

UNDP Decentralised Country Programme Evaluation The Kyrgyz Republic



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Terms of Reference

Brief Summary

Title	The Decentralized Country Programme Evaluation (DPCE) for the Kyrgyz Republic 2018-2022
Purpose	This ToR is designed to guide the evaluation of the 2018-2022 Country Programme Document of UNDP in the Kyrgyz Republic
Country/Region	Kyrgyz Republic/RBEC region
Duration	2018-2022 programme period

I. Introduction

Given the COVID-19 pandemic and associated challenges in programme operations, Independent Evaluation Office (IEO) revised its Country Programme Evaluation work plan for 2020 and 2021, according to which the Country office have been informed on changes being made and the list of countries not included in the ICPE for 2021. Therefore based on the recommendations from IEO, UNDP in the Kyrgyz Republic initiated the evaluation of its Country Programme Document 2018-2022 with support of the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) and Istanbul Regional Hub (IRH) to capture and demonstrate evaluative evidence of UNDP's performance and contributions to national development priorities, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results. The DCPE will focus on the formal UNDP country programme approved by the Executive Board. The purpose of an DCPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

The Global COVID-19 pandemic has presented UNDP with considerable challenges in implementing its ongoing programme of work in line with the CPD. Even more so than usual, UNDP has been required it to be adaptable, refocusing and restructuring its development work to meet the challenges of the pandemic and Country's need to effectively prepare, respond and recover from the wider COVID-19 crisis, including its socio-economic consequences. This DCPE will also consider the level to which UNDP was able to adapt to the crisis and support country's preparedness, response to the pandemic and its ability to recovery meeting the new development challenges that the pandemic has highlighted, or which may have emerged.

After ADR which was conducted in 2016, this is the first DCPE for Kyrgyzstan, and will be conducted in 2021 towards the end of the current UNDP programme cycle (2018-2022), with a view to contributing to the preparation of UNDP's new programme starting from 2023. The DCPE will be conducted in close collaboration with the Government of the Kyrgyz Republic, IEO and Regional Bureau for Europe and the CIS.

II. National context

The Kyrgyz Republic, hereinafter referred to as Kyrgyzstan, is a landlocked low middle-income country with unstable socio-economic performance and volatile political situation. Over the years Kyrgyzstan has seen an increase in its population and stand at 6.58 million persons. Kyrgyzstan's GDP growth rate pattern has also been growing and reached 8.455 billion USD in 2019¹.

Kyrgyzstan's 2019 HDI of 0.697 is above the average of 0.631 for countries in the medium human development group and below the average of 0.791 for countries in Europe and Central Asia. From Europe and Central Asia, Kyrgyzstan HDI ranking of 120 is comparable with Tajikistan and Uzbekistan, which have rankings of 125 and 106, respectively².

¹ <https://data.worldbank.org/country/KG>

² <https://www.kg.undp.org/content/kyrgyzstan/en/home/presscenter/pressreleases/2020/12/hdr-kyrgyzstan-in-middle.html>

Following the detection of three COVID-19 cases in the Kyrgyz Republic on 18 March 2020, the government declared an Emergency Situation throughout the country³. This was followed by State of Emergency declarations on 25 March in Bishkek, Osh City, Nookat and Kara-Suy districts in the Osh oblast, and Suzak district in the Jalal-Abad oblast, each covering the period to 15 April 2020. On 15 April 2020, the state of emergency was extended to the town of Naryn and At-Bashi district in the Naryn oblast. As of mid-July 2020, the COVID-19 infection rates have risen overwhelming local medical services in Bishkek.

The Kyrgyz Republic and its neighbors also instituted measures to prevent further spreading of the coronavirus across the region. Having closed its border with the People’s Republic of China (PRC) in December 2019 (well before the first reported infection in mid-March)⁴, the Kyrgyz Republic imposed border restrictions with Kazakhstan, Tajikistan, and Uzbekistan. It also suspended all international and domestic flights. While necessary from a public health perspective, these measures have significantly disrupted trade and mobility, and have resulted in an external financing gap estimated at \$500 million (section 2.4). Furthermore, there are a number of additional external impacts arising from the COVID-19 shock that have triggered economic consequences and adverse social outcomes, many of which are mutually reinforcing.

The recent UNDP/ADB Socio-Economic and Vulnerability Impact Assessment the lockdown and border restriction measures have significantly impacted the country’s economic stability and social fabric. Table 1⁵ below provides an overview of selected social indicators, many of which are likely to have slipped in 2020 as a result of the pandemic and economic shut down. The unemployment rate spiked as a result of the shutdown, poverty rate has increased, and per capita incomes have fallen. While all three of these indicators have deteriorated as a result of the recent crisis, the impact of increased unemployment and poverty will in turn worsen near term economic prospects, including fiscal outturns.

KYRGYZ REPUBLIC SELECTED SOCIAL INDICATORS			
Population (Millions / 2020)	6.58	GINI Index (2018)	27.7
Unemployment Rate (2019 / %)	7.4	Life Expectancy at Birth in Years (2018)	71.4
Poverty Rate (2018 / %) ⁶	22.4	Adult Literacy rate (% of population 2018)	99.6
Per Capita GDP (US\$)	1,323	Under-Five Mortality (per 1000 live births)	18.9

Source: IMF Kyrgyz Republic: 2017-25 Macro Framework Tables (December 2020)

The Coronavirus pandemic has had a significant impact on the current and future socio-economic prospect of the country and is likely to hamper the welfare gains the country has made in the past two decades. As a small, landlocked country with relatively high poverty rates and a dependency on remittances from labor migrants working in neighboring countries, the Kyrgyz Republic is facing an urgent and confronting set of challenges. With substantial losses in major economic sectors—tourism, trade and consumer services, and construction—the country’s gross domestic product for 2020 is anticipated to contract by as much as 10%.

³ UNDP/ADB. COVID19 in the Kyrgyz Republic: Socio-economic and Vulnerability Impact Assessment and Policy Response.

⁴ The PRC is the Kyrgyz Republic’s largest trading partner, accounting for 35% of the country’s imports in 2019. Therefore, closure of the PRC border not only reduced tax revenues for the Government of the Kyrgyz Republic, but also affected the country’s domestic production base.

⁵ Peter Middlebrook. Preliminary analysis of Fiscal Issues in Kyrgyzstan.

⁶ National poverty headcount ratio is the percentage of the population living below the national poverty line(s). National estimates are based on population-weighted subgroup estimates from household surveys. For economies for which the data are from EU-SILC, the reported year is the income reference year, which is the year before the survey year.

On 2 March 2021, at the time of finalizing this TORs, there have been 86,318 confirmed cases and 1,467 deaths of COVID-19⁷. Current global evidence suggests that the pandemic is most likely to feature recurring epidemic waves, interspersed with periods of low-level transmission.⁸ However, there is a strong commitment of the Government to align its national development strategy with the 2030 Agenda and implement it to ensure inclusive and sustainable growth in the country. In 2020, the Government of the Republic of the Kyrgyz Republic with the support of the UN agencies, performed a first comprehensive review of the progress of the country towards the SDGs – the 2020 Voluntary National Review, that provides an analysis of the progress achieved so far and areas that require further accelerated efforts.

In July 2019, the IMF forecast nominal GDP in 2020 to be US\$ 8.7 billion, with a real GDP growth rate of 3.4 per cent⁹. By the end of 2020, all prior forecasts, projections and macro-fiscal assumptions had been revised (mostly down), as a direct result of the primary and secondary impacts of the COVID-19 pandemic. Forecast nominal GDP had been revised down to US\$ 7.471 billion, with -8.0 per cent growth; an 11.4 per cent departure from the original projection. GDP per capita incomes fell to below 2017 levels and are now not projected to return to 2017 levels until 2024; projection assumptions accepted.

In early 2020 the COVID-19 pandemic exposed the fragility of the Kyrgyz economy, leading the former President to plead for debt restructuring (using conditional debt cancellation conversion rules as envisioned by members of the Paris Club) from its international creditors (i.e., EXIM Bank China, the World Bank and Asian Development Bank). As of February 2021, a looming debt sustainability crisis, widening fiscal deficit, rising inflation and challenges in financing the deficits on trade in merchandise goods and services. With the global health crisis ongoing, with debt to GDP having increased significantly in recent years, and with a continued downturn in trade and business despite considerable expenditure obligations, the sustainability of Kyrgyzstan's public finances is once again under threat.

A large section of the population was either poor or vulnerable to poverty before the crisis. Nationally, approximately 22.4% of the population (1,429,621 people) in the Kyrgyz Republic live below the country's poverty line, and 54.8% are considered vulnerable to poverty (have per capita incomes below the international poverty line of purchasing power parity (PPP) US USD 5.50 per day).¹⁰ A major factor contributing to this widespread vulnerability is the prevalence of poor-quality employment and lack of decent jobs. Overall, it is estimated that pre-crisis around 70% of the workforce in the country was employed in the informal or semi-informal sector. Approximately 96% of employment in the agricultural sector, 94% in the garment industry, 95% in trade and services, 87% construction and transport and 89% in hotels and restaurants is informal or semi-informal.¹¹

According to the results of a survey carried out by UNDP/Agence d'Aide à la Coopération Technique et au Développement in May 2020, 94% of the over 600 micro, small and medium-sized enterprises (MSMEs)

⁷ <http://med.kg/en/>

⁸ WHO, [Considerations in adjusting public health and social measures in the context of COVID-19 Interim guidance](#), 2020.

⁹ Peter Middlebrook. Preliminary analysis of Fiscal Issues in Kyrgyzstan.

¹⁰ World Bank data. <https://databank.worldbank.org/Poverty-in-Kyrgyzstan-/id/44c60e2>.

¹¹ According to national statistics for 2018, 70.8% of the workforce, or 1.69 million workers, were employed in the informal sector in that year (61% of female employment and 76.9% of male employment), and informality represented 61.8% of all employment in urban areas and 76.0% in rural areas. In 2018, the estimated number of people informally employed in manufacturing (mostly garment production) was 219,000 (of whom 44% were women). Similarly, the hotel and restaurant sector (a proxy for tourism) employed 143,000 (of whom 49% were women and 89% informal).

surveyed had already experienced a negative impact due to the COVID-19 crisis. Approximately 67% had experienced a drop in sales, 66% had to close temporarily and 50% could not deliver their produce due to transport disruption. Most had put their staff on unpaid leave, rather than firing them. 65% could not repay loans, and only 6% had received some form of support.¹²

Another key channel of socioeconomic impact has been the fall in remittances from the up to 1 million Kyrgyz citizens working abroad. Overall, an estimated 715,000 people were lifted out of poverty due to receipt of remittances in 2019. However, given that remittance incomes are tied to the economic health of the hosting countries, and that the negative effect of the pandemic in remittance-originating countries, especially in the Russian Federation and Kazakhstan, is expected to continue (not least because of the drop in international oil prices), the decline in remittances is projected to amount to at least 4-5% of GDP in 2020 (conservative estimate).¹³

The socio-economic impact of the crisis is considerable and multifaceted. Not only are growth and revenue aggregates affected, but the secondary impacts on society, business and vulnerability continue to increase. At the same time, Official Development Assistance (ODA) and remittances are forecast to decline (due to economic contraction in host countries) in 2021 undermining the potential for a quick fix. Though Kyrgyzstan's trade relationships with Russia, Eurasian Economic Union countries and China dominate, Europe is again approaching lockdown and international trade and mobility between markets remain subdued. Though successful Presidential elections in January 2021 have reduced political uncertainty, the growing debt crisis risks a deep public finance management crisis with implications for social spending, and the social contract.

The UNDP/ADB Impact assessment informed formulation of the UN14 Immediate Socio-Economic Response to COVID19. The framework had been recently presented to the Kyrgyz Government and positive feedback received.

In 2020, the Corruption Perceptions Index (CPI) in Kyrgyzstan shows that corruption undermines the system and exacerbates violation of democratic principles amid the COVID-19 pandemic. Kyrgyzstan ranked 124 out of 180 countries.¹⁵ From 2015 to 2020, the Kyrgyz Republic's score in the index changed from 28 to 31 points in 2020.

Women's participation rate in the labour market is lower than men's, and has been falling over the last decade, as remittances have increased the reservation wage and have led to further withdrawing of women from the labour force. In 2019, the paid labour force participation rate for women was 47.7% (75.7% for men).¹⁶ Women outside of the labour force account for 72% of the total working-age population living below the poverty line.¹⁷ Rural women in Kyrgyzstan (more than 64% of Kyrgyz women) work longer hours than men, in both paid and unpaid work. United Nations Entity for Gender Equality and

¹² Similar results were found through a survey of 1,053 entrepreneurs (of whom 45% were individual entrepreneurs and 39% had less than 50 employees) commissioned by the Organization for Security and Cooperation in Europe: 89% had experienced a negative impact, including a drop in revenue ranging from 75 to 100% in April. The service and trade sectors were most affected. The main form of support received was postponement of loan payments, or tax holidays. 63% had enough financial and other reserves to keep going for another two weeks to one month.

¹³ UNDP-ADB, Socioeconomic Impact and Vulnerability Assessment, 2020.

¹⁴ <https://www.kg.undp.org/content/kyrgyzstan/en/home.html>

¹⁵ <https://24.kg/english/181579-Transparency-International-Fight-against-corruption-declarative-in-Kyrgyzstan>

¹⁶ World Bank Gender Database, ILO modelled estimates. Women's participation rate has fallen since 2000, when it was circa 62% (World Bank, Transitioning to better jobs in the Kyrgyz Republic, 2015).

¹⁷ From UNDAF.

the Empowerment of Women (UN Women) data also suggest that the COVID-19 pandemic has led to a tripling of the work burden for women, especially in domestic tasks that are less visible and that are unpaid. This burden of unpaid care work on women and girls imposes considerable restrictions on their time and mobility, with negative implications for women's economic empowerment, and their ability to actively participate in, influence and contribute to the country's response to the pandemic.

The Kyrgyz Republic ratified the Paris agreement on climate change at the end of 2019, and has begun taking policy steps towards a greener, low-carbon future. The Green Economy Policy was adopted in late 2019, and a pollution action plan was adopted in 2020. However, considerable challenges remain. For example, electricity consumption over the last eight years has increased by 83%,¹⁸ and the country's growing energy needs have increasingly been met by coal, the consumption of which nearly tripled during 2006–2018. In addition to contributing to the country's growing carbon footprint, this has led to rising air pollution and associated health costs: annual deaths associated with air pollution in the Kyrgyz Republic are increasing.¹⁹ More sustainable energy policies could mean new opportunities for private sector employment, new green jobs, access to concessional "green" global finance, and reduced reliance on energy imports.

Moreover, subsidies financed from the state budget currently incentivize unsustainable natural resource management in both energy and agriculture. Regarding the latter, water losses in agriculture are estimated at 2.1 billion cubic metres annually,²⁰ or about one-quarter of total water extraction. Smart investments to reduce water losses could lead to considerable boosts in agricultural production and productivity.²¹ Overall, dedicated studies have shown that there are considerable cost saving opportunities to be obtained from using energy and water resources more efficiently, and from having better alignment of state subsidies with the Green Economy Policy. Policies aimed at slowing biodiversity loss and warming temperatures can also contribute to making the emergence and spread of future pandemics less likely.^{22,23}

III. UNDP Programme in the Kyrgyz Republic

The current UNDAF 2018-2022 was signed in May 2017 and the Country Programme Document (CPD) was aligned with the UNDAF and Government's National Development Strategy 2040 and approved in June 2017 by the UNDP Executive Board. The UNDAF defined four outcomes, while UNDP is organized around three of them:

- (i) sustainable and inclusive economic growth, SDGs 1, 8, 10, 11 (outcome 1);
- (ii) good governance, rule of law, human rights, gender equality, SDG 3, 5, 16 (outcome 2); and
- (iii) environment, climate change and disaster risk management, SDG: 1, 7, 13, 15 (outcome 3).

¹⁸ National Statistical Committee of the Kyrgyz Republic, Fuel and energy balance of the Kyrgyz Republic 2018, <http://stat.kg/ru/publications/toplivno-energeticheskij-balans/>.

¹⁹ www.pureearth.org/wp-content/uploads/2018/11/Kyrgyzstan-Pollution-Health-and-Economic-Impacts-The-Lancet-Report.pdf.

²⁰ www.water.gov.kg/index.php?option=com_content&view=article&id=228&Itemid=1274&lang=ru.

²¹ www.water.gov.kg/index.php?option=com_content&view=article&id=228:vodnye-resursy-i-vodokhozyaistvennaya-infrastruktura-kyrgyzstana&catid=99&lang=ru&Itemid=1274.

²² Abrahm Lustgarten, "how climate change is contributing to skyrocketing rates of infectious disease", *ProPublica* (7 May 2020); and UNEP, [Working with the environment to protect people: UNEP's COVID-19 response](#).

²³ United Nations COVID19 Socioeconomic Response Framework for the Kyrgyz Republic. 2020

Throughout its programming, UNDP focused on prioritizing those who are affected by and vulnerable to poverty, especially rural communities, as well as youth (particularly young women), disabled, HIV affected, etc. UNDP aims to also increasingly serve as a policy advisor and knowledge broker, facilitating South-South and triangular cooperation.

The UNDAF and UNDP country programme outputs and indicative resources are summarized in the following table:

UNDAF and UNDP Country Programme Development Outcomes and Outputs and indicative resources (2018-2022)			
UNDAF and UNDP country programme development outcomes and outputs	Planned resources (US\$ millions) (2018-2022)	Budget (US\$ million) 2018-2020	Expenditure (US\$ million) 2018-2020
<p>UNDAF outcome 1. By 2022, inclusive and sustainable industrial, agricultural and rural development contribute to the economic growth, decent work, improved livelihoods, food security and nutrition, especially among women and vulnerable groups.</p> <p><i>Output 1.1: Policy frameworks and institutional mechanisms enabled at the national and subnational levels for sustainable, resilient, inclusive and gender-responsive economic growth. (SDGs 5, 8, 10)</i></p> <p><i>Output 1.2. Green/ sustainable entrepreneurship and investment environment enhanced to increase economic productivity and trade, including labour productivity, especially for women and youth. (SDG 8)</i></p> <p><i>Output.1.3. Women, youth and people from regions with high poverty rates benefit from improved services and infrastructure, better skills, access to resources, sustainable jobs and livelihoods. (SDGs 8, 11)</i></p>	<p>Regular: 4,400 Other: 32,192</p>	10,767,039	7,344,697
Total outcome 1	36,592	10,767,039	7,344,697
<p>UNDAF outcome 2. By 2022, institutions at all levels are more accountable and inclusive, ensuring justice, human rights, gender equality and sustainable peace for all.</p> <p><i>Output 2.1. Core functions and capacity of parliament, key government institutions and local authorities strengthened for accountable, transparent and inclusive policymaking and implementation, as well as high-quality public service delivery. (SDGs 3, 5, 16)</i></p> <p><i>Output 2.2. Justice system and institutions enabled to uphold rule of law, promote and protect human rights, and improve access to justice of vulnerable population groups, especially women, youth, minorities and persons with disabilities. (SDGs 16, 5)</i></p> <p><i>Output 2.3. Women and youth are empowered to participate in decision-making at national and local levels. (SDG 5)</i></p>	<p>Regular: 3,853 Other: 29,692</p>	51,783,050	39,929,444

UNDAF and UNDP Country Programme Development Outcomes and Outputs and indicative resources (2018-2022)			
UNDAF and UNDP country programme development outcomes and outputs	Planned resources (US\$ millions) (2018-2022)	Budget (US\$ million) 2018-2020	Expenditure (US\$ million) 2018-2020
<i>Output 2.4. Institutions and communities are enabled with inclusive policies, mechanisms and capacities, to address the risks of violent extremism and conflicts. (SDGs 16, 5, 10)</i>			
Total outcome 2	33,545	51,783,050	39,929,444
<p>UNDAF outcome 3. By 2022, communities are more resilient to climate and disaster risks and are engaged in sustainable and inclusive natural resource management and risk-informed development.</p> <p><i>Output 3.1. Policy, legal and institutional systems enhanced to apply innovative climate change mitigation and adaptation practices across the country. (SDG 13)</i></p> <p><i>Output 3.2. National and subnational governments have improved capacities to adopt and implement gender-responsive disaster risk reduction strategies. (SDGs 11, 13)</i></p> <p><i>Output 3.3. Innovative and smart solutions developed at national and sub-national levels for sustainable management of natural resources, ecosystem services, chemicals and waste, for better livelihoods and employment, with the focus on women and youth. (SDG 15)</i></p> <p><i>Outcome 3.4. Improved adaptive capacities and on-farm water efficiency, and integrated resilience to climate change in vulnerable farming communities, focused on women and women-led households. (SDGs 1, 2, 13)</i></p>	Regular: 4,000 Other: 45,863	16,486,027	10,913,690
Total outcome 3	49,863	16,486,027	10,913,690
Grand total	120,000	79,036,116	58,187,831

Source: UNDP Kyrgyzstan Country Programme Document 2018-2022 and ATLAS extraction (30 Dec 2020)

Each of the outcomes is related to the specific thematic area and includes number of projects addressing different sub-areas as follows:

Outcome 1: Under this outcome, UNDP assistance to the Kyrgyz Republic is focused on sustainable, resilient, inclusive and gender-responsive development-oriented policies and accountable institutions that support diversification, productive activities, decent job creation, and technological upgrading and innovation, including through labour-intensive sectors. Green entrepreneurship and investment environment are supported in partnership with the communities to increase economic productivity—including labour productivity – and trade, especially for women and youth. UNDP, jointly with other United Nations organizations and in cooperation with development partners such as Finland, the Russian Federation, and international financial institutions, continues supporting local governments and people from urban and rural communities and regions with high poverty rates, and conflict-prone areas, in implementing comprehensive, risk-informed and conflict-sensitive area-based development

interventions. Programme activities prioritize women, youth, ethnic minorities and people with disabilities to benefit from improved services and infrastructure, trainings, access to resources, and sustainable jobs and livelihoods.

Outcome 2: Under this outcome, UNDP planned to support the Kyrgyz Republic to strengthen parliamentary and legal system for the rule of law and access to justice; streamline the regulatory framework for service delivery; and mainstream gender throughout most activities. UNDP, in partnership with the parliament, the Government, human rights institutions, civil society organizations, informal institutions, communities, and the main target groups – women, youth and vulnerable populations – planned to contribute to sustainable development goals 5 and 16, with indirect impact on goals 3 and 10. UNDP, jointly with other United Nations organizations (UN Women, UNICEF, UNFPA, OHCHR, UN Peacebuilding Fund) and in cooperation with development partners including the EU, Finland, Japan, the Russian Federation, Switzerland, the United Kingdom, and the United States of America, supported the country in securing and sustaining the recent gains and promoting peace, justice, and the rule of law. The assistance focused on accountability, transparency, the effectiveness and efficiency of institutions to respond to citizens' expectations for rule of law and justice, more effective services, and economic development. In addition, UNDP supported the parliament in better exercising its oversight functions. Capacities of key government institutions and local authorities are strengthened for accountable, transparent and inclusive policy implementation and delivery of public services. Also, under this outcome, UNDP continued to strengthen the capacity of the Ministry of Health in ensuring equal access to HIV and tuberculosis services for vulnerable groups within the Global Fund to fight AIDS, TB and Malaria, which UNDP managed as Principal Recipient. The support aimed at strengthening national capacity to respond to these diseases and providing universal access to prevention and treatment for high risk groups.

Outcome 3: Under this outcome, UNDP's support focused on promoting integrated approaches to development, applying social and environmental standards and building the resilience of institutions and communities to climate and disaster risks and contributing directly to sustainable development goals 7, 13 and 15, with indirect impact on goals 1, 2, 8 and 12, and in line with the Paris Agreement and the Sendai Framework for Disaster Risk Reduction, 2015-2030. UNDP worked with United Nations organizations, development partners – including Japan, KOICA and traditional partner as GEF – to access climate financing mechanisms for mitigation and adaptation, focusing on improved climate resilience of agricultural livelihoods through scaled-up on-farm water efficiency. Women are empowered to participate in natural resource management, and the Government supported in ensuring gender-responsive policymaking, monitoring and evaluation related to environmental management, including the collection and use of sex- and age-disaggregated data for evidence-based, inclusive decision-making.

Under all above mentioned outcomes, UNDP tried to reach the most vulnerable groups, such as women, youth, persons with disabilities and people living with HIV, unemployed and those at risk of radicalization, and made wider and better use of South-South (Armenia, Kazakhstan, Uzbekistan and other countries) and triangular cooperation (Japan, KOICA, Russian Federation and others) to foster development prospects, particularly in the areas of good governance, climate change and disaster risk reduction.

IV. Scope of the evaluation

DCPE is conducted in the penultimate year of the ongoing UNDP country programme in order to feed into the process of developing the new country programme. The DCPE will focus on the present programme cycle (2018-2022) while taking into account interventions which may have started in the previous programme cycle (2012-2017) but continued or concluded in the current programme cycle.

As a country-level evaluation of UNDP, the DCPE will focus on the formal UNDP country programme approved by the Executive Board but will also consider any changes from the initial CPD during the period under review. The scope of the DCPE will include the entirety of UNDPs activities in the country and will therefore cover interventions funded by all sources, including core UNDP resources, donor funds, government funds, joint funds etc. Besides, against the backdrop of shifting from UNDAF to UNSDCF, it is important to cover which particular factors may need specific attention in UNDP's focus on, and planning for, results within a joint UN approach and in considering its position in the wider UN programme. Efforts will also be made to capture the role and contribution of UNV, UNCDF, if any, through undertaking joint work with UNDP. Initiatives from regional and global programmes will be included in the CPD evaluation. The evaluation will also examine the UNDP's contribution toward cross-cutting issues, e.g. human rights, gender, leaving no one behind, and capacity development. The evaluation should be forward-looking by drawing lessons from the current CPD and propose recommendations for the next CPD.

V. Key evaluation questions and guiding principles

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms and Standards.²⁴ The DCPE will address the following four main evaluation questions.²⁵ These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. To that extent has UNDP been able to adapt to the COVID-19 pandemic and support country's preparedness, response and recovery process?
4. What factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results?

DCPEs are conducted at the outcome level. To address question 1, a Theory of Change (ToC)²⁶ approach will be used in consultation with stakeholders, as appropriate, to better understand how and under what conditions UNDP's interventions are expected to lead to accountable institutions, justice and sustaining peace, inclusive and sustainable economic growth, environment, climate change and DR management in the country. Discussions of the ToC will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. As part of this analysis, the progression of the programme over the review period will also be examined. In assessing the CPD's progression, UNDP's capacity to adapt to the changing context in Kyrgyzstan and respond to national development needs and priorities will also be looked at.

²⁴ <http://www.uneval.org/document/detail/1914>

²⁵ The DCPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria. More detailed sub-questions will be developed during the desk review phase of the evaluation.

²⁶ Theory of Change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. At a critical minimum, theory of change is considered to encompass discussion of the following elements: context for the initiative, including social, political and environmental conditions; long-term change that the initiative seeks to support and for whose ultimate benefit; process/sequence of change anticipated to lead to the desired long-term outcome; cross-cutting elements and their integration into the various interventions; assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; diagram and narrative summary that captures the outcome of the discussion.

The effectiveness of UNDP's country programme will be analysed in response to evaluation question 2. This will include an assessment of the achieved results and the extent to which these results have contributed to the intended CPD objectives. In this process, both positive and negative, direct and indirect as well as unintended results will be identified. It will be important to examine how UNDP has been able to introduce *innovation* and *agility* as specific factors for effectiveness, and *Lessons learned* in terms of results/deliverables from the evaluation.

Evaluation question 3 will examine UNDPs support to COVID-19 preparedness, response and recovery at the Country level. This will include an assessment of the relevance and effectiveness of the support to the needs of partner countries; it's alignment with national government plans as well as support from other UN Agencies, Donors and NGOs/ CSOs; and its effectiveness in preventing loss of lives and livelihoods and protecting longer-term social and economic development. The analysis will also explore the extent to which UNDP's funding decisions were informed by evidence, needs and risk analysis and dialogue with partners, the efficient use of resources and how the support has contributed to the development of social, economic and health systems that are equitable, resilient and sustainable.

To better understand UNDP's performance, the specific factors that influenced - positively or negatively - UNDP's performance and eventually, the sustainability of overall results in the country will be examined in response to evaluation question 4. They will be examined in alignment with the engagement principles, drivers of development and alignment parameters of the Strategic Plan²⁷, as well as the utilization of resources to deliver results and how managerial practices impacted achievement of programmatic goals. Special attention will be given to the integration of gender equality and women's empowerment in the design and implementation of the CPD.

Among the three key CPD Outcomes which will be reviewed as planned, to the extent possible, the evaluation team will assess UNDP efforts towards strengthening the environment for civic engagement and poverty reduction in Kyrgyzstan.

In addition to the above questions, the evaluation is expected to produce answers surrounding the evaluation criterion of relevance, effectiveness, efficiency and sustainability. Below are guiding questions.

Relevance

- To what extent has the current UNDP programme supported the government of the Kyrgyz Republic in achieving the national development goals, responding to unexpected events, implementing the 2030 Agenda for sustainable development and delivering CPD intended results?
- To what extent has the UNDP programme responded to the priorities and the needs of target beneficiaries as defined in the programme document?
- Have the efforts made by UNDP and national partners to mobilize resources and knowledge been in line with the current development landscape?
- To what extent did the UNDP programme promote SSC/Triangular cooperation?
- Has UNDP been able to effectively adapt the programme to the effects of the COVID-19 pandemic in the Kyrgyz Republic?

²⁷ These principles include national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

Coherence

- To what extent does the UNDP programme strategy outline an internally and externally coordinated approach and shows the interlinkages among UNDP programmes and collaborations with UN and other development partners.
- Have the UNDP country programme and outcomes delivered in a coherent manner producing synergies among the inter-linked themes/ outcomes? What mechanisms exist to facilitate programme synergies and coherence at the CO level and how effective have they been?
- How effective has UNDP been in demonstrating its integrator role as the lead agency for SDG integration, providing integrated development solutions?
- To what extent has UNDP been successful in mobilizing partnerships with state and non-state actors and facilitating development financing for the SDGs in the country?

Effectiveness

- By reviewing the programme results and resources framework, is the UNDP programme on track to achieve intended results at the outcome and output levels? What are the key achievements and what factors contributed to the achievements or non-achievement of those results?
- To what extent has UNDP programme contributed towards an improvement in national government capacity, including institutional strengthening? How could UNDP enhance this element in the next UNDP programme?
- Which programme areas are the most relevant and strategic for UNDP to scale up going forward?

Efficiency

- To what extent has there been an economical use of resources (funds, human resources, time, expertise, etc.)? What are the main administrative constraints/strengths?
- Is the results-based management system operating effectively and is monitoring data informing management decision making?
- To what extent has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in the Kyrgyz Republic?
- How well does the workflow between UNDP and national implementing partners perform?
- To what extent have programme funds have been delivered in a timely manner?

Sustainability

- What outcomes and outputs have been adopted or have the most likelihood of sustainability and being adopted by partners and why?
- To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have national partners committed to providing continuing support (financial, staff, aspirational, etc.)?
- To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

Human rights

- What barriers have been seen to the inclusion of vulnerable groups in UNDP's work and what can be done to improve inclusion of these groups?

Gender Equality

- To what extent have gender equality and the empowerment of women been addressed in the programme strategic design, implementation and reporting? Are there key achievements?
- In what way could UNDP enhance gender equality in the next country programme?

VI. Approach and Methodology

Assessment of existing data and data collection constraints:

With respect to indicators, the three CPD outcomes are supported by 12 outcome indicators and 11 outputs supported by 29 output indicators accompanied with the respective baselines and targets. To the extent possible, the DCPE will seek to use these indicators to better understand the intention of the UNDP programme and to measure or assess progress towards the outcomes. The data sources of the indicators are not always clearly identified and, in many cases, the evaluation's ability to measure progress against these indicators will depend on national statistics.

It is also important to note that UNDP projects that contribute to different outcomes are at different stages of implementation, and therefore it may not always be possible to determine the projects' contribution to results. In cases where the projects/initiatives are still in their initial stages, the evaluation will document observable progress and seek to ascertain the possibility of achieving the outcome given the programme design and measures already put in place.

It is expected that the evaluation methodology will comprise of the following elements:

- Data collection methods
- Desk Review
- Stakeholder involvement including beneficiaries
- Validation
- DCPE rating system

Data collection methods: During this phase, the evaluation team will engage in data collection activities. Given the current travel limitations due to COVID some of the data collections and interviews will be undertaken virtually. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries during this stage. To supplement the virtual data collection, the DCPE team will include a national consultant and also explore the possibility of engaging with a national research institution/ think tank to support the support the DCPE. The evaluation will use data from primary and secondary sources, including desk review of documentation and information and interviews with key informants, including beneficiaries, partners and managers. An advance questionnaire will be administered to the country office before the data collection mission in the country. A multi-stakeholder approach will be followed, and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral

donors, and beneficiaries of the programme. Focus group discussions will be used to consult some groups of beneficiaries as appropriate.

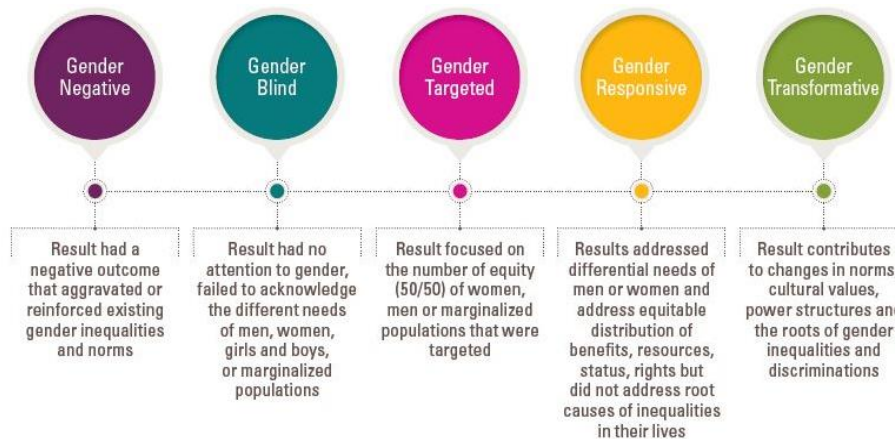
The evaluation team will also undertake field visits to selected project sites to observe the projects first-hand, taking into account epidemiological situation and travel restrictions in the country in regard to the COVID-19 situation. It is expected that regions where UNDP has a concentration of field projects (in more than one outcome area), as well as those where critical projects are being implemented will be considered. The DCPE will cover all outcome areas. The coverage will include a sample, as relevant, of both successful projects and projects reporting difficulties where lessons can be learned, both larger and smaller pilot projects, as well as both completed and active projects.

If the travel restrictions imposed by COVID continue, the stakeholder interviews and field missions will be conducted virtually, including with the help of national level consultants or institutions.

The evaluation team will undertake an extensive review of documents. Country office will identify an initial list of background and programme-related documents which will be posted on an DCPE SharePoint website of the CO. The document review will include, among others: background documents on the national context, documents prepared by international partners during the period under review and documents prepared by UN system agencies; programme plans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports; and evaluations conducted by the country office and partners.

In line with UNDP's gender mainstreaming strategy, the DCPE will examine the level of gender mainstreaming across all of UNDP Kyrgyzstan programmes and operations. The level of sustainability of the high gender standards achieved and confirmed by the Office's certification with the Gold Gender Equality Seal in 2019 will be assessed. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. To assess gender, the evaluation will consider the gender marker²⁸ in the portfolio analyses by outcome area and the gender results effectiveness scale (GRES) when assessing results. The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative (see figure below). In addition, gender-related questions will be incorporated in the data collection methods and tools, such as the pre-mission questionnaire and interview



²⁸ A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE (not actual expenditures).

questionnaire, and reporting.

The DPCE will also examine the level of engagement, how UNDP reached the most vulnerable groups, not only women, but youth, persons with disabilities and people living with HIV, unemployed and those at risk of radicalization across UNDP respective programmes and projects, and also examine the use of South-South and triangular cooperation to foster development prospects, particularly in the areas of good governance, climate change and disaster risk reduction.

Desk Review: Evaluation team members will conduct desk review of reference material, and identify specific evaluation questions, and issues in a detailed evaluation design matrix. Further in-depth data collection will be conducted, by administering an advance questionnaire and interviews (via phone, Teams, Zoom, etc.) with key stakeholders, including country office staff. Based on this, detailed evaluation questions, gaps and issues that require validation during the field-based phase of the data collection will be identified.

Stakeholder involvement: A participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP's contribution to the country.

Validation: The evaluation will triangulate information collected from different sources and/or by different methods to enhance the validity of findings. Based on the analysis of data collected and triangulated, the consultant/research institution will undertake a synthesis process to write the DCPE report. The draft will first be subject to peer review by IEO and the UNDP Regional Bureau for Europe and the CIS for quality assessment and factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made, and the UNDP Kyrgyzstan country office will prepare the management response to the DCPE, under the overall oversight of the regional bureau.

The report will then be shared at a final debriefing where the results of the evaluation are presented to key national stakeholders. The way forward will be discussed with a view to creating greater ownership by national stakeholders with respect to the recommendations as well as to strengthening accountability of UNDP to national stakeholders. Considering the discussion at the stakeholder event, the evaluation report will be finalized and published. The DCPE report will be written in English. It will follow the standard IEO publication guidelines. The DCPE report will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely distributed by the CO within support of IEO and RBEC. The Kyrgyzstan country office and the Government of the Kyrgyz Republic will disseminate to stakeholders in the country. The report and the management response will be published on the UNDP website²⁹ as well as in the Evaluation Resource Centre. The Regional Bureau for Europe and the CIS will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.³⁰

²⁹ web.undp.org/evaluation

³⁰ erc.undp.org

DCPE rating system: Based on the rating system piloted by IEO under its Independent Country Programme Review (ICPR) model and the lessons learned from its application, IEO is currently developing a rating system for DCPEs which will be applied on a pilot basis to the DCPEs in 2021. Ratings will be applied to CPD Outputs and Outcomes, where 'Outputs' will be rated against UNDP country programme's progress/achievement towards each of the planned outputs and 'Outcomes' will be rated against UNDP's contribution to CPD Outcome/ UNSDCF outcome goals.

There are following evaluation products are expected from the evaluation team:

- Evaluation inception report (up to 10 pages). The inception report, containing the proposed the theory of change, and evaluation methodology should be carried out following and based on preliminary discussions with UNDP. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed (this element can be shared with UNDP well in advance). The inception report is expected to be provided before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluator.
- Draft evaluation report (max 45 pages including executive summary). UNDP and other designated government representatives and key stakeholders in the evaluation, including the IRH, will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.
- Evaluation report audit trail. Comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how they have addressed comments.
- Final evaluation report and evaluation brief. Evaluation brief should contain 2 pages maximum including evaluation recommendations.
- Presentation to stakeholders (this may be done online in view of the COVID-19 epidemiological situation in the country).

VII. Management arrangements

Independent Evaluation Office of UNDP: The UNDP CO will commission the DCPE in consultation with the IEO, the Regional Bureau for Europe and the CIS and the Government of the Kyrgyz Republic. Lead Evaluator will lead the evaluation and coordinate the evaluation team. IEO will agree with CO on distribution of costs to meet all costs directly related to the conduct of the DCPE. IEO will provide technical inputs to the DCPE, which includes inputs to ToRs, review draft inception reports and review and provide comments on first draft of the DCPE report.

UNDP Country Office in Kyrgyzstan: The country office will support the evaluation team to liaise with key partners and other stakeholders and ensure that all necessary information regarding UNDP's programmes, projects and activities in the country is available to the team and provide factual verifications of the draft report on a timely basis. The country office will provide the evaluation team in-kind organizational support (e.g. arranging meetings with project staff, stakeholders, beneficiaries;

assistance for project site visits). If travel is not possible due to COVID pandemic, the CO will support consultants to coordinate these virtually. To ensure the independence of the views expressed, country office staff will not participate in interviews and meetings with stakeholders held for data collection purposes. The country office will jointly organize the final stakeholder meeting, ensuring participation of key government counterparts, including participation of the RBx and IEO (via videoconference), where findings and results of the evaluation will be presented. Additionally, the country office will support the use and dissemination of the final outputs of the DCPE process.

UNDP Regional Bureau for Europe and the CIS (RBEC): RBEC will support the evaluation through information sharing, providing inputs to the TORs, inception and draft reports and quality assurance, and will also participate in discussions on emerging conclusions and recommendations.

Evaluation Team: The CO with support of IRH M&E Advisor will constitute an independent evaluation team to undertake the DCPE. The CO will ensure gender balance in the team which will include the following members:

Consultant(s)/ national research institution/ think tanks: CO will recruit one international and one national consultant and also explore the possibility of engaging with a national research institution/ think tank who will support the DCPE and be responsible for their designated outcome areas. The international consultant will perform the Team leader's role and national consultant will provide knowledge of national context and support the full evaluation process. The Interpreter will be provided to the Evaluation team if needed. Under the guidance of COEFP, they will conduct preliminary research and data collection activities, prepare outcome analysis papers, and contribute to the preparation of the final ICPE report. With the support from IEO, RBEC ME focal point and CO ARR, the International consultant/research institution will be responsible for the synthesis process and the preparation of the draft and final evaluation reports.

International consultant has overall responsibility for conducting the CPD evaluation and providing guidance and leadership to the national consultant. S/he will be responsible for developing a methodology for the assignment that reflects best practices and encourages the use of a participatory and consultative approach as well as delivering the required deliverables to meet the objective of the assignment. S/he will lead the preparation and revision of the inception, draft and final reports, ensuring the assignments have been completed in the agreed timeframe.

S/he has responsibilities as follows:

- Leading the documentation review and framing of evaluation questions;
- Leading the design of monitoring and evaluation questions and field verification tools;
- Ensure efficient division of tasks between evaluation team members;
- Leading the evaluation team in planning, execution and reporting;
- Incorporating the use of best practice with respect to evaluation methodologies;
- Incorporating results from the three CPD outcomes into the report;
- Responsible for and leading the drafting of inception report, finalization/quality control of the evaluation report including timely submission and adjustment;
- Leading the kick-off meeting and debriefing meeting on behalf of the evaluation team with UNDP and stakeholders;

Required Qualifications:

- Minimum Master's degree in economics, public administration, regional development/planning or any other social sciences related to economic management and pro-poor development;

- 7 to 10 years relevant experience in undertaking evaluation in the development sector;
- Strong knowledge of UNDP and its working approaches including partnership approaches with Government, civil society and community groups;
- Proven experience in conducting outputs/outcomes/impact/CPD/UNDAF evaluations;
- Knowledge of English, and Russian is an asset.

National consultant will support the Team Leader by providing knowledge of the development context in the Kyrgyz Republic. S/he is well aware of Kyrgyz cultural context and working with different government institutions. S/he collects all relevant documents and reports needed for the review. S/he will support the team leader in coordinating with UNDP, government partners and other stakeholders. S/he will play a crucial role in organizing meetings, workshops, interviews, consultations during the field missions. S/he will draft some parts of the report as assigned by the team leader. The consultant will advise the Team Leader on relevant aspects of the local context where the projects have operated.

Under the supervision of Evaluation Team Leader, s/he has responsibilities as follows:

- Support the documentation review and framing of evaluation questions;
- Support the coordination with UNDP, government partners, stakeholders and other parties;
- Undertake field visits and collect feedback from beneficiaries, project stakeholders etc.;
- Support the Evaluation Team Leader in planning, execution, analyzing and reporting;
- Incorporate the use of best practice with respect to evaluation methodologies;
- Support the drafting of inception report, finalization/quality control of the evaluation report;
- Participate and support the kick-off meeting and debriefing meeting with UNDP and stakeholders;
- Facilitate and support the field data collection in country;
- Perform the translation services when required.

Required Qualifications:

- Master's degree or equivalent in Development, Economics, Public Policy, Communications, English, Social Sciences, Humanities or any other relevant field;
- Up to 7 years relevant experience in undertaking evaluation in the development sector;
- Experience with evaluation methodologies; programme development and project implementation;
- Have a strong understanding of the development context in the Kyrgyz Republic and preferably understanding of the strategic country-wise priorities;
- Previous gender-responsive evaluation is an asset;
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios;
- Demonstrated capacity in strategic thinking, problem solving and policy advice;
- Strong inter-personal skills, teamwork, analytical skills and organizational skills;
- Excellent presentation and drafting skills, and familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software;
- Fluent in English (written and spoken) and Russian (written and spoken), Kyrgyz is an asset;

VIII. Evaluation arrangements

The below table outlines key roles and responsibilities for the evaluation process. Evaluation Manager who is usually M&E focal point, will assume the day-to-day responsibility for managing the evaluation and serve as a central person connecting other key parties.

The evaluators will report to the Resident Representative (RR) who will be technically supported by the Regional M&E Advisor and M&E Focal point. The final approval of the report will be made by the RR. The final payment will be made upon the satisfactory completion and approval of the report.

Role	Responsibility
Commissioner of the Evaluation: UNDP Resident Representative	<ul style="list-style-type: none"> • Lead and ensure the development of comprehensive, representative, strategic and costed evaluation; • Determine scope of evaluation in consultation with key partners; • Provide clear advice to the Evaluation Manager on how the findings will be used; • Respond to the evaluation by preparing a management response and use the findings as appropriate; • Safeguard the independence of the exercise; • Approve TOR, inception report and final report; • Allocate adequate funding and human resources; • Ensure dissemination of the evaluation report to all the stakeholders.
Independent Evaluation Office (IEO)	<ul style="list-style-type: none"> • Guide and advise on the evaluation process through the online consultations (in collaboration with the Regional M&E Advisor) • Provide technical inputs to ToRs, review draft inception reports and review and provide comments on first draft
Regional Evaluation Focal Points	<ul style="list-style-type: none"> • Support the evaluation process and ensure compliance with corporate standards; • Provide technical support to country office including advice on the development of terms of reference; recruitment of evaluators and maintaining evaluator rosters; implementation of evaluations; and finalization of evaluations, management responses and key actions; • Ensure management response tracking and support M&E capacity development and knowledge-sharing; • Dispute resolution when issues arise in implementation of evaluations; • Contributes to the quality assurance process of the evaluation. • Closely monitor the whole process and facilitate as necessary.
DRR/ARR/Cluster Team leader	<ul style="list-style-type: none"> • Provide inputs/advice to the evaluation on the detail and scope of the terms of reference for the evaluation and how the findings will be used; • Ensure and safeguards the independent of evaluations; • Provide the evaluation team with all required data and documentation and contacts/stakeholders list, etc.; • Support the arrangement of interview, meetings and field missions; • Provide comments and clarification on the terms of reference, inception report and draft and final evaluation reports;

	<ul style="list-style-type: none"> • In consultation with stakeholders, respond to evaluation recommendations by providing management response and key actions to all recommendations addressed to UNDP; • Ensure dissemination of the evaluation report to all stakeholders including the project boards; • Responsible for the implementation of key actions on evaluation recommendations in partnership with the respective stakeholders.
Evaluation Manager: M&E Focal Point	<ul style="list-style-type: none"> • Support the development of the evaluation TOR; • Support to IEO and RBEC M&E Advisor to manage the selection and recruitment of the Evaluation Team; • Support to manage the contractual arrangements, the budget and the personnel involved in the evaluation; • Provide executive and coordination support; • Provide the Evaluation Team with administrative support and required data; • Connect the Evaluation Team with the wider programme unit, senior management and key evaluation stakeholders and ensure a fully inclusive and transparent approach to the evaluation; • Review the inception report and final report; • Lead the management response and coordinate among respective CO colleagues; • Ensure the management response to be provided in time and manage it in ERC.

IX. Timeframe for the evaluation process

The timeframe and responsibilities for the evaluation process are tentatively³¹ as follows:

Tentative timeframe for the CPD evaluation process		
Activity	Responsible party	Tentative timeframe
Phase 1: Preparatory work		
TOR completed and approved by IEO Director	CO/RBEC M&E Advisor/IEO	April 2021
Selection of consultant team members	CO/RBEC M&E Advisor/IEO	May-June 2021
Phase 2: Data Collection and Desk analysis		
Provide necessary information and documentation to Evaluation team	CO	June 2021
Desk review, Evaluation design, methodology and preparation of inception report	ET CO	June 2021
Draft Inception report and approval	ET/RBEC M&E Advisor/CO	June-July 2021
Phase 3: Stakeholders engagement		

³¹ The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.

Meeting with UNDP and Stakeholder interviews, field visits ³² , etc.	ET/RBEC/CO	July 2021
Phase 4: Analysis, report writing, quality review and debrief		
Analysis of data and validation of information provided	ET/ CO	August 2021
Synthesis and draft report writing	ET	August 2021
Zero draft evaluation report and comments to be provided by UNDP	ET/IEO/RBEC M&E Advisor/CO	August 2021
Second draft shared with UNDP, the Government and national stakeholders	ET/CO/Stakeholders	September 2021
Consolidation of all comments and update report based on the comments provided	ET	September 2021
Phase 5: Publication and dissemination		
Editing and formatting	Evaluation team	September 2021
Final report and evaluation brief	Evaluation team	October 2021
Dissemination of the final report and evaluation brief	Evaluation team/CO/IEO/RBEC M&E Advisor	October 2021
Stakeholder workshop via videoconference	IEO/CO/RBEC	November 2021

X. Evaluation ethics.

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' which are available here: <http://www.unevaluation.org/document/detail/102>. The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultants must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

XI. ToR Annexes:

- A. Key Background documents (CPD 2018-2022, UNDAF 2018-2022, Project documents and Project briefs, key national strategic documents)
- B. Key stakeholders and partners
- C. Evaluation Guidelines
- D. Evaluation Report Template
- E. Evaluation Design Matrix

³² With COVID19 related precaution.

Annex A. Key Background documents

- UNDAF 2018-2022 <https://www.kg.undp.org/content/kyrgyzstan/en/home/about-us/legal-framework.html>
- CPD 2018-2022 <https://www.kg.undp.org/content/kyrgyzstan/en/home/about-us/legal-framework.html>
- National Development Strategy of the Kyrgyz Republic for 2018-2040 <http://donors.kg/en/rs/strategy/5174-national-development-strategy-of-the-kyrgyz-republic-for-2018-2040>
- National Development Programme of the Kyrgyz Republic 2018-2022 “Unity, Trust, Creation” http://donors.kg/images/DEVELOPMENT_PROGRAM_OF_KR_Unity_trust_creation.pdf
- Voluntary National Review on implementation of SDGs in the Kyrgyz Republic 2020 <https://www.gov.kg/files/news/froala/31fd4ccfb40ee54dd5a29ccd26445951bbb71761.pdf>
- Report on Kyrgyzstan’s Progress on SDGs 2019 <https://kyrgyzstan.un.org/en/15700-report-kyrgyzstans-progress-sustainable-development-goals>
- Project documents. Access will be granted. <https://teams.microsoft.com/l/channel/19%3a49354fde9f0e4a8aa92ed5413255b338%40thread.skype/General?groupId=9053eafe-d9d5-406c-8775-b81d37968c8a&tenantId=b3e5db5e-2944-4837-99f5-7488ace54319>
- UN in the Kyrgyz Republic Annual Report 2020 <https://kyrgyzstan.un.org/index.php/en/125200-un-kyrgyzstan-annual-report-2020>

Annex B. List of Key stakeholders and partners

- Office of President of the Kyrgyz Republic
- Prime ministers Apparatus
- Jogorku Kenesh of the Kyrgyz Republic (Parliament)
- General Prosecutor's Office of the Kyrgyz Republic
- Ministry of Foreign affairs of the Kyrgyz Republic
- Ministry of economy and finance of the Kyrgyz Republic
- Ministry of Justice of the Kyrgyz Republic
- Ministry of Internal affairs of the Kyrgyz Republic
- Ministry of education and sciences of the Kyrgyz Republic
- Ministry of Health and Social development of the Kyrgyz Republic
- Ministry of Emergency situations of the Kyrgyz Republic
- Ministry of culture, information, sport and youth policy of the Kyrgyz Republic
- Ministry of Agriculture, water resources and development of regions of the Kyrgyz Republic
- State Agency on forestry of the Kyrgyz Republic
- State Agency on youth, physical culture and sport of the Kyrgyz Republic
- State Agency on probation service (forensic service) of the Kyrgyz Republic
- State Agency on digital development of the Kyrgyz Republic
- State Agency on investment of the Kyrgyz Republic
- State Registry Service of the Kyrgyz Republic
- Central Election Commission of the Kyrgyz Republic
- National Statistics Committee of the Kyrgyz Republic
- Local self-governance and administrations
- Chamber of Commerce and Industry of the Kyrgyz Republic
- National Bank of the Kyrgyz Republic
- Russian Kyrgyz Development Fund
- Eurasian Development Bank
- Civil society organizations (including Women's movement, Local business associations, etc.)
- Academia/Universities and Media organizations
- Private sector

Annex C. Evaluation Guidelines

- UNDP Evaluation Guidelines <http://web.undp.org/evaluation/guideline/index.shtml>
- UNEG Norms and Standards <http://www.unevaluation.org/document/detail/1914>
- UNEG Ethical Guidelines <http://www.unevaluation.org/document/detail/102>
- UNEG Code of Conduct <http://www.unevaluation.org/document/detail/100>

Annex D. Evaluation Report Template

The report should be complete and logically organized, and include the following standard elements:

1. Title and opening pages (with basic information)
2. Evaluation Information details
3. Table of contents
4. List of Acronyms and Abbreviations
5. Executive Summary (2-3 pages)
6. Introduction
7. Description of intervention
8. Evaluation Scope and objectives
9. Evaluation approach and methods
10. Data analysis
11. Findings and Conclusions
12. Recommendations
13. Lessons learned
14. Report Annexes
 - ToR for evaluation
 - Additional methodology related information and documentation
 - List of individuals/groups interviewed
 - List of reviewed supporting documents
 - Programme/project results model or results framework
 - Summary tables of findings
 - CV and Biographies of evaluators
 - Signed code of conduct

Annex E. Evaluation Design Matrix for DCPE

Evaluation Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)	Data analysis (e.g.)
EQ 1. What did the UNDP country programme intend to achieve during the period under review?	1.1 What are UNDP's outcomes as defined in the CPD?	<p>UNDP's specific areas of work and approaches for contribution under CPD/UNDAF outcomes</p> <p>UNDP's interventions strategy, e.g. theory of change that maps an expected pathway of change, logic and assumptions; including plans detailing required financial resources and capacity for programme implementation (and evidence of their provision)</p> <p>Evidence of design tailored to meeting development challenges and emerging needs of the country</p> <p>Evidence of design <i>based on a clear and comprehensive risks analysis</i></p>	<p>Desk/literature review of relevant documents (including problem analysis conducted by the CO)</p> <p>Semi-structured interviews/focus groups with relevant stakeholders</p> <p>Field studies/visits to beneficiaries</p> <p>Survey(s) to cover gaps or validate preliminary findings</p>	<p>Map a theory of change to identify the logic, sequence of events and assumptions behind the proposed programme</p> <p>Problem/risk analysis of underlying development challenges</p> <p>Stakeholders analysis</p> <p>SMART analysis of CPD indicators</p> <p>Triangulate data collected from various sources and means (e.g. cross check interview data with desk review to validate or refute TOC).</p>
	1.2 If there have been any changes to the programme design and implementation from the initial CPD, what were they, and why were the changes made?	Evidence of existence and application of relevant measures to respond to the changes put and their coordination/consistency across the implemented activities.		
EQ 2. To what extent has the programme	2.1 To what extent and with which results did UNDP	Progress towards achievement of intended objectives per sector (including a list of indicators chosen for the CPD and those	Desk/literature review of relevant documents	Contribution analysis against TOC assumptions

achieved (or is likely to achieve) its intended objectives?	achieve its specific objectives (CP outputs) as defined in the CPD and other strategies (if different)?	used for corporate reporting, baselines, targets; and status) Evidence of achievement of results within the governance - poverty-environment/energy-climate nexus	Code in NVivo ROARs, GRES as well as indicators status to assess progress and trends Project QA data extraction	Counterfactual analysis to check whether results could have been delivered without UNDP Analysis of evaluations and audits;
	2.2 To what extent did the achieved results contribute to the outcome?	Clear linkages between UNDP's specific interventions and UNDAF-defined outcome level changes Evidence of contribution to GEWE Evidence of contributions to the SDGs	Semi-structured interviews/focus groups with relevant stakeholders Field studies/visits to beneficiaries Survey(s) to cover gaps or validate preliminary findings	Summary of outcome indicator and status Analysis of corporate surveys Trend analysis of ROARs & GRES Triangulate data collected from various sources and means.
EQ 3. What factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results?	3.1 What programme design and implementation-related factors have contributed to or hindered results?	Key factors affecting the results (Typology of key factors to be created, e.g.): Degree of alignment with national priorities Programme focus/design and implementation approach (e.g. mix of interventions, up/downstream, short/long-term, appropriateness of indicators)	Project QA data extraction Semi-structured interviews/focus groups with relevant stakeholders - focus on validating or refuting lines of inquiry and collecting perceptions and observations on the "why" and factors that influence or impede effectiveness; Field studies/visits to beneficiaries	Completion of a template of 'factors' with analysis of 'strength of influence (extent the factors affect UNDP's ability to achieve its objectives)' Contribution analysis against TOC assumptions; Counterfactual analysis to check whether results could have been delivered without UNDP Analysis of evaluations and audits; Analysis of corporate surveys Trend analysis of ROARs & GRES
	3.2 How have the key principles of the Strategic Plan been applied to the country programme design ³³	Business environment to promote GEWE Use of partnerships (incl. UNV/UNCDF, PUNS, IFI, CSO, Private sector, think tanks)		Cross-check interview data with desk review to validate or refute lines of inquiry – highlighting data on the "why"

³³ As the CPDs under review may be based on the previous Strategic Plan (2014-2017), we should select a set of key principles reflected in both old and new Strategic Plan for our purpose, to examine how they have been reflected in programme design and used to enhance the results). For example, in the new Strategic Plan 2018-2021, the key issues include: (1) 'Working in partnership': i) Within UN System; and ii) Outside UNS (South-South; civil society; private sector; and IFIs); (2) 'Helping to achieve the 2030 Agenda'; (3) '6 Signature Solutions': i) Keeping people out

		<p>Innovation and knowledge management Use of SSC to enhance results</p> <p>Measures to ensure efficient use of resources</p> <p>M&E capacity</p> <p>‘Social & Environment Standards’ (incl human rights, environment sustainability) Project delivery modality (NIM/DIM)</p>	<p>Spot check status of implementation of recommendations from previous ADR/ICPE</p> <p>Tabulation of corporate surveys data</p> <p>Survey(s) to cover gaps or validate preliminary findings</p>	<p>and factors that influence or impede effectiveness; (check for unintended outcomes); Triangulate data from desk review and interviews with survey to close gaps and findings</p>
	<p>3.3 What mechanisms were put in place at the design and implementation stage to ensure the sustainability of results, given the identifiable risks?</p>	<p>Level of capacity of partner institutions/organisations/beneficiaries</p> <p>Supported government policies and mechanisms encourage continuation</p> <p>Government mechanisms and budgets in place for managing, operating and maintaining set of supported institutional measures</p> <p>Evidence of appropriate sustainable results at project level with typology of “lessons learnt” and “best practices”</p> <p>Evidence of further funding and implementation of activities following up on results achieved with support of UNDP</p>		

of poverty; ii) Strengthen effective, accountable, inclusive governance; iii) enhance prevention and recovery for resilient society; iv) promote nature-based solutions for sustainable plant; v) close the energy gap; and vi) strengthen gender equality; (4) ‘Improved business models (Performance; and Innovation)

