

**Final evaluation of the Joint Programme  
“Expanding the opportunities of the Mangystau  
region in achieving of sustainable development  
and socio-economic modernization”**

**Final report**

**Astana,  
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## List of acronyms

<b>GRDP</b>	Gross Regional Domestic Product
<b>IR</b>	Inception Report
<b>JP</b>	Joint Programme
<b>JPD</b>	Joint Programme Document
<b>JPMF</b>	Joint Programme Monitoring Framework
<b>JPRF</b>	Joint Programme Results Framework
<b>MPTFO</b>	Multi Partner Trust Fund Office
<b>NGO</b>	Non-governmental Organization
<b>OECD / DAC</b>	Organisation for Economic Co-operation and Development / Development Assistance Committee
<b>PWD</b>	Persons with disabilities
<b>RoK</b>	Republic of Kazakhstan
<b>SDGs</b>	Sustainable Development Goals
<b>SME</b>	Small and Medium Enterprises
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UN</b>	United Nations
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNDP</b>	United Nations Development Programme
<b>UN EG</b>	United Nations Evaluation Group
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children Fund
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>USD</b>	United States dollar
<b>WHO</b>	World Health Organization

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The authors of this report would like to express his gratitude to UN agencies participating in the final evaluation of the Joint Programme “Expanding the opportunities of the Mangystau region in achieving of sustainable development and socio-economic modernization”, programme stakeholders and beneficiaries with whom the evaluation team has met during its mission in Kazakhstan in December 2016 – February 2017 and who generously provided their views and opinions on project results and impacts.

The local staff of the UN Agencies appeared to be very dedicated and motivated. The partners showed often a remarkable level of commitment. All offered support and information to the Evaluation team and contributed to the understanding of the JP activities and results.

## Disclaimer

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The content of this report is the sole responsibility of the evaluation team and can in no way be taken to reflect the views of the participating UN agencies participating in the joint programme, authorities in Kazakhstan nor those of any other party. All effort has been made to ensure that the information given here is correct, and any factual error that may appear is unintended and is the sole responsibility of the evaluation team.

## Summary

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This document provides an evaluation of the results of the UN Joint Programme “Expanding the opportunities of the Mangystau region in achieving of sustainable development and socio-economic modernization”, in accordance with the provisions contained in the evaluation Terms of Reference. The evaluation assesses the level of relevance and effectiveness, efficiency, sustainability and impact of the joint programme. The project activities of the seven participating UN agencies and organizations (UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN Women, WHO) were examined and assessed.

In chapter 1 the main aspects of the socio-economic context are described and updated, in order to identify which aspects have changed and in which direction since the JP was conceived, and how its initial analysis remains valid. The Joint Programme is then shortly described in its structure and main components.

In chapter 2 the evaluation framework is described, coherently with what was set in the Inception Report: scope and objective of the evaluation, as well as its nature and timing, with reference to the implementation of JP are stated, underlining as the evaluation is to be considered a final evaluation, although some of the activities of the JP were still underway, considering the postponement of the

final deadline of the JP. The evaluation methodology and criteria are described, pointing out the attention given to the effectiveness of the activities and the attainment of the expected results, to the effects of the involvement of the regional and local administration in the implementation of the activities, and to the results achieved at this other level. Information and data used for the evaluation are described, and the selection of the activities (cases) to be analyzed in detail is also explained and commented. Chapter 3 gives the list of the activities carried out by the evaluation team, and of the interactions with UN Agencies, Kazakh public administration, partners, and beneficiaries.

Findings are reported in chapter 4: the relevance of the Joint Programme is assessed in relation to the main National strategic and programming documents, and the UN Agencies programming document: a general illustration is given in graphic form, while a more specific narrative is dedicated to the coherence of JPD with the “Kazakhstan 2050” Strategy and with the regional Mangystau Territory Development Programme. Somehow different approaches of the UN Agencies to the JP were identified by the evaluation team, and are shortly described, while the main findings refer to the effectiveness of the interventions carried out. Considering the articulation and complexity of the JP it was deemed interesting to introduce an assessment dashboard, specifically referred to the selected cases.

The last chapters of the report present some considerations on the lessons learned and the conclusions reached by the evaluation team and proposed recommendations.

## 1 Introduction

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The purpose of the evaluation is i) to assess the Joint Programme contribution to the regional objectives, namely with respect to the specific objective of reduced poverty among vulnerable groups, employment generation, social inclusion and better access to public services; as well as ii) to identify needs, gaps and outstanding issues in the respective area, and iii) to recognize emerging good practices that worked out well and could be extended / replicated within relevant programmes in the future.

The Evaluation intends to provide audience with views on relevance, effectiveness, efficiency sustainability and impact, of the programme results and of the JP.

Relevance refers to the assess consistency, ownership and congruency, technical adequacy, and complementarity of the UN JPD with other initiatives and with the strategic government and regional documents and plans, and the UN Agencies country documents, to ensure that activities were appropriate to the context, and significant for the achievement of the strategic objectives of these documents.

Effectiveness refers to the achievement of results planned by the JP, through the activities carried out, highlighting reasons for achievement and non-achievement of results and factors contributing or hindering these achievements. Efficiency is also taken into consideration, underlying the evidences gathered to assess the cost efficiency of the programme implementation.

Sustainability considers the participation of partners in planning and implementing the interventions, and refers to the measures taken to ensure that activities initiated by the programme will be completed and continued after the end of the JP.

Some considerations concerning the outcomes and the impact of the JP are also included in this report, as well as some indications related to the management of the programme. The report includes indications about lessons learnt, some final conclusions and relevant recommendations.

## 1.1 Context

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Despite the recent overall progress in Kazakhstan, the socio-economic disparities are still high between regions, and between urban and rural areas, in terms of access to and quality of public services and economic opportunities. The situation on welfare and quality of the most disadvantaged categories of the people in Mangystau region is one of the most problematic in Kazakhstan.

There are several development challenges in the economic, social and environmental dimensions that are addressed by JP and Kazakhstan national programme documents at the national and regional level, namely economy diversification, SME development, reduction of inequities and disparities in social well-being and health, development of sustainable practices and enhancement of the local governments. Some of them are addressed by the number of national development programmes like Territories' Development Programme, Employment Roadmap – 2020, Business Roadmap – 2020, Education Development Programme for 2011-2020; National Health Programme "Salamatty Kazakhstan for 2011-2015, new Health National Programme "Densaulyk" for 2016-2019, Concept for family and gender policy till 2030 adopted in December 2016, the Roadmap by the General Prosecutor's Office "Kazakhstan without domestic violence" and other initiatives determined as priorities.

In general, the situation is changing in positive direction, for example, the Gini coefficient calculated by 10 decile groups has increased from 0.19 in 2014 to 0.21 in 2015, which is below the average in Kazakhstan (0.278). At the same time the subsistence minimum level in Mangystau is higher than the average country level by 23%. The proportion of people with incomes below the subsistence level in rural areas is higher than in urban areas, and, over the recent years, it is increasing.

According to recent data, the proportion of people with incomes below the subsistence level was 0.8%, which is higher by 0.3% than in 2014, in rural areas the figure is settled at 4.3% demonstrating a declining trend from 2014 (6.2%). The number of jobs created is increasing: in the framework of "Road Map Employment - 2020" in the region, 26.406 jobs were created in 2014 and 27.012 in 2015, which corresponds to about 10% of the workforce. During the first 3 quarters of 2016, additional 22.284 jobs created (8% of working people). From the beginning of the implementation of JP, the total number of social workplaces created for targeted groups accounted for 3.730. Comparatively, this is a large number for the region since the number of registered unemployed people is 3.582 as of 1.11.2016.

Nevertheless, in Mangystau region there are certain areas that needed support, especially in areas addressed by JP: local self-governance, inclusive social development, SME development, promotion of gender equality and improving prevention and response to violence against women, agriculture development, energy efficiency, inequities, health, public participation, improvement of well-being, etc. Despite its high GRDP, Mangystau's share of the poor is relatively high (more than 6%). Level of development of agriculture is the lowest in Kazakhstan, level of SME (business) activities is low, especially in rural areas, and the local self-government instruments are at the embryonic stage.



## 1.2 The Joint Programme

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In this context, the Joint Programme envisaged specific areas of cooperation:

- ✓ enhancing access to locally provided quality social and economic services especially for vulnerable groups of population, including vulnerable categories of women, children, youth, elderly, PWDs, repatriates, undocumented and stateless persons;
- ✓ increase capacity of local decision makers in oil rich region in efficient planning and use of state resources for effective and efficient health and social protection of vulnerable populations, diversification of economy, expanding income opportunities, stimulating productive employment, and sustainable development including protection of natural and cultural heritage;
- ✓ piloting innovative approaches of providing health and special social services to women – survivors of violence, children, youth, elderly, PWDs, repatriates, undocumented and stateless persons in rural areas, developing local plans responsive to the needs of the population at the primary health care level, informing the society and professionals on best practices of child care and new participatory mechanisms for community involvement;
- ✓ capacity development of the population to improve their wellbeing through local self-governance and capacitating businesses in rural areas;
- ✓ empowering local authorities and communities in application of sustainable environmental practices to respond to existing environmental challenges.

Seven agencies implemented activities based on their individual comparative advantages and thus potentially increase the operational impact of the Programme:

1. UNDP – economic development, democratic and effective governance, including local self-government development, poverty reduction, social and environment protection, housing and communal services, energy efficiency and sustainable agriculture;
2. UNESCO – safeguarding of local cultural heritage;
3. UNFPA – delivering a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled;
4. UNHCR – support to government in the protection of and assistance to asylum seekers, refugees and stateless persons;
5. UNICEF – well-being of children and adolescents and protection of children's rights as defined under the Convention on the Rights of the Child;
6. UN Women - women's empowerment and gender equality; and
7. WHO – public health and health system.

### 1.2.1 Nature and objectives of the Joint Programme

The Joint Programme was developed during 2013, and was approved in 2014. The implementation started in July 2014, but some actions were activated rather later in time. It was intended as a three-year Programme me, due to end at the end of December 2016. It was extended to 2017, but some UN Agencies have completed their actions within 2016.

JP is a results-oriented collaborative programme jointly developed by the Ministry of National Economy of the Republic of Kazakhstan and Akimat of Mangystau Region and the above-mentioned seven UN Agencies to expand the opportunities of the Mangystau Oblast (region) in achieving sustainable and equitable progress in social, health and economic development for 2014-2016.

The total programme budget was 8,259,333 USD. The Government of the Republic of Kazakhstan allocated 6,769,833, which is 82% of the total budget and UN agencies contributed 1,489,500 representing 18% of the core resources.

UN Agency	RoK resources, USD	%	Resources of UN Agencies, USD	Total resources, USD
UNDP	3 000 000	81%	700 000	3 700 000
UNICEF	2 144 500	87%	306 500	2 451 000
WHO	1 000 000	80%	250 000	1 250 000
UNHCR	210 000	70%	90 000	300 000
UNFPA	245 000	78%	70 000	315 000
UN Women	93 333	70%	40 000	133 333
UNESCO	77 000	70%	33 000	110 000
<b>Total JP</b>	<b>6,769,833</b>	<b>82%</b>	<b>1 489 500</b>	<b>8 259 333</b>

Note: data from JPD

The JPD defines a series of strategic objectives to be addressed by the activities foreseen by the UN Agencies in three different components (refer to the table below and the next section). The activities are shortly described and characterized by the outputs that they are expected to produce. For each result one or more indicators are given, which may refer to number of beneficiaries, number of outputs produced, or other parameters.

As the table shows the JP is a complex programme. Many of the Activities have involved different beneficiaries and stakeholders, distributed on the territory of the Region.

Objectives / Outputs/ Components	Specific outputs	Indicators	Activities
1. Social-economic Development of the region and Employment Increase	7	37	37
2. Economic Development and Effective Governance	2	11	14
3. Environmental Sustainability, Energy Efficiency and Housing and Communal sphere	2	8	9
<b>Total</b>	<b>11</b>	<b>56</b>	<b>60</b>

Note: data from JPD; in the table, definitions of Objectives / Outputs are simplified

The Programme relates to UNDAF and overall aims to support national development goals including the Sustainable Development Goals. The Joint Programme compliments to the following outcomes: Economic and Social Well-Being for All, Effective Governance, Environmental Sustainability. It supports the Regional Development Programme for Mangystau Region, supports the Second Stage of the Concept on Local Self-Governance Development, as well as the Concept of Kazakhstan's transmission to Green Economy.

### 1.2.2 An overview of the role of the UN Agencies in the interventions of the Joint Programme

As said above, the JP is targeted to expand the opportunities of Mangystau region in achieving of sustainable development and socio-economic modernization. It approaches mainly three areas / components:

- reduction of inequities and disparities in social well-being for the vulnerable populations, increasing of employment, improvement of key health indicators;
- enhancement of the capacities of local government to plan for diversified and balanced local economic growth and expansion of income generation opportunities and local self-governance development;

- formation and use of sustainable development practices in response to the current problems caused by climate change, natural and man-made aspects of development, including energy efficiency in the housing sector and sustainable environmental management.

As mentioned, the JPD defines a series of strategic objectives to be addressed by the activities foreseen by the UN Agencies in 3 different **components**, defining them as **Outputs**, corresponding to UNDAF **outcomes**:

1. Social-economic development of the region and employment increase
2. Economic development and Effective governance
3. Environmental sustainability, energy efficiency and housing and communal sphere

The table below provides an overview of budget allocation per component:

UN Agency	Component1 (US dollars)	Component 2 (US dollars)	Component 3 (US dollars)	% Component1	% Component2	% Component3
UNDP	0	50000	450000	0%	10%	90%
UNICEF	282500	0	24 000	92%	0%	8%
WHO	250 000	0	0	100%	0%	0%
UNHCR	54 000	32300	0	63%	37%	0%
UNFPA	70 000	0	0	100%	0%	0%
UN Women	40000	0	0	100%	0%	0%
UNESCO	33 000	0	0	100%	0%	0%
<b>Total JP</b>	<b>729500</b>	<b>82300</b>	<b>474000</b>	<b>57%</b>	<b>6%</b>	<b>37%</b>

Data are from JPD

Each Agency produced, according to their own internal procedures, a **Work Plan**, in some cases, on yearly base), detailing the specific actions or activities to be carried out in the period and the expected results.

Work plans were drafted and put in place separately and autonomously by the participating Agencies. Contents and timing of the Work plans were defined according to each Agency regulations (not all Agencies share the same fiscal year, as well as not all foresee the same format of work plans). In correspondence with these plans, activities and results achieved were monitored.

Every year an **Annual Consolidated Progress Report** has been produced, in order to communicate and disseminate information on the results of the JP. The reports are consolidated at JP level, and include different paragraphs, concerning the different Agencies: these Progress Reports are by their very nature focused on the most relevant achievements: their template does not foresee to compare the result achieved with the results planned.

### **1.2.3 General considerations on the JP approach**

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In general, a few aspects can be underlined, as follows:

- the JP adopts what could be defined an incremental approach, as most of the activities foreseen don't seem to be addressed to trigger structural changes, or to introduce paradigm shifting innovation, but to improve specific situations or to experiment or introduce "process" innovation;
- most actions – beside aiming at achieving significant objectives in their implementation - appear to have somehow a demonstrative value, introducing "local" innovation and making available additional resources to produce well defined output, that can certainly impact on the specific beneficiaries, but more than that, they provide opportunity for experimentation and learning. This demonstrative value is also relevant as it can be used to promote high level dialogue between the UN Agencies and the Government at national level;
- some actions are explicitly defined as pilot, to be replicated / extended / standardized, in the same area, towards other beneficiaries, or in other areas and Regions; in this case the sustainability assumes an extremely relevant importance.

A very general underlying consideration is that the possibility of overcoming the difficulties and the constraints to socio-economic sustainable development is very strictly related to the capacity of the regional and local governments to plan, manage and implement the relevant policies. Consequently, the JP endeavors to achieve results in this respect in two different ways

- involving the regional and local government in the implementation of the activities of the JP, and promoting ownership of these activities, and
- addressing a certain number of activities and referring a certain number of specific outputs directly to the creation of skills and competences in the public administration.

This JP, together with the other JP regarding the Region of Kyzylorda, represents a relatively new experience for the participating UN Agencies in Kazakhstan. It is to be considered that other international institutions have carried out, and may carry out in the future, somewhat similar intervention, focused on regional level<sup>1</sup>, and they might make use of the experience gathered by UN Agencies.

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<sup>1</sup> At the beginning of January, when this evaluation was under way, a project in the Region of Aktobe financed by the World Bank, was announced

## **2 The evaluation of the Joint Programme: approach and methodology**

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### **2.1 Scope and Objective of the evaluation.**

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This evaluation covers in its scope all the outputs of the JP, and makes use of information concerning the period 2014 – 2016.

The overall objective of this final Evaluation is i) to assess the JP contribution to the regional objectives, namely with respect to the specific objective of reduced poverty among vulnerable groups, employment generation, social inclusion and better access to public services; as well as ii) to identify needs, gaps and outstanding issues in the respective area, and iii) to recognize good practices that worked out well and could be extended / replicated within relevant programmes in the future.

This evaluation was undertaken in accordance with the indications of the ToR, the provisions contained in the JPD, and the respective regulations, rules and procedures of the UN Agencies, according the UN Evaluation Group norms, principles and standards, as described in Chapter 2.3.2. This Evaluation mainly seeks to assess the level of relevance, effectiveness, efficiency and sustainability of the interventions, as well as the validity of the Programme components.

The evaluation focuses on the following areas of investigation in the JP:

- Development of state local governance, effective public sector at local and central levels, self-government development and civil society empowerment;
- Increasing living standards of poor people and expanding opportunities for actively overcoming poverty, creating opportunities for innovative and inclusive business projects as well as participation of youth in decision-making;
- Public health, including reproductive healthcare (increasing availability and quality of medical services, improving investment policy in the public health sector, introduction of results-oriented medical services financing and payment systems, reducing child mortality in the region, introducing early identification and intervention to reduce number of children with disabilities);
- Social protection (targeted effectiveness, expanding of social services sector, introduction of state standards, quality of special services, introducing integrated social protection mechanisms);
- State of housing and communal sphere and application of energy efficient practices, as well as population and other stakeholders awareness of the best practices in this area;

## 2.2. Use of the evaluation

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The Evaluation feeds into management and decision-making processes and aims to provide applicable information to the participating UN Agencies, Government of Kazakhstan, local administrations in the Mangystau Region and other stakeholders about relevance, efficiency, effectiveness, sustainability and, to the extent possible, impact of the programme results.

The Evaluation also identifies lessons learned from the Programme interventions with a view to ascertaining the suitability of such interventions in future work. As a tool for evidence-based practices, the Evaluation results will serve as a clarification not only for the sustainability and exit strategies, but also for determination of the next steps interventions in the Region and expansion of strategic interventions into other regions of Kazakhstan. Identification of most relevant outcomes of the JP, and indication of lessons learned and recommendations for a coming-up JP in other regions of Kazakhstan are therefore relevant aims of the evaluation.

Findings and recommendations are meant therefore to be useful, in terms of future programming, in order to provide indications for

- the planning of similar JPs in other Regions of Kazakhstan, and namely in West Kazakhstan;
- the enhancement of interventions carried out by single Agencies, taking stock of the lessons learned in the JP, that has put in place mechanisms of implementation and coordination, that in some cases were unusual or unprecedented for the implementing Agencies.

It is also possible, beyond the JP approach, but rather focusing on the regional dimension of the intervention that the evaluation may contribute to the evolution and development of implementation, monitoring and evaluation practices within the different participating UN Agencies, and in perspective towards a more homogenous approach of the UN Agencies.

## 2.3 Evaluation methodology

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### 2.3.1 Methodological approach

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The evaluation was based on the OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, sustainability, and to the extent possible, impact) as well as on the UNEG norms and standards. The methodology applied for this evaluation has been results-oriented and evidence-based using a mixed methods approach, including quantitative and qualitative data analysis. The evaluation has held a participatory approach all along the process. The evaluation has been carried out in three main phases: the inception phase, encompassing a structuring stage and a desk review; the implementation phase; and the reporting phase. There were two sub-phases of data collection: 1) a desk review and 2) fieldwork involving key informant interviews.

The desk review phase has largely been completed prior to the field mission in the region. The desk review provided the necessary context for the field evaluation, preparing the Evaluation team for the development of data collection tools, and identifying data gaps, specifically regarding the development disparities between women and men.

More generally, the following methods and tools have been used for data collection:

- Start-up meeting with UNDP in Astana to clarify the object, scope and objectives of the evaluation, as well as main expectations of the main evaluation users;
- Desk review of all major policy and strategy documents (at both UN and Government levels), as well as of programme documents, logical framework, relevant monitoring and evaluation reports, etc.;
- Portfolio analysis of the activities funded by the JP;
- Analysis of the available quantitative data;
- Semi-structured interviews with key informants at the central level;
- Definition of Case studies;
- Field visit to Mangystau region, including interviews, group discussions, direct observations;
- De-briefing meetings after the field work.

The desk review has looked at the documents provided by the UN agencies. The Evaluation team has reviewed all relevant sources of information, such as specified above and any other materials that the evaluation team has considered useful for this evidence-based assessment. A list of documents that the project team has provided to the evaluation team for review is included in Annex 7.1. The Evaluation team has added supplemental documents to the desk review identified during the evaluation mission to Astana.



The interviews have followed precise interviews guidelines<sup>2</sup> and protocols, based on the evaluation questions, and have always respected the independence and the rights of the interviewees.

The same approach was adopted for the group discussions, which were implemented in order to favor a higher degree of active participation of the stakeholders and to increase the number of actors that could express their views on the implementation and results of the JP.

In terms of location, the Evaluation team focused data collection in Astana, Almaty, Aktau, and in Kuryk / Karakiya district, which were identified in the inception phase as specific locations for the programme operations and management.

The Evaluation team examined evidences from all data sources using a combination of pre/post, descriptive, and qualitative analysis. All findings are supported with quantitative programme performance monitoring data when possible, as well as other programme documentation, interviewee statements, and other secondary data identified during the fieldwork phase. The findings from these analyses were used to triangulate findings in response to each evaluation question, allowing the Evaluation team to substantiate conclusions. Information obtained in interviews and group meetings has been supported / validated by visits to final beneficiaries, as well as careful analysis of the monitoring data provided.

It is worth noting that, given the high number of activities foreseen by the JPD, as shown in the table in chapter 1.2.1, while the scope of the evaluation extends to the entire complexity of the JP, it has been necessary to focus the analysis on a limited number of actions, considered as case studies, whose implementation and achievements the evaluation have analyzed in more detail. In chapter 2.3.5 the methodology for the selection of the activities is described, and a proposal of actions to be selected was put forward.

Such specific focus on a limited number of actions is also appropriate, in our view, with reference to understanding and assessing the effect of the JP on the capacity of the regional and local public administration in planning, managing and implementing development interventions similar or identical to those included in the JP. Concentrating on a relatively limited number of cases allow representatives of the public administration, as well as stakeholders and beneficiaries, to identify specific improvements and professional or organizational acquisitions, rather than referring in general to the effects of the entire activity of the JP.

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<sup>2</sup> See Annex 7.2

### 2.3.2 Reference to UN EG General Norms for evaluation

As for the coherence of the approach adopted with the UN EG General Norms for evaluation, in table below, a comment is given for all the norms deemed relevant for our work.

UN EG General Norms for Evaluation	Notes on Report Methodology Evaluation
Norm 1: Internationally agreed principles, goals and targets	Although Sustainable Development Goals are mentioned in the ToR simply in the Introduction: <The Sustainable Development Goals (SDGs) are highly relevant for the programme especially in terms of SDGs localization. ...>, while no mention of SDGs is made in setting Objectives and Tasks of the Evaluation, the Relevance analysis include a paragraph dedicated to the coherence of the JP with the SDGs
Norm 2: Utility	The evaluation report addresses, together with the assessment of the action implemented within the JP, the issues that from the Evaluator point of view, represent elements to be taken into consideration for the planning and management of possible further programmes of similar structure, width and ambition. Thus considerations on coordination and monitoring of the programme are also discussed, on the basis of the results of the interviews to the Agencies and of the evidence of the implementation.
Norm 3: Credibility	The evaluation has adopted a well-defined methodology, involving both quantitative and qualitative methods and triangulating different lines of evidence. The most judicious use of the best available and valid data and information has been done by the team, within the strict timeframe of the evaluation. The exercise has always been transparent and highly participatory, trying to turn the evaluation itself into a learning process.
Norm 4: Independence	All experts involved had no links with UN Agencies and Kazakh government. For the sake of independence and of avoiding any possible hint of conflict of interest, no relations were kept with UN Agencies personnel during the period of evaluation activity except those registered in the report, as making part of the task. Similarly no relations with Agencies were kept during the period of evaluation of the draft reports, although it extended to a rather long stretch of time.
Norm 5: Impartiality	Openness and criticism were adopted in all interactions with UNDP, at all levels, and with other UN Agencies: also anecdotal elements gathered during the field work were reported. Suggestions and invitations to take into consideration specific actions, activities, beneficiaries were all taken up, as far as it was compatible with the schedule agreed. The evaluators have always made a specific effort not to be influenced by any personal biases.
Norm 6: Ethics	The evaluation team related with all the counterparts – UN Agencies and JP personnel, implementers involved, beneficiaries, stakeholders - with the utmost respect for their efforts and achievements, and appreciated all results obtained as significant. No relations other than exchange of information were kept. No evidence of unethical behavior was gathered, and, even less, kept from the knowledge of the client.
Norm 7: Transparency	Full disclosure of all activities carried out, of their results, and of the obstacles possibly encountered were guaranteed by the evaluation team throughout the activities of evaluation. All members of the evaluation team were involved in direct contact with the client when needed
Norm 8: Human rights and gender equality	Evaluation field work included activities with the Agencies and beneficiaries most directly involved in the Human Rights field. At the same time, the evaluation has given attention to the respect of human rights from the JP.

	As for respect of gender equality – within the working group a gender balance was respected; in the Evaluation work constant attention was given to this aspect, and remarks included in the report where deemed relevant
Norm 9: National evaluation capacities	In the perspective of contributing to building capacity for the evaluation of development activities at country level, national experts were involved as much as possible in all phases of work.
Norm 10: Professionalism	As mentioned with reference to all norms mentioned, evaluation was conducted with professionalism and integrity.
Norm 11: Enabling environment	This norm refers mainly to the UN Agencies and therefore does not seem relevant for external evaluators
Norm 12: Evaluation policy	This norm refers mainly to the UN Agencies and therefore does not seem relevant for external evaluators
Norm 13: Responsibility for the evaluation function	This norm refers mainly to the UN Agencies and therefore does not seem relevant for external evaluators
Norm 14: Evaluation use and follow-up	This norm refers mainly to the UN Agencies and therefore does not seem relevant for external evaluators

### 2.3.3 Evaluation criteria

An assessment of programme performance is carried out, based against expectations set out in the Programme Results and Resources Framework which provides performance and impact indicators for implementation along with their corresponding means of verification. As already mentioned above, the evaluation has covered the criteria of relevance, effectiveness, efficiency, sustainability and, to the extent possible, impact.

The evaluation of **relevance** has mainly been based on the analysis of the key documents, comparing the contents of the JPD with the main Kazakhstan strategic documents, both general and sectoral, where relevant, Mangystau regional development programme, UNDAF and Country programmes of the participating Agencies. Issues concerning relevance have been explored also during the semi-structured interviews to the UN Agencies.

The analysis has ascertained the coherence with the priorities of the UN system, the Government and the region as well, but also the coherence between the different levels of programming, and the appropriateness of the selection of the activities to be implemented; the relevance of the JP is shown as much as possible in graphic form in Chapter 4.

A similar analysis has been conducted also for some representative actions or initiatives selected for more in-depth understanding.

The **effectiveness** of the results, for what concerns the effects on the beneficiaries, has been analyzed on the basis of the information supplied by the monitoring systems and by the information gathered in the field work, and further exam of the available documentation after the field work. Where possible the change produced by the interventions on the capacity of the public administration has also been considered.

The effectiveness is analyzed on the entire range of activities, making reference to the information as set out in the Annex 7.5, and with reference to a certain number of actions, that have been analyzed more in depth, as case studies, in particular during the field work.

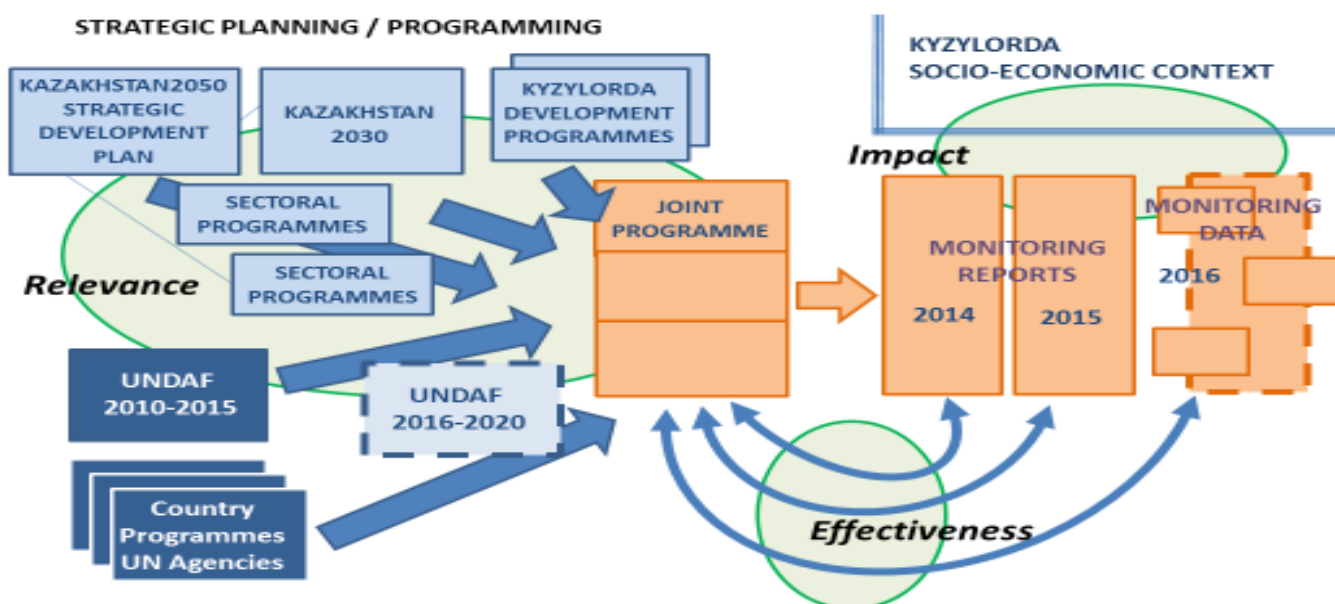
The **efficiency** has been considered making reference to the progress in the financial implementation of the JP taking into consideration the choice of partners and methodologies of implementation, the direct involvement of institutional partners and stakeholders in the management of the activities.

The **sustainability** of the results has been analyzed according to:

- specific Government decisions taken for ensuring this continuity by public authorities at different levels
- changes in behavior of the partners in the programme – stakeholders, partners and beneficiaries – in planning and implementing their activities based on the specific information gathered and the skills developed in the implementation of the measures of the JP
- creation of expectations and advocacy in the citizenship that has experimented and/or has become aware through or as a consequence of the activities of the JP of existing or potential opportunities of which it was not aware before.

The **impact** has mainly been analyzed from the angle of added value that the Joint Programme brought to enhance the capacity of the Government of Kazakhstan.

The figure below shows how the different criteria play and interact. Sustainability refers to the continuity in time of the actions of the programme, and therefore could be expressed by a third dimension in this scheme.



All criteria can be referred to investigating the effects of the JP as a whole, and the effects of single activities or cases, which were analyzed more in depth.

The following table presents some considerations about how the different criteria work at the two different levels, which are then developed further at the level of findings in Chapter 4.

Criteria	At JP level	At level of single activity / result / case
<b>Relevance and coherence</b>	Relevance and coherence between the JPD and the strategy document of the RoK is analyzed at JP level	No relevance and coherence analysis is carried out at the level of single activity, other than making sure that the activities belong to the programme
<b>Effectiveness</b>	The analysis of the effectiveness of the whole JP covered the entire range of activities, making reference to the information gathered from the monitoring reports and the information and data for each year of the Programme, from 2014 to 2016. A more analytical approach would require that there are systemic results that the JP as such intends to achieve, besides the contribution to different policies and programme.	Effectiveness has been analyzed at this level: considering that the cases analyzed represent a significant portion of the JP, this may indicate that most of the activities have been effective, having reached the planned objectives
<b>Efficiency</b>	Efficiency at JP level has been considered taking into account the progress of the JP and its timely completion	Efficiency has been considered at level of single activity on the basis of the information supplied during interviews with local representatives of the UN Agencies
<b>Sustainability</b>	Sustainability of the whole JP is not really possible to be assessed if not for some systemic effect both in the relationships between RoK government and UN Agencies, while the complexity and diversity of the programme make it in itself scarcely sustainable, and sustainability not a proper objective for the overall programme	The sustainability of the single actions has been investigated, identifying a series of elements indicating a good sustainability of some of the most relevant activities..
<b>Impact</b>	A specific impact identified by the evaluation is the attainment of results and advancement in the high level dialogue between UN Agencies and RoK government, based on the effectiveness and demonstrative effect obtained by single significant activities.	Impacts appear to be not yet understandable at the level of single activity, except where the actions have a specific demonstrative effect and have triggered systemic changes in the sector affected, and in the decisions of the regional / local authorities.

#### 2.3.4 Data sources and collection methods.

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As already mentioned, an initial source of information is the **Results Framework** stipulating a hierarchy of UNDAF outcomes, Joint Programme outputs, indicators and baselines. The activities of the JP are described and characterized by the **outputs** that they are expected to produce (Table 1. Results framework). For each result one or more **indicators** are given, that may refer to number of beneficiaries, number of outputs produced, or other parameters (Table 2. Joint Programme Monitoring Framework JPMF). Target results are clearly defined and measurable in terms of quantity or quality, according to the different cases. Activities are also defined, with reference to outputs, in Table 1, but in <indicative> terms: the Results Framework gives also indications concerning the Resource allocation to each indicative activity.

Each Agency produced, according to their own internal methodology and approach, a Work Plan (some on yearly base), detailing the specific actions or activities were to be carried out in the period and the expected results.

Annual Consolidated Progress Reports were produced every year, based on the information provided by each Agency, to communicate and disseminate information on the results of the JP. The reports are consolidated at JP level: these Progress Reports are by their very nature focused on the most relevant achievement. Progress Reports for 2014 and 2015 have been provided at the beginning of the assignment, while for 2016 the evaluation team had to refer to the contribution available during the Evaluation, as drafts or as a sparse documentation, provided by each Agency.

All this information was tabled and verified, to provide a general overview of the programme planning, implementation, results.

Further information was provided by the UN Agencies during meetings and field visits; some communication materials were particularly useful to identify the issues considered of particular significance by the UN Agencies and the specific respondents / interviewees.

The structure of the information provided and the timing of its availability have affected significantly the evaluability of the JP, particularly from a quantitative point of view. Since the field visits were planned and implemented during the month of December 2016 Annual Consolidated Progress Report was not yet available to orientate the selection of initiatives / cases to be visited and analyzed more in depth. UN agencies provided 2016 monitoring activities and interim reports to assess T 2016 implementation.

Overall the evidence was clear for the actions and initiatives surveyed in detail; very positive feedback was received from interviewed stakeholders and beneficiaries as services were provided in a timely and efficient manner.

### **2.3.5 Identification of the activities (cases) to be analyzed in detail**

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It was foreseen to select a certain number of initiatives to be analyzed more in detail, through meetings with the UN Agencies local staff, stakeholders, partners and final beneficiaries.

In order to ensure that the evaluation would have taken into in-depth consideration a satisfactory section of the projects, the evaluation team intended to meet representatives of the following activities / initiatives

- the 3 most significant activities in terms of total budget
- at least one action for each Agency involved in the Joint Programme
- 2 relevant actions aimed at improving the general environment, and / or the wellbeing of the beneficiaries
- 2 relevant actions aimed at providing valuable experiences, skills and competences to the beneficiaries
- 2 actions directly aimed at improving the capacity of the public administration or of other actors to contribute to reach the general objectives of the Joint Programme;
- at least 2 actions that have the nature of pilot projects, or that are considered to be replicable by the administrations involved, or by the UN Agencies
- at least 2 actions for each component / objective of the Joint Programme;
- at least 2 actions, chosen at random, in order to include a certain level of randomization in the process, and to avoid to exclude from the possibility of in-depth analysis all the actions that don't come on top of the list on the basis of the selected indicators.

Eventually this approach was not fully implemented, due to time constraints. However, a final verification allows to consider that the above requirements were sufficiently satisfied by the group of initiatives that were surveyed in the field work.



### 3 Activities, meetings and interviews

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#### 3.1 Activities carried out

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The schedule of the activity was defined according to inputs from UNDP:

- it was confirmed that the total duration of the evaluation should not exceed 2 months, as stated in the ToR,
- it was requested that the field work in the Region of Mangystau should be conducted before the winter season holiday as set out in ToR

Detailed list of meetings and interviews is given in Annex 7.4.

The Inception phase was based mainly, considering the time constraints, on a careful review of the ToRs, the review of the available programme documents, and with the full participation of the evaluation team members.

Meetings and interviews with the participating Agencies were organized in the second week of December, and they were functional to the general understanding of the JP, but also to the preparation of the field work and the planning of the interactions with local representatives, stakeholders and beneficiaries. A summary of the main contents of the meetings is given in Annex 7.3.

All the meetings were conducted in a very positive spirit and approach, and – considering the complexity of the JP and also of the single components and contributions of the different Agencies – resulted very useful to progressively getting an overview of the JP, and specific indications on the most relevant activities to be investigated on the field.

The time constraints prevented however to organize a selection of the activities to be analyzed according the criteria proposed in the Technical Offer, and mentioned above: only UNICEF requested indications of the projects to be analyzed, and the Evaluation team randomly selected 3 projects for Mangystau. In the other case the choice of the activities and the planning of the meeting was left to the local representative, possibly - on indications of the headquarters of the Agency, without involvement of the evaluation team.

The field work of the evaluation team was conducted from 20 to 22 December. Very positive cooperation was ensured by local representatives of the UN Agencies and by the stakeholders and beneficiaries that were indicated for interviews.

In the following period the most relevant aspect was the analysis of the materials and information gathered during the field work, and of the monitoring information received from UN Agencies.

### 3.2 Limitations of the evaluation activities

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There were no significant limitations of the evaluation activity in its fruitful work both at central level with the representatives of UN Agencies, as well as with all other counterparts. Some constraints concerning the gathering of information from the Agencies were related to the availability of resources for the evaluation, to the very strict and rigid schedule, in particular for the field work, and the diversity of information and data on the activities carried out by the UN Agencies.

The resources available for the evaluation and the strict schedule to be respected constrained the number of interviews with UN, stakeholders and beneficiaries. Time for the inception analysis was shorter than desirable. Some of the interviews with the Agencies had to be conducted after that the inception report had been drafted and even after the field work: their results could not be used to plan and manage the field work, and to orientate the interviews with partners and beneficiaries in the field. This time constraint influenced also somehow the selection of the activities to be analyzed more in depth. The evaluation team had proposed in its initial work plan, and modified in the inception phase, some criteria for selection, aimed at properly selecting the activities to be analyzed and the meeting to be organized at local level during the field work. The methodology for the selection of the initiatives could not be completely followed because of these constraints in resources and time.

The analysis was conducted at the end of the year 2016. 2016 Annual Consolidated Report was not released yet by MPTFO since the deadline for the report is 31<sup>st</sup> May 2017. The evaluation team reviewed 2016 progress based on the interim reports and evidence received from UN agencies. Extension of the programme to 2017 implied that a certain number of activities were still under way at the beginning of the year. Data and information were provided when available from the Agencies, often after the field work.

## 4 Findings

### 4.1 Relevance of the Joint Programme

#### 4.1.1 Relevance analysis

The relevance of the Joint Programme was verified against the planning and strategic documents indicated in the ToR: the tables show how different strategic documents contributed to the identification of specific outputs of the JP in Mangystau region, how the Outputs of the JP properly address the issues identified in the country, as expressed in the programming documents, and how the JP intervention relates to other interventions carried out by the Government.

The first table in this page is a general table, showing the structure of the JPD and listing all the documents that were analyzed. The following tables refer to each component of the JP, and show in a graphic form the consistency between each of them and the priorities of the JPD.

In more detail, the three general Outputs identified by the JP are related as follows to objectives and priorities of the different strategic documents and of the programming document UN Agencies.

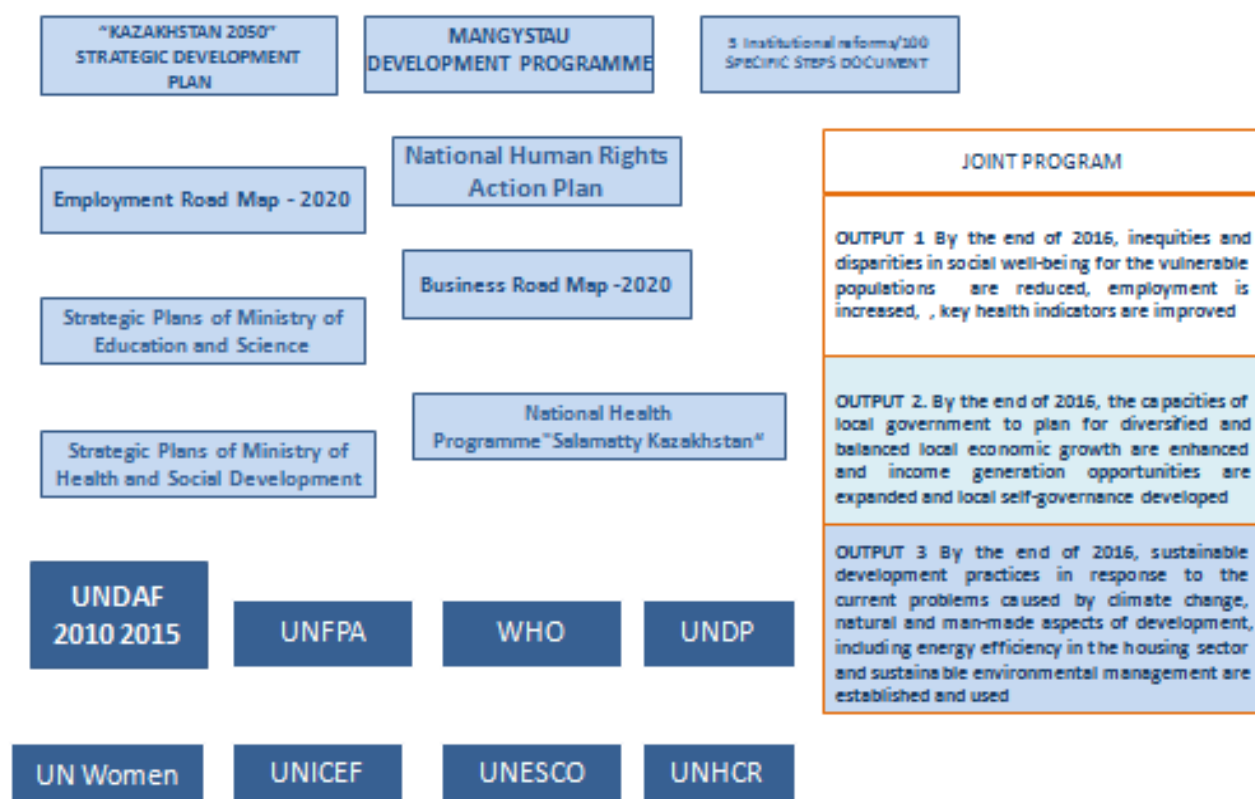


Table output 1

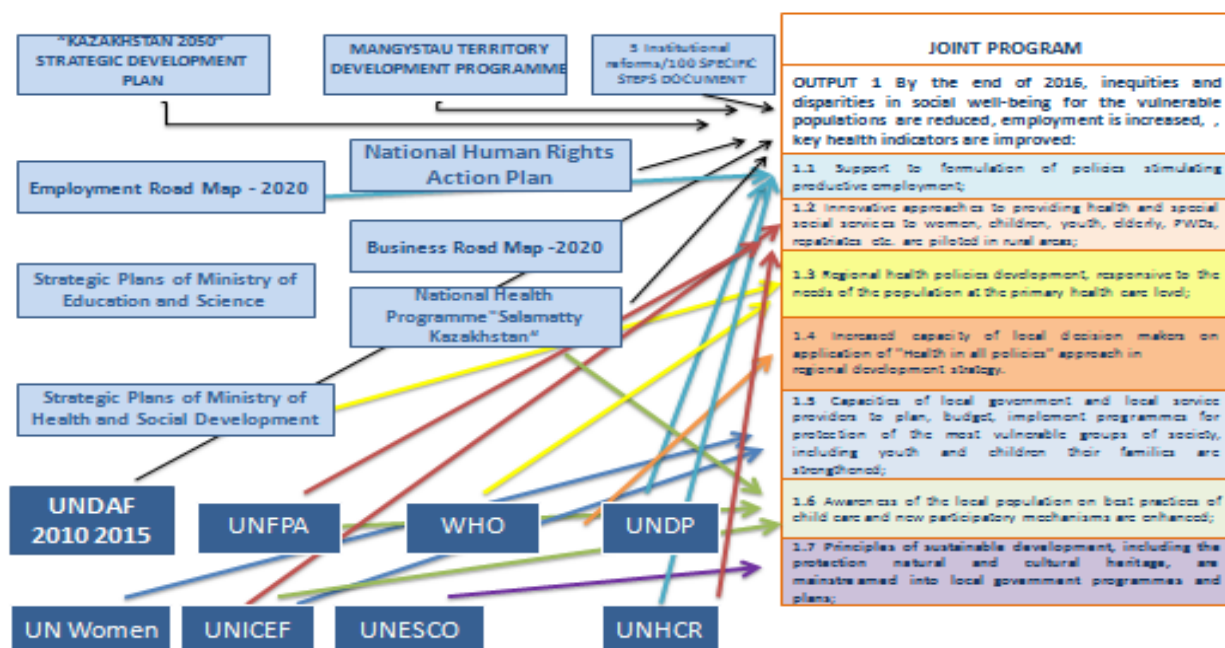
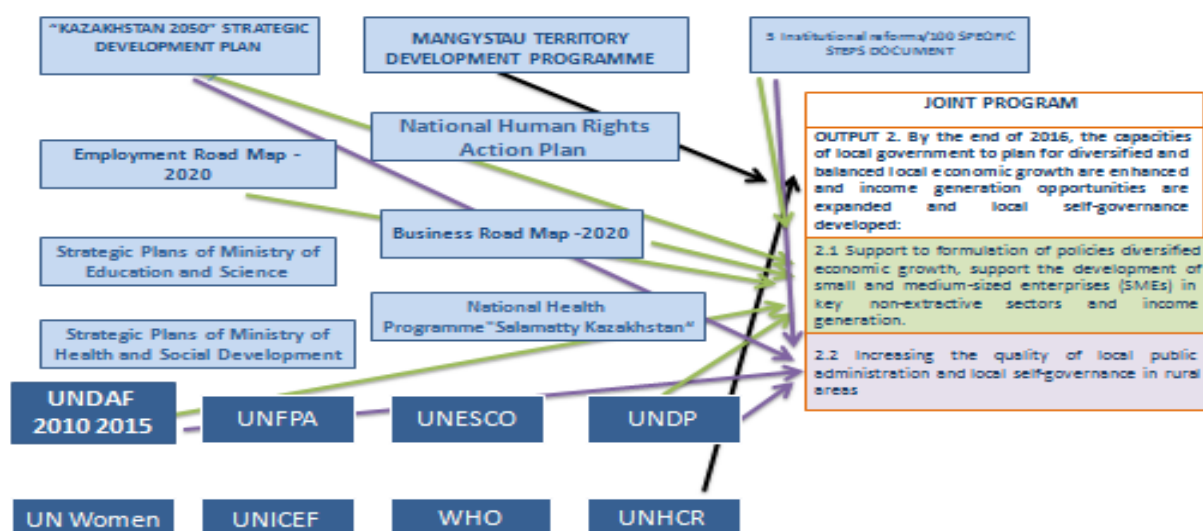
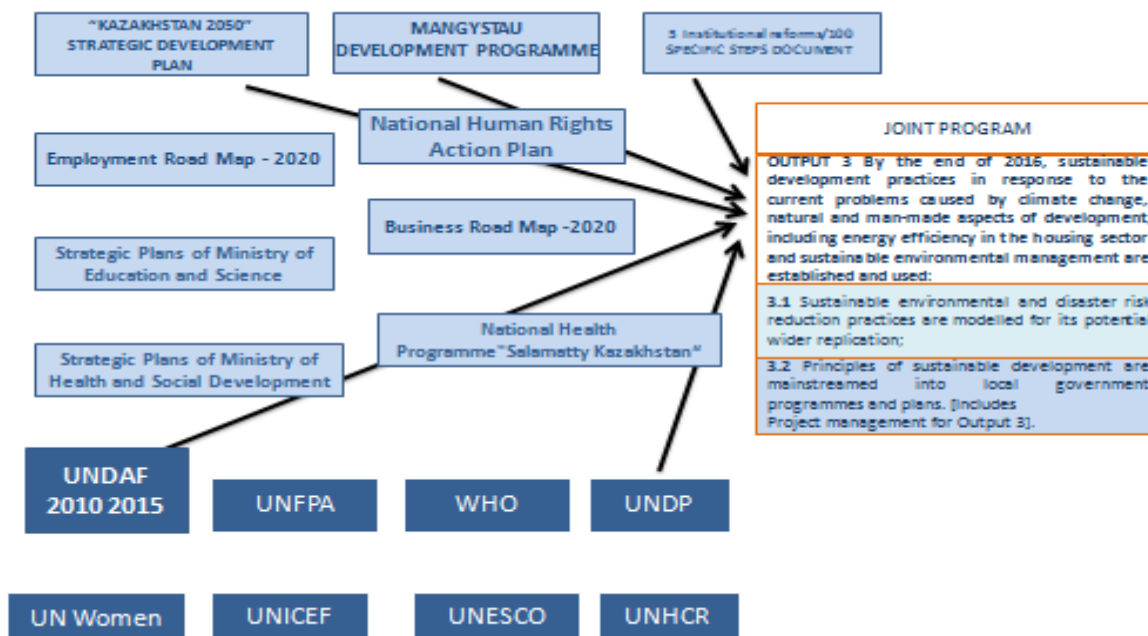


Table output 2



**Table output 3**



view of the single Agency could certainly have much more impact and relevance, in the dialogue with the regional authorities, being included in the framework of the JP. <sup>3</sup>.

The attitude of the representatives of the UN Agencies at local level was indeed effective in order to promote the participation of beneficiaries. Partners were selected taking into account their experience in promoting the participation of vulnerable and less favored citizens to the initiatives.

The JP is certainly **relevant** for the attainment of the overall strategic objectives of Kazakhstan, of the Mangystau region, and of the UN Agencies taking part in the Programme, as well as to the needs of the people living in the region.

#### **4.1.2 Reference to Coherence of the UN JPD “Kazakhstan 2050 Strategy”**

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As the Joint Programme relies on the priorities of the key national programme “Kazakhstan 2050” Strategic Development Plan, many objectives correspond and may be indicated as follows:

- Development of small and medium enterprises of the goal 2 “Comprehensive support of entrepreneurship – leading force in the national economy” corresponds to Output 1.1 Capacities of local government to plan for diversified economic growth and partnerships with SMEs are enhanced.
- Development concept of local self-governance of the “Kazakhstan 2050” corresponds to Output 1.2 Citizen participation in local self-governance and local decision-making are strengthened. Both the JP and the strategic document objectives are to involve local population in addressing issues of the area and so in self-decision making process.
- Action to move to modern water-saving agricultural technologies of the Policy regarding water resources coincides with output 3.3 Principles of sustainable development are mainstreamed into local government programmes and plans.

New Principles of Social Policy objectives, specifically in respect to the rights of women and children, modernization of the labor policy, health sphere are reflected in:

- Output 1.1 Support to formulation of policies stimulating productive employment;
- Output 1.2 Innovative approaches to providing health and special social services to women, children, youth, elderly, PWDs, repatriates etc. are piloted in rural areas;
- Output 1.3 Regional health policies development, responsive to the needs of the population at the primary health care level;
- Output 1.4 Increased capacity of local decision makers on application of "Health in all policies" approach in regional development strategy;
- Output 1.5 Capacities of local government and local service providers to plan, budget, implement programmes for protection of the most vulnerable groups of society, including youth and children their families are strengthened;

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<sup>3</sup> Meeting with representative of Regional Akimat – Annex 7.4 – Meeting 8



- Output 1.6 Awareness of the local population on best practices of child care and new participatory mechanisms are enhanced.

The whole output 1 of the JP, aiming to reduce disparities in social well-being and health, increase employment opportunities, and improve access to quality health, justice, education and social services for the vulnerable families, their children and vulnerable population groups, corresponds to the third direction of the Strategy 2050.

#### **4.1.3 Coherence of the UN JPD with Mangystau Territory Development Programme**

The JP activities try to reach goals of the Mangystau Territory Development Programme regional document. Here are some of them:

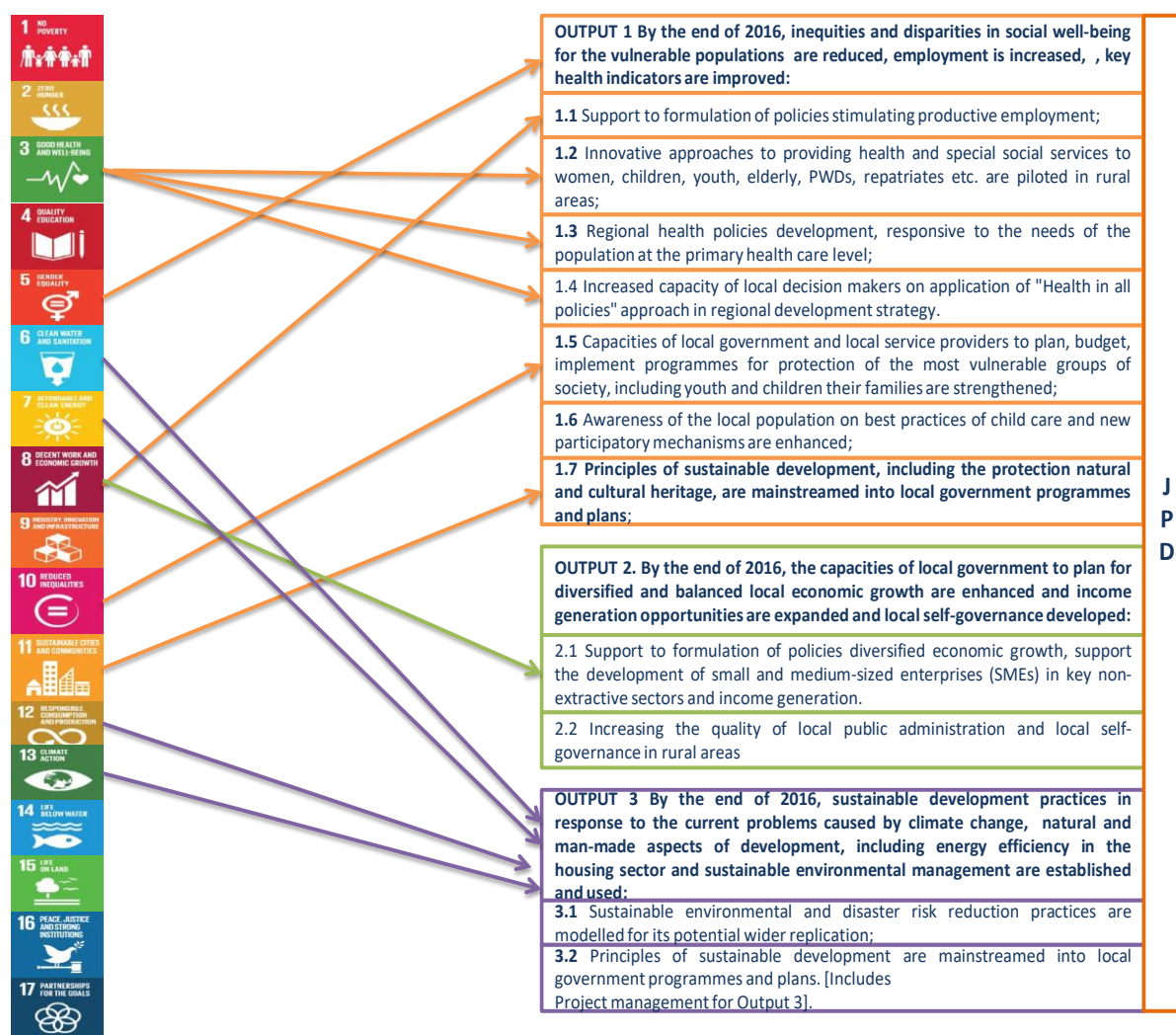
- To ensure sustainable development of small and medium entrepreneurship in innovative, industrial and other spheres of economy of the region, area Small and medium sized business, trade, direction 1 Economy of the document, corresponds to JP Output 2.1 Support to formulation of policies diversified economic growth, support the development of small and medium-sized enterprises (SMEs) in key non-extractive sectors and income generation.
- To improve the health of the population, area Healthcare, direction 2 Social sphere of the document corresponds to JP Output 1.3 Regional health policies development, responsive to the needs of the population at the primary health care level and Output 1.4 Increased capacity of local decision makers on application of "Health in all policies" approach in regional development strategy.
- To increase well-being and quality of life of Mangystau region population, area Social protection of the population, direction 2 Social sphere corresponds to JP Output 1.1 Support to formulation of policies stimulating productive employment, which indicators are related to achieve effective population employment.
- Modernize and develop communal services, area Housing and communal services, direction 3 Infrastructure, in some way corresponds to indicators of output 3.1 Sustainable environmental and disaster risk reduction practices are modeled for its potential wider replication. In the document, we see there are actions in the area of energy, water efficiency: the JP also includes similar actions (energy saving lamps, water saving technologies).

#### **4.1.4 Coherence of the 2030 Agenda for Sustainable Development**

The programme is highly relevant to the Sustainable Development Goals of the 2030 Agenda for Sustainable Development for. This can be seen from some examples, where outputs of the JPD correspond to the most part of the SDGs, such as:

- Goal 3: “Good health and well-being” corresponds to Output 1.2 of the JPD: Innovative approaches to providing health and special social services to women, children, youth, elderly, PWDs, repatriates etc. are piloted in rural areas; Output 1.3 Regional health policies development, responsive to the needs of the population at the primary health care; Output 1.4 Increased capacity of local decision makers on application of "Health in all policies" approach in regional development strategy.
- Goal 6 “Clean water and sanitation”, Goal 7: Affordable and clean energy, Goal 12 “Sustainable consumption and production correspond with Output 3 of the JPD with the aim of Environmental Sustainability, Energy Efficiency and Housing and Communal Sphere;
- Goal 8 “Decent work and economic growth” corresponds to Output 1.1 Support to formulation of policies stimulating productive employment, etc.

The figure below shows more detailed correspondence between JP outputs and SDGs.





#### 4.1.5 Different approaches of UN Agencies to the JP

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A further consideration needs to be highlighted and concerns with the internal coherence of the Programme: during the field work, and in particular during the interviews to the managers responsible for the JP in the different UN Agencies <sup>4</sup>, it resulted quite evident that rather the nature of the programme is seen differently by the participating Agencies. The different attitudes can be schematized as follows

- The JP is a closely knitted series of intervention, with a very clear strategic coherence, discussed at high level by the UN Agencies together with the Government of the ROK; although articulated in a large array of different and diverse actions, it keeps some very well defined focus (that is summarized in the JPD, and that put together socio-economic development, environmental issues and priorities related to human well-being, especially of vulnerable groups, and effectiveness and competence of the public administration especially at local level)
  - This position was expressed strongly by UNDP and other UN Agencies – underlying the importance of many, even apparently minor, initiatives as functional, and very effective, in giving opportunities to promote high level dialogue with the Government of Kazakhstan<sup>5</sup>;
  - also, the WHO representative underscored the relevance of actions and indicators in the area of health as strongly representative of the overall socio-economic development of the country, at which all actions of the JP were coherently aimed.
- The JP is an opportunity for the Agencies to carry out their policies, discussed and agreed upon with the Government of the Kazakhstan, with relevant additional resources and a focus on regional development challenges
- The JP is a rich and complex series of intervention, with a certain degree of coherence and coordination, agreed by UN Agencies together with the Government of the ROK; it has to be properly coordinated to avoid contradictions and overlapping, and to minimize the differences in working procedures and style by the UN Agencies, but has to be agreed in detail but each Agency, especially those that have a relevant amount of resources to use, with Government counterparts and local authorities and stakeholders
  - In this approach, coordination and joint monitoring of the activities are the most relevant aspects of the joint nature of the JP
  - together with the leverage provided to all Agencies that have more limited resources by the fact of being part of a wider coalition, that can be useful to obtain attention and support both at national and regional level.

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<sup>4</sup> A list of the meetings with the UN Agencies is given in Annex 2, together with a summary of the results

<sup>5</sup> See also Chapter 4.

These different approaches – that are not necessarily entirely contradictory – have been present in the planning and in the deployment of the Programme, side by side, and have possibly met diverse expectations from the different counterparts. The level of cooperation at local level among the different Agencies did not appear particularly strong, confirming that the latter approach may have been somewhat prevailing.

Closer cooperation has taken place between UN Agencies that have similar mandates, and that in the context of the JPD share common outputs, and have managed to build common intervention on the ground. Activities of the JP planned as common activities between two or more Agencies are rather few: while UNDP conducted on its own 23 activities, 7 with UNHCR.<sup>6</sup>

In the implementation phase, the Programme activities have been carried out through a strong cooperation with national and local authorities – Regional Akimat and local Akimat – and with local counterparts and stakeholders: in this sense it has resulted in a Joint Programme, in which what is more relevant are the joint efforts of UN Agencies staff and consultants with the local officers and local partners.

The level of cooperation at local level among the different Agencies however did not appear particularly high. Closer cooperation has taken place between UN Agencies that have similar mandates, and that in the context of the JPD share common outputs, and have managed to build common intervention on the ground.

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<sup>6</sup> JPD

## 4.2 Effectiveness

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**Effectiveness** has been assessed on the basis of the information supplied by the monitoring framework and by the information gathered in the field work (including individual interviews, group meetings, but also direct observations made by the team), and possible successive interactions from remote.

The effectiveness is considered:

- on the entire range of activities, making reference to the information gathered from the monitoring reports and the information and data for each year of the Programme, from 2014 to 2016 (as far as the availability of the information as allowed the team to do so)
- with reference to a limited number of actions, selected by the Agencies, that are sufficiently close to the sample of activities that was indicated in chapter 2.3.4; the selection was trying to include activities with different characteristics, according to an agreed set of indicators, as explained in the next chapter.

The main **evaluation question** concerning effectiveness that finds a reply in the more general analysis is the following: do outputs correspond to the planned objectives at the end of the JP?

The analysis of the information gathered from the monitoring reports and the information and data for each year of the Programme, from 2014 to 2016, as shown in Annex 7.5, shows that a satisfactory level of effectiveness is reached by the JP, even if at the moment of our analysis not all activities were completed.

Concerning the more limited number of actions analyzed in more detail a wider range of criteria, factors and aspects are investigated, and additional questions find a reply, such as:

- What factors have contributed to achieving or not achieving the intended Outputs?

Intended Outputs were achieved more significantly where a systemic approach was adopted rather than an approach based on the support to specific projects.

A relevant positive example is provided by the interventions in the field of health and well-being<sup>7</sup>. These interventions showed among other aspects, how well-being and health are strong indicators, and main results, of development programmes, as underlined in the interviews to the representatives of UN Agencies, and with beneficiaries

- Have the outputs of the activities benefited the identified target groups, and specific groups with special needs?

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<sup>7</sup> See Table in Chapter 4.4 and Appendix 8.2 and 8.4

In the cases were specific target groups, and specific groups with special needs were identified activities have significantly benefited these groups<sup>8</sup>.

- Have the activities benefit in equal way both genders / groups with special need? Have these groups reached the same results as other activities?

Participation to most activities have been shared between genders: it is significant to underline the case of successful women entrepreneurs involved in the activities<sup>9</sup>

- Have the outputs of the activities directly referred to the Public Administration obtained the expected results, and increased the capacity of the Public Administration?

Not all activities were intended in the same way to reinforce capacity of Public Administration; this positive effect however has been detected in a significant amount of the activities studied.<sup>10</sup>

Increase of capacity was the result of the experimentation of new technical solutions<sup>11</sup>, as in the field of energy saving initiatives, of the introduction of mechanisms of self-government<sup>12</sup>, of the enhancement of skills and competencies of civil servants and public employees.

- Has the management of the activities aimed at identified target groups, and specific groups with special needs, improved the capacity and performance of the Public Administration? Have the activities attention to benefit in equal way and the activities aimed at groups with special need promoted this attention in Regional and local government?

In more detail some of these questions are commented in Appendix<sup>13</sup>, where some activities have been investigated as specific cases.

As previously described the evaluation team has been able to make use of the data contained in the JPD. These data have been tabled together, trying to compare the indicators defined during the planning of the JP with the results achieved, as they have been recorded in the Progress Reports. In doing so the Evaluation team has tried to connect the information concerning the indicators with the activities carried out, that have brought to the achievement of these results. Since the planning phase not all indicators were related to specific activities, while the Progress Report, being narrative documents, tend to refer to activities, this has proved quite complex. However the quantitative results, as it is possible to notice examining the Effectiveness table in Annex 7.5, are quite reassuring, and indicate that the examination of the results appear to be quite thorough.

<sup>8</sup> UNDP gave substantial assistance through NGO Eco Mangystau and NGO Mangilik El Mangystau – Grants for people with special needs) – Annex 7.4 – visits to beauty salon (meeting 2) and to Salon of National clothes «Tarbiya» (meeting 3),

<sup>9</sup> Annex 7.4 – Visits to beauty salon (meeting 2) and to Salon of National clothes «Tarbiya» (meeting 3),

<sup>10</sup> Annex 7.4 – Meeting 5, with Deputy Head of the Department of Economy and Budget Planning– responsible for overall administration of the JP on behalf of the Akimat,

<sup>11</sup> Annex 7.4 – Meeting 6 with Principal of Kurikya School, Kuryk, - see also Appendix 8.3 and Meeting 1 with Head of Housing inspection, Aktau

<sup>12</sup> Annex 7.4 – Meeting 7 with Deputy Akim of Karakiya district, Kuryk – see also Appendix 8.1

<sup>13</sup> Annex 7.4 – Meeting 4 and 10 with Deputy Heads of Mangystau Oblast Health Department, Meeting 11 with Chairman of Juvenile Court, Meeting 13 with representative of Department of Education, Aktau; see also Appendix 8.2 and Appendix 8.4

The results are tabled per UN Agency, year - 2014, 2015 and where possible 2016. The table is in Annex 7.5: it can be said, using in particular the results registered at the end of 2015, that on the whole **the JP has achieved the expected results.**

At the end of 2014, 16% of the activities had reached the expected results, while another 30% were on track, or had fall short the expected target, for a total of 46% of activities that registered somehow positive results.

The following year, in 2015, targets were achieved in 38% of cases (+22%) or were on track, or partially successful in another 36% of cases (+9%): together positive results had been reached by 74% of the activities.

At the same time the activities that did not reached the results decreased from 37 to 2%. The activities that did not show information on their progress, passed from 18% to 25%.

The comparison with 2016 is more difficult because the data are only partial. Consequently, the number of activities that cannot be assessed is much higher, reaching 54% of the actions.

Only 4% of the actions do not achieve results, among those of which we have information: successful activities are therefore the 42% of the total, of which 23% reached the final result already at the end of the previous year (2015?), 9% have reached the results in 2016, and another 9% have partially achieved the expected results. If we consider these actions as a sample, we can expect at the closing of the JP, and at the completion of the monitoring, that the actions fully successful would be 56%, 10% will end up as unsuccessful, while the remaining 34% would achieved partially the expected results.

Overall, for the considerations mentioned above, we consider the Effectiveness of the JP to be **satisfactory**, and in some cases **highly satisfactory**.

### 4.3 Efficiency

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The **evaluation of efficiency** was implemented, using the information supplied by the monitoring framework and by the information gathered in the field work, and possible successive interactions from remote.

The efficiency is considered

- on the entire range of activities, considering the information gathered from the monitoring reports and the information and data for each year of the Programme, from 2014 to 2016
- with reference to a limited number of actions, selected by the Agencies, that are sufficiently close to the sample of activities that was indicated in the Inception report, as explained in more detail in chapter 2;

Concerning efficiency, where and when possible attention has been given to the following question:

- Have the Outputs been achieved at an acceptable cost, compared with alternative approaches with the same objectives?

Despite detailed data on the costs with a breakdown, to be compared with quantitative data on results achieved (number of people served / beneficiaries, for example) were not available for all specific activities, it would seem that the UN Agencies have chosen quite efficient and well proven working methodologies. The partners selected for the implementation of the activities were for the most part well established actors at local level, reducing the need for the establishment and the organizational start-up of the activities, given the experience and the existing know-how of the partners; many of them had already taken part in similar activities<sup>14</sup>.

The direct involvement of the local administration and local institutions in the implementation of the activities, reduced the complexity of the implementation itself, and helped contain costs<sup>15</sup>.

At JP level, as opposed to the level of individual activities, monitoring data show, in the comparison between 2014 and 2015, a progressive improvement in the rate of realization, corresponding to a progress in the use of the financial resources available to the JP.

In 2015 the number of activities that had not reached the expected results, and had therefore not made efficient use of the resources allocated, decreased to a mere 5%<sup>16</sup>.

As shown in Chapter 4.4 all the activities surveyed in detail showed a satisfactory level of efficiency, in line with what planned.

The Evaluation team came to the conclusion that most of reviewed projects achieved results at acceptable costs and overall showed commendable cost efficiency. We consider the Efficiency of the JP to be **satisfactory**, with limited exceptions.

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<sup>14</sup> This is the case of NGO Mierim - experience working with refugee problems, stateless persons problems and supporting of the child victims and witness of crime programme – Annex 7.4 Meetings 12 and 15, and for Eko Mangystau, in charge of activities for the support of SMEs (UNDP) – Annex 7.4 Meeting 8

<sup>15</sup> Mainly illustrated by Head of Housing Inspection, Aktau – Annex 7.4 Meeting 1

<sup>16</sup> These conclusions are based on analysis of the JP Annual Progress Reports.

#### 4.4 Sustainability of the Joint Project results

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**Sustainability**, that is the extent to which the activities initiated by the programme will be continued and possibly developed after the end of the programme itself, depends on

- specific **Government decisions taken for ensuring continuity** by public authorities at different levels; this includes
  - decisions concerning the **allocation of resources** by the local authorities involved, in order to continue the activities in the future, or to extend it to other beneficiaries or territories
  - decision concerning the **legislative or regulatory framework**, where activities that have been carried out at experimental level by the JP become part of the institutional framework
  - decision concerning **policies**, that can be influenced by high level dialogue between the Government and UN Agencies, in which the activities of the JP can be relevant as demonstrations and experimentations;
- **changes in behavior of the partners in the programme** – stakeholders, partners and beneficiaries – in planning and implementing their activities based on the specific information gathered and the skills developed in the implementation of the measures of the JP
  - the most significant of these changes are those that becomes **new approaches, standards, systems**: that is to say that become part of the organizational behavior, possibly of the organizational structure, including in this definition procedures, protocols, systems and forms of communication, etc.
- **creation of expectations and advocacy** in the citizenship that has experimented and/or as become aware through or as a consequence of the activities of the JP of existing or potential opportunities of which it was not aware before.

During the field work we have found solid evidence of these having happened as a consequence of the activities of the JP.

- in terms of decisions
  - allocation of resources were already decided by local authorities in a few cases and were under consideration in some others<sup>17</sup>;

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<sup>17</sup> Annex 7.4 - Meeting 1 with Head of Housing Inspection, Aktau –

- decisions concerning the legislative or regulatory framework were taken the experimentation of the mechanism of the law on Local Self Government have given the opportunity to identify aspects of the law that could be amended<sup>18</sup>;
- in terms of working methodologies and expectations
  - new systems and protocols have been introduced in hospital practice concerning strategic planning, maternity care, juvenile suicide prevention, alternative measures for adolescent offenders, etc.<sup>19</sup>;
  - most of these new systems are based on new skills developed in the activities of the JP, are rooted also in new behaviors and protocols adopted by the operators, are reinforced by system of networks between operator of different areas (health and education, in the case of suicide prevention; judiciary and social service in the case of alternative measures)<sup>20</sup>;
  - in terms of expectations and advocacy, it seems likely that experimenting mechanisms for participation at local level would promote further requests of similar involvement for the future, as well as requests from other communities in and outside the region.

All activities contributed to the objectives at regional, and local (city / rural) levels. Results and lessons learned in the implementation of the JP, and of several activities can be implemented in other regions, and some projects played as catalysts for further actions and institutional developments, also in terms of new or improved legislation and/or regulations. The overall Sustainability of the JP is thus **satisfactory**.

<sup>18</sup> Annex 7.4 - Meeting with Deputy Akim of Kurikaiya district, and Appendix 8.1 on Local self-government; amendments to the law will clearly be a responsibility of the Parliament, and among our recommendations we mention as advisable the identification of a national level body to which these proposals could be submitted.

<sup>19</sup> Annex 7.4 – Meetings 4, 10 and 11; Appendix 8.2 and 8.4

<sup>20</sup> As above



#### 4.5 Assessment dashboard for selected projects

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The assessment of the activities that have been analyzed more in depth has been conducted according to a much wider range of criteria, both quantitative and qualitative, that are the following

- effectiveness, measured by
  - operational indicators
  - institutional indicators
- relevance, in terms of
  - potential beneficiaries, or audience covered
  - possible area of influence
- sustainability, in terms of effects on
  - institutional framework
  - operational capacity
  - replicability
- efficiency, measured by
  - attainment of expected results, using the resources planned,
  - where available, costs of the activity surveyed compared to results obtained and to international practice.

It may be useful to underline that this assessment is based on the results of direct interviews and visits during the on-field activities; however not all activities included in the interview and visit plan – as shown in Annex 7.4 - are included in the assessment, but only those that resulted interesting, that is to say adequately documented. Impacts were not specifically tabled because they could not be ascertained for all the actions, being most of them still underway, and more time would be needed in most cases.

Most of the interviews have taken place at the site of the activity, and have involved two experts of the team, usually the international expert and the national experts, in order to cover a wider series of elements and ensure the consideration of different views..

The activities are assessed on a scale 1-4 according to these criteria, with the following results: on 10 actions surveyed, 5 can be considered very successful, obtaining more than half of marks in the top category; 3 actions are successful, with a prevalence of marks in the second-best categories; 2 appear to be insufficient in terms of achievements. These results correspond rather precisely at the results obtained on the whole array of actions, although through a different set of indicators.

## Legenda

	Results better than planned: <b>highly satisfactory</b>
	Results as expected: <b>satisfactory</b>
	Results lower than expected: <b>moderately unsatisfactory</b>
	Results <b>unsatisfactory</b>
	Not applicable/not relevant

№	Intervention	Agency	Relevance		Sustainability			Effectiveness		Efficiency	
			Covered audience	Possible influence	Institutional framework	Operational capacity	Replication capacity	Operational indicators	Institutional indicators	Financial indicators	Other indicators
1.	Energy efficiency in the housing sector	UNDP	region, targeted audience	country, vast	improved	support from authorities/involved parties	was developed	results are better than planned	results as planned	results as planned	results as planned
2.	Green technology and tourism: from business idea to realization "Eco Mangystau"	UNDP	region, targeted audience	region	irrelevant	no interest at all	requires more efforts	results are less than expected	results are less than expected	results are less than expected	results as planned
3.	"Justice for children: support of children victims and witnesses of crime" NGO "Meirim"	UNICEF	region, targeted audience	country, vast	newly developed	Support from authorities/involved parties	was developed	results as planned	results are better than planned	results as planned	results as planned
4.	Planning family and reproductive health	UNFPA and WHO	region, targeted audience	region, group	improved	support from authorities/involved parties	was developed	results as planned	results as planned	results as planned	results as planned

№	Intervention	Agency	Relevance		Sustainability			Effectiveness		Efficiency	
			Covered audience	Possible influence	Institutional framework	Operational capacity	Replication capacity	Operational indicators	Institutional indicators	Financial indicators	Other indicators
5.	Training and Employment NGO "Orkenietti Keleshek"	UNDP	city or village, individual groups	region, group	irrelevant	no interest at all	requires more efforts	results are less than expected	results are less than expected	results are less than expected	results are less than expected
6.	Labor market analysis NGO "Zhastar zhetistikteri"	UNDP	region, targeted audience	region, group	irrelevant	no interest at all	requires more efforts	results planned as	results planned as	results planned as	results planned as
7.	Training and Employment NGO "Mangilik el Mangystau"	UNDP	city or village, individual groups	region, group	irrelevant	no interest at all	was developed	results planned as	results planned as	results planned as	results planned as
8.	Prevention of suicide among adolescents	UNICEF	region, targeted audience	region, group	improved	support from authorities/ involved parties	was developed	results planned as	results planned as	results planned as	results planned as
9.	Prevention of Domestic Violence	UN WOMEN	region, targeted audience	country, vast	newly developed	support from authorities/ involved parties	was developed	results are better than planned	results planned as	results planned as	results planned as
10.	Legal assistance to stateless persons NGO "Meirim"	UNHCR	region, targeted audience	region, group	improved	support from authorities/ involved parties	was developed	results planned as	results planned as	results planned as	results planned as

## 4.6 Outcomes and Impacts

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### Outcomes and impact

The JP aimed at reaching the most significant outcome in a few main directions, as foreseen in the JPD:

- Strengthen the capacities of local government to plan for the economic development of the region, stimulate productive employment and enhance entrepreneurial skills of the rural population, especially in the core settlements;
- Support to the system of self-governance by working with state and civil institutions in order to create conditions in which important local issues can be addressed by local population;
- Strengthen the capacity of local institutions at every level including health system (focus on integrated care across all health system levels, from the primary health care level to effective and efficient hospital care), sexual and reproductive health, child protection, cultural heritage to provide better services to the population, especially those in most need (women, children, youth, elderly, PWDs, repatriates, etc.);
- Introduce innovative approaches in the region with regards to the well-being and protection of vulnerable groups of population, including children and youth, support to their social and economic inclusion, creation of social infrastructure and 'barrier free' environment;
- Promote sustainable environmental development, including piloting water, energy efficiency in housing and communal sectors, environmentally oriented and adapted usage of land and other natural resources and disaster risk reduction practices.

During the field work, we found some evidence of potential impacts of the actions analyzed more in depth, above all in terms of:

- **Equity and gender equality:** many initiatives taken by the JP, if further developed and continued, could actually bring about over the time to concrete improvements in terms of inclusion, equity and gender equality. For instance, this is specifically visible in i) the active inclusion of people with disabilities or particularly vulnerable, such as NEETs; ii) experimenting the scheme of social enterprise promoted by the government, and actively sustaining women employment generation; iii) the promotion of energy efficiency in the schools, which in turn created better conditions for the children, specifically allowing children with disabilities to access more easily to school and thus concretely contributing to their school reintegration. More specifically, it is worth mentioning that the activities managed by UN Women, despite not exceeding the target set by the JPD, significantly supported the Kazakhstan Government in the implementation of the new legislation on domestic violence. Similarly, initiatives ending previous school segregation of disabled children have already been adopted at national level, alongside with the adoption / ratification of the Convention on the Rights of Persons with Disabilities.
- **Local governance:** local self-government mechanisms were actively promoted, in line with the Law on Local Self Government, and these mechanisms could be used in the future to address issues and take decisions that go beyond the definition of priorities of the JP, in other

fields relevant for the local community, and thus generally promoting self-development and local good governance. Mechanisms of local self-government were indeed diffused to other administrations in the Region and gave the opportunity for formulating proposal for the improvement of the Law of Local Self Government.

- **Environmental protection:** an important feature of the JP has been represented by the piloting of energy saving and efficient resource utilization solutions (such as heating rationalization, more efficient lighting in schools and public offices, monitoring, recycling and improving water utilization), which in turn could promote a wider and stronger environmental consciousness and stimulate further actions in the same direction, financed locally. In addition, energy saving initiatives have had significant demonstrative effects for the government, and tend to be replicated, thanks to the technical personnel provided by UNDP, and also with the intervention of other Agencies. The use of the savings obtained with these measures is under discussion with the government.

It is clear from the above that, while working at the regional / local levels, the UN Agencies can effectively stimulate actions at the national level, which single local authorities may not be able to activate.

At the level of final beneficiaries is even clearer that many of these activities, both on the side of entrepreneurship and economic development, and on the side of social development and health care, have directly and significantly benefited a number of final beneficiaries of the activity. Many of the activities are also functional to increase **social cohesion**. Considering that these latter activities have also introduced new approaches and systems, it is to be expected that they will continue to produce positive impacts on the citizens of Kazakhstan also in the future.

#### 4.7 Management, organization and monitoring

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For what it was possible to ascertain in the field work, the management of the JP is characterized by a certain level of coordination between Agencies working on similar or joint activities; lower level of coordination among other UN Agencies taking part in the JP: coordination therefore seems to be strictly activity based, rather than programme based.

A low level of awareness of the complexity and scope of the JP was noticed among local representatives and partners, with strong focus on the single activities to be carried out by the programme managers<sup>21</sup>;

The JP appears to have been decided in its main features at Ministerial / UN Agencies level, and implemented at regional and local level with the involvement of the Akimat and some degree of participation of local authorities and local stakeholders; this resulted in a good level of ownership of the programme, and at the same time in good involvement of the local (oblast and rayon) administration in the programme, for a number of different reasons, that were mentioned in the interviews:

- the programme was coherent with well thought, evidence based Agency programmes, shared at strategic level with the government, and coherent with the Government overall strategy<sup>22</sup>
- the activities of the programme, from the point of view of beneficiaries, were responding to real problems, addressing sensitive issues that the beneficiaries themselves were prioritizing
- the activities of the programme were considered to be of high quality, and in general were well respected, because based on international experience (in general it seemed that the involvement of UN Agencies and the involvement in some cases of international consultants resulted in a positive bias towards the JP)<sup>23</sup>
- some of the beneficiaries had been involved in preliminary activities, and had been able to provide advice and suggestions<sup>24</sup>
- some of the activities had been planned in continuity to, or at least in relation with, other initiatives and programmes carried out in the recent past by the same Agencies or even by other institutions<sup>25</sup>

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<sup>21</sup> These observations based on information collected by the Team during field visits, interviews of the JP implementing staff representing participating UN Agencies and stakeholders of the Programme.

<sup>22</sup> Observations based on analysis of the JP and the government of Kazakhstan strategic documents, as well as the Mangystau regional government plans / strategies and on the meeting with the Director of the Department for Macroeconomic Analysis and Forecasting, Ministry of National Economy

<sup>23</sup> This can be considered a general consideration coming from the entire field work.

<sup>24</sup> As in the case of Eko Mangystau – Annex 7.4 – Meeting 8

<sup>25</sup> As in the case of energy saving initiatives – Annex 7.4 – Meeting 1

Other elements are worth mentioning, i.e.

- good satisfaction concerning the flexibility of approach of the local staff of the UN Agencies, and no indications of particular problems with procedures and bureaucracy, no indications of improper behavior in the selection of partners and of beneficiaries, and a few indications of some delays in financial outlays, and in payments from the UN Agencies<sup>26</sup>
- high number of very committed and strongly involved local staff of the Agencies, with strong sense of ownership of the activities, capable and willing to give a strong support to the beneficiaries and similar selection of strongly dedicated partners, sometimes with a strong experience in the specific fields of action and ownership of the issues<sup>27</sup>
- unequal efforts of communication of the contents and results of the activities carried out, and insufficient initiatives of communication of the overall programme<sup>28</sup>;
- possibly insufficient attention to monitoring and documentation of the results reached by the action, and insufficiency of a common monitoring framework<sup>29</sup>.

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<sup>26</sup> The Evaluation team gathered this impression as a result of visits and interviews with beneficiaries, including local government counterparts, SME loan recipients, disabled people and others.

<sup>27</sup> The Team highly assessed interviewed local staff of the Mangystau UNDP team, UNICEF, WHO UNFPA and UNHCR representatives / partners.

<sup>28</sup> Observations based on interviews with participating UN Agencies representatives and field visits interviews, including interviews with regional government representatives.

<sup>29</sup> Observations based on interviews with participating UN Agencies representatives and analysis of JP reports and materials.

## 5 Lessons learned and conclusions

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### 5.1 Lessons learned

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Several lessons were learned from the implementation of the JP, both at a general level and with reference to some specific aspects of the programme<sup>30</sup>. The JP has been a learning experience both for the UN Agencies involved and for the national, regional and local administrations, as well as for the beneficiaries and the local stakeholders and implementers.

At a general level, the approach of the Joint Programme was characterized, more than anything else, by the **regional dimension of the intervention**, and besides that by the **decentralization of the activities in many areas of the region**. For some of the implementing Agencies, active at local level, but often focused on a role of support to the national Government and to the specific sectoral public administration, planning and implementing the JP allowed a deeper understanding of the issues at heart of their activities, and gave the chance for experimenting solutions on a limited scale. The cooperation with regional authorities was also a very important opportunity for learning, both for the Agencies involved and for the regional authorities<sup>31</sup>. The close relationship between the Agencies and the beneficiaries on the ground proved valuable for most Agencies, as commented during the interviews showing how the opportunity of working at local scale had become important for them<sup>32</sup>. For regional and local administrations the JP allowed to understand and make use of the experiences of the UN Agencies, and introduce change at high level of professional quality, including the facilitation of international exposure that resulted appreciated and effective.

While the decision about the selection of the Regions and the overall structure of the JP had been made by the Agencies and the central Government, decisions concerning implementation were mainly taken at local / regional level, where the point of view of the single Agency could certainly have much more impact and relevance in the framework of the JP. The cooperation with regional authorities has become a good practice and also a very important opportunity for learning, both for the Agencies involved and for the regional authorities<sup>33</sup>.

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<sup>30</sup>For some initiatives, reference is given to the relevant paragraph of this report, for others that have been analyzed by the Evaluation team more in depth, reference to a more detailed report in Appendix (AP-number of the case) is given.

<sup>31</sup> Meeting with representative of Regional Akimat – Annex 7.4 – Meeting 8

<sup>32</sup> Annex 7.2: this has been underscored by most of the interviewees, representing the UN Agencies

<sup>33</sup> Annex 7.4 – Meeting 5 with Mangystau Regional Akim



At the same time the nature of several activities aimed at piloting intervention that could be possibly replicated on a wider scale, and the success of the implementation, allowed the Agencies involved to be more effective in their conversation with the Republican government. UN Agencies were indeed able to bring to the attention of the central government the results achieved, and this evidence influenced the high-level dialogue under way, supporting the decisional process. This resulted in the government joining some international conventions and agreements, or operationally implementing international agreements promoted by the UN Agencies signed by Kazakhstan and not yet completely put into practice.

Some activities supported the Kazakhstan Government in the **implementation of new legislation**, creating opportunities for learning both for the UN Agencies and for the Kazakh institutions and stakeholders.

This was the case of the experimentation of local self-government process in local communities<sup>34</sup>, where local communities discussed how to prioritize about the implementation of the activities financed by the JP, and decided on them according to the procedures set by the law. It was certainly an important learning opportunity for local communities and local governments, supported also by focused training activities. This emerging practice proved to be a cautious experimentation of self-government, being the financial resources involved seen by beneficiaries and stakeholders as “UN resources”, and therefore not subjected directly to constraints related to resources from the Republican budget; and the meetings enjoyed and relied on the operational support and facilitation by UNDP staff<sup>35</sup>.

Another activity of the JP, such as those managed by UN Women, supported the Kazakhstan Government in the implementation of new legislation, in this case the law on domestic violence. Experimentation and implementation of new legislation and regulations on themes that are close to UN Agencies missions – seems to bring results, helping the government to turn from a merely legal level to a more operational one, and ensuring support to this effort, in terms of operations, monitoring and evaluation of results, etc.

It is reasonable to think that these experiences were also powerful in suggesting an important role of the UN Agencies in supporting the National government. These activities of facilitation of the implementation of new legislation can be seen as an important area of work for the UN Agencies.

The interventions in the field of health and well-being showed among other aspects, how well-being and health are strong indicators, and main outcomes, of development programmes, as underlined in the interview of the WHO representative in Astana<sup>36</sup>. This is an approach that the JP has allowed the Regional authorities to experiment and appreciate, as WHO actions have addressed key challenges of the health system through the JP. The aim was to improve the health status of the

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<sup>34</sup> Appendix 8.1

<sup>35</sup> This was particularly underlined by the Deputy Akim of the Karakiya district, Annex 7.4 – Meeting 7

<sup>36</sup> Interview with WHO representative for Kazakhstan, Annex 7.2.

population as an ultimate goal, and to improve the experience of the population in contact with the health services.

In the case of the activities geared at suicide prevention in adolescents (UNICEF), another important lesson can also be mentioned, i.e. the **importance of replicating successful experience** deriving from previous programmes, appreciating how performance can be reinforced by learning / improving by doing (the activities on suicide prevention were originally started in the East Kazakhstan programme, and then extended to Mangystau JP, continuously improving the implementation procedures, and putting in motion a virtuous chain of transfer of know-how).

The activities mentioned above, such suicide prevention – where the focus was on the screening of risk factors of suicidal behavior, and on the introduction and support to strategic planning in hospitals, showed also the importance of **focalizing on “system building” measures**.

These measures, if appropriate and appreciated by the beneficiaries– education and health personnel in the case of suicide prevention and hospital staff for strategic planning, resulted in the adoption of new protocols and organizational solutions, entering in the standard or mainstream approach and activity.

**Energy saving and other environment related actions**<sup>37</sup> can be considered as good practices, based on successful experimentations of possible public investments with great potential for beneficial impact on environment and at the same time important saving measures for the institutions that carried them out. This led to immediate replication and extension of interventions by the local administration, using government budget. In other words in the case the lesson was learned very quickly and directly influenced decisions. It seems important to single out this kind of action, that because of their effectiveness find opportunity for promoting further interventions and ensuring sustainability.

UN Agencies Programme officers and partners proved a strong commitment, and a very deep involvement with the activities and the beneficiaries. This attitude was often mirrored by the dedication of civil servants responsible for the activity; and this proved to be very effective in contributing to the success of the activities, also promoting similar involvement in the beneficiaries. On the one hand, this showed the importance of selecting as programme managers, and local representatives of the Agencies, personalities that can effectively play this role; on the other hand, as the literature on development indicates, it shows the relevance of the role that can be played by representatives of public administration as agents of change<sup>38</sup>.

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<sup>37</sup> Annex 7.4 – Meetings 1 and 6

<sup>38</sup> During the field visit, the Evaluation team several times met with local UNDP staff as well as with representatives of the UNICEF, WHO and UNFPA programme has and had opportunity to examine their activities, collect feedback from beneficiaries and experiencing directly their enthusiasm and commitment.

## 5.2 Conclusions

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For what the Evaluation team was able to assess, the vast **majority of the activities were successful and reached the expected results**, although there were shortcomings and limitations on certain projects and areas. The activities undertaken during 2014-2016 provided Mangystau region with opportunities that led or developed basis for reduction of inequities and disparities in social well-being of specific population strata, changes in local government and NGOs' attitudes and cooperation practices, efficient implementation of the projects in energy saving, SME support, etc. The best results were achieved in areas where initiatives were **"system building" actions**, that contribute to institutional or structural changes and to adoption of new approaches, required by targeted population and institutions. Activities showing some shortcomings and limitations were mainly the results of "project-based" or "project-oriented" nature of some of the JP activities, where individuals or organizations were given resources and support to carry out their own projects.

In many cases government and regional authorities understood the significance of some demonstrative projects and considered – or even decided – allocation of further resources for the continuation of the services, or for widening the scope of the activities.

The **level of cooperation between the UN Agencies** could be improved, also to increase the awareness of the public about these actions, including stakeholders and potential beneficiaries.

In terms of relevance and sustainability, all activities contributed to the objectives at regional, and local (city / rural) levels. Results and lessons learned in the implementation of the JP could be implemented in other regions, and some projects played a catalyst role for further actions and institutional developments, also in terms of new or improved legislation and/or regulations.

The impact of the activities of the JP and of their outcomes on the **high-level dialogue** of the UN Agencies with the Government is significant, according to the analysis made through interviews with UN Agencies and Akimat.

The local staff of the Agencies appears to be very dedicated and motivated. The partners showed often a **remarkable level of commitment**, not only in terms of willingness to carry out the activities in the most effective terms possible, but also in terms of drive and motivation to the solution of the issues on which they were working and to the wellbeing or success of the beneficiaries.

As mentioned above, less successful activities were mainly the results of "project-based" or "project-oriented" nature of some of the JP activities, where the JP activities were mainly aimed at supporting "project" activities proposed by beneficiaries. Better results achieved in areas that contribute to institutional or structural changes and to adoption of new approaches, required by targeted population and institutions: cases where processes were focalized, rather than projects of direct support to final beneficiaries. Activities of direct support, although correctly finalized to vulnerable sectors of the population, where somewhat not integrated with current initiatives run by State institutions. In other word, activities closer to Technical Assistance seem in general more effective

of initiatives that provide resources to the final beneficiaries. Other less satisfactory areas, such as communication and awareness of the public of the overall relevance of the Programme, should also be addressed. The JP in most cases demonstrated that **cooperation with NGOs and proactive target** groups can effectively contribute to the achievement of social-economic objectives even at the macroeconomic level.

## 6 Recommendations

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Recommendations refer to the relationships with stakeholders and beneficiaries of the initiatives, to the level of implementation at regional and local level and to the management and coordination of the JP at national and regional level. These levels are strictly related, and in most cases actions taken at national and regional level would affect significantly the implementation at the local level, but it may be useful to treat them separately.

### At local level

- the JP is not fully perceived by single local actors, including local staff of the UN Agencies, as a complex and comprehensive effort for the socio-economic development of the region. Many local actors have a narrower vision, and this prevents stakeholders, partners and beneficiaries to understand clearly the relevance of their involvement, and the overall potential benefits that they can get from the Programme. A significant action of **awareness-raising and communication** should accompany and support the single actions. This should not simply promote participation and ownership, but should inform on the results obtained and on the contribution that the UN Agencies are making to the achievement to the overall development objectives of the region and the country;
- the above would also benefit the implementation from another point of view, that is the **openness of the implementation to new and possibly unexpected actors**. The local staff of the Agencies appears to be very dedicated and motivated. As mentioned, the partners showed often a remarkable level of commitment, and a strong drive to the solution of the issues on which they were working and to the wellbeing or success of the beneficiaries. However it looked sometimes that the results could improve if broader groups of actors could be involved;
- in the implementation of specific activities, especially when managed by local NGOs, as loan and grant schemes, a more **attentive understanding of current provisions of law**, and of similar initiatives run by State institutions, would allow to synchronize state and regional level programmes and initiatives with UN Agencies priorities and strategies, avoiding possible overlaps and reducing risks<sup>39</sup>.

In the **relationship with regional and local institutions**, where the exchange of experience and knowledge sharing looked particularly remarkable, further positive outcomes could be reached, by further strengthening the sustainability of the actions undertaken, considering some additional elements:

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<sup>39</sup> This remark was done during the meeting with Eko Mangystau – Annex 7.4 Meeting 8

- where the **“system building”** element, the introduction of new systems and new approaches is the fundamental objective of the actions, wider **awareness** that this is the aim of the activity should be raised more strongly, not only among professional operators but also among the general public and the civil society, since the outset of the actions.;
- in a similar way, where the **sustainability** of the initiatives is bound to depend on the willingness of local institutions to take care of them, this should perhaps be explicitly addressed since the beginning,
- in those cases where the **demonstrative and experimental nature of the activity** is particularly relevant specific self-evaluation approaches could be adopted, in order to assess the result of the experimental approach; this may reinforce the demonstration effect obtained by the activities, and help to assess the opportunity of bringing them in the mainstream interventions of the local authorities;
- where – as it often happens – the success of the initiatives is strongly related to the motivation and stamina of the public administration employees / civil servants in charge of the action, specific **support to building skills, capabilities and attitudes** of these crucial people should accompany the activities more systematically, with the explicit aim to allow a group of “agents of local development” to emerge within the staff of the public administration bodies. Stronger networking between these operators could also be encouraged, and should be based on a deeper awareness of the entire Programme;
- where, as in the case of the promotion of the Law on Local Self Government, **effects on the legislative and regulatory frameworks** are to be expected, a governmental institution at central level should be chosen as in charge of stimulating and coordinating these contributions, and bringing them at the appropriate decision level. This body should be identified since the beginning, involved in the Programme and should aim at coordinating and sharing contributions coming from different and numerous local experiences.

As for the recommendations that could be referred more directly to the **management of the JP by UN Agencies**, first of all it should be useful to clarify, agree and share more explicitly the model of coordination that the Agencies do intend to adopt and implement throughout the Programme. The personnel responsible for the implementation of the Programme at local level should be made aware of this approach since the beginning of the implementation of the Programme.

As already pointed out, the evaluation concludes that a higher degree of coordination among the UN Agencies would be beneficial to the Programme. Considering that the stronger elements of coordination identified in the field were mainly related to the common management of specific activities (and thus coordination could be defined more activity-based than programme-based), building stronger coordination around common – or similar – higher level objectives and outputs might be the preferable choice.

As mentioned, the JP gives also to Agencies that have no high budget the advantages of being significantly funded, and even more listened to by regional and local decision makers, the integration of the JP should however be maintained, in order to preserve this important advantage for all the Agencies.

More coherent monitoring procedures and systems would allow the JP to be more easily understood and managed, and possibly could increase its overall effectiveness. Considering that diverse monitoring approaches are motivated by organizational differences between the different Agencies, it may be preferable to adopt a simplified, but shared, system and approach, specific for the Programme.

Its reliability would depend very much by the involvement of the actors in the field – local representatives of UN Agencies, implementers and beneficiaries, as well as possibly local Authorities, and by their understanding that they can take advantages from it. Using the information and data coming from the monitoring system for effective communication, both inside the UN Agencies, and outside, towards public bodies, stakeholders, and civil society, would be appreciated also by those that need to feed the system in the field. More reliable and detailed monitoring information would also facilitate the replication of the most successful initiatives in other regions and Programmes would also improve on this basis.

## **7 Annexes.**

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### **7.1 List of documents reviewed**

### **7.2 Interview grids**

### **7.3 Contents of interviews with Agencies**

### **7.4 List of individuals or groups interviewed or consulted and sites visited Field Works**

### **7.5 Effectiveness Table**



## **7.1 List of documents reviewed**

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- Mangystau Development Programme,
- “Kazakhstan 2050” Strategy
- Employment Roadmap – 2020
- Business Roadmap – 2020
- Education Development Programme for 2011-2020;
- National Health Programme “Salamatty Kazakhstan for 2011-2015
- Health National Strategy “Densaulyk” for 2016-2019
- Concept for family and gender policy till 2030 adopted in December 2016,
- Roadmap by the General Prosecutor’s Office “Kazakhstan without domestic violence”
- 2030 Agenda for Sustainable Development
- UNDAF 2010-2015
- Joint Programme Document
- UN Agencies work plans
- Annual Consolidated Reports
- UNEG Norms

## 7.2 Interview Grid

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### Grid for interviews for project implementers and beneficiaries

- Planning of the activities, and expectations
  - who was mainly responsible for the identification of the activities: UN agencies? Government / at which level? Stakeholders and potential beneficiaries' requests / participation?
  - Was the action already planned "outside" the JP
  - have significant changes been recorded between the planning stage (JPD) and the implementation? Have these changes been recorded in the monitoring / progress reports?
  - Have some relevant actions planned in the completely cancelled?
- Effectiveness / Implementation
  - were expectations (UN agencies; of Government at different levels; of stakeholders and beneficiaries) met?
  - main successes / achievements of the JP / the specific activities selected for in depth analysis
  - main obstacles / barriers encountered while implementing the JP / the specific activities
  - main lessons learned during the implementation of the JP / the specific activities (by UN agencies; by Government at different levels; by stakeholders and beneficiaries)
  - what would they do differently if they could re-plan the activity(s)?
  - what was changed from planning to implementation, due to changes in the context / needs? due to the need of overcoming obstacles and difficulties?
  - would they suggest other administration in other regions / parts of the country, to promote a similar programme? what they would suggest other authorities to change, in order to improve the programme?
  - were the activities / the results publicized in the press / social media / other communication channels?
  - was the access and the participation to the specific action easy for all beneficiaries? were complaints from beneficiaries recorded?
- Effectiveness / Management system
  - did the JP management structure work as expected?
  - how often participating UN agencies made monitoring trips to the regions / received specific information about the results of specific actions implemented
  - did participating UN agencies receive information from / relate directly with final beneficiaries?
  - did the role of implementing authorities change during the implementation period?
  - were the results of the activities considered satisfactory by stakeholders and beneficiaries? how was the satisfaction recorded?
- Sustainability
  - what was defined for ensuring the sustainability of the actions? In terms of resources? In terms of programming? In terms of skills and organization? In terms of demand from the beneficiaries?

### 7.3 List and Contents of interviews to UN Agencies and Stakeholders

#### JPD / interviews to UN Agencies and national Institutions

Interviewee	Stakeholders	Location	Date / time
Basilio Buffoni, Team Leader, Perizat Burbaeva National Expert, Shynar Turebayeva Research Assistant	Persons interviewed /  Irina Goryunova Assistant Resident Representative, Zhanetta Babasheva, M&E Specialist Konstantin Sokulskiy, Head of Governance and Local Development Unit	UNDP Office Astana	December 8 <sup>th</sup> , 11:00 – 12:00
Basilio Buffoni, Team Leader,	Pedro Pablo Villanueva / UNFPA Resident Representative	by Skype UNDP office Astana ↔ UNFPA office, Almaty	December 8 <sup>th</sup> , 16:00 – 17:00  Report ok
Basilio Buffoni, Team Leader, Perizat Burbaeva National Expert, Shynar Turebayeva Research Assistant	Fiachra McAsey, Deputy Representative  Umit Kazhgaliyeva, Planning and Regional Area Programs Coordination Officer  Zhanar Sagimbayeva, CR monitoring specialist and Programme Officer;	UNICEF Office Astana	December 8 <sup>th</sup> , 14:00 – 16:00

Basilio Buffoni, Team Leader, Dastan Bayakenov	Ministry of National Economy Umirbaev Dastan Asanovich Director of the Department for Macroeconomic Analysis and Forecasting	UNDP office / Astana	December 8 <sup>th</sup> , 17:00 – 17:45
Ivan Apanasevich, National Expert	Malika Koyanbayeva, UNDP Programme Analyst, Governance and Development Unit, UNDP/Astana	Astana	December 9 <sup>th</sup> , 11:00 – 12:00  Report ok
Ivan Apanassevich, National Expert	Sergey Karpov, Programme Officer for Communication and Information; Kristine Tovmasyan, Programme Officer for Natural Sciences; Aigul Khalafova, Education Officer, Aigerim Zhanseitova, Culture Assistant; Gaukhar Balgarina, Communication Assistant (UNESCO).	UNESCO Almaty Cluster Office for Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan	Dec 14 <sup>th</sup> , 12:00 -13:30
Basilio Buffoni, Team Leader; Perizat Burbaeva, National Expert; Ainur Kenzhayeva, Research Assistant	Melita VUJNOVIC- WHO Representative/Head of WHO country office in Kazakhstan	WHO office in Astana	Dec 15, from 13.00 to 13.45
Basilio Buffoni, Team Leader; Perizat Burbaeva, National Expert; Ainur Kenzhayeva, Research Assistant	Gulnara SMAILOVA - Programme Officer  Roza Bekishova, Senior Inspector, Ministry of Interior	UNWOMEN office in Astana	December 15 <sup>th</sup> 16:00 – 17:30

### A summary of the main results of the meetings:

- **UNDP 8<sup>th</sup> December**

The opening meeting with Assistant Resident Representative, Programme Analyst, Resources Motoring Associate responsible for Monitoring and Evaluation that followed the evaluation team very closely and with whom the team interacted during the evaluation.

Main results where a very wide overview of the Programme, and a clear indication of some more relevant activities, that proved valuable during the field work.

The development process of the JP and of its implementation was illustrated.

- **UNICEF 8<sup>th</sup> December**

The meeting involved the Deputy Resident Representative, and all the staff the Programme Officers involved in the JP. The meeting made clear the relevance of the Agency Country Programme Document, the novelty of the regional level of implementation, and the difficulties for some of the activities related to national legislation and the organization of the services UNICEF responsible anticipated most interesting activities – adolescent suicide prevention, rehabilitation of deviance, children in contact with the law, assessment of the quality of perinatal and pediatric care, child feeding -that were confirmed by the field work; they underlined the relevance of the introduction of international good practices and interaction with international experts.

The specific approach of UNICEF to the JP, in terms of organization and coordination was explained and resulted very clear, with a stress on coordination with Agencies with closer mandates and involved in similar activities, often with the same local counterparts.

Another specific aspect underlined concerned lesson learned regarding the importance of working at local level, that allowed testing and improving approaches and initiatives to be transferred to other situations regions

- **UNFPA 8<sup>th</sup> December**

The meeting – held through Skype from Almaty - gave important indications concerning the contents of the activities of UNFPA and on the attention to be made to cultural aspects related to the activities.

Also for UNFPA the JP is an important opportunity to relate directly with regional authorities, possibly more open and pragmatic, than the central government counterparts, also because closer to the people and therefore more sensitive to needs of vulnerable persons.

- **UN WOMEN 15th December**

Meeting with the Meeting with the UN Women Representative in Kazakhstan, head for UN WOMEN MCO, with the participation of the representative of the national partner of UN Women – that is the Ministry of Interior. The meeting was very useful for understanding the activities but also the relevance of the JP activities for supporting the Kazakh administration in implementing the new legislation.

- **WHO 15<sup>th</sup> December**

Meeting with the WHO Representative/Head of WHO Country Office in Kazakhstan: the meeting was very relevant for better understanding the planning and definition of the JP with the Government, and the relevance of all activities that were planned in order to have a really strategic impact, being health a main and leading element of social development. The Resident Representative underlined also the importance of the postponement of the Programme to 2017 in order not only to complete the activities, but also to ensure the transfer of the experience to the relevant counterparts in the public administration. Timing of the activities were also affected by the necessity of provide proper diagnosis and analysis before the delivery of the activities. The meeting gave a clear example of a specific approach to the JP, and a model of integration and cooperation between Agencies

- **UNESCO 14<sup>th</sup> December**

Meeting at UNESCO Almaty Office with Programme Officers of the Agency. JP activities in Mangystau were discussed. Among UNESCO activities in Mangystau were specifically discussed issues related to the identification of potential world heritage objects for inclusion into the UNESCO List of World Heritage Objects (WHO). In Mangystau, among them a potentially important nature/cultural heritage object located on Plato Ustyurt: such very interesting and promising object combines features of a nature reserve and an archeological site. UNESCO thinks this object has tremendous potential for developing tourism opportunities. The JP however faced problem with getting cooperation with the local administration in this case, and denied support for inclusion into the list of WHO because Plato Ustyurt is closely located (partially overlapping) to the newly discovered gas field Kansu. The administration seems worried that, in case the object received a status of nature reserve/archeological site, gas field explorations may be under a threat. This issue was recommended for further exploring by the Evaluation team while in Mangystau.

A further meeting in Astana on the 8<sup>th</sup> December was held with the **representative of the Ministry of National Economy**, as national counterpart of UNDP in the planning of the JP. The representative of the Ministry confirmed that the choice of Mangystau region and Mangystau region, was of the Ministry, taking into consideration social and environmental problems of the region. More specific indications concerning the localization of the activities were subsequently discussed by UNDP and UN Agencies with region Akimat. The Ministry was particularly interested that the Evaluation team consider with attention the activities of support to MSMEs, and to sustainability of the loan scheme. The representative of the Ministry was particularly interested to the international know-how that the JP had brought to the Region, and that it would have certainly benefited the regional and local

administration, although no specific mechanism for monitoring this capacity building effects had been set up.

## 7.4 Field visits and meetings

### MANGYSTAU REGION 20-22 December - Field visit to Mangystau

#	Name	Position, Contacts	Role
<b>UNDP</b>			
<b>20 December 2016</b>			
1	Zhukenov Ruslan at 10.30-11.30	Head of housing inspection of Aktau city, 87079899051	Main Executive of the Housing programme
2	Karabalina Gulbarshyn at 15.30-16.30	Director of the "Orkeniitti Keleshek" PF, 87018200134	Trained 10 women in beauty salon, conducted a study of the labor market
3	Aidynbayeva Tarbiya at 16.30-18.00	Head of the Salon of National clothes «Tarbiya» 87013486048	Partner on social project and artisan support
<b>UNDP</b>			
<b>21 December 2016</b>			
<b>WHO</b>			
<b>21 December (at Health Department)</b>			
4	Saltanat Zharmayeva WHO together with UNICEF from 9.00 through 13.00	Deputy Head of Mangystau Oblast Health Department	+7 7015229209/ <a href="mailto:saltanat_zh@inbox.ru">saltanat_zh@inbox.ru</a>
5	Akkenzheyeva Zhanar – responsible for overall administration of the JP on behalf of the Akimat at 16.30-18.00	Deputy Head of the Department of Economy and Budget Planning 8(7292)428532, 87776970044	
<b>UNDP</b>			
<b>22 December 2016</b>			
6	(from Aktau to Kuryk village - 70 km) 9:00 – 10:00	Principal of Kurikya School	
7	Bekov Kydyrberdi at 10.00-11.30	Deputy of Akim of the Karakiya region 87781385858	
8	Kirill Osin at 14.00-15.00	Director of the NEC "Eko Mangystau" 87014153161	UNDP financial operator, handed out loans to beneficiaries
<b>UNFPA</b>			
9	Raymberdieva Almazhay Zhumagalieva	Head of the department of educational work and additional education of moral and spiritual education of the Department of Education Aktau.	Organization of meetings and the implementation of "family planning, prevention of teenage pregnancies. Reproductive health" in educational institutions.
<b>UNICEF</b>			
10	Saltanat Zharmayeva (all the project involving medical care and suicide	Deputy Head of Regional Health Department Regional Health Department/ <a href="mailto:saltanat_zh@inbox.ru">saltanat_zh@inbox.ru</a>	It coordinates the work of the Department of Health as part of the UNFPA project on the Programme



	prevention programme ) together with WHO	(+7 701 522 9209	abdenatal care, prenatal care, "and the family planning programme. And UNICEF project "Integrated Management of Childhood Illness", ie is the control of the health of children from 0 to 5-years.
11	Aidarbek Shapagatovich Tlenov	Juvenile Court – Chairman +7 701 520 3219	In practice, he is implementing UNICEF programme "Justice for children in the Mangystau region in 2015-2017"
12	Alexandre Mukha together with UNHCR	Director NGO "Mieirim", +7 701 442 7975/ Mr. Pavel – coordinator for JFC project - +7 778 431 3991	"Justice for children: support of children victims and witnesses of crime"
13	Baizhanova Orazgul Erezhepovna	HR of educational work additional education and moral and spiritual education of the Department of Education Aktau., 87029970392	Organization of meetings with educational institutions in the framework of the programme. "Prevention of suicide among adolescents."
<b>UNESCO (short list)</b>			
<b>UN WOMEN</b>			
14	Bekmanova Raikhan Abdullayevna 21.12.16 at 15.00	Director of NGO "Rai", +7 778 559 64 63	The organizer of meetings, seminars with law enforcement agencies, explanatory work with the population
<b>UNHCR</b>			
15	Mr. Alexander Mukha (interview in person)	Director of Aktau Branch of KIBHR	<a href="mailto:aktau.kibhr@gmail.com">aktau.kibhr@gmail.com</a> ; 7 701 442 7975, <a href="mailto:ale43351@yandex.ru">ale43351@yandex.ru</a>

## 7.5 Effectiveness table

### Effectiveness table legenda

For each activity, it has been registered if the expected result, usually identified with a predetermined value of an indicator, has been reached. The following different cases are possible

- the expected results were achieved (or exceeded), satisfactory, or highly satisfactory;
- the results were partially achieved and/or the activity is on track to achieve the final result expected, moderately satisfactory;
- the expected results have not been achieved, moderately unsatisfactory, or unsatisfactory;
- the document does not report information adequate to establish if the results have been achieved

		MANGYSTAU																	
		2014						2015						2016					
		achieved	on track partially achieved	no data data not available	not achieved	Total		achieved	on track partially achieved	no data data not available	not achieved	Total		already achieved	achieved	on track partially achieved	no data data not available	not achieved	Total
OBJ 1	UNDP	2	7	1		10		5	5			10		4	1	1	6		12
	UNESCO		1	2		3			3			3			4	1			5
	UNICEF		4	0	8	12		0	11		1	12		0	3	9			12
	UN Women			1		1				1		1			1				1
	UNFPA		4			4		1	3			4		1		2	1		4
	WHO		1	2	1	4			2	1	1	4				1	7		8
	UNHCR	2	3			5		3	3			6		1		1	5		7
total 1		4	20	6	9	39		9	27	2	2	40		6	9	15	19	0	54
OBJ 2	UNDP	3	4	2	1	10		3	5	1		9			1	2	10		13
	UNESCO					0						0							0
	UNICEF					0						0							0

	UNWomen					0						0						0
	UNFPA					0						0						0
	WHO					0						0						0
	UNHCR			1		1		1				1			1	3		4
total 2		3	4	3	1	11		4	5	1	0	10		1	3	13		17
OBJ 3	UNDP	1	3	1		5		3	3			6		3		8		8
	UNESCO					0						0						0
	UNICEF	1	0			1	1	0				1	1			0		1
	UNWomen					0						0						0
	UNFPA					0						0						0
	WHO					0						0						0
total 3		1	4	1	0	6		3	4	0	0	7		3	0	0	9	0
TOT OBJ	UNDP	6	14	4	1	25		11	13	1	0	25		7	2	3	24	0
	UNESCO	0	1	2	0	3		0	3	0	0	3		0	4	1	0	0
	UNICEF	1	4	0	8	13		1	11	0	1	13		1	3	9	0	0
	UNWomen	0	0	1	0	1		0	0	1	0	1		0	1	0	0	0
	UNFPA	0	4	0	0	4		1	3	0	0	4		1	0	2	1	0
	WHO	0	1	2	1	4		0	2	1	1	4		0	0	1	7	0
	UNHCR	2	3	1	0	6		4	3	0	0	7		1	0	2	8	0
total		9	27	10	10	56		17	35	3	2	57		10	10	18	40	0
		16%	48%	18%	18%			30%	61%	5%	4%			13%	13%	23%	51%	0%

MANGYSTAU				Trend from 2014 to 2015					Trend from 2014 to 2015		
		no of indicators 2015- 2014		achieved	on track partially achieved	no data data not available	not achieved		good results	not so good / unknown	
OBJ 1	UNDP	0		3	-2	-1	0		1	-1	
	UNESCO	0		0	2	-2	0		2	-2	
	UNICEF	0		0	7	0	-7		7	-7	
	UNWomen	0		0	0	0	0		0	0	
	UNFPA	0		1	-1	0	0		0	0	
	WHO	0		0	1	-1	0		1	-1	
	UNHCR	1		1	0	0	0		1	0	
total 1		1		5	7	-4	-7		12	-11	
OBJ 2	UNDP	-1		0	1	-1	-1		1	-2	
	UNESCO	0		0	0	0	0		0	0	
	UNICEF	0		0	0	0	0		0	0	
	UNWomen	0		0	0	0	0		0	0	
	UNFPA	0		0	0	0	0		0	0	
	WHO	0		0	0	0	0		0	0	
	UNHCR	0		1	0	-1	0				
total 2		-1		1	1	-2	-1		2	-3	
OBJ 3	UNDP	1		2	0	-1	0		2	-1	
	UNESCO	0		0	0	0	0		0	0	
	UNICEF	0		0	0	0	0		0	0	
	UNWomen	0		0	0	0	0		0	0	
	UNFPA	0		0	0	0	0		0	0	
	WHO	0		0	0	0	0		0	0	
total 3		1		2	0	-1	0		2	-1	
TOT OBJ	UNDP	0		5	-1	-3	-1		4	-4	
	UNESCO	0		0	2	-2	0		2	-2	
	UNICEF	0		0	7	0	-7		7	-7	
	UNWomen	0		0	0	0	0		0	0	
	UNFPA	0		1	-1	0	0		0	0	
	WHO	0		0	1	-1	0		1	-1	
	UNHCR	1		2	0	-1	0		2	-1	
total		1		12	7	-17	-2		16	-15	

## 8 Appendix – In-depth analysis of some specific cases

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### 8.1 Intervention concerning local self-government

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**Output 2.2 Increasing the quality of local public administration and local self-governance in rural areas.** Activities under this output are implemented by UNDP.

Targets against three indicators under the **Output 2.2** are either achieved or partially achieved:

**Indicator 2.2.1** Awareness of rural population on the possibilities provided by local self-government: partially achieved in 2014-2015, for 2016 no data available (target is 80% of respondents);

**Indicator 2.2.2** The number of conducted community gathering and number of local citizens – member of initiative groups participated in the self-governance pilots: was achieved for 2015, for 2016 no data available;

**Indicator 2.2.3** Number of successful projects implemented within self-governance scheme: was achieved for 2014, partially achieved for 2015-2016, with total number of 8 projects (Planned target – 15)

To observe this activity, the Evaluation team analyzed related Kazakh legislation, JP reports, checked the coverage in mass media and social networks (JP Facebook page). We interviewed UNDP project staff in Mangystau, local authorities in Karagay rayon and visited one of the implemented projects, the energy saving intervention at the school.

Kazakhstan, although remaining a highly centralized country, has started reforming its legislation in order to adopt **local self-governance**. Recent amendments to legislative acts regulating local governance, created new opportunities for local government to exercise their autonomy and for citizens to participate in local decision-making.

In particular, they introduced "assemblies of local community and meetings of local community members" (amended Article 39-3 of the Local State Administration and Local Self-Government law) as a system of citizen participation and public control over the local state administration at the village and district (rayon) levels. These assemblies are authorized "to discuss most important issues of local community", initiate projects aimed at solving issues in their communities and "hear and discuss a report of a local Akim", as well as a Maslikhat (locally elected Councils).

Although such assemblies have only consulting authorities, they can provide important feedback to local executive on issues of public concern, propose solutions, and initiate projects for implementation in social, cultural, economic and other areas. The Concept of Self-Governance adopted in 2012, provides for even more reforms in this area including empowerment of local administrative bodies with more budget and fiscal authorities. The assembly selects also a restricted number of representatives ("old honourable people" that more directly assist the akim in the implementation of the decisions taken.

In the future akim will have to obtain the consensus of the representative of the assembly before the allocation of the money (or, in other words, accept / take into consideration the priorities established by the local assembly). The assembly can define freely the issues to be discussed, and need to gather at least 10% of the population in order to be legally constituted. Decision should be taken through consensus, and are to be confirmed by Maslikat.

Major interventions in this area included:

- **assistance to local authorities in organizing residents' assemblies** to discuss local priorities and initiate projects; UNDP prepare relative materials on local self governance for dissemination among participants;
- **grants to support projects** initiated by local residents as a result of discussions / prioritizing by the community assemblies
- **capacity building trainings and workshops** for local government officials on issues of local government legislation, in preparation of the decentralization of the management budget at rayon level: no details of the training programme were provided during the interview;
- **study tours** to learn systems and progressive practices of local self-governance were also organized, within or alongside the JP activities, in Shymkent – that was the first city in Kazakhstan to implement the law-, and one to Poland and Czech Republic (the latter was a joint trip by a group of local government heads from three regions of Kazakhstan involved in JP).

These activities resulted in a **significant commitment of the local communities** in the activities decided together, a strong awareness of the activities, and attention to their progress and to the possible replication in other similar situations (other schools, other villages, etc.), a request to the public authorities to carry out similar activities with their own resources, given the relevant level of saving that could be obtained. In general to an improvement of communication and cooperation between local government and population, including the creation of skills to collaboratively discuss projects for joint implementation. Discussion at Karagay considered playgrounds, Pedestrian streets, Lightning for town streets, School improvement.

If the attitude of our respondent - deputy Akim, responsible for socio-economic development – can be consider representative of the attitude of the political personnel of the akimat, we registered a strong satisfaction and willingness to carry on these activities, and to be involved in the experimentation of new institutional mechanism in the country. The deputy akim seems really interested and motivated in increasing the effectiveness of decentralization, and involving local people in the process.

UNDP has facilitated significantly the discussion and the relationship between akimat and assemblies. Perspectives as indicated by the deputy akim:

- The deputy akim is very favorable to the reinforcement of the role of the assemblies (also because this will make the system “more democratic”)
- The law is to be improved and the experience allows to suggest changes and improvement based on lessons learned

- Procedure are to be clarified and complexity of state procedure (eg: procurement regulations) are to be kept under control in order to avoid councils to be paralyzed

More in general the activity has contributed, through a better choice of priorities for interventions, to

- the well-being of the rayon population;
- the improvement of social facilities interested by the interventions, through the introduction of new technologies including energy and water-saving;
- the creation of job opportunities for a certain number of local residents;
- the strengthening of the knowledge of village /rayon executives and rayon level legislative bodies of the local government legislation; and of the capacities of selected representatives of local government and community leaders as a result of study tours;

The support to council responsibilities and decentralization should be continued. It seemed very positive that the resources carried to the territory by the JP has represented a very good test for the application of the law. The activity has already in itself improved the communication between akim and population. The establishment of functioning procedure for the management of decentralized decision represent a strong element of sustainability and continuity of the initiatives at local level. There are elements of increased ownership of the akim projects by the population (example of the common interest for the proper use of the waste containers).

The contribution to the law changes represent a big result, bringing practical suggestions from the activity promoted by UNDP, constitute a strong mechanism of integration of the lesson learned into the activity of the local government.

The need for improvement, or simply establishment of new practices, seem to refer to different dimensions

- **Representation:** how to improve the contribution given by the citizens on council, and particular by the elected / selected officers, and their response to the real needs and expectations of the population at large;
- **Participation:** how to improve and increase the quality of the discussion and of the decision making in these bodies, as well as the involvement of the local community in the implementation
- **Administrative capacity:** how participation of the local community can contribute to the improvement of the management capacity of the administrative bodies (eg managing the purchasing process)-

It seems useful to identify and promote an institutional “centre”, that should promote a virtual community, to discuss the law, its implementation, its possible amendments, in order to put in common experiences in different oblast and in different rayon, and bring them at national level: the facilitation of this community could be the heart of a future project, more strictly aimed at these aspects.

At local level, sustainability lies mainly with the commitment of the Akimat, and the willingness of the populations, and of the participants to the assemblies, to carry on this work and promote this change with continuity. Exchange of experiences with other cities and regions can motivate actors in this sense. Deputy akim considers very important the possibility of knowing directly other cities, and countries experiences

At central level, paying attention to the experience and to the proposals for change coming from the base, and identifying a central institution for coordinating and giving value to these experiences, may reinforce the sustainability of this initiative.



## 8.2 Intervention on suicide prevention

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This activity is under the **Output 1.2 Innovative approaches to providing health and special social services to women, children, youth, elderly, PWDs, repatriates etc. are piloted in rural areas**. The activity is measured by the Indicator: 1.2.13. Suicide prevention programme introduced to decrease suicidal behavior among adolescents. (no data on this indicator is available to assess implementation).

The purpose of this activity is to improve suicide prevention programme in the Mangystau region through increasing the capacity of health, education and other sectors to effectively prevent suicides among children and youth in the age bracket of 13-17/18.

Psychologists of all schools and colleges (60 people) of the region were trained within the project. Among them 14 people were selected, who attended further seminars, and 11 out of those 14 people trained all other psychologists and teachers of all schools and colleges of Mangystau region (134 schools and 25 colleges). Further, all psychologists conducted interviews with children of 8,9,10 classes and with their parents and 1st course college students.

This programme helped to identify the children at risk, which were prone to suicide, then psychologists conducted conversations with them. Further, these children were redirected to the clinic to general practitioners. Doctors were also trained under this programme. Therefore, we have worked tightly with the Department of Health, where certain medical officer was assigned to each school.

In order to identify children at risk UNICEF has developed a questionnaire for students. Total there are 23796 students in oblast, 20,514 (84.3%) students answered to questionnaire, remaining 3282 people refused, as a written parental consent for children participating in the survey was required.

The problem of suicide was reflected in the work plans of the educational institutions of psychologists, they held their trainings, surveys, etc. But there was no complex programme on suicide prevention. As it was noted by psychologists, these measures have substantial support in their daily work.

Briefly speaking, results are the following:

- Determination of children at risk.
- Throughout the programme, we identified the professional level of each school psychologist, and revealed the problems, which require attention. At-risk test results helped to identify schools, which need more experienced psychologists, etc.
- In the course of implementing the programme, there were appeals for help, and such children were accepted in ordinary clinics in confidential conditions, rather than in psychiatric institutions, as it was earlier.

In terms of effectiveness:

- the programme is not yet completed and in any case its effects will take time well beyond the end of the project;
- suicide risks increase with the distance from big city centers (during the interview it was mentioned Munaily and other remote regions)

### 8.3 Energy saving interventions in schools

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#### **Output 3.1 Sustainable environmental and disaster risk reduction practices are modelled for its potential wider replication**

Targets against three indicators under the **Output 3.1** are either achieved or partially achieved:

**Indicator 3.1.1** Number of “green solutions” proposed and tested: was achieved for 2015.

Information concerning this activity were gathered mainly through interviews to the school principal at Karagay, and with the representative of the Housing sector at Aktau Akimat.

The project lies in a field of efficient use of energy, and has several implementation stages and areas of interest. The main object of this particular project was to create basis for further development of communal services. New technologies of lightning, heating monitoring and energy saving technologies were introduced and implemented. Firstly, the reaction to such innovations was negative, as for people it was not clear how it will all work.

After installation of LED lighting at school №3 in Aktau, the classes became much brighter. There were 65 lamps purchased, but not all classes have been equipped. Now, after the pilot installation, money are allocated through the local budget. Also in this school the heat irradiation control system was automated. Then school #3 was chosen after the results of the energy audit.

The positive results lead to continue energy saving initiative as it was practically confirmed. Despite the fact that the costs for heating rose and effect of money savings was minor, the decision to continue automation and usage of LED lamps has been taken and the main expected result is energy savings.

As a result, there would be 35 schools and 27 kindergartens fully involved in the energy saving initiative. In 2 kindergartens and 2 schools at the expense of the local budget setting up of automated thermal installation is planned.

Project demonstrated the need to install automated control system, heat control center for all schools, currently authorities simultaneously monitor 63 schools and 2 kindergartens.

In the 9th district, the budget option automated substation was installed under the UNDP programme which allowed to distribute the heat evenly. It was clearly demonstrated that investing relatively little amount of money, positive results can be achieved.

Another example of positive project effect is a case a school in Fort of Shevchenko temperature sensors for gas and heat supply and sensory taps in the toilets installation. The choice for implementation was based on most problematic school: one with 1200 kids studying in 3 shifts and with no centralized heating and water supply system.

In general all the initiatives are successful, the planned results were achieved. The continuation of initiatives was guaranteed as further automation and trainings for locksmiths and plumbers were organized by local authorities.

As a minor positive effect, the invitation of the project leader to continue activities on behalf of akimat should be mentioned, as a sign of opening opportunities for continuation of similar projects.

### **Efficiency and implementation.**

After the implementation of the programme, the city authorities have approved the need for continuation of activities, so the programme gave birth to the development of energy saving projects within the oblast.

Still there are many problematic issues, related to coordination of activities, like proper mechanisms of money and assets transfer, computer and software peculiarities, etc.

As a problem the choice of technology and UNDP have bought 357 sets of lamps, of a particular supplier, model but there was no service provider in the region. Such a problem should be taken into consideration at the beginning of the programme.

Overall achievements of the project:

1. Fort Shevchenko. Automation of gas equipment, the establishment of touch faucets, LED lighting in the school.
2. Alteration of windows, installation of air vents. It was out of scope of the plan. Money allocated from savings from other projects.
3. Aktau school №3 lighting, heat automation.
4. The 9 th district, house #9 - installation of automatic substation.
5. Street lighting in Aktau (357 lamps)
6. Street lighting Fort Shevchenko- installing 98 lamps

UNDP has shown the effectiveness of this programme, and now the state bodies have paid attention to the energy efficiency problem, as a result additional funding for this purpose is now released.

## 8.4 Intervention on social services and health

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### **Output 1.2 Innovative approaches to providing health and special social services to women, children, youth, elderly, PWDs, repatriates etc. are piloted in rural areas**

A number of trainings and seminars was implemented on topics under the projects on antenatal care and maintenance of pregnancy, on family planning and on healthy schools.

External assessment and received feedback show positive impacts of activities both for direct and indirect beneficiaries: doctors and the patients. The necessity of the development of planning centers, changes in sexual education at school levels and necessity to communication with a society were articulated.

#### **Efficiency and implementation.**

The projects activities as themselves were conducted at high level. The situation requires further efforts as problems still exist:

- ✓ the lack of staff, work overloaded for medical personnel. For example, there are only 10 obstetric stations in the city of 32,000 women of childbearing age. In fact only 4 doctors work. At each site there are 250-300 pregnant women.
- ✓ there is a problem of high level of internal migration in the region, so there are gaps in level of possible medical consultative support, especially for youth;
- ✓ there is a need for youth centers, where they can get professional advice. There are some youth centers in cities, and it would be efficient to provide at least separate rooms where the obstetrician could hold consultations. For example, young people hesitate to come and therefore would not come, so the young people do not possess information on family planning. The Internet usage is not always the proper source of the information.
- ✓ It is necessary to advise on contraception in the hospital after giving birth, or during the postpartum patronage often happens that a woman does not come to the hospital for various reasons, and not recovered.

Another important issue is the sexual education in schools. In schools, it is necessary to devote biology lessons on these issues. Separate talks with the boys and girls are required. But in the schools, still there is a lack of understanding on the part of school administrators, teachers, parents, or they believe these lectures than - something shameful, or push for sexual relations.

## 8.5 Grant programme and loans for small businesses

This activity is taken under **Output 2.1 Support to formulation of policies diversified economic growth, support the development of small and medium-sized enterprises (SMEs) in key non-extractive sectors and income generation.**

Among the aims of the projects were strengthening the capacity of the population of Mangystau region in improving their welfare through the development of small and medium-sized businesses in the tourism sector and innovative green technologies by providing repayable interest-free loans, as well as support and empower people and particularly vulnerable groups in the Mangystau region, by providing organizational, advisory and financial support for the implementation of business initiatives. The loans were granted for 12 months with deferred payment for 6 months, interest-free.

### Efficiency and implementation.

As a result of the project activities, the ability of local NGO to work with grants from international organizations was demonstrated. Number of grant projects were implemented:

- ✓ the first project was related to the housing sector, and it was hoped that in this direction the situation would improve;
- ✓ a programme of grants to local NGOs working with international organizations;
- ✓ in 2014 a project on the development of eco-tourism was implemented, there is a guest house in Shetpe. Not to say that there is a large influx of tourists, but it still operates.

The information about the programme was disclosed via media, by districts using transported posters, stands, website. During the implementation activities were coordinated with the State Development Fund "Damu" and the Chamber of entrepreneurs. Overall there were more than 40 applications.

The expectations of the beneficiaries, in general were justified, taking into consideration the fact that loans could be distributed even for those who not get or afford credits. All the projects are under monitoring, there are 2 of them with full money return history: "The ethno village "Kogez" and "The breeding earthworms for production of biogumus".

All activities were implemented in accordance with approved schedules, but there were some delays with money transfers. Also there is a problem related to water supply for one of the projects: borrower was assured in akimat that the problem would be solved, but the problem still exists. So we have to litigate in order to avoid losses.

As we are not the bank the risks of no returns are high, but this is a part of the policies, and rely on honesty of these people. In general agricultural projects are risky. We are unable to influence the decision as this is a responsibility of grant-committee that consists from independent experts, UNDP, akimat and NGO representatives. In general we provide support for everyone, but there are examples when representative from akimat did not approved applications related to livestock as there is a high level of support from the state already.

The main problem at the implementation phase was the happened devaluation and no returning risks.

Briefly speaking, results are the following:

1. 16 approved projects in total.
2. Eleven projects has been allocated with an interest-free loan. About 30% do not refund.
3. 2 projects have returned money in full, 2 are paying, 3 are paying with delays, 2 are not paying back.

Recommendations: more carefully select projects, request credit history. Loan amounts are very small, it is reasonable to increase the loan amount, and stretch over time.