended that UN support the stakeholders in Kyrgyz Republic to perform comprehensive disaster risk assessment, so to make the development risk-informed, societies and institutions resilient. Overall, this requires assisting the Government in shifting the focus of existing national DRR policies and practices from Post-Disaster Management to Risk Management. This should include risk analysis of the geophysical, climate and other hazards, including those that are low intensity but high frequency; the assessment should differentiate vulnerabilities by social and economic groups such as women, female-headed households and populations located in the poorest regions. In addition, part of this exercise should be to assessment of policies and long-term planning and investment frameworks from the disaster risk-sensitive position. Based on these assessment, UN should help national stakeholders to develop adequate DRR approach, factor disaster risk reduction at the center of national sustainable development strategies as an important factor in building resilience, poverty eradication, address differentiated

social, economic and environmental impacts; and preparedness for disaster management and recovery at the sub-national and national levels, including innovation to manage risks through insurance, GIS technologies, remote sensing techniques and resilient infrastructure. Hence, national ownership of DRR and preparedness planning can help ensure that emergency interventions will be integrated into longer –term development objectives of the country;

- UN should continue work and provide assistance to mainstream climate risk management in support of authorities in Kyrgyzstan to develop and integrate climate change models into flood risk management policies and strategies.
- Large part of UN support should be aimed at development of national capacities for disaster risk management; this could include variety of activities such as: i) strengthening national capacities, including health sector response plans and safer hospitals, in order to reduce risks to health from natural disasters, conflict and humanitarian emergencies; ii) technical assistance to implement obligations under IHR, iii) revising and strengthening policies and strategies that mainstream DRR approaches and measures, including by bringing scientific capacities on board; iv) develop and maintain the policies, technical guidance, information management and communications to assess, verify, coordinate and respond to major environmental hazards and public health events; v) improving joint response through effective and efficient coordination system including on trans-boundary hazards; raising awareness at all levels.
- It is recommended that UN start working to strengthen DRR and the resilience of people in Kyrgyzstan, including support for community level infrastructure development such as flood protection barriers, hill slope stabilization or retrofitting of buildings and strengthening DRR management systems, taking into account gender related aspects in addressing DRR.
- The other major focus for UN could be on what happens after disasters strike. This will address post-disaster response and planning for recovery and preparation of recovery and reconstruction plans and programmes that are inclusive of and accountable to the most vulnerable and affected groups and include gender considerations. This will be reinforced through assistance for better coordination and implementation of early recovery programs with a focus on local economic conditions and employment and livelihoods; sensitivity to the needs of groups in danger of exclusion and vulnerable groups will be of particular concern.
- Increasing knowledge and raising awareness among the policy makers, stakeholders and population on different aspects of DRR, including reaction gender sensitive during disasters and in post-disaster period remains an area in which UN could focus its activities.

Overall conclusion is that progress achieved under the outcomes is contributing to relevance of UNDAF. The mid-term review confirmed there is demand to continue and expand UNCT activities as defined in UNDAF.

2.2. Effectiveness of UNDAF implementation

Effectiveness refers to the relationship between the achieved outputs and UNDAF outcomes; hence, it is a measure of the extent to which the results achieved by the UN Agencies in Kyrgyzstan contributed towards the achievement of the outcome.

This includes an assessment whether planned benefits under the outcomes have been delivered and received, the analysis of the appropriateness of objectively verifiable indicators (OVIs),

whether assumptions were relevant and adequate in explaining the achievement of the UN Agencies' outputs and whether any unplanned developments have affected the benefits received. There is lack of gender programming framework in outcome, output and indicators formulation so gender inequality issues are not properly considered and addressed.

The Results and Resources Framework (RRF) and its benchmarks (indicators, baselines and targets) provided limited insight in the actual activities indicating only partial description of the progress towards the achievement of outcomes. The RRF contains some inconsistencies and unclear logic strings between indicators and outcomes, which make an immediate assessment of effectiveness problematic. This is further exacerbated by the difference between UNDAF and UN Agencies' outcomes and the reporting practice of the UN agencies, whereby reporting is primarily focused on the UN Agency specific outcomes.

A full analysis of the progress towards outcomes and the Results and Resources framework is provided in the following part of the document:

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 1

Outcome 1: <i>A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peace building</i>	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>% of persons who feel secure in their area (indicating reduced tensions and improved security) and have confidence in application of rule of law and protection of human rights</p> <p>Target:</p> <p>At least 10 % increase in persons who feel secure in their area and have confidence in application of rule of law and protection of human rights</p>	<p>In addition to the existing indicators the MTR would suggest to include additional indicators that will better capture other dimensions of conflict prevention.</p> <p>Recent Baseline Survey for the Kyrgyzstan Peacebuilding Priority Plan – Measuring Peacebuilding in Kyrgyzstan provided baseline data for 12 indicators of the PPP Results Framework. It is highly recommended to use these indicators (or at least some of them) for the revised UNDAF RRF:</p> <ul style="list-style-type: none"> • Proportion of cases brought to human rights and justice institutions which are satisfactorily resolved. • Number of key policies and laws adopted or amended. • Number of corrective revisions/measures in the implementation of policies or laws that are acted upon as a result of oversight groups. • Citizens’ trust in national state institutions is increased. • Number of disputes taken up and documented by formal or informal local institutions increased. • Number of violent disputes decreases within targeted LSGs. • Citizens’ trust in targeted LSGs increased. • Percentage of existing LSG-led local grievance resolution mechanisms and decision-making bodies in targeted communities that include under-represented groups. • Number of youth in targeted districts who mobilize across ethnic lines to formally demand equal access to services. • Percentage of students, teachers, administrators and parents connected to MLE schools who increasingly value diversity. • Incidents of media misconduct within the 5 most popular media outlets. • Public perception of media as a vehicle for diversity. • Percentage of citizens in targeted communities who have positive disposition
<p>% of persons that perceive Kyrgyzstan as a tolerant society with respect for diversity (segregated data showing percentages for different identity groups)</p> <p>Target:</p> <p>At least 10% increase in persons that perceive Kyrgyzstan as a tolerant society with respect for diversity (segregated data showing percentages for different identity groups)</p>	
<p>% of persons that have the perception of good intercommunity coexistence and cooperation (e.g. in areas such as business cooperation, education, community life etc.)</p> <p>Target:</p> <p>At least 10% increase in persons that have the perception of good intercommunity coexistence and cooperation (e.g. in areas such as business cooperation, education, community life etc.)</p>	

toward “others”.

UNCT will, within the framework of the Peacebuilding Programme, report on progress against each of these indicators; this will at the same time facilitate UNDAF reporting.

Some other indicators that could be considered are:

- Extent to which capacity of the Electoral Management Body (EMB) to perform its functions, including: financial and operational planning, conducting operations for elections and referenda, voter information and stakeholder outreach to hold credible and inclusive elections, has improved.
- Extent to which national mechanisms for mediation and consensus-building show increased capacities to build consensus on contested issues, and resolve disputes

It is recommended to include/ consider some any gender (sensitive) indicators; this is proposed under the 7 point action plan on gender-responsive peacebuilding and UNSCR 1325, as essential part of peace building programming.

Brief review of progress under the Outcome 1

UNCT made significant progress towards achievement of the Outcome 1; the most important contribution was made within the framework of the Peacebuilding and Recovery Facility (PRF) of the Peacebuilding Fund (PBF). UNCT has adopted holistic approach to peace building in Kyrgyzstan, working on eliminating root-causes of insecurity and conflict through establishment of a sound policy and legal frameworks, developing capacities and the national and sub-national levels for implementation of these policies and laws and supporting vulnerable and excluded groups that are affected by conflicts.

As highlighted, the key mechanism for addressing issues related to “peace infrastructure” is the Peacebuilding Fund. The national ownership of the Peacebuilding Fund and the approved projects is ensured through the Joint Steering Committee (JSC), made up of representatives from Parliament, offices of the President and of the Government, governmental agencies, and civil society organizations together with UN agencies. The key role of the JSC, chaired by the representatives of the Presidents’ office, its key role is to oversee the development of a Peacebuilding Needs and Priorities Assessment in the Kyrgyz Republic and based on this, preparation of the Peacebuilding Priority Plan (PPP) to guide UN peacebuilding initiatives in Kyrgyzstan. Implementation of the PPP is on going through currently 10 approved projects within its priority areas, with involvement of six-recipient UN Organizations (RUNO). These 10 projects target 14 priority districts (Rayons) and cities, covering 75 priority municipalities.

Key results achieved through UN support to establishment of a sound policy and legal frameworks for peace building:

- At the national level, the Government of Kyrgyz Republic in partnership with UN adopted a broader ‘Roadmap for peacebuilding’ in Kyrgyzstan that includes a series of strategies, policies and initiatives aimed at promoting peacebuilding objectives across the country. Within this context, UN agencies provided technical support for the preparation of some of the key national development strategies, such as National strategy for sustainable development of the Kyrgyz Republic for 2013-2017, Concept on the Development of National Unity and Inter-ethnic Relations, National Prevention Mechanism, and Concept of

the state policy of the Kyrgyz Republic in the religious sphere for 2014-2020 , National Programme on Development of State Language and improving the Language Policy in the Kyrgyz Republic 2014-2017.

- UN provided support to the national partners to mainstream the National Action Plan 1325 which promotes the role of women in peacebuilding and the Secretary-General's 7-Point Action Plan to track progress on the integration of women in peacebuilding through gender equality and equity initiatives. However, the actual progress in implementation of the NAP and achieved results are limited. UNCT is providing assistance to the Government of Kyrgyzstan to implement the Secretary General's Policy Committee Decision on Durable Solutions in the Aftermath of Conflict (No. 2011/20), as one of three selected countries for this activity.
- In addition, UN in Kyrgyzstan is supporting national partners to prevent and reduce statelessness through establishment of adequate legal and administrative frameworks.

UN support to strengthening the mechanism for peace building

- In addition to the broad range of activities and results achieved within the PPP framework, UN is working on strengthening of national and local institutions in the area of peace building.
- The State Agency for Local Self-Governance and Inter-ethnic Relations (GAMSUMO) and Public Advisory Boards are capacitated to oversee work done at the sub-national level, while at the same time are working on developing and implementing measures to improve interethnic confidence and national harmony.
- Capacities of the governance institutions at the local level are being enhanced to implement measures for social inclusion of minorities in the mainstream society by addressing root causes of conflict and exclusion. On operational level, UN supported implementation of measures to increase the engagement of minorities in public life.
- Geo-political situation in Kyrgyzstan and in the broader region required establishment of integrated border management approach. Within this context, UN provided assistance to strengthen the national asylum system and ensure support to vulnerable persons (asylum seekers and refugees, children, women-at-risk, etc.), whilst supporting projects to modernize border management systems. UN regional projects were additional support to improved border management by working to enhance trust and cooperation both amongst law enforcement bodies in Kyrgyzstan as well as with law enforcement bodies from neighboring countries, including through the creation of border liaison offices.

CONTRIBUTION TOWARDS ACHIEVEMENT OF OUTCOME 2

Outcome 2: <i>By the end of 2016, the Government of Kyrgyzstan fulfills key recommendations of the Universal Periodic Review, Treaty Bodies and Special Procedures, and other obligations under the international law and treaties for the better protection of human rights</i>	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
Indicator 2.1. # of complaints submitted UN Treaty Bodies and Special	It is recommended to consider indicators that will reflect on implementation of

<p>Procedures related to human rights violations</p> <p>Target: Minimum 10 individual complaints submitted by persons under Kyrgyz jurisdiction to UN Treaty Bodies and Special Procedures</p> <p>Baselines: 5 decisions of the UN Human Rights Committee on individual cases carried out since 1995 (since 1995 individual communication became legal)</p>	<p>international human rights law in the country. While the ratification of international legal instruments and standards is an important first step, it is the effective implementation on the ground that makes people feel that their rights, dignities and opportunities are adequately protected. An insufficient protection of human rights undermines peacebuilding efforts as it contributes to a growing culture of impunity and mistrust and therefore has the potential to exacerbate conflict. In addition, it is recommended to include indicators that will measure capacities of the governance institutions to provide equal and non-discriminatory services to citizens and address deprivation from social, economic, cultural, civil and political rights.</p>
<p>Indicator 2.2. % of all recommendations and decisions of UN Treaty Bodies and Special Procedures implemented</p> <p>Targets: i) 20% of all recommendations and decisions implemented; ii) National body or mechanism tasked to oversee implementation of recommendations and decisions is functional</p> <p>Baselines: i) 0 decisions implemented; ii) Baseline on implementation of recommendation tba</p>	<p>In addition to the existing, some of the indicators that could be considered under the Outcome 2:</p> <ul style="list-style-type: none"> • Extent to which mechanisms for integrated reporting and/or implementation of outstanding treaty bodies, special procedures and Human Rights Council recommendations are in place/functioning • Extent to which operational institutions have the capacity to support fulfillment of nationally and internationally ratified human rights obligations • Worldwide Governance Indicators (WGI) i) Political stability and absence of violence; • Indicators deriving from the Public Opinion Survey- Residents of Kyrgyzstan (done regularly by the International Republican Institute- IRI): this is an excellent source of number of indicators that could serve to measure perception on Human Rights, etc. • There is a need to include some of the gender related indicators; some of possible indicators could be: <ul style="list-style-type: none"> • Indicator Gender Inequality Index (GII) • Indicator Gender Gap Index • Indicator SIGI Index (Social Institutions and Gender Index) • Linked to the existing indicators, it could be: number of UN HR recommendations relating to the prevention of violence and discrimination against women, children, youth and persons with disabilities implemented (there is a long list of recommendations to be implemented, and there will be new recommendations from CESC and UPR soon).

	<ul style="list-style-type: none"> • It is suggested to include indicators that will measure participation of civil society in implementation and monitoring of implementation of the UN human rights mechanisms' recommendations, as well in preparation of national reports for the UPR and Treaty Bodies. Currently involvement of the civil society is on an ad-hoc basis and not addressed systematically. • It is suggested to follow and measure preparation and implementation of alternative “shadow” reports by civil society and possible indicators could be: <ul style="list-style-type: none"> ▪ Number of recommendations of alternative reports on rights of migrants (including humanitarian); ▪ Number of by-laws approved upon recommendations of alternative reports on rights of migrants (including humanitarian). • At the level of institutions, indicator could be: Degree of independence of the National Human Rights Institution (NHRI) in Kyrgyzstan – if the NHRI operates in full conformity with Paris principles. Currently NHRI has received status B. Chart of the Status of National Institutions Accredited by the International Coordinating Committee of National Institutions for the Promotion and Protection of Human Rights- http://www.ohchr.org/Documents/Countries/NHRI/Chart_Status_NIs.pdf
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Brief review of progress under the Outcome 2

UN was effective towards achievement of the Outcome 2; the key results of UN agencies could be organized around two interlinked pillars: support to legal reform for establishment of sound policy and legal frameworks and support to national human rights institutions, human rights defenders and implementation of activities for improved human rights.

Key results in creating enabling environment for protection of human rights (support to legal reform and development of the main legal, policy and strategic documents for protection of human rights) :

- Technical assistance for development of measures to ensure the constitutional rights of citizens, such as the freedom of religion;
- Capacity development support for preparation of seven draft laws for judiciary reform in which human rights principles have been mainstreamed;
- Assistance for drafting of set of laws to guarantee rights to people with disabilities, on domestic violence and on probation;

- Support to provision of free legal aid and strengthening of forensic services within the framework of improved access to justice
- Support to criminal justice reform through technical assistance for the review of the Criminal Code to incorporate measures laid out in the SRT's recommendations;
- Technical assistance for development and implementation of the National Action Plan against Torture that included recommendation in the UPR and from the Special Rapporteur on Torture (SRT);
- Technical assistance to prepare some of the key human rights related reports:
 - the report for the second phase of the Universal Periodic Review (UPR);
 - national report and alternative reports on the Convention to Eliminate All Forms of Discrimination against Women (CEDAW) Committee in 2014;
 - Comprehensive Confidential Report to CEDAW Committee.
- Support to the national institutions in Kyrgyzstan for preparations towards the Beijing+20 conference within the support to promotion of women's rights- UN agencies supported consultations throughout the country to conduct a National Review of Kyrgyzstan and worked with national counterparts to prepare for the conference and identify areas for strengthening work on women's rights and integration of issues identified to the National Action Plan on achieving of gender equality

The key results of UN agencies in Kyrgyzstan in the area of strengthening national human rights institutions and human rights defenders and improving human rights situation:

- Institutional strengthening and development of operational capacities of the Constitutional Chamber of the Supreme Court of the Kyrgyz Republic to facilitate full implementation of constitutional rights of citizens;
- Organizational development and strengthening of the Office of the Ombudsman in the Kyrgyz Republic to implement assigned functions;
- Capacity development of the National Centre for the Prevention of Torture to implement its mandate in line with the requirements of the Optional Protocol to the Convention against Torture and carry out torture prevention activities.);
- Technical assistance for the establishment of the Coordination Council on Human Rights chaired by a Vice Prime Minister, demonstrating the Government's commitment to strengthen its work in this area. UN agencies actively participate in this and other coordination councils to promote adherence into international principles and improve protection of citizens' rights.
- Technical assistance and other forms of support to the human rights institutions in Kyrgyzstan to implement the Secretary-General's Policy Committee Decision on Durable Solutions, which seeks to identify key gaps and strengthen responses towards internally displaced persons and returning refugees;
- Capacity development and strengthening the work of lawyers in the area of human rights throughout the country, with particular focus to assist people to file complains if access to basic social services was rejected;
- Capacity development of government officials, including border guards, judges, prosecutors and officers of the state body responsible for refugee status

determination, as well as NGOs and academic institutions with the objective to establish sustainable asylum system in the country.

- Capacity development of non-governmental organizations (NGOs) to provide strategic assistance on policies, methods to assure fair trials, providing advice to lawyers and supporting the submission of individual complaints, with the overall objectives to increase respect of people's rights and improve access to justice;
- Technical support to the national institutions to attend the review by the Human Rights Committee and the Committee on the Rights of the Child. In relation to this, support was provided to institute a mechanism to evaluate the performance on the Convention of the Rights of the Child.
- At the local level, the following key results were achieved: increased community participation in promotion of human rights and improved access to basic social services; improved situation of women and youth through empowerment, mobilization of women's community based organizations on elimination of gender based violence and protection of women's rights.

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 3

Outcome 3: By 2016, national and local authorities apply rule of law and civic engagement principles in provision of services with active participation of civil society	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>Indicator 3.1. % of civil society organizations and NGOs actively and legally participating in formulation and implementation and M&E of national and local development policies</p> <p><i>Targets:</i> 1/4 of civil organizations and NGOs effectively and legally participate in formulation and implementation and M&E of national and local development policies</p> <p><i>Baseline:</i> 0 civil organizations and NGOs participate effectively and legally in formulation and implementation and M&E of national and local development policies</p>	<p>Comments on the current indicators:</p> <p>The focus of the Indicator 3.1. is to measure number of CSOs and NGOs that are participating in policy development and implementation; it is planned (“targeted”) that 25% of all NGOs and CSOs will participate in these activities.</p> <p>The MTR suggest to re-consider/ revise this indicator, as it is not adequate to measure “rule of law “or” civic engagement principles in provision of services. Specifically the number of CSOs and NGOs that are participating in policy making process does not reflect on the quality of strategies and policies neither contributes to the establishment of rule of law in the country. Considering number of officially registered CSOs and NGOs in Kyrgyzstan it is unrealistic to expect that 1/4 will first have interest and capacities to participate in these activities.</p> <p>The Corruption Perception Index (CPI) is one of the most frequently quoted indicators on corruption. Kyrgyzstan is showing steady progress on CPI being</p>
<p>Indicator 3.2. Corruption Perception Index (CPI) ranking score</p> <p><i>Targets:</i> Ranking score of 100 or better in (CPI);</p> <p><i>Baselines:</i> 164 ranking score in CPI 2010;</p>	

<p>Indicator 3.3. # of complaints on corruption</p> <p><i>Target:</i> number of complaints on corruption tripled</p> <p><i>Baseline:</i> Corruption baseline survey to be conducted in 2011; survey will also establish a baseline on total number of complaints</p>	<p>ranked 154 in 2012; 150 in 2013 and 136 in 2014; the WGI Control of Corruption marks were 12.4 in 2012 and 11.5 in 2013. This shows that the country is recording progress in fight against corruption. Still, the Doing Business Report among other points, highlighted that the corruption is one of the pressing problems for the country. Therefore, it is encouraged to use CPI together with some other indicators to track progress in fight against corruption.</p>
<p>Indicator 3.4. % of persons with open access to credible information on public policy making</p> <p><i>Target:</i> At least 50% of population with open access to quality updated public information on policy making through Internet and mobile phone</p> <p><i>Baseline:</i> Internet users only have an access to public institutions' websites (40% of the population in 2010)</p>	<p>Indicator 3.3. refers to the number of complaints on corruption; the baseline for this indicator was not established. This indicator should be reviewed and reconsider, unless UN is implementing a large-scale advocacy and public awareness/ education programme on corruption.</p> <p>The focus of <i>Indicator 3.4</i> is on a number of persons with open access to credible information on public policy making, with intention to have 50% of population with open access to quality updated public information on policy making through Internet and mobile phone. Increased number of people with information about policy making process does not affect the actual quality of that policy; in addition, it is difficult to define what “credible information” is and measure to measure it. Therefore, the MTR finding is that this indicator should be revised/ reviewed to better reflect on actual citizen participation in policy and decision making processes.</p> <p>Some of the indicators that could be considered for the Outcome 3:</p> <ul style="list-style-type: none"> • Worldwide Governance Indicators (WGI) i) Voice and Accountability; ii) Government Effectiveness; iii) Rule of Law- WGI World Bank • Extent to which relevant civil society groups have strengthened capacity to engage in critical development and crisis-related issues, disaggregated by women’s, youth and excluded groups • Extent to which there is a strengthened environment for civic engagement, including legal/regulatory framework for civil society organizations to function in the public sphere and contribute to development, and effective mechanisms/platforms to engage civil society (with a focus on women, youth or excluded groups) • Indicator Open Budget Index: measures the overall commitment of countries to transparency and allows for comparisons among countries

	<ul style="list-style-type: none"> • Indicators deriving from the Public Opinion Survey- Residents of Kyrgyzstan (done regularly by the International Republican Institute- IRI): this is an excellent source of number of indicators that could serve to measure perception on Institutions, Government, Corruption, Politics, Elections; International Relations, Human Rights, etc. • Indicators that will reflect on activities and participation of civil society in preparation, monitoring and implementation of national development strategies and programs. Example could be: National development strategies are developed based on evidences and include human rights principles and accepted international development frameworks (SDG, ICPD, CEDAW etc.) • Indicators that will reflect on women participation in public structure, national decision and policy-making processes. Example could be: % of women in the national and sub-national governments and % of women in public administration. The baseline should reflect on % of women in the National Parliament, % of women in the Government and civil service • Indicators that reflect on the number of (fully or partially) implemented recommendations/ conclusions of the UN human rights mechanisms relating to access to justice and fair administration of justice. • In addition, there is a need to consider indicators that will measure functioning of national asylum system against international standards and to reflect on quality of legislative and administrative frameworks to address statelessness and citizenship. • UN agencies should introduce indicators that will measure the extent to which national and local development strategies reflect needs and interests of diasporas, migrants unions, trade union organizations and measure their participation in preparation and implementation of national and local development strategies
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Brief review of progress under the Outcome 3

Key results towards reform of legal and policy frameworks that are contributing to the rule of law in Kyrgyzstan- support to legal reform and development of the main legal, policy and strategic documents for establishment of rule of law

- Revision of the Law on the Ombudsman in line with the Paris Principles- joint efforts of the UN Agencies to draft amendments of the Law, in line with international standards;
- Technical assistance for development and implementation of an e-governance strategy, that will enable better access to citizens on a range of essential state functions, laws and protection of their rights;
- Support for the revision of the Law on Crime Prevention, granting additional opportunities to Local Crime Prevention Centers to attract funding for their work. In line with the Law, support was provided to establish consultative process for preparation of locally owned crime prevention plans (best practice in this respect is from the southern Batken *oblast*, where municipal assembly adopted this plan). A major innovation included in draft new criminal legislation, which was developed with UN expert assistance, will be the establishment of a probation service;
- Support to introduce and implement changes in the Criminal Code to ensure justice for violence against women and girls;
- Technical assistance was provided for preparation and implementation of the Police Strategy. Part of the Strategy included policy for competitive and qualification based recruitment of police officers and the policy for oversight and quality control of the police and police officers;
- Support for preparation and implementation of the Law on Forensic Services.
- Technical assistance and support provided for implementation of the National Prison Reform Strategy 2012-2016.
- Support to the development of plans for implementing the Judicial reform as well as providing adequate mechanism for financial planning.

The key results of UN agencies in Kyrgyzstan in the area of strengthening national governance institutions towards establishment rule of law in the country:

- Capacity development of the Parliament of the Kyrgyz Republic to better grasp assigned functions (e.g. drafting of laws including implications on establishment of rule of law and human rights; implementation and monitoring of laws, etc.) ;
- Functional and organizational development of the Office of the Ombudsman to implement its core mandate ;
- Support to the establishment of mechanisms for independent oversight and evaluation of police through strengthening the Public Oversight Council of the Ministry of Interior, local government and population to carry out oversight, evaluation and reporting tasks;
- Support for introducing improvements in the area of health care for prisoners; specifically, a new hospital for offenders with tuberculosis was opened allowing for proper treatment of TB patients within the prison system. Part of the efforts to improve health care in prisons was advice and consultations on the transfer of prison health care from the Prison Service to the Ministry of Health;
- Support for international accreditation of the State Forensics Centre under the Ministry of Justice and other forensic laboratories in the country- technical assistance provided to the Accreditation Centre of the Ministry of Economy in order to coordinate consultations and activities;
- Support to national institutions to implement activities that will address disturbing issues of migration and promoting development plans that take into consideration these issues; this is further strengthened through advocacy support;
- Technical assistance provided for more transparent public budgeting with particular focus to improve the allocation and use of budget resources; this

included support for prioritization of use of resources to strengthen development initiatives and also gender-responsive budgeting.

- Support to the national institutions for Beijing+20 process through innovative social and art approach;

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 4

Outcome 4: By 2016, vulnerable groups benefit from improved social protection, namely: Food security; MCH/RH services; Nutrition; Education; STI/HIV/TB and Social protection services and benefits	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>Indicator 4.1. % of complicated deliveries <i>Target: 40%; Baseline: 55.7%</i></p>	<p>The mid-term review finds that the indicators under the Outcome 4 are highly relevant, and should remain. Still, it is recommended to consider additional indicators that will reflect on the work of UN:</p> <p>For education sector:</p> <ul style="list-style-type: none"> • Net enrolment ratio (NER) in pre-primary education, children between the ages of 36 – 59 months • Transition rate from primary to secondary general education, by sex • % of children, between 7 – 15 years, with registered disabilities attending mainstream schools • Out-of-school rate for adolescents of lower secondary school age, by sex. • Drop out rate (or numbers) for boys / girls at the secondary school level • Number of teachers that are trained in inclusive, child-centred teaching pedagogy <p>Food security and nutrition:</p> <ul style="list-style-type: none"> • Exclusive breastfeeding rate among children under 6 months • Prevalence of anaemia among women of reproductive age • Level of anaemia among children
<p>Indicator 4.2. Stunting rate among children under five <i>Target: 10%; Baseline: 13%</i></p>	
<p>Indicator 4.3. Kyrgyzstan’s ranking in international assessment on learning achievement (PISA) <i>Target: Increase in ranking; Baseline: Last place ranking (67th)</i></p>	
<p>Indicator 4.4. Secondary school completion rate <i>Target 93%; Baseline: 78%</i></p>	
<p>Indicator 4.5. % of eligible families with children benefiting from poverty targeted cash transfers <i>Target: 80% of extreme poor households benefit from poverty targeted cash transfer</i> <i>Baseline: 60% of extreme poor households don’t benefit from poverty targeted cash transfer</i></p>	

<p>Indicator 4.6. % of increase of targeted HHs with borderline and adequate Food Consumption Score</p> <p><i>Target:</i> 55% of the most vulnerable households improve their food consumption (upgrade from poor to borderline or acceptable food consumption pattern).</p> <p><i>Baseline:</i> 40% of the assisted households upgraded from poor to borderline or acceptable food consumption pattern</p>	<ul style="list-style-type: none"> • Percentage of households consuming adequately iodized salt • Proportion of rural households that are food insecure households as measured by the Food Consumption Score, disaggregated by sex of household head • Average Dietary Diversity Score among rural households disaggregated by sex of household head • Percent change in local production of fortified foods (iodized salt; fortified wheat flour; fortified oil) • % of the population with (a) access to an improved drinking water source and (b) access to adequate rural/urban sanitation. <p>MCH/ RH services</p> <ul style="list-style-type: none"> • Percentage of GDP for public health expenditure • Neonatal mortality rate* (per 1,000 live births) • Under five child mortality rate* (per 1,000 live births) • Maternal mortality ratio* (per 100,000 live birth) • Contraceptive prevalence rate • Unmet need for modern contraception(%) (Proportion of demand for family planning satisfied) • Antenatal care coverage (%) Adolescent fertility rate <p>TB:</p> <ul style="list-style-type: none"> • TB mortality rate (per 100,000 population) (base -8.4, target >7) • MDR-TB prevalence among new TB patients (base – 28. Target – 25) • Treatment success rate of MDR-TB: Percentage of bacteriologically confirmed drug resistant TB cases (RR-TB and/or MDR-TB) successfully treated (baseline – 62,7% target – 75%) <p>HIV</p> <ul style="list-style-type: none"> • Percentage of PWID, SW, MSM that have received HIV test during the reporting period and know their results (target 80% in each group) • Percentage of adults and children with HIV known to be on treatment 12 months after initiation of antiretroviral therapy (target >85%)
<p>Indicator 4.7. % of most-at-risk populations (MARPS) who received an HIV test in the last 12 months and who know their results</p> <p><i>Target:</i> 80%; <i>Baseline:</i> 52%</p>	
<p>Indicator 4.8. % of estimated HIV positive incident TB cases that received treatment for TB and HIV</p> <p><i>Target:</i> 80%; <i>Baseline:</i> 52%</p>	
<p>Indicator 4.9 % of GBV survivors who received relevant package of services out of all GBV survivors applied for assistance</p> <p><i>Target:</i> 40%; <i>Baseline:</i> 0%</p>	

- Percentage of pregnant women who received antiretrovirals to reduce the risk of mother to child transmission (baseline 88,8%, target > 95%)
 - Percentage of new HIV positive patients who started IPT (Isoniazid Prevention Therapy against TB) during reporting period (baseline -11%, target - 75%)
- STI
- Percentage of sex workers reporting the use of a condom with their most recent client, men reporting the use of a condom the last time they had anal sex with a male partner (target >90%)
 - Testing of ANC attendees for syphilis at first visit (global target >95%)
 - Congenital syphilis rate (country- or region-specific target)
- NCD
- NCD indicators: <http://www.who.int/nmh/publications/ncd-action-plan/en/>
- A 25% relative reduction in risk of premature mortality from cardiovascular diseases, cancer, diabetes, or chronic respiratory diseases.
 - Social protection services and benefits
 - % GDP share of expenditures for social protection
 - GINI index for the Kyrgyz Republic³²
 - Number of policy reforms (including political initiatives) taken to extend social protection coverage
 - Number of policy measures taken to meet the minimum social protection guarantee

Brief review of progress under the Outcome 4

Key results for development of the policy and legal frameworks within the outcome 4:

Food security:

³² <http://data.worldbank.org/indicator/SI.POV.GINI> Gini index measures the extent to which the distribution of income or consumption expenditure among individuals or households within an economy deviates from a perfectly equal distribution. Gini index of 0 represents perfect equality, while an index of 100 implies perfect inequality.

- Support for the development of a National Food Security and Nutrition Programme, 2015-2017 and the Programme of Social Protection 2015-2017 -

MCH/RH services:

- Support for the development of the National Health Reform Programme 'Den Sooluk' 2014-2015 implemented through the Sector-Wide Approach (SWAp-2) in which priority health interventions were integrated;
- Technical assistance was provided for preparation of the first national report on Confidential Enquiry into Maternal Death (CEMD) , which presented key recommendations for further improvement of quality of maternal health services and reduction of maternal mortality
- Revised RH law was adopted by the Parliament and signed by the President. The revised RH law contains 2 critical provisions that ensure access of young people to SRH services and information in Kyrgyzstan. It provides a legal basis for sexuality education of young people and ensures access to SRH services for young people starting from the age 16.
- MAF Action Plan to accelerate achievement of MDG5 has been developed.
- Two assessments of quality care for pregnant women and newborns have been completed. The results and recommendations of the assessments are used for further improvement of quality of care.

Nutrition:

- Technical assistance provided for a new government policy on school feeding;
- UN participated in knowledge, attitude and practice (KAP) survey of the nutritional awareness and practices of pregnant and lactating women of reproductive age, and adolescent girls; the findings will serve as the basis for designing key interventions to improve the health and nutritional status of the targeted groups.

Education:

- The UN continues to support the efforts of the Government for improvement of pre-school and school education, and actively contributes to state strategies and is engaged in the Education SWAp.

STI/HIV/TB

- Technical assistance for the development of strategic documents, based on the new WHO strategies for 2016 - 2020;
- Support to the Ministry of Health to develop a national strategy on Non-communicable Diseases (NCD) control, which includes actions to control more effectively risk factors and focus on priority activities.
- UN supported the Government to prepare and adopt the National Health 2020 programme, based on inter-sectorial actions.

Social protection

- Support was provided to the Ministry of Social Development to carry out the Assessment-Based National Dialogue in the Kyrgyz Republic; this included

activities to review the social protection system and develop policy recommendations for improvement and reform.

Addressing statelessness

- Support to the Government of Kyrgyzstan for preparation and adoption of the National Action Plan on statelessness

Strengthening gatekeeping and referral mechanisms

- Support and technical assistance to develop a government regulation on the identification and case management of children and families in difficult life situations; the objective is to explain the distribution of responsibilities between stakeholders and clearly identify referral process and how to address issues for vulnerable families.
- UN agencies continue to lobby for legislative improvements related to nationality and civil registration and ensure strategic guidelines to address statelessness in Kyrgyzstan.

The key results of UN agencies in Kyrgyzstan in the area of strengthening national institutions and implementation of activities on the ground are as follows:

Food security

- Joint efforts of national stakeholders and UN agencies has resulted in developing a first comprehensive policy document that outlines and documents food security gaps and recommendations in the spheres of food availability, food access, food utilization and food safety through developing a National Food Security and Nutrition Programme to guide national priorities in the area of food security until 2017.
- At the level of implementation, UN agencies supported activities to improve food consumption and increase access to food. Through UN support vulnerable household members benefited from food or cash rations following implementation of Food Assistance for Assets activities that included asset rehabilitation and training.
- Joint efforts by UN agencies have promoted food security and social protection among rural women, by addressing challenges faced by rural women and promoting increased action to support an often underserved portion of the population.
- UN agencies contributed to strengthening the country's natural resources and physical infrastructure to improve food security (e.g. rehabilitation of irrigation structures, roads, bridges, riverbank reinforcements, dams and drinking water systems).

MCH/RH services

- In order to build the capacity of the Ministry of Health and national experts to analyze health statistics and data on maternal deaths and use data for evidence-based decision making, UN agencies supported training for key national organizations on statistical methods and epidemiological surveillance tools.
- Support is provided to improvement of the quality of obstetric care through in-service training in effective perinatal care and emergency obstetric care followed by monitoring and supportive supervision.
- Support was provided to improvement of medical services by strengthening of birthing practices; improvements to water, sanitation and hygiene (WASH)

facilities; and purchases of new life-saving equipment to improve maternity wards in southern Kyrgyzstan; the changes are made in improved practices and services in the maternity wards.

- Support is provided to improve Reproductive Health Commodity Security System in the country to ensure access of population to contraceptives and family planning services.
- Support for implementation of measure in combating poor nutrition among children (continues providing micronutrient sprinkle packages in five provinces for children under five years of age).

Education

- The UN has also supported the opening of 61 community-based kindergartens in southern Kyrgyzstan since 2013.
- UN supported promoting peace and tolerance through empowering children in border schools as agents of change in their communities. UN is promoting multilingual and multicultural education in preschools and primary schools.
- UN supported the Ministry of Education and Science and the Ministry of Health to develop a handbook on healthy lifestyles for school children in grades 6 to 11 and extracurricular courses to promote school children's skills in grades 9 and 10
- UN agencies are also supporting the work of the Ombudsman to address violence in schools. Activities have been implemented in 38 schools throughout the country. The results of this pilot project will be reviewed for broader implementation.
- Schools were also supported with methodological guidance on how to conduct extracurricular activities that address issues of violence between children and between children and teachers. Additional work is also being conducted to improve disaster risk reduction (DRR) preparedness and response. Preschool and primary level schools have been equipped with books and programmes, as well as teachers receiving training to strengthen preparedness approaches. These efforts are contributing to safer school environment and improved learning space.
- Technical assistance to build national capacity to improve the quality, efficiency and sustainability of the existing Government's school meals programme in 250 schools in line with international quality standards was provided

STI/HIV/TB

- Kyrgyzstan made important progress in addressing the main issues in combating MDR-TB, infection control and childhood TB.
- Support to increased availability of HIV testing and counseling, through the work of non-governmental organizations
- UN supported pilot projects within the context of decentralization of antiretroviral (ART) drugs: it included 'multi-disciplinary teams' and other initiatives, such as a 'one-stop-shop' integrated care at Bishkek AIDS centers and mobile units. Innovations have also led to AIDS centers and primary health care facilities implementing ambulatory patient cards including symptomatic screening of TB and HIV.
- Increased efforts by UN and partners have addressed non-communicable diseases (NCD) in Kyrgyzstan. In particular, there has been increased focus on cancer, cardiovascular diseases, chronic respiratory diseases, prevention of alcohol and tobacco abuse and diabetes.

Social protection services and benefits

- Support provided for the improvement of child protection through work with children in the residential institutions in the country; efforts for closure of institutions were prominent as following field work and provision from the Child Code number of children in residential institutions reduced for seven per cent;
- Support to clinical rape management protocol in Kyrgyzstan: primary health care professionals received training on how to manage rape cases properly and knowledge on gendered aspects violence.
- Support provided to strengthen intersectoral response mechanism to Gender Based Violence/Violence against women and girls in both humanitarian and normal settings (advocacy, capacity development of service providers, practical tools and guidelines/sectoral by-laws): support is provided to develop and adopt the GBV standard operating procedures (SOP) as an effective instrument of gender and human rights responsive policies and political will;
- UN is assisting with implementation of activities that are addressing statelessness- support was provided for protecting refugees and asylum-seekers through improved access to public services (e.g. educational opportunities for children and adults, medical services; housing; etc.)

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 5

Outcome 5: By the end of 2016, population, especially vulnerable groups, benefit from inclusive growth leading to decent and productive employment and improved access to productive natural resources, markets, services and food security	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>Indicator 5.1. % of employed persons in total economically active population</p> <p><i>Target:</i> Increase of the share of employment in total economically active population by 1.0-2.0 percentage points annually</p> <p><i>Baseline:</i> Economically active population: 2 351 316 (Census 2009); employed: 2 111 160 (Census 2009)</p>	<p>The current indicators under the outcome 5 should remain, as they are relevant and appropriate for UN activities in these sectors. It is advised to include as a baseline current employment/ unemployment figures and ratio.</p> <p>Still, there are some other indicators that should be consider to better reflect UN's contribution to these sectors. Therefore, it is recommended to consider the following indicators to assess inclusive and enabling environment for business growth:</p> <ul style="list-style-type: none"> • Ease of Doing Business • Global Competitiveness Index for Kyrgyzstan • UNECE Study on regulatory and procedural barriers to trade in Kyrgyzstan (2015) <p>In addition, it is recommended to consider indicators that will measure active labor market programs and activities. Example could be:</p> <ul style="list-style-type: none"> • Extent to which policies and institutional measures in economic development, trade and agriculture are in place at the national and sub-national levels to generate and strengthen employment and livelihoods <p><i>Target:</i> A change in (policies, systems and/or institutional) measures has occurred and is being demonstrably implemented at the national and sub-national levels aimed at generating or strengthening employment and livelihoods.</p> <ul style="list-style-type: none"> • Number of new jobs created
<p>Indicator 5.2. % of people living below the official poverty line</p> <p><i>Targets:</i> % decrease of people living in poverty by 2.5- 3.0% annually; 55% of the most vulnerable households improve their food consumption (upgrade from poor to borderline or acceptable food consumption pattern)</p> <p><i>Baselines:</i> Poverty ratio constituted 31,7% in accordance with methodology of National Statistical Committee. Currently National Statistical Committee does not provide data lower than level of provinces. 40% of the assisted households upgraded from poor to borderline or acceptable food consumption pattern</p>	
<p>Indicator 5.3. Ratio of GDP to number of workers</p> <p><i>Target:</i> Increase in GDP per worker</p> <p><i>Baseline</i> to be carried out in 2011</p>	

Indicator 5.4. % of workers with earnings at or below the national poverty line (the so called working poor)

Target: Decreasing % of workers with earnings at or below the national poverty line

Baseline to be carried out in 2011

- The annual volume of foreign direct investments

Indicators related to agriculture should be included to better describe this Outcome:

- Rate of rural poverty;
- Extent to which policies, systems and/or institutional measures are in place at the national and sub-national levels to generate and strengthen employment and livelihoods
- % of people living below poverty line in rural areas

It is recommended that the component related to the migrations, within this outcome is measured against the following indicators:

- Number, % of migrants (women and men) received qualification, skill for the first time
- Number, % of migrants (women and men) received re-training, or additional education
- Number, % of women-refugees that are receiving social protection services
- Number, % of internal labor migrants that are receiving social protection services
- Number, % of children, members of families of internal labor migrants (that are receiving social protection services)
- Number, % of migrants (women and men) that are leaving for education abroad/ coming back upon the completion of education
- The number of employed internal migrants (men and women),
- The number of employed migrants (men and women), who have returned from abroad and being in the process of reintegration,
- The number of jobs created for migrants (men and women)/ occupied by migrants,
- In addition, it is recommended to consider indicators that will measure

availability and access of the local population to the building materials:
Number of alternative building materials provided by the local building materials sector on the local market

Brief review of progress under the Outcome 5

UN made contribution towards achievement of the Outcome 5, through number of results achieved at the strategic, policy level and at the grass-root levels.

UN was working at the strategic and policy level to ensure sustainable growth and the following key results were achieved:

- technical assistance to the Government of Kyrgyzstan to carry out regulatory reform and remove procedural and legal barriers to trade: the assessment of regulatory and procedural frameworks carried out and recommendations proposed to improve trade facilitation conditions in the country; develop standardization, quality assurance, accreditation and metrology systems and Infrastructure, while supporting Kyrgyzstan's regional integration efforts
- Support to revise the legal and institutions of the country's National Statistical System in line with the UN Fundamental Principles of Official Statistics; in addition support is provided to initiate work on the (Generic) Statistical Law applicable to all countries in the region.
- Support to preparation of the Agricultural Development Strategy to 2020 and also assisted the government in drafting a Livestock Sector Development Policy which supports comprehensive development guidance
- Support to preparation of the National Exports Development Strategy and Action Plan 2014-16
- Technical assistance for preparation of a National Seed Policy, a National Fisheries Development Policy, a National Pistachio and Walnut Development Programme

UN achieved number of results that are supporting sustainable growth, with the following most significant results:

- Support to accelerating rural women's economic empowerment; activities piloted in Osh, Batken, Jalal-Abad, Chui and Naryn *oblasts*;
- Assistance with improvement of business related infrastructure and business support facilities:
 - support for improved access to electricity, establishment of processing and service maintenance enterprises (in Batken and Naryn *oblasts*);
 - support for establishment of a credit fund that does not require collateral, in partnership with Aiyl Bank enabling microcredit loans for self-employment and start of a business .
- Support to the Community Technology Access centers in Batken and Jalal-Abad to enhance education and employment opportunities among the local population;

- Support to development of agribusiness through different services: provision of seeds and sheets to poor families; trainings for people from rural areas (some of the topics were how to develop their agribusinesses, information on greenhouses, raising fish and fowl, confectionary and sewing businesses); development of local fruits and vegetables.
- Assistance to community level job creation and income generating activities through development and use of cost-effective building materials for housing purposes and for the environmentally sound rehabilitation of water irrigation and drainage system in the rural areas.

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 6

Outcome 6: By end of 2016, sustainable management of energy, environment and natural resources practices is operationalized.	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>Indicator 6.1. % of people living in eco systems resilient to climate change</p> <p><i>Target:</i> Ecosystem approach is integrated into national and local development strategies</p> <p><i>Baseline:</i> Absence of eco system approach in strategic planning at the national and local levels</p>	<p>The MTR finds that the current indicators are highly relevant; however, some additional indicators could be considered to better reflect UN work in this specific area:</p> <ul style="list-style-type: none"> • Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level • A number of additional people benefiting from livelihoods strengthened through solutions for management of natural resources, ecosystem services, chemicals and waste • Number of new development partnerships with funding for improved
<p>Indicator 6.2. % of water use efficiency for agricultural production</p> <p><i>Target:</i> Effectiveness of irrigation water use by rural population is improved</p> <p><i>Baseline:</i> Water losses in the irrigation system from the water source to destination range from 20- 40% on average</p>	

<p>Indicator 6.3. % increase of agricultural production for markets and households (HH)</p> <p><i>Target:</i> Increase in volume of agriculture production</p> <p>Agriculture, hunting and forestry gross production -3065 million USD in 2008 (National Statistic Committee,2010)</p> <p><i>Baseline:</i> 107.4% growth in volume of agriculture production, forestry and hunting in comparison to 2008 (National Statistic Committee,2010)</p>	<p>energy efficiency and/or sustainable energy solutions targeting underserved communities/groups and women</p> <ul style="list-style-type: none"> • Number of new jobs and livelihoods created through management of natural resources and ecosystems services, disaggregated by sex and age • The percentage of the national budgetary allocations directed to environmental protection, climate change mitigation and adaptation/ Increase in percent of budgetary allocations directed to environmental protection • Coverage of cost-efficient and sustainable energy in rural areas, especially during winter • The Energy Architecture Performance Index (EAPI- 1 max) • % of energy generated through renewable sources • Exports of agriculture products; • Percentage of domestic food demand met by domestic production • Improved performance of the livestock and fisheries sectors • Existence of mitigation and adaptation strategies in the Agriculture and Forestry Sector
<p>Indicator 6.4. % reduction in consumption of HCFCs- Hydro chlorofluorocarbons</p> <p><i>Target:</i> 10% reduction by 2015</p> <p><i>Baseline:</i> Current consumption is 4 ODS tons per year</p>	
<p>Indicator 6.5. % of population benefiting from non carbon energy sources</p> <p><i>Target:</i> Increase of non carbon energy sources to 1% of total energy production</p> <p><i>Baseline:</i> non carbon sources of energy represent 0.7 % of total energy production</p>	
<p>Brief review of progress under the Outcome 2</p>	
<p>UN made contribution towards achievement of the Outcome 6, through number of results achieved at the strategic and policy level, development of organizational and institutional capacities and improving situation at the grass root level.</p> <p>Some of the examples of the key results achieved by UN under outcome 6 are:</p> <p><i>Protecting biodiversity</i></p> <ul style="list-style-type: none"> • Technical assistance for development and implementation of regional, national and sector-level policies on water and climate change This is twinned comprehensive capacity development programme, that included development governance guidelines, technology options and management and technical skills of national-level managers, extension workers and farmers, and capacity development to the Ministry of Agriculture and Melioration to formulate policy and make decisions on the management of climate change risks and adaption in fisheries and aquaculture. 	

- Technical assistance to the Government to develop and approve the National Strategic Plan for Biodiversity, including Aichi Biodiversity Targets.
- Support to the Kyrgyz Republic to launch a global initiative on the Global Snow Leopard and Ecosystem Protection Programme, which has been supported by the President.

Addressing climate change

- Technical assistance for the adoption and approval of country's strategic National Priorities for Adaptation to Climate Change;
- Support for development of the National Climate Profile of the Kyrgyz Republic that provides information on observed consequences of climate change in agriculture and emergencies. The information and data provided in the Profile has supported the drafting of two sectoral strategies with allocation of special funds that seek to reduce significant economic losses as a result of climate change.
- The 'Climate risks and food security' report was released to provide a comprehensive analysis of climate risk and its potential impact on food security and livelihoods that could form the basis of prioritization of interventions to manage risks.

Improving energy efficiency

- Technical assistance for preparation of the energy efficient building codes which have been enacted by Government and integrated into legislation, through technical assistance to the State Agency for Architecture, Construction and Residential Housing.

Supporting renewable energy solutions

- Support to the process and technical assistance for the development of the National Concept on Small Hydropower until 2017, which enables national and foreign investment into small hydropower.
- Support to the national assessment for Kyrgyzstan on access to clean, renewable and/or alternative energy provided by off-grid solutions with the focus on rural and remote areas, and on identifying potential renewable energy sites close to productive use loads in rural and remote areas;

Managing pollutants

- Technical assistance for preparation of the National Programme on Sound Management of Chemicals, and National Strategy on Domestic Waste Management, through the work of the special commission on sound management of chemicals and the Government
- Support with development of strategic tools to introduce the best available technologies in health care waste management, especially with the unintended release of persistent organic pollutants as a result of incineration- .

Providing access to water

- Support provided for development of the study on suitable irrigation technologies for Kyrgyzstan under the process of EU Water Initiative National Policy Dialogues

UNCTAD Division on Investment and Enterprise Reporting

- Support with implementation of the Investment Policy Review (IPR) for Kyrgyzstan: the report analyses the legal and regulatory framework for investment, and provide policy recommendations to improve the country's investment attractiveness and increase its benefits to achieve sustainable development objectives.

Results for improved institutional and organizational capacities and improvement of situation at the local level:

- Support to establishment of the inter-ministerial coordination mechanism led by the Ministry of Economy, the State Agency for Environment Protection and Forestry, and the National Statistics Committee as platform for key interventions in the areas of valuation of ecosystems services
- Capacity development of the State Agency on Environmental Protection and Forestry to strengthen national forest monitoring systems (deforestation, forest degradation, forest carbon stock conservation, sustainable management of forests and enhancement of forest carbon stocks)
- Technical assistance and capacity development to the Department for the Development of Safe Drinking Water and Supply under the State Agency for Architecture, Construction and Residential Housing to carry out activities that would ensure improved access to portable and irrigation water
- Support to establish a coordination mechanism to ensure unified approach on drinking water, hygiene and sanitation through capacity development of the Department for the Development of Safe Drinking Water and Supply
- Assistance to the Government to establish the Inter-Ministerial Commission on Climate Change Consequences, which united all state bodies that have an impact on climate change, and increases joint efforts to tackle climate change consequences at the national level.
- Support for expansion of protected areas and on conservation, especially of endemic flora and fauna, including the snow leopard.
- Strengthening capacities of Pasture Committees and strengthening land management approaches to address pasture use and respond to the effects of climate change; this included establishment of the information system 'Electronic Pasture Committee';
- Support to improve energy efficiency in public buildings
- Support to strengthen trans-boundary and natural resource management- analysis of the Chui and Talas water basin carried out providing basis for the trans-boundary water management approach

CONTRIBUTION TO THE ACHIEVEMENT OF OUTCOME 7

Outcome 7: By 2016, Disaster Risk Management framework in compliance with international standards established and effectively operationalized at national and local levels	
Current UNDAF Indicators, targets and baselines	Proposed UNDAF indicators
<p>Indicator 7.1. National institutional, legal and policy framework for disaster risk reduction (DRR) with decentralized responsibilities, resources and capacities at all levels</p> <p><i>Target:</i> Disaster risk reduction (DRR) legal, institutional and policy frameworks that feature coherence and mechanisms of coordination adopted and functional</p> <p><i>Baseline:</i> National institutional, legal and policy framework for disaster risk reduction (DRR) at nascent stages</p>	<p>The MTR finds these indicators to be adequate and appropriate for measuring Outcome 7. Still, some additional indicators should be considered:</p> <ul style="list-style-type: none"> • Institutional framework for disaster risk reduction in Kyrgyzstan • Proportion of the at-risk population covered by national and community level mechanisms to prepare for and recover from disaster events • Proportion of rural communities with increased capacity to manage shocks and risks (baseline value 0%; SoV: WFP Food security Outcome Monitoring) • Number of casualties from natural and man-made disasters per year • % of rural population in drought-prone areas introducing climate resilient agricultural practices
<p>Indicator 7.2. % of Local Self Governments' (LSGs) local development plans with integrated disaster risk reduction (DRR) strategies</p> <p><i>Target:</i> Disaster risk reduction (DRR) strategies integrated in least 10% Local Self Governments' (LSGs) local development plans</p> <p><i>Baseline:</i> Absence of disaster risk reduction (DRR) strategies integrated in Local Self Governments' (LSGs) local development plans</p> <p><i>Target:</i> Disaster risk reduction (DRR) monitoring system established and functional (informing local socio-economic planning) in at least 10% of LSGs</p> <p><i>Baseline:</i> Absence of disaster risk reduction (DRR) monitoring system that would inform local level planning</p>	
<p>Indicator 7.3. % of disaster prone communities and institutions with reduced vulnerabilities</p> <p><i>Target:</i> Vulnerabilities reduced in 10% of communities prone to natural disasters</p>	

<p><i>Baseline:</i> 70% of communities in Kyrgyzstan are vulnerable to natural disasters</p> <p><i>Target:</i> Resilience of vulnerable groups to shocks is strengthened</p> <p><i>Baseline:</i> Inadequate knowledge and capacities of stakeholders in education to address disaster risk reduction (DRR) and apply related existing policies;</p> <p><i>Target:</i> Capacities to address disaster risk reduction (DRR) of stakeholders in education strengthened and education curricula mainstreams disaster risk reduction (DRR)</p> <p><i>Baseline:</i> absence of disaster risk reduction (DRR) in education curricula</p>	
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Brief review of progress under the Outcome 2

UN made contribution towards achievement of the Outcome 7, and achieved results contributed to sound policy and strategic frameworks for Disaster Risk Reduction, while at the same time UN supported organizational development and strengthening of mechanisms for DRR; in addition, DRR related capacities of population in Kyrgyzstan are consistently enforced through different activities implemented throughout the country.

Some of the examples of the key results related to DRR strategic and policy frameworks are:

- Technical assistance to legal reform through studies and analyses to identify gaps and inconsistencies in legal frameworks and sector strategies: the Law 'On Civil Protection' and additional 20 legal acts have been reviewed and redesigned to integrate DRR strategies.
- Technical assistance for the Country Situation Analysis for Disaster Risk Assessment and Information Management; based on this the government action plans for forecasting hazards was drafted;
- Technical assistance for implementation of international standards for information management through in legislation through work with the Ministry of Emergency Situation; State Agency for Land Management, Geodesy and Cartography; and National Statistical Agency
- Technical support in drafting legislation on humanitarian assistance in case of an emergency.
- Technical support to the Government in reducing the underlying risk causes to education institutions to perform nationwide baseline research. The Ministry of Education and Science, based on this and with further technical support, is leading the finalization of the State Programme on the retrofitting, rehabilitation and reconstruction of preschools and schools.
- Support was provided for development of Principles of Everyday Safety programme, as part of the efforts to raise culture of safe behavior
- Assistance to strengthen regional coordination and cooperation on DRR within Central Asia (and South Caucasus): action points for the region; this set the action points for the region that have been included in the final document for the second Hyogo Framework for Action in Sendai, Japan (also known as HFA 2).

Development of national institutions and organizations to develop and implement DRR measures was achieved through the following results:

- Support to the Ministry of Emergency Situations to establish an early warning system and to develop a unified information management system for DRR

- Strengthen mechanisms to improve disaster registration and statistical reporting in all key sectors – particularly, support to the National Statistical Committee provided to expand its reporting, including integrating disaster related reports with the GIS data;
- Technical assistance for a comprehensive Country Situation Analysis; part of this exercise included identification of the roles of scientific institutions, their functions and coordination mechanisms to be able to reissue climate profiles and analyses on man-made disasters.
- Capacity building support was also provided to the Ministry of Emergency Situations. Support for strengthening and extending emergency rescue response facilities of the Ministry of Emergency Situations provided, and based on this, unified fire rescue service established
- Strengthening of the disaster response coordination mechanism through organizational development of the served Rapid Emergency and Assessment Coordination Team, and changes for requests for international assistance.
- UN agencies also supported the establishment of an alliance of NGOs in three *oblasts* to bring them into the early recovery process, and to link them with local authorities' planned interventions.
- Assistance to strengthen rural rescue teams., as part of the local-level Disaster Risk Management Commissions;
- Local disaster hazard mitigation was an area of focus- approach was to seek to reduce hazard risks through environmentally sound solutions;
- Support was provided to the Training Centre of Ministry of Emergency Situations, through design and implementation of a comprehensive training module on DRR issues and socio-economic development planning;
- Capacity building support was provided to the Ministry of Emergency and Ministry of Health to implement Minimum Initial Service Package for Reproductive Health in crisis situation.

2.3. Efficiency

Efficiency refers to the extent to which the results within each of the UNDAF outcomes have been achieved at rational use of inputs, such as financial resources, expertise, time, etc.

In the context of mid-term review, it concerns the link between planned and mobilized resources for implementation of each of the outcomes and the relationship between resources ensured for each of the strategic areas/each outcome. The UN RC Office provided information on the annual budget status, in terms of resources planned and utilised for each of the participating agencies.

In addition MTR analysed organizational and operational arrangements including strategic reporting and communication within a broader context of delivery as one as the mechanism for UNDAF implementation.

2.3.1. Delivering as One

The UN Country Team adopted the Delivering as One approach in Kyrgyzstan as a self-starter from 2010, contributing to efficiency in delivery and increased coordination and collaboration between UN agencies, while at the same time being instrumental in ensuring and initiating new joint programs.

The UNDAF was formulated in the spirit of Delivering As One (DAO) whereby in 2013 the United Nations in the Kyrgyz Republic formally concluded its One UN Programme (2010-2012 and extended until 2013) that was designed as a joint effort to operationalize the Delivering as One approach to enhance UN coordination and collaboration and as a joint response to national priorities. The One UN Programme was designed as the substitute to the 2005-2010 UNDAF extension.

The recent overview on Status of Delivering as One in Kyrgyzstan towards the DaO 15 core elements presents partial progress: it was noted that out of the 15 core elements, 6 are achieved, 3 are mostly achieved, 3 are partially achieved, and 3 have no progress. The MTR findings based on primary and secondary data analysis showed that the overall progress measured through 15 core areas is more modest than introduced in the overview. However, it needs to be acknowledged that with introduction of 15 core elements countries are on way of undertaking these and in adopting them formally. In the context of Kyrgyzstan, this effort started with adoption of the self-starter approach. The SOPs represent a good guiding tool to track the progress and develop UNCT visioning on other elements that have not yet been introduced. The new UNDAF design can represent a good momentum for this visioning.

2.3.2. Implementation of UNDAF

The current UNDAF highlights that its implementation is a complex process and it encompassed “UN Agencies country program frameworks, projects, programs and joint programs with specific steering mechanisms, thematic and technical groups, harmonized approach to cash transfers, joint resource mobilization and joint communication strategies”. However, UNDAF did not make a reference to different core elements of the Standard Operating Procedures (SOPs) such as purpose driven results groups, common budgetary framework, and one leader.

2.3.2.1. Implementation framework

In the absence of the Joint Work Plans, UNDAF was operationalized through the Country Cooperation Frameworks and Country Programs presented in UN Agencies Country

Programme Documents (CPD) and the associated Country Programme Action Plans endorsed by the Government of Kyrgyzstan. The review of the CPDs confirmed that the goals, outcomes and strategies established in line with the mandate of the respective UN Agencies are within the UNDAF priority areas and in line with UNDAF outcomes.

Finally, actual implementation of the Agencies CPDs, hence implementation of UNDAF, was through individual projects and programs. The MTR finding is that each of the approved and implemented CPDs has a clear reference to the UNDAF outcomes. As highlighted under the Effectiveness part, there is a need for further alignment of the respective CPD indicators with UNDAF indicators.

2.3.2.2. Implementation structure

The UNCT and United Nations Resident Coordinator were ultimately responsible for the effectiveness and efficiency of United Nations activities in Kyrgyzstan.

The Office of the Resident Coordinator (RC Office) supported the Resident Coordinator and the UN Country Team throughout the implementation of the UNDAF; this was done through coordinating the work of technical and thematic groups, resident and nonresident UN agencies, and with the Government of Kyrgyzstan. The MTR finds that the RC Office provided administrative and operational support for implementation of UNDAF. During the UNDAF cycle, the changes in the RC office occurred, as the Coordination Specialist left the office. The new RC Coordination Specialist was appointed; in addition, the RC Office team was further strengthened with a new communication specialist. The MTR finding is that the recent changes of the RC Coordination Specialist did not have any negative impact; the RC office is capacitated to perform all the functions related to UNDAF implementation.

UNDAF envisaged establishment of Technical Working Groups as the main mechanism for implementing and monitoring the UNDAF, under the oversight of the UNCT. The MTR mission finding is that the Working Groups were established as planned, and they were efficient in terms of UNDAF implementation. Meetings of the Technical Working Groups were organized occasionally (e.g. once per year) and the planned individual Working Group work-plans on collaborative activities were not prepared.

The MTR recommends for successful and efficient delivery of results under the UNDAF outcomes to empower the Technical Working Groups: members of these groups should be highly competent and technical UN staff and they should produce work plans that will highlight possible areas for coordination and further facilitate delivering as one efforts.

UNDAF provided for the establishment of Thematic Working Groups, related to UN key thematic and crosscutting- such as Gender Equality, Youth, and HIV/AIDS. The MTR finding is that these Working Groups contributed to efficiency in delivering of results under the specific thematic areas. It is recommended to strengthen the Thematic Groups for in-depth discussions on opportunities for synergies, complementation, and joint programming, as well as programme strategies and management arrangements.

2.3.2.3. Management tools and procedures:

The MTR team analysed application of a standard management tools inherent to efficient management:

i) Operating as one

In the strategic area of Operating as One partial progress was achieved. The Operations Management Team (OMT) was established, bringing together operations managers/ operations staff from different UN Agencies. The OMT prepared draft mid-term Business

Operations Strategy 2015-2017 (BOS), which is pending finalization and formal approval by the UNCT.

Implementation of the BOS should facilitate improved performance and higher degree in operational efficiency of UN Agencies, simplification of business processes, achieve cost savings and reduce duplications, especially for common and/ or shared services. However, critical moment for implementation of the BOS is strengthened cooperation and coordination among the UN Agencies. The MTR confirms that the provision from the DoA status report that “integration of BOS/or key elements may require that the OMT is chaired by Head of the Agency” is certainly one of the key elements for successful implementation of the BOS and the overall Operating as One approach.

Further progress in this area depends to a large degree on the adoption of the medium-term Common Budgetary Framework.

ii) Monitoring system

UNDAF provided for establishment of a monitoring system with the Results and Resources Framework as its backbone; the indicators, baselines and targets provided in the RRF were envisaged as key elements of this monitoring system. The MTR comments that highlighted weaknesses of the RRF indicators are provided in the part 2.3. Effectiveness. However, from the point of monitoring system another weakness is lack of indicator benchmarks. The baselines for number of indicators were not established; several surveys were planned during the UNDAF cycle with the objective to refine baselines and further refine programme strategies, but they were never implemented. In addition to this, some of the established targets were unrealistic and unachievable.

In terms of “operationalization” of the monitoring system, UNDAF planned for establishment of three UNDAF Monitoring and Evaluation Groups with the main objective “to provide continuous monitoring and evaluation mechanisms specifically for the three pillars, relying on a Results-Based Management approach”.

The MTR findings confirmed that the ME Groups were established for each of the UNDAF pillars but they did not function as initially planned: the meetings were less frequent and the “brief reports on progress in implementation, opportunities and constraints” were not produced.

iii) Reporting

The Status of Delivering as One report, under the part on “annual reporting on joint UN results in the UN Country Results Report” provides that this component is fully achieved. Specifically, it is stated that the “UN system in Kyrgyzstan regularly reports jointly on the common results and achievements by UNDAF outcomes” and reference is made to the Parliamentary hearings and review meetings with the Foreign Ministry on the UN assistance.

Although these meetings together with the Annual Review Meetings were organized, there was no formal reporting established. Only Annual UNDAF progress report for 2014 was released as a comprehensive document that provided substantive overview of the UN Agencies activities, results and achievements and presented priorities for the forthcoming period. Still, the MTR finds some weaknesses: the report was prepared by an external consultant and the quality of the report is uneven- for example, some parts are more strategic and focused on changes brought by the UN intervention and reflecting on results achieved, while some other parts are more process and activity focused.

iv) Management of risks for UNDAF implementation

Part of best management practice is to perform in-depth risk assessment and develop sound risk response and establish risk management related to each of the areas of intervention. Although UN Agencies are performing regular risks analysis in their respective areas of work and have their own formal or less formal risk management practices, no major risk analysis was at the level of UNDAF level was performed. Some of the risks occurred during the implementation, but the UNDAF and UNCT did establish a risk mitigation strategy, to minimize the impact on the UNDAF implementation.

Recommendations:

- *Ensure more active participation of the key national stakeholders in the UNDAF implementation:*

The role of the national stakeholders should become more prominent in UNDAF implementation and the national ownership over the UNDAF results enhanced. The MTR finds that several nationally owned steering/ supervisory mechanism were established for different purposes, e.g. on MDGs/Post 2015 (since 2009), the One UN Programme (2010-2013). However, this nationally owned steering structure was not established for UNDAF implementation, although this core area is reported as “mostly achieved”.

Therefore, it is highly recommended to establish nationally driven steering (and operational) mechanism for each of the UNDAF priority areas that should meet on a six-month or an annual basis and discuss operational issues and results achieved within the respective priority area. The report highlights that the MDGs/Post 2015 Coordination Committee could take this role, as the UNDAF M&E is integrated into this framework. Still, work in this area is pending.

- *Enhance UNDAF coordination and cooperation efforts through further strengthening the function of Thematic and Technical Working Groups:* Coordination of activities and cooperation among the participating agencies on different components within the UNDAF implementation should be further strengthened; the fully operational Thematic and Technical Groups is certainly first move in this direction. There is a need to support the role of the Monitoring and Evaluation Groups and establish sound basis for their functioning.

Continues support and involvement of the UN Resident Coordinator and the Coordination Office is highly important for UNDAF implementation; it is recommended to further emphasize and strengthen the role of the RC office.

- *Develop sound monitoring system for UNDAF:* Monitoring is a continuing function that should provide the UNCT and main stakeholders from the Government with early indications of progress, or any concerns or issues related to achievement of outcomes in the specific UNDAF areas.

It is recommended that the UNDAF includes comprehensive results oriented monitoring system. The purpose will be to keep the track whether the UNDAF implementation is progressing towards the expected results and objectives. Specifically, the monitoring system should: i) provide objective, verifiable evidence of progress towards and achievement of outcomes and planned results within each of the outcome areas; ii) enable insights to be drawn and shared about what worked well or what did not work well and why that was the case; iii) enable reflection on the context in which the UNDAF is being implemented and how this affects implementation and iv) provide the basis for fine-tuning, reorienting and planning future development efforts in Kyrgyzstan.

First step, however, should be to revise some parts of the Results and Resources Framework and adopt indicators where appropriate and provide adequate sources of

verifications. In addition, there is a need to constantly monitor risks and develop mitigation approach. This refers to the additional efforts, that must be taken by the UNCT and the RC to lower the likelihood of the risk occurring and minimize the impact on the work of UN Agencies and implementation of UNDAF if the risk occurred (e.g. roles and responsibilities for developing, implementing and monitoring the risks; timelines; conditions present in order for risk level to be acceptable and resources required to carry out the planned actions).

- **Strategic reporting on progress in UNDAF implementation:** The One Country Annual Results Report (OCARR) format has been developed by UNDG, as requirement under the Delivering as One approach. The OCARR aims to present results through a consolidated overview of progress and should normally replace individual reporting of UN agencies. Considering that the Kyrgyz Republic is a DoA country, it is expected that the OCARR will become standard practice. Although the template allows flexibility, there are significant differences in reporting practices among UN Agencies. This is further affected by the discrepancies between UNDAF and UN Agencies indicators.

In order to establish “joint and more strategic reporting practice” among the UN Agencies, it is strongly recommended to share understanding of “reporting for results” among the UN Agencies. It is recommended that the reporting is based on the United Nations Development Group’s Results-Based Management Handbook - Strengthening RBM harmonization for improved development results (March 2010). The Handbook provides useful instructions for writing reports, including number of questions to consider while drafting reports. In parallel, the review of the UNDAF indicators should proceed, including establishment of clear and measurable benchmarks.

2.3.3. Communicating as one

UNCT in Kyrgyzstan made progress towards Communicating as one. To help the UN “speak with one voice” to partners and the media on a range of key development and policy issues, the One UN Communications Group was established to integrate and coordinate communication work across UN agencies. The Group, chaired by UNDP DRR with the support from the RCO, was strengthened with recently engaged RCO Communication Specialist. The UN Joint Communication Strategy was prepared, including activity plan for its implementation.

The MTR finding is that “communicating as one” was successfully utilized as a tool to support implementation of the UNDAF priorities. The most recent example is that UN agencies have “communicated as one” and conducted extensive advocacy activities over the past year to raise awareness in Parliament about the implications of the draft bills that would limit people's human rights. The result was that these laws are temporarily withheld.

Recommendations:

“Communicating as one” is a strategic tool for implementation of UNDAF priorities: The MTR finding is that the communicating as one could be used very strategic tool for implementation of UNDAF priorities. It is recommended to support implementation of the recently adopted Joint Communication Strategy and ensure greater coherence in core UN advocacy messages (especially those related to UNDAF implementation). In parallel, it is recommended to, within this framework, improve internal communication and facilitate access to and sharing of information among the UN employees on progress in the UNDAF priority areas.

2.3.4. Delivery of funds for UNDAF implementation

The Status on Delivering as One report highlights that the least progress is achieved in the core area of Common Budgetary Framework and One Fund Pillar. The progress was not achieved neither for the establishment of the Common Budgetary Framework and its alignment with the UNDAF nor for the establishment of the One Programme as a results-oriented resourcing framework for UN resources.

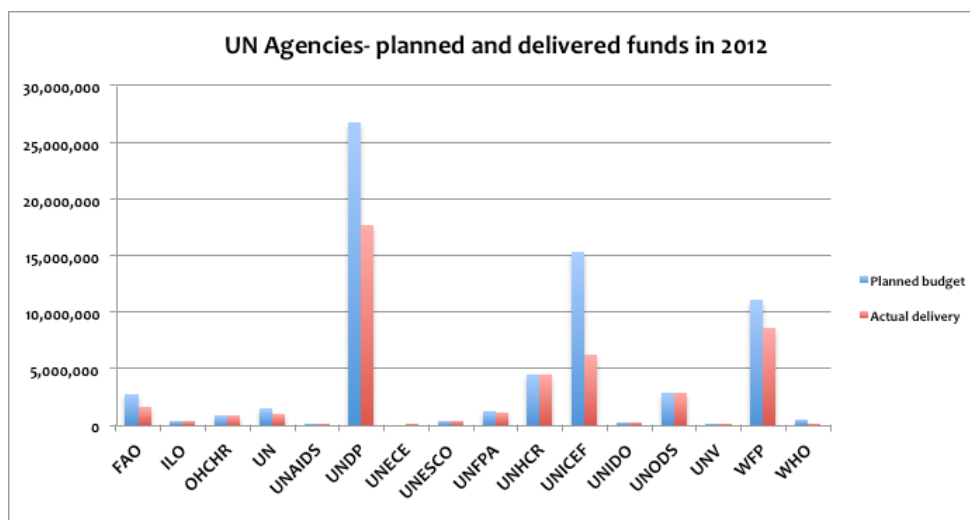
The UNCT in Kyrgyzstan does not have formally approved Joint Resource Mobilization Strategy; however the UNCT was successful in joint mobilization of resources to address both UNDAF priorities and peacebuilding challenges, as described in other parts of this report.

The core element related to the assessment if the “Annual Common Budgetary Frameworks (as a part of the Joint Work Plans) were updated annually with transparent data on financial resources required, available, expected, and to be mobilized” is marked as partially achieved. The MTR finds that progress is overrated: namely, there was no progress reported in establishment of the UN joint work plans by Results Groups/ three Pillars; as the Annual Common Budgetary Frameworks are inherently part of the Joint Work Plans it is consequently difficult to expect and present progress for this component. The MTR confirms that the UN financial data on planned budgets and delivery presented by UN agencies data and by UNDAF outcomes is available. This is favourable for improved transparency on financial resources required, available, expected, and to be mobilized and will serve as an important element of the future Annual Common Budgetary framework.

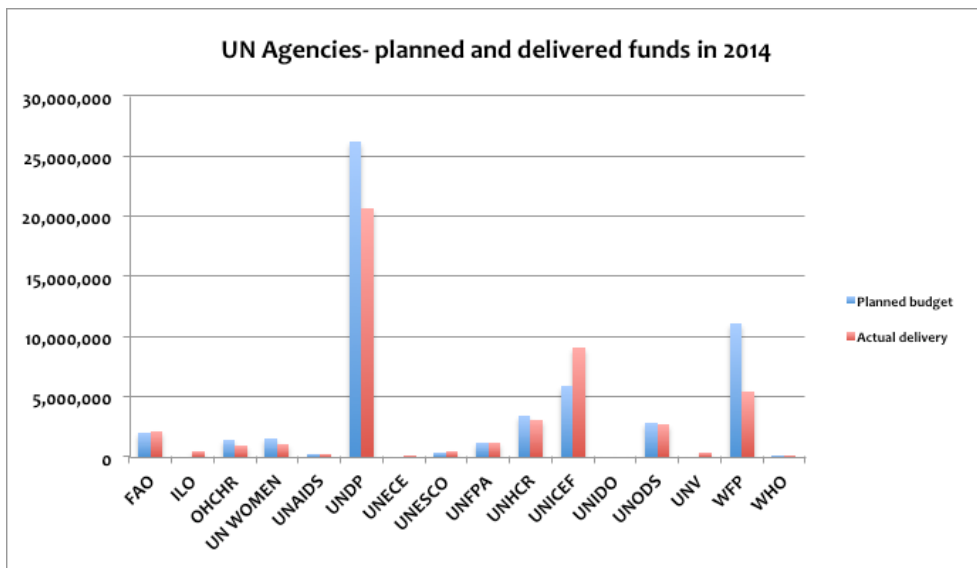
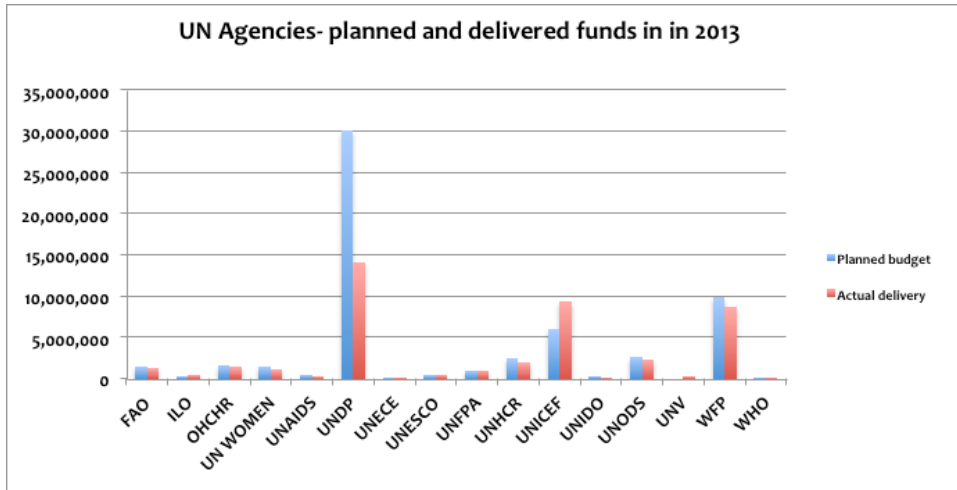
The mid-term evaluation analysed status of the planned and delivered funds within the UNDAF framework; this was done using figures from the annual financial reports³³.

- *Planned vs Delivered funds*

The analysis is showing relative balance between planned and delivered resources for UN Agencies; the discrepancy is identified only for UNDP with significantly more planned than delivered.



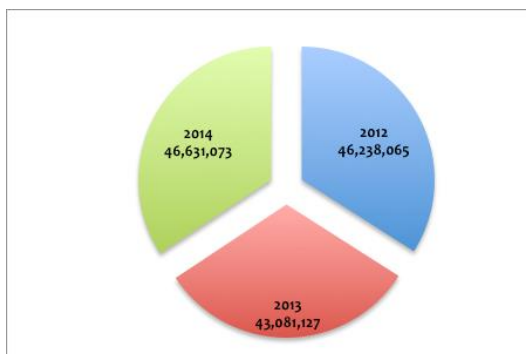
³³ All the information related to the planned and delivered resources were provided by the RC Office in Kyrgyzstan.



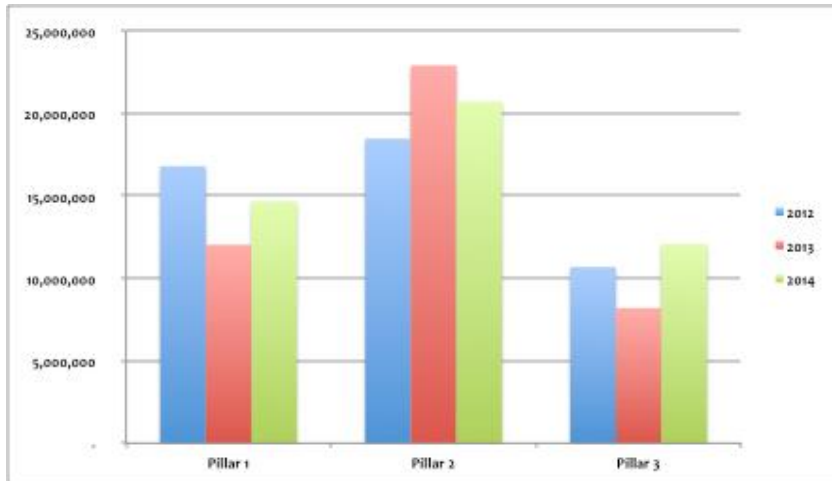
However, significant difference between planned and delivered funds exist with the “big” UN Agencies, namely UNDP and WFP and with UNICEF in 2012. While UNDP and WFP and showing this trend in all years, UNICEF was delivering more than actually planning in 2013 and 2014.

Analysis of delivery

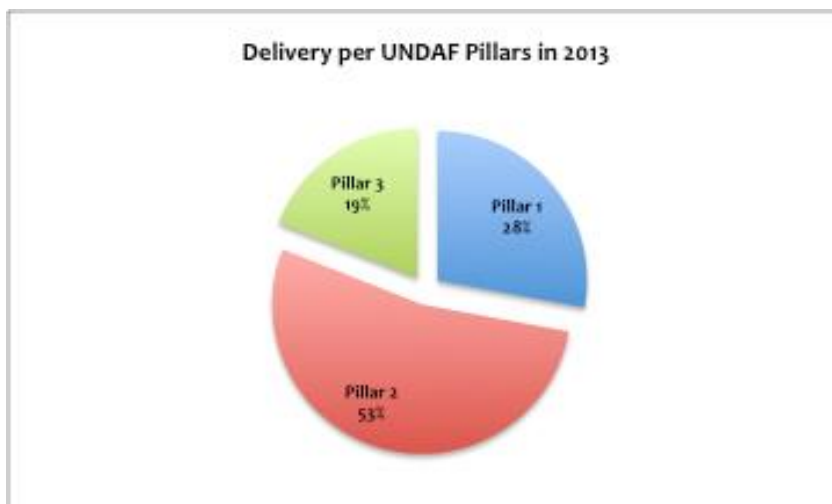
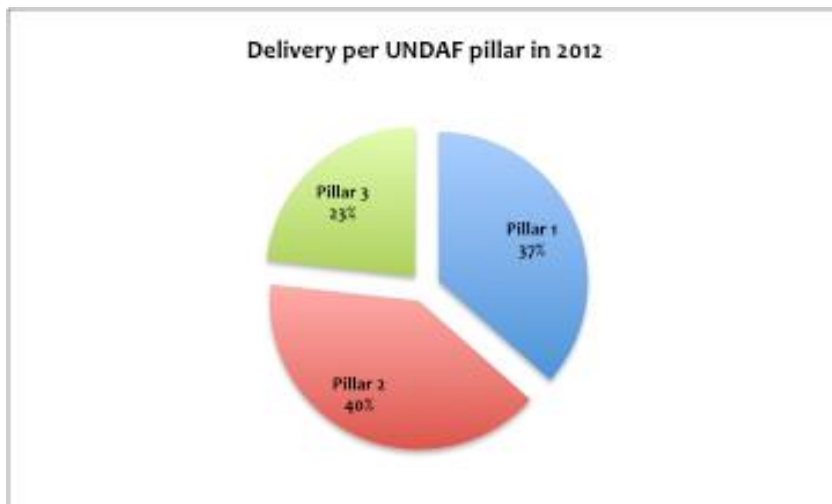
The analysis of the delivery shows that UN Agencies in Kyrgyzstan were at the balanced pace; delivery of above 46 million in 2012 decreased to 43 million in 2013, while more positive trend is showed in 2014, with more than 46 million delivery.

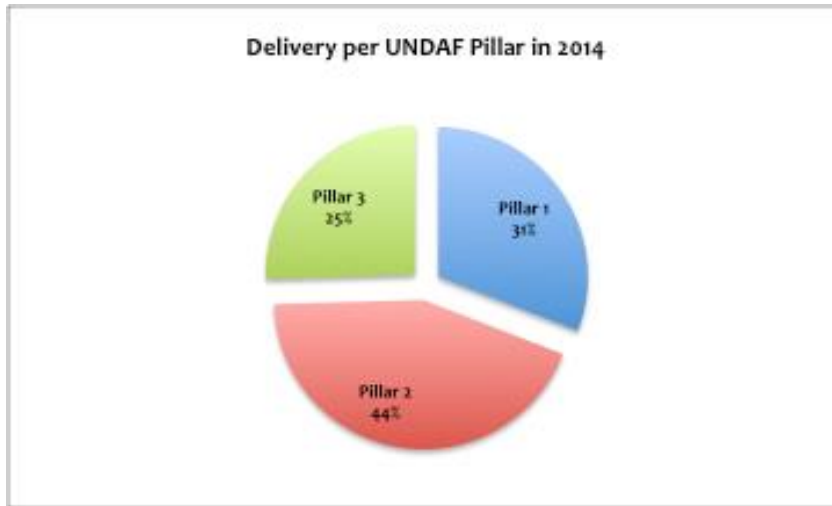


The analysis of distribution of funds per UNDAF pillars showed that the Pillar 2 was significantly larger in terms of funds than pillars 1 and 3 respectively.

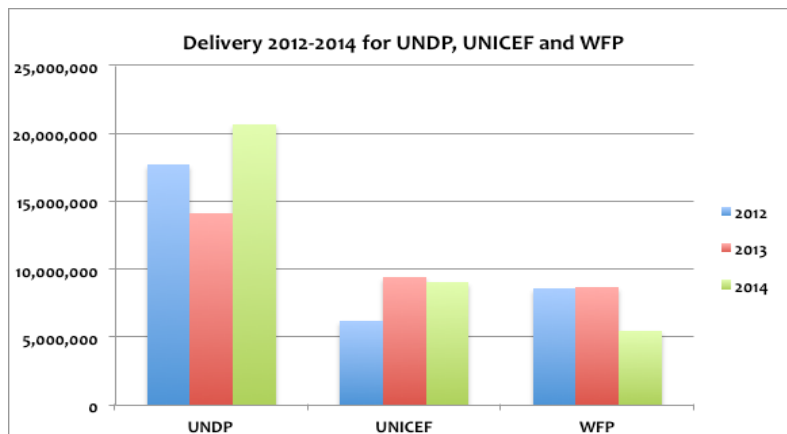


The following graphs are showing distribution of delivered funds per UNDAF priority areas.

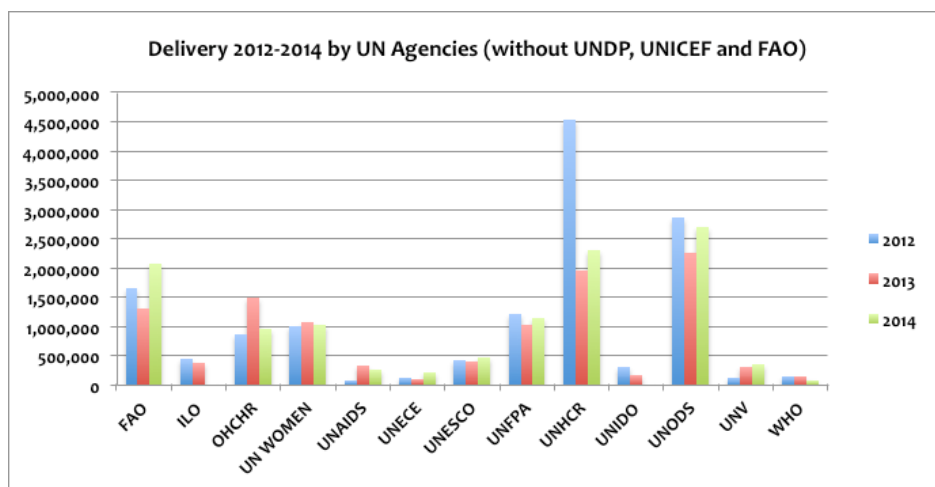




The analysis of delivery of the UN Agencies in previous three years confirms this trend. As the largest agencies in Kyrgyzstan UNDP, UNICEF and WFP delivered more than 2/3 of all UN funds. UNDP significantly increased delivery in 2014 compared to 2013, while the funds delivered by WFP decreased in 2014 compared to 2012 and 2013.



Other UN agencies have stable delivery pattern, with slight increase of delivered funds on annual level (e.g. FAO, UNFPA, UNV); it is evident that UNHCR funds delivered in 2012 were significantly higher than in 2013 and 2014. This is mainly the implication of post-conflict support that UNHCR provided and supported.



2.4. Impact

Impact measures the effect of UNDAF in meeting its outcomes and ensuring progress within the UNDAF pillars. By definition, the latter is beyond the scope of UNDAF but a positive impact could be achieved if UN Agencies deliver results that are attributable to the outcomes. Sustainability on the other hand is a measure of the degree to which the results and achievements of the UNDAF have a lasting effect or durability after the completion of UNDAF. Both these measures should ideally be premised at a time-period between two to five years after the completion of UNDAF implementation period.

However, for the purpose of the UNDAF MTR, the approach was to anticipate or forecast both impact and sustainability.

The MTR impact analysis was three-fold: it was observed and evaluated at levels of individuals, institutions from the public, private and civil society sectors and at the level of governance, social inclusion and the overall socio-economic systems development including all (systemic level) looked at the impact that UNDAF made on individual, institutional and systemic levels in Kyrgyzstan.

More details on results achieved within the UNDAF are provided in the Effectiveness part of this document; this

<p>Impact analysis- individual level</p>	<p>At the individual level, the MTR findings are that UNDAF results contributed to improved performance of the employees from the partner organization. In addition, capacity needs of final beneficiaries, such as different vulnerable groups, were steadily addressed through different UN activities. Some of the examples of impact at the individual level that were observed by the MTR are:</p> <ul style="list-style-type: none"> ▪ At the level of individuals, the impact could be observed in increased understanding and utilization of new knowledge gained through different capacity development activities provided by the UN Agencies. The MTR finds that the capacity development was provided to the employees from public and private institutions and to the representatives of civil society and impact is evident in improved functioning/ delivery of services for end beneficiaries; ▪ Operational efficiency of individuals within institutions that participated/ benefited from the support from UN Agencies has increased, through improved procedures, modernized processes and new equipment; ▪ Capacities of the end beneficiaries have been increased to participate more actively in the mainstream society (e.g. participation in different policy and decision making processes; benefiting from measures for social inclusion of vulnerable groups) and participate in development processes
<p>Impact analysis- institutional level</p>	<p>At the institutional level, the MTR was focused on the analysis if the results achieved by UN Agencies had contributed to the improved performance of the institutions in Kyrgyzstan.</p> <p>Limitations in this assessment were posed by the short period of time for the review and lack of the baseline data on organizational performance carried out prior to the UN support. Therefore, the review was done based on the findings from primary data collection (interviews with the partners and UN representatives) and on the results of available perception surveys.</p> <p>The MTR review confirms that the work of UN had impact on improved</p>

	<p>performance, particularly of public institutions at the national and local levels. This was done through different organizational development efforts, such as the overall change management; improvement of organizational functioning in the specific areas (for example, health institutions to provide TB and HIV diagnostic support) through capacity development and new equipment; establishment of new units for delivery of particular services; establishment of new practices in organizational operations, etc.</p> <p>Overall efficiency and effectiveness in the institutions that benefited from support provided within the UNDAF context has increased; it is reported by national partners that support from the UN will be crucially important in the forthcoming period for further improvement of performance and functioning of public institutions.</p>
<p>Impact analysis-systemic level</p>	<p>The MTR analysed if and to what degree have the results achieved within the framework of UNDAF implementation contributed to improved policies in different areas. The analysis is done through a policy cycle model, which is comprised of policy decision, policy development, decision on instruments and implementation.</p> <p>Different elements of the policy cycle are separated for the purpose of this analysis:</p> <ul style="list-style-type: none"> ▪ Policy decision: support provided through UNDAF implementation brought to the national agenda the need to improve quality of policy documents (strategies and laws) in line with international standards while at the same time responding to the priorities of the country; ▪ Policy development: UN Agencies provided inputs and technical support to bring policy decision forward and initiate policy development. More details on exact policies that were developed with technical assistance provided within the UNDAF framework (through the activities of UN Agencies) is presented in the part 2.2. Effectiveness and it relates to different sectorial strategies; ▪ Decision on instruments: In terms of instruments, UN Agencies in support of UNDAF implementation developed tools to facilitate evidence-based policy making. This specifically relates to the systems that were established for data-collection and analysis in different areas- ref to the 3.2 Effectiveness; ▪ Implementation: During the field phase, it was confirmed that the UN Agencies are supporting national partners and stakeholders to implement developed and adopted policies. The findings confirmed that UN is assisting with identification of adequate instruments and implementation modalities for policy implementation. In addition, through policy costing UN set the ground for more efficient approach for policy implementation, showing that the strategic investment of resources could lead to substantive changes in the system.

Based on this analysis, the conclusion of the MTR is that the impact of the UNDAF will be achieved; still, UNCT and UN Agencies should carefully monitor external developments, preconditions and risks so as to avoid impact-erosion.

2.5. Sustainability

The fifth criterion, sustainability, relates to whether the positive results achieved through UNDAF implementation are likely to continue after the end of implementation cycle, and

also whether it's longer-term impact on the wider development process can also be sustained at the level of the sector or country.

This means that there is a strong correlation between impact and sustainability since the explanatory variables are often the same for explaining impact and/or sustainability. In the context of this mid-term review, sustainability and impact were often assessed in conjunction and factors that could affect impact could affect sustainability as well.

The MTR mission analysed the (potential) sustainability, assessing whether the beneficiaries can continue to work without external intervention that was present through the implementation of UNDAF.

The following three questions served as the backbone for the assessment of sustainability:

i) Why is it important to ensure sustainability? How to ensure sustainability?

In present value terms, if there is no impact or sustainability then there is no logic of intervention in the first instance. Even if there are non-monetary benefits, these can be monetised and should show a real return on investment.

The central ideas of the UNDAF support is to leave the legacy and improve situation in relation to Peace and Cohesion, Effective Democratic Governance, and Human Rights, to further support Social Inclusion and Equity and facilitate Inclusive and Sustainable Job-Rich Growth for Poverty Reduction.

In addition, throughout the implementation of UNDAF, crosscutting themes of gender equality, youth, human rights, environment and Disaster Risk Reduction have been promoted and underpinned interventions in all three pillars.

Sustainability of results of UNDAF was incorporated from the early, design stage. Despite the post-crisis environment, the UNDAF was developed through a consultative, comprehensive and dynamic strategic priority-setting process, while providing a framework for future collaboration. High levels of participation and consultation occurred within the UNCT, with the Government of the Kyrgyz Republic and line Ministries. The high level of national ownership over the UNDAF results was confirmed during the meetings with the national partners.

This answers the question “how to ensure sustainability”- it is essential to respond and address to the national priorities, to involve national partners representing different structures in the priority setting process and keep them involved and informed on a progress in implementation of UNDAF and achieved results.

The MTR confirms that UN Agencies in Kyrgyzstan are working in close partnership with the Government of the KR, line Ministries, the parliament, independent and regulatory bodies, other public bodies at different levels, private enterprises and institutions, civil society organization and beneficiaries throughout UNDAF implementation. This has ensured high level of sustainability of all achieved results.

ii) Can the Government of the Kyrgyz Republic and other institutions in the country continue to replicate what was done within the framework of UNDAF and further build on these results? What about the scaling?

The UNDAF has been providing direct support to the key areas for socio-economic prosperity of the country in the sectors of Peace and Cohesion, Effective Democratic Governance, and Human Rights, to further support Social Inclusion and Equity, and to facilitate Inclusive and Sustainable Job-Rich Growth for Poverty Reduction. As the UNDAF

cycle ends, its considerable technical and institutional support to the institutions and beneficiaries will be decreasing and for some institutions will be completed.

However, within the implementation of UNDAF under the each of the UNDAF outcomes, systemic, institutional and individual capacities have been strengthened and enhanced (as presented under the 3.4 Impact). Hence, the Government of the Kyrgyz Republic and other UNDAF partners could easily replicate results of the project and further expand it in other areas where this type of intervention is required.

Therefore, the MTR confirms that it is expected by the national partners that the Government and other partners will increase use of the UNDAF results in the future actions and plans (reference to the previous paragraphs).

Annex 1 List of People Interviewed

UN RCO (19.05.2015)

1. Alexander Avnessov UN Resident Coordinator
UNDP Resident Representative in the Kyrgyz Republic
2. Janyl Rakhmanova, Coordination Specialist UN Resident Coordinator Office (UN RC Office)
3. Kaarmanbek Kuluev, UN Communication Associate, UN RC Office
4. Meerim Omurbekova, UN Coordination Associate, UN RC Office

UNDP

5. Mr. Pradeep Sharma UNDP Deputy Resident Representative in the Kyrgyz Republic

UNDAF M&E Focal points (19.05.2015) – the list of participants to be included

WHO: (19.05.2015)

6. Saliya Karymbaeva - Focal Point for UNDAF

UNICEF: (19.05.2015)

7. Mukhtar Minbaev –M&E Specialist

FAO: (20.05.2015)

8. Kinlay Dorjee – FAO Representative

National Institute for Strategic Studies of the KR

9. Chinara Esengul –, Deputy Director for Political Affairs and
10. Arslanbek Omurzakov Deputy Director for Economic Affairs (20.05.2015)
11. Jamilya Irsakova, Researcher

WFP (20.05.2015)

12. Aizhan Mamatbekova M&E Officer
13. Keigo Obara – Mapping Officer

ILO Rep. (21.05.2015)

14. Bolotbk Orovov – ILO National Correspondent

UNDP Meeting: (21.05.2015)

15. Paula Christ - Program manager for GF
16. Elmira Shishkaraeva – Country Program Gender Coordinator
17. Kumar Kylychev - Sustainable Development Dimension
18. Ainura Bekoenova - Democratic Governance Dimension
19. Nurliza Artisbek Kyzy - Peace and Development Project assistant
20. Lucio Sarandrea – UNDP RoL CTA
21. Alexander Kashkarev - Policy and Programme Analyst
22. Gulnara Abdykalykova - Poverty Environment Initiative Project Coordinator
23. Nuria Choibaeva - Programme and Policy Analyst
24. Jyldyz Moldokulova – Programme Manager
25. Zhyldyz Choroeva – UNDP M&E Officer

UNIDO (21.05.2015)

26. Marat Usupov, Head of Operations

UNAIDS (22.05.2015)

27. Meerim Sarybaeva, Country Manager

UNODC (22.05.2015)

28. Koen Marquering – Project Coordinator

UN WOMEN (22.05.2015)

29. Gerald Gunther, Representative
30. Nurgul Asylbekova, National Coordinator

PBF Secretariat (25.05.2015)

31. Yulia Aleshkina M&E Specialist
32. Mirlan Mamyrov – Project Manager

UNFPA (25.05.2015)

33. Meder Omurzakov, Assistant Representative

OHCHR (25.05.2015)

34. Oktam Gaziev, Project Officer
35. Laura Macini, Human Rights Officer
36. Bea Ferenci, Deputy Regional Representative for CA

UNHCR (26.05.2016)

37. Gulzina Karimova, National Program Officer
UNDP- Pillar “A” (27.05.2015)
38. Alexander Kashkarev, PPA
39. Lucio Sarandrea, CTA
40. Jyldyz Choroeva, M&E Officer
UNDP- Pillar “C” Meeting (27.05.2015)
41. Daniyar Ibragimov, PPA
42. Jyldyz Choroeva, M&E Officer
43. Kumar Kylychev, head, Sustainable Development Dimension
44. Mukash Kaldarov, Chief Technical Advisor, Disaster Risk Management
Ministry of Youth Labor and Migration (23.06.2015)
45. Almazbek Asanbev, Deputy Minister, Migration
46. Kuban Aidaraliev, Chief Specialist of Migration division
Skype call (26.06.2015):
47. Asel Abdurahmanova, Coordination Specialist at UN Lesotho (former Coordination specialist at UN in KR)
UNHCR (26.06.2015)
48. Ayana Kazybaeva, head of UN Operations Management Team
Office of the President (26.06.2015)
49. Mira Askerovna Karybaeva – Head of the Department on Ethnic, Religious Policies and Civil Society Relations under the President’s Office
50. Nadiya Rashidovna Yusupova – Expert of the Department on Ethnic, Religious Policies and Civil Society Relations
Office of the President (26.06.2015)
51. Ilya Cherniy, Head of Socio-Economic Dep.
MFA (30.06.2015)
52. Kuban Kabaev, Specialist on Int. Cooperation (Western countries).
Ministry of Social Development:
53. Bazarbaev Kudaibergen Bazarbaevich, Minister
Ministry of Finance (30.06.2015)
54. Kubat Murzaev, Head of Investment Department
55. Mirat Usualiev, Head of Tax Department
Ministry of Economy (30.06.2015)
56. Almaz Zamirbekovich Sabzakov - Head of Investments Agency under the Ministry of Economy of the Kyrgyz Republic
Ministry of Emergency Situations (30.06.2015)
57. Anarkul Aitalieva, Head of emergency situations Dep.
58. Mukhamed Svarov, Head of Center for Crisis Management, Colonel
59. Jyldyz Toktorbaeva, Head of international relations department
60. Toktobekova, Chief specialist of HR department
61. Karybai uulu Kanat, Chief specialist IR department

Annex 2: Evaluation Framework

Criterion 1: RELEVANCE			
<i>Questions to be addressed</i>	<i>What to look for</i>	<i>Data sources</i>	<i>Data collection method</i>
<p>1. 1. What is the design phase relevance of the UNDAF (was the UNDAF relevant when designed)?</p>	<p>How was the content (problems to be addressed, priority areas, outcomes, indicators and targets, etc) of the UNDAF defined during the formulation?</p> <ul style="list-style-type: none"> - Was the in-depth country (situation) assessment done? Was there a comprehensive and gender sensitive tool for problem analysis prepared during the formulation phase? Is UNDAF based on an analysis of gender and vulnerable/ excluded groups? How did the design and implementation of the UNDAF address these gaps? - How well was UNDAF aligned with the national policies and priorities in the priority areas? -How was the Results and Resources Framework developed? What was the basis for selection of targets and indicators? Do these targets and indicators correspond to the national frameworks? - Are the indicators and targets in the RRF clear and logical, and do they address clearly identified needs? Do they correspond with the UN Agencies areas of 	<ul style="list-style-type: none"> - UNDAF 2012-2017 - UNDAF Annual Report 2014 - National development strategies and policy documents - UN Agencies staff and UNCT; - Development partners and government partners and country general and - Representatives of civil society and other governance actors from Kyrgyzstan 	<ul style="list-style-type: none"> - Desk review- Analysis of secondary data -Interviews with staff from participating UN Agencies - Interviews with UNCT - Interviews with national authorities, civil society, development partners; - Field visits

	<p>work? Are UNDAF indicators gender-sensitive?</p> <ul style="list-style-type: none"> - Was there a risk management strategy developed? - Is this UNDAF linked with the previous UNDAF and does it build on the previous activities implemented in the Kyrgyz Republic? 		
	<p>How was the UNDAF formulation and identification organized?</p> <ul style="list-style-type: none"> - To what extent have the key stakeholders been involved in the UNDAF design process? - Did the UNDAF provide adequate response to the needs of the target groups, women and men? - How does the UNDAF align with the national policies in the specific areas and with the UN Agencies' priorities in the concerned field? - Was the formulation of UNDAF in line with the guidelines? 	<ul style="list-style-type: none"> - UNDAF 2012-2017 - UNDAF related reports and other documents and sectorial studies - UNDAF beneficiaries and target groups - National and sub-national strategic and policy documents/ sectorial priorities - UN Agencies staff 	<ul style="list-style-type: none"> - Desk review- Analysis of secondary data - Interviews with UNDAF stakeholders (partners, target groups, beneficiaries) - Desk review of the national and local strategic and policy documents; Interviews with UN Agencies staff
<p>1.2 What is the present level of relevance of the project?</p>	<p>As presently designed, is the UNDAF still relevant for the country?</p> <p>Is the UNDAF still relevant for the country: i) are the priority areas and outcomes responding to the key problems and the needs of the Kyrgyz Republic; ii) are they in-line with the national development documents and development priorities? lii) are the priority areas and outcomes reflecting UN Agencies</p>	<ul style="list-style-type: none"> - Project partners, beneficiaries and target groups and other project stakeholders - UNCT, Head of Agencies; UN Agencies staff - National policies and strategies - National statistics and reports from the development partners (WB, IMF, ADB, etc) 	<ul style="list-style-type: none"> Interviews with the UNCT/ Heads of Agencies/ UN Staff Interviews with the key partners Desk review- national and local policy documents and reports produced by UN Agencies and other

	<p>priorities and strategies?</p> <p>Are the targets and indicators properly reflecting on UN results and activities? Are the targets achievable and realistic?</p> <p>Has the risk assessment been performed? Are risk management arrangements, based on the assessment of external factors, in place?</p>		<p>development partners; documents produced by the Government of Kyrgyzstan</p>
	<p>Do the key partners (including stakeholders and beneficiaries) support the UNDAF?</p> <p>Do the key partners in Kyrgyzstan support and participate in UNDAF implementation and achievements of outcomes? How?</p> <p>Does the UNDAF still respond to the needs of the partners?</p>	<p>- National policies and strategies</p> <p>- UNDAF national partners and project stakeholders (government, parliament, civil society, academia, individuals...)</p>	<p>Primary sources – interviews with the partners and stakeholders</p>

Criterion 2: EFFECTIVENESS			
Questions to be addressed	What to look for	Data sources	Data collection method
<p>2.1. Were the UNCT/ UN Agencies effective in contributing to the progress under the UNDAF Outcomes? How well were the UNDAF Outcomes</p>	<p>What is the current status/ level of achievement of UNDAF Outcomes? How do implementers measure it? How effective was the respective UN Agency in contributing to the UNDAF outcome by achieving its outcomes and objectives?</p> <p>Are the indicators and targets for the UNDAF</p>	<p>UNDAF Progress Reports; UN Agencies Annual Progress Reports</p> <p>Meetings with the UN Agencies and key project partners</p> <p>Different reports, policy papers,</p>	<p>- Desk review and analysis of the UN Agencies Reports and other documents</p> <p>- Analysis of other secondary data</p> <p>- Interviews with the UN</p>

<p>achieved?</p>	<p>Outcomes appropriate (from the UN Agency perspective)? Did the UN Agency report on progress against proposed indicators and targets?</p> <p>What are the main results of the UN Agency related to the achievement of UNDAF outcomes?</p> <p>Are these achievements/ results bringing equal opportunities to the target groups, women and men? Are there any factors, which prevent target groups (women and men) accessing the achievements and benefiting from progress towards the outcome?</p> <p>What is the level of satisfaction of beneficiaries and partners with the degree of achievement of UNDAF Outcomes?</p>	<p>national statistics, independent and expert reports and reports from the NGOs operating in the specific sectors</p>	<p>Agencies</p> <ul style="list-style-type: none"> - Interviews with the national authorities and other governance actors (civil society, academia, think tanks, etc) - Interviews and visit to direct project beneficiaries
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<p>2.2. What is the likelihood that the activities implemented by UN Agencies will contribute to achievement of UNDAF outcomes?</p>	<p>Have the UN Agencies adapted to changing external conditions to ensure greater contribution to the UNDAF outcomes?</p> <p>Were there negative and unplanned external developments that have affected achievement of the UNDAF outcomes? If yes, what was the response from the UNCT/ UN Agencies and what measures were implemented?</p> <p>What were the external positive effects that were supporting achievement/ contribution to the UNDAF outcomes?</p> <p>Was there any cooperation among the UN Agencies for achievement of outcomes? How was it functioning? Was this cooperation institutionalized or on an ad-hoc basis? Are joint programmes effective tools for achievement of outcomes?</p> <p>To what extent and in what ways has the UNDAF and the Gender Thematic Group contributed to achieving better synergies among the programmes of UN agencies to promote gender equality and social inclusion?</p> <p>Has the UNDAF and the Gender Thematic Group contributed to a clearer understanding of the UN agencies on the importance of and interrelatedness of human rights, gender equality and social inclusion?</p>	<p>Country Programme Action Plans (CPAPs) and Annual Action Plans of UN Agencies</p> <p>Annual progress reports; CPAP Evaluation reports; other documents</p> <p>Meetings with UNDAF M&E Focal Points and representatives of UN Agencies/ Meetings with the key national partners</p> <p>Documents related to political situation and socio-economic development of Kyrgyzstan</p>	<p>Desk review of the documents</p> <p>Interviews with UNCT, UNDAF M&E Focal Points</p> <p>Interviews with national authorities and other partners</p>
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Criterion 3: EFFECIENCY			
Questions to be addressed	What to look for	Data sources	Data collection method
3.1. Have the UN Agencies mobilized planned resources for UNDAF implementation?	<p>Is there a common (“joint”) resource mobilization/ fundraising strategy for implementation of UNDAF? If not, would the “joint approach” be favourable for mobilization of resources?</p> <p>How effective was respective UN Agency in mobilizing and delivering resources for implementation of UNDAF outcomes- ratio between planned and implemented resources.</p> <p>To what extent did the indicators measure effectively the progress in UN contribution in advancing gender equality and social inclusion? Should more appropriate indicators be used for the further implementation of the UNDAF?</p>	UN Agencies Annual Delivery Reports	<ul style="list-style-type: none"> - Desk review and analysis of the financial data-delivery of un Agencies - Interviews with the UN Agencies
3.2. Were the management arrangements for implementation of UNDAF established? Are they favourable for swift and timely implementation of UNDAF?	<p>Was a sound steering mechanism for UNDAF implementation established? Did it allow for efficient supervision of UNDAF implementation? What is a management/ operational structure for implementation of UNDAF?</p> <p>Was there a sound monitoring system established during the UNDAF implementation? Who was in-charge of monitoring? Are inputs and activities monitored regularly?</p>	<p>UN Agencies and the UN Country Team</p> <p>UNDAF Progress Report and other reports relevant to UNDAF implementation</p> <p>UNDAF Working Groups and UNDAF Steering mechanism</p> <p>UNDAF communication</p>	<ul style="list-style-type: none"> - Desk review and analysis - Interviews with the development partners, representatives of other projects - Interviews with the key UNDAF partners and stakeholders

	Was the communication between the UN Agencies satisfactory? How are the UNDAF outcomes (and activities within outcomes) being coordinated with other similar interventions of other partners?	documents Projects implemented by different development partners	
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Criterion 4: IMPACT			
Questions to be addressed by evaluation	What to look for	Data sources	Data collection method
4.1. What are the direct impact prospects of the UNDAF?	<p>Is there already visible impact of UNDAF outcomes? What was the influence of UNDAF and its outcomes on development processes in Kyrgyzstan? What else could be expected as direct impact of this UNDAF?</p> <p>Did the UNDAF contribute to improve communication and cooperation among the key stakeholders to address the problems in the areas in which UNDAF was operating?</p> <p>Are any external factors likely to jeopardize the impact of the UNDAF?</p>	<p>UNDAF document and related Annual Progress Reports produced by UN Agencies</p> <p>Project partners and project stakeholders</p> <p>Analysis of political and socio-economic trends for Kyrgyzstan</p>	<p>- Desk review and analysis of the received and selected documents</p> <p>- Interviews with the UNCT/ Heads of Agencies/ UN Staff implementation team</p> <p>- Interviews with the key project partners and stakeholders</p>

Criterion 5: SUSTAINABILITY			
Questions to be addressed by evaluation	What to look for	Data sources	Data collection method

<p>5.1. What is the level of ownership of the UNDAF?</p>	<p>What was/ is the level of ownership of the UNDAF outcomes by national partners and will it continue after the end of external support?</p> <p>To what extent have stakeholders and beneficiaries and possibly other relevant interest groups been involved in the decision-making, planning and implementation of UNDAF?</p>	<p>UNCT Team/ UN Agencies</p> <p>National partners and stakeholders</p>	<p>- Interviews with the UNCT and representatives of UN Agencies</p> <p>- Interviews with the UNDAF partners and stakeholders from the national and local levels</p>
<p>5.2. What was the level of sustainability of achievements under UNDAF ?</p>	<p>Has the results of UNDAF been embedded in Is the local/ national public policy support, which will continue after its completion? ?</p> <p>How far the achievements under UNDAF are inserted in institutional structures that are likely to survive beyond the life of UNDAF?</p> <p>Are there sufficient national capacities to continue expanding on the results of UNDAF?</p>	<p>UNCT Team/ UN Agencies</p> <p>National partners and stakeholders</p>	<p>- Interviews with the UNCT and representatives of UN Agencies</p> <p>- Interviews with the UNDAF partners and stakeholders from the national and local levels</p>

Annex 3: Terms of References

TOR approved by Janyl Rakhmanova, UN Coordination Officer a.i. on *№_£j2015*

TERMS OF REFERENCE

Contract for International Individual Consultant to conduct the Mid-Term Review of the United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic (2012-2017*)

Project Name	Coordination Capacity (PID 00033135)
Short title of Assignment:	International Consultant to conduct UNDAF Mid-Term Review
Duty station:	Home residence with travels to Bishkek, Kyrgyzstan
Application deadline:	April 2015
Type of Contract:	Individual Contract
Duration of Contract:	Expected Duration of Assignment: April -June 2015 (Up to 34 working days)

BACKGROUND

The Government of Kyrgyzstan in collaboration with the United National Country team (UNCT) formulated UNDAF 2012-2017 which outlines United Nations planned support to achieving national priorities. UNDAF provides a collective, coherent and integrated United Nations system response to national priorities and needs, including and equivalent national strategies, within the framework of the MDGs and the commitments, goals and targets of the Millennium Declaration and international conferences, summits, conventions and human rights instruments of the UN system.

Having reached the midpoint of the current UNDAF, the UNCT and the Government of Kyrgyzstan have agreed to conduct a Mid-Term Review to assess the progress made on the results of the UNDAF during 2012-2014; to assess whether UNDAF is effective as a tool to support achievement of national priorities and to enhance coordination and harmonization among all UN agencies; to ensure improvements in performance and results in the remaining period of the UNDAF cycle by identifying implementation challenges and ways to overcome them; and to provide lessons learned.

Objectives of the Mid-Term Review (MTR)

Since the UNDAF was approved in 2011, some important developments have taken place domestically and globally that would warrant a strategic review of the outcomes and targets stated in the UNDAF document. Such review might well lead to adding objectives, reviewing others or assigning them lesser priorities and provide a new sense of direction for future activities to align UNDAF more closely with current national development priorities. The MTR will also review implementation of Human Rights Based Approach, Gender Equality and Women's Empowerment, RBM, environmental sustainability and capacity development as five UN Programming principles and cross-cutting approaches.

**2012-2016 UNDAF has been extended until end of 2017 to align with the National Sustainable Development Strategy (2013-2017)*

The main objective of conducting the MTR is to assess the current UNDAF, by looking mainly at four components:

1. To assess the relevance of the current UNDAF outcomes and how the current UNDAF is contributing to the national priorities of the country;
2. To review main UNDAF outcome achievements, challenges and obstacles of the UNDAF implementation;
3. To provide recommendations to the UN System for the second half of the UNDAF cycle and revision of UNDAF Results Framework.

4. To analyse UNDAF outcomes with state strategies, sectoral documents and UN agencies' strategies; and identify gaps in coverage, especially in relation to coverage outlined in the post-2015 agenda.

The MTR will consider the extension of the current UNDAF end year from 2016 till 2017 to align with the National Sustainable Development Strategy (2013-2017), National Sustainable Development Transition strategy 2013-2017, new Strategic Plan 2013-2017 "Changing with the world" and include suggestions for revision of the UNDAF Results Matrix.

As such, the review is considered a stepping stone towards the final evaluation, which will serve as an analytical tool, in preparation for the next UNDAF cycle.

The UNDAF MTR will also take into account findings of those CPAP MTRs that were already conducted by respective UN Agencies (where relevant).

The MTR consultants' team will comprise of the International MTR Consultant and National Expert for UNDAF Pillars 1-3. The national consultants on UNDAF cross cutting issues will work closely with the UNDAF consultant's team: Gender (to be provided by UN Women), Human Rights Based Approach (OHCHR's contribution), Migration (UNDP and IOM's contribution) and Communications (UN RCO Communications Specialist). The international and national experts will engage closely with the Office of the UN Resident Coordinator and UNDAF M&E Working Group.

Expected results of the MTR are:

- Strategic review of the outcomes and targets stated in the UNDAF document;
- Review implementation and develop recommendations on further institutionalization of Human Rights Based Approach, Gender Equality and Women's Empowerment (GEWE), Results Based Management, environmental sustainability and capacity development as five mandatory principles for UN programming and according to corporate policy and tools in this areas: UN System Wide Action Plan on Gender Equality and Empowerment of Women, UN Gender Scorecard, UN System Wide Action Plan on youth and others;
- Develop recommendations that will strengthen the UN's contribution to national priorities;
- Analyze cooperation with national stakeholders, e.g. Governmental institutions and NGOs, in UNDAF implementation;
- Make suggestions on enhancing ownership, from both the Government and other national partners;
- Define new partnership initiatives;
- Determine how emerging priorities and areas of work, which are yet not reflected in the current UNDAF, such as Post 2015 Development Agenda, MDG Acceleration Framework on MDG 5, Third Millennium Development Goals progress report, Peacebuilding Priority Plan under the Peacebuilding Fund Facility, Durable Solutions for Internally Displaced People, joint efforts under NAP on UNSCR 1325 implementation, Rights Upfront initiative, Poverty and Environment Initiative, Beijing +20, 7 Point Agenda Action Plan on gender-responsive peacebuilding, Health Strategy 2020, mainstreaming migration into national development strategies, current trends and challenges in urbanization can be incorporated into UNDAF, to ensure a better alignment of UN assistance with national priorities and achieve a greater development impact;
- Identify implementation challenges and ways to overcome them;
- Provide lessons learned to date which can support in the next half of the current UNDAF cycle and used for final UNDAF evaluation;
- Review the overall UNDAF management system, including design and overall functioning of the M&E system and use of data in decision making;
 - Review the progress of operational implications on the UN programmes delivery and develop recommendations on the business processes harmonization and simplification through business operations strategy operationalization, in close consultations with the OMT.

Methodology and Processes

The UNDAF MTR will entail both an internal and external participatory process led by the International consultant and supported by the National expert. This engagement will ensure that the MTR exercise does not place additional burden on UN Country Team or strain national capacities and to keep it light, informative and forward looking. This combination of team will help to assess UNDAF's effectiveness, relevance, efficiency, impact and sustainability of results and suggest revisions to the UNDAF Results Matrix. The National expert will work in close collaboration and under the leadership of the International consultant. The national experts on cross cutting issues (to be provided by respective UN agencies) will work closely with the UNDAF experts' team and contribute to final reporting.

The International MTR Consultant and the National Expert will implement obligations under the direct supervision and guidance of the UN Coordination Officer, UNDAF M&E Interagency Working Group (UNDAF M&E WG) and in consultation with UN Country Team.

Scope of work (34 days)

1. Desk review of all available/relevant UN system analytical materials, annual reports, reviews, and agency level Mid-Term Reports; evaluations, reviews and reports of the UN joint programmes and UN Theme Groups. Review the package of UNDAF-connected documents, including UNDAF Results Matrix, outcomes and targets (3 days).
2. Develop an Inception Report, incorporating a methodology, timeframe of the MTR process and draft outline of the report in consultation with the National Expert and introduce to UNDAF M&E WG and RCO for approval (2 days).
3. Support UNDAF M&E WG in the review of UNDAF outcomes and targets (2 days).
4. Lead and facilitate consultations with the UNCT and national partners: Introductory and Final validation (5 days) to consult key informants, to identify emerging issues and links between different programmes impacting on the UNDAF outcomes, UN agencies' individual and joint contributions to achievement of UNDAF outcomes, and obtain information on performance, relevance and future strategies. Some of the key informants may include: Heads of UN agencies, Programme Officers and UN theme groups and UN Joint Programmes including UN Operations Teams; relevant Government officials and line ministries; representatives of development partners; civil society representatives and other.
5. In coordination with UN Gender Thematic Group led by UN Women and collaboration with international consultant hired for development of the new UNCT Gender Mainstreaming Strategy, conduct review on implementation of UN Gender Equality and Women's Empowerment approaches in programmatic and institutional areas within current UNDAF to ensure further institutionalization of gender mainstreaming programmatic approach in next UNDAF (2 days).
6. Review implementation and develop recommendations on further institutionalization of Human Rights Based Approach in the next UNDAF and within current one (2 days).
7. Review strategic documents and develop recommendations on mainstreaming migration in the next UNDAF within Pillars 1, 2, 3. (2 days)
8. Review implementation and develop recommendations on further mainstreaming of climate change, youth, HIV in the next UNDAF and within current one (1 day).
9. Produce UNDAF Mid Term Review Report, in close coordination with UNDAF M&E WG, Government Focal Points and the Office of the UN Resident Coordinator (5 days).
10. Prepare, as part of the MTR report, a consolidated analysis of UN coordination challenges and lessons learned drawn from the UNDAF M&E WG and UNCT, which would be useful for the completion of this UNDAF cycle, and in preparation for the next (2 days).
11. Develop analysis on funding gap and recommendations to UNCT on resource mobilization strategies (1 day).
12. Develop linkages between ongoing UN programmes in UNDAF to new Sustainable Development Goals and develop recommendations for programming (2 days).
13. Review advocacy of UNDAF results undertaken by Pillars 1, 2, 3 and provide recommendations on how to strategize UNDAF communications in the remaining years (1 day).

14. Work closely with the national expert and provide support in drafting the sections by Pillars (2 days).
15. Present final MTR report for UNCT and national partners' endorsement (1 day).
16. (SWOT) analysis of UN coordination based on the UNDAF M&E WG and UNCT experience (1 day).

Products	Deadline	Payment structure
1. Inception Report, incorporating a methodology, timeframe of the MTR process is developed and draft outline of the report in consultation with National Expert is introduced to UNDAG M&E WG and RCO for approval	5 working days after contract is signed	30%
2. Introductory and Final validation consultations are led and facilitated to consult key informants, to identify emerging issues and links between different programmes impacting on the UNDAF outcomes, UN agencies' individual and joint contributions to achievement of UNDAF outcomes, and obtain information on performance, relevance and future strategies.	12 working days after contract is signed	70%
3. Review on implementation of UN Gender Equality and Women's Empowerment approaches in programmatic and institutional areas within current UNDAF to ensure further institutionalization of gender mainstreaming programmatic approach in next UNDAF is conducted in coordination with UN Gender Thematic Group led by UN Women and collaboration with international consultant hired for development of the new UNCT Gender Mainstreaming Strategy	14 working days after contract is signed	
4. Recommendations on further institutionalization of Human Rights Based Approach in the next UNDAF and within current one are developed in consultation with OHCHR	16 working days after contract is signed	
5. recommendations on mainstreaming migration in the next UNDAF within Pillars 1, 2,3 are developed in consultation with IOM and UNDP	18 working days after contract is signed	

6. recommendations on further mainstreaming of climate change, youth, HIV in the next UNDAF and within current one are developed in consultation with Pillar 3 lead	19 working days after contract is signed	
7. UNDAF Mid Term Review Report is produced, in close coordination with UNDAF M&E WG, Government Focal Points and the Office of the UN Resident Coordinator	24 working days after contract is signed	
8. as part of the MTR report, a consolidated analysis of UN coordination challenges and lessons learned drawn from the UNDAF M&E WG and UNCT is drafted/prepared	26 working days after contract is signed	
9. analysis on funding gap and recommendations to UNCT on resource mobilization strategies is developed	27 working days after contract is signed	
10. linkages between ongoing UN programmes in UNDAF to new Sustainable Development Goals and develop recommendations for programming are developed	29 working days after contract is signed	
11. Recommendations on how to strategize UNDAF communications in the remaining years are developed	30 working days after contract is signed	
12. Support to the national expert in drafting the sections by 3 Pillars is extended	32 working days after contract is signed	
13. final MTR report for UNCT and national partners' endorsement is presented	33 working days after contract is signed	
14. (SWOT) analysis of UN coordination based on the UNDAF M&E WG and UNCT experience (1 day).	34 working days after contract is signed	

REPORTING REQUIREMENTS

The Expert will be submitting the reports based on the results achieved in agreed format stating all actions taken during the assignment. Report to be submitted after each deliverable result achieved according to schedule. Upon completion of the assignment, the expert will submit final report for the whole assignment approved by UN Resident Coordinator which will serve as a justification for final payment.

The reporting and timely information sharing on substantial part of the assignments will be made to UN RC, RCO, UNDAF Pillar Leads and UNDAF M&E WG.

The contractor will report regularly to the UN Coordination Officer and UNDAF M&E WG, and will

perform duties in accordance with the work plan and timeframe to be agreed at the beginning of the assignment.

SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

Contracts based on lump-sum •

Lump sum contracts

The financial proposals shall specify a total lump sum amounts, and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days). _____

QUALIFICATION REQUIREMENTS

- Master's degree (or equivalent) in social, political sciences/development/communication/business administration/economics or a related field.
- At least 5 years of research and experience in managing and/or evaluating development programmes/projects.
- Knowledge of the UN systems and processes is desirable.
- Proven experience of conducting UN evaluations/reviews and/or UNDAF Mid Term Reviews (at least 1 review and/or evaluation).
- Experience of data collection/interviewing and writing analytical reports (at least one analytical report to be submitted).
- At least 2 years of experience in working with multi-stakeholder groups: governments, civil society/CBO, and international actors such as UN/multilateral/bilateral organizations.
- Knowledge of Human Rights Based Approach to Programming (HRBAP), RBM and/or other programmatic tools (at least 1 tool).
- Familiarity with the political, economic and social situation in Kyrgyzstan.
- Experience in facilitating multi-stakeholder workshops and meetings (at least 1 workshop/meeting facilitated)
- Fluency in English.

Other competencies:

- Excellent communication and interpersonal skills.
- Excellent analytical and report writing skills.
- Leadership and managerial skills.

ADDITIONAL REQUIREMENTS FOR RECOMMENDED CONTRACTOR

Statement of Medical Fitness for Work

Individual Consultants/Contractors whose assignments require travel and who are over 62 years of age are required, at their own cost, to undergo a full medical examination including x-rays and obtaining medical clearance from an UN - approved doctor prior to taking up their assignment.

Where there is no UN office nor a UN Medical Doctor present in the location of the Individual Contractor prior to commencing the travel, either for repatriation or duty travel, the Individual Contractor may choose his/her own preferred physician to obtain the required medical clearance.

Inoculations/Vaccinations

Individual Consultants/Contractors are required to have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director. The cost of required

vaccinations/inoculations, when foreseeable, must be included in the financial proposal. Any unforeseeable vaccination/inoculation cost will be reimbursed by UNDP.

Travel

Duty Station: Home residence with travels to Bishkek, Kyrgyzstan.

All envisaged travel costs must be included in the financial proposal. This includes all travel to duty station. UNDP should not accept travel costs exceeding those of an economy class ticket and daily allowance exceeding UNDP rates. Should the IC wish to travel on a higher class he/she should do so using their own resources.

In the case of additional and unforeseeable travel, payments of travel costs including tickets, lodging and terminal expenses should be agreed upon, between respective business unit and the Individual Consultant, prior to travel and will be reimbursed .

Please be guided by the following information when preparing your financial proposal:

2 Round tickets: Home residence - Bishkek - Home residence, terminal expenses

Working days in Bishkek, Kyrgyzstan must be not less than 20 days.

SECURITY CLEARANCE

The Consultant should undertake the Basic Security in the Field (BSIF) training and Advanced Security in the Field (ASIF) tests prior to travelling. These requirements apply for all Consultants, attracted individually or through the Employer.

UNDP INPUT.

UNDP will provide the Consultant with the following: **S** Access to premises and working space in the UN House; **S** Access to network, internet, printing/copying communication equipment; **S** Translation/interpretation services as needed