

**Government of the of Kyrgyz Republic  
United Nations Development Programme (UNDP)**

**Outcome Evaluation  
of the  
Environment Protection for  
Sustainable Development Component  
within the  
UNDP Kyrgyzstan Country Programme  
Action Plan**

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## EXECUTIVE SUMMARY

### Background

March 2007 marked the end of the First Phase (two years) of the UNDP Umbrella Project “*Capacity Building and Environment Governance Strengthening*” which was initiated in 2005 to provide capacity building support to the Ministry of Ecology and Emergencies so it could respond to environmental management challenges in the Kyrgyz Republic. In the meantime, the main country partner has since been reorganized into a State Agency on Environment Protection and Forestry with a reduction in status. In the circumstances, UNDP decided to evaluate the current status and prospects for achieving the CPAP Outcome of “*Sustainable development principles integrated into poverty reduction policies and programmes*”; evaluate outputs of the Umbrella Project itself and its four sub-projects initiated within its framework; evaluate the draft project document prepared for the second phase of the Umbrella Project; and obtain recommendations and proposals for its improvement and/or introducing changes in line with the second phase Programme/project directions.

This is an outcome evaluation and, the UNDP Guidelines for Outcome Evaluators describe it as - *an assessment of how these results contribute, together with the assistance of partners, to a change in development conditions.*

The Outcome that has been the focus of this evaluation is the revised Outcome A.2.9 of the UNDP Country Programme - *Sustainable development principles integrated into poverty reduction policies and programmes* and the evaluation team considers that the key operative word is "integrated", and that the Outcome is seeking "poverty reduction efforts" which are carried out according to "sustainable development principles".

The projects selected by UNDP through which the Outcome has been evaluated are:

- 1) Capacity Building and Environmental Governance Strengthening for Sustainable Development (Umbrella Project)
- 2) Enabling Activities for the Preparation of the KR Second National Communication to the UNFCCC
- 3) Promotion of Micro-Hydro Power Units for Sustainable Development of Mountain Communities in Kyrgyzstan
- 4) Capacity Building of the Municipal Wastes Management System in the Kyrgyz Republic
- 5) Community Based Rangeland Management in Temir Village, Kyrgyz Republic

### Key findings and conclusions

The overall conclusion reached by the evaluation team is that while they may not have contributed to the changes in development condition envisaged by the Outcome, the outputs from the cluster of projects selected for this evaluation have made valid contributions towards improving the development condition in the field of environment in Kyrgyzstan.

The Umbrella Project model has been successful and in spite of early reservations it is now supported by almost all. Among the successes of the project is its advocacy for the environment to be included in the Government's CDS. It would seem that the UNDP Project has been instrumental in the Government adopting a pro-environment policy.

Progress as measured by the selected Indicators has been very satisfactory. Likewise, progress towards the Outputs has also been satisfactory. However, since there is a disconnection between the Indicators on one hand and the Outcome on the other, it is not possible to measure the progress that has been made towards the Outcome.

The team found that it was very difficult to evaluate progress, through environmental initiatives, towards the Outcome. This is not because progress has not been made, but because the portfolio of environmental initiatives that UNDP is implementing to reflect country needs and priorities and the problems identified by the Government, do not fit under the Outcome. A lesson that emerges from this is that there needs to be a logical thread starting from the UNDAF, through the Country Programme and CPAP, whereby identified outcomes can be used as the impetus for projects and progress can be easily assessed.

The team noted a risk that corruption could prevent programmes and projects from reaching their outputs and outcomes as well as affecting the sustainability of their benefits. A lesson could be learnt from the problems faced by the Waste Project in its dealing with municipal officials – projects need to identify potential risks and design measures to mitigate against the risks.

Other influences noted by the team were - the uncertain political situation, the attitude of the Government system towards environment, the weak governance of the environment sector, the low interest of the donor community and corruption. These influences account for any lack of progress shown by the projects, and make the achievement of progress all the more notable.

UNDP has made a significant and valid contribution to Environment in the past two years and this was acknowledged by the donors consulted by the team, who saw UNDP as having the lead role in environmental development work in Kyrgyzstan and suggested that UNDP should consider convening a Donors' Coordinating Group on Environment.

Among the improvements possible in UNDP performance was the need, noted by some consulted by the team, for UNDP to focus more on practical implementation activities with most, if not all, projects. In addition, while the team noted the degree of collaboration that already exists between the three key UNDP Programme Components, there could be potential for even more effective collaboration for mutual gain. Furthermore, UNDP could examine its procurement and disbursement procedures and exploit any possible opportunities for streamlining to counteract the common perception that UNDP procedures are tedious and cumbersome and lead to delays.

In almost all cases, project governance will benefit from a more effective Project Steering Committee, and while stakeholders and beneficiaries should be able to identify with a project as being theirs, this feeling of ownership should not be allowed to become possessiveness.

Good project design and helpful project documents must contain the essential ingredients to guide those who are charged with implementing the project but who may not have had a long connection with it. Another indicator of good project design is a good monitoring system. Quarterly progress reports comprising the tasks and actions envisaged, an assessment of progress against the work schedule, an analysis of the problems encountered together with what will be done to overcome the barriers, and a forecast for the next quarter, will be of great benefit to the Project Manager, to the NPC and to the PSC.

## **Key recommendations**

**On the UNDAF/CPD/CPAP Outcomes** It is recommended to UNDP, that at the first opportunity, it should influence changes to the UNDAF, and subsequently the Country Programme and CPAP, that will recognize the work that is necessary in Kyrgyzstan in the field of environment. Carefully worded Outcomes are needed to provide the foundation for environmental initiatives that reflect the Government's priorities and the country's needs. Each Outcome should be "garnished" by a cluster of indicators to assist monitoring of progress.

**On the Umbrella Project/Programme Model** It is recommended that UNDP-Kyrgyzstan should retain the successful Umbrella Project model, with minor improvements, for its forthcoming Environment Programme.

**On an effective governance system for programme and projects** In order to obtain the most benefit and ensure the strongest and most effective governance structure for the Programme, we recommend to UNDP that, in consultation with the Government, it should revive the Project Steering Committee.

**On an effective monitoring system** It is recommended that all programmes and projects must be subject to a structured continuous monitoring regime to ascertain the progress which is being made towards the targeted Outcomes. The results of monitoring should form the core of quarterly progress reports produced for stakeholders and which, *inter alia*, will analyze the reasons for lack of performance and propose corrective measures. In addition, the role of the PSC in monitoring progress towards outcomes must be recognized and given effect. In designing and implementing a monitoring system to assess progress, a role must be provided for the beneficiaries, whether at official level or community level.

**On the procurement and disbursement procedures** It is recommended that UNDP examine its procurement and disbursement procedures and exploit any possible opportunities for streamlining. In this connection, UNDP may wish to explore the practices of ARIS and adopt any measures that appear plausible and positive.

**On the need for practical and tangible project products** UNDP projects must focus more on practical implementation activities. Projects that set up frameworks, build capacity and devise strategies, must also prepare the way for the application of the enhanced capacity and the operationalization of the strategies. Pilot projects are not ends in themselves, but means to an end and it is not enough for a pilot project to say that the technology/approach can be replicated or upscaled somewhere else by someone else. It is recommended that part of the exit strategy for such projects must prepare the way for such replication and/or upscaling.

**On strengthening project design** In order to provide the necessary guidance to those implementing a project, it is recommended that project documents should identify the desired objective (reflecting the needs of beneficiaries/clients), describe the actions that need to be carried out in order to achieve it, and assign the various ingredients (inputs) which will make this possible. Care must be taken in the use of terminology (goals / objectives / targets / outcomes / outputs / etc) and the setting out of roles and responsibilities, time frames, and governance and management/administration frameworks for the project and the means for knowing when the targets have been achieved (monitoring).

**On the scope of the Environment Programme** It is recommended that the prime function of the new Programme is to provide advocacy, support and advice on environment to the Government and to UNDP. The main work areas of the Programme should be three, namely – all stages of the project cycle, capacity building across the Government set-up and all levels of society, and information and outreach across the whole spectrum of society.

**On the function of the Environment Programme in the project cycle** We recommend that the work of the Programme in the project cycle should see it initiating projects to reflect Government wishes or perceived needs or identified opportunities. These initiatives should be taken to the concept stage and confirmed by stakeholders, and designed and formulated with the help of the Programme who will then seek the necessary funding support (resource mobilization). Once the project is underway, the Programme should provide coordination between the projects in its portfolio, create synergies, achieve economies of scale and generally provide support and advice as necessary.

**On the role of the Environment Programme within UNDP** The Programme should serve as the source of environmental advice to all other projects and in particular, it should collaborate with and complement on a mutual basis, the UNDP Governance and Poverty Reduction pillars.

# 1 INTRODUCTION

## 1.1 Background

March 2007 marked the end of the First Phase (two years) of the UNDP Umbrella Project “*Capacity Building and Environment Governance Strengthening*” which was initiated in 2005 to provide capacity building support to the Ministry of Ecology and Emergencies so it could respond to environmental management challenges in the Kyrgyz Republic. The project, which is a core activity of the Environment Protection for Sustainable Development Programme of the UNDP Country Programme Action Plan (CPAP) for Kyrgyzstan for 2005-2010, provided the framework under which four sub-projects were developed. Since the start of the CPAP and the Umbrella Project, there have also been institutional changes in Kyrgyzstan. The main country partner, the Ministry of Environment and Emergencies, was reorganized into a State Agency on Environment Protection and Forestry. In these circumstances, UNDP felt that it was timely to review the Umbrella Project and its constituent sub-projects, evaluate their implementation and develop the second three-year phase for 2007-2010.

More specifically, UNDP decided to -

- evaluate the current status and prospects for achieving the CPAP Outcome of “Sustainable development principles integrated into poverty reduction policies and programmes”;
- evaluate outputs of the Umbrella Project itself and its four sub-projects initiated within its framework;
- evaluate the draft project document prepared for the second phase of the Umbrella Project;
- obtain recommendations and proposals for its improvement and/or introducing changes in line with the second phase Programme/project directions.

To this end, UNDP fielded an evaluation team comprising two independent evaluators, one international and the other a local expert and they worked under the overall supervision of the UNDP Senior Programme Officer/Environment. Terms of Reference for the evaluation are to be found in Annex 1 and this is the evaluation team's report.

## 1.2 The evaluation

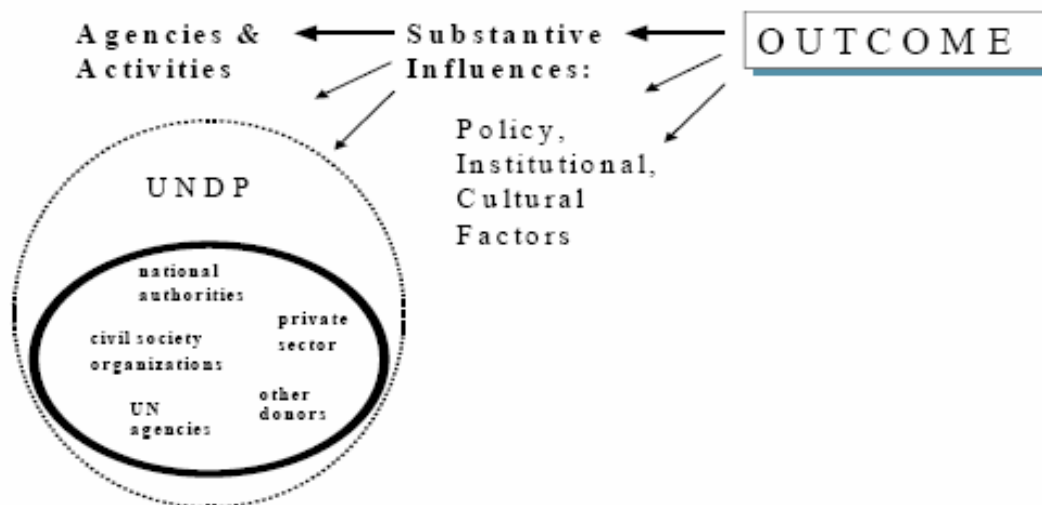
This is an outcome evaluation and according to the Evaluation Policy of UNDP (May 2006), *Outcome evaluations address the short-term, medium-term and long-term results of a programme or cluster of related UNDP projects. They include an assessment of the effectiveness, efficiency, sustainability and relevance of the programme against their own objectives, their combined contribution, and the contribution of external factors and actors. Outcome evaluations also examine non-intended effects of the programme or projects.*

And, the UNDP Guidelines for Outcome Evaluators say - *Outcome evaluations move away from the old approach of assessing project results against project objectives towards **an assessment of how these results contribute, together with the assistance of partners, to a change in development conditions*** (our emphasis).

Outcome evaluations **work backwards from the outcome**. They take the outcome as their starting point and then assess a number of variables, as show in the diagram on the next page taken from the Guidelines.



**The Path of Outcome Evaluation analysis** (from *UNDP Guidelines for Outcome Evaluators*)



According to the Guidelines, the four standard activities of an outcome evaluation and their timing during the Country Programme cycle are the following:

- Assess **progress towards the outcome** (this will be most significantly explored during an outcome evaluation conducted later in the CP, although could be examined early on depending upon the nature of the outcome);
- Assess the **factors affecting the outcome** (could be addressed early, midterm or later);
- Assess key **UNDP contributions** (outputs), including those produced through "soft" assistance, to outcomes (this information is yielded at least midway through and later in the CP);
- Assess the **partnership strategy** (useful information can be culled at any point during the CP).

An outcome evaluation does not look at the process of inputs, activities and other bureaucratic efforts but shifts attention to the **substantive development results** (outputs and outcomes) that they are aimed at affecting.

The Guidelines admit that *there is no official blueprint for how to conduct an outcome evaluation. Each must be tailored to the nature of the individual outcome under review as well as the realities of time and data limitations.* They also state that *Outcome evaluations do not replace project evaluations.* However, there is no doubt that the focus of an Outcome Evaluation is the Outcome that the project or projects are striving to contribute to.

While this remains primarily an Outcome Evaluation, the team has also carried out a review of five projects selected by UNDP, to the extent possible in the available time. Section 7 discusses the review and the full write-up from these reviews is to be found in Annex 5.

## 1.3 Methodology of the evaluation

### 1.3.1 Mission schedule

The evaluation team commenced its work from homebase on 30 March 2007 and convened in Bishkek on 02 April. The evaluation team spent most of its time in Bishkek with the exception of a brief field visit to project sites in Issyk-Kul Province. The mission schedule is in Annex 2.

Following a period of just under three weeks, the evaluation team presented its findings to UNDP and the mission ended on 21 April 2007. UNDP provided extensive comments on the report and a number of revisions ensued. This final report was delivered on 20 May 2007.

### 1.3.2 The approach adopted

Overall guidance on outcome evaluation methodologies is provided by the UNDP Handbook on Monitoring and Evaluation for Results and the UNDP Guidelines for Outcome Evaluators. The evaluation team based its approach on these guiding documents together with the ToRs, and in consultation with UNDP Kyrgyzstan.

According to the Guidelines, *Outcome evaluations rely on data generated through outcome monitoring as well as information from other external sources for validation and credibility purposes*, and the team felt it needed additional information to that supplied by the projects monitoring regime. These additional data and information were obtained through the following activities:

- Desk review of relevant documents and websites
- Discussions with UNDP Kyrgyzstan senior management, personnel from other programmes and projects personnel
- Consultation meetings with Central and Local Government (including National Project Directors) and other stakeholders, donors and other partners
- Field visit to project sites in Issyk-Kul Province and discussions with project personnel on site, as well as with community members and other beneficiaries

### 1.3.3 Documents reviewed and consulted

The evaluation team was provided with an initial list of documents in the Terms of Reference. Further advice on relevant documents was provided by UNDP. The evaluation team sought additional documentation to provide us with the background to the projects, insights into project implementation and management, a record of project outputs, etc. The full list of documents reviewed and/or consulted by the team is in Annex 3 which also contains a short list of the websites that were visited and reviewed.

### 1.3.4 Consultations

Consultations by the evaluation team took place almost exclusively in Bishkek. However, a brief visit was also undertaken to Issyk-Kul Province and meetings were held there as well.

The team consulted nearly 60 individuals in all. These came from a wide spectrum within UNDP, nine Central Government organizations, four Local Government organizations, three NGOs, three donor partners, and four community organizations. Most meetings followed the same pattern, namely, a brief introduction on the purpose of the mission followed by an identification of the relationship that the consultee had with the Project/s, if any, and his/her views on the Project/s.

A full list of persons met and consulted by the evaluation team is to be found in Annex 4.

### 1.3.5 Structure of the report

The evaluators analyzed the information obtained and presented a preliminary report for discussion and feedback. Following this, this report was finalized with the benefit of the input received.

This report is intended mainly for UNDP CO Kyrgyzstan, including Senior Management and projects personnel. It is structured in four main parts. Following the Executive Summary, the first part of the report comprises an Introduction which also covers the methodology of the evaluation and the development context of the Outcome. The next part covers the Findings and is made up of five discrete but closely linked sections, starting with the Foundations for the Projects and then following the structure proposed for outcome evaluation reports by the UNDP Guidelines for Outcome Evaluators. The next part comprises collected Conclusions and Recommendations and the final part looks at the next phase. A number of annexes provide additional, relevant information.

## 1.4 Confirming the Outcome

All the project documents target two Outcomes, one adopted by the UN family in the UNDAF; the other targeted by UNDP in its Country Programme and carried in the CPAP. The latter was subsequently revised and the wording of the Outcome was changed slightly.

The UNDAF Outcome is the following:

*Outcome A.2: The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits, in a strengthened pro-poor policy environment*

The original UNDP CP Outcome (as it appears in the five project documents) was:

*Outcome A.2.9: Global environmental principles integrated into grassroots poverty reduction efforts*

The revised UNDP CP Outcome is the following:

*Outcome A.2.9: Sustainable development principles integrated into poverty reduction policies and programmes*

The UNDAF and CP Outcomes are discussed further in Section 2.1.1 below. Here we wish to confirm that the Outcome that has been the focus of this evaluation is the revised Outcome A.2.9 of the UNDP Country Programme as above. This Outcome is best described together with its peripherals by the summary in Table 1 on the next page, based on the ToRs.

The projects selected by UNDP through which the Outcome has been evaluated are:

- 1 Capacity Building and Environmental Governance Strengthening for Sustainable Development (Umbrella Project)
- 2 Enabling Activities for the Preparation of the KR Second National Communication to the UNFCCC
- 3 Promotion of Micro-Hydro Power Units for Sustainable Development of Mountain Communities in Kyrgyzstan
- 4 Capacity Building of the Municipal Wastes Management System in the Kyrgyz Republic
- 5 Community Based Rangeland Management in Temir Village, Kyrgyz Republic

**Table 1. Summary of Outcome, Indicators and Target**

<i>Programme Component:</i> <b>Environment protection for sustainable development</b>
<b>Outcome: Sustainable development principles integrated into poverty reduction policies and programmes</b>
<p><b>Outcome Indicators:</b></p> <p>(1) Number of developed national action plans to implement commitments of KR under the UN environmental conventions</p> <p>(2) Discussion of all environmental initiatives among civic society, involving mass media</p> <p>(3) Transparent finance resource conversion mechanisms developed</p> <p>(4) National legislation adapted to international environmental commitments of KR</p> <p><b>Baseline:</b></p> <p>Eleven international conventions and 14 protocols ratified; National Capacity Self Assessment (NCSA)-1 completed, NCSA-2 under development; CARNET operational; selection criteria for Debt for Sustainable Development SWAP projects developed, and selected project proposals submitted to Ministry of Finance and Economy; report on Debt for Sustainable Development Swap published, used by the Government in the UN General Assembly (Sep 2004); to improve coordination, Govt environmental agencies merged in one structure with its status downgraded</p> <p><b>Target:</b></p> <p>Institutional and legislative framework strengthening for improvement of International Environmental Agreements implementation</p> <p><b>Output A 2.9.1.</b> The Coordination Body for Sustainable Development (CBSD) is able to design and implement priority environmental management and sustainable development initiatives.</p> <p><b>Output A2.9.2.</b> Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels.</p> <p><b>Output A.2.9.3.</b> Increased institutional capacity to implement international conventions and agreements.</p> <p><b>Output A2.9.4.</b> New financial mechanisms and partnerships are introduced for the environment al protection and conservation.</p>

## 1.5 The development context

UNDP has championed sustainable development for some years now, and it is even longer since it adopted poverty reduction as the central focus for its operations. Furthermore the vicious cycle of poverty leading to environmental degradation which in turn exacerbates the poverty situation, has long been recognized. However, the integration of sustainable development principles into poverty reduction policies and programmes as enunciated by this Outcome may not have been so overtly attempted before.

Whereas the original CP Outcome in 2004 set out to integrate “global environmental principles” into “poverty reduction efforts”, the revision brought a more specific set of principles (those of sustainable development) onto the poverty reduction arena and this was done in 2006. Since all the projects selected by UNDP for this evaluation were formulated around 2004-05, their project documents have retained the original Outcome as a target. Assuming that revisions of Country Programme Outcomes are improvements on the original, it would be beneficial for project documents to also be revised accordingly.

Activities on poverty reduction policies and programmes fall under UNDP Programme Component 1 – Poverty Reduction; whereas the task of the Environment Unit is to identify and elaborate sustainable development principles and facilitate their integration into the Poverty Reduction policies and programmes. This will make sure that the benefits of poverty reduction policies and programmes are not ephemeral but sustainable in the long-term. It is therefore disappointing that the revised CPAP does not make reference to this synergy when it discusses the Poverty Reduction Component which is seen as contributing only to UNDAF Outcome A.1. Likewise, the Environment Component makes no reference to poverty reduction and targets UNDAF Outcome A.2 instead.

The key partner for work towards this outcome will be the State Agency for Environment Protection and Forestry, however, the projects will work with a number of other Government organizations as well. The main stakeholders are UNDP and the Government system as a whole, with the addition of specific co-funders or other collaborators for specific initiatives. The Government system also features as one of the main direct beneficiaries of the work together with the private sector, NGOs and civil society.

## 2 FINDINGS: THE FOUNDATIONS FOR THE PROJECTS

### 2.1 The UNDP context

#### 2.1.1 The logic from CCA to UNDAF to CP to CPAP

The Common Country Assessment (CCA) of the United Nations organizations in Kyrgyzstan in 2003 identified a number of environmental problems with special emphasis on natural disasters and pollution but including deforestation leading to erosion and loss of biodiversity, hazardous wastes, air pollution, and mis-use of water resources. According to the CCA *“The fragile and deteriorating environment of the Kyrgyz Republic therefore poses a considerable threat to human security”*. These environmental problems were not explicitly associated with poverty in the discussion.

The CCA gave rise to the United Nations Development Assistance Framework (UNDAF) in 2004 and, as the CCA states – *“The UNDAF will be based on the CCA and represent the collective response of the United Nations system to national priorities to achieve human rights and human security”*. It is the way that the UN system in-country proposed to address the problems identified in the CCA. The Kyrgyzstan UNDAF focused on three areas - (i) Poverty alleviation and social services; (ii) Democratic governance; and (iii) HIV/AIDS.

Inexplicably, the environmental problems identified in the CCA as posing *“a considerable threat to human security”* were not mentioned once in the UNDAF discussion. They only appeared in the UNDAF Results Matrix for Poverty Alleviation and Social Services, under *UNDAF Outcome A.2: The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits, in a strengthened pro-poor policy environment*. The matrix quotes *UNDP CP Outcome A.2.9: Global environmental principles integrated into grass roots poverty reduction efforts*, and gives an output each for biodiversity, renewable energy and land management.

The logical next step after UNDAF were the various Country Programmes (CP) of the various UN organizations. In effect the UNDAF and the UNDP Country Programme (2004) were developed at about the same time since there are a lot of cross-references. At the end of a discussion on poverty reduction through sustainable development, the CP has an unconnected paragraph which states -

*“In close cooperation with the Global Environment Facility (GEF), UNDP will assist both the Government and local communities in introducing new technologies for the use of renewable energy; promoting sustainable land management for rural development and developing local biodiversity management plans. It also will help the Government explore innovative tools for global environmental issues”*.

The CP gave rise to the Country Programme Action Plan (CPAP) which is the mechanism through which the CP will be implemented.

The revised CPAP (2006) recognized Environment Protection for Sustainable Development as a major Component Programme, one of three such components. It is discussed fully in the text and found in the Results and Resources Framework. Under the revised CPAP, the Environment theme was able to generate initiatives to respond to the environmental problems of Kyrgyzstan, some of which had been recognized in the CCA but ignored in the UNDAF.

It is a pity that this welcome recognition of the Environment sector in the CPAP, has to be associated with an Outcome which is not directly relevant for Environment, but very relevant to the Poverty Reduction theme. The outcome in question is *CP Outcome A.2.9 : Sustainable development principles integrated into poverty reduction policies and programmes* which, in turn is allied to *UNDAF Outcome A.2: The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits, in a strengthened pro-poor policy environment*, which is totally irrelevant.

As noted above (Section 1.4), the Outcome that is the focus of this evaluation is that adopted by the CP and CPAP, ***Sustainable development principles integrated into poverty reduction efforts***. In this outcome statement, the key operative word is "integrated", and what the Outcome is seeking is "poverty reduction efforts" which are carried out according to "sustainable development principles".

### **2.1.2 Conclusion on the foundation documents**

It is impossible to evaluate progress, through environmental initiatives, towards the UNDAF Outcome. And, it is also very difficult to do the same for the CP Outcome, even the revised one. This is not because progress has not been made, but because the portfolio of environmental initiatives that UNDP is implementing to reflect country needs and priorities and the problems identified by the Government, do not fit under these two Outcomes.

## **2.2 The Government's role**

### **2.2.1 Country Development Strategy**

The Kyrgyzstan Country Development Strategy (CDS) has been approved by the Government and sent for presidential final approval. It provides a good insight into the extent of Government commitment to environment and how this has evolved over recent times.

The CDS observes that under the current thinking any budget expenses that do not lead to immediate benefits for the restoration of the economy are considered as low priority. This has been reflected in the diminishing budgetary allocation for environmental management which has reached a critical low level and makes up a mere 0.026% of GDP.

The CDS then proposes a new approach which sees development which is aimed towards stable economic growth without degradation of the environment – *"the task is not to limit the economic activity, but to give it a form of environmental sustainability"*. The Objective given by the CDS is *"Provision of the environmental safety as a basis of sustainable development of the republic"* and it outlines a number of tasks, policy measures, programmes and projects that need to be undertaken to reach the Objective. This significant commitment to environmental protection and management was brought about, at least partly, through the interventions and lobbying of the UNDP Environment Team including Experts from the Umbrella Project.

The resources required for implementing the environment component of this strategy are estimated to total \$60 million and the Outcome targeted by the Government is the *"Reduction of environmental pollution rates in the republic in order to provide constitutional rights for favourable environment for life and health"*. This Outcome has only indirect links with the UNDAF and the UNDP Country Programme Outcomes targeted by UNDP.

### **2.2.2 Government's commitment to Environment**

Kyrgyzstan has acceded to 13 international conventions dealing with environment and there are hundreds of legislative acts and norms addressing the environment. On face value, this appears to signal an extensive and strong commitment by the Government to environmental protection and management. However, while the laws exist, most are not implemented fully. It has been Government policy until now to accord priority to economic development without consideration of the impact on the environment which was often seen as a hindrance to the needed development.

As noted above, the Country Development Strategy, through the concept of environmental safety, has acknowledged that environment is a constituent of national security and must be one of the main ingredients of sustainable development, which includes the preservation of natural systems and the maintenance of adequate environmental quality. In other words, there is now an acknowledgement that in order to obtain stable economic growth it is not necessary to degrade the environment. As a policy, this is admirable, and indicates a serious commitment to environmental protection and management. However, the test of this commitment will be in the application of this policy. If the machinery of government fails to take heed of the policy and adhere to it, the Government's commitment will be somewhat hollow.

It is understandable that in spite of the apparent commitment expressed in the CDS, there is some cynicism among many of those consulted by the team. They quote the example of the National Commission on Sustainable Development (NCSD) which, in spite of being endorsed and supported at the highest levels, has yet to be set up. Another example given to the team is the failure to implement the EIA Process in the case of major developments with considerable impact on the environment, in spite of the fact that this is a mandatory legal requirement. It would seem that political tensions and uncertainties tend to undermine the level of political commitments.

### **2.2.3 Influence of corrupt practices on the UNDP Environment Programme**

According to the State Anticorruption Strategy of 2005, there is recognition that corruption in the Kyrgyz Republic has become a built-in mechanism of the state machinery. Most Government agencies are only prepared to carry out their duties after illegal payments by individuals or corporate bodies – *“the state service has become a source of illegal income rather than activities for sake of welfare of the society”*. According to the index collated by Transparency International (in 2005), Kyrgyzstan ranks at 130 place out of 157 countries (the higher the number, the higher the level of corruption), and is considered among the countries with a high level of corruption.

This creates obvious risks for the implementation of UNDP projects and could prevent them from reaching their targeted outputs and outcomes, as well as affecting the sustainability of project benefits. The potential forms of the corruption identified by the team, which could affect UNDP programmes and projects range from nepotism in appointments, to jobs being available only on payment of a bribe, to the blocking of project progress and benefits by public officials who hold out for some form of pecuniary personal benefit.

The team believes that while the Environment Programme cannot address these practices directly, since this is the area of expertise of other sectors within UNDP, Environment Programme personnel need to be vigilant and take all measures to mitigate against these risks. Among the measures that could be taken is the establishment of efficient governance systems for projects with formal mechanisms, clear roles and responsibilities, and the adherence to rules and procedures. The publication and sharing of information about rules and procedures, the roles and responsibilities of the NPC, the Project Manager, etc, in an open and transparent manner, also helps create an honest and open environment. Finally, UNDP should operate at the highest possible level appropriate for the initiative in question, in its dealing with the Government machinery.

### **2.2.4 Conclusions on the Government's role**

The CDS represents the latest Government policy on environmental protection and management and it can be said to be pro-environment. This gain, achieved in part through the lobbying of the UNDP and its Umbrella Project, needs to be built upon and consolidated.

There is a risk that corruption could prevent UNDP programmes and projects from reaching their targeted outputs and outcomes as well as affecting the sustainability of their benefits. Environment Programme personnel need to be vigilant and take all measures to mitigate against these risks.

## 3 FINDINGS: THE STATUS OF THE OUTCOME

### 3.1 Monitoring

According to the Guidelines for Outcome Evaluators, outcome evaluations “rely on data generated through outcome monitoring” and “outcome evaluation depends on good monitoring”. The Guidelines also state that “Evidence pertaining to the status of an outcome and the other categories of analysis should ideally be available from the continuous monitoring efforts of country offices .....The role of evaluators is not to do massive primary data collection. It is the country office’s responsibility to collect and, if possible, undertake a light primary analysis of data related to the outcome to be evaluated and to provide the evaluation team with the data and the analysis.”

The above are quoted not as a means of criticism of the UNDP Country Office, but merely as an illustration of the situation. Few Country Offices are known to the evaluation team that satisfy this requirement meaningfully and perhaps it is still something that UNDP is aspiring to.

The team was provided with the Annual Project Reports (APRs) for the selected projects as required by UNDP policy. However, in the opinion of the team, APRs are long and mechanistic and fail to focus on successes and weaknesses. They do not provide a helpful insight into progress towards an Outcome. In this regard, the team wishes to suggest that some of the elements used in Project Implementation Reports (PIRs) formulated by UNDP offices for GEF projects, may be worth considering. In particular, we suggest consideration of the Work Plan required by PIRs to address how issues and constraints that have been identified are going to be addressed, by when, and by whom.

The team also asked about the role of the Project Steering Committee (PSC) in monitoring progress. However, the PSC does not seem to perform its monitoring function effectively. In fact, the team feels that the potential to use the PSC to guide and “steer” the project is not being used and this is discussed further in Section 7 below.

### 3.2 Progress

The team examined the Indicators selected by UNDP to assess progress towards the Outcome and the Target that had been set, and found that while the Indicators may fit the Target, they do not seem to fit well with the Outcome. In other words, the Indicators are not helpful in measuring progress towards the Outcome. The team also posed direct questions regarding progress to the management units of the five selected projects and the response was coordinated by the Umbrella Project PIU (the full response of the PIU is in Annex 6). Taking into account the information contained in the Annual Progress Reports and other documents available, adding the information obtained from the wide consultations with stakeholders and beneficiaries, and using the response of the PIU, the team’s assessment of progress is summarized in Table 2 on the next page.

As illustrated by the table, each of the Umbrella, Climate and Waste Projects has made a significant contribution to each of the Indicators. The Micro-Hydro and Pasture Projects made a more modest contribution which was to be expected of projects of this nature.

Of the Indicators, the second one (public information) and the fourth one (legislation) were the best aligned with all four projects, whereas the first (action plans) and the third one (finance) were more suited to “policy-type” projects and not very relevant to the Micro-Hydro and the Pasture Projects.

Had the Indicators been in harmony with the Outcome, the Projects assessed by the team would have made very good progress overall towards the Outcome.



Table 2. Summary of progress achieved by the five selected projects

Sustainable development principles integrated into poverty reduction efforts				
KEY INDICATORS	PROGRESS CONTRIBUTED BY PROJECTS			
	UMBRELLA	CLIMATE	WASTE	MICRO-HYDRO
1. Number of national action plans developed to implement commitments of KR under UN environmental conventions	<ul style="list-style-type: none"> <li>Strategy and general action plan on EC implementation developed.</li> <li>National Action Plans on Env. Conv. (Biodiversity, Desert, POPs) developed, discussed and provided to Govt</li> <li>Environmental Security section developed and included in CDS</li> </ul>	<ul style="list-style-type: none"> <li>Action Plan developed but not approved yet. Implementation actions are incorporated in the CDS.</li> </ul>	<ul style="list-style-type: none"> <li>REAP waste management section evaluation report developed.</li> <li>Bishkek City waste management programme developed with POPs, Basel, Aarhus convention included.</li> <li>National Action Plan on medical waste management under preparation (Basel convention).</li> </ul>	<ul style="list-style-type: none"> <li>Use of alternative power sources included into the CDS</li> </ul>
2. Discussion of all environmental initiatives among civic society, involving mass media	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Strategy for media and public participation developed.</li> <li>Cross-sectoral roundtables on environmental problems organized in regions.</li> <li>National conference on cross-cutting and cross-sectoral issues.</li> <li>Training on SEA for civil society and local communities.</li> <li>New environmental legislation discussed on caresd.net.</li> <li>All activities and information shared via caresd.net and other mass media</li> </ul>	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Strategy for media and public participation developed.</li> <li>Broad discussion of UNFCCC initiatives among civil society, involving media.</li> <li>Training enabling experts to prepare CDM projects.</li> <li>Thematic workshops to discuss current outcomes involving stakeholders.</li> <li>All activities and information shared via caresd.net and other mass media</li> </ul>	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Project activities with civil sector regularly communicated to media, roundtables, training, social advertising (trailers), videos, publications and caresd.net.</li> <li>Manual on public participation in decision-making on waste management was produced</li> </ul>	<ul style="list-style-type: none"> <li>Use of alternative power sources included into the CDS</li> </ul>
3. Transparent finance resource conversion mechanisms developed	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Debt for SD Swap continues to be developed.</li> <li>Initiated work on CDM and Carbon Trading.</li> </ul>	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Initiated work on CDM and Carbon Trading.</li> <li>CDM Designated National Authority created.</li> <li>Portfolio of PINs and one PDD prepared.</li> </ul>	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Search and mobilization of resources being undertaken within CDM framework.</li> <li>Project is exploring the development of a financial strategy on waste management with OECD - financial mechanisms on conversion of resources will be developed</li> </ul>	<p><b>Good contribution to Indicator</b></p> <ul style="list-style-type: none"> <li>Joint work with the Aiyi-Bank on establishing a revolving fund to finance purchase of equipment by farmers.</li> <li>No further activity in this area but could pursue Carbon Credits.</li> </ul>
	<b>Good contribution to Indicator</b>	<b>Good contribution to Indicator</b>	<b>Good contribution to Indicator</b>	<b>Modest contribution to Indicator</b>

# UNDP KYRGYZSTAN ENVIRONMENT PROJECTS – OUTCOME EVALUATION FINAL

4. National legislation adapted to international environmental commitments of KR	<ul style="list-style-type: none"> <li>Memorandum to Parliament prepared, legal frames of CDM in Kyrgyzstan has been discussed.</li> <li>Discussion of Draft Environment Code and Parliament hearings on implementation of GEC are planned for June 2007.</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of national legislation in respect of the scope and nature of the commitments under the UNFCCC: recommendations for improvement.</li> <li>State regulation and policy in the field of GHG emission and sinks, drafted and the Law adopted in March 2007.</li> </ul>	<ul style="list-style-type: none"> <li>International agreements are part of national legislation. Others being considered for implementation of international conventions (POPs, Orhus, Basel, Climate Change).</li> <li>Participated in drafting of Environment Code, wastes section, which is directly targeted at reflecting international conventions</li> </ul>	<ul style="list-style-type: none"> <li>Preparation of draft legislation on use of renewable energy</li> </ul>	<ul style="list-style-type: none"> <li>Draft of new law "On pastures" is being developed, which will reflect UNCCD</li> </ul>
General comments by the team	<p><b>Modest contribution to Indicator</b></p> <p>The Umbrella Project has made a significant contribution to each of the Indicators. The Project is well-aligned to the Indicators and Target and had these been in harmony with the Outcome, this Project would have made very good progress towards the Outcome</p>	<p><b>Good contribution to Indicator</b></p> <p>The Climate Project has made a significant contribution to each of the Indicators. The Project is well-aligned to the Indicators and Target and had these been in harmony with the Outcome, this Project would have made very good progress towards the Outcome</p>	<p><b>Good contribution to Indicator</b></p> <p>The Waste Project has made a significant contribution to each of the Indicators. The Project is well-aligned to the Indicators and Target and had these been in harmony with the Outcome, this Project would have made very good progress towards the Outcome</p>	<p><b>Modest contribution to Indicator</b></p> <p>The Micro-Hydro Project has contributed to two of the four Indicators. The Project is not so well-aligned to the Indicators since it is not intended to work in the areas of action plans and financial mechanisms and this is acceptable. Had the Indicators been in harmony with the Outcome, this Project would have made some progress towards the Outcome</p>	<p><b>Modest contribution to Indicator</b></p> <p>The Pasture Project has contributed to three of the four Indicators. The Project is reasonably aligned to the Indicators, but not completely so since an action plan existed before the project. Had the Indicators been in harmony with the Outcome, this Project would have made reasonable progress towards the Outcome</p>

Having used the Indicators to gauge progress towards the Outcome and having obtained an uncertain answer, the team attempted to validate (with the help of the Umbrella Project PIU) its conclusions by examining the Outputs that had been set under the Outcome by the revised CPAP.

**Table 3. Progress against the Indicators**

CPAP OUTPUT	PROGRESS AS REPORTED BY THE UMBRELLA PROJECT PIU
<b>A 2.9.1</b> The Coordination Body for Sustainable Development (CBSD) is able to design and implement priority environmental management and sustainable development initiatives	<ul style="list-style-type: none"> <li>• The Coordinating Body or Commission has not been established in spite of the efforts of the Project.</li> </ul>
<b>A2.9.2</b> Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels	<ul style="list-style-type: none"> <li>• Cross-cutting collaboration and informational exchange with UNDP Programmes on Poverty Reduction, Democratic Governance, Gender Coordinator, and Disaster Reduction Advisor</li> <li>• Sub-regional collaboration initiated</li> <li>• National and sub-regional Informational and knowledge exchange based website (caresd.net) launched.</li> <li>• Three GEF Medium Sized Projects were developed (Ichthyofauna, NCSA-2, Suusamyr) based on stakeholder consultation</li> </ul>
<b>A.2.9.3</b> Increased institutional capacity to implement international conventions and agreements	<ul style="list-style-type: none"> <li>• Partnership with State Agency on Environment Protection and Forestry (SAEPF), Departments of the President Administration, Office of Prime Minister, Parliament, Ministry of International Affairs, Ministry of Economy and Finance, etc. Memorandum of Understanding with GTZ, CAMP, Demonstration Zone of Water and Energy Efficiency, and Energy Saving International (ENSI) of Norway</li> <li>• Information and expert support for civil society</li> <li>• Web-site for SAEPF and a series of NGOs</li> <li>• Training on Aarhus Convention “Access to justice on Environment Protection” was held jointly with CAREC</li> <li>• Consultative support of MDG costing</li> <li>• Promoting SEA at national (CDS) and local (development plans) levels</li> <li>• Roundtables on Sustainable Development and Rational Nature Management were held jointly with the Secretariat of the Comprehensive Development Framework under the President’s Administration Central Asian Mountain Program (CAMP)</li> <li>• Review and assessment of GEC national implementation</li> </ul>
<b>A2.9.4</b> New financial mechanisms and partnerships are introduced for the environmental protection and conservation	<ul style="list-style-type: none"> <li>• Further development of the Debt for SD Swap mechanism and initiation of activities under the CDM provisions</li> <li>• The GEF/UNDP MSP “Capacity Building for Improved National Financing of Global Environmental Management in Kyrgyzstan” Project has been developed and sent to GEF Secretariat. The project contributes to enhanced capacity for global environmental management by leveraging financial and technical resources to address country needs for capacity to better manage global environmental issues</li> </ul>

As can be seen from Table 3 above, progress towards the Outputs has been as satisfactory as progress towards the Indicators, with one exception. The Output targeting the SD Coordination Body has not been achieved, in spite of the efforts of project personnel.

### 3.3 Conclusion on the status of the Outcome

A structured, reliable and user-friendly monitoring system to measure progress towards the Outcome and its Indicators will be helpful for project management and invaluable for an Outcome Evaluation team. However, the Outcome needs to be relevant to the work required.

Progress as measured by the Indicators has been very satisfactory. Likewise, progress towards the Outputs has also been satisfactory. However, since there is a disconnection between the Indicators on one hand and the Outcome on the other, it is not possible to measure the progress that has been made towards the Outcome.

## 4 FINDINGS: FACTORS AFFECTING THE OUTCOME

### 4.1 External factors

The Outcome that is being targeted, namely *Sustainable development principles integrated into poverty reduction efforts*, has been affected by circumstances in Kyrgyzstan, or at least its achievement has been, and this would have been the case with most Outcomes dealing with environment.

The uncertain political situation has led to a lack of stability which has hampered progress with programme initiatives particularly those that required consideration and action by the Government, such as new or revised legislation and new institutions. Furthermore, the attitude of the Government system towards environmental management has been a barrier to progress towards the Outcome. Only recently, and after intense lobbying by the project, has there been a change in the official policy which used to see environmental considerations as a hindrance to national development. The Country Development Strategy now recognizes that environmental management can be in harmony with development objectives, however, it remains to be seen whether the official policy will filter down to the executive and operational levels.

The restructuring and downgrading of the environment agency has reduced its influence and effectiveness within the machinery of Government. This, and the weak governance structure for environmental management in Kyrgyzstan as a whole, have implications for the Outcome.

The team was told that the interest of donors in environment work in Kyrgyzstan is not high and available funds are limited; and that this is expected to remain an influencing factor on environment outcomes for the foreseeable future. However, the team wishes to note that according to the list of international environment and natural resources management projects in Kyrgyzstan of the Joint Country Support Strategy (JCSS), there are 14 donors active in the field of environment in addition to UNDP, namely, DFID, EU/TACIS, Swiss Co-op, USAID, Netherlands Government, Humanist Institute for Development Cooperation, UNEP, GTZ, World Bank, IBRD, ADB, KfW, JICA, and NATO. It is true that some of the initiatives are in the area of disaster mitigation and management, however, the environment field does have some very active players.

Finally, the matter of corrupt practices which has been discussed already in Section 2.2.3 above. The influence of corruption on progress towards the Outcome is thought to be significant and it ranges from preventing projects from reaching their targeted outputs and outcomes, to affecting the sustainability of project benefits.

### 4.2 Conclusion on influencing factors

Any environment outcome would have been affected by the uncertain political situation, the attitude of the Government system towards environment, the weak governance of the environment sector, the low interest of the donor community which have prevailed in Kyrgyzstan during the past three years, and corruption. These influences account for any lack of progress shown by the projects, and makes the achievement of progress all the more notable.

## **5 FINDINGS: UNDP CONTRIBUTION TO THE OUTCOME**

### **5.1 Recognition of UNDP contribution**

The UNDP contribution in the area of environmental protection and management in Kyrgyzstan has been significant over the past two years. Unfortunately, these efforts were not always well-aligned to the targeted Outcome but, as noted above, the team feels that it is the Outcome that needs to change.

The various Outputs from the Environment projects portfolio coordinated under the Umbrella Project make a valid contribution to environmental management in Kyrgyzstan. These, together with some of the Outputs from projects under other Programme Components, as well as the various policy advice, dialogue with various levels and advocacy, have served the Kyrgyz environment well.

UNDP is acknowledged by the donors consulted by the team as having the lead in environmental development work in Kyrgyzstan, and all those we spoke to were very complimentary. The message given to the team was that UNDP must continue with its work in the field of environment. In fact, donor partners requested UNDP to assume a coordinating role among donors, in the field of environment, in Kyrgyzstan.

### **5.2 Collaboration between UNDP Programme Components**

The need for collaboration between the various UNDP Programme Components has been mentioned elsewhere above and it has been recognized by the respective staff. The Umbrella Project PIU advised the team that it carries out collaboration and informational exchange with the UNDP Programmes on Poverty Reduction and Democratic Governance. It also works with the Gender Coordinator and the Disaster Relief Advisor.

The team was also provided with a tabulated summary of the potential links between the three main Programme Components that had been identified by the Environment Unit, and this is to be found in Annex 7.

### **5.3 Improvements possible to the UNDP contribution**

The need for a better alignment between UNDAF, the Country Programme and Programme Components has already been mentioned above. This needs to be reflected in the Outcomes targeted, the Indicators chosen and the Outputs selected for the projects portfolio for Environment. This improvement will assist the UNDP CO to better monitor the portfolio's performance and enable it to take the necessary corrective action where needed.

Many of those consulted by the team felt that UNDP intervention must focus more on practical implementation activities. Projects that set up frameworks, build capacity and devise strategies, must also prepare the way for the application of the enhanced capacity and the operationalization of the strategies. Pilot projects are not ends in themselves, but only a means to an end – it is not enough for a pilot project to say that the technology/approach can be replicated or upscaled somewhere else by someone else – part of the exit strategy must prepare the way for such replication and/or upscaling. For example, it is not enough to say micro-hydropower have potential for replication in Central Asia – the project must disseminate assessments of the technology, share evaluation reports, invite stakeholders from other potential sites for joint training, indicate potential sources of funding support, etc.

Some projects will come up against external barriers that they may not be able to overcome and some of these have been discussed above (Section 4). For example, the Waste Management Project met strong resistance from municipal officials in its aim to attract the private sector. Municipal officials supplement their formal salaries through their involvement in the waste sector and the comparative transparency created by the involvement of the private sector will deny them this shadow income. The UNDP Environment Team need to seek the advice of their colleagues in the Governance Team perhaps even to the extent that a joint initiative is designed to remove these governance barriers.

A number of other, project related, improvements in UNDP performance are discussed in Section 7.

## **5.4 Conclusions on UNDP contribution**

UNDP has made a significant and valid contribution to Environment in the past two years and this was acknowledged by the donors consulted by the team, who saw UNDP as having the lead in environmental development work in Kyrgyzstan and suggested that UNDP should consider convening a Donors' Coordinating Group on Environment.

Among the improvements possible in UNDP performance is the need to focus more on practical implementation activities, or least prepare the way for such, with most, if not all, projects.

While the team notes the degree of collaboration that already exists between the three key UNDP Programme Components, there could be potential for even more effective collaboration for mutual gain.

## **6 FINDINGS: UNDP PARTNERSHIP STRATEGY**

### **6.1 Scope of partnership**

The aim of a partnership strategy is to attempt to achieve the Outcome, together. It is an acknowledgment that UNDP cannot do it alone since there is a need for some inputs and actions which it cannot provide. According to the CPAP, *“a range of new and existing partnerships are central to the success of the Country Programme”*.

The UNDP Country Programme talks about a resource mobilisation strategy *“which will be developed geared toward further strengthening of partnerships and co-financing with the Government and other donors”*; and that *“while strengthening existing partnerships in the country, UNDP will significantly expand its cooperation with the EC and the Global Fund on HIV/AIDS, and will continuously seek new partners such as Japan, the Netherlands, China and emerging donors in Eastern and Central Europe”*.

With this in mind, UNDP has pursued partnership arrangements with various agencies of Central Government. While the State Agency for Environment Protection and Forestry is the key partner for the implementation of UNDP environment initiatives, there is a recognition that Environment is not the monopoly of one ministry or department or state agency. Environment is water, land use, health, energy, tourism, agriculture, forests, erosion, etc; as well as pollution, biodiversity, and climate change, and the UNDP Environment team works in partnership with agencies of Central Government responsible for these areas.

UNDP, through its projects, has also struck very close working partnerships with Local Government (Oblast and Ayil Okmotu), with donors, with exponents of the private sector and with civil society.

As noted above, UNDP is held in high regard by these partners who feel that there is a common appreciation of problems and needs, as well as an atmosphere of mutual support.

In some cases the partnerships have been manifested in joint funding and in the implementation of joint project activities. However, the team is not aware of any joint monitoring or joint evaluations of projects apart from that carried out by UNDP and Government agencies through the respective National Project Director.

## **6.2 Conclusions on UNDP partnerships**

A good indicator of a “mature” partnership strategy for UNDP will be the extent of joint monitoring and evaluation that it carries out with its partners.

# **7 FINDINGS: ISSUES ARISING FROM THE PROJECTS REVIEW**

The team did not carry out a project evaluation of each of the five projects selected by UNDP. However, within the Outcome Evaluation, the projects were reviewed and the specific write-ups are in Annex 5. Following are the main issues arising from the reviews.

## **7.1 Project Governance**

Some of the projects reviewed suffered from weak governance. There was a lack of clarity regarding the roles and responsibilities of the main actors and the Project Steering Committee was not functioning as well as it should.

### **7.1.1 The Project Steering Committee**

Under the climate of political uncertainty, it was not possible to establish effective Project Steering Committees (PSC). Those that were established, as evidenced from minutes of meetings examined by the team, did not function as intended – they served more as a forum for information exchange rather than as the policy-making body for the project. There was no steering or guidance. The team also suspects that there could be a misunderstanding of the role of the PSC which is intended to steer and guide the project and not manage it. Therefore, there must be a clear distinction between Project Steering Committee and Project Management Committee, and it is important to make sure that the distinction is not lost in translation.

### **7.1.2 The National Project Director/Coordinator**

The National Project Director or Coordinator (NPD/NPC) is part of the governance structure of a programme or project and the team noted that the role of the NPC was not always clear in all the projects reviewed. The NPC is nominated by the Government as part of the Government’s contribution to the project. He/she has the responsibility to coordinate (not execute or manage) the programme/project with the priorities of Government from a technical perspective. The role and responsibility of the NPC, who ideally should be a high ranking Government official, is to ensure that

the project will reflect the Government's and the country's needs and priorities in the area of environment. In order to satisfy this broad mandate, the NPC must establish an effective working relationship with the Project Manager and obtain the advice and guidance of the membership of the PSC. This was not always the case in the projects reviewed by the team.

## **7.2 Project ownership**

The team came across two aspects of project ownership in its review of the projects – the need for stakeholders to feel that it is their project rather than one imposed on them by a donor; and, the need to ensure that this feeling of ownership does not lead to excesses in the way that project resources are deployed. Ownership does not mean being possessive and a fine balance between the two extremes is the aim of every well-managed project.

The need for a feeling of ownership by stakeholders must permeate the whole organization, especially if it is the host for a project. It is not enough for one part of the organization to feel that this is their project while another part is disinterested, especially if the latter is the senior management or the political level of the organization. For example, in a project where the partner is a municipality or some other form of local government, the mayor and councillors must be as happy about the project as the officials who are operationally engaged in the project. Whatever the reasons, if the executing agency is not totally happy and committed to a project, the matter must be addressed by the PSC and if the matter cannot be resolved, UNDP may need to consider discontinuing the project.

One way of enhancing the right feeling of ownership is through information sharing; another way is through a meaningful participatory approach to project implementation. Information flow must be in both directions, from both extremes. UNDP must know, and be interested in, what is happening at the grassroots level of the project activities, and conversely, the stakeholders must be aware of the expectations, constraints and reactions of UNDP, the PSC and project management.

Some stakeholders and beneficiaries consulted by the team, felt divorced from the project planning process. The preparation of the Annual Work Plan (AWP) and the Annual Progress Report (APR) provide excellent opportunities to involve the beneficiaries from the grassroots level up. If this is not feasible for whatever reason, the projects must design a mechanism for involvement of the key stakeholders and beneficiaries in setting the plan for the coming year. They should have the chance to make proposals, become involved in discussions and share the decision-making. Then, after the PM has discussed the matter at the PSC meeting or with UNDP, and a decision has been made, he/she reports back to the stake holders and beneficiaries.

In effect, the PM needs to serve as the bridge between the donor (UNDP) and the beneficiaries. He/she needs to judge the right extent that he/she should identify with the beneficiaries, as one of the community, while at the same time not losing sight of his/her accountability to UNDP.

The best way to avoid the other extreme – possessiveness of project resources – is to explain fully the procedures that will be adhered to in the management of project resources, and to continue explaining and giving reasons as the procedures are applied. Good information flow, clear accountability lines and total transparency are also essential ingredients.

## **7.3 Project design and project documents**

The team found that while project designs were not necessarily faulty, and while they may have adhered to the UNDP projects template, project documents were generally weak and could not



provide the necessary guidance to those implementing the project. In its efforts to streamline the project formulation process and provide better focus for project documents, the UNDP Programming Manual outlines the minimum essential elements of the project document. But it stresses that these are “*the essential minimum requirements in terms of documentation. They apply to projects that are limited in scope, duration and UNDP budgets*”. Unfortunately, these *minimum* requirements have come to be treated as the maximum and, as a result, many project documents are not serving their purpose.

A project can be simply described as a series of actions to address an identified problem, or achieve some other desired result. The project document should identify the desired objective (reflecting the needs of beneficiaries/clients), describe the actions that need to be carried out in order to achieve it, and assign the various ingredients (inputs) which will make this possible. It should also set out roles and responsibilities, time frames, and governance and management/administration frameworks for the project and the means for knowing when the targets have been achieved (monitoring). If a project document lacks one of these ingredients, it may not provide adequate guidance for those implementing the project.

In the project documents reviewed by the team one or more of the above ingredients of good project design have been missing, or at least they were not expressed explicitly enough (more details are provided in Annex 5) in the project document. Those who have been associated with the project right from its formulation phase, may not suffer unduly from these short-comings. However, if new participants become involved, and especially if previous project personnel move on to other tasks, there is a risk that the project document will be inadequate to guide those implementing the project and it will suffer.

Section 9, below, discusses the elements that should go into the design of the next phase of the Umbrella Programme and the scope of the project document.

## **7.4 Procurement and disbursement process**

The team came across a perception among stakeholders and beneficiaries, that UNDP procedures for procurement and disbursement are tedious and cumbersome and lead to delays. Some of these delays, perceived or otherwise, are placing some project elements in jeopardy. The team was told by stakeholders and beneficiaries that UNDP procedures compare badly with those of the World Bank as practiced for the Community Development and Investment Agency, commonly known as ARIS.

The team is not in a position to ascertain if UNDP projects are indeed experiencing inordinate delays in procurement and disbursement, what the reasons for these delays are, or what could be done to remedy the situation. However, it would seem that better communication with stakeholders and beneficiaries explaining UNDP procedures and giving reasons for the various checks and balances and the time that this requires, would go some way to allay these criticisms. Better communication will also help to avoid raising false expectations among stakeholders and beneficiaries and therefore avoid disappointment. The team also wishes to suggest that UNDP examine its procurement and disbursement procedures and exploit any possible opportunities for streamlining. In this connection, UNDP may wish to explore the practices of ARIS and adopt any measures that appear plausible and positive.

## **7.5 Monitoring and information management**

As mentioned elsewhere in this report (see Section 3.1 above), Outcome evaluations rely on data generated through monitoring of projects and programmes on a regular, continuous basis. This requirement is recognized in each of the project documents reviewed where a discrete section is

dedicated to monitoring. Unfortunately, the monitoring sections contain standard text which does not produce very helpful results. Standard sections in project documents may satisfy the formal requirements but are not adequate to provide the sort of monitoring that is envisaged by the Outcome Guidelines. As was mentioned in Section 3.1, APRs are not very helpful since they fail to focus on successes and weaknesses and do not provide a helpful insight into progress towards an Outcome.

What may be more helpful is a system of quarterly progress reports which comprise four main parts. The first part should outline the tasks and actions envisaged for the quarter according to the approved work plan and schedule and reflecting the LogFrame Matrix or Strategic Results Framework or similar plan. The second part should report on the assessment of progress against the work schedule – what has indeed been done, and what has not been done. The third part is an analysis of the problems encountered and the reasons for non-delivery of some of the targets, if any; together with what will be done to overcome the barriers. Finally, the fourth part should contain the work plan for the next quarter.

It is felt that such a quarterly report, based on monitoring of performance, will be of great benefit to the Project Manager, to the NPC and to the PSC. It will also go a long way to satisfying the UNDP monitoring requirements.

Monitoring generates data, as do other aspects of project implementation such as research, surveys and other investigations. It is imperative that these data and information are carefully stored, analyzed, and managed so they can be retrieved, applied and shared. It is through such careful management of data and information that monitoring can achieve one of its main functions which is to indicate trends.

## **7.6 Conclusions from the projects review**

An effective Project Steering Committee, duly constituted, is an essential element for project success. It is the paramount governance body for a project and together with the NPC, UNDP and the Project Manager it constitutes the ingredients for a successful project.

Projects should not be donor driven and stakeholders and beneficiaries should be able to identify with a project as being theirs. However, this feeling of ownership should not be allowed to become possessiveness and this can be avoided through a transparent approach which promotes participation and information sharing.

Good project design and helpful project documents must contain the essential ingredients to guide those who are charged with implementing the project but who may not have had a long connection with it (such as through formulation).

UNDP could examine its procurement and disbursement procedures, explore the practices of ARIS, and exploit any possible opportunities for streamlining to counteract the common perception that UNDP procedures are tedious and cumbersome and lead to delays.

A system of quarterly progress reports comprising the tasks and actions envisaged, an assessment of progress against the work schedule, an analysis of the problems encountered together with what will be done to overcome the barriers, and a forecast for the next quarter, will be of great benefit to the Project Manager, to the NPC and to the PSC. It will also go a long way to satisfying the UNDP monitoring requirements.

## **8 CONCLUSIONS AND LESSONS LEARNT**

Conclusions have been drawn throughout this report. They are gathered here and augmented as necessary to reflect the scope of the task and for ease of follow-up action.

### **8.1 Overall conclusions**

While they may not have contributed to the changes in development condition envisaged by the UNDAF Outcome and that in the CP, the outputs from the cluster of projects selected for this outcome evaluation have made valid contributions towards improving the development condition in the field of environment in Kyrgyzstan.

The Umbrella Project model has been successful and in spite of early reservations it is now supported by almost all. Among the successes of the project is its advocacy for the environment to be included in the Government's CDS. It would seem that the UNDP Project has been instrumental in the Government adopting a pro-environment policy.

This and other UNDP work in the field of environment is held in high regard by the donor partners consulted by the evaluation team.

### **8.2 On the foundation documents**

It is impossible to evaluate progress, through environmental initiatives, towards the UNDAF Outcome. And, it is also very difficult to do the same for the CP Outcome, even the revised one. This is not because progress has not been made, but because the portfolio of environmental initiatives that UNDP is implementing to reflect country needs and priorities and the problems identified by the Government, do not fit under these two Outcomes.

A lesson that emerges from this is that there needs to be a logical thread starting from the UNDAF, through the Country Programme and CPAP, whereby identified outcomes can be used as the impetus for projects and progress can be easily assessed.

### **8.3 On the Government's role**

The CDS represents the latest Government policy on environmental protection and management and it can be said to be pro-environment. This gain, achieved in part through the lobbying of the UNDP and its Umbrella Project, needs to be built upon and consolidated.

There is a risk that corruption could prevent UNDP programmes and projects from reaching their targeted outputs and outcomes as well as affecting the sustainability of their benefits. Environment Programme personnel need to be vigilant and take all measures to mitigate against these risks.

There could be a lesson to be learnt from the problems faced by the Waste Project in its dealing with municipal officials – projects need to identify potential risks to project success and design measures to mitigate against the risks.

### **8.4 On the status of the Outcome**

A structured, and reliable monitoring system to measure progress towards the Outcome and its Indicators will be helpful for project management and invaluable for an Outcome Evaluation team. However, the Outcome needs to be relevant to the work required, as identified by the CCA.

Progress as measured by the Indicators has been very satisfactory and likewise progress towards the Outputs. However, since there is a disconnection between the Indicators and the Outcome, it is not possible to measure the progress that has been made towards the Outcome.

### **8.5 On influencing factors**

Any environment outcome would have been affected by the uncertain political situation, the attitude of the Government system towards environment, the weak governance of the environment sector, the low interest of the donor community and corruption, which have prevailed in Kyrgyzstan during the past three years. These influences account for any lack of progress shown by the projects, and make the achievement of progress all the more notable.

### **8.6 On UNDP contribution**

UNDP has made a significant and valid contribution to Environment in the past two years and this was acknowledged by the donors consulted by the team, who saw UNDP as having the lead role in environmental development work in Kyrgyzstan and suggested that UNDP should consider convening a Donors' Coordinating Group on Environment.

Among the improvements possible in UNDP performance is a shift in focus towards more practical implementation with most, if not all, projects. While the team notes the degree of collaboration that already exists between the three key UNDP Programme Components, there could be potential for even more effective collaboration for mutual gain.

### **8.7 On UNDP partnerships**

A good indicator of a “mature” partnership strategy for UNDP will be the extent of joint monitoring and evaluation that it carries out with its partners.

### **8.8 On the projects review**

An effective Project Steering Committee, duly constituted, is an essential element for project success. It is the paramount governance body for a project and together with the NPC, UNDP and the Project Manager it constitutes one of the ingredients for a successful project.

Projects should not be donor driven and stakeholders and beneficiaries should be able to identify with a project as being theirs. However, this feeling of ownership should not be allowed to become possessiveness and this can be avoided through a transparent approach which promotes participation and information sharing.

Good project design and helpful project documents must contain the essential ingredients to guide those who are charged with implementing the project.

UNDP could examine its procurement and disbursement procedures, explore the practices of ARIS, and exploit any possible opportunities for streamlining to counteract the common perception that UNDP procedures are tedious and cumbersome and lead to delays.

A system of quarterly progress reports comprising tasks and actions envisaged, an assessment of progress against the work schedule, an analysis of the problems encountered together with what will be done to overcome the barriers, and a forecast for the next quarter, will be of great benefit to the Project Manager, the NPC and the PSC. It will also go a long way towards satisfying the UNDP monitoring requirements.

## 9 THE NEXT PHASE – WHERE TO FROM HERE?

### 9.1 Review of the draft Programme Document

#### 9.1.1 Programme targets

The draft Programme Document identifies and lists too many outcomes and while this may be a problem of terminology, it tends to be a bit confusing. The Outcomes include: UNDAF Outcome A.2, CP Outcome A.2.9, four short-term Outcomes on the title page (page 2), and another four short-term Outcomes listed on page 7. In addition, also on page 7, there are seven “development goals” which could also be considered as outcomes (some are in fact duplicates).

According to the Guidelines for Outcome Evaluators, *“Outcomes are developmental changes between the completion of outputs and the achievement of impact, and are achieved in partnership with others”*.

Following from this definition it would seem that some of these are indeed outcomes, but others are objectives and some others are outputs! This is a matter of programme/project design and it has already been discussed elsewhere in this report. UNDP may need to review the prescription of its project/programme documents and ask whether they are fulfilling their intended purpose of providing Project Managers with adequate guidance to implement the projects.

#### 9.1.2 Role and function of the Programme

The role and function of the Programme can be made more explicit in the Programme Document. The main task of the Programme is to provide advocacy and advice to the Government with substantive input to key Government initiatives through comments and advice on policy development as in key documents. The Programme should also provide advice to UNDP and serve as the source of environmental advice to all other UNDP projects. In particular, it should collaborate with and complement on a mutual basis, the UNDP Governance and Poverty Reduction pillars.

The main work areas of the Programme should be three, namely – all stages of the project cycle, capacity building across the Government set-up and all levels of society, and information and outreach across the whole spectrum of society.

Its work in the project cycle should see the Programme initiating projects to reflect Government wishes or perceived needs or identified opportunities. These initiatives should be taken to the concept stage and confirmed by stakeholders, and designed and formulated with the help of the Programme who will then seek the necessary funding support (resource mobilization). Once the project is underway, the Programme should provide coordination between the projects in its portfolio, create synergies, achieve economies of scale and generally provide support and advice as necessary.

The Environment Programme should provide funding for few, if any, projects and these will be small pilot type initiatives. Its prime investment in projects should be in the initiation of the concept, design and formulation as well as in resource mobilization from sources which are outside the Programme budgetary resources.

As an exemplary initiative and in furtherance of its capacity building role, the Programme should provide a staff development and training scheme for its own personnel and personnel from the projects under it, e.g. it could train new Project Managers or new Finance Assistants, etc. It should also provide training and capacity building to the broad Government system, raising their knowledge of environmental principles and procedures and helping them in performing their jobs as mandated and obliged by Government policy and the expectations of all citizens as well as in recognition of international obligations arising from conventions acceded to by Kyrgyzstan. The Programme

should also build capacity in the private sector and civil society for environmental protection and management. It could do this primarily by providing information and by ensuring that adequate opportunities exist for participation in environmental protection and management initiatives.

The Programme outreach activities should be tied very closely to capacity building activities, raising of public awareness, and the provision of information. It should continue to host and support the CARESD.NET initiative and possibly set up an environmental information management system with potential to provide up to date, web-based state of the environment read-outs for all.

### **9.1.3 Human resources required**

The team feels that current personnel from the Umbrella Project are working effectively and their engagement should be continued, albeit with slight refinements to their job descriptions. As discussed below, it will also be necessary to increase the personnel engaged in the Programme to cover the expected scope.

The Programme Manager can take the prime responsibility for the advocacy and advice to the Government system as well as the advice to UNDP. Likewise, the Programme Manager can do the capacity building among programme and projects personnel.

The first three steps of the project cycle, namely the concept phase, the design and formulation stages leading to a project document, and the resource mobilization stages, may need specialist input.

The next phase during project implementation, is coordination, and this needs a dedicated position. It is possible that if the portfolio grows, it may require two positions, maybe one for GEF projects and the other for all other projects. The GEF Support Specialist could also attend to the various international conventions.

The final step in the project cycle is monitoring, and this also requires a dedicated specialist position. And, in addition to these personnel, there is also a need for a specialist in outreach and public information/awareness.

On the above basis, the personnel of the Programme Implementation Unit (PIU) would comprise:

- Programme Manager
- Projects Coordinator (maybe 2 positions)
- Monitoring Specialist
- Outreach Specialist

If a project on Environmental Information Management is set up, it should be based within the Programme Implementation Unit. The manager/coordinator for this could be a UNV position.

## **9.2 The projects portfolio of the new Programme**

There are eight primary work areas that the Programme could foster and support. These are:

- Biodiversity Conservation
- Sustainable Land Management
- Waste Management and Pollution Control
- International Environmental Conventions
- Environmental Institutions and Administration
- Promotion of Renewable Energy
- Energy Conservation and Efficiency
- Outreach, Public Awareness and Public Participation

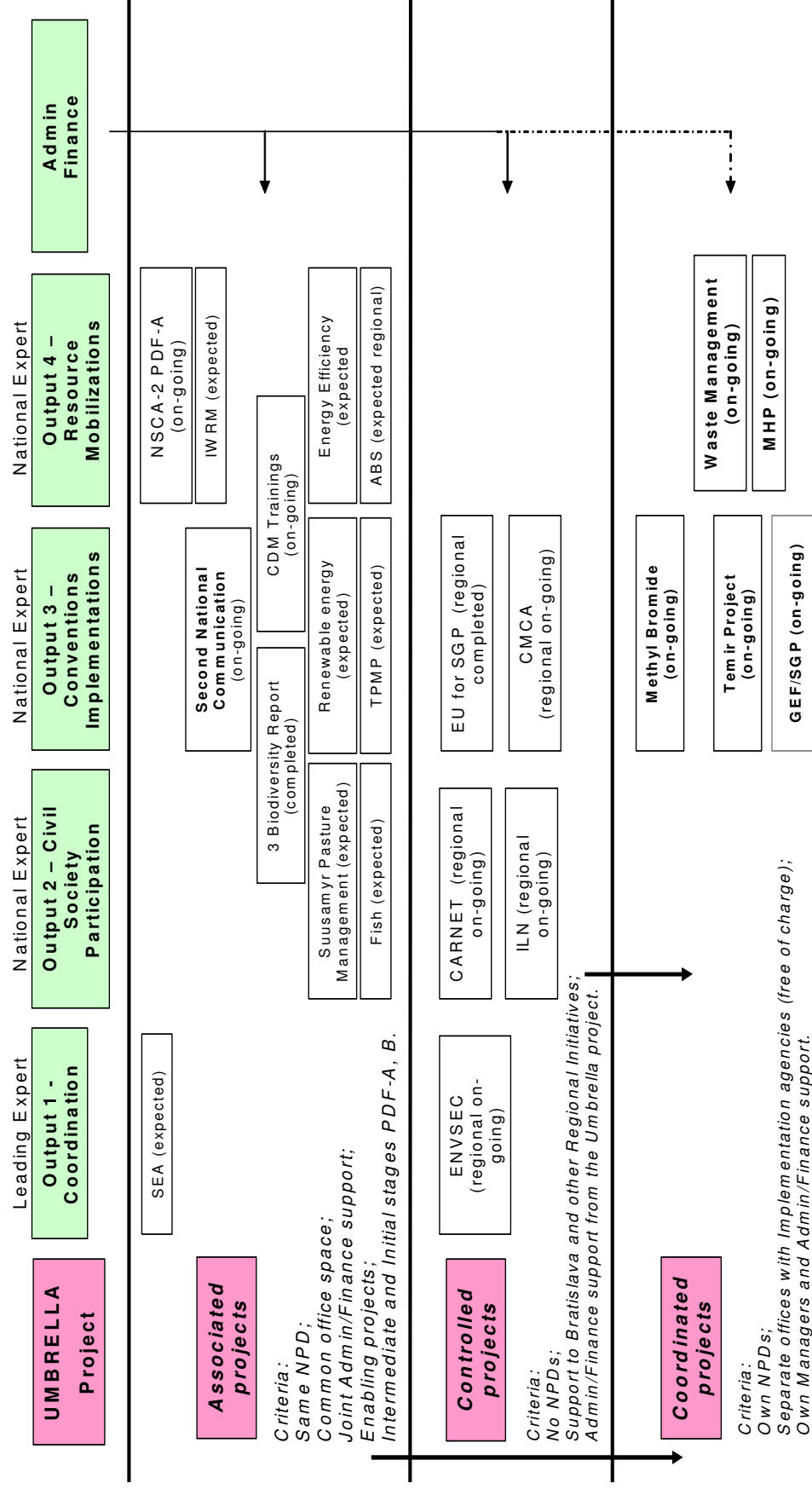
The portfolio could comprise a mixture of projects within these eight primary areas, depending on Government's priorities and partners' interests. The Programme will coordinate, support, etc, three different types of projects in this transition phase. The first type will be a diminishing number of projects which were inherited before this UNDP CP was adopted. There will be a diminishing number of projects that were initiated under the current CP and carried over from the first phase (so-called the Umbrella Project phase). And there will be the new initiatives which will be formulated under the Programme and which will increase in number until they overtake the other two types.

The current portfolio of projects that the Environment Programme will inherit from the Umbrella Project is summarized in the diagram on the next page, supplied by the UNDP Environment Unit. As can be seen from the diagram, there are 13 on-going projects and eight projects in the pipeline.

It the course of consultations by the evaluation team, a number of ideas for projects were floated, some as follow-up to current projects, others entirely new initiatives. These are listed below and proposed to UNDP and the Environment Programme management, for consideration:

Waste Project follow-up – create model situation, private sector, transfer station  
Climate change follow-up to Second Communication  
Debt for Sustainable Development Swaps  
Capacity Building for Clean Development Mechanism in Kyrgyzstan  
EIA Process – strengthen procedures and test in real case – mining, hydro  
Environmental Information Management System – indicators, SoE, Convention reporting - on WWW  
Environmental legislation reform – simplify, change philosophy and basis for resource use  
Identification + marketing of environment services – handicraft, herbs, etc  
Eco-Tourism – tourism with no or low impact, on sustainable basis

Portfolio of projects that the Environment Programme will inherit from the Umbrella Project (as provided by the Environment Unit)



BOLD – own manager and assistant



## 10 RECOMMENDATIONS

The following are the salient recommendations arising from this evaluation. All the recommendations are addressed to UNDP.

### 10.1 On the UNDAF/CPD/CPAP Outcomes

It is recommended to UNDP, that at the first opportunity, it should influence changes to the UNDAF, and subsequently the Country Programme and CPAP, that will recognize the work that is necessary in Kyrgyzstan in the field of environment. Carefully worded Outcomes are needed to provide the foundation for environmental initiatives that reflect the Government's priorities and the country's needs. Each Outcome should be "garnished" by a cluster of indicators to assist monitoring of progress.

### 10.2 On a Donors Coordinating Group on Environment

It is recommended that UNDP should accept that it is perceived by some donors to have the lead in environmental development work in Kyrgyzstan and, at their suggestion, it should consider convening a Donors' Coordinating Group on Environment.

### 10.3 On the Umbrella Project/Programme Model

It is recommended that UNDP-Kyrgyzstan should retain the successful Umbrella Project model, with minor improvements, for its forthcoming Environment Programme.

### 10.4 On an effective governance system for programme and projects

In order to obtain the most benefit and ensure the strongest and most effective governance structure for the Programme, we recommend to UNDP that, in consultation with the Government, it should revive the Project Steering Committee to signal its position as the highest governance body for the project.

### 10.5 On an effective monitoring system

It is recommended that all programmes and projects must be subject to a structured continuous monitoring regime, comprising both observations and measurements, to ascertain the progress which is being made towards the targeted Outcomes. The results of monitoring should form the core of quarterly progress reports produced for stakeholders and which, *inter alia*, will analyze the reasons for lack of performance and propose corrective measures. In addition, the role of the PSC in monitoring progress towards outcomes must be recognized and given effect. In designing and implementing a monitoring system to assess progress, a role must be provided for the beneficiaries, whether at official level or community level. They should have a structured avenue to communicate their assessment of progress, from their point of view.

### 10.6 On the procurement and disbursement procedures

It is recommended that UNDP examine its procurement and disbursement procedures and exploit any possible opportunities for streamlining. In this connection, UNDP may wish to explore the practices of ARIS and adopt any measures that appear plausible and positive.

### **10.7 On the need for practical and tangible project products**

UNDP projects must place more emphasis on practical implementation. Projects that set up frameworks, build capacity and devise strategies, are justified, however, they must also prepare the way for the application of the enhanced capacity and the operationalization of the strategies. Pilot projects are not ends in themselves, but means to an end and it is not enough for a pilot project to say that the technology/approach can be replicated or upscaled somewhere else by someone else. It is recommended that part of the exit strategy for such projects must prepare the way for such replication and/or upscaling.

### **10.8 On strengthening project design**

In order to provide the necessary guidance to those implementing a project, it is recommended that project documents should identify the desired objective (reflecting the needs of beneficiaries/clients), describe the actions that need to be carried out in order to achieve it, and assign the various ingredients (inputs) which will make this possible. Care must be taken in the use of terminology (goals / objectives / targets / outcomes / outputs / etc) and the setting out of roles and responsibilities, time frames, and governance and management/administration frameworks for the project and the means for knowing when the targets have been achieved (monitoring).

### **10.9 On the scope of the Environment Programme**

It is recommended that the scope of the new Environment Programme should be more or less as designed and its role is to provide advocacy, support and advice on environment to the Government and to UNDP. The main work areas of the Programme will be three, namely – all stages of the project cycle, capacity building across the Government set-up and all levels of society, and information and outreach across the whole spectrum of society.

### **10.10 On the function of the Environment Programme in the project cycle**

We recommend that the work of the Programme in the project cycle should see it initiating projects to reflect Government wishes or perceived needs or identified opportunities. These initiatives should be taken to the concept stage and confirmed by stakeholders, and designed and formulated with the help of the Programme who will then seek the necessary funding support (resource mobilization). Once the project is underway, the Programme should provide coordination between the projects in its portfolio, create synergies, achieve economies of scale and generally provide support and advice as necessary.

### **10.11 On the role of the Environment Programme within UNDP**

The Programme should serve as the source of environmental advice to all other projects and in particular, it should collaborate with and complement on a mutual basis, the UNDP Governance and Poverty Reduction pillars.

## ANNEX 1 TERMS OF REFERENCE

### Outcome Evaluation of the Environment Protection for Sustainable Development Component within the UNDP Kyrgyzstan Country Programme Action Plan

#### A Introduction

Despite the fact that Kyrgyzstan has ratified eleven international environmental conventions and agreements and acceded to a number of regional and sub-regional initiatives, it continues to experience widespread problems in the field of environment protection and rational nature resources use. Environmental pollution due to radioactive contamination, industrial and municipal wastes, losses in biodiversity, desertification and land degradation, climate change and growing levels of air pollution, and water issues in transboundary context put barriers to sustainable development of the country.

To address these problems, UNDP, in close cooperation with the Global Environment Facility (GEF) and other donors, assist and provide institutional support both to the Government and to local communities to build capacity and improve environmental management, resources mobilization, sustainable land management, use of renewable sources of energy, cross-sectoral and interdepartmental cooperation and to integrate sustainable development principles into national development strategies and plans.

UNDP Kyrgyzstan for the first time included Environment Protection for Sustainable Development Programme into its Country Programme Action Plan (CPAP) for 2005-2010.

In order successfully implement the Programme “Capacity Building and Environmental Governance Strengthening for Sustainable Development” Umbrella project “Capacity Building and Environment Governance Strengthening” was established in 2005 to provide capacity building support to the Ministry of Ecology and Emergencies to respond to environmental management challenges in the Kyrgyz Republic by:

- supporting the establishment and functioning of National Commission for Sustainable Development to strengthen the inter-sectoral cooperation with a view to implement the principles of sustainable development;
- enhancing the institutional and stakeholders capacity to deliver GEF supported projects; supporting the Kyrgyz Republic's participation in Environment and Security Initiative and Regional Environmental Action Plan (REAP) implementation and other existing strategies and plans related to this sphere;
- strengthening coordination among different stakeholders, strengthening partnership and involving civil society participation in environmental management and sustainable development decision-making process and raising the awareness of the mass media in compliance with Aarhus Convention;
- assisting in resource mobilization through strengthening capacity and development of the mechanisms and tools for implementation of the environmental strategy, improving environmental legislation by bringing it into correspondence with the international environmental agreements, Conventions, pacts, ratified by the Kyrgyz Republic.

The project responds to the following four CPAP outputs:

- **Output A 2.9.1.** The Coordination Body for Sustainable Development (CBSD) is able to design and implement priority environmental management and sustainable development initiatives.
- **Output A2.9.2.** Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels.
- **Output A.2.9.3.** Increased institutional capacity to implement international conventions and agreements.
- **Output A2.9.4.** New financial mechanisms and partnerships are introduced for the environmental protection and conservation.

Within the framework of the Umbrella project four sub-projects were developed, financed by UNDP and other donors. The Umbrella project served as the “programme” document to ensure coherence among all these sub-projects.

Two years into the five-year CPAP work on, the following outcome is continuing:

**CP Outcome A.2.9**

Sustainable development principles integrated into poverty reduction policies and programmes.

**Target:**

**Institutional and legislative framework strengthening for improvement of International Environment Agreement (IEA) implementation**

**Key Indicators A.2.9**

**Key Indicator (1)**

# of developed national action plans to implement commitments of KR under the UN environmental conventions.

**Key Indicator (2)**

Discussion of all environmental initiatives among civic society, involving mass media

**Key Indicator (3)**

Transparent finance resource conversion mechanisms developed

**Key Indicator (4)**

National legislation adapted to international environmental commitments of KR

**Baseline:**

11 international conventions and 14 protocols ratified; National Capacity Self Assessment (NCSA)–II completed, NCSA-II under development; CARNET operational; selection criteria for Debt for Sustainable Development SWAP projects developed, and selected project proposals submitted to the Ministry of Finance and Economy; report for Debt for Sustainable Development SWAP published, used by the Government in the UN General Assembly (September 2004); aimed to improve coordination the environmental organizations merged in one structure with its status downgraded.

**Sources of Data**

Government reports, projects documents and reports, briefings from meetings with officials, surveys, websites, mass media coverage

In March 2007 the two-year first phase of the Umbrella project will be completed and there is a need to review its implementation and to develop the second three-year phase for 2007-2010. Since the start of the CPAP, and the Umbrella project, there have also been institutional changes. The main country partner Ministry of Environment and Emergencies of the Kyrgyz Republic was reorganized into a State Agency on Environment Protection and Forestry under the Government of the Kyrgyz Republic with reduced status.

In line with the above, UNDP Kyrgyzstan would like to take stock of its work on “the environment” since the start of the CPAP to ensure that its planned programme and portfolio are relevant to support the achievement of the planned outcome; as a result the decision was made to:

- evaluate the current status and prospects for achieving the CPAP Outcome of “Sustainable development principles integrated into poverty reduction policies and programmes”;
- evaluate outputs of the Umbrella project itself and four projects initiated within its framework in complex;
- evaluate the draft project document prepared for the second phase of the Umbrella project;
- provide with recommendations and proposals on its improvement and/or introducing changes in line with the second phase Programme/project directions.

## **B Overall purpose of the Evaluation**

According to the new evaluation plan of the UNDP Kyrgyzstan office, an outcome evaluation is to be conducted for the CP outcome A.2.9 stated in the Country Program Action Plan (CPAP) 2005-2010.

### **B.1 Objectives of the Evaluation**

- Review the effectiveness of the overall Programme structure, which include the Umbrella project and four separate projects connected with it, its main achievements, compliance with expanding the country’s capacity needs in environmental management and overall impact on the existing environment management conditions.
- Assess the role of the Programme in overall capacity building process in the field of preservation of the environment in the country as well as strengthening donor coordination and cooperation.

- Assess the effectiveness of the four Programme components, their links and influence to other projects (including programme/projects design, immediate objectives, transparency and extent of contribution/impact to the overall development objective).
- If necessary develop recommendations on introducing appropriate additions into UNDAF/CPD/CPAP.
- Review and assess the efficiency of implementation and management arrangements of the Programme.
- Review and assess the Programme's collaboration and engagement with governmental bodies, civil society actors and local communities (on national and local levels) in programme/projects implementation and comment on the strength and sustainability of these partnerships.
- Review the sustainability of the achievements undertaken by the Programme up until now.
- Review the links/joint activities with other UNDP Programmes and UN Agencies.

## **B2 Scope of the Evaluation**

### **1. Outcome analysis**

- Are the stated outcome, indicator and target appropriate for the development situation in Kyrgyzstan and UNDP's program of assistance in this field?
- What is the current status and prospects for achieving the outcome with the indicated inputs and within the indicated timeframe?
- What are the main factors (positive and negative) within and beyond UNDP's interventions that are affecting or that will affect the achievement of the outcome? How have or will these factors limit or facilitate progress towards the outcome?
- Are UNDP's proposed contributions to the achievement of the outcome appropriate, sufficient, effective and sustainable?

### **2. Output analysis**

- What are the key outputs that have been or that will most likely be produced by UNDP to contribute to the outcome?
- Are the UNDP outputs relevant to the outcome?
- Are the monitoring and evaluation indicators appropriate to link these outputs to the outcome, or is there a need to improve these indicators?
- Has sufficient progress been made with regard to UNDP outputs?

### **3. Resources, partnerships, and management analysis**

- Is UNDP's resource mobilization strategy in this field appropriate and likely to be effective in achieving this outcome?
- Is UNDP's partnership strategy in this field appropriate and likely to be effective in achieving this outcome?
- Are UNDP's management structures and working methods appropriate and likely to be effective in achieving this outcome?
- Overall, assess the scope, relevance, efficiency and sustainability of UNDP's resources mobilization, partnership and management arrangements in achieving this outcome.

## **B3 Recommendations**

- Based on the above analysis, how should UNDP adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures to ensure that the proposed outcome is fully achieved by the end of the CPAP period?
- Provide preliminary recommendations on how the Programme can most effectively continue to support appropriate central authorities, local communities and civil society in improving environment management efforts in a long term perspective.
- Provide with participatory recommendations for improvement of the draft project document for the second phase of the Umbrella project and Terms of References for the main staff.
- Assess possible links to other existing UNDP Programmes and other UN Agencies.
- Conduct risk assessment for the implementation of the programme's second phase in the country.

## **B4 Products expected from the evaluation**

The key product expected from this outcome evaluation is a comprehensive analytical report that includes, but is not limited to, the following components:

- Executive summary;

- Introduction;
- Description of the evaluation methodology;
- Analysis of the situation with regard to outcome, outputs, resources, partnerships, management and working methods;
- Key findings;
- Conclusions and recommendations for the future program implementation (with reference to the draft project proposal for the second phase of the programme).

(See the UNDP Guidelines for outcome evaluators for more detailed information.)

## **B5 Audience**

The evaluation is intended mainly for UNDP CO Kyrgyzstan, including Senior Management, the Environment Protection for Sustainable Development Programme related staff.

## **C Methodology**

Overall guidance on outcome evaluation methodologies is provided in the *UNDP Handbook on Monitoring and Evaluation for Results* and the *UNDP Guidelines for Outcome Evaluators*.

Based on these guiding documents, and in consultation with UNDP Kyrgyzstan, the evaluators should develop a suitable methodology for this outcome evaluation.

During the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents
- Discussions with UNDP Kyrgyzstan senior management and program staff;
- Interviews of partners and stakeholders;
- Field visit (Possible short field visit to Community Based Rangeland Management in Temir Village Project implemented in the Issyk-Kul province of the Kyrgyz Republic);
- Consultation meetings and interviews:
  - Interviews with relevant projects' staff
  - Interviews with partners
  - In-person interviews and focal groups with local National Programme Directors, local authorities and a sampling of communities and stakeholders
- Following the country visit, the evaluator will prepare a report based on the above objectives.

## **D Evaluation Team**

The Evaluation Team will consist of two consultants: one independent international consultant (Team Leader) and one short term national expert. Under the overall supervision of the UNDP Senior Programme Officer/Environment the Evaluation Team will conduct a participatory evaluation of the achieved results of the Umbrella project and projects connected with it being implemented since 2005. Two additional national experts from the Umbrella project will be assigned to assist the Evaluation Team during the evaluation in Bishkek.

## **E Requirements**

The international consultant should have extensive experience in conducting evaluations, strong working knowledge of UNDP, the civil society sector and working with state public authorities in the field of preservation of the environment. Not less than 10 years professional experience in international development co-operation, preservation of the environment and sustainable development, in programme evaluation, impact assessment and strategic recommendations for continued support/development of programming/strategies including strong reporting skills. Advanced university degree in the field of preservation of the environment or other relevant field. Academic degree is an advantage. Strong analytical, presentation and interpersonal skills. English essential, Russian preferable (translation will be provided). The Team Leader will have overall responsibility for the quality and timely submission of the final evaluation report to UNDP.

Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology and approach;
- Ensure efficient division of tasks between the mission members;
- Conduct the outcome evaluation in accordance with the proposed objective and scope of the evaluation;
- Draft and communicate the evaluation report;
- Finalize the evaluation report in English and submit it to UNDP.

The National expert should have advanced university degree and at least 5 years of work experience in the area of sustainable development and environmental management in Kyrgyzstan or Central Asia. S/he should have a sound knowledge and understanding of the environment area management in Kyrgyzstan, and have some experience in conducting evaluations. S/he will perform the following tasks:

- Review documents;
- Participate in the design of the evaluation methodology;
- Conduct the outcome evaluation in accordance with the proposed objective and scope of the evaluation;
- Draft related parts of the evaluation report ;
- Assist the Team Leader in finalizing the draft evaluation report through incorporating suggestions received.

## **F Timeline and schedule**

<b>Activity</b>	<b>Timeframe</b>	<b>Place</b>	<b>Responsible Party</b>
Desk review, Evaluation design, methodology and detailed work plan, and access to reports about the Environment Protection for Sustainable development Programme in Kyrgyzstan	Two days (Starting approximately in beginning of April 2007)	On-line	UNDP CO and international consultant
Initial briefing	One day	On-line and upon arrival to Kyrgyzstan	UNDP CO, International consultant and National Center expert
Consultations, meetings as well as for phone/in-person interviews related to the Programme including relevant partners	Twelve days	In Kyrgyzstan (Bishkek, possible short field visit to the Issyk-Kul province)	UNDP CO, International consultant, National Center expert
Preparation of draft evaluation report	Two days	Bishkek	International consultant, National Center expert
Debriefing with UNDP	One day	Bishkek	International consultant, National Center expert
Finalization of evaluation report incorporating additions and comments provided by projects staff and UNDP CO	Two days	Bishkek/On-line	International consultant, National Center expert
Submission of the final evaluation report to UNDP Kyrgyzstan	One day	Bishkek/On-line	International consultant

## **G Document for study by the evaluators**

List of projects for evaluation:

- Capacity Building and Environmental Governance Strengthening for Sustainable Development (Umbrella Project)
- Enabling Activities for the Preparation of the KR Second National Communication to the UNFCCC
- Promotion of Micro-Hydro Power Units for Sustainable Development of Mountain Communities in Kyrgyzstan
- Capacity Building of the Municipal Wastes Management System in the Kyrgyz Republic
- Community Based Rangeland Management in Temir Village, Kyrgyz Republic

UNDP Corporate Policy Documents:

- Handbook on Monitoring and Evaluation for results
- UNDP Guidelines for Outcome Evaluators
- UNDP Result-Based Management: Technical Note

UN/UNDP Kyrgyzstan Country Office Documents:

- Development Assistance Framework (UNDAF) for Kyrgyzstan 2005-2010;
- Country Program Document for Kyrgyzstan 2005 – 2010
- Country Program Action Plan for Kyrgyzstan for 2005 – 2010
- Common Country Assessment 2003
- Joint Country Support Strategy, 2007
- National Human Development Report, 2005
- Millennium Development Goals Progress Report, Kyrgyzstan, 2003 (New Report is under development currently)
- Annual Work Plan 2005-2007
- Annual Progress Reports 2005-2006

Regional UNDP Document:

- Central Asian Human Development Report, 2005

Kyrgyz Government Document:

- Draft Medium-Term Country Development Strategy for 2006-2010

Sectoral Environment Projects' reports/publications:

- Kyrgyzstan: Environment and natural resources for sustainable development, 2005
- Dialogue at local and national levels – contribution to sustainable development, 2006
- External debt for sustainable development swaps, 2005;
- Global environmental conventions: cross-sectoral interaction and capacity building in Kyrgyzstan, 2005
- First National Communication of the Kyrgyz Republic under the UN Framework Convention on Climate Change, 2005
- Global ecological conventions: the capacities of Kyrgyzstan, 2004
- Framework Convention on Environmental Protection for Sustainable Development in Central Asia, 2006

Useful links:

[www.caresd.net](http://www.caresd.net)  
[www.undp.kg](http://www.undp.kg)  
[www.climatechange.undp.kg](http://www.climatechange.undp.kg)



## ANNEX 2 ITINERARY / SCHEDULE

ENVIRONMENT PROGRAMME MID-TERM EVALUATION - SCHEDULE OF ACTIVITIES			March/April 2007
30-31		Documents review, assignment planning, Travel	
Sun 01		Documents review, assignment planning, Transit	
Mon 02	1030 1430 1500 1600 1630	Depart Almaty, by road Arrive Bishkek UN Logistics/Organizational/Planning – Aidai Ashiralieva Introductory briefing – Umbrella Project team and key UNDP Environment Unit personnel Briefing – Zharas Takenov	
Tue 03	0930 1130 1700	Alexander Kashkarev, UNDP Prog Officer Governance; Damira Sulpieva, UNDP Coordin Decentralization Sezin Sinanoglu, DRR; Jyldyz ??? Team meet - planning, schedule, scope and format of work, division of tasks	
Wed 04	1000 1100 1400 1500	Askar Sulaimanovich Toktoshev, Head Municipal Functions, Local Govt Agency Anastasia Divinskaya, UNDP Gender Coordinator Mars Amanaliyev, Director Ozone Centre Ulan Kasymov, Camp Ala-Too Project Director; Aida Gareeva, Project Coordinator	
Thu 05	0900   1400 1530 1600 1730	Umbrella Project – Mira Djangaracheva, PM, Ularbek Mateev, Resource Mobilization, Svetlana Bortsova, Civil Society Participation, Zhyldyz Uzakbaeva, Conventions Implementation, Tatyana Filkova, PM Waste Project, Edilbek Bogombaev, PM Micro-Hydro Project, Zuhra Abaihanova, PM Climate Project Tayirbek Duyshekeevich Sarpashev, Vice-Speaker Parliament Iskender Ismailov, Head Dept Farming Dev, PM Office Akilbek Tumonbaev, Deputy Director Energy & Gas Inspectorate Briefing on CDM at UNDP	
Fri 06	1000 1120 1300 1500 1630	Bishkek City Hall – Nurjamal Satarovna Baibolova, Chair City Kenesh Deputies, Chair Cities Assoc Elena Rodina, Chair NGO Sustainable Env Development and Vital Security Vladimir Grebnev, Regional Coordinator CARNET Irrig Inst – Kubanychbek Mukanbetovich Kulov, Coordinator UNCCD & Temir Proj NPD Meenet Service Office – Bakyt Sultanaliyev (Waste Management, Bishkek)	
Sat 07	1000 1100 1200 1400 1500	Batyrbek Baetov, Secretary, Min Industry, Energy and Fuel Resources Omor Rustembekov, Head Environmental Monitoring Dept, SAEPP Zuhra Abaikhanova, Leading Expert Climate Change Project Ludmila Penkina, Expert, Scientific Project Institute on Land Management Muratbek Baihodjoev, Director Dept International Organizations and Security, Min Foreign Affairs	
Sun 08	all day	Finish documents review, Start initial drafting of report	
Mon 09	1100 1230 1300 1530	Arstanbek Davletkeldiev, Director SAEPP + NPD Umbrella Proj + Climate Chance 2 <sup>nd</sup> Comm Project Kulipa Jumashevna Koychumanova, National Statistics Department Ilya Domashev, "BIOM" environment NGO Inna Mayatskaya, Head Dept Meteorology, Chief Admin Hydromet, Ministry of Emergencies	
Tue 10	1430 1530	Leonid Komarover, UNDP Senior Policy Advisor JICA - Aidai Bayalieva, Assistant Programme Officer	
Wed 11	1000	UN – Azamat Dikambaev, Sec Min Finance	
Thu 12	1400 1530	GTZ Office – Reidiger Hulzen, Project Manager Promotion of Trade and Service Cooperation ADB – Ch. Mambetova, Specialist ADB Projects Implementation	
Fri 13	0700 0800 1300	Depart, by road, for Issyk-Kul Province Tokmok City – Gulushkan Sadabaevna Sadabaeva, Head Public Utilities Sector Nurbek Imanbayev, Project Manager, Temir Project Sanjar Sultankulov, National Expert, Capacity Building, Temir Project Maksat Boronchiev, Chairman Temir-Kashat Cooperative Kilich Asanov, member Temir-Kashat Cooperative Amantur Buylashov, Chairman Karagay-Bulak – Kirchin Cooperative T Sidikbekov, Chairman Tenir-Too Cooperative A Asanbaev, Head, Temir Ail Okmotu Z Kulanbaeva, Head, Lyceum No.42, Temir M Kulov, Veterinarian K Mambetov, member Bagit Jamaat A Kulov, Head of village youth, Temir Village	
Sat 14	0900 1300	Depart Cholpon-Ata Return to Bishkek Drafting first draft of report	
Sun 15	all day	Drafting first draft of report	
Mon 16	1330 1430 1530	Drafting first draft of report Edilbek Bogombaev, National Project Manager, Small Hydro Project Valeri Shevchenko, Monitoring Specialist, Umbrella Project Zuhra Abaikhanova, Leading Expert Climate Change Project	
Tue 17	all day	Drafting first draft of report	
Wed 18	1330	Drafting first draft of report Mira Djangaracheva, PM Umbrella Project	
Thu 19	1400	Drafting of report; prepare presentation Presentation of preliminary findings to UNDP stakeholders	
Fri 20	am 1400	Revise report UNDP – Final debriefing - Sezin Sinanoglu DRR and Zharas Takenov	
Sat 21	all day	Finalize Report	
22-24		Travel	

## **ANNEX 3      DOCUMENTS REVIEWED**

Annual Progress Reports 2005-2006

Annual Work Plan 2005-2007

Capacity Building and Environmental Governance Strengthening for Sustainable Development (Umbrella Project)

Capacity Building of the Municipal Wastes Management System in the Kyrgyz Republic

Central Asian Human Development Report, 2005

Common Country Assessment 2003

Community Based Rangeland Management in Temir Village, Kyrgyz Republic

Country Program Action Plan for Kyrgyzstan for 2005 – 2010

Country Program Document for Kyrgyzstan 2005 – 2010

Development Assistance Framework (UNDAF) for Kyrgyzstan 2005-2010;

Dialogue at local and national levels – contribution to sustainable development, 2006

Draft Medium-Term Country Development Strategy for 2006-2010

Enabling Activities for the Preparation of the KR Second National Communication to the UNFCCC

External debt for sustainable development swaps, 2005;

First National Communication of the Kyrgyz Republic under the UN Framework Convention on Climate Change, 2005

Framework Convention on Environmental Protection for Sustainable Development in Central Asia, 2006

Global ecological conventions: the capacities of Kyrgyzstan, 2004

Global environmental conventions: cross-sectoral interaction and capacity building in Kyrgyzstan, 2005

Handbook on Monitoring and Evaluation for results

Joint Country Support Strategy, 2007

Kyrgyzstan: Environment and natural resources for sustainable development, 2005

Millennium Development Goals Progress Report, Kyrgyzstan, 2003 (New Report is under development currently)

National Human Development Report, 2005

Promotion of Micro-Hydro Power Units for Sustainable Development of Mountain Communities in Kyrgyzstan

UNDP (2006) *The Evaluation policy of UNDP*. Item 15 of the Provisional Agenda for the UNDP and

UNFPA Executive Board Meeting, June 2006, Geneva

UNDP Guidelines for Outcome Evaluators

UNDP Result-Based Management: Technical Note

UNEG (2005) *Norms for Evaluation in the UN System*. United Nations Evaluation Group, April 2005.

UNEG (2005) *Standards for Evaluation in the UN System*. United Nations Evaluation Group, April 2005.

**Websites reviewed and consulted:**

[www.caresd.net](http://www.caresd.net)

UNDP Office in Kyrgyzstan - [www.undp.kg](http://www.undp.kg)

[www.climatechange.undp.kg](http://www.climatechange.undp.kg)

<http://iln.caresd.net/evaluation/>

## ANNEX 4 PERSONS MET AND CONSULTED

### **United Nations Development Programme**

Neal Walker, Resident Representative  
Sezin Sinanoglu, Deputy Resident Representative  
Zharas Takenov, International Senior Programme Officer, Environment unit  
Aidai Ashiralieva, Programme Associate, Environment unit  
Kanat Sultanaliyev, Programme Assistant, Environment Unit  
Alexander Kashkarev, Programme Analyst, Governance Unit  
Damira Sulpieva, Local Self Governance and Decentralization Coordinator  
Anastasia Divinskaya, Gender Coordinator  
Jyldyz Moldokulova, Evaluation Specialist  
Leonid Komarover, Senior Policy Advisor

### **Project : Capacity Building and Environmental Governance Strengthening for Sustainable Development (the Umbrella Project)**

Mira Djangaracheva, Leading Expert and Project Manager  
Ularbek Mateev, National Expert on Resource Mobilization  
Svetlana Bortsova, National Expert on Civil Society Participation  
Zhyldyz Uzakbaeva, National Expert on Conventions Implementation  
Vitaly Shevchenko, Monitoring Specialist

### **Project : Promotion of Micro-Hydro Power Units for Sustainable Development**

Edilbek Bogombaev, National Project Manager  
Alybek Shayakunov, beneficiary of micro-hydro

### **Project : Cooperation with State Bodies and Municipalities on Municipal Waste Management**

Tatyana Filkova, National Project Manager

### **Project : Preparation of the Second National Communication to the UNFCCC**

Zuhra Abaihanova, Project Manager

### **Project : Community-based Rangeland Management in Temir Village**

Kubanychbek Kulov, National Project Director  
Nurbek Imanbayev, Project Manager  
Sanjar Sultankulov, National Expert, Capacity Building  
Ludmila Penkina, National Expert

### **Prime Minister's Office**

Iskender Ismailov, Head, Farming Development Department

### **Ministry of Industry, Energy and Fuel Resources**

Batyrkul Baetov, State Secretary  
Valentina Kasimova, Chief Scientist  
Akilbek Tumonbaev, Deputy Director Energy and Gas Inspection

### **Local Government Agency**

Askar Sulaimanovich Toktoshev, Head, Department on Municipal Functions and Authority Control

### **State Agency of Environment Protection and Forestry**

Arstanbek Davletkeldiev, Director  
Mars Amanaliyev, Head, Ozone Centre of Kyrgyzstan  
Omor Rustembekov, Head, Environmental Monitoring Department

### **Public Foundation “CAMP Ala-too” NGO**

Ulan Kasymov, Director  
Aida Gareeva, Project Coordinator

**Jokorgu Kenesh (Parliament)**  
Taiyrbek Sarpashev, Vice-Speaker

**Bishkek City Kenesh (Municipality)**  
Nurjamal Satarovna Baibolova, Chair City Kenesh Deputies, and Chair of Cities Association

**“Sustainable Nature Resource Use” NGO**  
Elena Rodina, Chair

**CARNET – Digital Network for Environment and Sustainable Development in Central Asia and Russia**  
Vladimir Grebnev, Regional Coordinator

**Meenet Service, Bishkek Municipality Waste Management**  
Bakyt Sultanaliev, Director

**National Statistics Department**  
Kulipa Jumashevna Kychumanova, Head, Department for Social Statistics

**“BIOM “ environmental NGO**  
Ilia Domashov, Coordinator, Biodiversity Conservation and Sustainable Development Programmes

**Chief Hydrometeorology Administration, Ministry of Emergencies**  
Inna Mayatskaya, Head, Dept Meteorological Observations, Forecasts and Information

**Japan International Cooperation Agency (JICA)**  
Aidai Bayalieva, Assistant Programme Officer

**Ministry of Foreign Affairs**  
Muratbek Baihodjoev, Director, Dept International Organizations and Security

**Ministry of Finance**  
Azamat Dikambaev, Permanent Secretary

**German Technical Cooperation (GTZ)**  
Rudiger Hulsen, Team Leader, Development of Trade and Services Cooperatives Project

**Asian Development Bank (ADB)**  
Cholopon Mambetova, Project Implementation Officer

**Tokmok Town Council**  
Gylyshkan Sadabayeva, Head, Housing and Social Cultural Section

**Temir-Kashat Cooperative**  
Maksat Boronchiev, Chairman  
Kilich Asanov, member

**Karagay-Bulak – Kirchin Cooperative**  
Amantur Buylashov, Chairman

**Tenir-Too Cooperative**  
T Sidikbekov, Chairman

**Temir Village**

A Asanbaev, Head, Ail Okmotu  
Z Kulanbaeva, Head, Lyceum No.42  
M Kulov, Veterinarian  
K Mambetov, member Bagit Jamaat  
A Kulov, Head of village youth

## **ANNEX 5      WRITE-UPS OF PROJECTS REVIEWED**

- 1      Capacity Building and Environmental Governance Strengthening for Sustainable Development (Umbrella Project)
- 2      Enabling Activities for the Preparation of the KR Second National Communication to the UNFCCC
- 3      Promotion of Micro-Hydro Power Units for Sustainable Development of Mountain Communities in Kyrgyzstan
- 4      Capacity Building of the Municipal Wastes Management System in the Kyrgyz Republic
- 5      Community Based Rangeland Management in Temir Village, Kyrgyz Republic

# 1) REVIEW OF THE UMBRELLA PROJECT

## 1 Project design and targeted Outcome

The project aims towards the **UNDAF Outcome**: *The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits in a strengthened pro-poor policy environment;*

and **CP Outcome A.2.9**: *Global environmental principles integrated into grass roots poverty reduction efforts.*

The expected Outputs according to the title page are:

- 1) The Coordination Body on Sustainable Development (CBSD) is able to design and implement priority environmental management and sustainable development initiatives.
- 2) Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels.
- 3) Integrated conservation and development policies based on successful GEF projects in biodiversity, land degradation, energy and international waters.
- 4) There are new resources mobilization mechanisms for presentation of the environment and sustainable development introduced.

These Outputs were subsequently changed in a revision of the Country Programme and CPAP, however, the changes were not reflected in the project document.

Further along (on page 4) the ProDoc lists another list of four Outputs that the project is expected to focus on:

- 1) Supporting the National Commission for Sustainable Development (NCSD) and a task body (secretariat); developing the National Strategy for Sustainable Development (NSSD), assisting in strengthening existed the Kyrgyz Republic's Agenda 21;
- 2) Strengthening inter-sectoral cooperation to ensure the coordination and support of GEF projects and the development and implementation of other projects as well as sub-regional activities and the REAP for Central Asia;
- 3) Strengthening capacity of the civil society through raising awareness on environmental issues, improving access to decision-making and law enforcement on environmental protection;
- 4) Providing support to the process of identifying environmental policy priorities, developing mechanisms and tools for their realization as well as improving environmental legislation by bringing it into correspondence with the international legislation and introducing international environmental standards and rules to create a good framework for application of new financial mechanisms such as debt for sustainable development swap.

These four Outputs are different from the earlier four and this anomaly creates confusion, particularly in the absence of a readily-identifiable Objective.

Neither the original, nor the revised set of Outputs, appear to be explicitly related to either the UNDAF Outcome or the CP Outcome even though this relationship is claimed by the ProDoc.

The ProDoc does not show a project Objective.

The ProDoc does not have an explicit description of the "Umbrella" function that this project was expected to carry out.

## 2 Ownership, stakeholders and beneficiaries



The partner for UNDP is the Previous Ministry of Ecology and Emergencies; now the State Agency for Environment Protection and Forestry. The ProDoc lists other partners as - Capacity 2015, GEF, GEF/SGP, UNEP, OECD, OSCE, CIDA, and the GM. However, this project is broader than one agency of Government and the key stakeholder and beneficiary is the entire Government system. Other stakeholders include the private sector and some NGOs.

### **3 Governance**

Project governance is not strong. According to the ProDoc, a Project Management Committee (PMC) will be established “*for project activity management to ensure results on the primary outputs*”. The PMC will be equally comprised by representatives of MEE and UNDP. PMC meetings will be organised based on project needs, but not less than once per six month. The Minister of Ecology and Emergency Situations or one of the Vice-Ministers will be the PMC Chairman. A Director of the Department of Ecology and Nature Management of the MEE will be appointed as a National Coordinator for the project. UNDP International Senior Programme Officer and relevant staff will represent UNDP in PMC.

The Committee that is needed is not a management committee but a steering committee since management is the responsibility of the Project Manager (even if in the ProDoc the Project Manager is referred to as the Leading Expert) and he/she needs the backing and support and guidance of a Project Steering Committee.

### **4 Administration and management**

The project is executed according to the National Execution modality. An Experts Group, supported through the project, will perform the day-to-day operational work on the project and it will consist of a Leading National Expert (= Project Manager), who is responsible for Output 1. Three National Experts, who are responsible for each of the other three Outputs, and a Project Assistant complete the “Experts Group” which in effect is a Project Implementation Unit.

### **5 Project performance monitoring**

Regular PMC meetings will be organised by the National Coordinator to monitor project progress and implementation of project activities. PMC meetings will be organised based on project needs, but not less than once per six month

### **6 Progress**

As can be seen from Annex 6, the project has made significant progress, some of which is towards the Indicators developed for the revised CP Outcome. However, as discussed in Section 3 of this report, since the Indicators are not well-aligned to the Outcome, the project has unfortunately not made much progress towards either the UNDAF Outcome or the CP Outcome.

## 2) REVIEW OF THE CLIMATE CHANGE PROJECT

### 1 Project design and targeted Outcome

This is a GEF Enabling Activity – assisting Kyrgyzstan to deliver on its obligations under the UNFCCC which it signed in May 2000 and ratified later that same year.

The project claims to target –

UNDAF Outcome: *The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits in a strengthened pro-poor policy environment;*

and CP Outcome A.2.9: *Global environmental principles integrated into grass roots poverty reduction efforts*, which has since been revised.

On the surface, these links seem a little bit tenuous. But while the links may not be direct, it can be claimed that the gathering of data, the identification of barriers and the proposal of solutions (such as mitigation and adaptation) do contribute to the Outcomes.

It is expected to contribute to the following CP Outputs:

- *Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and subregional levels*
- *Integrated conservation and development policies are developed.*

The project objective is – The preparation of the Second National Communication and strengthening national capacity by establishing an institutional structure to assist Kyrgyzstan mainstream climate change concerns into the sectoral and national development priorities and meet its Convention obligations.

It will achieve its objective and contribute towards the targeted outcomes by undertaking the following tasks:

- a) an inventory of greenhouse gases for 2001-2004 and re-estimation for time series 1990-2000;
- b) an update of analysis of potential measures to abate the increase in greenhouse gas emissions in Kyrgyzstan;
- c) an assessment of potential impacts of climate change in a selected area of Kyrgyzstan and adaptation measures;
- d) preparation of the Second National Communication of Kyrgyzstan and submission to the CoP.

### 2 Ownership, stakeholders and beneficiaries

The key stakeholder and beneficiary is the Government. Other stakeholders include the private sector and some NGOs. Ultimately, there should be additional benefits down the line in view of the analyses and assessments undertaken in order to produce the Second Communication. There will also be a degree of capacity building.

What could be interpreted as a lack of ownership by the Government is the fact that this is the Second Communication and Kyrgyzstan still requires assistance to be able to satisfy its international obligations. However, the capacity that was built during the production of the First Communication and this Second Communication and recent improvements such as in legislation and enhanced awareness, indicate an optimistic outlook.

### 3 Factors affecting the outcome

The team feels that the “distance” that exists between this project and the outcomes it is meant to contribute to, makes it difficult to see how they will be affected by it. However, in spite of this mismatch, the team still explored any barriers that might exist which could hinder the project from achieving its immediate objective and these are considered below.

### 3.1 Governance

There are many influences that could prevent a project from achieving its objectives and making a valid contribution towards targeted outcomes. Of these, a very common one is weak project governance.

The Project Document says that the project will be executed under the coordination of the Umbrella Project and that the National Project Director and Project Management Committee (= PSC) of the Umbrella Project “*are to function as such for this project as well*”. Under the Umbrella Project it is recognized as an “Associated Project” and the set-up functions well.

The relationship with the Umbrella Project was not the best at the initial stages. Now it is claimed to be easier to work together, collaborate and share. In fact, the team was told that it is essential to work together so as to obtain the necessary support and gain the “mutual enrichment” which results. The team was also told that the Umbrella Project structure aids transparency and helps prevent corrupt practices.

The team concluded that governance was not a negative influence on this project.

### 3.2 Administration and management

The project is led by a Leading Expert (Project Manager) and shares common office space with the Umbrella Project. It also has joint Admin/Finance support from the Umbrella Project. Oversight is provided by the Umbrella Project Lead Expert.

These arrangements appear to be very efficient in that they allow the Leading Expert to give her full attention to the technical aspects of the project and this is thought to enhance the chances of success of the project.

## 4 Project performance monitoring

The Project Document elaborates a structured monitoring and reporting requirement, but there is no reporting requirement to the Umbrella Project.

The Project Document, under Situation Analysis, says that “*the indicator of successful implementation of the project goals will be an increased number of joint activities between government, donors, civil society and private sector aimed to improve environmental practices and ensure synergism of impact of available resources*”; and, another “*indicator of success will be a number of NGOs trained in energy conservation and natural resource management*”.

In addition, Annex B: Technical Components of the Project Proposal of the Project Document provides further targets (listed below) that the project will attempt to achieve and these can also be used to measure/indicate success:

- contribute to the achievement of the UNFCCC ultimate goal and implementation of priority issues of environmental security in Kyrgyzstan
- SNC preparation
- contribute to development of national policy on the climate change and sustainable development

- enhance stakeholders' and public knowledge on climate change related issues
- strengthen information exchange between relevant stakeholders including governmental, non-governmental, academic, public and private sectors
- provide a basis for integration of climate change issues into the national planning process and strategies in different economic sectors
- establishment of Inter-Ministerial Committee on Climate Change
- experts' team trained in the climate change field
- decision makers having enhanced understanding of climate change and its relevance for sectorial and national development priorities
- documented process of SNC preparation and improved GHG inventory
- incorporation of climate change into educational system
- at least one strategic pilot intervention for reducing GHG emission in key sectors
- at least one strategic pilot intervention for adaptation and adaptive capacity
- workshops, training and publications to provide platform for learning and information exchange
- closer cooperation between key stakeholders and improved networking of the national experts

## 5 Progress towards the Outcome

The list above appears somewhat ambitious, however, the team was advised that all the above, except for two, have either been accomplished or are well in-hand. The two exceptions are: the intervention for the reduction in GHG emissions (transport sector has been selected), and the intervention on adaptation and adaptive capacity (Issyk-Kul Province has been selected), and both these are the subject of new proposals which are being formulated as follow-up projects.

While the project is fully justified and effective in itself, and in spite of the connection made by the project document with the UNDAF outcome, it is difficult to see this project as an effective way in which to work towards *"the poor and vulnerable having increased and more equitable access to quality basic social services and benefits"*. On the other hand, it could be argued that it will make a contribution towards global environmental principles being integrated into grass roots poverty reduction efforts, even if this connection is a little removed.

It is also important to note that the project is building capacity and enhancing effective networks which may lead to progress towards the outcomes. The results of the project are also expected to be sustainable, particularly if the State Agency for Environment Protection and Forestry accepts the suggestion of the project and establishes the Climate Change Centre which will serve as the repository and manager of the data and information (including the inventory) generated by the project.

## 6 Partnership strategy

GEF is the major funding partner for this project and through its Enabling Activities facility it has provided \$405,000. Links were established with initiatives connected to the MDGs, inputs and comments were provided to many reports and other documents, links were set up with the private sector, assistance was provided to the GEF/SGP with the selection of proposals for funding. The project has also worked through the Umbrella Project on the preparation of other project proposals such as the one on micro-hydros.

However, the main implementing partner was the then Ministry of Ecology and Emergencies. Following administrative re-organization this has now been passed on to the State Agency for Environment Protection and Forestry. Another partner is listed as the UNDP Bratislava Regional Centre.

### 3) REVIEW OF THE MICRO-HYDRO POWER PROJECT

#### 1 Project design and targeted Outcome

The project targets the National Priority Goal to reduce poverty level by half by 2010. It also targets the MDGs to radically reduce extreme poverty (MDG1) and to ensure environmental sustainability (MDG7).

Within UNDAF Outcome A2: The poor and vulnerable groups have increased and more equitable access to quality basic social services and benefits in a strengthened pro-poor policy environment, the project aims to contribute to the UNDP CP Outcome A.2.9: Global environmental principles integrated into grass roots poverty reduction efforts, through the CP Output A.2.9.2: Capacity building training provided for renewable energy development in service sector and local community.

The team agrees that this project will contribute to renewable energy development in Kyrgyzstan (as targeted in the CP Output) and that it is likely that it will contribute towards the CP Outcome of integrating environmental principles into poverty reduction efforts. Furthermore, it is also expected to make a valid contribution towards the UNDAF Outcome which will provide poor and vulnerable groups with a more equitable access to basic social services and benefits, namely access to electricity.

Project design has identified four barriers (market barriers, institutional and regulatory barriers, technical barriers and financial barriers) and its sets about overcoming them.

Surprisingly, the project document does not indicate the project objective. It does, however, identify the following four outputs:

- Output 1: Increased awareness in mountain communities on benefits and application of MHP units
- Output 2: Improved institutional and regulatory framework for local production and application of MHP units
- Output 3: Serial production of low-cost MHP units in Kyrgyzstan or import of such units is initiated
- Output 4: Suitable delivery and end-user service models for MHP units are identified and promoted in mountain communities of Kyrgyzstan

The project strategy is to take a step-by-step approach whereby the first phase will see the technology introduced and tested at pilot sites. It is intended to formulate a PDF A proposal for a GEF Medium-Sized Project (MSP) on development of renewable energy which will include micro and mini hydro power generation.

#### 2 Ownership, stakeholders and beneficiaries

This project is locally-owned. The implementing partner is an exponent of the private sector, Demonstration Zone of Energy Efficiency Ltd. (which is a joint venture with a Norwegian company), who has invested \$50,000 in the project as parallel financing. The State Energy and Gas Inspection is also identified as a major stakeholder and other partners include the GEF/SGP, a number of NGOs, local manufacturers, local authorities, the Ministry of Local Self-Governance, and private organizations.

The ultimate beneficiaries are the poor and disadvantaged communities, mainly from mountain areas in Kyrgyzstan.

#### 3 Factors affecting the outcome

Of the barriers that had been identified, the financial barrier is the most difficult to overcome and this makes it difficult to overcome the other barriers in turn. The absence of political will, particularly the weak legislative base, may also affect the outcome of the project.

The project has modest staff resources and the Umbrella Project is providing essential support for information, training and other activities. It is also making senior level staff available for lobbying and similar activities thus enhancing the chances of success of the project. Likewise, the impact of the NPD on the project is a positive one.

#### **4 Project performance monitoring**

The project has a PMC (PSC) but most support and advice is derived from the Umbrella Project. Monitoring of progress towards the objective and outcomes is undertaken by the Leading Expert and a report is produced every six months.

#### **5 Progress towards the Outcome**

The project has made good progress towards the outcome and it is expected to continue to do so. It represents an effective way in which to provide equitable access for the poor and disadvantaged to social services.

Capacity has been built by the project particularly in the area of decision-making. It has also raised awareness of the benefits and desirability of micro-hydro power generation.

These benefits of the project are expected to be sustainable and through them, so is the contribution towards the outcome.

#### **6 Partnership strategy**

The main partners of the project are the private sector and the State Energy and Gas Inspection. There is also the participation of the GEF Small Grants Programme. All in all this has been a successful partnership strategy.

## 4) REVIEW OF WASTE MANAGEMENT PROJECT

### 1 Project design and targeted Outcome

The project is intended to build capacities to improve the municipal system of waste management and develop recommendations on organizational and financial implementation of the principles of environmental policy and legislation in the management of wastes.

According to the Project Document, the short term goal of the project is to build a robust and constructive dialogue between local government and the private sector to foster a clean environment. The project will provide expert support to develop the concept and the action plan for wastes management in Bishkek as a pilot city.

Within the framework of the project resources and investments will be mobilized to implement the demonstration pilots on sustainable waste management using clean technologies, and promoting waste separation at source, waste treatment and recycling.

The project targets are the same as those of the other projects, and they comprise the two outcomes:

**UNDAF Outcome A2:** Poor and vulnerable groups increased and more equitable access to quality basic social services and benefits, in a strengthened pro-poor policy environment

**CP Outcome A2.9:** Global environmental principles integrated into grass roots poverty reduction efforts.

The project consists of three components/outcomes:

- development of law enforcement mechanisms, including financial regulations
- development of a set of feasibility studies and business projects on waste management in Bishkek, and
- public awareness component

Each of these components is intended to contribute towards the achievement of the long term goal of building capacities to improve the municipal system of waste management; and the short term goal of building a robust and constructive dialogue between local government and the private sector to foster a clean environment.

The project document lists a number of outputs that will be targeted under each of the components.

The project document also identifies two potential risks associated with the project. The first risk is posed by corruption among municipal officials, and the project document does not propose any measures to overcome the risk. The second risk is that posed by the “closed” approach for decision-making without any public consultation or involvement. The project document does propose measures to mitigate against this risk and achieve transparency.

### 2 Ownership, stakeholders and beneficiaries

According to the project document an Implementing Partner is the Minister of Local Self-Governance and Regional Development Affairs on behalf of the Government. The Executing Partners are the Municipalities of Bishkek, Osh, Tokmok, and Cholpon-Ata. Other Partners of the project are the Ministry of Environment and Emergencies (now the State Agency for Environment Protection and Forestry), the Alliance of Cities of Kyrgyzstan, the Alliance of Local Initiative Facilities for Sustainable Development (Grantees of LIFE and GEF/SGP) and two private sector companies namely “Octam & K” and “Dos Ltd”.

### **3 Progress towards the outcome**

The project has done very good work and achieved many of its targeted outputs. However, it will not achieve its short term goal of attracting the private sector into the municipal waste management sector in Kyrgyzstan because of a number of barriers. These include an entrenched monopoly situation for waste collection and utilization in Bishkek as well as the level of corruption among municipal officials.

The team received a very comprehensive analysis of performance from project management. Achievements have been recorded and barriers have been analyzed with a focus on the means used to create these barriers. According to the report, the experience has shown that the sustainability of private sector involvement in municipal waste management is conditional on changes to state and municipal structures towards market conditions. Many factors are identified as requiring attention including legislation and by-laws, tariffs and payment, waste volume estimates, waste composition, public awareness. These and other issues form the basis for a request for the continuation of the project.

### **4 Factors affecting the outcome**

The risk posed by corrupt practices among municipal officials which had been identified in the project document did eventuate and it has created an impossible barrier for the project from reaching its short term goal. From discussions we have had, the team feels that this barrier cannot be overcome within the existing project design and available resources. There needs to be expert input to advise on how to confront and overcome corrupt practices. The risk related to corrupt practices among municipal officials, which was identified in the project document, definitely exists and creates certain barriers for attaining the project's goals, but there also exist barriers related to monopoly of activities in municipal waste management system. It is necessary to strengthen the work on assistance for de-monopolization in waste management system.

### **5 Follow-up**

The project is due to end towards the end of this year and the stakeholders intend to request a follow-up so as to continue with the work.

The team feels that an effective Governance component must be built into any follow-up project to address corrupt practices and the monopoly situation. The proposed follow-up project will render assistance to the Government to create an effective instrument ensuring the removal of the monopoly situation in the area of municipal waste management, attracting external investments to improve waste management systems, ensuring environmental safety and sustainability of good management practice for municipal wastes and improved public participation in waste management initiatives. The next stage may also see the development of a National Strategy on Municipal Waste Management and its Implementation Plan



## 5) REVIEW OF PASTURE MANAGEMENT (TEMIR) PROJECT

### 1 Problems of implementation

- Management
- Procurement and delays in implementation
- Project vs. UNDP
- Theory and no instruments to implement theory

### 2 Results of the Temir Project leading to the Outcome 2.9

One the result of activities of the Temir Project is the following. Unused rangeland pastures have been planted with fruit trees and berries. It will allow transferring this land from government ownership to the private ownership. So with this and other benefits (generating income from sale of fruits and berries) it has clear impact on poverty reduction. However people understand this only after two years of work of the Project.

Interesting result – community praises UNDP that work with the Project taught people how to work with the donor community. After coming UNDP they were able to attract other donors, namely ARIS (World Bank project) and EU project.

### 3 Governance and Management of the Project

Having identified the problems in implementing the Project the UNDP office and the Umbrella project staff reacted to those problems quite correctly. They have created Crisis Management Group (CMG). The group includes Zharas Takenov, UP staff and NPD. There have been several meetings of CMG from December 2005 to December 2006; at the beginning on monthly basis and later on bi-monthly basis. There was a considerable period between two last meetings (from May 2006 to Dec 2006).

Although CMG is good mechanism to tackle the problems there some weaknesses of the process:

1. It was created informally and needs to be replaced with some formal institution. Actually in some aspects CMG works as a PSC, the latter was not created in the frameworks of the project.
2. There has not been sufficient continuity in decision making process of CMG. Decisions did not reflect in some cases what were discussed during meetings and follow-up meetings did not address issues had raised on previous meeting.
3. The Project Manager participated only in a couple of meetings.

Recommendations:

- There PSC should be created whenever there is a danger of risk not to implement the project or divert implementation form correct way.
- Such institution shall have clear and formal arrangements to work
- Membership shall be establish on the basis “all parties are involved”
- There should be clear clarification of the role and functions of all members of the PSC
- Project Manager has to play clear and leading role in this group.

### 4 Project Manager

- Very smart person, good sectoral knowledge
- He positions himself as a member of the Community but not as a person of UNDP-related staff
- He is not able to create working communications with all parties involved in the management of the project

## **5 Partner Institutions**

Pasture Management is the issue which should be under the control of the Aiyl (village) Council. Therefore the Council shall be a partner organization in the Project. This is not mentioned in the project documentation and was commented upon by local people. This is one of the weaknesses of the design of the project.

## **6 Project and UNDP**

Community members believe that the Project is doing good work and that failure to achieve some results is caused by the UNDP bureaucracy.

- It is because the Project Manager refers himself as a community person and community unconsciously accept him as community person, (the former is wrong, the latter is good)
- Too many promises were made in the beginning of the project and people who did this now use Strategy that the only UNDP hinders them to implement their promise.

## **7 Procurement and delays in implementation**

One example, which was given to me during meetings in Temir and this example how efficient work with ARIS (the WB project).

March 8-10 – cooperative developed projects,

March 24 – presentation to ARIS

Apr 10 – money received.

Recommendation: it will be worth for UNDP to study procurement procedures of ARIS and adopt the best practice.

## ANNEX 6 REPORT ON PROGRESS FROM UMBRELLA PROJECT PIU

<i>Sustainable development principles integrated into poverty reduction efforts</i>					
KEY INDICATORS AND TARGET	PROGRESS CONTRIBUTED BY PROJECTS				
	UMBRELLA	CLIMATE	WASTE	MICRO-HYDRO	PASTURE
Number of developed national action plans to implement commitments of KR under the UN environmental conventions	<p>1) Strategy and general action plan on EC implementation developed</p> <p>3 National Action Plans (Bio, Desert, Pops) on Env. Conv. developed, discussed and provided to Government</p> <p>2) Environmental Security section developed and included in Country Development Strategy</p> <p>Environmental indicators for CDS developed and discussed</p> <p>3) National Environmental Security conception initiated and developed</p> <p>3) Environmental Situation analyses for Donors JCSS developed and discussed</p> <p>4) Environmental aspects in Gender mainstreaming strategy developed and discussed</p> <p>5) MDG 7 costing developed</p> <p>6) Local Agenda 21 integrated in strategies in local level</p> <p>Good contribution to the Indicator.</p>	<p>The activities of the project are in line with the Indicator for UNFCCC</p> <p>National UNFCCC Coordination Board organized.</p> <p>Action Plan developed but not approved yet. Implementation actions are incorporated in the Country Development Strategy.</p> <p>Contribution to the Indicator is under process</p>	<p>The Regional Environmental Action Plan's waste management section evaluation report developed</p> <p>Bishkek's city waste management programme developed - POPs, Basel, Orhus convention included</p> <p>National Action Plan on medical waste management under preparation (Basel convention)</p> <p>Good contribution to the Indicator.</p>	<p>Use of alternative power sources has been included into the Comprehensive Development Framework (CDF) strategy of Kyrgyz Republic till 2010. Matrix National Strategy of Poverty Reduction (NSPR), program of rural complex development till 2010.</p>	<p>1) The project is implementing with the frame work of secretariat ICU13AYP and in the performance of the UN Framework Convention on Climate Change (UNFCCC) and UN Convention to Combat Desertification (UNCCD)</p> <p>2) The project joined to National Framework Programme of KR until 2015 on land resources management. Action Plan existed before project.</p> <p>Reasonable well-aligned with Indicator.</p>
Discussion of all environmental initiatives among civic society, involving mass media	<p>Project mass media and civil society involving strategy developed</p> <p>Cross-sectoral round tables under main environmental problems initiated and organized in all KR regions</p> <p>National conference on cross-cutting and cross-sectoral issues initiated and organized</p> <p>Trainings on SEA for civil society and local communities organized</p> <p>New environmental legislations documents discussed on the caresd.net and updated</p> <p>All activities and information shared via caresd.net and other mass media</p> <p>Good contribution to the Indicator</p>	<p>Project mass media involving strategy developed</p> <p>Broad and consistent discussion of UNFCCC initiatives among civic society, involving mass media.</p> <p>Sessions of trainings enabling experts to prepare CDM projects.</p> <p>Thematic workshops to discuss the current outcomes involving stakeholders.</p> <p>All activities and information shared via caresd.net and other mass media</p> <p>Good contribution to the Indicator</p>	<p>The activities with regard to discussion of all initiatives of the project with civil sector is regularly maintained through mass media, round tables, trainings, social advertising (trailers), video films, publications and caresd.net. The manual on public participation in decision - making on waste management was produced</p> <p>Contribution to the Indicator is under process</p>	<p>Meetings with local communities, NGOs, conduct trainings and seminars. Working with Massmedia (tv, newspaper), internet portal.</p>	<p>1) local communities are actively participating in project planning and implementation.</p> <p>2) All project actions and achievements are covered in media</p> <p>3) Local Agenda 21 and SEA tool is introduced locally in strategic planning in pilot ayil okmotus.</p> <p>All activities and information shared via caresd.net and other mass media</p> <p>Good contribution to the Indicator</p>

# UNDP KYRGYZSTAN ENVIRONMENT PROJECTS – OUTCOME EVALUATION FINAL

Transparent finance resource conversion mechanisms developed	Debt for SD Swap continues to be developed. Initiated work on CDM and Carbon Trading. Good contribution to the Indicator.	Initiated work on CDM and Carbon Trading. CDM Designated National Authority created. Portfolio of PINs and one PDD prepared. Good contribution to the Indicator.	The search and mobilization of resources is being undertaken within the frame of Clean Development Mechanisms. The project proposals have been developed. The project has arrangements with OECD on development of financial strategy on waste management, where the elaboration of financial mechanisms on conversion of resources is envisaged	Joint work with the Ayl-Bank on establishing a revolving fund to finance purchase of equipment by farmers. No activity in this area but could pursue Carbon Credits.	1) When implementing, financial mechanisms on investments realization are developed and introduced based on crediting and active project partners participation. 2) Exchange of achievements (Democratic Governance, GTZ and Micro Hydro Plants).
National legislation adapted to international environmental commitments of KR	Memorandum with Parliament was prepared, legal frames of CDM in Kyrgyzstan were discussed. Discussion of Draft Environment Code and Parliament hearings on implementation of GEC are planned for June 2007.	Analysis of national legislation in respect of the scope and nature of the commitments under the UNFCCC undertaken and the recommendations for the improvement developed. The bill "On the state regulation and policy in the field of GHG emission and sinks" developed and the Law adopted in March 2007. Good contribution to the Indicator.	The Acts of international agreements are part of national legislation, where the republic is represented as a party. At that, in developed drafts of normative acts such issues are envisaged as implementation of international conventions (POPs, Orhus, Basel, Climate Change). The project participated in elaboration of ecological code, section - wastes, which is directly targeted at inclusion of regulations of international conventions into national nature protection legislation	Preparation for working out of draft legislation of KR on use of renewable energy.	1) Project is based on priorities determined in National Action Plan on Environment Protection (NAPEP) and National Plan on combating desertification (NAPEP) 2) Draft of new law "On pastures" is being developed
Target: Institutional and legislative framework strengthening for improvement of International Environmental Agreements implementation	Assessment and analysis of implementation of all environmental conventions developed Recommendations on improvement of coordination and implementation EC developed and provided for Government Political FP from MFA appointed Analytical report on Natural resources doe Sustainable Development wish recommendation was developed. <b>Assessment and monitoring mechanism of Umbrella and other projects has been launched.</b>	Target is being achieved per the project Work Plan and through provision of the soft assistance	The was work undertaken on improvement of system of informational exchange aimed at implementation of Aarhus convention through elaboration of Manual on public participation in decision - making on waste management. Prepared the situation report in waste management with proposals and recommendations for institutional and legal securing, including issues of public participation, treatment of hazardous wastes (Aarhus, Basei, POPs, Climate Change).	To work out draft legislation on renewable energy and to submit for Parliament's consideration, establish revolving fund under the Ayl-Bank, to make an enterprise ready for producing Micro Hydro Power units, create maintenance services.	1) Inter-agency cooperation on land degradation issues and communal pasture management ha been established 2) local government and community have raised their capacity when introducing community land resources management forms . 3) Expertise acquired by local communities is spread around neighboring territories

## Outreach activities

## UNDP KYRGYZSTAN ENVIRONMENT PROJECTS – OUTCOME EVALUATION FINAL

1. *External Debt for Sustainable Development Swaps Approaches INITIATIVES OF KYRGYZSTAN*
2. *Dialogue at Local and National Levels – Contribution to Sustainable Development*
3. *Global Environmental Conventions: Cross-Sectoral Interaction and Capacity Building in Kyrgyzstan*
4. *Third National Report on Biodiversity*
5. *Kyrgyzstan: Environment and Natural Resources for Sustainable Development*
6. *Collection of Laws on Municipal Waste management in Kyrgyzstan (2 Editions)*
7. *Collection of articles and informational materials on Municipal waste management technologies*
8. *Expertise change on Municipal waste management*
9. *Access of men and women to natural resources (at print house)*
10. *Environment Protection for Sustainable Development folder with informational leaflets (information on the UNDP environmental projects)*
11. *Renewable Energy Sources in the Kyrgyz Republic booklet*
12. *Dialogue + TV Programs (14 TV Programs were broadcasted at the National Channel)*

CPAP OUTPUT	PROGRESS
<b>A 2.9.1</b> The Coordination Body for Sustainable Development (CBSD) is able to design and implement priority environmental management and sustainable development initiatives	The Coordinating Body or Commission has not been established in spite of the efforts of the Project.
<b>A2.9.2</b> Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels	Cross cutting collaboration and informational exchange with UNDP Programmes on Poverty Reduction, Democratic Governance, Gender Coordinator, and Disaster Reduction Advisor. Sub-regional collaboration initiated National and sub-regional Informational and knowledge exchange based caresd.net lunched. Based on stakeholders' consultation three Medium Sized Projects were developed (Ichtyofauna, NCSA 2, Suusamyrl)
<b>A.2.9.3</b> Increased institutional capacity to implement international conventions and agreements	<ol style="list-style-type: none"> <li>1. Project Steering Committee has been established and is operating</li> <li>2. Partnership with State Agency on Environment Protection and Forestry (SAEPF), Departments of the President Administration, Office of Prime Minister, Parliament, Ministry of International Affairs, Ministry of Economy and Finance, etc. Memorandum of Understanding with GTZ, CAMP, Demonstration Zone of Water and Energy efficiency, Norwegian Company Energy Saving International (ENSI).</li> <li>3. Information and expert support civil society</li> <li>4. Web-site for SAEPF and series of NGOs</li> <li>5. Training on Aarhus Convention "Access to justice on Environment Protection" was held joint with RECCA</li> <li>6. Consultative support of MDG costing</li> <li>7. Promoting SEA at national (Country Development Strategy) and local (development plans) levels</li> <li>8. Roundtables on Sustainable development and rational nature management were held joint with the Secretariat on Comprehensive Development Framework under President's Administration of the KR and Central Asian Mountain Program (CAMP)</li> <li>9. Review and assessment of GEC national implementation</li> </ol>
<b>A2.9.4</b> New financial mechanisms and partnerships are introduced for the environment at protection and conservation	<ol style="list-style-type: none"> <li>1. Further development of the Debt for SD Swap mechanism and initiation of activities under the CDM provisions</li> <li>2. The GEF/UNDP MSP "Capacity Building for Improved National Financing of Global Environmental Management in Kyrgyzstan" Project is developed and sent to GEF Secretariat. The project contributes to enhance capacity for global environmental management by leveraging financial and technical resources to address country needs for capacity to better manage global environmental issues.</li> </ol>

## ANNEX 7 POTENTIAL LINKS ACROSS UNDP PROGRAMME COMPONENTS (from Environment Unit)

Environmental Protection	Democratic Governance	Poverty Reduction	Disaster Management	Subject
<p><b>Output A2.9.2</b> Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels <b>Indicator A.2.9.2 (3)</b> Local self governments include issues of natural resource conservation (Local Agenda 21) in their development plans <b>Indicator A.2.9.2 (4)</b> Reflection of Environmental MDGs in social and economical development plans both on local and national levels.</p>	<p><b>Output B.1.2.1</b> Capacity of local administration and councils to effectively deliver services enhanced <b>Indicators B.1.2.1 (1)</b> # of longer term participatory development plans engendered, prepared and # of municipal servants trained and retrained  <b>Output B.1.2.2</b> Participation of civil society and private sector in the local decision-making enhanced <b>Indicators B.1.2.2 (1)</b> Preparation and implementation of MDG-based local development plans</p>	<p><b>Output A.1.1.1</b> Poverty reduction and development plans at national and local levels adequately address MDGs in their formulation, implementation and monitoring stages <b>Indicators A.1.1.2 (2)</b> Local Development Strategies developed, based on MDGs</p>	<p><b>Output B.1.2.1</b> Capacity of local governments for disaster management strengthened <b>Indicators B.1.2.1 (4)</b> # local level development and strategic plans that include disaster management component</p>	<p><b>Local Agenda 21 development and implementation. Introduction of MDG approach in the planning process.</b></p>
<p><b>Output A2.9.2</b> Expanded collaboration between key stakeholders in the area of environmental management for sustainable development on national and sub-regional levels <b>Indicator A.2.9.2 (1)</b> # of joint activities initiated between governments, organizations, donors, civil society, private sector, and academia</p>	<p><b>Output B.1.1.1</b> Capacity of governmental structures for professional public information and outreach increased, including through ICT <b>Indicators B.1.1.1 (1)</b> Guidelines established towards improving Government public relations.</p>	<p><b>Output A.1.2.1</b> Increased access of the poor to business development information, trainings and vocational education, to enable the poor to start and run sustainable businesses <b>Indicators A.1.2.1 (1)</b> # of people received access to information on business development  <b>Output B.1.1.2</b> National capacity to comply with international conventions on human rights, gender equality and good governance strengthened <b>Indicators B.1.1.2 (1)</b> Kyrgyzstan follows it reporting obligations on international conventions timely, accurate and with high quality</p>		<p><b>Implementation of Aarhus convention (on civil society rights to access to environmental information, justice and decision making) in line with other human rights conventions.</b></p>
<b>Output A.2.9.3.</b>	<b>Output B.1.7.2</b>			<b>Legal framework to meet</b>

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Increased institutional capacity to implement international conventions and agreements. <b>Indicator A.2.9.3 (6)</b> Number of sustainable natural resource management practices are introduced among local communities to conserve and rehabilitate endangered eco-systems	Parliamentary oversight improved, including parliamentary capacity to review the national budget, national development strategies, and sector reform plans. <b>Indicators B.1.4.2</b> (1) Correspondence of the Parliament's oversight functions to international standards and in collaboration with the Government and engagement of the public		the KR obligations under IEA
<b>Output A2.9.4</b> New financial mechanisms and partnerships are introduced for the environmental protection and conservation. <b>Indicator A.2.9.4 (2)</b> Number of private companies enjoy introduced mechanisms and involved in co-financing and implementing the projects and programmes for sustainable development	<b>Output B.1.2.2</b> Participation of civil society and private sector in the local decision-making enhanced <b>Indicators B.1.2.2 (2)</b> The volume of mobilized investments for local development	<p><b>Output A.1.1.2</b> More favorable environment exists for businesses to participate in the formal economy, and to promote economic growth <b>Indicators A.1.1.2</b> Number of accepted recommendations/regulatory measures</p> <p><b>Output A.1.2.2</b> Model sustainable business development services are in place and close linkages with the private sector and local government are established <b>Indicators A.1.2.2 (4)</b> # of pilot public-private initiatives established</p>	Involvement of private business in solving SD issues