

**Final Evaluation of the United Nations Development  
Assistance Framework (UNDAF) for the Kyrgyz Republic  
2018-2022**

**November 2021**

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## ABBREVIATIONS

AFPs	Agencies, Funds and Programmes
BOS	Business Operations Strategy
CCA	Common Country Assessment
CCPR-OP	Covenant on Civil and Political Rights Optional Protocol
CEC	Central Election Committee
CED	Convention for the Protection of All Persons from Enforced Disappearance
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CRC	Child Rights Convention
CSO	Civil Society Organization
DCO	Development Coordination Office
DPCC	Development Partners Coordination Council
DRCU	Disaster Response Coordination Unit
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
EU	European Union
FAO	Food and Agriculture Organization
FGD	Focus Group Discussions
GALS	Gender Action Learning System
GBV	Gender Based Violence
GCM	Global Compact for Safe, Orderly and Regular Migration
GDP	Gross Domestic Product
GES	Gender Equality Strategy
GEWE	Gender Equality and Women Empowerment
GoK	Government of Kyrgyzstan
GTG	Gender Theme Group
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HQ	Headquarters
HRBA	Human Rights Based Approach

IAEA	International Atomic Energy Agency
ICT	Information and Communications Technology
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMF	International Monetary Fund
IMS	Information Management System
INFF	Integrated National Financing Framework
IOM	International Organization for Migration
IOs	International Organizations
IRH	International Health Regulation
ITC	International Trade Centre
JPRWEEE	Rural Women Economic Empowerment
JSC	Joint Steering Committee
JUNTA	Joint Theme Group on HIV/AIDS
JWP	Joint Work Plans
KSMICE	Kyrgyz State Medical Institute of Continuous Education
LNOB	Leave No One Behind
M&E	Monitoring and Evaluation
MAPS	Mainstreaming, Acceleration and Policy Support for Achieving SDG Progress
MEAs	Global Multilateral Environmental Agreements
MEG	Monitoring and Evaluation Group
MoES	Ministry of Emergency Situations
MoH	Ministry of Health
MSMEs	Micro, Small and Medium-sized Enterprises
NCPT	National Center for the Prevention of Torture
NDC	Nationally Determined Contributions
NDS	National Development Strategy
NFI	Non-Food Items
NGOs	Non-Governmental Organizations
OCHA	United Nations Office for the Coordination of Humanitarian Affairs

OECD DAC	Organization for Economic Co-operation and Development's Development Assistance Committee
OGP	Open Government Partnership
OHCHR	Office of the United Nations High Commissioner for Human Rights
OMT	Operations management Team
OSCE	Organization for Security and Cooperation in Europe
PBF	Peacebuilding Fund
PCR	Polymerase Chain Reaction
PFM	Public Financial Management
PMT	Programme Management Team
PPE	Personal Protective Equipment
PVE	Preventing Violent Extremism
PwD	People with Disabilities
RCO	Resident Coordinator Office
REACT	Rapid Emergency Assessment and Coordination Team
RGs	Result Groups
RMPS	Joint Resource Mobilization/Financing and Partnerships Strategy
SAYPCS	State Agency on Youth, Physical Culture and Sports under the Government of the Kyrgyz Republic
SDGs	Sustainable Development Goals
SERF	UN's Socio-economic Response Framework to COVID-19
SGBV	Sexual and Gender Based Violence
SHP	Healthy Person – Prosperous Country
SMART	Specific, Measurable, Attainable, Relevant and Timely
SMS	State Migration Service
SRH	Sexual and Reproductive Health
SUN	Scaling Up Nutrition
SWAP	UN System-Wide Action Plan
ToC	Theory of Change
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV/AIDS

UNCG	Communications Group
UNCG	United Nations Communications Group
UNCRPD	UN Convention on the Rights of People with Disabilities
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNDS	United Nations Development System
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
UNRCO	United Nations Resident Coordinator's Office
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNV	United Nations Volunteers
UPR	Universal Periodic Review
VAWG	Violence Against Women and Girls
VNR	Voluntary National Review
WASH	Water, Sanitation, Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization



## EXECUTIVE SUMMARY

This report presents the main findings, conclusions and recommendations of the final evaluation of the United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic 2018-2022, which was conducted by a team of three independent experts in August-November 2021. The following is a brief summary of the evaluation's main findings.

### Programme Relevance

- With a solid history of cooperation with GoK and other national partners, the UN has become a longstanding and dedicated development partner of the Kyrgyz Republic. It is generally perceived as a well-respected development partner which promotes international practices and standards, knowledge, and policy recommendations.
- UNDAF reflects the country's priorities and has been closely aligned with the Agenda 2030. It has also been aligned with the UN's four programming principles, including leave no one behind; human rights, gender equality and women's empowerment; environmental sustainability; and accountability.
- For all the positive achievements in the area of human rights and gender equality, the country has still to accede to a number of key international conventions and sexual and gender-based violence (SGBV) and violence against children remain a persistent human rights concern.
- A major challenge has been the country's political instability, which has been associated with changes in government structures and a high turnover of government staff.
- UNDAF activities, processes and systems have been flexible and adaptive in their response to emerging priorities. One area of such flexibility has been the COVID-19 response – both its health dimension and more broadly the socio-economic response based on the Socio-Economic Response Framework.
- For all the flexibility of the UN system demonstrated in response to the COVID-19 crisis during 2020, some stakeholders interviewed for this evaluation noted that the new cooperation framework has to be reshaped to respond effectively to the country's development landscape.

### Programme Effectiveness

- Overall, the UNDAF document is well-formulated and provides a comprehensive analysis of the country context, especially in the areas covered by UN activities. However, the results framework is quite extensive, remained incomplete at the time of the evaluation and contains inadequate indicators.
- Out of the 130 output indicators monitored under the UNDAF, 46 indicators (36%) had been achieved as of the end of 2020 and another 38 indicators (29%) were partially achieved. The likelihood of the achievement of the other 46 indicators by the end of 2022 is uncertain.
- In the area of ***Sustainable and Inclusive Economic Growth***, the UN has contributed to the promotion of economic growth and creation of decent work and job opportunities.
- In the area of ***Good Governance, Rule of Law, Human Rights and Gender Equality***, UN agencies have improved the accountability, transparency, effectiveness and efficiency of state institutions to respond to citizens' expectations for rule of law, justice, and peace.
- In the area of ***Environment, Climate Change and Disaster Risk Management***, UN agencies have contributed to improving environmental and disaster management policies, strategies and legal frameworks, as well as data management system for evidence-based decision-making.
- In the area of ***Social Protection***, the UN has supported national partners in ensuring that children, young persons, women and vulnerable people are in school, learning, training or have gainful employment and receive quality education and skills, have access to necessary learning conditions, including adequate nutrition. In the area of ***Education***, UN's assistance has focused on early childhood

development and primary and secondary levels education. In the area of **Health**, the Universal Health Coverage was at the centre of UN's efforts to support GoK to develop the fourth-generation health reform program "Healthy Person – Prosperous Country". Furthermore, the UN supported interventions to reduce maternal mortality and morbidity, the national response to HIV and tuberculosis and promotion of healthy nutrition.

### **Programme Coherence**

- UNDAF has served as an overarching framework that encompasses the work of all the agencies. However, collaboration between the agencies is usually not a result of a common reading of the UNDAF, but a result of concrete opportunities for financing, joint actions and common interests. For the agencies, the most essential planning tools remain their own planning documents, agreed with their line ministries and other counterparts. Although the number of joint programmes and initiatives has increased, there is potential for more joint programming.
- Results Groups need to step up in playing a greater role in planning and, particularly, joint planning, rather than just monitoring and reporting, which is the case currently. The role of results groups in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.
- The UNCT needs to promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery. The RCO is well-positioned to facilitate this process through better flow of information among UN agencies and targeted training. Further, the agencies need to interact, communicate and collaborate more effectively on the planning process. They should open their programme planning and project design process to other agencies and the RCO.

### **Programme Efficiency**

- Overall, UNDAF's implementation has been efficient, with a good resource mobilization performance. Delivery has amounted to about 66%, a reflection of expanded resource mobilization targets in anticipation of substantial new funds to address the pandemic which eventually did not materialize.
- The envisaged joint resource mobilization and strategy has not materialized yet.
- Going forward, it will be useful for the UNCT to track expenditure at the level of the UN on a regular basis by establishing monitoring mechanisms to track overall expenditure across agencies.

### **Programme Sustainability**

- A key sustainability challenge for the UN system is the limited amount of core funding and unpredictability of donor-based funding. The UNCT needs to expand its financial capacity to respond to the demands of national partners for support and expertise.
- There is a need to design pilot initiatives more carefully to ensure that they become systemic, scaled up or replicated and that effects do not remain limited in scale and scope. The implementation of the existing legal and policy framework is another challenge that requires greater attention by the UN.
- One challenge pointed out by participants of this evaluation was the limited engagement of government officials with the UNDAF structures and processes, due to several factors, especially political instability. Although the UNCT has made some progress in involving civil society and private sector in its activities, there is potential for greater engagement. There is also room for more effective coordination and information-sharing with development partners. The UN system could further support the government in improving its coordination capabilities under the DPCC platform. Also, UNDAF structures and DRCU can be strengthened to allow for more effective engagement of donors. UN's partnership with IFIs could also be further strengthened.

This evaluation provided an opportunity for drawing some important lessons from the experience of the UNCT with the current programme which may be used in the development of the new cooperation framework. The following are a couple of key lessons identified in the course of this evaluation.

**Lesson 1:** The structure of funding is a critical factor in rallying UN agencies to work together. The fragmented nature of UN funding is a serious shortcoming that impedes joint implementation. However, the COVID-19 crisis served as a rallying factor for UN agencies by combining joint funding with a joint purpose for the UN agencies. The COVID-19 pandemic showed that it is important to strengthen national preparedness, anticipatory action and contingency planning in order to be able to take a fast response when new emergencies occur. Going forward, it will be important to strengthen UN's role in humanitarian settings allowing integrated critical assistance in multiple sectors based on the agencies' comparative advantages. It will also be important to maintain this spirit of cooperation and extend it to the planning and implementation of the new programme.

**Lesson 2:** The UN cooperation framework guidance talks about “integrated programming”. How are the current UNDAF work process aligned to “integrated programming” and what should UNCT in the Kyrgyz Republic be doing differently to enhance “integrated programming”? While planning is done jointly by the agencies in the form of JWPs under the UNDAF, it is clear to everyone involved in this evaluation that for the most part the implementation of the UN programme in the Kyrgyz Republic is done individually by the agencies on the basis of their own country programmes (or sometimes even regional programmes). As noted in this report, once the work plans are approved, the agencies run with their own country programmes towards implementation. Further, reporting at the level of the UN is done in a rather fragmented and artificial way, with the agencies sending to the RCO activity reports at the end of the year. For the RCO it is difficult to distil from agency reports evidence of progress and joint work under the UNDAF in line with the JWPs and the joint results framework. The RCO struggles in taking activity reports from the agencies and trying to frame some results language around what has been done by the UN system in the country. In way, with the exception of the really joint programmes reviewed further in this report, the annual reports are designed to “make it look” like the UN system has done some work together. The Spotlight Initiative is a good example of “joint programming” in the way it was conceived, the way it was developed, the way it was clustered into pillars, and the way its activities are carried out. However, as has been noted in the report, this initiative has generated some reaction among the implementing agencies due to its “integrated” nature and the “loss of full control” by the agencies. What this indicates is that integration (and joint implementation) comes with some reaction to it and it will take time for new ways of implementing and a new mindset of cooperation to set in.

Based on the analysis presented in this report, this evaluation report provides the following recommendations for the consideration of the UNDAF stakeholders.

<b>RECOMMENDATION 1</b> <b><i>Improve UNDAF's results framework and results-based management practices</i></b>
<ul style="list-style-type: none"><li>• Going forward, this framework should be simplified both in terms of the number of indicators and the way they are framed.</li><li>• For a framework of this importance, it will be essential for the UNCT to develop a complete results framework, with all baselines and targets determined and defined upfront.</li><li>• This shortcoming should be addressed in the upcoming UNSDCF by aligning the indicators with the country's SDG framework.</li></ul>

- Another observation derived from this assessment is the importance of identifying meaningful and solid UNDAF indicators that meet the SMART criteria.
- Thus, another suggestion going forward is to reduce the number of JWP activities and improve their relevance by broadening them to a level that allows several agencies to work under one activity line.
- When it comes to the output and activity levels, there are no direct and solid indicators related to gender equality or other LNOB dimensions, except gender markers used in the JWPs.
- Although some attempts have been made by the agencies to introduce methodologies for the tracking of UNDAF expenditure on the basis of gender, this is an area that requires improvement in the next programme cycle.
- The overall opinion of UN stakeholders involved in this evaluation is that the MEG group is relatively weak and not very active. There is also a lack of clear understanding among stakeholders about the division of labour between the MEG group and RGs. Evaluation participants highlighted the need for strengthening the M&E group, especially its coordination function across M&E systems of individual agencies. The M&E related challenges identified in this report point to the need for further training for M&E group members.

## **RECOMMENDATION 2**

### ***Strengthen the inter-agency coordination and cooperation infrastructure***

- Agencies should engage more effectively with the joint coordination mechanisms – they should allocate the necessary resources and staff time to the UN coordination process.
- There is a need for a more regular, predictable and structured engagement of Government officials with the UNDAF process through the RGs. Also, the UNCT needs to consider ways and means for a more effective engagement of non-governmental stakeholders with the RGs.
- The focus of RG meetings should be more on joint programming, especially when financing opportunities for such programmes arise. Their role in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.
- The agencies should interact, communicate and collaborate more effectively on the planning process.
- UNCT should promote joint programming by identifying and institutionalizing incentives for the agencies to engage in joint programmes. RCO could supplement this process with training for agency staff on modalities and approaches of joint programming.
- There is a need to review existing inter-agency thematic groups with a view to streamlining the overall functioning of the coordination infrastructure, optimizing the division of labour and ensuring greater synergies in the coordination process.
- There is also an opportunity to assess the performance of the inter-agency coordination infrastructure in light of existing DPCC mechanisms.

- The RCO should become more involved in the facilitation of communications and flow of information among UN agencies on planning matters. The RCO should also keep track of agencies' planning processes and timelines, provide regular updates to agencies and identify opportunities for inter-agency consultations. The RCO could also facilitate a more harmonious alignment of UN planning processes with government planning approaches at the sectoral and national level. The RCO role in planning process needs to be enhanced and contribute to the harmonisation of planning.
- UNCT should promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery – i.e. key elements of the reform, its objectives, what it means for cooperation and joint implementation on the ground, etc. The RCO is well-positioned to facilitate this process through targeted training.

### **RECOMMENDATION 3** *Strengthen Joint Planning and Implementation*

- Under these conditions, achieving meaningful and harmonized planning at the level of the UNDAF is challenging. Complementarities should be strengthened to enable agencies to fully implement their mandate while working together.
- RGs should play a greater role in joint planning, rather than just monitoring and reporting. The role of RGs in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.
- The UNCT should promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery.
- The agencies should interact, communicate and collaborate more effectively on the planning process. They should open their programme planning and project design process to other agencies and the RCO.
- The RCO should encourage joint planning through targeted training. The RCO should also organize more frequent team-building initiatives at the level of the UNCT.
- The RCO should become more involved in the facilitation of communications and flow of information among UN agencies on planning matters. It should also keep track of agencies' planning processes and timelines, provide regular updates to agencies and identify opportunities for inter-agency consultations.
- The RCO should facilitate a more harmonious alignment of UN planning processes with government planning approaches at the sectoral and national level.
- RCO's and UNDP's "integrator" roles should be clearly defined, aligned and communicated to the UNCT and national counterparts.

**RECOMMENDATION 4**  
*Strengthen UN's Programmatic Offer*

COVID-19 Response

- The joint UN-GoK response to the challenges that have emerged from the COVID-19 crisis should be central to and fully embraced by the upcoming cooperation framework.

Gender

- UNCT should undertake a gender assessment at the level of UNDAF to identify challenges and opportunities for improvement.
- In the upcoming cooperation framework, UNCT should mainstream gender across programmes through targeted interventions and resource allocations. UNCT should strengthen the gender aspects of the results framework by improving the disaggregation of indicators and targets. UNCT should also introduce standards for gender sensitive monitoring and evaluation under UNDAF.
- The UN should also strengthen joint GEWE communication and advocacy.

Other

- The new UNSDCF should cover the full spectrum of humanitarian-development-peace actions as offerings to support the Kyrgyz government to avoid inefficient parallel planning and implementation processes and tools.

**RECOMMENDATION 5**  
*Step up resource mobilization*

- The UNCT should complete the development of the Joint Resource Mobilization Strategy under the coordination of the RCO. The implementation of Joint Resource Mobilization Strategy should be tracked by Results Groups.
- Agencies should approach resource mobilization in a more coordinated fashion by being more cooperative with each other under the UNDAF framework.
- Also, government co-financing should be pursued more systematically at the level of the UNCT and should become an integral part of UN's resource mobilization strategy.
- RCO should step up its role in coordinating resource mobilization among agencies by ensuring that agency efforts are harmonized and not creating overlaps.
- UNCT should explore joint implementation opportunities with IFIs active in the areas covered by the UNDAF to leverage their resources.

**RECOMMENDATION 6**  
*Step up engagement with the Government, civil society and private sector*

Government

- UNCT should strengthen the engagement with the Government under the UNDAF framework.
- Depending on how the COVID-19 situation will evolve, it will be important for the UN to begin to organize regular JSC meeting even in the online format, if physical meetings with not be

feasible. A review of progress made under UNDAF and a discussion of the COVID-19 recovery priorities are long overdue. Also, the findings of this evaluation and the discussion of its recommendations could be part of the agenda for the upcoming JSC meeting.

- The RGs should be redesigned to allow for a more effective participation of government counterparts;
- Better communications should be established by the UNCT with the Government especially with the political leadership.

#### Civil Society

- UN should strengthen its engagement with civil society. It will be important to have a more coherent approach at the UN level (across agencies) for how support to civil society, especially capacity building assistance, is designed and delivered. UN will explore the harmonised approach to channel the support to build capacity and network of civil society.
- UNCT should explore possibilities for engaging civil society more systematically in the UN joint coordination structures.
- UNCT should make greater efforts in consulting civil society in UN lead processes.

#### Private Sector

- UN should step up its engagement with the private sector to ensure that private sector resources are deployed more effectively towards the solution of development problems.
  - Identify potential partners among private companies with strong social responsibility
  - Build partnership with private environment-friendly private companies
  - Use partnerships with the private companies to promote women's empowerment.
  - Promote the PPP model in the public sector.

### **RECOMMENDATION 7**

#### ***Strengthen tracking of pilots and focus on policy implementation***

- The UN should track the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up. As part of the monitoring system, the UN should seek to track pilot initiatives over time and after a pilot's lifetime. The UN should document more effectively results, lessons, experiences, and good practices and share them more widely.
- The UN should take a more systematic approach to policymaking by paying particular attention to the issue of implementation. Policy development should be clearly linked to public budgets. The UN should also strengthen the systems that track implementation results, rather than inputs/outputs and assess more rigorously the sustainability of achievements. The UN should support the implementation capabilities of the governments and not act as a substitute for governments' shortcomings in implementation.



## 1. INTRODUCTION

The United Nations Country Team (UNCT) in the Kyrgyz Republic, in close partnership with the Government of Kyrgyzstan (GoK), decided to conduct a final evaluation of the United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic 2018-2022, which is a medium-term strategic planning document that articulates the collective vision and response of the UN system to national development priorities and outlines the activities to be implemented by the UN in partnership with GoK and in close cooperation with international and national partners. This report captures the main findings, conclusions and recommendations of the evaluation.

The evaluation assessed the achievement of expected results and the extent to which UN's contribution to the national development process under the UNDAF 2018-2022 has been effective, coherent, sustainable, and cost-efficient. The specific objectives of the evaluation included the following:

- Assess the performance of the UNDAF 2018-2022, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against the criteria of relevance, appropriateness, effectiveness, coherence, support of transformational change, and conformity with the cross-cutting principles of gender equality, human rights and environmental sustainability;
- Assess the extent to which the United Nations in the Kyrgyz Republic has been successful in achieving the UNDAF 2018-2022 outcomes as a contribution to national development priorities and the 2030 Agenda for Sustainable Development;
- Assess whether the strategic intent, principle and spirit of the UNDAF 2018-2022 has been taken forward by UN entities and identify the factors that have affected the ability of the United Nations to deliver integrated policy and programme actions;
- Generate evidence and lessons learned based on the assessment of the current performance of outcomes and outputs that, inter alia, can be used to accelerate the implementation of the current UNDAF in its final 18 months;
- Generate a set of impact stories on key strategic priorities such as UN Reform and UN results changing lives of people on the ground as well as a set of key advocacy messages on strategic UNDAF priorities;
- Provide a set of actionable recommendations based on credible findings to be used for organizational learning and identify lessons learned and good practices that will inform the new cooperation framework cycle, bearing in mind the new guidance on the United Nations Sustainable Development Cooperation Framework and the goals of the ongoing UN reform.

The evaluation examined progress made in the implementation of the UNDAF during the 2018 – 2020 period and provides an assessment of the UN agencies' joint contributions towards national priorities and Sustainable Development Goals (SDGs). The evaluation was comprehensive, focusing on the activities, achievements and results of all UN agencies, funds and programmes (AFPs) operating in the Kyrgyz Republic. The evaluation was designed and conducted to support greater learning about what works, what does not work and why in the context of the UNDAF. It provides an independent assessment of the achievements, the challenges and the lessons learned from the UNDAF implementation by the cooperation of the GoK and the UN.

The evaluation was conducted by a team of three independent experts who worked closely with the United Nations Resident Coordinator's Office (UNRCO), UNCT and other UN structures in the country. The process was based on the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) criteria and definitions and followed norms and standards established by the UN Evaluation Group. The methodology consisted of mixed methods and involved the use of



commonly applied evaluation tools such as documentary review, questionnaires, interviews, surveys, focus group discussions, information triangulation, analysis and synthesis.

A participatory approach was used for data collection, and formulation of recommendations and lessons learned. The evaluation engaged all UN agencies through individual questionnaires. 26 UN staff members participated in an online survey organized for this evaluation. Similarly, 28 Government officials, 37 civil society representatives and 8 development partners representatives participated in three separate online surveys. Additionally, individual meetings with key Government institutions were organized by the evaluators. Also, a focus group discussion was held with civil society organizations. The evaluation engaged members of the UNCT, UN staff, government officials, development partners, and representatives of human rights institutions, civil society organizations and the private sector, were captured in the evaluation process. A more detailed description of the evaluation scope, purpose, objectives and methodology is described in this report's Annex IV.

All possible efforts were made to minimize potential limitations to the evaluation process. A challenge encountered during the evaluation process was the inability of the evaluators to conduct field visits and have in-person interviews with key stakeholders due to the COVID-19 pandemic. To mitigate these limitations, the evaluation team made use of a number of data collection instruments to enable the engagement of greater number of stakeholders – the most crucial of these instruments were surveys with staff members from UN agencies and government organizations engaged in the implementation of activities with UN agencies.<sup>1</sup>

The following chapter of this report provides a description of the country context in which the UNDAF has been implemented. The fourth chapter presents the report's main findings and consists of five parts corresponding to the standard evaluation dimensions: relevance, effectiveness (including an overview of the impact), coherence, efficiency and sustainability. The fifth chapter summarizes the main conclusions drawn from the experience of the UNDAF. The last (sixth) chapter provides a set of recommendations for the consideration of the UN and its partners. Additional information supporting the arguments made throughout the document is provided in annexes attached to this report.

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<sup>1</sup> This sample was not representative of the UN and references to their views applies specifically to this group.

## 2. COUNTRY CONTEXT

The Kyrgyz Republic is a land-locked, lower-middle-income country<sup>2</sup> with a population of 6.64 million people.<sup>3</sup> The population is young with a median age of 25, and predominantly rural, with about 63 percent of people living in rural areas.<sup>4</sup>

### 2.1 Political context

Since independence, the Kyrgyz Republic has undergone considerable challenges, including political instability, economic crises, inter-ethnic conflict, social dislocation, etc. Corruption and nepotism were key factors leading to public discontent resulted in upheavals and overthrow of the presidents in 2005, 2010, and again 2020. A conflict and peace analysis conducted by the UNCT in 2019 revealed that there is growing fragmentation in the society and a widening gap in values and perspectives on the direction the country must take. Tensions between religious and secular communities have increased in recent years, especially after the political crisis of October-November 2020. The crisis has deepened political divisions and weakened the rule of law increasing the risks of reversing peacebuilding gains made over the past years by the country. The constitutional referendum held following the January 2021 presidential election led to a significant increase in presidential powers over the Executive, Judiciary and Parliament. It also reduced the number of MPs from 120 to 90 and the numbers of decision-making powers of the parliament. In parallel to the constitution-making process, the Government has also started a comprehensive legal revision process, the so-called ‘legal inventory’, which aims to revise 356 laws, to promote alignment with the Constitution, and to assess compliance with a number of established criteria, including effective implementation of the law, cost-effectiveness and impact on the business environment. Democratic governance and rule of law have been challenged by the crises which have lowered confidence in state institutions. The crises have also fuelled the polarization of society, increasing the risks of reversing democratic and human rights gains made over the past years. As shown in Annex I of this report, governance indicators have for the most part worsened in the last 5 years across many dimensions.

Public institutions are characterized by insufficient organizational, financial and technical capacities and obsolete operational systems. This situation is further exacerbated by weak policy-making abilities and the absence of citizens-centred services based on full respect for human rights and system of public oversight. A disconnect exists between planning for sectorial reforms and budgeting, resulting in insufficient resources for priority programmes. Inter-ministerial, horizontal coordination and cooperation are, in many cases, rather weak and inefficient, with many core functions overlapping across government institutions. These governance challenges are even more evident at the lower (regional and district) levels of government. An underlying cause is that political, administrative and financial decentralization has evolved unevenly since independence. Civil society has been increasingly facing serious challenge due to legislative initiatives aimed at diminishing civic space and limiting public participation and access to information.

### 2.2 Key socio-economic challenges

The Kyrgyz Republic’s 2019 HDI of 0.697 was 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 and ranked at

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<sup>2</sup> <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

<sup>3</sup> <https://www.worldbank.org/en/country/kyrgyzrepublic/overview#1>

<sup>4</sup> <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS>

120<sup>5</sup> out of 189 countries. In Europe and Central Asia, the Kyrgyz Republic is compared with Tajikistan and Uzbekistan, which have HDIs ranked 125 and 106, respectively.

The economy is vulnerable to external shocks owing to its reliance on one gold mine, Kumtor, which accounts for about 8 percent of GDP, and on worker remittances, equivalent to about 28 percent of GDP in 2019. To realize the country's potential, economic activities need to be diversified through increased private sector development and improved occupational skills and productivity. GDP per capita was USD 1,174 in 2020,<sup>6</sup> which makes the Kyrgyz Republic one of the poorest countries in the region. A high aggregate growth over the last decade has not fully translated into higher income and greater jobs opportunities. While the proportion of people living under the national poverty line fell from 40 percent in 2006 to 23.4 percent in 2018<sup>7</sup>, over 36 percent of the population is vulnerable to multidimensional poverty<sup>8</sup> and income inequality. The concentration of workers in agriculture which provides employment to more than 60 percent of workers partly explains low productivity and low wages in the sector. A weak and underdeveloped business environment limits economic diversification and discourages private investment. The IMF projects the economy to shrink by 1.8 percent in 2021 and subsequently grow by 3 percent in 2022, considering the global recovery from COVID-19, an acceleration in domestic economic activity including in gold production, tourism and transportation, and the rapid rebound of remittance inflows after plummeting by 62 percent in April 2020 compared to the year before.<sup>9</sup>

Vulnerability in Kyrgyz Republic is based upon a range of economic, security and environmental factors. Economic risks come from a weak industrial base, high dependency on food imports, remittances, and the economic situation in Russia, where a majority of Kyrgyz migrants are employed. Major security threats emanate from the instability in border disputes with neighbouring countries. In addition, the country is highly vulnerable to climate change and disasters that can result in economic losses and internal displacement. Climate projections point to higher temperatures and reduced precipitation, reduction in ice cover and changes in hydrological cycles which will result in greater frequency of extreme events such as flooding, droughts and storms.<sup>10</sup> The decreasing quality and effectiveness of environmental governance in Kyrgyzstan is considered as a main determinant factor of the environment deterioration, traceable in key environmental indicators. In 2020, the Kyrgyz Republic ranked 105th in the Environmental Performance Index,<sup>11</sup> having fallen from 99th place in 2018.

Capacity deficits in governance, public finance, policies, and programmes limit the coverage and quality of services to vulnerable people. Poor households are often the most vulnerable. Moreover, vulnerabilities exist among population segments who are not necessarily poor. In Kyrgyz Republic, children, and women, particularly those from excluded groups, are most affected by poverty, which is concentrated in remote, rural areas. Persons at greatest risk of exclusion and being left behind include some groups of women, children from low-income and single parent households, persons with disabilities and especially children with disabilities in residential care, people living in isolated rural communities, seasonal migrants and their families that have been 'left behind', older persons, people living with HIV/AIDS, drug addiction and

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<sup>5</sup> <http://hdr.undp.org/en/countries/profiles/KGZ#>

<sup>6</sup> <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=KG>

<sup>7</sup> <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=KG>

<sup>8</sup> <https://www.unicef.org/the-Kyrgyz-Republic/media/6651/file/Multidimensional%20Poverty%20Assessment.pdf>

<sup>9</sup> IMF (2021). *Kyrgyz Republic: Staff Concluding Statement of the 2021 Article IV Mission*.

<sup>10</sup> Kyrgyz Republic's Third National Communication to the UNFCCC

<sup>11</sup> Yale Center for Environmental Law and Policy - YCELP - Yale University, and Center for International Earth Science Information Network - CIESIN - Columbia University. 2020. *2020 Environmental Performance Index (EPI)*. Palisades, NY: NASA Socioeconomic Data and Applications Center

mental illness; victims of violence and human trafficking; families and children returning from war and conflict zones; convicted persons and those released from places of detention.

Sexual and gender-based violence (SGBV) and violence against children remains a persistent human rights concern in the Kyrgyz Republic, especially in the wake of the COVID-19 pandemic. The Ministry of Internal Affairs received 65% more referrals dealing with domestic violence because of the COVID-19 related lockdown.<sup>12</sup> According to a 2020 UNFPA survey, 32 percent of respondents heard about an increase in domestic violence or experienced it themselves.<sup>13</sup> According to CEDAW (2020), the following key challenges remain: ending discrimination against women on all grounds, creating of educational and social environment that is stereotype-and-violence-free, eliminating root causes of gender inequality and pay gap, modifying social and cultural patterns, including harmful gender stereotypes, increasing women's participation in peace building, and strengthening political representation of women in decision-making bodies.

The COVID-19 pandemic highlighted again the importance migrants play in the development of countries of origin and destination. It also draws the attention on the specific vulnerabilities faced by Kyrgyz labour migrants during their journeys, exacerbated by the pandemic, as a result of mobility restrictions and the suspension of socioeconomic activities.

### **2.3 State of the Sustainable Development Goals**

The Kyrgyz Republic has made progress towards the achievement of the SDGs, but the progress is uneven. The figure below shows the progress that the country has made in the achievement of SDG indicators. There has been progress in poverty reduction (SDG 1), with a significant reduction of the income poverty rate in the last 10 years.<sup>14</sup> There has also been progress in education (SDG 4), clean water and sanitation (SDG 6), affordable and clean energy (SDG 7), and climate action (SDG 13). But progress has been relatively modest in the achievement of SDG 3 (Good health and well-being), SDG 5 (Gender equality), and SDG 8 (Decent work and economic growth). If the current trend continues, SDGs that may not be achieved by 2030 are: SDG 2 (Zero hunger), SDG 5 (Gender equality), SDG 9 (Industry, innovation and infrastructure) SDG 11 (Sustainable cities and communities), SDG 15 (Life on land), and SDG 16 (Peace, justice and strong institutions).<sup>15</sup> To achieve the Sustainable Development Goals by 2030, the Kyrgyz Republic has prioritized a people centered policy framework. To this end, national plans to ensure guarantees for legal and judicial protection of human and civil rights and freedoms, reduce inequalities, eradicate poverty, mitigate the impacts of climate change, address disaster risk reduction, invest in human development, build skills and knowledge for all segments of society, create productive jobs and healthy lives, and to promote gender equality have been implemented.

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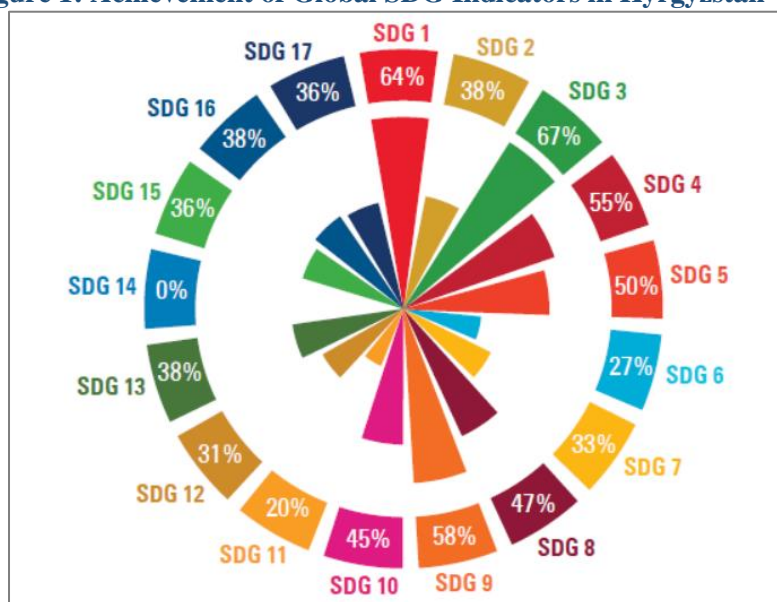
<sup>12</sup> UN Women Gender Rapid Assessment. 2020. Kyrgyz Republic.

<sup>13</sup> See: [https://kyrgyzstan.unfpa.org/sites/default/files/pub-pdf/eng\\_gender\\_rapid\\_assessment\\_of\\_covid-19\\_impact\\_june\\_2020\\_final\\_0.pdf](https://kyrgyzstan.unfpa.org/sites/default/files/pub-pdf/eng_gender_rapid_assessment_of_covid-19_impact_june_2020_final_0.pdf)

<sup>14</sup> From 62 percent in 2000 to 22 percent in 2018. World Bank data, 2020.  
<https://data.worldbank.org/indicator/SI.POV.NAHC?locations=KG>

<sup>15</sup> 2021 edition of the Asia and the Pacific SDG Progress Report, UNESCAP.

**Figure 1: Achievement of Global SDG Indicators in Kyrgyzstan<sup>16</sup>**



## 2.4 COVID-19 Pandemic

The COVID-19 pandemic was unprecedented in terms of scale, complexity and impact across the country. The Government of the Kyrgyz Republic took important steps to contain the spread of COVID-19, but much more remains to be done. Although the National Contingency Plans were flexible and aligned with the prevailing transmission scenarios, existing capacity is limited in terms of the number of beds in the observation and treatment centers. There have been serious gaps in preparedness in such areas as coordination (including planning scenarios), safety (including for hospital staff), and communication (including outreach to local communities), as well as in clinical, nursing, and other support services. Due to lockdown and budget insufficiency majority of regular health services were suspended. On the top of this problem, all Central Asian countries faced common challenges with procurement and delivery of essential medicines and life-saving procurement.

The COVID-19 pandemic has been not just a public health emergency but has also aggravated societal challenges such as unemployment and hunger, and highlighted the vast inequalities in the countries, which in turn impacted national ability to handle the crisis. Vulnerable groups, including the elderly, people with disabilities, single parents, convicted people, refugees and asylum-seekers, have been severely affected by the consequences of the pandemic. Past crises situations as well as the current pandemic have clearly shown that women and men are impacted differently, with women and girls being disproportionately affected.<sup>17</sup> During the COVID-19 lockdown, where movement was restricted, people were confined, protection systems had weakened, women and girls were at greater risk of experiencing gender-based violence (GBV). At the same time, the existing services were in large part diverted to respond to the overall health crisis. Women's rights organizations, researchers, and service providers in Kyrgyzstan reported a sharp increase in GBV incidents since the COVID-19 outbreak. In addition, official data from the police confirmed a 65% increase in the first eight months of 2020 compared to the same period in 2019, with police often unable to respond due to other priorities including enforcing the quarantine measures. However, this represents only

<sup>16</sup> From the publication "Monitoring of the Sustainable Development Goal Indicators in the Kyrgyz Republic 2014-2018 - A Statistical Compendium" National Statistical Committee of the Kyrgyz Republic, Bishkek, 2020.

<sup>17</sup> UNFPA's rapid assessment on impact of COVID-19 on women and girls.

the ‘tip of the iceberg’ as most GBV cases remain unreported due to lack of pre-existing data, lack of safe, ethical and quality response services as well as fear of stigmatization, reprisal, lack of access to information, economic dependence on their partner etc. This is further compounded by the burden of the disease outbreak on already limited response services. As such, ensuring that women and girls can continue accessing GBV support services remains a critical and lifesaving activity.

The COVID-19 pandemic adversely impacted the human rights situation in the country. In 2020, the Office of Ombudsperson and the National Center for the Prevention of Torture (NCPT) faced budget cuts as a result of government funding shortages, affecting their capacity to monitor and report on the human rights situation. With the introduction of the state of emergency in several cities and regions of Kyrgyzstan, the number of reported cases of domestic violence increased by 60% in comparison to the preceding year.

## 2.5 UN Development System in the Country

As a medium-term strategic planning document, UNDAF articulates the collective vision and response of the UN system to national development priorities and outlines the activities to be implemented by the UN in partnership with GoK and other national and international partners. The UNDAF document describes *“how the Government and UN will work together to deliver on these commitments, including jointly-managed steering and implementation arrangements, partnerships, joint resource mobilization, and effective progress monitoring, reporting, and evaluation.”*<sup>18</sup>

Kyrgyzstan’s UNDAF is underpinned by four priority areas identified jointly by the UN system, the Government, civil society and other development partners. These priority areas are:

1. Sustainable and inclusive economic growth;
2. Good governance, rule of law, human rights and gender equality;
3. Environment, climate change, and disaster risk management;
4. Social protection, health and education.

The table below shows the outcomes expected to be achieved under the UNDAF framework for each of the four priority areas.

**Table 1: UNDAF’s Priority Areas and Outcomes**

Priority Area	Outcome
<b>Sustainable and inclusive economic growth</b> <b>UNDAF Priority 1: Sustainable and inclusive economic growth, industrial, rural and agricultural development, food security and nutrition</b>	<b>Outcome 1:</b> By 2022, inclusive and sustainable industrial, agricultural and rural development contribute to economic growth, decent work, improved livelihoods, food security and nutrition, especially among women and vulnerable groups.
<b>Good governance, rule of law, human rights and gender equality</b> <b>UNDAF Priority 2: Good Governance, rule of law, human rights, gender equality</b>	<b>Outcome 2:</b> By 2022, institutions at all levels are more accountable and inclusive ensuring justice, human rights, gender equality and sustainable peace for all.
<b>Environment, climate change, and disaster risk management</b> <b>UNDAF Priority 3: Environment, climate change, and disaster risk management</b>	<b>Outcome 3:</b> 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.

<sup>18</sup> UNDAF document, page 11.





The table below shows the list of UN agencies with operations in the country, including those that are signatories of the UNDAF.

**Table 2: UNDAF's Priorities and Outcomes**

Resident Agencies	Non-resident Agencies
<ol style="list-style-type: none"> <li>1. FAO</li> <li>2. ILO</li> <li>3. IOM</li> <li>4. ITC</li> <li>5. OCHA</li> <li>6. OHCHR</li> <li>7. UN Women</li> <li>8. UNAIDS</li> <li>9. UNDP</li> <li>10. UNESCO</li> <li>11. UNFPA</li> <li>12. UNHCR</li> <li>13. UNICEF</li> <li>14. UNIDO</li> <li>15. UNODC</li> <li>16. UNRCCA</li> <li>17. WFP</li> <li>18. WHO</li> </ol>	<ol style="list-style-type: none"> <li>1. ESCAP</li> <li>2. IAEA</li> <li>3. IFAD</li> <li>4. UNCTAD</li> <li>5. UNDRR</li> <li>6. UNECE</li> <li>7. UNEP</li> <li>8. UNV</li> </ol>

The table below shows the UN agencies involved in each priority/outcome area under UNDAF.

**Table 3: UNDAF's Priorities and Outcomes**

Priority Area	UN Agencies Involved in Each Priority Area
<b>Sustainable and inclusive economic growth</b>  <b>UNDAF Priority 1: Sustainable and inclusive economic growth, industrial, rural and agricultural development, food security and nutrition</b>	FAO, IFAD, UNIDO, ITC, UNESCO, UN Women, WFP, UNCTAD, IOM, UNECE, UNEP, ILO, UNICEF, and UNDP.
<b>Good governance, rule of law, human rights and gender equality</b>  <b>UNDAF Priority 2: Good Governance, rule of law, human rights, gender equality</b>	UNHCR, UNODC, UNFPA, IOM, OHCHR, UN Women, UNICEF and UNDP.
<b>Environment, climate change, and disaster risk management</b>  <b>UNDAF Priority 3: Environment, climate change, and disaster risk management</b>	FAO, UNFPA, UNIDO, UNEP, UNESCO, WHO, UN Women, WFP, UNICEF and UNDP.
<b>Social protection, health and education</b>	FAO, IFAD, UNFPA, UNESCO, WFP, UNAIDS, IOM, WHO, ILO, UNICEF and UNDP.

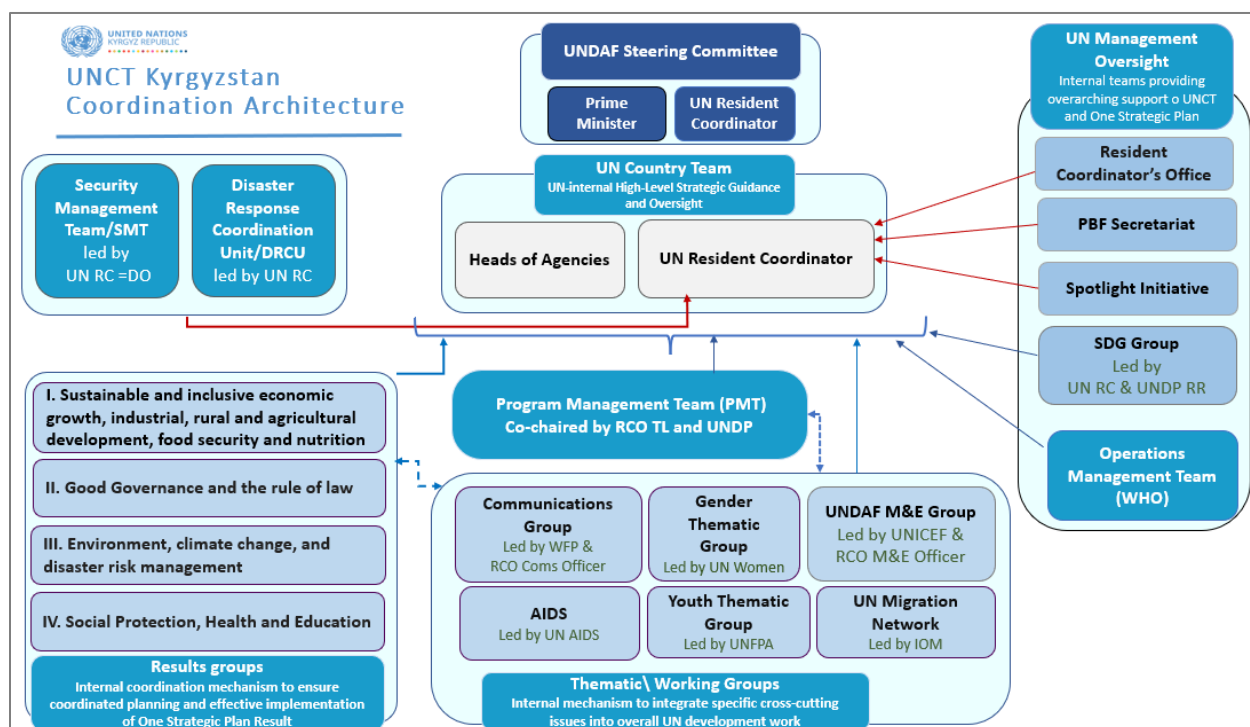


<b>UNDAF Priority 4: Social sector development (social and child protection, health and education).</b>	
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Annex II summarizes the main areas of activity for the UN agencies operating in the Kyrgyz Republic and specified the UNDAF outcomes to which agency is primarily contributing. The overall contribution of the UN system in the country is reviewed in the “Effectiveness” section of this report under the sub-section “Main Contributions”.

Coordination among UN agencies and national partners in the context of the UNDAF has taken place through a number of mechanisms and structures that have facilitated the implementation of the programme. The coordination infrastructure under UNDAF is shown in Figure 2 below.

**Figure 3: UN Coordination Infrastructure in the Kyrgyz Republic**



The following are the key joint structures established by the UN system in the Kyrgyz Republic.

**Joint Steering Committee (JSC)** – Also known as the Strategic Coordination Committee, the JSC provides overall strategic guidance during implementation of the UNDAF. It brings together the Government and UNCT and is co-chaired by a senior representative of the Government and the UN’s Resident Coordinator (RC).

**UN Country Team (UNCT)** – UNCT brings together the heads of agencies with operations in the Kyrgyz Republic. It meets monthly to discuss strategic issues of major interest to the agencies.

**Resident Coordinator Office (RCO)** – The RCO coordinates the operationalization and execution of the UNDAF. It serves as the JSC’s Secretariat, preparing for/organizing its meetings, taking minutes, as well as ensuring follow-up of the decisions taken by the Committee. The UN RC is the highest-ranking representative of the UN development system at the country level and he is the designated representative of – and reports to – the Secretary-General. The RC is responsible for the coordination of operational activities for development of the UN in support of the country’s efforts towards implementation of the 2030

Agenda; supports, catalyses and advocates for the work of UNCT members and supports all UNCT members, including Non-Resident Agencies (NRAs), in reaching their agency-specific goals. The RC leads the UN Country Team in consultations with the host Government to define and agree on the UN's strategic response to the government's priorities.

**Results Groups (RGs)** – In line with the priority areas identified in the UNDAF, four RGs were established to closely monitor implementation of programmes in specific thematic areas. Each results group is co-chaired by a senior UN official and a representative of the Government. These platforms are used for discussion of opportunities for collaboration, designing joint initiatives and annual joint workplans, as well as reporting on major results and achievements made towards set targets. The results groups also discuss key priorities and sector specific challenges for implementation of the programme, and resource mobilization, etc.

**Other Inter-agency Groups** – In addition to the RGs, the UN system in the Kyrgyz Republic has established a range of other inter-agency groups mandated to facilitate the coordination of UN agencies in various thematic areas. The following is a brief description of the main groups that have been operational in the current programme cycle.

- **Programme Management Team (PMT)** is a senior technical level discussion platform at the level of Deputy Heads or Heads of programmes of UN agencies, funds and programmes represented in the country, which reviews programmatic issues at the technical level. PMT is accountable to UNCT and provides joint technical oversight, guidance and support for the monitoring and implementation of the UNDAF, internal UN coordination, as well as coordinated support to and engagement with the Government of the Kyrgyz Republic, other state authorities, and other stakeholders at the national and sub-national level.
- **Operations Management Team (OMT)** ensures that programme implementation is effectively supported through harmonized and simplified procedures through, inter alia, implementation of Business Operations Strategy (BOS), common services and business solutions on financial management, reporting, procurement and human resource management.
- **M&E Group (MEG)** is responsible for the coordination, monitoring and reporting of results under the UNDAF. One of its main goals is to harmonize M&E approaches and UNDAF Results Groups' interventions to improve consistency, promote best practices, and reduce transaction costs.
- **Communications Group (UNCG)** serves as a coordination mechanism that ensures that agency communication is complementary rather than competitive, and enhances their individual communication efforts by pooling communication resources and expertise. It provides recommendations to UNCT on communications issues and identifies opportunities for collaboration and innovation to increase the visibility and impact of UN programmatic work. UNCG is composed of the UN communications officers or focal points from participating agencies, is coordinated by the RCO Communications Officer and is chaired by one of the UNCT members.
- **Gender Theme Group (GTG)** is established to strengthen UNCT performance and accountability for gender mainstreaming through policy advice and coordination on normative and programming issues, promoting inter-agency collaboration under the UNDAF framework ensuring Gender Equality and Women Empowerment (GEWE) in planning, programming, implementation, evaluation and reporting. Members of the GTG include gender focal points (GFPs) from all UN Agencies and the Resident Coordinator's Office at the decision-making level on gender issues.

- **SDG Group** serves to coordinate and harmonize the efforts of the United Nations (UN) System in the Kyrgyz Republic to support the Government of the Kyrgyz Republic in the implementation of the 2030 Agenda.
- **Youth Thematic Group** coordinates among UN agencies and with other external partners on youth issues in line with the UN Youth 2030 Strategy at the country level. It serves as a platform for joint UN activities to make concerted efforts in supporting the government in addressing the needs of young people and helping them fulfill their potential.
- **Migration Network** facilitates effective, timely and coordinated UN system-wide actions supporting and contributing to effective migration management in the Kyrgyz Republic.
- **Joint Theme group on HIV/AIDS (JUNTA)** is a forum that plans, manages and monitors the coordinated UN response to HIV/AIDS. A major role of the JUNTA is to promote and provide spaces for broad-based, multisectoral partnership on HIV/AIDS led by government and including civil society, people living with HIV and AIDS, private sector and other key stakeholders.
- **DRCU (Disaster Response Coordination Unit)** is a consultative-deliberative mechanism whose main purpose is to coordinate humanitarian response to emergencies on the request of the Kyrgyz Government and enhance collaboration among relevant Government bodies and key stakeholders such as the UNCT, the Red Cross and Red Crescent Movement, etc. The box below provides a brief summary of the DRCU.

#### Box 1: Description of Disaster Response Coordination Unit (DRCU)<sup>22</sup>

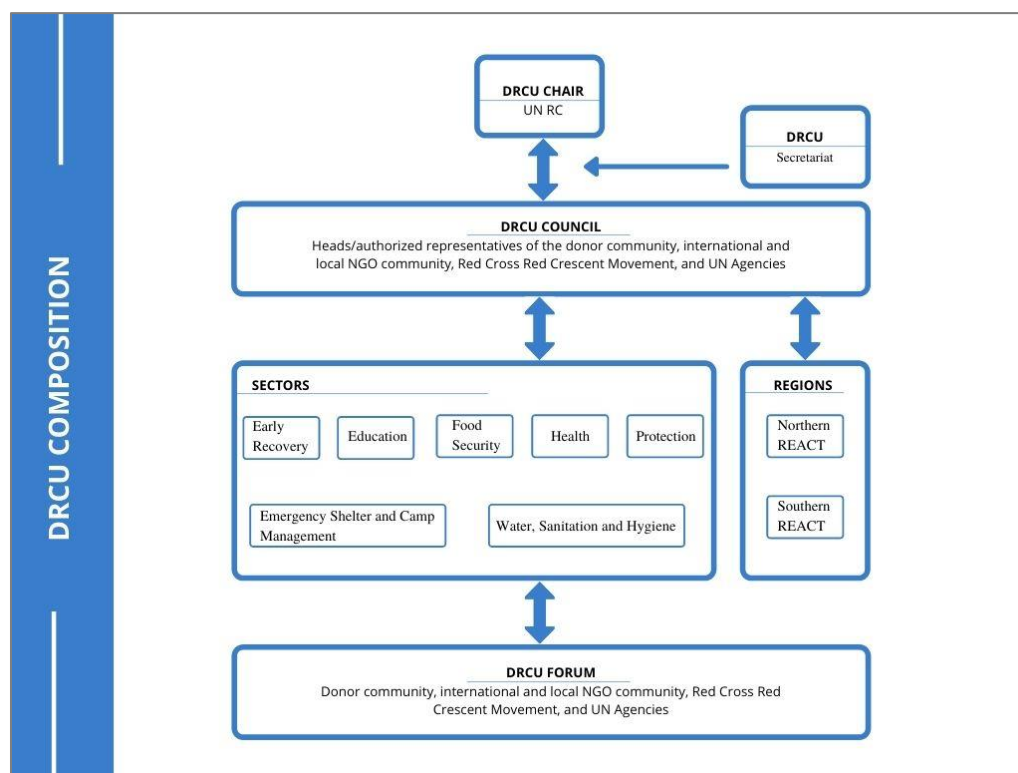
Since 2008, DCRU has steered disaster preparedness and response efforts of the UN Agencies, Red Cross Red Crescent Movement and NGOs in support of the Government. While the primary responsibility for coordinating humanitarian assistance at country level rests with the national authorities, in such a case when international humanitarian assistance is required but it is not deemed necessary to appoint a Humanitarian Coordinator, the UN RC is responsible for leading and coordinating the preparedness and response efforts of humanitarian organizations (both UN and non-UN). The Council is the decision-making body of the mechanism. The UN Resident Coordinator (UN RC) chairs the Council. The Council membership is open for head/authorized representative of any humanitarian/donor agency accepting the Charter.

Sectors groups are a key instrument of humanitarian response. The groups bring together all stakeholders working within a defined area of expertise including local authorities, NGOs and UN agencies and are the forum for coordination of every aspect of response formulation including: assessments, data management, strategic planning, setting technical standards; monitoring and reporting on the effectiveness of the response; contingency planning etc. Sector lead agencies are responsible for the coordination and information sharing within their sector group(s) and with other sector groups where relevant, as well as for keeping their sector group contingency plan reviewed on annual basis.

Two Rapid Emergency Assessment and Coordination Teams (REACTs) have been established in the north and south of the country with the primary task to provide joint multi-sectoral assessment of humanitarian needs in emergencies. In this context “coordination” means humanitarian needs assessment is compiled in close coordination with the Government, local authorities and other partners. REACTs do not coordinate the response and/or humanitarian assistance themselves, but provide information for that

<sup>22</sup> Description of the DRCU taken from the OCHA brief [here](#).

purpose. The teams, made up of staff of UN organizations, the Red Crescent Society, and international and local NGOs, are equipped with necessary equipment and relevant training.



The Secretariat is accountable to the DRCU through the Council Chair and is represented by the National Disaster Response Adviser based in the Office of the UN Resident Coordinator. The Secretariat performs the following main functions to support DRCU:

- Provides secretarial support to the DRCU Council and REACT teams
- Facilitates information sharing and knowledge management among DRCU Partners through weekly and monthly updates, initiating discussions, providing space and arrangements to follow-up discussions, maintaining and updating the DRCU website
- Alerts the DRCU Council Chair and DRCU Council Members in case of impending/occurred disasters

In March 2020, the Government of the Kyrgyz Republic requested the activation of the DRCU to respond to the quickly rising COVID-19 crisis. Under the leadership of the UN RC and Ministry of Emergency Situations, DRCU members and partners were able to mobilize a coordinated humanitarian response to COVID-19 leading to the development of the **COVID-19 Response and Early Recovery Plan**, a strategic document that identified key immediate national priorities in response to COVID-19.<sup>23</sup> The plan identified a set of activities across six priority sectors: Early Recovery, Education, Food Security and Logistics, Health, Protection (including response to increased gender-based violence resulting from lockdown during

<sup>23</sup> The COVID-19 Response and Early Recovery Plan was endorsed by the Government and signed by ex-Vice-Prime Minister in June 20, 2020.

the COVID-19 crisis), and Water Sanitation, Hygiene (WASH) and non-food items (NFI). Such a “sector approach” in humanitarian settings ensured a coherent and effective response through the mobilization of UN agencies in sync with the government agencies and the Development Partners Coordination Council (DPCC). It responded in a strategic manner that closed gaps, increased predictability and strengthened the capacity of humanitarian actors across all key areas of activity in an emergency. In addition, the implementation of the *Intersectoral Interagency Contingency Plan for COVID-19* for health and education sectors also benefited from this coherent approach.

The *COVID-19 Response and Early Recovery Plan* led to the development of the *UN’s Socio-economic Response Framework to COVID-19 (SERF)* later in 2020. The framework was informed by a dialogue and collaboration with Government partners through four working groups: budget, food security, health, and economic recovery. The purpose of SERF was to set out the framework for the United Nations’ urgent support to the Kyrgyz Republic to address the socio-economic impact of the crisis. SERF seeks to mitigate immediate socio-economic impact of the pandemic and to pave the way for a sustainable and equitable recovery. It is aligned with the National Development Strategy of the Kyrgyz Republic for 2018-2040 and the medium-term strategy Unity Trust Creation for 2018-2022, as well as the Government’s anti-crisis plans, as set out in key Government action plans to address the COVID-19 crisis.<sup>24</sup> It was also aligned with key national policies, such as the Digital Transformation Programme and Green Economy Policy. The box below provides more details about the way SERF was structured.

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<sup>24</sup> These included the “*Priority action plan of the Government of the Kyrgyz Republic to ensure economic and social stability for 2020 in connection with COVID-19*” and “*Action Plan of the Government of the Kyrgyz Republic for 2020 to restore economic activities and support business entities’ operations*”.

### 3. METHODOLOGY

This evaluation took place in the period August – November 2021. The objective of the evaluation was to assess whether the UNDAF's expected results were achieved, if other unintended positive or negative results were observed, and whether the UNDAF made an effective, coherent, sustainable, and cost-efficient contribution to national development processes to achieve the 2030 Agenda. Overall, the evaluation assessed the achievement of expected results and the extent to which UN's contribution to the national development process under the UNDAF 2018-2022 has been effective, coherent, sustainable, and cost-efficient. The specific objectives of the evaluation included the following:

- Assess the performance of the UNDAF 2018-2022, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against the criteria of relevance, appropriateness, effectiveness, coherence, support of transformational change, and conformity with the cross-cutting principles of gender equality, human rights and environmental sustainability;
- Assess the extent to which the United Nations in the Kyrgyz Republic has been successful in achieving the UNDAF 2018-2022 outcomes as a contribution to national development priorities and the 2030 Agenda for Sustainable Development;
- Assess whether the strategic intent, principle and spirit of the UNDAF 2018-2022 has been taken forward by UN entities and identify the factors that have affected the ability of the United Nations to deliver integrated policy and programme actions;
- Generate evidence and lessons learned based on the assessment of the current performance of outcomes and outputs that, inter alia, can be used to accelerate the implementation of the current UNDAF in its final 18 months;
- Generate a set of impact stories on key strategic priorities such as UN Reform and UN results changing lives of people on the ground as well as a set of key advocacy messages on strategic UNDAF priorities;
- Provide a set of actionable recommendations based on credible findings to be used for organizational learning and identify lessons learned and good practices that will inform the new cooperation framework cycle, bearing in mind the new guidance on the United Nations Sustainable Development Cooperation Framework and the goals of the ongoing UN reform.

The evaluation examined progress made in the implementation of the UNDAF during the 2018 – 2020 period and provides an assessment of the UN agencies' joint contributions towards national priorities and Sustainable Development Goals (SDGs). The evaluation was comprehensive, focusing on the activities, achievements and results of all UN agencies, funds and programmes (AFPs) operating in the Kyrgyz Republic. The evaluation was designed and conducted to support greater learning about what works, what does not work and why in the context of the UNDAF. It provides an independent assessment of the achievements, the challenges and the lessons learned from the UNDAF implementation by the cooperation of the GoK and the UN.

The evaluation was conducted by a team of three independent experts who worked closely with the United Nations Resident Coordinator's Office (UNRCO), UNCT and other UN structures in the country. The process was based on the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) criteria and definitions and followed norms and standards established by the UN Evaluation Group. The methodology consisted of mixed methods and involved the use of commonly applied evaluation tools such as documentary review, questionnaires, interviews, surveys, focus group discussions, information triangulation, analysis and synthesis. The evaluation examined how the

intervention sought to mainstream the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development. A more detailed description of the evaluation scope, purpose, objectives and methodology is described in this report's Annex I.

A participatory approach was used for data collection, and formulation of recommendations and lessons learned. A variety of stakeholders were considered during the inception phase, such as the UNRCO, resident and non-resident UN agencies, Government counterparts and beneficiaries, CSOs and other development partners. The stakeholder matrix used for this evaluation is shown in Annex IV to this report. The evaluation engaged all UN agencies through individual questionnaires. 26 UN staff members participated in an online survey organized for this evaluation. Similarly, 28 Government officials, 37 civil society representatives and 8 development partners representatives participated in three separate online surveys. Additionally, individual meetings with key Government institutions were organized by the evaluators. Also, a focus group discussion was held with civil society organizations.

All findings are supported with evidence. Information obtained through the documentary review, surveys, FGDs and interviews was triangulated against available documented sources, and then synthesized using analytical judgement. Inductive analysis methods were used to narrow down the key units of analysis and provide detailed understanding of the available programme. The analysis phase involved a number of complementary components. First, the evaluation reviewed progress towards the relevant outcomes and the main outputs based on indicators included in the UNDAF. Second, the method of triangulation was used to verify the information gathered. This enhanced data reliability of findings through multiple data sources, bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessment of the outcomes, an attempt was made to attribute the results to the programme when feasible: when not feasible, contribution analysis was used.

All possible efforts were made to minimize potential limitations to the evaluation process. A challenge encountered during the evaluation process was the inability of the evaluators to conduct field visits and have in-person interviews with key stakeholders due to the COVID-19 pandemic. To mitigate these limitations, the evaluation team made use of a number of data collection instruments to enable the engagement of greater number of stakeholders – the most crucial of these instruments were surveys with staff members from UN agencies and government organizations engaged in the implementation of activities with UN agencies.<sup>25</sup>

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<sup>25</sup> This sample was not representative of the UN and references to their views applies specifically to this group.

## 4. MAIN FINDINGS

This report's findings are organized in the following four sections: i) **Relevance** (the extent to which the UNDAF has been relevant to the country's priorities and needs); ii) **Effectiveness** (whether the UNDAF has contributed towards development results for the country), including an overview of the impact of the UN work in the country; iii) **Coherence** (whether the implementation of the UNDAF has been coherent); iv) **Efficiency** (whether the delivery of UNDAF results has been efficient); and, v) **Sustainability** (whether UNDAF results are sustainable).

### 4.1. RELEVANCE

The assessment UNDAF's relevance is conducted against the following four criteria:

- Alignment with and responsiveness to national priorities;
- Flexibility and responsiveness to COVID-19 crisis;
- Perceptions of the value of UN Contributions;
- Compliance with UN's four programming principles.

#### 4.1.1. Alignment with and Responsiveness to National Priorities

With the comparative experience and expertise of 26 agencies active in the country and leveraging the capacities and assets of the entire UN Development System, the UN has become a longstanding and dedicated development partner of the Kyrgyz Republic. It has a solid history of cooperation with GoK and other national partners. The Kyrgyz Republic has benefitted from the UN support in a number of important areas that will be outlined further in this report (under the effectiveness section). Stakeholders to this evaluation noted that the UN in the country is generally perceived as a well-respected development partner which promotes international practices and standards, knowledge, and policy recommendations.

UNDAF was developed in consultation with the Government and national partners. As such, it reflects the country's priorities. Further, Kyrgyzstan's key development challenges were identified through the Country Common Assessment (CCA) process which was conducted rigorously and in a participatory fashion. Also, UNDAF is well-aligned with the country's:

- National Development Strategy 2018-2040 (NDS) and the Medium-Term Plan, “*Unity. Trust. Creation.*” in the areas of economic development, governance and peacebuilding, environment/DRR, and social protection.<sup>26</sup>
- Concept of Regional Policy of the Kyrgyz Republic for the period 2018-2022.<sup>27</sup>

Based on their comparative advantages, the UN agencies have contributed with policy advice and capacity development support at national and local levels – both within and beyond government institutions. As will be seen throughout this report, they have supported the development and implementation of key national policy and legislation, including the National Development Strategy 2018-2040.

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<sup>26</sup> The long-term National Development Strategy 2040 outlines the country's overall commitment to sustainable and inclusive growth, aiming for integrated policies that can balance the social, economic and environmental dimensions of development. An accompanying five-year development programme – Unity, Trust and Creation (2018-2022) — accompanies the strategy, providing a medium-term framework for all national, sub-national and sectoral strategies.

<sup>27</sup> The concept's main goal is to ensure the accelerated socio-economic development of the regions to increase the welfare and quality of life of the population through focused support for the development of pilot territories, including province centres and relevant districts.



UNDAF has also been closely aligned with the Agenda 2030. First, this has been achieved by virtue of UNDAF's alignment of national development planning instruments. The UNDP-led "*Rapid Integrated Assessment*" of key national policy development planning found that the alignment of Sustainable Development Goals with national strategic development planning in Kyrgyz Republic stands at 82 percent. Further, as can be seen from Annex XIX, all UNDAF outcomes are linked to the implementation of SDGs. UNCT has developed an Action Plan to support Kyrgyzstan's implementation of the 2030 Agenda, which is fully aligned with UNDAF four priority areas, with a clear division of labour among UN agencies, timelines and progress indicators. The Action Plan also provides details of individual UN agencies' support to SDGs.

A major challenge during the implementation of the current UNDAF has been the country's political instability. In this period, Kyrgyzstan has had three presidents, two national development strategies and three government mid-term programmes. This instability has been associated with changes in government structures and a high turnover of government staff. The political instability, the crisis of October 2020 and the ensuing Covid-19 pandemic have demonstrated the importance of the flexibility and adaptability of UN planning instruments. Participants to this evaluation noted that UNDAF activities, processes and systems have been flexible and adaptive in their response to emerging priorities. One area of such flexibility has been the COVID-19 response – both its health dimension and more broadly the socio-economic response based on the foundations laid out in SERF. The RCO and the UNCT are taking into consideration the need for flexibility in the process of formulating the new Common Country Assessment (CCA) and preparation for the development of the new cooperation framework.

#### **4.1.2. Response to the COVID-19 Crisis**

The COVID-19 pandemic has aggravated existing challenges and has introduced additional weaknesses in most sectors, as well as the country's preparedness for crisis management. The COVID-19 pandemic affected almost all programme and project planning and implementation processes, requiring the UN to adjust in a very short time to a new working environment. Certain activities had to be postponed. The quality of some interventions, especially of those related to capacity-building and policy development, suffered because of the lack of face-to-face contact and other limitations associated with the new online delivery modes.

As noted in the previous section, conceptually the UNDAF document proved to be broad enough to allow for the flexibility needed to meet the unforeseen needs arising from the COVID-19 crisis. This view was shared by a majority of the UN staff members surveyed by this evaluation – about 81% of the 26 survey respondents agreed that "*UNDAF has been flexible enough to respond to the changing context in the Kyrgyz Republic, especially in light of COVID-19*". Similarly, 92% of the 28 government officials who responded to the survey for this evaluation stated that "*the UN system has been flexible enough to respond to the changing context in the Kyrgyz Republic, especially in light of COVID-19*".

The following is a brief overview of UN's response to the COVID-19 crisis in the Kyrgyz Republic.

- **Operational Response** - At the operational level, the Government and the UN were quick in reactivating the DRCU group (which, as mentioned in the previous section, convenes in crisis situations). During the period March-December 2020, DRCU was able to mobilise more than USD 74 million (against an originally estimated USD 51 m) to provide a rapid response and address the most urgent needs of vulnerable population in six priority sectors: Early Recovery, Education, Food Security and Logistics, Health, Protection, and Water Sanitation, Hygiene (WASH) and Non-Food Items (NFI).

- Health Response** – The health sector response to COVID-19 was organized under two main coordination platforms – the Disaster Response Coordination Unit (DRCU) led by WHO in close collaboration with the MOH and the Development Partner Coordination Council Health sector group led by WHO and the World Bank. Under the leadership the MOH and technical leadership of WHO, health sector partners agreed to deliver coordinated response under the Intersectoral Interagency Contingency Plan for COVID-19 that was approved and signed by Vice-Prime Minister of the Kyrgyz Republic on March 18, 2020. The Contingency Plan aimed to support a set of strategic measures to strengthen national capacities to combat COVID-19 pandemic, as well as to advancing implementation through the establishing of interagency coordination mechanism with the participation of international development partners, UN agencies and other partners. Intersectoral Interagency Contingency Plan for COVID-19 had later become an integral part of the DRCU COVID-19 Response and Early Recovery Plan. UN agencies provided quick support to key ministries such as MoH and MoES in emergency preparedness and response. Such work included capacity building of health workers, development of the MH and MoES manuals/toolkits, procurement of necessary treatment support equipment, PPE, tests, etc. Support was provided to MoH to adjust existing guidelines for primary healthcare level personnel so they could offer consultations to patients via smartphones (through the WhatsApp platform), referring patients to facilities only when necessary. National testing strategies and the national action plan for lab responses to COVID-19 were updated. Support was provided to improve the response through the establishment of COVID-19 testing capacity and further support in preparedness and readiness with plans for surge capacity through testing capacity in regional PCR laboratories. The UN supported the organization of on-the-job practical trainings on RT-PCR sequencing, biosafety and biosecurity (on site and online). Despite these efforts, the agencies recognize that there is still a need to strengthen the capacity of health workers in emergency preparedness and response due to high staff turnover, limited resources and low interest in "preparedness actions". Attention should also be paid to the complexity of data collection in humanitarian actions and to new formats of services in emergencies, using innovative technologies.
- Programmatic Response** - At the programmatic level, the most important achievement of the UNCT was the repurposing of funds to address the immediate impact of COVID-19 and the formulation of the COVID-19 Socio-Economic Response Framework (SERF), despite the complex political situation in the country. The agencies conducted several rapid assessments of the pandemic's impact on a variety of sectors, and in particular vulnerable groups. The list of assessments and research conducted by the UN agencies in the context of COVID-19 is shown in Annex XIX of this report. These assessments were instrumental in supplying national institutions and development partners with much needed data for joint interventions aimed at alleviating the impact of the crisis with focus on most vulnerable groups and/or people at risk of being left behind. As can be seen from the table below, some of these assessments were conducted jointly by more than one agency – a practice that reinforced the “*Delivering as One*” approach. Support was provided in other areas too. UNDP promoted the emergence of innovations in response to problems created by COVID-19.<sup>28</sup> WFP expanded its food assistance, distributed cash-based transfers as a safety net in urban and peri-urban areas and increased the number of targeted beneficiaries to cover the ‘new poor’, in addition to the traditional ones in order to leave no one behind. Under Protection cluster/GBV sub-sector UNFPA mobilized key stakeholder and development partners to support Government to strengthen multi-sectoral coordination for elimination of violence against women and girls through development of a coordinated algorithm for

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<sup>28</sup> UNDP in partnership with the State ICT Agency and High Technology Park completed innovation competition to address the negative effect of COVID-19.

response to GBV, support to coordination of online psychological services during the COVID-19 lockdown and arrange the continuous on-line support of legal, medical, social and psychosocial services to GBV survivors (through 117 hotline). Contribution was made to adapt regular services of crisis centers and arranging alternative (safe) spaces for GBV survivors with consideration of COVID-19 prevention and protection measures. A shelter organized in Bishkek city later became permanent with support from city municipality. UNFPA jointly with UN Women conducted a rapid assessment on the impact of COVID-19 on women and vulnerable groups. Furthermore, the Rural Women Economic Empowerment (JPRWEE) initiative implemented by UN Women, FAO, WFP, and IFAD provided the basis for the COVID response initiative, which was undertaken by UN Women with the support from the Government of Japan. The COVID-19 response project helped 500 women to find new solutions in the post-pandemic era and learn how to diversify their economic and livelihood activities affected by COVID19. During the lockdown UN Women, in partnership with the IT Academy, enhanced capacities of close to 360 community activists and central/local authorities to use ICT tools for establishing online platforms, which enabled them to have real-time communication lines.

Overall, COVID-19 was a real stress test of the UN reform. It accelerated the emergence of a UNCT better equipped to deal quickly and effectively with complex challenges. For all the flexibility of the UN system in Kyrgyzstan demonstrated in response to the COVID-19 crisis during 2020, some stakeholders interviewed for this evaluation noted that the new cooperation framework has to be fundamentally reshaped to respond effectively to the country's new development landscape. Adjustments need to be re-fashioned in terms of methods and approaches used to respond to rapidly changing conditions. While some agency stakeholders interviewed for this evaluation praised the role that SERF played in the response to the crisis, others noted that it operated like a parallel development/recovery plan that diluted clear messages to partners, complicated coordination and bound resources unnecessarily. In 2021, the UN integrated priorities under SERF process into the JWPs for 2021-2022. Also, development partners raised the need for a comprehensive analysis of the impact of the work of the UN during the COVID-19 crisis with a view to understanding the results of that work and using that as the basis for the development of new programming which going forward will inevitably be linked to certain aspects of the COVID-19 recover.

#### **4.1.3. Perceptions of the Value of UN Contributions**

The relevance of the UNDAF was also assessed on the basis of perceptions of the stakeholders engaged by this evaluation. From the perspective of UN staff members, UNDAF has for the most part been relevant and has contributed to the coordination of the UN system in the country.

About 93% of the 26 agency staff members<sup>29</sup> who participated in the anonymous survey organized for this evaluation responded that “*UNDAF has adequately reflected Kyrgyzstan's national needs & priorities*”. Similarly, all government officials responding to the evaluation survey agreed that the UN system has been a reliable and adequate partner of the country in the achievement of its development goals. Further, 95% responded that the UN system has adequately addressed national needs and priorities. When it comes to the targeting of vulnerable groups, more than 93% of UN agency respondents stated that “*UNDAF has addressed the needs of women, children and the most vulnerable groups in the Kyrgyz Republic*”. Similarly, among the 28 government officials who responded to the evaluation survey there is strong consensus that the UNDAF has addressed the needs of women, children and the most vulnerable groups. Further, 96% of

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<sup>29</sup> See this report's Annex VII for a summary description of the UN staff members who responded to the survey organized for the evaluation.

the 26 UN agency staff participating in the survey responded that “*the UNDAF has been relevant to the work of my agency*”, while all government officials surveyed stated that the UNDAF has been relevant to the work of their organizations. So, clearly, when it comes to the UNDAF as a framework of cooperation, there is broad agreement among UN staff members and government officials that it has been relevant to country needs, the needs of vulnerable groups and the work of individual agencies.

When it comes to the practical effects of the UNDAF on the way UN agencies work together, about 74% of survey respondents from the UN agencies think that “*UNDAF has created a clearer division of labor among UN agencies in the Kyrgyz Republic*”. Also, about 82% of respondents agree that “*UNDAF has created complementarities among UN agencies in the Kyrgyz Republic*”. Similarly, about 82% of survey respondents from the UN agencies believe that “*UNDAF has contributed to improved synergies in the achievement of results between UN agencies*”. About 82% think that “*the agency I work for frequently uses UNDAF document to plan its activities*”. So, from the perspective of UN staff members, UNDAF is used by the agencies and has enabled complementarities and synergies.

From the perspective of government counterparts, 86% of respondents believe that “*the UN System has created complementarities/harmonization among UN agencies in the Kyrgyz Republic*”. For GoK representatives, the framework is relevant and a useful instrument of coordination for the UN system and between the UN and the Government. However, the fact that government officials were not envisaged to participate as full members on a regular basis in the UNDAF structures such as the results groups (as will be seen further in this report) and as a result are not regularly participating in these structures suggests that the relevance of the framework may not be fully understood or appreciated by these counterparts. This may not be related to the actual results of the cooperation, as the government counterparts who participated in the survey for this evaluation highlighted concrete results and contributions of the UN system in the Kyrgyz Republic, but their perceptions could also relate more directly to the cooperation with the individual agencies with which they work more directly. Going forward, for UNDAF (and especially for the new cooperation framework) to become a solid instrument of coordination and cooperation among the UN agencies and the Government, it will be important to have a much more dynamic engagement of all relevant government counterparts with the process.

Another factor that will strengthen the relevance of the cooperation framework in the future will be a stronger and systematic engagement of civil society at the level of the whole UN system – rather than with individual UN agencies. Although there have been consultative processes with CSOs that have been organized for certain purposes, CSOs involved in this evaluation pointed out that the avenues for the engagement of local civil society with the UNDAF structures have been limited. Consultations with civil society need to be more intensive. Their views and opinions are not sufficiently reflected in the joint planning, implementation and reporting activities. Another area that will similarly require greater attention in the upcoming programme is the involvement of the private sector. There is potential for channelling their contributions more effectively towards the country’s development objectives. Harnessing the private sector to contribute to the development process does not preclude them from pursuing profits, but it makes their contributions more aligned with the country’s key priorities and creates public-private synergies that have the potential of being beneficial for all. This engagement will be discussed further in the sustainability section of this report.

#### 4.1.4. Compliance with UN's Four Programming Principles

UN's pledge to leave no one behind is underpinned by a set of programming principles<sup>30</sup> that provide the normative foundation for the UNDAF. In fact, UNDAF's second outcome area was exclusively dedicated to issues related to “*Good Governance, Rule of Law, Human Rights and Gender Equality*”, putting the four programming principles front and centre. The following is a brief discussion of how the UN system in the Kyrgyz Republic has promoted these principles in its current programming cycle.

##### **Leave No One Behind**

In the current programme cycle, the UN system in Kyrgyzstan has placed special emphasis on the “*Leaving No One Behind*” (LNOB) principle, both in its regular programme prior to the onset of the pandemic and in its response to the COVID crisis. LNOB has been an underlying concept in the design of the UNDAF, with all four priority areas and outcomes addressing immediate and structural challenges affecting the lives of the most vulnerable people. Poverty reduction is a key cross-cutting theme of the work of all agencies involved. In the design of programmes and projects, several agencies reported to applying vulnerability analyses and mapping to select and prioritize geographic areas where their support is most needed.<sup>31</sup>

The UN's adherence to the LNOB principle is manifested in a number of ways and across sectors/focus areas. To channel the necessary support to vulnerable groups in a coordinated fashion, the UNCT has established a range of inter-agency structures, which have been listed in the “Programme Overview” section. Four thematic groups— the ***Gender Theme Group, Youth Thematic Group, Migration Network, and Joint Theme group on HIV/AIDS*** – have been established to coordinate the work of the UN system in each of these key areas related to the LNOB principle. The following are some key areas of relevance to the LNOB principle.

- The current programme has had a significant focus on gender. The UN's work in this area will be reviewed in the following section on “*Gender Equality and Women's Empowerment*”.
- Another group in the focus of UN's work has been youth. In September 2018, the UNCT adopted its 2030 Youth Strategy, which recognized youth as one of the major stakeholder groups in the implementation of the 2030 Agenda.
- In the area of health, vulnerable groups have been in focus of UN's work through interventions in the areas of TB, HIV/AIDS and hepatitis, as well as through activities on the elderly population. The UN Migration Network has worked closely with the State Migration Service (SMS), and all relevant Governmental entities, International Organizations (IOs), non-governmental organizations (NGOs), civil society organizations (CSOs) and other entities dealing with migration issues, to promote effective migration management, and mechanisms to support the protection of the rights and well-being of migrants and communities in a coherent, holistic manner, in line with the Global Compact for Safe, Orderly and Regular Migration (GCM) and in accordance with the Concept of State Migration Policy. In 2019, the Kyrgyz Republic was commended for being the first country in the world to end statelessness.<sup>32</sup>

The UN has also supported the justice sector reform aimed at promoting rule of law and establishing a more humane, accessible, responsive and accountable criminal justice system.<sup>33</sup> As will be seen in the section on

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<sup>30</sup> [UNDG-UNDAF-Companion-Pieces-1-Programming-Principles.docx](#)

<sup>31</sup> Applying poverty incidence, disaster recurrence and other indicators depending on the type of activity.

<sup>32</sup> Link to UNHCR note on this can be found [here](#).

<sup>33</sup> Notably UNDP has supported the establishment and operationalization of probation institute and the state-funded legal aid system, including the establishment of 16 Free Legal Aid Coordination Centers across the country.

“SDGs”, the UN has supported the integration of LNOB in SDG processes and the preparation of the Voluntary National Review (VNR).

The COVID-19 response too has been focused on vulnerable groups. This focus was ensured, among others, by the extensive research and assessments conducted by the UN to inform the formulation and implementation of SERF. These assessments were listed in Table 6 in the previous sections. The implementation of the COVID-19 response has focused on infection prevention and control, access to immunization programmes, protection of human rights, digitalization of public services, etc.

### **Human Rights, Gender Equality and Women’s Empowerment**

Human rights and gender issues are key crosscutting issues mainstreamed in the UNDAF document.

#### **Human Rights**

In line with a human rights-based approach, UNDAF was designed to address discrimination and inequalities, meet essential needs and fight extreme poverty, and enable voice, participation, equitable and inclusive decision-making. Several agencies noted that their programming was guided by developing the capacities of “duty-bearers”, primarily the state, to meet their obligations and of ‘rights-holders’, especially vulnerable groups, to claim their rights. They also noted that their interventions have aimed at improving the knowledge and capacities of government service providers to deliver quality services to vulnerable people. The UN supported the Government in developing and launching reforms in the justice sector, law enforcement bodies, forensic services and the prison system to make it more efficient and human rights compliant. The UN has also supported the preparation of key legislation approved by the Parliament to uphold the rule of law and protect human rights.<sup>34</sup> Further, the UN has supported the state’s engagement with UN Human Rights Mechanisms, including the support for the Law on Ratification of the UN Convention on the Rights of People with Disabilities (UN CRPD) which was adopted by the Parliament in December 2018. Several agencies also noted that in light of the unpredictability of the current situation, including the COVID-19 crisis, the “*Human Rights Based Approach*” (HRBA) has provided the UN with the flexibility to revamp its priorities and implementation strategies.<sup>35</sup>

In particular, the UNCT’s peacebuilding programme has been focused on integrated interventions, joint operational activities on developing civic education teaching methodology and materials on gender equality and non-discrimination for school students, developing gender-sensitive local development planning and budgeting by Local Self-Government, promoting gender-sensitive journalism in PVE and media production, preventing violent extremism. The UN’s Peacebuilding Fund (PBF) has been instrumental in supporting these activities in the Kyrgyz Republic. This has also been an area where there has been greater inter-agency cooperation due to the joint nature of programme implementation, which has been a requirement of the PBF.

With regards to the perceptions of stakeholders, a significant number of UN staff and development partners involved in this evaluation believe that the UN has played an important role in the promotion of human

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<sup>34</sup> This includes the Criminal Code, Criminal Procedure Code, the Criminal Executive Code, the Law on State Guaranteed Free Legal Aid, on Domestic Violence, Child Marriage, Civil Procedure Code, along with other important legislation.

<sup>35</sup> An HRBA identifies who has rights (rightsholders) and what freedoms and entitlements they have under international human rights law, as well as the obligations of those responsible for making sure rights-holders are enjoying their rights (duty-bearers). An HRBA empowers rights-holders to claim their rights, and supports duty-bearers to meet their obligations.

rights. For example, more than 89% of UN staff responding of the evaluation's survey agreed with the statement that *"UNDAF has adequately incorporated human rights as a cross-cutting principle"*. When broken down in the rights of specific vulnerable groups, the response of UN staff members is more diverse. For example, about 89% staff members thought that *"UNDAF has adequately incorporated gender equality as a cross-cutting principle"*. About 78% believed that *"UNDAF has adequately incorporated the rights of children/youth as a cross-cutting principle"*. And about 64% of respondents thought that *"UNDAF has adequately incorporated the rights of PwDs as a cross-cutting principle"*. As for government officials responding to this evaluation's survey, 82% agreed that *"UNDAF has adequately incorporated human rights as a cross-cutting principle in the activities of the UN agencies"*. Further, 89% of them agreed that *"UNDAF has adequately incorporated gender equality and right of children and PwDs as a cross-cutting principle."*

However, when it comes to the actual results of the joint UN-Government work in the area of human rights, the situation is mixed. Some progress has been made at the policy level. The Kyrgyz Republic has ratified or acceded to eight of the nine core UN human rights treaties<sup>36</sup> and has strengthened the national legal framework to prevent gender-based violence and forced marriages, ratified the Convention on the Rights of Persons with Disabilities<sup>37</sup> and the Protocol 2014 to ILO Convention 29 on Forced Labour.<sup>38</sup> UN agencies have provided the Government with crucial support for the adoption of and reporting on the Child Rights Convention (CRC) and UN Convention on the Rights of Persons with Disabilities (CRPD). In 2020, the UN closely engaged with the Government and Parliament to prevent the adoption of the draft law on trade unions, which was initiated by the Parliament and was assessed by the ILO Supervisory Bodies as violating the right to freedom of association.

However, the country has not yet acceded to the Convention for the Protection of All Persons from Enforced Disappearance (CED). Also, the country is not a party to the 1954 Convention relating to the Status of Stateless Persons or the 1961 Convention on Reduction of Statelessness.<sup>39</sup> The authorities actively maintain a dialogue with the UN human rights mechanisms, including the Treaty Bodies, the Universal Periodic Review (UPR) and Special Procedures of the UN Human Rights Council. However, limited progress has been made in the implementation of human rights recommendations on eliminating torture and gender-based violence (CEDAW and National Law on Family Protection Against Domestic Violence (2017));<sup>40</sup> non-discrimination and equality; freedom of media; freedom of peaceful assembly and addressing compliance with labour standards in the field of occupational safety and health, child labour, forced labour and others.<sup>41</sup> The Government has not adequately fulfilled its reporting obligations and implementation of recommendations of the ILO Committee of Experts on Application of Conventions and Recommendations. The country has accepted only two individual complaints procedures: CCPR-OP1 and CEDAW-OP. To date, the Treaty Bodies have adopted 38 Views and found violations concerning arbitrary arrest, torture, unfair trial, inhuman treatment of detainees, non-refoulement, and gender-based discrimination, including sexual harassment.<sup>42</sup> Still, there is a lack of effective mechanisms and legal procedures for the full

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<sup>36</sup> See [here](#).

<sup>37</sup> Ratified by the country in May 2019 and started developing national action plans – [here](#).

<sup>38</sup> Ratified by the country in February 2020.

<sup>39</sup> At the same time, the Kyrgyz Republic acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol in 1996

<sup>40</sup> See [here](#).

<sup>41</sup> See [here](#).

<sup>42</sup> See [here](#).

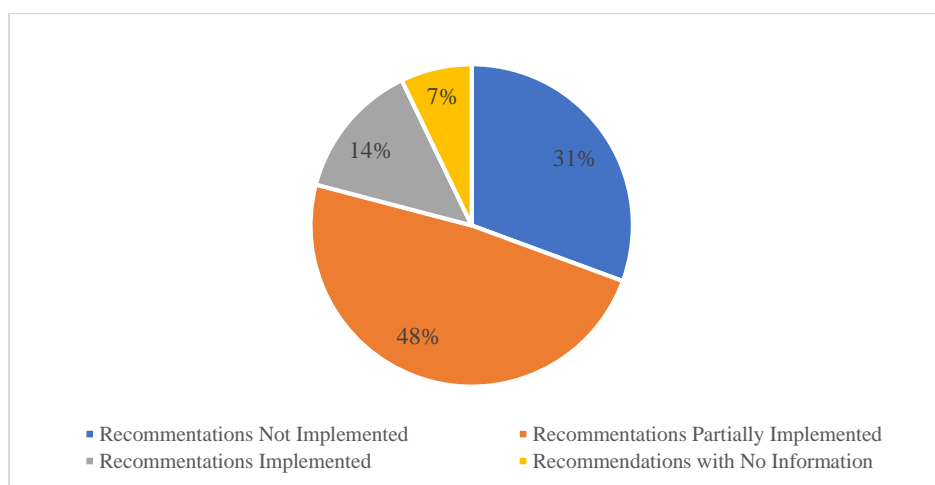


implementation of the adopted Views.<sup>43</sup> The table and figure below show that only about 20% of UPR recommendations have been fully or partially implemented – a weak record.

**Table 4: Status of UPR Recommendations<sup>44</sup>**

Status of UPR Recommendations	No.
Recommendations Not Implemented	60
Recommendations Partially Implemented	95
Recommendations Implemented	27
Recommendations with No Information	14

**Figure 4: Status of UPR Recommendations**



The Office of Ombudsperson has strengthened its capacity to monitor and report human rights violations but is still not in compliance with the Paris Principles.<sup>45</sup> Minority groups remain vulnerable and discriminated in the country.<sup>46</sup> According to Freedom House, COVID-related restrictions and the political crisis of 2020 have negatively affected the human rights situation and restricted space for civil society and independent media.<sup>47</sup>

Furthermore, in 2021, the authorities started a complex revision of the national legislation raising concerns from the international community and civil society that through this process existing protections under the law might get watered down.<sup>48</sup> CSOs are particularly concerned by this development as this new legislation has the potential to constrain their role as watchdogs of public governance and policy. Public consultations on this topic have been formal and there are no real mechanisms to prevent these threats become the reality.

<sup>43</sup> As of 2020, Kyrgyzstan has implemented only two Views, and three were partially implemented. See [here](#).

<sup>44</sup> Based on data from the “Joint UNCT submission for the YPR of Kyrgyzstan, Third Cycle”.

<sup>45</sup> See [here](#).

<sup>46</sup> See [here](#).

<sup>47</sup> See [here](#).

<sup>48</sup> In February 2021, by decree of the President of the Kyrgyz Republic, a large-scale inventory of legislation was launched, which should be completed at the end of 2021. Generally, they have more resonance with people than the formal mechanisms.



Overall, in the area of social, economic and environmental rights, the UN has supported the government to undertake substantive and impactful work. However, in the area of civil and political rights the influence of the UN has been limited, given the country's regress in a number of areas.

### Gender Equality and Women's Empowerment

Gender partnerships have been a strong area of focus for the UNCT in Kyrgyzstan. The Gender Thematic Group has coordinated all the efforts of UN agencies related to gender equality and empowerment of women. A “*UNCT SWAP-Scorecard*” assessment was conducted by the UN in 2017, but since then there has been no other comprehensive gender assessment of the work of the UNCT.

At the strategic level, the UN has supported the development of the new Gender Equality Strategy (GES) for the period of 2021-2030 and its Action Plan. As a result of lobbying from the UN, a permanent Council on Women's Rights and the Prevention of Gender-Based Violence was established within the Parliament to work on women's rights issues and VAWG within the national legislative and policy agenda. The Council aims to strengthen the role of the Parliament in promoting the national agenda on women's rights through national legislative and policy efforts on prevention and response to sexual and gender-based violence. Other achievements of the partnership of the UN with national counterparts include the endorsement of legislation addressing gender inequality, the 30% mandatory quota for women in local councils (2019) which led to 39% of seats in local councils to be filled by women, the Law “On Protection and Safeguarding from Domestic Violence” (2017), and the Law “On Early Marriages” (2018). UNFPA advocated for and supported the establishment of a Government Coordination body to respond to Gender Based and Domestic violence, where the key responsibilities of multi-sectoral response and coordination go to the Ministry of health and social development of KR. Its functional responsibilities were operationalized in Standard Operating Procedures and ministerial Guides to support inter-institutional and multi-disciplinary intervention and referral actions by establishing a common methodological framework for the relevant actors, especially for policy makers, stakeholders and service providers who work directly with GBV victims/survivors. UN Women focused on support in normative and policy work on GEWE, including technical, advisory and advocacy support for several key laws.<sup>49</sup>

In January 2020, in partnership with the Government of the Kyrgyz Republic, the UN and the EU launched the Spotlight Initiative on eliminating all forms of violence against women and girls. The initiative applies a comprehensive set of approaches based on social innovation, human rights, multi-sectoral and inclusive response and survivor-centred principles to the planning, coordination, implementation and monitoring of interventions across the initiative's six outcome areas.<sup>50</sup> Particular emphasis is placed on integrating the voices, experiences and solutions of women and girls who face multiple forms of discrimination, in line with the LNOB principle. Within the Spotlight Initiative, UN agencies under the leadership of UN Women initiated in 2020 the gender rapid assessment of COVID-19 impact. Currently, the Spotlight Initiative is

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<sup>49</sup> Law on Prohibition of Religious Marriage Ceremonies with Minors (2019) in response to CEDAW Concluding observations; Law on Amending the Law of the KR on the election of deputies to Local Keneshes (Councils) (2018) address women's low representation at the local level with a reservation of 30 percent of mandates for women in ayil (village) councils as a special temporary measure in line with CEDAW; Correctional Code of the Kyrgyz Republic (2019) was amended to include specific measures (Articles 45, 54, and 98) to ensure that pregnant women have access to all necessary services during pregnancy, labor, delivery, and postpartum period in line with CEDAW, Beijing and ICCPD; Law on Civil Protection (2018) (No. 54) reflects gender aspects in the reduction of risks of violence against women and children in emergency and crisis situations; the new Criminal Code, which entered into force in 2019, articles 154 and 155 have changed, according to which now imprisonment from 5 to 10 years is provided for kidnapping for the purpose of marriage.

<sup>50</sup> The initiative is using the Oxford Scenario Planning Approach and Adaptive Leadership & Positive Deviance approach, aimed at strengthening the implementation of the new GES.

assisting law enforcement agencies in several areas related to eradicating VAWG, including legal revision, law-making as well as legal aid. In 2020, UN Women documented tangible results in addressing the key root cause of gender-based violence by engaging 23,700 individuals of all ages, including 16,010 women and 7,690 men from 16 pilot communities, who acted jointly against harmful practices and associated violence against women and girls. 11,457 local rights holders and duty bearers, including 7,681 women and 3,776 men, who re-evaluated their attitudes vis-à-vis gender roles and are now capable of transforming harmful power relations using GALS tools

For all the positive achievements, sexual and gender-based violence (SGBV) and violence against children remain a persistent human rights concern in the Kyrgyz Republic, especially in the wake of the COVID-19 pandemic. The Ministry of Internal Affairs received 65% more referrals dealing with domestic violence because of lockdown.<sup>51</sup> According to a 2020 UNFPA survey, 32 percent of respondents could relate to domestic violence or had experienced it themselves.<sup>52</sup> Despite steps taken in introducing protection orders and establishing helplines, the authorities have not allocated funds to support crisis centres and shelters for survivors of violence, especially in rural areas. Local authorities have not facilitated the process of reporting the incidents of domestic violence to the prosecutors directly instead of reporting to the “*aksakal*” court.<sup>53</sup> While the Government has enacted several pieces of legislation on GBV and has dismissed several police officers who were lax in prosecuting cases of GBV or didn’t offer protection to victims, it has not been able to ensure full accountability for gender-based violence, including sexual violence against children. Most CEDAW recommendations on gender-based violence have not been implemented. Abduction of women for forced marriage continues to be a challenge, which required a more unified response by local authorities, police and courts (i.e. unified protocols for investigations and victim support schemes).

UN’s work in the area of gender equality and women’s empowerment will benefit from greater focus on results-based joint work design on the basis of hard evidence and under the coordination of the GTG. Currently, the UNDAF lacks strong indicators on gender equality, except for gender markers in the JWPs. There is also a lack of minimum standards for gender sensitive monitoring and evaluation. There is also no evidence of joint UN action for GEWE communication and advocacy guided by the Gender Theme Group in cooperation with the Communication Group.

Going forward, the UN could undertake measures that will strengthen the gender dimension of its work. Most crucially:

- A gender assessment at the level of UNDAF will reveal the greatest challenges and opportunities for improvement.
- In certain sections, there is a need to strengthen the gender aspects of the results framework by improving the disaggregation of indicators and targets.
- There is also a need to include standards for gender sensitive monitoring and evaluation under UNDAF.
- The UN should also strengthen joint GEWE communication and advocacy.

### **Environmental sustainability and resilience**

UNDAF has addressed environmental sustainability and resilience concerns primarily through Outcome 3. At the policy level, the Government has benefitted from the support of a range of UN agencies, including

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<sup>51</sup> UN Women Gender Rapid Assessment. 2020. Kyrgyz Republic.

<sup>52</sup> See [here](#).

<sup>53</sup> The aksakal courts are courts of elders. The courts have jurisdiction over property, torts and family law. They were eventually included under Article 92 of the Kyrgyz constitution.

UNDP, UNEP, UNECE, FAO and UNIDO. About 81% of UN staff members responding to this evaluation's survey stated that "*the UNDAF has adequately incorporated environmental sustainability as a cross-cutting principle*".

The UN has been committed to the principle of environmental sustainability as part of its programming, implementation and operations within a context of socially equitable and environmentally responsible sustainable development. This includes taking into consideration the impacts of its operations to the environment and climate for the purpose of instituting safeguards aimed to enhance the environmental benefits of activities, avoid irreversible environmental damage, foresee adverse impacts on the communities served by the UN, and ensure sustainable use and management of natural resources.

### **Accountability**

UNDAF was envisaged to support national efforts to boost the accountability, transparency effectiveness, and efficiency of Kyrgyz institutions to respond to citizens' expectations for rule of law, promote and protect human rights, and ensure access to services of vulnerable population groups, especially women, youth, minorities and persons with disabilities. These priorities were reflected in the second result area of the UNDAF, which was dedicated to the goal of making national institutions at all levels are more accountable and inclusive, ensuring justice, human rights, gender equality and sustainable peace for all.

UN's contribution to the strengthening of accountability in the public sector is outlined in the "Main Achievements" section of this report. Despite challenging and volatile political developments, which led to the adoption of a new constitution and a presidential form of government, the UN made notable efforts to strengthen democratic institutions in the country, particularly the electoral process, the justice system and the oversight role of the Parliament.

At the highest level, the UN has supported elected representatives (Parliament) in holding the executive government accountable.<sup>54</sup> The UN supported the Parliament to better exercise its oversight functions and establish mechanisms for engagement of civil society to ensure inclusive, transparent and gender-sensitive decision making. In this regard, the Parliament adopted the Action Plan on Open Parliament under the framework of the global Open Government Partnership (OGP) Initiative to provide for eight additional commitments on good governance, including on Legislative Openness, Citizen Inclusion and Accountability. Moreover, civic engagement has been promoted through the establishment of partnership agreements between the Parliament and 16 civil society organizations to strengthen the Parliament's accessibility by citizens. The UN has also supported a range of independent institutions such as the judiciary, Ombudsperson, media and civil society in holding the executive branch of government accountable.<sup>55</sup>

The UN has also supported justice sector reform aimed at promoting rule of law and establishing a more humane, accessible, responsive and accountable criminal justice system. Key institutions, such as the State Registry Service, the Centre for Coordination of State-guaranteed legal aid under the Ministry of Justice and others, were assisted in strengthening accountable, transparent, gender sensitive and inclusive delivery of quality public services based on smart solutions. The UN has also promoted "*social accountability*" by supporting citizen initiatives that hold public officials directly accountable. This has happened typically at the grassroots level where there has been direct interaction between citizens and public officials.<sup>56</sup> In the framework

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<sup>54</sup> This is the so-called *political accountability* and is the channel through which citizens hold the government accountable through the representatives they vote for.

<sup>55</sup> This is the so-called *horizontal accountability*.

<sup>56</sup> In this relationship, public officials provide citizens with services, and citizens engage with the governance process and demand accountability from the relevant officials.

of UNDAF, the UN has also provided electoral support to the Central Election Committee (CEC) to ensure that it conducts the elections in line with best international standards.

Although UN's support for strengthening public accountability has not been provided in a systematic and coordinated way across all accountability channels mentioned above – and for obvious reasons, given the fragmented financing and agency-based approach through which delivery is carried out – the contribution in strengthening these dimensions of accountability has been meaningful, especially in the dimensions of social accountability and bureaucratic accountability where there has been greater engagement by the agencies.

\* \* \*

In summary, the UNDAF has been relevant to national priorities and the country's needs. There are, however, certain challenges that should be considered in the upcoming programme cycle, such as the lack of synchronization between agency programmes and UNDAF and the need for a nimbler approach to adjusting the programme framework to reshuffled government priorities.

The COVID-19 pandemic has had a significant impact on UNDAF implementation, requiring flexibility and adaptation. For all the challenges presented by the crisis, it has created an opportunity for the UN agencies to rally together in response as one body – a real embodiment of the “*One UN*” approach. UN's response was developed on the basis of extensive research on the impacts of COVID-19 across a range of areas of direct interest to the UN. The COVID-19 response was guided by the “leave no one behind” principle, focusing on the needs of vulnerable populations. Solidarity by development partners provided an opportunity to mobilise additional resources for SERF's implementation. UNDAF's JWP and SERF became two parallel processes in 2020, but in 2021 they became integrated. In the new cooperation framework, the two streams will need to be fully integrated into one framework.

A key feature of the work of the UN system has been its significant focus on vulnerable and disadvantaged people – children, youth, women, persons with disabilities, people at social risk or with health challenges, persons in detention, smallholders, etc. Many agencies have prioritized poverty reduction. Such focus has enabled the UN to be largely compliant with the LNOB principle. The UNDAF has also addressed environmental sustainability and resilience concerns primarily through Outcome 3 and has promoted accountability through better use of evidence in the policymaking. However, there is room for improvement in how the UN addresses the issue of gender equality. Also, there is a need for a stronger engagement of civil society and the private sector at the level of the whole UN system – rather than with individual UN agencies.

## 4.2. EFFECTIVENESS

This section presents an assessment of the effectiveness of the work of the UN system under the UNDAF. The first part provides a quick assessment of the design of the programme. The second part provides a discussion of the way in which the UN system measures, tracks and reports results. The third part provides a broad overview of UN's major contributions in each of the UNDAF outcome areas. The fourth part provides a brief overview of the impact of the UN's work in the Kyrgyz Republic.

### 4.2.1. Programme Design

Overall, the UNDAF document is well-formulated and provides a comprehensive analysis of the country context, especially in the areas covered by UN activities. The document identifies with clarity the country's development needs and priorities and outlines UN's strategic approach to addressing them. The document also provides a good description of the main institutional arrangements for the implementation, monitoring and evaluation of the UNDAF. During the implementation stage, most of these arrangements have turned out to be as they were envisaged in the document – including key structures such as the JSC, RGs, MEG, etc.

The current UNDAF underwent a “*UNCT SWAP-Scorecard*” assessment<sup>57</sup> at the outset of the current programme cycle (in October 2017). The assessment found that “while lacking a gender-targeted outcome, the 2018-2022 UNDAF met the minimum standards for gender articulation across outcomes, displaying good articulation of gender mainstreaming in all four outcome narratives, including elaboration on how gender equality challenges would be addressed”.

The UNDAF document does not provide a description of the formulation process, making it difficult to assess the extent to which national governmental and non-governmental partners were genuinely involved in the design of the framework. From the perspective of UN staff members, the formulation of the UNDAF was participatory and open to external partners – 89% of UN staff members responding to the evaluation survey stated that “*the UNDAF was planned in a participatory fashion between UN agencies, Government bodies and non-governmental stakeholders*”. About 81% of government officials responding to the evaluation survey agreed that the UNDAF was planned in a participatory fashion between UN agencies and Government bodies.

#### Theory of Change

A Theory of Change (ToC) was not explicitly presented in the UNDAF document. The evaluation team constructed a ToC on the basis of the results framework underpinning the UNDAF document and the information collected in the evaluation process. The ToC is shown in section 1.4 of Annex IV to this report.

#### Results Framework

The UNDAF document included a results framework that was envisaged to enable the UNCT to measure and track results at the national level on a regular basis. The results groups have relied on the UNDAF results framework for the development of joint work plans (JWPs) for each outcome area. A shortcoming of the UNDAF results framework is that it is not only extensive, but also complicated to navigate - it consists

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<sup>57</sup> The UNCT SWAP-Scorecard is a globally standardized rapid assessment of UN country level gender mainstreaming practices. The framework is designed to foster adherence to minimum standards for gender equality processes across the UN system set by the UNDG. The UNCT SWAP-Scorecard focuses on the performance of the UN system as a whole, rather than the achievements of any single agency.

of 4 outcomes, 44 outcome indicators, 20 outputs and 130 output indicators. The table below shows an analysis of the number of indicators, baselines and targets in the results framework.

**Table 5: Analysis of Outcome and Output Indicators**

Outcome/Output	No. of Indicators	Defined Baselines	Defined Targets
<b>Outcome level</b>			
Outcome 1	13	9	5
Outcome 2	10	10	10
Outcome 3	10	8	9
Outcome 4	11	11	11
<b>Total</b>	<b>44</b>	<b>38</b>	<b>35</b>
<b>%</b>		<b>86%</b>	<b>80%</b>
<b>Output level</b>			
Output 1.1	16	13	14
Output 1.2	4	1	1
Output 1.3	4	3	3
Output 1.4	10	9	10
Output 1.5	4	3	2
Output 2.1	5	5	5
Output 2.2	4	4	4
Output 2.3	6	6	6
Output 2.4	4	4	4
Output 3.1	5	5	5
Output 3.2	5	5	5
Output 3.3	6	6	6
Output 3.4	4	4	4
Output 4.1	4	4	4
Output 4.2	15	15	15
Output 4.3	8	8	8
Output 4.4	5	5	5
Output 4.5	10	10	10
Output 4.6	7	7	7
Output 4.7	4	4	4
<b>Total</b>	<b>130</b>	<b>121</b>	<b>122</b>
<b>%</b>		<b>93%</b>	<b>94%</b>

A couple of key observations can be derived from the table above. First, the number of both outcome and output indicators (44 and 130 respectively) is rather excessive and poses an onerous burden on the UNCT, and especially the results groups and the MEG group, in their efforts to track progress and report on achievements. Going forward, this framework should be simplified both in terms of the number of indicators and the way they are framed. Second, as shown in the table above, not all 44 outcome indicators have properly defined baselines and targets. In fact, only 86% of outcome indicators have a defined baseline and 80% have defined targets. Similarly, not all output indicators have properly defined baselines and targets. Out of a total 130 output indicators, 121 (or 93%) have a defined baseline established at the beginning of the UNDAF and 122 (or 94%) have a defined target. For a framework of this importance, it will be essential for the UNCT to develop a complete results framework, with all baselines and targets

determined and defined upfront. It should be also noted that, while the UNDAF outcomes and outputs have been formulated in a way that relates to specific SDGs (as shown in Table 7 under the Relevance section), the respective indicators do not correspond to SDG indicators. This shortcoming should be addressed in the upcoming UNSDCF by aligning the indicators with the country's SDG framework.

The evaluation team also conducted a quick assessment of the quality of UNDAF output indicators. The assessment did not delve into a deep analysis of the quality of each indicator, as it would take too much space and divert the focus of the report. But Table 9 below presents a quick assessment of output indicators on the basis of the standard SMART criteria.<sup>58</sup> As can be seen from Annex XX of this report, only 100 output indicators (77%) fully meet the SMART criteria. The other 30 have shortcomings in at least one dimension of the SMART criteria – the most common weaknesses are in the “Measurable” and “Relevance” dimensions. Another observation derived from this assessment is the importance of identifying meaningful and solid UNDAF indicators that meet the SMART criteria.

It should also be noted here that the UNDAF outputs were identified in Joint Work Plans (JWPs) formulated initially for a two-year period (2018-2019). One challenge with these JWPs is the large number of agency-specific activities underpinning each output, making it difficult to monitor progress. Overall, more than 230 activities were planned in the JWPs to support the achievement of output indicators. In most of cases (82%), there is a “good match” between activities and outputs. In the remaining cases, the activities are only complementary to targeted indicators. In a few cases, the output indicators do not fully capture the results produced by activities. For example, under Output 1.1, there are numerous activities in support of green economy, yet there is no output indicator to measure such results. Similarly, under Output 4.5, activities supporting the development of people-centered health services, along with the establishment of a health insurance institution as a strategic purchaser, do not show in the output indicators. There are also few cases when targeted outputs are not sufficiently supported by activities. Such is output indicator 2.1.5 which envisages a pilot census, in spite of the fact that no specific activities are associated with it. Also, there are no specific activities to support Output 2.2 under which the Ombudsperson's Institution was expected to produce a number of special reports highlighting human rights issues of minorities and other vulnerable groups (indicator 2.2.3) and state authorities were expected to increase the percentage of women and vulnerable groups participating in civil service, including managerial positions. Further, output indicator 2.4.4 envisages a number of job opportunities created for at-risk young men and women aged 18-30 in areas prone to radicalization leading to violent extremism, but there are no activities designed to support job creation. Thus, another suggestion going forward is to reduce the number of JWP activities and improve their relevance by broadening them to a level that allows several agencies to work under one activity line.

The challenges with indicators, baselines and targets noted above are further compounded by the lack of data on the indicators identified in the UNDAF results framework, in particular disaggregated data about gender, migration, and other dimensions related to vulnerable groups. At the outcome level, the 2018 “UNCT SWAP-Scorecard” assessment of the UNDAF document concluded that the *“results framework exceeded the minimum standards for gender sensitivity, with 60 percent (31 out of 52) of outcome indicators able to track progress toward gender equality, though the analysis identified some variability in levels of gender tracking between outcome areas. Furthermore, the assessment revealed a significant number of ‘incomplete’ gender sensitive indicators in the results framework that lacked funded means of verification, baselines and/or targets.”* When it comes to the output and activity levels, the JWPs have few direct and solid indicators related to gender equality or other LNOB dimensions, except gender markers.<sup>59</sup> Also, the

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<sup>58</sup> SMART stands for Specific, Measurable, Achievable, Realistic, and Timely.

<sup>59</sup> The gender marker is applied only in the UN-INFO system, but as will be seen further that system is not fully operational yet.

budgeting and tracking of expenditure in JWPs is not disaggregated by gender. Although some attempts have been made by the agencies to introduce methodologies for the tracking of UNDAF expenditure on the basis of gender,<sup>60</sup> this is an area that requires improvement in the next programme cycle.

It should also be noted that the JWP targets were set only until the end of 2019. Hence, the analysis of the achievement of targets presented in this evaluation report covers the period 2018-2019 based on a validation of the 2018-2019 JWPs conducted in 2020 by the MEG group with national partners. At the end of that exercise, the UN launched the development of JWPs for 2021-22, which due to the pandemic situation were extended until the end of 2021 agreement with the Government. The UNCT integrated the COVID-19 response into the new 2021-22 JWPs. For 2020, UNCT reported on SERF indicators separately, with Kyrgyzstan's reporting getting ranked among the top three globally for the timely submission of high-quality data on all 18 indicators.

#### **4.2.2. Monitoring & Evaluation and Reporting**

The discussion of UNDAF's design and results framework in the previous section leads to the discussion of the monitoring and evaluation (M&E) processes put in place by the UNCT to track the implementation of the UNDAF and report on achievements made jointly by the agencies.

##### **Monitoring and Evaluation**

The key UN structures that play a major role in the M&E process under UNDAF are the MEG group and the RGs. All these groups are led by agency representatives and are coordinated by the UNRCO. The RCO, in coordination with the RGs, has been responsible for keeping track of the progress made in the achievement of UNDAF indicators. The RGs have been involved in the collection and sharing of data, tracking of indicators and preparation of annual reports in their respective areas. They have also been engaged with the tracking of SDGs and capacity building initiatives at the level of the UN. The MEG group has been more involved in quality assurance. The overall opinion of UN stakeholders involved in this evaluation is that the MEG group is relatively weak and not very active. There is also a lack of clear understanding among stakeholders about the division of labour between the MEG group and RGs. Evaluation participants highlighted the need for strengthening the M&E group, especially its coordination function across M&E systems of individual agencies. The M&E related challenges identified in this report point to the need for further training for M&E group members.

The UNCT has not developed an M&E strategy under the UNDAF in the current programme cycle. There has also been no monitoring plan that spells out the monitoring activities to be undertaken under the UNDAF.<sup>61</sup> The main tools used for tracking the achievement of UNDAF outcome and output indicators have been the JWPs. The weakness displayed by the outcome, output and JWP indicators have been discussed in the previous section of this report. Also, the agencies use tracking systems for their achievements which are separate from the system used by the UNCT. This certainly leads to overlaps and extra work by the agencies on monitoring and reporting of results.

The reporting process under the UNDAF is coordinated and led by the RCO. Every year, between January and March, the RCO calls on agencies' focal points to submit their information in the UN-INFO system<sup>62</sup>

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<sup>60</sup> UN Women sponsored a working paper on the methodology of GEM application and tracking financing in support of GEWE at the UNCT level. It also conducted learning sessions on GEM/tracking of financing for GEWE for the GTG, UNCT, and MEG group.

<sup>61</sup> Although a draft plan was developed, it was not approved and operationalized.

<sup>62</sup> This is a global system designed at headquarters to facilitate data collection and reporting at the UNDAF level.



on achievements made in relation to JWP activities and resource mobilization. As has already been noted in this report, UNDAF reporting on the basis of outcome and output indicators has not been possible yet due to the lack of data on the selected indicators. Despite significant support provided by the UN system to relevant national agencies (see Annex XXI for an overview of this support), data availability at the national level remains a challenge, especially at the outcome level. Furthermore, there is insufficient capacity at the level of agencies, especially smaller ones, to report results at the outcome/output level and link activities to actual changes on the ground. Activity level reporting remains more of a norm, although attempts have been made to enhance the quality of reporting. The RCO has been collecting from the agencies information in the narrative format, developing annual reports that have consisted of a narrative description of the main achievements of the UN system in the country.

The coordination of data collection has been a challenging task for the RCO because of delays or lack of response in the provision of inputs by the agencies, even when individual reminders are sent by the RCO. At a basic level, UN agencies do not use UN-INFO effectively as a data reporting tool. More fundamentally, the systems used for the collection and collation of data from the agencies have been fraught with challenges. Until May 2021, the UN system employed two reporting systems: Information Management System (IMS) for coordination and normative issues) and UN-INFO for monitoring of implementation of UNDAF and JWPs. In late 2020, the IMS system crashed and all the information collected for the implementation of UNDAF 2018-2019 was lost. The UN INFO global planning, monitoring and reporting system in place before May 2021 was not user friendly and required multiple rounds of training and extensive guidance. The new UN-INFO 2.0. system introduced in May 2021 required further training and guidance. The data in the original UN-INFO was deleted. So, relevant UNDAF information had to be entered afresh in the system by agency focal points. Although easier to use, the new system does not yet have all the functionalities in place to allow for easy tracking of progress under the UNDAF. Most of these shortcomings are outside the control of the UNCT to address.

### Reporting

Several participants from the agencies noted that reporting at the level of the UN is done in a rather fragmented and artificial way. Typically, at the end of the year, the agencies send to the RCO activity reports for what they have done during the year. In addition, the agencies have to do their own reporting, which adds to the burden of reporting they face. On the basis of agency reports, the RCO has to put together a coherent story of what was achieved by the UN system as a whole. For the RCO it is difficult to distil from agency reports evidence of progress and joint work under the UNDAF in line with the JWPs and the joint results framework. The RCO struggles in taking activity reports from the agencies and trying to frame some results language around what has been done by the UN system in the country. In way, with the exception of the really joint programmes reviewed further in this report, the annual reports are designed to “make it look” like the UN system has done some work together.

### **4.2.3. Main Achievements**

Talking about impact of the work of the UN system in the Kyrgyz Republic is challenging for several reasons. First, at this stage, the UNDAF cycle is still ongoing, whereas solid results will take years to materialize and become sustainable. A rigorous quantitative assessment of impact requires a large amount of data collected through dedicated surveys, an exercise which falls outside the scope of this evaluation. Second, as noted above, it is a significant challenge to construct a cohesive story of the work of the UN system in Kyrgyzstan knowing that, although undertaken in the framework of UNDAF, UN agencies’ activities are largely pursued separately according to agency country programme and plans. Typically, the RCO constructs UNDAF annual reports by stitching together agency reports it receives every year from

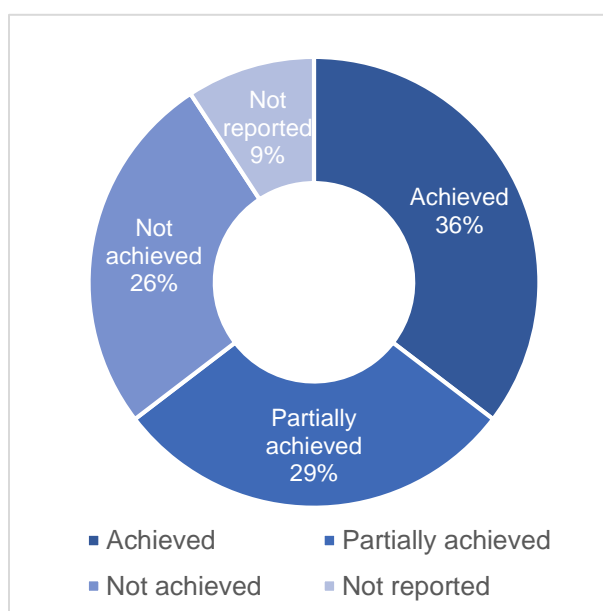
individual agencies. The UN annual reports are developed on the basis of agency activity reports, framing those activities in “results” terms in an artificial way. This is also reflected in the way the achievements are described in this section using evidence from the UN’s annual reports. Third, the areas covered by the UN agencies are so broad and encompass such a variety of issues and sectors, that it is impossible to do justice to everything that is done by the UN in an assessment like this one.

Given the above challenges, this section will provide a summary of the main achievements of the UN system based on qualitative information obtained primarily through the UNDAF annual reports and, to a lesser extent, interviews with stakeholders.

This section provides an assessment of the level of achievement of UNDAF results at the point of this evaluation on the basis of the UNDAF’s results framework. Further, this section provides a broad overview of the main contributions of the UN mainly at the output level in each area identified in the UNDAF document. This section’s narrative was constructed on the basis of UNDAF annual reports and input from UN agencies.

At the time of the evaluation, no monitoring of progress against outcome indicators had taken place, which make it impossible to quantify the level of achievement of results at the outcome level.<sup>63</sup> Figure 4 shows the achievement of output targets based on data made available for this evaluation by the RCO. Out of the 130 output indicators monitored under the UNDAF, 46 indicators (36%) had been achieved as of the end of 2020 and another 38 indicators (29%) were partially achieved. The likelihood of the achievement of the other 46 indicators by the end of 2022 is uncertain. These results are summarized in the table below.

**Figure 5: Achievement of output targets**



**Table 6: Analysis of Output Indicators**

Output	No. of Indicators	Achieved	Partially achieved	Not achieved	Not reported
Output 1.1	16	8	7	1	0
Output 1.2	4	0	3	1	0
Output 1.3	4	1	2	1	0
Output 1.4	10	5	3	2	0
Output 1.5	4	1	2	0	1
Output 2.1	5	2	1	0	2

<sup>63</sup> It should also be noted here that the achievements at the outcome level cannot be directly and solely attributed to the UN. Outcome level indicators measure results at the country level and, as such, any improvements are due to the work of all development actors, including government, UN agencies, development partners, CSOs, private sector, etc.

Output	No. of Indicators	Achieved	Partially achieved	Not achieved	Not reported
Output 2.2	4	1	0	3	0
Output 2.3	6	2	1	2	1
Output 2.4	4	1	1	0	2
Output 3.1	5	2	0	1	2
Output 3.2	5	1	1	3	0
Output 3.3	6	1	2	3	0
Output 3.4	4	1	2	0	1
Output 4.1	4	0	2	2	0
Output 4.2	15	3	3	8	1
Output 4.3	8	5	3	0	0
Output 4.4	5	2	2	1	0
Output 4.5	10	5	0	4	1
Output 4.6	7	4	1	1	1
Output 4.7	4	1	2	1	0
<b>Total</b>	130	46	38	34	12
<b>%</b>		35%	29%	26%	9%

### Contributions of UN system

This section describes in broad terms the main contributions of UN agencies mainly at the output level in each area identified in the UNDAF document, including the COVID-19 response. A part of the narrative provided in this section was constructed based on the annual reporting that was available and the input that UN agencies provided for this evaluation. More information is available from the UNDAF annual reports.

#### 1) Sustainable and Inclusive Economic Growth

The focus of the UN's work in this area has been on the promotion of economic growth and the creation of decent work and job opportunities. In partnership with Government bodies, the UN has contributed to the development of policies and strategies – these include the Food Security and Nutrition Programme 2019-2023, Government's Health 2030 Programme, National Green Economy Strategy 2020-23, Veterinary Service Development Strategy 2018-2023, National Exports Promotion Programme 2020-22, Government's Occupational Safety and Health Programme, as well as pro-poor trade and investment policies.<sup>64</sup> In October 2020, the UN registered the ratification by Kyrgyzstan of the Protocol of 2014 to the Forced Labour Convention, 1930. In addition, the process for the ratification of ILO Maternity Protection Convention, 2000 (No. 183) was approved by the Minister of Labour in March 2020, the commitment to

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<sup>64</sup> The UN has sought to align these strategies and policies with international norms and approaches, including through the promotion of the Codex Alimentarius requirements on food safety at the central and local levels, contributing to the expansion of decent work opportunities through legislation aligned with international labour standards and international human resource development (HRD) standards, and addressing unacceptable forms of work such as forced labour, etc.

ratify the Convention was reconfirmed by the Vice Prime Minister. A number of multisectoral coordination platforms including Scaling Up Nutrition (SUN) and DPCC thematic groups were instrumental in formulating coordinated approaches in addressing the food security and nutrition issues and supporting the Government in formulating and implementing coherent policies and programmes. SUN brings together representatives from civil society, academia, private sector and other nutrition stakeholders to advance the nutrition agenda.

The UN has provided support to smallholders with training on improved agricultural techniques and marketing skills. Progress was made in supporting the capacities of Micro, Small and Medium-sized Enterprises (MSMEs) to better access innovative, energy-efficient and cost-effective green technologies such as value chains for sewing production, bio-gas equipment for cooking, bakeries and greenhouses, as well as trade support services to companies to increase their export potential. Farmers' groups and processors gained access to finance through a small grants programme in collaboration with local financial institutions, and to processing, storage and conservation, and cooling equipment. Support to business development projects in tourism, agriculture, education, food processing, textiles and trade led to creation of additional jobs, including women. The UN supported the decentralization of pasture management by establishing 454 pasture users' unions, which strengthened pasture governance with determination and collection of pasture use fees. The box below summarizes some main achievements in this area.

#### **Box 2: UN's Support for Entrepreneurship and Job Creation**

- More than 15,000 representatives from different sectors (businesses, farmers youth) received training on agribusiness employment, access financial resources, and local and international markets. 27,780 people (12,5 female, 15,218 male) benefited from the professional services provided by the Centres for Support of Entrepreneurship and Trade.
- The UN has reported that 43,465 people (20,601 female, 22,864 male) have benefited from increased employment opportunities, and increased professional skill-set, access to employment services, and other professional services, and as a result, increased employment opportunities. 30,800 people, including 5,255 women, organised themselves into community-based groups across value-chains and were able to improve their business development skills.
- In total, 224 women self-help group members developed income-generating ideas to diversify and ensure sustainability of their small businesses. About 200 rural women and girls acquired business development skills by attending business planning, financial literacy and start-up courses and workshops.
- More than 700 infrastructure assets in the most vulnerable geographic regions were rehabilitated for smallholders to increase agricultural productivity, improve access to drinking water, pastures, markets, as well as for better protection from natural disasters. The UN reported that 193,295 people (104,379 female, 88,916 male) benefited from access to improved quality of drinking and irrigation water supply, secondary and pre-school education, medical services through implementation of rural infrastructure development activities. More than 150,000 vulnerable and food-insecure beneficiaries have benefitted from improved food security and community assets.
- The UN supported 35 local textile and clothing companies, including 29 women-led enterprises, to become more internationally competitive through intensive capacity building. Nine of these companies attended two trade fairs in Moscow and Frankfurt. As a result, the companies established 313 contacts with potential buyers, and signed contracts worth a total of USD 261,091.

- From 2009 to 2020, the pasture use fees collected grew from KGS 8 million to 139 million. With these resources, PUU can continue building and /or rehabilitating pasture infrastructure, while upgrading the quality of grazing materials.

In the area of tourism, the UN supported the development of management plans that include tourism destination planning and management for World Cultural Heritage sites and sites on the Tentative List, particularly looking at the issues of pilgrimage, involvement of local communities, interpretation, infrastructure and conservation challenges. Sub-regional capacity building in partnership with World Federation of Tourist Guide Associations helped tourist guides from Kyrgyzstan enhance their knowledge of Silk Road corridors, presenting culture, sustainable tourism, cultural sensitivity, gender issues and communication.

In the area of green economy, the UN and the National Statistical Office developed an assessment model to analyze the impact of green policies on the labour market and household income distribution.<sup>65</sup> The UN organized training on how to apply green economy modelling to assess the impact of policy measures and identify synergies and cross-sectoral impacts among policy options. In 2020, the UN supported an assessment of medical waste collection and utilization in the context of COVID-19. The UN also supported pastoral communities to become less dependent on livestock and to better adapt to climate change through the adoption of green technologies (solar fruit and vegetables dryers, greenhouses, drip irrigation).

In the area of food security and nutrition, the UN supported the monitoring of food prices,<sup>66</sup> development of the Food Security Atlas,<sup>67</sup> development of a regulatory framework for school gardening,<sup>68</sup> dissemination of breastfeeding and complementary feeding recommendations to health facilities, development of guidelines on Infant and Young Child Feeding (IYCF),<sup>69</sup> etc.

## 2) Good Governance, Rule of Law, Human Rights and Gender Equality

At the heart of the UN's work in this outcome area has been good governance and rule of law. The UN agencies have focused on enhancing accountability, transparency, effectiveness and efficiency of state

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<sup>65</sup> The National Statistical Committee will use this assessment model in its subsequent analysis of the labour market to inform national policy measures

<sup>66</sup> Price bulletins and briefs on the socioeconomic situation provided evidence for the Ministry of Agriculture, Food and Reclamation to revise national regulations on monitoring food security and nutrition and boosted the ministry's monitoring capacity. This resulted in more focused policy and programmatic measures taken to address the basic needs of vulnerable households whose income was impacted by the COVID-19 crisis.

<sup>67</sup> The Food Security Atlas, an online tool that provides an analysis of food security, regional disparities, trends, and underlying problems with the help of a series of thematic maps, was handed over to the Ministry of Agriculture, Food and Reclamation.

<sup>68</sup> School gardens contribute to the improvement of the school feeding program via the introduction of fruits to the school menu and will be creating an opportunity for schoolchildren to learn the basics of climate-smart agriculture and nutrition through the engagement into planting, maintaining and harvesting. Some rural schools were provided with fruits and raspberry seedlings, along with fencing materials and drip irrigation technologies.

<sup>69</sup> UN provided technical and financial support for the development of guidelines on Infant and Young Child Feeding (IYCF) and adaptation of IYCF counselling package and management of acute malnutrition in the context of COVID-19. In total 140,000 mothers were reached through social media channels with strong IYCF messages, while 306 medical workers were trained online on anemia prevention.

institutions to respond to citizens' expectations for rule of law, justice, and peace. The following is a brief overview of the main achievements. Box 6 at the end of this section provides some data on the benefits of this work.

In this outcome area, the UN supported the conduct of parliamentary and local elections in 2020-2021 by improving the capacities of electoral administration bodies and enhancing the inclusion, integrity & transparency of electoral operations, as well as assisting Kyrgyz citizens including women, youth, migrants, PwD to exercise their voting rights. The capacity of the Central Election Commission (CEC) was strengthened by modernization & massive trainings on voter registration equipment, improving external communication, introducing ICT solutions for voter lists, campaign finance, engagement platforms, cybersecurity. Massive information campaigns were conducted on inclusiveness, women's participation & representation, voter education, registration of migrants. With UN support, the Central Election Commission (CEC) established an e-learning platform which helped 26,000 officials better understand the details of the electoral process and operate more effectively on election day. The UN supported CEC to strengthen the oversight and transparency of campaign finance by introducing the electronic campaign finance platform "Talapker". Further, the UN supported the upgrading of more than 2,000 biometric voter identification kits and assisted with the training of more than 6,500 voter biometric identification operators. Joint efforts also allowed for a more than three-fold increase in the number of voters registered abroad (the Russian Federation, Kazakhstan, Turkey, Italy and the US) from just over 13,000 voters at the beginning of 2020 to 49,479 voters.

The UN system supported the Parliament to better exercise its oversight functions and establish mechanisms for engagement with civil society. The UN supported the preparation of important legislation approved by the Parliament to uphold the rule of law and protect human rights.<sup>70</sup> Collaboration under the Open Parliament Initiative in 2020 led to improvement of the parliament's public hearings process related to budget issues and increased public awareness about budgetary processes after a series of trainings held with 81 civil society activists. Partnership agreements between 16 civil society organizations and the Parliament helped to foster civic education, public monitoring and strengthening public input into law and policy making.

The UN provided support to national legal and judicial institutions to harmonize new legislation regarding criminal and administrative law, increase public interaction with vulnerable and business community groups, and monitor legal reform to enable evidence-based strategic planning and policymaking. The UN supported a review of the national criminal justice practices leading to identification of the systemic gaps and inconsistencies in the criminal legislation. As a result, 259 laws were identified to be amended and/or annulled. Support was also provided in reforming law enforcement bodies to become more accountable in ensuring security, justice and safe environment for all, including protection from violent extremist threats. Women's leadership role in police was promoted. Over 200 police women had their professional and leadership skills enhanced. Key institutions, such as the State Registry Service, the Centre for Coordination of State-guaranteed legal aid under the Ministry of Justice and others, were assisted in improving the delivery of their services based on smart solutions.

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<sup>70</sup> This includes the Criminal Code, Criminal Procedure Code, the Criminal Executive Code, the Law on State Guaranteed Free Legal Aid, on Domestic Violence, Child Marriage, Civil Procedure Code, along with other important legislation.

The UN has reported that as a result of its work thousands of citizens have benefitted from free legal aid services, including women and people with disabilities, and victims of human trafficking. This work has enhanced access to justice and fewer grievances among the citizens. There has been a noticeable increase in awareness of citizens about human rights and gender issues, and hence effective voice of the citizens and better oversight of the government's decisions and policies. Gender mainstreaming in professions (e.g. legal practice and police) has improved and women's opportunities for management-level positions in public sector have expanded, thus improving inclusive and gender-sensitive decision making.

The UN has supported the Government's commitment to ensure full participation of women and girls in the society and expanding their rights and opportunities. The UN advocated for instituting a 30% gender quota in local councils based on a law that was endorsed by the Parliament. With UN support, Emergency GBV Mobile Groups consisting of police officers, health, social workers and psychologists were deployed to support SGBV female survivors and their children. In total 50 women and 30 children SGBV survivors benefited from psychosocial, legal and health support. The '117' hotline was established for reporting GBV cases and has received more than 800 calls reporting domestic and gender-based violence cases. Also, with UN support, the Ministry of Education and Science introduced online learning modules for education professionals on non-discrimination and gender mainstreaming.

The UN assisted the development of state policies to prevent violent extremism and sustain peace anchored on social cohesion and civic engagement. It also contributed to strengthening communities' resilience to violent ideologies by enhancing their meaningful participation in local development and providing income generation opportunities with focus on youth.

The Kyrgyz Republic was the first country to end statelessness in the world. The UN supported the Government in improving the birth registration process, thus preventing childhood statelessness. In 2020, the Law on Refugees was amended, introducing Asylum-Seeker Certificate as a document to enter the country among other changes, but allowing for rejections of registration for some categories of asylum seekers.

The UN was actively involved in promoting international standards in journalism education by enhancing the curricula of 15 universities. The capacities of 24 community media outlets, and 5 Media NGOs were increased to debunk disinformation and 'fake news' and improve reporting on violence against women and girls, media and elections in the digital age and gender mainstreaming.

### **Box 3: UN's Support in the Area of Governance and Rule of Law**

- More than 6000 people, including 3,038 women and 90 people with disabilities received free legal aid at 33 Free Legal Aid Centres across the country. Referral mechanisms which provide for a coordinated response to prevent gender-based violence and protect victims were introduced in 16 territorial administrations and piloted in 6 municipalities.
- More than 70 officers of the State Committee for National Security, 35 members of the secretariat and ministerial human rights focal points of the Coordination Council for Human Rights, 33 trainers from six state trainings centres, 90 lawyers and human rights defenders, 30 journalists and 70 representatives of civil society organizations, NHRIs and NPM members increased their knowledge on national and international standards in the field of human rights protection.

- 112 prosecutors and 100 lawyers had their capacities strengthened on the new Criminal Code and the Criminal Procedure Code. 70 prosecutors and 40 police officers were exposed to international best practices related to police and prosecutorial oversight of sexual and gender-based violence cases as well as on gender-sensitive practices and survivor-centred approaches in preventing and responding to SGBV cases.
- The UN provided advisory and technical support to social rehabilitation of offenders and advocating for securing the respective state budgetary allocation. Eight probation offices were opened in the regions to accommodate and train the probation staff that can serve over 4,200 probation clients. As a result of the increased use of probation and ongoing rehabilitation and social reintegration processes, the number of prisoners fell from 10,891 in January 2019 to 9,400 in September 2020.
- The UN supported capacity building for more than 1,000 penitentiary officers (46 per cent women) on a wide range of issues with a focus on human-rights-based prison management. A prison service call centre established with UN support increased the access to information of prisoners and their families. The centre receives about 50 phone calls and about 20 peer visits a day, providing prison-related information and legal advice to the public.
- In the framework of the UN Youth 2030 Strategy, 25 youth organizations received training on building more just, equitable and peaceful societies within country. National workshops with youth organizations were held to discuss youth-related issues, share experiences in addressing the problems of youth and developing the youth action plan for Kyrgyzstan. 10 youth centres were established in rural areas across the country in 2020 and served as platforms to mobilize more than 4,000 youth and build their capacities on civic participation, leadership, communications, and youth-centric local development planning. As a result of these interactions, 78 youth local socio-economic initiatives were funded through the local budgets leading to establishment of additional 225 jobs for youth.
- Teachers and students from 11 madrasas and 8 vocational schools and female and male religious leaders and civic activists from 11 municipalities acquired knowledge and skills to prevent violent extremism and to design and implement initiatives to prevent radicalization. 70% civic activists and religious leaders noted the importance of critical thinking in preventing violence, and 73% of surveyed community members confirmed that they had started practicing and promoting tolerance and the rights of girls and women.
- UN provided training to 28,000 census personnel who will be engaged in data collection for the population and housing census scheduled for March 2022. A massive country-wide awareness raising campaign was launched and channelled through social media and the census website.

### 3) Environment, Climate Change and Disaster Risk Management

UNDAF's outcome area 3 has covered environmental protection, climate change and disaster risk management, and has contributed to the realization of the Government's plans in these areas.



The UN agencies have contributed to improving environmental and disaster management policies, strategies and legal frameworks, as well as data management system for evidence-based decision-making.<sup>71</sup> The UN supported the Government of the Kyrgyz Republic to introduce an information platform for the national carbon monitoring system for forestry and other land use sectors and develop a land cover database through use of remote sensing and GIS. A programme and action plan were developed with UN support to regulate greenhouse gas emissions and to support lead government agencies to implement the United Nations Framework Convention on Climate Change. The UN supported the update of the Nationally Determined Contributions (NDC) with the involvement of key governmental, academia, and nongovernmental bodies. The UN also supported the ratification of the Paris Agreement, a crucial commitment of the country on environmental issues. In November 2019 the President signed a Law “On ratification of the Paris Agreement under the United Nations Framework Convention on Climate Change”, confirming the country’s commitment to implement a legally binding international treaty on climate change, which aims to keep the rise in mean global temperature to well below 2 degrees Celsius compared to pre-industrial levels, and preferably limit the increase to 1.5 degrees Celsius.<sup>72</sup>

Kyrgyzstan has approved the Regulation that puts conditions in place to generate and supply electricity using renewable sources. Accountability systems for sustainable forest management were promoted at the national level, combined with training on natural resource and livelihood management, demonstration of farmer field schools and advocacy campaigns on the effective use of land and water resources. This work includes the promotion of resource-saving, low-waste and waste-free technologies in water and irrigation systems management, energy resources (use of alternative, renewable energy sources), and major natural assets (forestry and land fund, minerals, natural biological resources and recreational assets).

The UN implemented structural mitigation projects jointly with local authorities and the Ministry of Emergency Situations, which included river bank reinforcements with gabion nets and slope enhancement through tree planting.

The UN's engagement at the policy level also included the ratification of the Kigali Amendment to the Montreal Protocol that commits the country to cut production and consumption of hydrofluorocarbons by more than 80 per cent over the next 30 years.

With UN support, the National Concept on Protection of Population and Territories of the Kyrgyz Republic from Natural Disasters and Emergencies 2018-2030 was adopted by the Government, based on the priorities of the Sendai Framework for Disaster Risk Reduction. The Crisis Management Centre's Information Analysis and Management System of MES was upgraded to improve inter-agency cooperation and improve access to open disaster statistics data. In collaboration with the Ministry of Health and the Ministry of Emergency Situations, the UN conducted a strategic assessment to identify and prioritize hazards by risk level and guide risk-informed planning, capacity building and allocations of resources at national and province level. The UN supported the development of response planning guidelines, and tailored plans for hospitals as well as trained seventy hospital managers to apply the planning tool. Disaster risk management

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<sup>71</sup> These include the National Concept on the Protection of Population and Territories of the Kyrgyz Republic from Natural Disasters and Emergencies 2018-2030, Concept Note on Forest Development until 2040, the Law on International Humanitarian Aid, the Law of Civil Protection, Fishery and Aquaculture Development Programme for 2019–2022, the Child Code and new Crime Procedural Code, the National Biodiversity Strategy and Action Plan.

<sup>72</sup> See reference here: <http://cbd.minjust.gov.kg/act/view/ru-ru/111972>.

were introduced as a component of the Governmental broader capacity building and public awareness raising campaigns. School-based disaster risk reduction activities were modelled in 21 pilot schools, enhancing knowledge and safe behaviour skills of over 22,000 children and 200 teachers.

The UN has also supported environmental protection and climate change and resilience practices in rural communities:

- With UN support, a thousand beneficiaries in rural communities across the country gained access to renewable energy sources, including solar fruit driers, biogas plants, etc.;
- The installation of drip irrigation systems for 82 hectares of land in Batken province led to potential water savings of 284,879 m<sup>3</sup>;
- Rehabilitation of the on-farm irrigation infrastructure in 7 local communities in Batken oblast helped to avoid the loss of 8,000 cubic meters of irrigation water per season, increased water availability for 6,500 hectares of irrigated land and protected 5,000 hectares of agricultural land from hydrological emergencies, bringing benefits to 30,513 community members (women -15,672) in terms of protection from landslides;
- Construction of a protective dam along the “Kara-Ungur” river reduced risks of flooding for 152 houses, 200 ha of land and 17,000 people;
- The local self-government structures and the Ministry of Emergency Situations and the State Agency on Environmental Protection and Forestry were able to implement 95 initiatives under Special Preventive Liquidation Measures for disaster prevention and 11 initiatives under the national Tree Planting program for disaster prevention;
- Ten earthquake-resilient school building designs were developed under the guidance of international and national engineers taking into account energy efficiency and child-friendliness, including for children with disabilities.
- Climate smart technologies, resource use efficient and biodiversity-friendly food and feed value chains were all promoted in an intervention targeting over 1,500 direct beneficiaries in Naryn, Osh and Djalalabad oblasts;
- The UN supported the formulation of sustainable pasture management plans that promote sustainable use of 70,000 hectares of pasture land in Naryn province. Afforestation/reforestation works were implemented on 100 ha of land.

#### 4) Social Protection, Health and Education

In the area of social protection, health and education, UN agencies have provided support in addressing citizens’ vulnerabilities throughout the life cycle with a focus on those residing in rural areas and the most vulnerable. UN agencies have supported the efforts of national partners to ensure that children, young persons, women and vulnerable people are in school, learning, training or have gainful employment and receive quality education and skills, have access to necessary learning conditions, including adequate nutrition. The focus has been on those left behind, including girls, the poorest, those with disabilities, children left behind by migrant parents, children being trafficked or engaged in child labour. The UN agencies have prioritized policy dialogue, generating evidence and analysis for more accurate measurement of poverty, and contributing to the improvement of the situation of poorest families with children in remote rural areas. The UN agencies have supported the development policies, strategies and legal frameworks, as

well as data management system for evidence-based decision-making in the social protection, health and education sectors.<sup>73</sup>

### Social Protection

Interventions implemented in the area of social protection under UNDAF have focused on the most vulnerable population - particularly with compounded deprivations, such as poverty and living in remote or rural areas of the country. These included women, especially those in rural areas with unequal access to productive resources and opportunities along the value chains, people living with chronic malnutrition and non-communicable diseases, youth, migrants, stateless people and returnees.

A major achievement of UN advocacy has been the ratification of the Convention on the Rights of Persons with Disabilities (CRPD), submission of the State Party Reports to the Committee on the Elimination of Discrimination Against Women (CEDAW), scaling up of Uy-bulogo komok, cash transfer system, and Decree on National Counter-Trafficking Referral Mechanism. In line with the focus of the Government on the inclusion of children with disabilities, the UN helped to develop and pilot a cross-sectoral programme on early identification and intervention of children with disabilities in Bishkek city.

The UN launched in collaboration with the Ministry of Labour and Social Protection a pilot initiative "Social Contract" as a tool to encourage opportunities and conditions for self-employment for poor and low-income families. However, the Government returned the draft decree on the approval of the social contract due to lack of resources.

In addition, the UN assisted 129 victims of trafficking (73 females) and 114 vulnerable migrants (49 females) from Kyrgyzstan with their return home, social support and equipment in order to start small income-generating activities. The UN also assisted 39 vulnerable migrants from Moldova (13 females) and 95 vulnerable migrants from Tajikistan (26 females) who were stuck in Kyrgyzstan due to COVID-19 border restrictions and provided them with safe accommodation, PPE, and food.

The School Meals Law prepared by the Ministry of Education and Science (MES) with technical support from UN was endorsed by the Kyrgyz Parliament on 23 October 2019 and signed by the President on 4 December 2019. The law ensures the right of every primary school child in the country to receive diverse and nutritious school meals that are prepared in safe and hygienic conditions. The law also provides the legal basis for organizing school gardens and voluntary contributions from parents, other individuals and legal entities to further support school meals development. Implementation of the Law has been successful in more than half of all schools nation-wide to date, with support from UN and other development partners, as well as the central and local budgets, and private donors.

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<sup>73</sup> These include the Health Sector Strategy 2019-2030 with 5 year Action Plan; Concept on Youth Development until 2030; Food Security and Nutrition Programme 2019-2023; Labour and Social Protection Development Strategy 2019-2023; Presidential Policy Recommendations on Child Care Reform, draft National Counter-Trafficking Referral Mechanism, draft Action Plan on Elimination of the Worst Forms of Child Labour for 2019-2024; Draft National Concept Note on Inclusive Education, revision of the Law on School Meals; School Meals Programme and Action Plan for 2018-2019 and List of Hazardous Occupations and Works Prohibited to Persons under 18. In addition, the UN has supported the Multi-Cluster Indicator Survey, conducted by the National Statistic's Committee, which serves as a baseline for several SDG indicators.

Through its Debt Management and Financial Analysis System (DMFAS) programme, the UN offered technical assistance in debt management to strengthen the capacity of Kyrgyzstan to effectively and sustainably manage debt in support of poverty reduction and development.<sup>74</sup> Based on UN policy advice, government policymakers continued exploring the potential of e-commerce to promote inclusive paperless trade growth. A range of modifications were initiated by the authorities in order to enhance the legislative framework for e-commerce in the Kyrgyz Republic.

### Education

In the area of education, UN's assistance has focused on early childhood development and primary and secondary levels education. In partnership with development partners, the UN supported the Ministry of Education and Science to undertake a comprehensive education sector analysis to inform the elaboration of the sector development strategy beyond 2020, assisted in further digitalization of education through strengthening EMIS as part of the "Tunduk" initiative and pre-testing e-assessment tool in Issyk-Ata. Also, the UN has provided assistance to enhance schools' technical and management capacity to provide improved nutritious meals to primary school children with 525 schools around the country applying the scheme and benefiting 145,000 children. Information technology was put to use to enhance Internet connectivity in schools and digitalization of admission systems. To harness the potential of youth, the UN supported the central government, as well as the municipalities, in the development of youth friendly policies for social cohesion.

### Health

In the health sector, the Universal Health Coverage was in the centre of UN's efforts to coordinate the development assistance in "One Voice" to support the Government of Kyrgyz Republic to develop the fourth-generation health reform program "Healthy Person – Prosperous Country" for 2019-2030 (SHP). The inclusive process was facilitated to engage all stakeholders, to build local expertise and capacity in the policy formulation process, to improve the governance arrangements and ownership over the SHP implementation to ensure sustainability of results. The priority areas at the core of SHP were: reviving the public health functions to be ready to respond effectively to the public health threats and strengthening the primary health care to ensure access to essential quality services without risk of financial hardship. The reforms in the health sector were supported via a SWAp approach and the Effective Development Cooperation principles to monitor and review the implementation of the health reform policies. The signing of the Joint Statement of Government of Kyrgyz Republic and 25 development partners working in health, including 12 UN agencies, to work together on implementation of the SHP was arranged at the Joint Annual Reviews in 2019. The Global Action Plan for Healthy Lives and Well-being for All (GAP) initiative was launched in Kyrgyzstan among first in the European region. To strengthen collaboration among multilateral organizations, present in the country and the Government of Kyrgyz Republic to accelerate country progress on the health-related Sustainable Development Goals was in the agenda of the high-level policy dialogues held in October 2019. The four accelerators, such as (1) Sustainable financing for health; (2) Strengthen

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<sup>74</sup> The goal was to strengthen public debt management in the Kyrgyz Republic through the introduction of version DMFAS 6 in the Ministry of Finance of the Kyrgyz Republic, backed up by capacity building trainings for debt managers as well as through interaction with the treasury system (KAZNA).

PHC and modernize public health; (3) Equity issues and regional disparities; and (4) Data and digital health, were identified at the to streamline efforts and enhance achievement of UHC, SDG 3.

Within the goal of strengthen the country's capacity for early warning, risk reduction and management of national and global health risks, through strengthening the implementation International Health Regulation (IHR) (2005) core capacities, the UN conducted strategic assessments to identify key hazards, conducted capacity building activities - the simulation exercises, at central and oblast level tailored to respond to high risk natural hazard such as floods, management of outbreak of foodborne disease and earthquake. The exercises brought stakeholders from different sectors - over 175 participants from Ministry of Health, Ministry of Emergency Situations, Veterinary Service, Kyrgyz Society of Red Crescent, DRCU and UN agencies were trained together to understand and address critical challenges to health protection and public safety, application and obligations as to IHR (2005). The facilitated discussions through the exercises informed the review of existing coordination arrangements and capacities in health sector at national and sub-national levels, identifying main gaps and means to strengthen coordination among the different stakeholders.

The UN provided support to conducted Intra-Action Reviews of the country COVID-19 response in 2020 and Measles outbreak in 2019 jointly with key stakeholders from the Ministry of Health. Results of the Intra-Action Reviews informed the revision of SOP's and guidelines as well as development of country response strategy to COVID-19 in 2021. The UN supported the preparedness for the Nomad Games, providing tailored trainings on mass gathering management as a public health hazard for 40 national partners, developed national action plan for preparedness to mass gathering and developed communication plan and material that were disseminated during the games; addressing key public health messages. The 3rd World Nomad Games were also in the focus the whole UNCT in close collaboration between the Kyrgyz Government, the Secretariat of Nomad Games and the Ministry of Health to highlight the incompatibility of national games with tobacco consumption and for the first time the event of such scale was conducted as smoke-free. Nearly half of the male population in the country smokes, and smoking is one of the leading causes of heart disease and stroke. The UN in collaboration with partners promoted "One Health" approach to the management of public health events at the human-animal interface and importance of international frameworks for global health security, developed "roadmap" of strategic actions necessary to strengthen linkages between the two sectors with the aim of preventing zoonotic outbreaks and minimizing their impact on human health.

Furthermore, the UN supported the Ministry of Health and Social Development in introduction and scale up high-impact interventions to reduce maternal mortality and morbidity such as Confidential Enquire into Maternal Deaths and Near Miss Case Reviews at the hospital level. In order to improve the access to vaccination the development of mobile services to support the delivery of immunization services in hard-to-reach areas and the survey of equity in getting access to health services and immunization services among internal migrants in Bishkek and Osh were taken forward. As a result, the MoH decreed to provide the immunization services to internal migrant families without requesting registration in housing in urban settlements. The adaptation of the home-based vaccination cards helped families to track vaccination made to children, specifically important for internal migrant families.

Several regulations, clinical protocols, standards, plans and tools were developed and/or endorsed to improve quality of diagnosis and health care.<sup>75</sup> The introduction of price regulations for the Additional Drug Package of the State Guaranteed Benefit Package and plan for improvement of treatment adherence on ART were also the focus of joint UN efforts. The Mandatory Health Insurance Fund introduced Postnatal home visit indicator into the bonus system to increase the salary of family doctors. The UN developed a partnership with governmental, social and religious organizations to support the Ministry of Health to promote immunization.

Activities were undertaken to improve sexual reproductive health and HIV services at the primary health care level, including capacity building and community empowerment of key populations. The UN supported the Ministry of Health to ensure access to sexual and reproductive health (SRH) services during the pandemic, including for care of pregnant women. Moreover, UN-collected data on maternal and child health indicators were used for advocacy to address bottlenecks in provision of such services during the pandemic.

The UN has supported the national response to HIV and tuberculosis through the procurement of high-quality diagnostic tests, antiretroviral tests and second-line tuberculosis medicines. HIV prevention programmes covered more than 30,000 people from vulnerable groups and 93 per cent of people living with HIV received antiretroviral therapy. A total of 1,313 drug-resistant tuberculosis patients started treatment in 2020, including 489 women and 57 children. The UN also supported a media campaign to address issues related to human rights, stigma and discrimination of people living with HIV/AIDS.

In the area of nutrition, the UN assisted in the development of the Law on Protection of Breastfeeding and Regulation of the Breastmilk Substitutes. Hygienic requirements on manufacturing, storage, transportation and selling of iodized salt were also developed. Support was provided in the strengthening of a regulatory platform for Codex Contact Point Review of the national legislation in accordance with the Codex requirements, and the development of new food standards. Capacity development on infant and young child feeding through the training for midwives was also conducted.

A Road Map on the optimization of care for acute myocardial infarction and strokes was developed and introduced by the Ministry of Health to improve the management of patients with cardiovascular diseases. New punitive measurements were introduced in the revision of the National Administrative Code to ban smoking in public places, strengthen control over alcohol production, restrictions on alcohol and tobacco advertisement, and to strengthen road safety.

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<sup>75</sup> In areas such as Postnatal Care, Eclampsia and Preeclampsia, Acute Respiratory Syndrome, Caesarean Section, Screening of Adolescents to identify those using drugs.

### 4.3. COHERENCE

UNDAF was motivated by the need to strengthen the coherence of UN operations in line with the UN Development System (UNDS) reform agenda. This section provides an assessment of the coherence with which UNDAF has been coordinated, planned and implemented.

#### 4.3.1. Quality of Coordination under UNDAF

With the approval of the UNDAF document and the Government's formal endorsement of it, UN agencies (both resident and regionally based ones) adopted the "*Delivering as One*" approach, which mandates joint planning, implementation and reporting. As the programme overview section of this report has described, the institutional foundations for effective coordination among UN agencies and between the UN and GoK are largely in place now under the UNDAF framework. The question is how these structures are operationalized and utilized by the UN agencies and their counterparts in the country. This question will be at the centre of this section of the report. The focus of the discussion here will be on the quality of coordination and cooperation under UNDAF.

Interviews conducted for this evaluation revealed that since the launching of the UNDS reform in 2018, good progress has been made in strengthening the coherence of the UN system in the Kyrgyz Republic.

However, when asked to identify the most significant challenge in the work of the UN system in the country, the most common response provided by Government officials involved in this evaluation was the "overlap" or "lack of coordination" between agencies. This is an indication that Government counterparts do see in clear terms the need for more effective coordination between the agencies. CSOs engaged in this evaluation were critical of the quality of coordination of UN agencies. The lack of effective coordination is characteristic of both government agencies and development partners, including the UN. For example, agencies working in the education sector do not cooperate effectively with each other. According to some CSOs, duplication between UN agencies is common. They pointed out the example of UNICEF and UNESCO often work in parallel in the education sector, without a good understanding of what the other agency is doing. Governmental partners also do not have control over the situation - they also have internal communication problems and limited institutional memory.

Although the agencies are generally keen on more coordination and cooperation with each other, they are primarily motivated by their own interests and place them above the interests of the whole UN system. This is evident in the way they plan, implement, track and report their activities – all these functions are primarily driven by internal imperatives and guidelines rather than requirements that relate to the whole of the UN. This situation is a result of the way in which the UN system is structured globally, which is totally outside of the control of the UNCT in the Kyrgyz Republic. Recognizing this limitation and the constraints that it places on the extent to which the UN can really function as one in the country, the focus of this section is rather on how coordination and cooperation among the agencies have played out in the current cycle and how they can be further strengthened.

There are several factors that could improve the level of coordination and cooperation among agencies.

- One of them is financing. When financing for UN agencies is provided on the condition that the agencies submit joint programmes, it clearly creates a strong incentive for the agencies to bid jointly

and work closely together. As will be seen further in this report, a number of joint programmes have materialized as a result of available financing for joint initiatives.<sup>76</sup>

- Another factor is related to the capacities and resources that the agencies have available for engaging with the joint UN mechanisms. The big agencies have sufficient human capacities to engage with the coordination mechanisms. Smaller ones may be willing to engage but remain constrained in their capacities for engagement. Because of the relatively small size of the country which translates into smaller agencies, often the same agency representatives participate in multiple inter-agency groups, creating a challenge for their work burden. Not all agencies have dedicated staff with time available for interagency coordination, which represents a serious challenge.
- Another factor that facilitates coordination and cooperation is the quality of the joint UN structures established under the UNDAF framework. This latter factor is the one that can be more directly shaped by the efforts of the UNCT in the country. For this reason, the following is a brief overview of the main findings related to the functioning of the joint UN structures in the country based on the information collected for this evaluation.

### Joint Steering Committee (JSC)

Established through a Government decree, the UNDAF Joint Steering Committee (also known as the *Strategic Coordination Committee*) comprises senior Government and UN representatives. Its main role is to provide overall strategic guidance and oversight to the implementation of UNDAF. Since its establishment, the JSC has met twice - in 2018 and 2019. Both meetings were chaired by the Prime Minister and the RC. During these meetings, the JSC discussed UNDAF's progress and its linkages to the national development agenda. Because of the COVID-19 crisis, the JSC did not meet in 2020 and 2021. The situation was further compounded by the political crisis and the changes in political leadership and key Government positions. It is not even clear at this point who from the Government will sit in the JSC and who will chair its meetings jointly with the RC. Despite the lack of reaction from the Government side on participation in the JSC, the RC and UNCT have occasionally met bilaterally with senior Government leadership to discuss progress with UNDAF implementation, its contributions to national priorities, the budget under each UNDAF priority area, as well as delivery and resource gaps.<sup>77</sup> With a new leadership and Government in place, it will be important to reenergize the JSC. Depending on how the COVID-19 situation will evolve, it will be important for the UN to begin to organize regular JSC meeting even in the online format, if physical meetings with not be feasible. A review of progress made under UNDAF and a discussion of the COVID-19 recovery priorities are long overdue. Also, the findings of this evaluation and the discussion of its recommendations could be part of the agenda for the upcoming JSC meeting.

### UNCT

The UNCT has been the main forum where socio-economic development issues and policy options, implementation of the UNDAF, issues of a normative nature, issues related to results of the whole UN system and strategic engagements with the government get discussed in a comprehensive way. The UNCT has met monthly to discuss strategic issues of major interest to the agencies – e.g. upcoming visits of UN SG Special Representative, communications with the EU, etc. In addition to monthly meetings, UNCT has also held ad hoc meetings on emergent issues. UNCT meetings have been generally chaired by the Resident

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<sup>76</sup> It is worth mentioning here the importance of Multi-Partner Trust Funds, such as the UN Secretary-General's Peacebuilding Fund (PBF), which have invested significant resources in joint UN programmes in the Kyrgyz Republic.

<sup>77</sup> One such example of an ad hoc briefing/meeting is the UNCT Presentation to the Ministry of Foreign Affairs on 27 November 2020.



Coordinator. The meetings' agendas and minutes reviewed for this evaluation are detailed and well organized and appear to have been regularly circulated with the agencies.

### Results Groups (RGs)

RGs are chaired by respective UN agencies and are responsible for joint work planning, monitoring, and reporting against planned results. The main instrument that has been utilized by the RGs have been the JWPs for each of the four outcome areas. RGs have usually met at least twice a year - at the end of the year/ or beginning of the year to discuss results of the preceding year, introduce amendments to existing JWPs, if required, and upon ad-hoc requests of UNCT to prepare/ adjust notes on progress of UNDAF implementation. Minutes of the RGs meetings have been circulated, as deemed necessary, depending on the importance of the topic. RGs have also been active in framing joint UN statements on the implementation of UNDAF.

Agencies consider RGs beneficial for the overall to the coordination process, especially with regards to the following functions:

- Development of JWPs and annual reporting;
- Coordination with national partners in the respective outcome areas;
- Information exchange among agencies;
- Assistance for UNCG in setting communication objectives and executing the communications plan.

Participants in this evaluation identified some challenges related to the functioning of the RGs that require further attention from the UNCT.

- First, the RGs have yet to become self-sustaining structures that meet on their own account because there is a need to do so. They still require some “pushing” from the side of the RC to meet and either develop a work plan, compile an annual report or prepare input for a meeting with the Government.
- Second, there is a need for stronger engagement of national counterparts in the RGs. Thus far, only Government representatives have participated occasionally in RG meetings. But even this engagement is quite limited and not well-structured. The participation of government officials in RG meetings occurs infrequently. About 80% of the Government officials surveyed for this evaluation stated to not have participated in joint UN structures. There is a need for a more regular, predictable and structured engagement of Government officials with the UNDAF process through the RGs. Also, the UNCT needs to consider ways and means for a more effective engagement of non-governmental stakeholders with the RGs. As will be seen further in this report, the CSOs involved in this evaluation highlighted the need for more effective engagement with the UN system as whole at the level of UNDAF. As an option, these stakeholders could be invited to attend RG meetings as observers.
- Second, RGs have had limited engagement in matters of joint programming. Their primary focus has been on stitching together the various plans of the participating agencies under one set of JWPs, but these work plans have had a limited role in incentivizing joint programmes. Their main purpose has been on enabling the UNCT to report as one at the end of each year. Several participants of this evaluation noted that going forward it will be useful for the RGs to discuss joint programming, especially when financing opportunities for such programmes arise.

### Inter-agency Thematic Groups

As shown in the “Programme Overview” section, the UNCT in the Kyrgyz Republic has established 10 inter-agency thematic groups.<sup>78</sup>

All thematic groups operated on the basis of specific Terms of Reference and have their own annual work plans. The frequency at which these groups meet varies. GTG typically meets every month. The Youth group meets once in two months. MEG and the Migration groups meet at least twice a year. As a rule, all groups meet at least once a year. As a form of accountability, they provide the RC and UNCT with brief reports and updates on progress they have achieved.

The performance of the inter-agency thematic groups has been mixed. Some groups were reported by agency representatives to be more active than other. The following are some key observations from the standpoint of agencies.

- An innovative approach applied by the UNCT was to minimize the role of the UNCT by empowering the PMT. While UNCT meetings are focused on strategic issues, all programmatic matters are left to the PMT for discussion. This has improved coherence across pillars and has led to better coordination of the agencies’ initiatives on themes that require common approaches. The PMT now reviews resource implications, including those of agencies and institutions outside the UN system (state institutions, international organizations, CSOs, etc.), discusses issues that require high-level national engagement and brings them to the UNCT’s attention as needed. This approach has not only resulted in the constructive resolution of challenges but has also enabled the agencies to deliver better on UNDAF results.
- The gender<sup>79</sup> and youth<sup>80</sup> groups were singled out as particularly active groups that have forged not only inter-agency coordination, but also collaboration with the national partners. However, not all agencies participate regularly in these groups’ meetings/initiatives, even though their focal points have been nominated.
- UNCG has functioned effectively in terms of planning and implementing joint activities.<sup>81</sup> UN agencies have sought to communicate in one voice when it comes to advocating for gender equality and human rights. However, the lack of earmarked funding for joint activities has led to a complicated process of seeking ad hoc contributions from agencies for each joint activity.

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<sup>78</sup> It should be noted here that the DRCU doesn’t report to the UNCT and is therefore not categorized as a UNCT sub group. DRCU is autonomous and reports to the DRCU council which includes international NGOs engaged in humanitarian issues as well as the Red Crescent society.

<sup>79</sup> GTG has provided joint support for the implementation of the normative agenda on gender equality and women’s empowerment. GTG coordinated the elaboration and finalization of the Prevention of Sexual Exploitation and Abuse (PSEA) Action Plan for 2020 in December 2020. It has also ensured the delivery of 96% of the actions under the UN System-Wide Action Plan (UN-SWAP) Gender Scorecard Action Plan. It has also coordinated the agencies participation in events such as the International Chapter 3 Women’s Day, International Rural Women Day, the 16 Days’ campaign, etc.

<sup>80</sup> The Youth Thematic Group (YTG) has been quite active in coordinating joint UN activities on youth – e.g. SDG Youth Ambassadors, joint research (such as the one on the impact of COVID-19 on youth in 2020 and the one on youth left behind in 2021). YTG serves as a joint platform to discuss strategic initiatives related to youth and to steer partnerships with the main government counterpart in this area – the State Agency for Youth, Physical Culture and Sports. In 2020, the YTG mobilized the efforts of 34 SDG Youth Ambassadors who held 173 events on promoting the SDGs and reached out to almost 13,000 people. It also coordinated the Survey on the impact of COVID-19 on the youth of the Kyrgyz Republic and engaged 600 participants online and offline to celebrate National Youth Day in November and speak about the role of youth in the COVID-19 response, achieving the SDGs and developing innovations.

<sup>81</sup> UNCG has supported UNCT’s efforts to raise public awareness on the work of the UN system in the country.

- MEG was reported by evaluation participants to have been generally relatively weak and not active. First, there is no clear division of responsibilities between RGs and MEG when it comes to tracking and monitoring of activities. Second, some agencies have raised doubts about the usefulness of having MEG and the SDG group functioning separately, given the similarity of the processes they oversee, in their view.<sup>82</sup>
- Concerns were also raised about the boundaries/differences between the mandate of RGs and the SDG group. According to this view, the activities of the SDG group often duplicate RG activities presenting them through an “SDG language”. Based on this view, SDG-related activities should be included and tracked as part of UNDAF indicators.
- Progress has also been made on the efficiency gains and business innovations with the endorsement of the BOS 2.0 in December 2020.<sup>83</sup> The RCO is working with the OMT to comply with the Secretary-General’s target to establish Common Back Office by 2022.
- Agencies also noted that there is a need to improve the DRCU mechanisms in order to make the overall humanitarian coordination process faster, avoid bureaucracy and reduce the duplication of coordination structures.

As has already been noted, the agencies – especially the smaller ones – reported that the coordination mechanisms pose a burden on their staff through the requirements to attend various meetings. Often, the same staff members attend all RGs and thematic groups. Participation in these multiple groups takes a lot of staff time. Furthermore, some agencies displayed limited understanding of the gains of coordination, an indication of the need for greater information and awareness on the benefits of cooperation under the UNDAF. Also, concerns were raised about the work plans on the basis of which the thematic groups operate. Some of these plans (such as the SDG Group WP) are based on inadequate indicators that relate primarily to meetings, documents, events, etc., and not to substantive outcomes that demonstrate achievement.

Based on the above observations and ideas, there is a need to review existing inter-agency thematic groups with a view to streamlining the overall functioning of the coordination infrastructure, optimizing the division of labour and ensuring greater synergies in the coordination process. There is also an opportunity to assess the performance of the inter-agency coordination infrastructure in light of existing DPCC mechanisms.

### UN Resident Coordinator Office

A key UN coordination structure is the institution of the UNRC and the UNRCO. The RC has played a crucial representation role on behalf of the system. He has advocated on behalf of the agencies and has represented, when needed, non-resident agencies. At the start of the UNDAF cycle and UNDS reform in 2018, the RCO was a weak institution, with two support staff in addition to the RC. Because of the lack of in-house capacities, the RC had to rely on the agencies (in this case, UNICEF which headed the MEG group) for the analytical work needed to develop the UN annual reports. The UNDS reform has enabled the RCO to strengthen its human resource capacities and turn into a fully-fledged institution. Currently, the

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<sup>82</sup> According to the ToR, MEG works to harmonize M&E approaches and UNDAF Results Groups’ interventions to improve consistency, promote best practices, and reduce transaction costs. In 2020, MEG conducted a validation of JWPs for 2018—2019 with national partners and launched the development of the JWS for 2021—22 by aligning the UNDAF planning process with the SERF. The SDG group was instrumental in providing support to the Government for the preparation of the VNR in a coordinated fashion.

<sup>83</sup> It is estimated that the efficiency gains achieved through UNCT’s coherent approach will likely result in savings of about \$ 4.2 million that could be redeployed into development activities.

RCO has 13 staff, three of whom are project-based. The full list of RCO staff is shown in Annex XXII. All staff are fully functional and possess required capacities to deliver on their respective mandates. All of them are keen to improve their skills sets and actively pursue professional development and learning, as evidenced by requests for trainings. The RCO is encouraging an environment that promotes knowledge management among staff (for example, by including knowledge management as a goal in their performance management).

As the capacities of the RCO have been strengthened, its responsibilities have also increased. The RCO has played an important role in ensuring stronger coordination with GoK and among UN agencies. The RCO has provided secretariat to the UNCT and has organized UNCT retreats that have resulted in concrete deliverables that have improved coordination and collaboration among agencies.<sup>84</sup> The RCO has also brought non-resident agencies and regional commissions into the discussion of national development planning. In addition to its regular coordination functions, the RCO played a crucial role in the development of UN's COVID-19 response plan, its monitoring and implementation, as well as resource mobilization for the plan.

RCO staff noted that there has been increasing demand on them for coordination on substantive, as well as administrative and operational issues (the box below outlines the major tasks faced by the RCO in the Kyrgyz Republic). Also, corporate requirements, especially from headquarters, are exerting pressure on RCO capacities (requests for inputs from DCO also have increased). Consequently, from the perspective of the RCO, its core capacities are insufficient to carry out all the duties and responsibilities.<sup>85</sup> This situation has negatively impacted the operational flexibility of the RCO.

#### **Box 4: Major Tasks Faced by RCO**

In summary, the RCO is facing with the following major tasks:

- Coordination and representation with government; advocacy for normative issues, engaging with development partners; resource mobilization.
- Transition and delinking from UNDP system and streamlining new processes.
- COVID 19 Pandemic: duty of staff care, crisis management, programmatic alignment with SERF.
- Coordinating New Trust Funds and Joint Programmes.
- Coordination of the implementation of the Business Operations Strategy (BOS), common premises and back offices, as a part of the UN Reform aimed at efficiency gains.
- Good communication of change (Reforms) within RCO, UNCT and the Government.
- CCA and next generation UNSDCF.

Overall, the UN agencies have embraced the UN reform and the new role of the RC. Involvement of non-resident agencies and the regional commissions in development planning has also improved. COVID-19 has served as the first test for the UN reform, as well as the coordinating role of the RCO, as it necessitated the RCO to step up to effectively coordinate UNCT's quick response to the crisis.

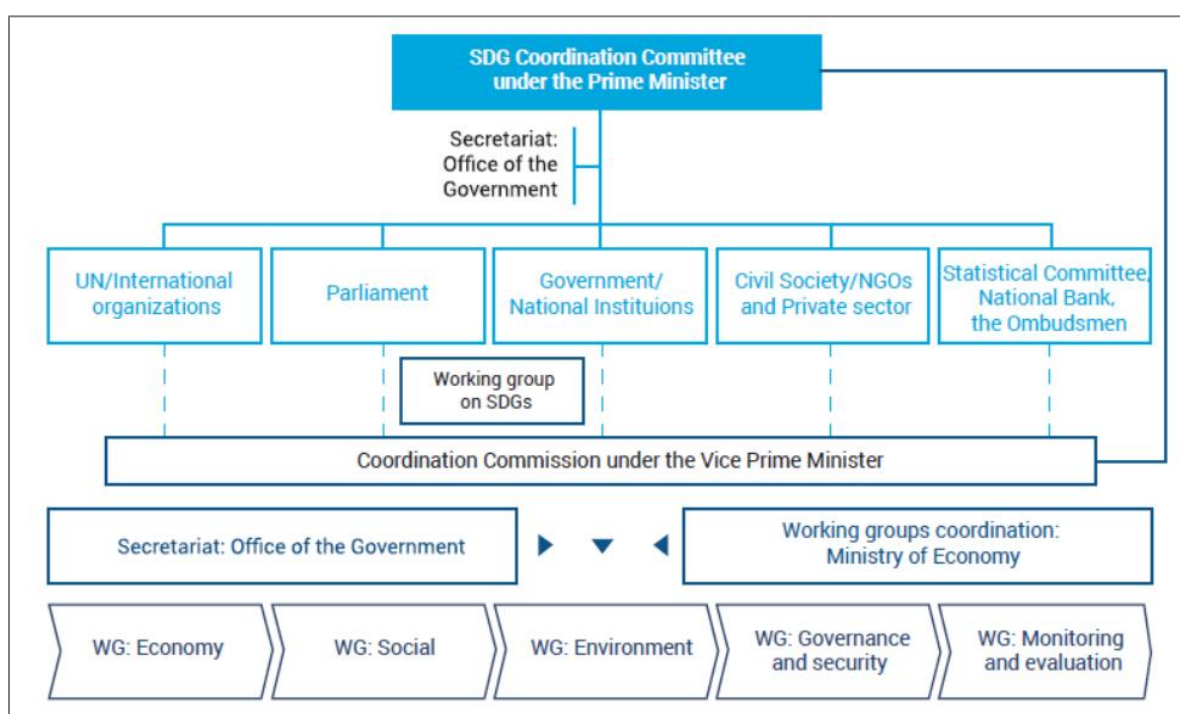
<sup>84</sup> One example is the UNCT Action Plan agreed at the 2020 Retreat which outlined agreed actions by the agencies. Another example is the development of the UNCT's work plan coordinated by the RCO. The work outlines specific actions, deliverables, responsible agencies, timelines and partnerships with government counterparts.

<sup>85</sup> This is also evidenced by RCO's requests to DCO for approval of additional temporary staff.

### 4.3.2. Coordination of UN System on SDGs

The Kyrgyz Government has established an SDG coordination infrastructure that is shown in the figure below. The primary coordination body is the SDG Coordination Committee, chaired by the Prime Minister and tasked to provide overall strategic guidance on the adaptation, implementation and monitoring of the SDGs. This committee includes relevant ministries and agencies, Parliament, Office of the Government, Supreme Court, National Bank, and the National Institute for Strategic Research, with additional representatives from the UNCT, non- governmental organizations and the private sector. To create “bottom-up” monitoring and review mechanisms, a Coordination Commission was established under the direct supervision of the Vice Prime Minister of the Kyrgyz Republic along with five working groups. The working groups collect, analyse and consolidate data, feedback and views through public consultations with stakeholders.

**Figure 6: SDG Institutional Framework**



There is also a National Council on Sustainable Development which has been the apex body for decision making on development issues, then supported by a secretariat in the office of the president, headed by the head of the Department of Economic Affairs.

While an assessment of the national SDG institutional infrastructure falls outside of the scope of this evaluation, several participants of this evaluation noted that the overall SDG coordination at the national level leaves to be desired, especially after the recent political turbulence and changes in Government.

In this situation, the UN system has played a major role in the promotion of SDGs and support for their adoption at the national and sub-national level. The following are some major initiatives related to SDGs supported by the UN.

- **RIA Assessment** – UNDP also led the conduct of the “*Implementing Sustainable Development Goals - Rapid integrated assessment of key national policy development planning*” to assess their level of

preparedness and institutional capacity for mainstreaming Sustainable Development Goals (SDGs) into national and local development planning.<sup>86</sup>

- ***Mainstreaming, Acceleration and Policy Support for Achieving SDG Progress (MAPS)*** - A MAPS mission led by UNDP in 2018 reviewed the state of achievement of SDGs in the Kyrgyz Republic.<sup>87</sup> The report—informed by multi-stakeholder consultations, expert interviews, data analysis, and SDG diagnostics—identified key areas where policy and government reform might help accelerate progress towards the SDGs in Kyrgyzstan.
- ***Statistical Compendium “Monitoring of the Sustainable Development Goal Indicators in the Kyrgyz Republic”*** was prepared by the National Statistical Committee with assistance from the UN Resident Coordinator’s Office and financial and technical support from the United Nations Children's Fund (UNICEF).
- ***SDG Youth Ambassadors Programme*** – To mobilize youth as one of the key stakeholder groups to increase awareness on the SDGs and to build their potential for it, in June 2019, the UN system in partnership with the State Agency on Youth, Physical Culture and Sports under the Government of the Kyrgyz Republic (SAYPCS) launched the national SDG Youth Ambassadors Programme, whereby 34 young people aged 17-27 were selected to promote the SDGs over a one-year period (2 Ambassadors for each SDG). The Ambassadors organized information sessions, flash mobs, lectures and seminars across the country. During the 10 months of their activity, the Ambassadors conducted 173 events across the country that reached over 12 859 people.
- ***Assessment of Implementation of Health-related SDGs*** – This process informed policy dialogues on strengthening collaboration and accelerating country progress on health-related SDGs and the new Global Action Plan (GAP) country process. A wide range of health issues facing the country and the national, government and sectoral priorities were discussed during the policy dialogue and four accelerators were identified: Sustainable financing for health, Primary health care, Data and digital health, and Determinants of health.
- ***Environmental Information Systems and Environmental Statistics for the Sustainable Development Goals*** – In 2018 UNECE, UNEP, UNDP and UNESCAP jointly organized a capacity building workshop in Bishkek for national experts from the State Agency of Environment Protection and Forestry under the Government of the Kyrgyz Republic and the National Statistical Committee of the Kyrgyz Republic with the aim of uniting efforts at country level to eliminate duplication and achieve cumulative results in the promotion of environmental information systems and improved capacities on environmental statistics for the SDGs. As a follow-up, UNECE Statistical Division and UNEP provided additional technical support to the National Statistical Committee in further developing national capacity to produce environmental-economic accounts and the development of environmental information management systems for better responding to urgent environment-related policy information needs, including the production of environment-related SDG indicators and reporting on MEAs.
- ***Awareness-raising Activities*** – Awareness of SDGs remains low among the general public. SDG fairs and festivals have been organized by the UN to foster to cooperation of youth with civil society

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<sup>86</sup> The RIA tool was designed as a preparatory step for the Mainstreaming, Acceleration and Policy Support (MAPS) mission.

<sup>87</sup> The assessment focused on the institutional setting for Agenda 2030 (coordination, capacity, gender), SDG acceleration through multi-stakeholder collaboration (looking at and discussing different scenarios in the areas of human development, governance and economy, key policy areas and trends for SDG progress (linked to 5Ps), means of implementation (financing, data, M&E, systemic issues, information and technology). It also provided recommendations on three pillars of sectoral reform, governance and new public management and a resilient society).

stakeholders, private sector and government institutions in raising the awareness of youth participation in achieving SDGs.

- **Voluntary National Review (VNR)** – The RCO coordinated the support by UN agencies for the development of Kyrgyzstan’s first Voluntary National Review, which was presented at the 2020 HLPF on Sustainable Development. Annex XXIII provides a summary of the VNR process and the support that the UN provided.
- **Integrated National Financing Framework (INFF)** - Through the Joint SDG Trust Fund, a Joint Programme for an Integrated National Financing Framework (INFF) was launched in 2020 to enable the Government to create a holistic, comprehensive and integrated financing strategy, which is expected to improve the efficiency, effectiveness and transparency in the use of public funds and governance of private finance to support the implementation of Kyrgyzstan’s National Development Strategy (NDS) and the SDGs. The INFF is expected to ensure that public and private resources, strategic planning and budget execution, investment strategies, fiscal policy objectives and partnerships are efficient, effective and transparent for achieving sustainable development outcomes, with particular focus on vulnerable groups, including women and children.

To facilitate the coordination of SDG-related activities, the UNCT established in August 2019 the **SDG Working Group**, which serves as a key platform for the agencies supporting the adaptation, implementation, monitoring, and reporting on SDGs. In 2020, the group provided comprehensive support to the Government in preparing its first National Voluntary Review by working closely with the Voluntary National Review Coordination Committee under the Office of the Prime Minister and the five working groups (Economy, Environment, Social Development, Governance and Data). The **RCO**’s role in the area of SDGs includes the establishment of the SDG risk matrix, SDG Roadmap, post-VNR support and coordination of youth-related initiatives across the UN system and the Government for the implementation of the 2030 Agenda.<sup>88</sup> **UNDP** has played the role of SDG integrator, which is not always clearly understood by the agencies and national stakeholders. UNDP has taken a lead technical role in support of the Government in the implementation of SDGs. The MAPS report led to the development of a **UNCT SDG Action Plan**,<sup>89</sup> a collective commitment of all UN agencies for the achievement of SDGs in Kyrgyzstan. The action plan identifies UN agency leads for each selected priority area and lays out priorities to help the UN system bolster its support for the realization of SDGs.<sup>90</sup> The work plan is a useful instrument for coordinating the activities of the UN system in support of the SDGs, but the accountability underpinning the work plan is weak. This is primarily a result of weak indicators used in the work plan. They are primarily related to meetings, documents, events, etc., and not to substantive outcomes that demonstrate the achievement of SDGs in the country.

#### 4.3.3. Programme Planning and Implementation

The new guidance for the UN cooperation framework talks about integrated programming. This section examines the way in which UN agencies have planned and implemented jointly under the UNDAF (M&E and reporting were reviewed in the previous section). The degree to which agencies are capable of planning

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<sup>88</sup> This is based on the RCO’s Strategic Offer to the UNCT.

<sup>89</sup> The UNCT SDG Action Plan was developed during the retreat of the UNCT SDG Working Group in August 2019 which was organized to take forward the MAPS Report findings and review progress towards UNDAF outcomes.

<sup>90</sup> The UNCT SDG Action Plan consists of two pillars: 1) Priority action areas for supporting the Government of Kyrgyzstan and other stakeholders to meet the transformative promise of the SDGs; 2) Priority action areas for the UN system to strengthen the way it works to better deliver SDG support.

and implementing jointly is an indication of coherence due to avoidance of overlaps, better sharing of practices and lessons, greater specialization and better use of comparative advantages, etc.

### Joint Planning

The UNDAF document is formulated in a broad fashion; rightly so because the way the system is set up does not allow the larger UN cooperation framework to fully drive the planning activities of the agencies. While the agencies have their own planning tools agreed with their government counterparts, the UNDAF has served as an overarching framework that encompasses the work of all the agencies. UN agencies engaged for this evaluation referred to the UNDAF as a reference document for their programmatic work. However, drawing references to the UNDAF when developing programme documents is not a strong indicator of alignment given that the UNDAF framework is too broad. In general, collaboration between the agencies is usually not a result of a common reading of the UNDAF, but a result of concrete opportunities for financing, joint actions and common interests. For the agencies, the most essential planning tools are their own planning documents, agreed with their line ministries and other counterparts. Participants involved in this evaluation noted that agencies do not usually open their planning process or development of their programmes to other agencies or the RCO. Furthermore, the agencies' programming timeframes are not fully synchronized with the UNDAF, creating to a patchwork of overlapping plans. Several agency programmes were already under implementation when the current UNDAF was designed, and others were developed during the implementation of the UNDAF but extend beyond the period covered by the document. In addition, the work of several agencies, particularly regionally and headquarters-based, is guided by multi-country strategies with varying timelines. This patchwork is shown in Figure 7 below.

Moreover, JWPs and their components (activities, indicators and targets) are a reflection of the agencies' own plans of the countries, developed on the basis of bilateral negotiations and agreements with government and development partners. They are generally selected by individual agencies based on their own programmes rather than through a joint effort. For the most part they are aligned with UNDAF and country priorities, as discussed in the relevance section of this report. However, when it comes to driving the real work of the UN on the ground, they are partially useful as collaboration is not the main driving factor in the planning of the programme for the agencies. This approach creates a siloed planning process, with individual agencies focused more on their own "country programme documents" and demands from their own headquarters than opportunities for joint delivery. Although not all activities have to be joint, the planning process could benefit from greater collaboration. Another complicating factor is the fact that government counterparts have their own planning processes which are not aligned with the agencies' plans, further reinforcing siloes in the planning process. This is certainly a global challenge that applies to all UN programmes. This duplication takes time and efforts from agencies' technical staff and management seeking to develop and update them.

Under these conditions, achieving meaningful and harmonized planning at the level of the UNDAF is challenging. Complementarities should be strengthened to enable agencies to fully implement their mandate while working together. Participants of this evaluation pointed out the need for the RGs to step up in playing a greater role in planning and, particularly, joint planning, rather than just monitoring and reporting, which is the case currently. Despite the structural challenges noted above, there are opportunities for improvement and stronger coordination in the planning process. At a fundamental level, the UNCT should promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery. The RCO is well-positioned to facilitate this process through some targeted training. Further, the agencies should interact, communicate and collaborate more effectively on the planning process. They should open their programme planning and project design process to other agencies and the RCO. The role



of results groups in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.

The RCO should become more involved in the facilitation of communications and flow of information among UN agencies on planning matters. It should also keep track of agencies' planning processes and timelines, provide regular updates to agencies and identify opportunities for inter-agency consultations. The RCO could also facilitate a more harmonious alignment of UN planning processes with government planning approaches at the sectoral and national level. The RCO could also organize more frequent team-building initiatives at the level of the UNCT.

Figure 7: UNDAF and Agency Programming Cycles

No.	Agency	Programme	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Comments
1	FAO	Country Programming Framework (CPF)									Planned	Planned	Planned	Planned	Planned	
2	IOM	Country programme (blue) Country strategy (yellow)														We have developed the Country Strategy for 2021-2025. It is under endorsement of the regional office.
3	ILO															Normally, ILO signs a Country Programme, which is called Decent Work Country Programme (DWCP). ILO does not have DWCP with Kyrgyzstan for current UNDAF cycle. ILO operates based on global ILO Programme and Budget (by biennium).
4	ITC															Project Office without any linkage to country programs.
5	OHCHR	OHCHR sub-regional Note								Extended	Extended	planned	planned			
6	UNHCR	Country Programme								Planned	Planned	Planned				
7	UNAIDS	Global AIDS Strategy, biannual workplans														UNAIDS acts based on UN Political Declaration and Global AIDS Strategy (2015-2020) and newly adopted 2021-2026, these documents are nationalized through local state programme on HIV/AIDS.
8	UNICEF															
9	UNDP	Country Programme														
10	UNODC	UNODC Programme for Central Asia							Extended	Planned	Planned	Planned	Planned	Planned	Planned	
11	UNFPA															Current UNFPA Program cycle, which is 2018-22. Our country cycle is for five years.
12	UNWOMEN									Planned	Planned	planning	planning	new SN		New SN to be fully developed during the internal Retreat by the end of September 2020.
13	WFP	Kyrgyzstan Country Strategic Plan									Planned	Planned	Planned	Planned	Planned	The new CSP will be developed to start in 2023 for another 5 years.
14	WHO	Biennial Collaborative Agreement between the Ministry of Health of the Kyrgyz Republic and the Regional Office for Europe of the World Health Organization								Planned	Planned					WHO with programming cycles done on biennial basis Biannual cycles (2018-2019, 2020-2021, 2022-2023, etc).
15	UNEP	Programme of work for the biennium 2020-2021; and PoW 2022-2023														UNEP delivers its mandate through biennial Programme of work which is based on the Medium-Term Strategy (MTS). Next MTS 2022-25 starts next year.
16	UNESCO	sub-regional strategy that covers the 2018-2021 period														The global UNESCO programme is quadrennial (2018-2021), with the budget cycle of two years (2020-2021)
17	UNIDO															UNIDO's Programme for Country Partnership (PCP) for the Kyrgyz Republic is in the finalization process.
18	IFAD										Planned	Planned	Planned	Planned	Planned	IFAD has a Country Strategic Opportunities Programme (COSOP) in place for 2018-2022. At completion, IFAD plans to develop a new COSOP for Performance Based Allocation System (PBAS) cycles of 2022-2024 and 2025-2027 for Kyrgyzstan.
19	UNECE*															UNECE has been on biennial cycle 2014-2015/2016-2017/ 2018-2019 and annual from 2020.

## Joint Implementation

When it comes to implementation, it is clear to everyone involved in this evaluation that for the most part the implementation of the UN programme in the Kyrgyz Republic is done individually by the agencies on the basis of their own country programmes (or sometimes even regional programmes). Although there is some joint planning in the form of JWPs, as discussed above, once those work plans are approved, the agencies run with their own country programmes towards implementation.

Most of the cooperation and coordination among agencies has taken place at the level of information-sharing and has been less targeted at the developed of joint programmes/projects<sup>91</sup> based on agencies' complementarities. There are however examples of real joint programmes in the current cycle. The UNCT has been able to come up with 28 joint programmes/projects which are listed in the Table 11 below.<sup>92</sup> The following is a brief description of some key joint programmes/projects that have taken place in the current UNDAF cycle. As can be seen from the table below, a number of joint projects have been funded by the UN Secretary-General's Peacebuilding Fund (PBF).<sup>93</sup>

- ***PBF Secretariat Support to Joint Steering Committee*** – The project enables functioning of the Secretariat in its full capacity to support the work of the Joint Steering Committee and its Co-chairs. The overall role of Secretariat is to ensure coordination of all key stakeholders in peacebuilding activities in Kyrgyzstan – national authorities, civil society, development partners and UN agencies.
- ***UN Joint PBF “Communities resilient to violent ideologies”*** project aimed at providing alternative pathways away from violent and manipulative ideologies in 12 pilot municipalities by taking a multidimensional approach through education, participatory community development and dialogue, as well as through the cultural domain and digital space, and provided civic competencies within secular and religious schooling and promote multilingualism through experience and evidence sharing, thus expanding opportunities for adolescents and youth to engage in socio-political and economic life.
- ***UN Joint PBF “Inclusive Governance and Justice system for Preventing Violent Extremism”*** project of UNDP, OHCHR, UN Women and UNICEF was based the rationale of SDG5 and SDG 16 aiming to improve the government's ability to establish a more inclusive relation with its citizens thus reducing grievances relating to effective or perceived exclusion or marginalization or inequality.
- ***UN Joint PBF “Cross-border Cooperation for Sustainable Peace and Development”*** project implemented by UNDP, WFP, UNDP, UNICEF, FAO and UN Women consolidates the efforts of the agencies on two sides of the border, where each agency is using its comparative advantage to achieve results for peace and sustainable development in cross-border communities.
- ***Rural Women Economic Empowerment (JPRWEE)*** – Implemented by UN Women, FAO, WFP, and IFAD, this Joint Programme represents a coordinated response to the multidimensional challenges faced by rural women as an example of providing an integrated development package, which also taps into the leadership potential and the agency of rural women to build sustainable livelihoods and shape

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<sup>91</sup> Joint programmes/projects here are defined activities undertaken on the basis of one programme document, one budget, one team and one results framework.

<sup>92</sup> It should also be noted that the agencies have attempted a larger number of other joint programmes, which have not materialized because of the lack of funding.

<sup>93</sup> The UN Secretary-General's Peacebuilding Fund (PBF) is the organization's financial instrument of first resort to sustain peace in countries or situations at risk or affected by violent conflict.

laws, policies, and service provision systems at the local level. Within the period of UNDAF, JPRWEE has directly benefitted over 3,500 rural women across 96 villages in five provinces in Kyrgyzstan, and indirectly improved the livelihoods of 15,000 rural residents. The results of JPRWEE partnership also provide evidence that ensuring rural women's economic empowerment could deliver multiple dividends including poverty reduction, increased food production and decreased child malnutrition.

- **Spotlight Initiative** – In January 2020, in partnership with the Government and the EU, the UN launched a multi-year country programme under the global *Spotlight Initiative* on eliminating all forms of violence against women and girls. This initiative is jointly implemented by UN Women, UNDP, UNFPA, UNICEF UNODC. It represents a One-UN, integrated approach to eliminating violence against women and girls that rethinks previous models of UN agency work and prioritizes strong coordination and collaboration to leverage each agency's technical comparative advantage and experience and to streamline implementation.

Despite successful cooperation, joint programming and coherent work among the UN Agencies still remain a challenge. As UNFPA's most recent evaluation document noted, "joint programming is rather based on *gentlemen's agreements*". They primarily result when donors prefer a programme that engages more than one UN agency. When such incentives are not in place, agencies compete for resources, recognition and visibility by the development partners as well as population".<sup>94</sup> There are several factors that affect joint programming. First, the size of UN agencies varies. Larger agencies cooperate more easily, whereas smaller ones have lesser motivation and opportunities to collaborate. Second, there is fierce competition for resources, especially for additional funding and visibility. Although the harmonization of some common services under the Business Operation Strategy has reduced duplication of activities to some degree, joint resource mobilization remains a challenge. Further, some agencies flagged examples of missed opportunities for better collaboration at the provincial and district levels, where the mechanisms for coordination are weak or inexistent. It will be useful for the UNCT to map all agencies' activities and projects with the same geographic focus, which will facilitate cooperation and joint programming targeted at geographical locations. In such cases, the agencies may deliver jointly shared outputs by combining available inputs, thus reducing transaction costs. Further joint monitoring and evaluation activities with the same geographic focus may also result in better cost-efficient implementation on the ground.

The **Spotlight Initiative** (described in Annex XXV) is a good example of "joint programming" in the way it was conceived, the way it was developed, the way it was clustered into pillars, and the way its activities are carried out. However, this initiative has generated some reaction among the implementing agencies due to its "integrated" nature and the "loss of full control" by the agencies. What this indicates is that integration (and joint implementation) comes with some reaction to it and it will take time for new ways of implementing and a new mindset of cooperation to set in.

The RCO has played an increasingly important role in encouraging UN agencies to become involved in joint programming. As an outcome of the UNCT retreat organized by the RCO, the UNCT has developed a joint Action Plan that also includes advocacy and UN's normative role. The RCO has also facilitated the development of a Joint Communications Strategy designed to strengthen "*Communicating as One*" by addressing potential risks of ineffective communications, while establishing foundations for joint communication efforts and effective engagement within the UN. The strategy is anchored on principles like

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<sup>94</sup> Evaluation of the 4th UNFPA Country Programme for Kyrgyzstan (2018-2022), Final Evaluation Report, August 2021.

LNOB, HRBA and gender mainstreaming. It serves as a useful reference document for the development of communication plans and campaigns. While the Communications Strategy contains a detailed SWOT analysis, one of its weaknesses is that joint communications receive limited financing and are often financed from separate projects or from budget leftovers. Furthermore, there is no joint budget, and contributions from separate agencies need to be negotiated each year or on a case-by-case basis.

For all the examples of cooperation outlined above, there is potential for greater efficiencies by further undertaking more joint activities (trainings, communications, advocacy, operations, etc.), and especially joint programmes. The following are some areas where, based on research and interviews for this evaluation, there are opportunities for stronger cooperation.

- **Gender** – Given the cross-cutting and normative nature of gender mainstreaming, the UNCT could cooperate more effectively on issues such as gender advocacy and awareness-raising, implementation of international commitments, economic empowerment and political participation of women, etc. The UNCT could adopt a joint *gender advocacy and communication strategy and work plan* adapted to Kyrgyzstan's context. The agencies could also strengthen joint external communications on gender to ensure consistent messages and information and promote gender equality.
- **Analytical and Policy Documents** – Cooperation could also be strengthened by undertaking more analytical and policy formulation exercises. This is a large area of work for the agencies in which they could create greater synergies by working more effectively together.
- **Advocacy and Awareness Raising** – There is also potential for synergies in the conduct of joint advocacy and awareness-raising activities. The agencies are already doing some of this and the development of a joint Communications Strategy is a good start. But given the significant scope of these activities, there is potential for closer cooperation. Ultimately, the objective should be for the agencies to deliver to external audiences stronger one-voice messages on key issues.
- **Trainings** – Another area that could benefit from stronger cooperation is the conduct of trainings. To achieve this, the agencies could do more to assess training needs and design and deliver training programmes jointly. This will obviously not be possible in every area, but there are topics that could involve the same training principles, approaches and for which the content could be delivered jointly (e.g. human rights-based approaches, results-based management, gender mainstreaming, etc.). The UNRC office could play a more active role in this process by promoting and organizing joint training programmes and capacity development events.

Overall, despite challenges of strategic repositioning of RCO and delinking of UNDP and RC system, cooperation among UN agencies in Kyrgyzstan has improved and is work in progress. The UN agencies are embracing the reform and the new role of the RC. Involvement of non-resident agencies and the regional commissions in development planning has also improved. The RCO has played an increasingly important role in encouraging UN agencies to become involved in joint programming. The number of joint programmes and initiatives has increased, especially considering the small size of the country.

However, even three years after the UN reform, there is still a need for complete buy-in of various elements of reforms by the agencies. Cooperation and coordination among agencies have been more focused on information sharing and less targeted at the establishment of collaborative arrangements based on complementarities. In general, collaboration between the agencies is usually not coming from a common

reading of the UNDAF but from concrete opportunities for financing, joint actions and common interests. For the agencies, the most essential planning tools are their own planning frameworks, agreed with their line ministries and other counterparts. The proliferation of thematic groups has increased the coordination burden, making it necessary to streamline and optimize this plethora of groups. Also, RCO capacities required for coordination are already stretched.

## 4.4. EFFICIENCY

UNDAF was motivated by the need to lower transaction costs and improve efficiencies under a joint cooperation framework with GoK. This section provides an assessment of the efficiency with which the UNDAF resources has been mobilized and executed.

### 4.4.1. Resource Mobilization and Budget Execution

#### Resource Mobilization

The UNDAF document presented a budget (referred to as the *Common Budget Framework*), which provided the Government, the UN system agencies, and bilateral and multi-lateral development partners and donors with an overview of the required and available resources to support implementation of planned outcomes and any funding gaps. The full implementation of the UNDAF was estimated to require a total of USD 221 m, which included USD 75 m committed from core and non-core resources and an estimated funding gap of USD 145 m. For the period 2018-2020, the UN system in the Kyrgyz Republic has spent a total of USD 157 m (excluding Covid-19 spending for 2020 – see Table 13 below), which represents about 70% of the total amount expected to be mobilized under the UNDAF. This amount of expenditure indicates a good resource mobilization performance, as based on this trend the UNCT is expected to surpass the UNDAF mobilization of target of USD 221 m for the current cycle.

According to the agencies, the COVID-19 pandemic and economic crisis affected negatively their resource mobilization efforts. However, the agencies were quick in reacting to the crisis by adjusting their programming and budgets. More than half of the UN's annual financial support for Kyrgyzstan in 2020 was re-purposed to the COVID-19 response through DRCU's USD 67.4 m Response and Recovery Plan, in full agreement and coordination with the Government. Remaining response activities were embedded into the SERF, for which the UN mobilized USD 48 m, including additional repurposed funds by UN agencies (see “*repurposed*” and “*funded*” lines in the table below). The UN is currently seeking to mobilize an additional USD 56 m to ensure that the framework is fully funded.

**Table 7: UN's SERF Budget**

<b>Total Budget</b>	<b>Re-purposed</b>	<b>Funded</b>	<b>Unfunded</b>
<b>104,811,751</b>	<b>11,364,724</b>	<b>36,959,953</b>	<b>56,487,074</b>

The UNDAF document envisaged the development of a joint resource mobilization and strategy, which would will explore and promote government cost-sharing and stronger partnerships with the private sector, including individual donors and corporate partners, to address funding gaps for the planned outcomes, and related programmes and projects.<sup>95</sup> Such a strategy has not materialized yet. At the time of this evaluation, the RCO was leading the development of a Joint UN Resource Mobilization/Financing and Partnerships Strategy (RMPS). Given the significant delay, it is unlikely that the RMPS will become a fully operational tool in the ongoing cycle. Any major actions in the strategy will likely not get implemented in the current cycle due to the insufficient time until the end of the cycle.

#### Budget and Expenditure

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<sup>95</sup> The UNDAF document stated that “*achievement of the UNDAF outcomes will require a concerted resource mobilization strategy driven jointly by the SCC and UNCT*” (page 38).

One aspect of efficiency is the adequacy of planning. Adequate planning is an essential prerequisite for efficient implementation because it allows organizations to sequence measures accordingly and allocate funding appropriately. One indicator of the quality of planning is the rate at which the budget is executed. The execution rate indicates the amount of money that was spent compared to what was planned initially. When expenditure deviates substantially from the plan, the implication is that planning has not been not adequate.

The table below shows planned and expected expenditure for each UNDAF outcome area for the period 2018-2020.<sup>96</sup> As can be seen from the table, the total amount of money spent by all agencies shown in the table amounted to about 66% of what they had planned on an annual basis. The gap between planned and actual expenditure is particularly high for 2018 (47%) and 2020 (58%). The table also shows that in particular outcome areas 3 and 4 have experienced that largest expenditure gaps. The table below shows planned and executed expenditure by agency. Part of the explanation for this was that following the pandemic and the development of the SERF, agencies rapidly expanded their resource mobilization targets in anticipation that they would raise substantial new funds to address the pandemic. This did not materialize, resulting in a greater projection of resources, while actuals raised remained limited compared to that.

As can be seen from the table, there has been significant variance among agencies in terms of execution rates. For example, the biggest agencies such as UNDP and UNICEF with large operations in the country have had larger gaps in execution than smaller agencies which have more predictable programmes. The Covid-19 crisis forced the agencies to re-program and re-channel funds to response-related activities. As can be seen from the table below, the big agencies such as WHO, UNDP and UNICEF have spent between USD 4 to 7 m on the crisis response in the fiscal year 2020.

**Table 8: Planned and Executed Expenditure by Outcome Area**

Expenditure	2018		2019		2020		2018-2020	
	Planned	Executed	Planned	Executed	Planned	Executed	Planned	Executed
<b>Outcome 1</b>	\$24,407,584	\$11,333,825	\$23,755,457	\$24,176,264	\$12,841,294	\$9,605,653	\$61,004,335	\$45,115,742
<b>Outcome 2</b>	\$15,771,719	\$8,002,301	\$14,360,413	\$15,975,666	\$12,830,503	\$12,013,742	\$42,962,635	\$35,991,709
<b>Outcome 3</b>	\$18,488,820	\$6,858,821	\$18,482,745	\$15,190,888	\$4,109,791	\$5,233,862	\$41,081,356	\$27,283,571
<b>Outcome 4</b>	\$34,724,097	\$17,720,066	\$41,130,038	\$33,739,077	\$60,118,220	\$25,543,248	\$135,972,355	\$77,002,391
<b>All Outcomes</b>	<b>\$93,392,220</b>	<b>\$43,915,013</b>	<b>\$97,728,653</b>	<b>\$89,081,895</b>	<b>\$89,899,808</b>	<b>\$52,396,505</b>	<b>\$281,020,681</b>	<b>\$185,393,413</b>

Going forward, it will be useful for the UNCT to track expenditure at the level of the UN on a regular basis. For this it should establish the right monitoring mechanisms to be able to track overall expenditure across agencies. The agencies should cooperate by providing the information to the RCO on a regular basis and assisting with the analysis. The UN INFO tool could be used to track programme expenditures more accurately at the outcome level, but it will require the establishment of an effective process around data collection and reporting. Efforts for better tracking of financial information should be combined with work on improving systems for evidence-based programming and implementation which will be discussed further in this report.

<sup>96</sup> The information presented in the table was provided by the agencies and compiled by the UNRCO.



Table 9: 2018-2020 UNDAF Common Budgetary Framework (by Agency)

No.	Expenditure	2018-2019		2020		2018-2020		Covid 2020
		Planned	Executed	Planned	Executed	Planned	Executed	Executed
1	<b>UNDP</b>	\$ 39,611,507	\$ 38,482,039	\$ 44,554,848	\$ 21,220,268	\$ 84,166,355	\$ 59,702,307	\$ 4,633,381
2	<b>FAO</b>	\$ 6,821,060	\$ 6,821,060	\$ 2,086,931	\$ 2,086,931	\$ 8,907,991	\$ 8,907,991	\$ 513,111
3	<b>ITC</b>	\$ 215,000	\$ 215,000	\$ 130,000	\$ 130,000	\$ 345,000	\$ 345,000	\$ -
4	<b>IOM</b>	\$ 745,000	\$ 745,000	\$ 279,308	\$ 446,154	\$ 1,024,308	\$ 1,191,154	\$ 182,566
5	<b>OHCHR</b>	\$ 287,604	\$ 287,604	\$ 526,624	\$ 526,624	\$ 814,228	\$ 814,228	\$ 1,735
6	<b>UN Women</b>	\$ 2,080,445	\$ 1,876,940	\$ 1,247,014	\$ 1,247,014	\$ 3,327,459	\$ 3,123,954	\$ 262,182
7	<b>UN Aids</b>	\$ 548,694	\$ 570,828	\$ 380,442	\$ 349,909	\$ 929,136	\$ 920,737	\$ 56,673
8	<b>UNESCO</b>	\$ 470,867	\$ 467,057	\$ 376,472	\$ 247,004	\$ 847,339	\$ 714,061	\$ 37,250
9	<b>UNFPA</b>	\$ 1,601,707	\$ 1,601,476	\$ 1,785,476	\$ 1,914,390	\$ 3,387,183	\$ 3,515,866	\$ 812,210
10	<b>UNHCR</b>	\$ 232,150	\$ 215,700	\$ 275,000	\$ 275,000	\$ 507,150	\$ 490,700	\$ 100,000
11	<b>UNICEF</b>	\$ 14,016,150	\$ 10,179,840	\$ 19,646,263	\$ 9,781,817	\$ 33,662,413	\$ 19,961,657	\$ 6,674,652
12	<b>UNIDO</b>	\$ 1,408,374	\$ 1,319,907	\$ 880,065	\$ 102,712	\$ 2,288,439	\$ 1,422,619	\$ 10,000
13	<b>UNODC</b>	\$ 2,668,000	\$ 2,460,000	\$ 1,312,000	\$ 1,110,000	\$ 3,980,000	\$ 3,570,000	\$ 30,000
14	<b>IFAD</b>	\$ 6,821,060	\$ 6,821,060	\$ 12,011,550	\$ 8,840,933	\$ 18,832,610	\$ 15,661,993	\$ -
15	<b>WFP</b>	\$ 22,017,672	\$ 18,636,328	\$ 10,912,328	\$ 8,600,000	\$ 32,930,000	\$ 27,236,328	\$ 6,600,000
16	<b>ILO</b>	\$ 1,305,923	\$ 1,194,423	\$ 808,100	\$ 814,958	\$ 2,114,023	\$ 2,009,381	\$ 25,450
17	<b>UNECE</b>	\$ 50,000	\$ 50,000	\$ 155,000	\$ 155,000	\$ 205,000	\$ 205,000	\$ 70,000
18	<b>UNEP</b>	\$ 259,000	\$ 259,000	\$ 97,000	\$ 97,000	\$ 356,000	\$ 356,000	\$ -
19	<b>WHO</b>	\$ 3,819,500	\$ 3,819,500	\$ 4,036,000	\$ 2,795,000	\$ 7,855,500	\$ 6,614,500	\$ 340,000
20	<b>UNDRR</b>			\$ 257,540	\$ 5,100	\$ 257,540	\$ 5,100	\$ -
<b>TOTAL</b>		<b>\$ 104,979,713</b>	<b>\$ 96,022,762</b>	<b>\$ 101,757,961</b>	<b>\$ 60,745,814</b>	<b>\$ 206,737,674</b>	<b>\$ 156,768,576</b>	<b>\$ 20,349,210</b>

#### **4.4.2. Operational Efficiencies**

National counterparts involved in this evaluation (both government and non-government) identified certain operational challenges that UNCT could address to make its operations more efficient.

Some of the government officials surveyed for this evaluation stated that agency projects experience delays in procurement and contracting. There are also cases of delays in the launching of projects. Some of these delays are related to cumbersome approval procedures and slow decision-making within government departments. But sometimes they are also the result of slow processes internal to the agencies, which can be addressed through closer oversight by the management of agencies. Evaluation participants pointed out that such delays are counterproductive, especially in the context of the country's political instability. Representatives of the private sector also raised the issue of quality vs. quantity in UN tenders, arguing that more focus should be placed on quality. Some agencies have experienced challenges related to the fact that they are not part of harmonized approach to cash transfers (HACT).

## **4.5. SUSTAINABILITY**

Sustainability is a flexible concept that may be assessed in various ways. The agencies engaged in this evaluation believe that some of the changes they have introduced in partnership with their national counterparts have been sustained, particularly those supported by legislative acts. The collaborative approach has been maintained through most projects and has promoted sustainability. Some agencies reported preparing exit strategies at the end of their projects in close consultation with national counterparts to ensure that there is continuity for the actions started under the project. Overall, many of the achievements reviewed in the “Main Contributions” section of this report have been sustained over time. However, there are several aspects of sustainability that require greater attention from the UN system as a whole. In the rest of this section, the focus will be on two key factors of sustainability: i) sustainability of programme funding; ii) sustainability of structures and initiatives established with UN support; and, iii) meaningful engagement of partners.

### **4.5.1. Sustainability of Funding of UN Programme**

One of the key challenges identified by the UN agencies operating in the country is the availability of funding. Several agencies reported that one main challenge they are facing is insufficient budgets for key areas of their operations. As core funding remains quite limited, several agencies rely primarily on unpredictable donor-based funding for their activities in the Kyrgyz Republic. Also, Government officials involved in this evaluation identified the limited amount of funding at the disposal of UN agencies as one of the major limitations in the context of UNDAF. Another challenge is the weakness of the private sector, which remains unable to contribute to social or environmental causes, and thus does not represent significant potential as a source of funding for the UN programme.

This precarious financing situation has major implications for the sustainability of UN’s work in the country. The limited amount of funding for certain UN agencies was also pointed out as a key challenge by a number of Government officials surveyed for this evaluation. In these conditions, government cost-sharing seems to be the most sustainable funding option for many of the UN agencies going forward. A number of agencies have already received cost-sharing from the government. However, in the conditions of increased public debt due to the COVID-19 crisis, the Government’s fiscal space will remain constrained with limited opportunities for cost-sharing.

Going forward, the UNCT needs to expand its financial capacity to respond to the demands of national partners for support and expertise. Measures towards this should be spelled out in the Joint Resource Mobilization/Financing and Partnerships Strategy (RMPS) currently being developed under the coordination of the RCO. The RMPS should incorporate all potential sources of funding, including government co-financing, partnerships with IFIs and the private sector, etc. In this area, the RCO could play a bigger role in coordinating the agencies.

### **4.5.2. Sustainability of Structures and Initiatives Established with UN Support**

The activities of the agencies in the current programme cycle have had a significant focus on innovations and piloting. The basic assumption behind these activities is that successful initiatives will be replicated, scaled up and institutionalized. The idea is that UN agencies are not in the business of themselves solving the country’s problems, but helping local partners find effective solutions to those problems.

There have been a number of examples, where piloted schemes have become institutionalized as part of formal government structures funded through the state budget, thus ensuring their sustainability in the long-run.

- The most recent UNFPA country programme evaluation found that the institutionalization of initiatives was one of the guiding principles that guided the Sexual and Reproductive Health (SRH) component, contributing to national ownership and ensuring long-term and sustainable results. As a result of UNFPA advocacy efforts, the Ministry of Health (MoH) began allocating public funds to purchase contraceptives for women at health and social risk - an important achievement for the country and monitoring of budget execution to ensure the approved budget is fully spent in line with stated priorities and within appropriate timelines.<sup>97</sup> To ensure sustainability, a separate budget line for FP issues was allocated in the MoH budget.<sup>98</sup> However, given the unstable political situation in the country, continued advocacy is needed to ensure that the initiative remains sustainable.<sup>99</sup>
- Another positive example is adoption by the MoH of clinical protocols and standards developed with support from UNFPA and their introduction into the curriculum of the Kyrgyz State Medical Institute of Continuous Education (KSMICE). Another positive example in the establishment under the Ministry of Justice of the state-funded legal aid system (introduced with support by UNDP).
- Through a partnership with the Ministry of Economy and the Russian-Kyrgyz Development Fund, the UN ensured access to sustainable financing by supporting feasibility studies for seven business projects worth USD 10 m in the sectors of agriculture, production, processing, and tourism. Furthermore, this partnership leveraged additional co-financing from the Russian-Kyrgyz Development Fund that provided a concessional loan of USD 20 million (USD 2.5 million disbursed to date) to support agro-processors and producers in the dairy, honey, wool and livestock sectors.
- Another example of initiatives that have been replicated and institutionalized is also the replication of optimized school meals. Out of more than 2,200 schools nation-wide, more than 700 schools were able to optimize school meals arrangements with WFP's support and more than 500 with Mercycorps support. Additionally, more than 100 schools were able to replicate such models independently, with state, local or private budgets implementing the School Meals Law.

Besides such positive examples, there are also initiatives for which it is not always obvious how they will be replicated and scaled up. Some pilots do not get fully integrated into national structures, which can then take them forward sustainably, but remain operated by the UN (granted, not all pilots are expected to be successful and hence replicated). For example, the UN helped the piloting of a cross-sectoral programme on early identification and intervention of children with disabilities in Bishkek city, which has not been taken to scale. The UN has also launched in collaboration with the Ministry of Labour and Social Protection a pilot initiative "Social Contract" as a tool to encourage opportunities and conditions for self-employment for poor and low-income families. This too remains to be scaled up as the Government returned the draft decree on the approval of the social contract due to lack of financial resources.

Overall, there is a need to design pilot initiatives more carefully to ensure that they become systemic, scaled up or replicated and that effects do not remain limited in scale and scope. Crucial for the scaling up of piloted interventions is that their design include a clear plan for what is expected from the pilot initiative and how they are expected to be replicated. The agencies should also establish an effective system for

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<sup>97</sup> Evaluation of the 4th UNFPA Country Programme for Kyrgyzstan (2018-2022), Evaluation Report, August 2021.

<sup>98</sup> With support from UNFPA, the MoH and the Government, with the participation of civil sector representatives, a 5-year plan was developed to gradually increase the state budget for contraceptive procurement until 2023 to cover 50% of the needs of vulnerable women. The commitment to budget contraceptive procurement is enshrined in the country's commitment to the FP2020 strategy. A separate budget line for family planning interventions has been allocated in the MoH to maintain sustainability.

<sup>99</sup> It is necessary to make a more compelling case for investment by setting out the evidence of how investments in family planning will ultimately generate savings (i.e. contribute to lives saved, poverty and MMR reduction, or educational attainment; or reap the demographic dividend to achieve economic growth, etc.).

tracking the performance of pilot initiatives over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up. Information about pilots and replication was not easily available or sufficient in the reporting documents reviewed for this evaluation. More statistics on this will be useful not only for the UN, but also for partners and donors. As part of the monitoring and evaluation system, the UNCT should track pilot initiatives over time and after a pilot's lifetime. The UN should also focus more on documenting results, lessons, experiences, and good practices so that they are shared more widely, replicated, and scaled up. The UNRC Office should coordinate more closely the approaches taken by the agencies on piloting. It could also play a more active role in the tracking of these pilot initiatives across agencies over time.

### Policy Implementation

UN's work in this cycle has had a significant focus on the development of policies across a range of sectors and areas. This was highlighted in this report's previous section on the main contributions of UN agencies in the current cycle.<sup>100</sup> Getting changes embedded at the level of formal policies or laws is a crucial requirement for sustainability, because it creates obligations for public institutions and actors to act on the prescriptions of those laws and policies. However, it is not enough - what matters ultimately is to get those laws and policies implemented in an effective fashion. The implementation of the existing legal and policy framework is a serious challenge. While many laws and policies are already in place, only a part of them gets fully implemented. Weak implementation was brought up as a challenge for government and non-government partners many times during interviews for this evaluation.

While there are some good examples of UN support for the implementation of policy – a notable one being the Spotlight Initiative which is using the Oxford Scenario Planning Approach and Adaptive Leadership & Positive Deviance approach, aimed at strengthening the implementation of the new Gender Equality Strategy – weak implementation has an impact on the sustainability of UN's support for policy reforms because in such situations these reforms are unable to convert outputs (such as policies, strategies, plans, etc.) into ultimate outcomes (practical results for the common citizen).

Action plans too are necessary, but not sufficient instruments for the implementation of policy. Implementation also requires that the respective organizations have full availability of funds to carry out the required activities. Thus, for action plans to be fully implementable and results sustainable, it is necessary for activities to be linked to specific budget allocations from the Government budget. Thus, agencies need to focus further on linking policy making a lot more closely to the Government's public financial management (PFM) system. For this, the agencies should strengthen their capacity and engagement with the PFM process and the Ministry of Finance.

### **4.5.3. Engagement of Government Partners**

The engagement of the Government by the UN under the UNDAF framework is a key factor of the sustainability of the latter because government ownership of joint activities ensures the durability of the results. According to the survey with Government officials answered by 28 civil servants, the majority of Government entities engage in project implementations and benefit from capacity building activities and support in policy formulation. Although staff turnover in the public sector is often mentioned by government counterparts as a concern for the sustainability of results, around 60% of surveyed officials

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<sup>100</sup> Some notable examples include: National Strategy for Sustainable Development for 2018-2040, Gender Equality Strategy (GES) 2021-2030, National Action Plan on Achieving Gender Equality for 2018-2020 (NAP GE), State Health Strategy, National Health Security Plan, Law "On Protection and Safeguarding from Domestic Violence" (2017), Law "On Early Marriages" (2018), Law of the Kyrgyz Republic on Civil Protection (2018), etc.

have engaged with UN agencies for more than 5 years and another 18% between 2 and 5 years. Also, according to the survey, 78% of civil servants recognize that the UNDAF promotes ownership of UN programmes by the Government and 67% considered that UNDAF results are sustainable given the financial resources mobilized so far.

One challenge pointed out by participants of this evaluation was the limited engagement of government officials with the UNDAF structures and processes, due to several factors, especially political instability. The systemic political crisis has paralysed the institutional capacity of government partners to own and deliver on the main UNDAF interventions. The firefighting mode has escalated to a state of paralysis, especially at the height of emergency situation. The high turnover of government officials at all levels has been challenging and represents a real concern for sustainability.<sup>101</sup> It has disrupted continuity of commitments made by Government bodies and the timeliness of implementation. The exodus of professionals from the government has further weakened the prospect of sustainability of interventions and has resulted in weak institutional memory. Government officials also noted that there is limited engagement of Government representatives in the monitoring of UNDAF initiatives. This lack of strong coordination leads to longer periods needed for the agreement of various projects – this point was raised a few times by Government officials engaged in this evaluation. Overall, there is a need for more effective communications with the Government, especially the political leadership, starting with the Joint Steering Committee meetings which haven't been convened for a while. One Government representative suggested joint GoK-UN meetings on issues of communication – this could also be achieved by inviting Government counterparts in the meetings of the Communications Group. Also, RGs could involve Government representatives more effectively in the planning and monitoring process.

#### **4.5.4. Engagement of Non-governmental Partners**

##### Civil Society

Kyrgyzstan stands out among other Central Asian countries for its vibrant civil society, with multiple experienced and mission-oriented civil society organizations (CSOs). UN agencies have a rich history of engagement with CSOs in policy and operational work. From the UN's perspective, CSOs have actively participated in all stages of UNDAF design and implementation. In addition to the engagement of CSOs in UNDAF design and implementation, UN agencies also coordinate and consult with CSOs in preparing joint documents (e.g. SERF, CCA, Gender Assessment, and Trust Fund proposals) where feasible. Engagement with CSOs is complemented by ad hoc issue-based consultations to quickly respond to human rights violation cases and other challenges to the normative values of the UN.<sup>102</sup> Furthermore, for some agencies the COVID-19 pandemic resulted in the diversification of partnerships with CSOs.<sup>103</sup> Such partnerships have contributed to establishing a credible and dynamic civil society response in support of vulnerable groups.

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<sup>101</sup> In the course of the current UNDAF cycle, the country has had three presidents, two national development strategies and three government mid-term programmes.

<sup>102</sup> For example, the joint Spotlight Initiative has supported a series of consultations with a broad range of civil society actors, women's movements and civil society organizations representing various groups. The initiative has supported the UNiTE women's movement in creating and conducting a country-wide public awareness campaign on amendments to the Kyrgyz Republic Code on Misconduct (under which domestic violence offenders may be sentenced to up to 15 days of administrative detention), on how women can protect themselves from domestic violence, and on the availability of crisis centers and how to contact them.

<sup>103</sup> For example, UNICEF worked with 29 partner CSOs, which were instrumental in reaching children all over the country despite the restriction of movements.

However, the external situation for civil society in the country has become more challenging in the last few years. CSOs are increasingly facing challenges due to Government legislative initiatives aimed at diminishing civic space and limiting public participation and access to information. Because of existing sensitivities, in dealing with CSOs, the UN in Kyrgyzstan has tried to maintain a balance between public engagement and behind-the-doors advocacy.

In light of this deterioration of the environment for the operations of civil society, some civil society representatives involved in this evaluation thought that the UN has not responded effectively to the interests of civil society and has not contributed sufficiently to the widening of democratic space in the country. From the perspective of CSOs, recent developments in the legislative sphere and the adoption of regressive bills do not contribute to the democratic processes in the country and are not in line with UNDAF's goal of ensuring democratic governance in line with human rights norms and standards. From the UN's perspective, on the other hand, while it is still important to engage CSOs at the policy level to promote human rights and democratic governance and reduce poverty, these areas remain political in nature and must be managed in a sensitive way that also balances the need of the UN to engage with the government in a constructive way.

CSOs involved in this evaluation expressed additional concerns in relation to their engagement with the UN system in Kyrgyzstan:

- The UN (as well as the individual agencies) does not involve CSOs effectively in the planning process. Most focus group participants from civil society were not familiar with UNDAF. Some CSOs also brought up the lack of information about the results of the work of the UN system in the country. They are not involved in any monitoring activities and do not receive any information on UN activities in sectors of interest.
- Some CSOs raised the point that some UN agencies work with a small circle of CSOs, which effectively monopolize the space for civic initiatives in the country. There are structural reasons for this (tender selection procedures, criteria excluding new CSOs from competition, etc.). However, even when CSOs have passed the competitive selection, they are able to act only as technical executors - there is no freedom for improvisation, implementation of alternative ideas, etc.
- CSOs also argued that target groups of project interventions rarely are involved as implementers in UN projects. This violates the principle "nothing for us without us". For example, in the area of education, neither parents, nor students have been engaged as active implementers of projects; they are always treated as objects of influence.

### Private Sector

Another important section of the society that has the potential to play a greater role in the country's development process is the private sector. Although the UNCT has made some progress in involving private sector companies in its activities, the overall engagement of the private sector by the UN system under the UNDAF has been limited.



- First, the private sector in the country remains weak, small and fragmented and has limited understanding and capabilities to contribute to social or environmental causes.<sup>104</sup> It has further been impacted negatively by the ongoing Covid-19 crisis.<sup>105</sup>
- Second, interviews in the context of this evaluation revealed that the private sector in Kyrgyzstan has a very limited understanding of the UN system.
- Third, there is also a lack of capacity in both the Government and the private sector for engagement in public-private partnerships. This deficiency includes insufficient awareness of the opportunities for private sector to engage in SDG agenda implementation.

For all these challenges, the involvement of the private sector should get greater attention in the UN's next development cooperation framework – both in terms of making businesses more “friendly” to the sustainable development agenda and also tapping on private sector resources for development programming. The UN and GoK should identify ways for channelling the resources and contributions of the private sector more effectively towards the country's development objectives. The forthcoming Joint UN Resource Mobilization/Financing and Partnerships Strategy should include recommendations on how to mitigate these challenges.

The RCO has from time to time provided advice to the Government on how to encourage the participation of the private sector in financing the achievement of the SDGs and has sought to explore new strategic partnerships to engage the private sector in development activities in the country. Going forward, it will be important for the RCO and the UNCT to work with the relevant GoK structures on the creation of incentives for private sector engagement in development activities.

#### **4.5.5. Engagement of Development Partners**

The main mechanism for the coordination of development effectiveness in the Kyrgyz Republic is the Development Partners Coordination Council (DPCC). This council has been established with the purpose of improving the sharing of information among donors, government agencies and civil society institutions. A Co-chairs Group leads the DPCC coordination processes by determining the format and substance of donor coordination meetings, suggesting the topics for discussion and facilitating the participation of the various entities.<sup>106</sup> As the representative of the UN system in the country, the UNRC serves as a Co-Chair of the DPCC. Several Working Groups are established in the framework of the DPCC. UN agencies are part of these Working Groups based on their mandates and co-chair their meetings. A DPCC Secretariat provides logistical and management support to the Council, as well as the Co-chairs Group, acts as a focal point for donors on coordination issues and facilitates liaison between the donor community and the Government. The Co-chairs Group acts as an advisory body for the DPCC Secretariat and oversees its work.

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<sup>104</sup> The business environment is the one of the main challenges for Kyrgyzstan. Businesses in Kyrgyzstan face government overregulation, bureaucracy, poor infrastructure, corruption and crime, cross-border restrictions issues, leading to lower output and productivity growth. In the World Bank's Doing Business Index for 2020, Kyrgyzstan ranks 80th out of 190 countries.

<sup>105</sup> UNDP undertook an Early Impact assessment of the COVID-19 pandemic on MSMEs in Kyrgyzstan to diagnose the main issues facing businesses and provide recommendations for tailoring effective interventions to support the private section in the crisis context.

<sup>106</sup> Co-chairs for the term of 2021 are: Mr. David Rinnert – Deputy Development Director, Central Asia / Governance Adviser | Foreign, Commonwealth and Development Office (FCDO); Ms. Anja De Beer - Director of Helvetas Swiss Intercooperation in KR; Mr. Tigran Poghosyan - IMF Resident Representative in the KR; Mr. Ozonnia Ojielo - UN Resident Coordinator in KR, Mr. Naveed Hassan Naqvi - World Bank Country Manager for the KR.



According to development partners involved in this evaluation, while the role of the Government in the DPCC is more limited and the coordination tasks are performed primarily by the development partners, during the COVID-19 response the Government took a more assertive role. The Government and development partners have also joined forces to coordinate the response to the COVID-19 pandemic. DRCU was activated to facilitate this process and has played a key role throughout 2020. Furthermore, the Office of the Prime Minister established four working groups, which include high-level representatives from government ministries and agencies, to coordinate COVID-19 efforts. The DPCC has been for the UN an important platform for engagement with development partners. Through the RC's leadership, the UNCT has had a well-coordinated approach in its participation in donor coordination through the DPCC structures. Some agencies pointed out that the DPCC has played a more important role in UN's coordination with development partners than the UNDAF structures (such as JSC, RGs, etc.). Some participants in this evaluation also raised the question of whether the UNDAF structures and DPCC structures represented duplication of efforts as far as coordination of development efforts is concerned.

In this programme cycle, collaboration with development partners has improved. The UN has extended its collaboration beyond traditional donors and engaged with new partners such as the University of Central Asia, Open Society Foundation, Organization for Security and Cooperation in Europe (OSCE), etc. The UN has also engaged with IFIs such as the World Bank, International Monetary Fund, Asian Development Bank, European Bank for Reconstruction and Development, and the Islamic Development Bank. An example of this is the joint socioeconomic assessment "*COVID-19 in the Kyrgyz Republic: Socioeconomic and Vulnerability Impact Assessment and Policy Response*" prepared by the UN in partnership with the Asian Development Bank and the Economic Policy Research Institute in the Ministry of Economy.<sup>107</sup> Another example is the UN-World Bank Partnership Framework for Crisis-Affected Situations.<sup>108</sup> An important role in this has been played by the UNRCO. The RC has played an active role in meeting with Ambassadors, High Commissioners, and Country Heads of IFIs and has been able to extend the UN's scope of collaboration with donors/development partners in new areas such as SDGs, peace building, gender, etc. The joint "Spotlight Initiative" coordinated by the RCO has enabled the UNCT to strengthen its partnership with the EU.

Development partners engaged in this evaluation appreciate the role of the UN in the country and the close relations that the UN agencies have forged with national partners. Development partners use the UN "to open doors" to national entities. However, there is the room for more effective coordination and information-sharing with development partners. Some development partners think that the UN could play a greater role in development effectiveness. The UN system could further support the government in improving its coordination capabilities under the DPCC platform. Also, UNDAF structures and DRCU can be strengthened to allow for more effective engagement of donors. UN's partnership with IFIs could also be further strengthened. Development partners also raised the need for more and better information from the UN, especially with regards to the results that the UN system is producing in the country.

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<sup>107</sup> The report describes how the global, regional and national macroeconomic shocks arising from the COVID-19 pandemic are affecting the Kyrgyz Republic's population and proposes policy recommendations to mitigate these negative socioeconomic effects.

<sup>108</sup> This partnership has such thematic focuses as conflict and violence prevention, Humanitarian-Development-Piece Coordination, governance, rule of law and the security sector, health in fragile and conflict-affected settings (including COVID-19 response), and food insecurity.

## 5. CONCLUSION

As has been noted in this report, in the current programme cycle the UNCT in the Kyrgyz Republic has made significant progress in strengthening its capacity to implement in a coherent, coordinated and integrated fashion under the UNDAF framework. The UNDS reform has clearly invigorated the coordination and coherence of the UNCT in the country. First, it has enabled the UN agencies to improve not only their awareness and understanding of the “joint delivery” approach, but also the coordination and joint implementation structures that have been reviewed in this report. It has also enabled the RCO to acquire the level of human resources needed for a more effective coordination of the UNCT. It is safe to say that the investment of the UNDS reform in the RCO and other coordination structures has been effective.

Building sound UNCT structures under the UNDAF is still work in progress. As has been noted throughout this report, some challenges in the way the agencies work together persists. For example, the RGs still require some “pushing” from the RC in order to meet and carry out their functions, agencies are still sometimes “protective” of their territory, etc. The process of change and the amount of improvement since 2018 is visible to most counterparts engaged in this evaluation. Further progress towards stronger coherence and coordination will require not only better incentives, but also a change in mindset among agencies about the benefits of cooperation and joint delivery. The agencies need to be more open and willing to engage in joint delivery under the coordination of the RC. It will also be important for the UN to strengthen the coherence and coordination of the system for a more integrated mode of delivery in line with the UN DS reform agenda. This process should not only focus on closer cooperation among UN agencies, but also greater collaboration with the Government, civil society, the private sector and development partners – in particular, IFIs.

Certainly, the challenges of joint implementation as “One UN” are enormous. As has been noted in this report, most of them result from structural shortcomings that are way beyond the control of the UNCT. However, achieving incremental improvement within the boundaries of what is possible given the present set up of the system is important. Some important steps in this area have been made, especially with the development of the institutional infrastructure and some high-profile joint initiatives profiled in this report. However, the opportunities for strengthening inter-agency cooperation are there and can be capitalized more effectively. The COVID-19 crisis presented significant challenges for the UN system, as for all other development actors in the country. However, it also created an opportunity for the UN agencies to rally together in response as one body – a real embodiment of the “One UN” approach.

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This evaluation also provides an opportunity for drawing some important lessons from the experience of the UNCT with the current programme. The following are a couple of key lessons from the perspective of the evaluators.

**Lesson 1:** The structure of funding is a critical factor in rallying UN agencies to work together. The fragmented nature of UN funding is a serious shortcoming that impedes joint implementation. However, the COVID-19 crisis served as a rallying factor for UN agencies by combining joint funding with a joint purpose for the UN agencies. The COVID-19 pandemic showed that it is important to strengthen national preparedness, anticipatory action and contingency planning in order to be able to take a fast response when new emergencies occur. Going forward, it will be important to strengthen UN's role in humanitarian settings allowing integrated critical assistance in multiple sectors based on the agencies' comparative advantages.

It will also be important to maintain this spirit of cooperation and extend it to the planning and implementation of the new programme.

**Lesson 2:** The UN cooperation framework guidance talks about “integrated programming”. How are the current UNDAF work process aligned to “integrated programming” and what should UNCT in the Kyrgyz Republic be doing differently to enhance “integrated programming”? While planning is done jointly by the agencies in the form of JWPs under the UNDAF, it is clear to everyone involved in this evaluation that for the most part the implementation of the UN programme in the Kyrgyz Republic is done individually by the agencies on the basis of their own country programmes (or sometimes even regional programmes). As noted in this report, once the work plans are approved, the agencies run with their own country programmes towards implementation. Further, reporting at the level of the UN is done in a rather fragmented and artificial way, with the agencies sending to the RCO activity reports at the end of the year. For the RCO it is difficult to distil from agency reports evidence of progress and joint work under the UNDAF in line with the JWPs and the joint results framework. The RCO struggles in taking activity reports from the agencies and trying to frame some results language around what has been done by the UN system in the country. In way, with the exception of the really joint programmes reviewed further in this report, the annual reports are designed to “make it look” like the UN system has done some work together. The Spotlight Initiative is a good example of “joint programming” in the way it was conceived, the way it was developed, the way it was clustered into pillars, and the way its activities are carried out. However, as has been noted in the report, this initiative has generated some reaction among the implementing agencies due to its “integrated” nature and the “loss of full control” by the agencies. What this indicates is that integration (and joint implementation) comes with some reaction to it and it will take time for new ways of implementing and a new mindset of cooperation to set in.

The following section of this report presents several key recommendations for the attention of UNCT. These recommendations are derived from discussions with stakeholders engaged in the course of this evaluation and are meant to strengthen coordination and collaboration within the UN family and between the UN and national partners. Some of them are framed in broad terms, leaving it to the UNCT to find the most suitable models and approaches for their operationalization.

## 6. RECOMMENDATIONS

Based on the evidence, analysis and findings presented throughout this report, this evaluation provides the following recommendations for the consideration of the UN agencies and their counterparts (governmental and non-governmental).

### RECOMMENDATION 1

#### *Improve UNDAF's results framework and results-based management practices*

- Going forward, this framework should be simplified both in terms of the number of indicators and the way they are framed.
- For a framework of this importance, it will be essential for the UNCT to develop a complete results framework, with all baselines and targets determined and defined upfront.
- This shortcoming should be addressed in the upcoming UNSDCF by aligning the indicators with the country's SDG framework.
- Another observation derived from this assessment is the importance of identifying meaningful and solid UNDAF indicators that meet the SMART criteria.
- Thus, another suggestion going forward is to reduce the number of JWP activities and improve their relevance by broadening them to a level that allows several agencies to work under one activity line.
- When it comes to the output and activity levels, there are no direct and solid indicators related to gender equality or other LNOB dimensions, except gender markers used in the JWPs.
- Although some attempts have been made by the agencies to introduce methodologies for the tracking of UNDAF expenditure on the basis of gender, this is an area that requires improvement in the next programme cycle.
- The overall opinion of UN stakeholders involved in this evaluation is that the MEG group is relatively weak and not very active. There is also a lack of clear understanding among stakeholders about the division of labour between the MEG group and RGs. Evaluation participants highlighted the need for strengthening the M&E group, especially its coordination function across M&E systems of individual agencies. The M&E related challenges identified in this report point to the need for further training for M&E group members.

### RECOMMENDATION 2

#### *Strengthen the inter-agency coordination and cooperation infrastructure*

- Agencies should engage more effectively with the joint coordination mechanisms – they should allocate the necessary resources and staff time to the UN coordination process.

- There is a need for a more regular, predictable and structured engagement of Government officials with the UNDAF process through the RGs. Also, the UNCT needs to consider ways and means for a more effective engagement of non-governmental stakeholders with the RGs.
- The focus of RG meetings should be more on joint programming, especially when financing opportunities for such programmes arise. Their role in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.
- The agencies should interact, communicate and collaborate more effectively on the planning process.
- UNCT should promote joint programming by identifying and institutionalizing incentives for the agencies to engage in joint programmes. RCO could supplement this process with training for agency staff on modalities and approaches of joint programming.
- There is a need to review existing inter-agency thematic groups with a view to streamlining the overall functioning of the coordination infrastructure, optimizing the division of labour and ensuring greater synergies in the coordination process.
- There is also an opportunity to assess the performance of the inter-agency coordination infrastructure in light of existing DPCC mechanisms.
- The RCO should become more involved in the facilitation of communications and flow of information among UN agencies on planning matters. The RCO should also keep track of agencies' planning processes and timelines, provide regular updates to agencies and identify opportunities for inter-agency consultations. The RCO could also facilitate a more harmonious alignment of UN planning processes with government planning approaches at the sectoral and national level. The RCO role in planning process needs to be enhanced and contribute to the harmonisation of planning.
- UNCT should promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery – i.e. key elements of the reform, its objectives, what it means for cooperation and joint implementation on the ground, etc. The RCO is well-positioned to facilitate this process through targeted training.

**RECOMMENDATION 3**  
***Strengthen Joint Planning and Implementation***

- Under these conditions, achieving meaningful and harmonized planning at the level of the UNDAF is challenging. Complementarities should be strengthened to enable agencies to fully implement their mandate while working together.
- RGs should play a greater role in joint planning, rather than just monitoring and reporting. The role of RGs in planning should be strengthened to ensure that planning under the UNDAF is not done as the sum of agency plans, but as a process that consolidates and integrates the efforts of the agencies.
- The UNCT should promote a higher degree of awareness among UN staff members about the UN reform and its implications for joint delivery.
- The agencies should interact, communicate and collaborate more effectively on the planning process. They should open their programme planning and project design process to other agencies and the RCO.
- The RCO should encourage joint planning through targeted training. The RCO should also organize more frequent team-building initiatives at the level of the UNCT.
- The RCO should become more involved in the facilitation of communications and flow of information among UN agencies on planning matters. It should also keep track of agencies' planning processes and timelines, provide regular updates to agencies and identify opportunities for inter-agency consultations.
- The RCO should facilitate a more harmonious alignment of UN planning processes with government planning approaches at the sectoral and national level.
- RCO's and UNDP's "integrator" roles should be clearly defined, aligned and communicated to the UNCT and national counterparts.

#### **RECOMMENDATION 4** *Strengthen UN's Programmatic Offer*

##### COVID-19 Response

- The joint UN-GoK response to the challenges that have emerged from the COVID-19 crisis should be central to and fully embraced by the upcoming cooperation framework.

##### Gender

- UNCT should undertake a gender assessment at the level of UNDAF to identify challenges and opportunities for improvement.
- In the upcoming cooperation framework, UNCT should mainstream gender across programmes through targeted interventions and resource allocations. UNCT should strengthen the gender aspects of the results framework by improving the disaggregation of indicators and targets.

UNCT should also introduce standards for gender sensitive monitoring and evaluation under UNDAF.

- The UN should also strengthen joint GEWE communication and advocacy.

Other

- The new UNSDCF should cover the full spectrum of humanitarian-development-peace actions as offerings to support the Kyrgyz government to avoid inefficient parallel planning and implementation processes and tools.

**RECOMMENDATION 5**  
*Step up resource mobilization*

- The UNCT should complete the development of the Joint Resource Mobilization Strategy under the coordination of the RCO. The implementation of Joint Resource Mobilization Strategy should be tracked by Results Groups.
- Agencies should approach resource mobilization in a more coordinated fashion by being more cooperative with each other under the UNDAF framework.
- Also, government co-financing should be pursued more systematically at the level of the UNCT and should become an integral part of UN's resource mobilization strategy.
- RCO should step up its role in coordinating resource mobilization among agencies by ensuring that agency efforts are harmonized and not creating overlaps.
- UNCT should explore joint implementation opportunities with IFIs active in the areas covered by the UNDAF to leverage their resources.

**RECOMMENDATION 6**  
*Step up engagement with the Government, civil society and private sector*

Government

- UNCT should strengthen the engagement with the Government under the UNDAF framework.
- Depending on how the COVID-19 situation will evolve, it will be important for the UN to begin to organize regular JSC meeting even in the online format, if physical meetings with not be feasible. A review of progress made under UNDAF and a discussion of the COVID-19 recovery priorities are long overdue. Also, the findings of this evaluation and the discussion of its recommendations could be part of the agenda for the upcoming JSC meeting.
- The RGs should be redesigned to allow for a more effective participation of government counterparts;
- Better communications should be established by the UNCT with the Government especially with the political leadership.

Civil Society

- UN should strengthen its engagement with civil society. It will be important to have a more coherent approach at the UN level (across agencies) for how support to civil society, especially

capacity building assistance, is designed and delivered. UN will explore the harmonised approach to channel the support to build capacity and network of civil society.

- UNCT should explore possibilities for engaging civil society more systematically in the UN joint coordination structures.
- UNCT should make greater efforts in consulting civil society in UN lead processes.

#### Private Sector

- UN should step up its engagement with the private sector to ensure that private sector resources are deployed more effectively towards the solution of development problems.
  - Identify potential partners among private companies with strong social responsibility
  - Build partnership with private environment-friendly private companies
  - Use partnerships with the private companies to promote women's empowerment.
  - Promote the PPP model in the public sector.

### **RECOMMENDATION 7**

#### ***Strengthen tracking of pilots and focus on policy implementation***

- The UN should track the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up. As part of the monitoring system, the UN should seek to track pilot initiatives over time and after a pilot's lifetime. The UN should document more effectively results, lessons, experiences, and good practices and share them more widely.
- The UN should take a more systematic approach to policymaking by paying particular attention to the issue of implementation. Policy development should be clearly linked to public budgets. The UN should also strengthen the systems that track implementation results, rather than inputs/outputs and assess more rigorously the sustainability of achievements. The UN should support the implementation capabilities of the governments and not act as a substitute for governments' shortcomings in implementation.



# **ANNEXES**

## ANNEX I: KYRGYZSTAN'S KEY GOVERNANCE INDICATORS

<b>World Bank Governance Indicators</b>			
Estimate of Governance (ranges from approximately -2.5 (weak) to 2.5 (strong) governance performance)			
Governance Indicators	Baseline (2014)	Most Recent Value (2019)	Direction
Voice and Accountability	-0.46	-0.46	No Change
Political Stability and Absence of Violence/Terrorism	0.21	-0.41	Regress
Government Effectiveness	-0.87	-0.68	Progress
Regulatory Quality	-0.35	-0.35	No Change
Rule of Law	-0.93	-0.89	Progress
Control of Corruption	-1.13	-0.95	Progress
<b>Freedom House</b>			
Governance Indicators	Baseline (2016)	Most Recent Value (2021)	Direction
Political Rights Rating	5	7	Progress
Civil Liberties Rating	5	5	No Change
Aggregate score for the Electoral Process	6	2	Regress
Aggregate score for the Political Pluralism and Participation subcategory	6	3	Regress
Aggregate score for the Functioning of Government subcategory	4	0	Regress
Aggregate score for the Political Rights category	14	4	Regress
Aggregate score for the Freedom of Expression and Belief subcategory	9	10	Progress
Aggregate score for the Associational and Organizational Rights subcategory	4	5	Progress
Aggregate score for the Rule of Law subcategory	4	2	Regress
Aggregate score for the Personal Autonomy and Individual Rights subcategory	7	7	No Change
Aggregate score for the Civil Liberties category	24	24	No Change
<b>Transparency International</b>			
Governance Indicators	Baseline (2015)	Most Recent Value (2020)	Direction
Corruption Perception Index	Score: 28 Rank: 123	Score: 31 Rank: 124	Progress

## ANNEX II: KEY ACTIVITY AREAS OF UN AGENCIES

### Representative Offices

- **Food and Agriculture Organization (FAO)** has focused on the agriculture sector, including crop, livestock and fisheries projects and support to sustainable land and forest management in the face of climate change.
- **International Fund for Agricultural Development (IFAD)** has focused on participatory pasture management and empowering users' unions, which are becoming an entry point to reach livestock smallholders, as well as livestock value-chain development for pastoral communities.
- **International Organization for Migration (IOM)** has helped ensure the orderly and humane management of migration, promote international cooperation on migration issues, assist in the search for practical solutions to migration problems and provide humanitarian assistance to migrants in need, including refugees and internally displaced people.
- **Office of the High Commissioner for Human Rights (OHCHR)** formulates and implements programmes and activities to promote and protect all human rights in the countries of Central Asia.<sup>109</sup>
- **UNAIDS** provides the strategic direction, advocacy, coordination and technical support needed to catalyse and connect leadership from governments, the private sector and communities to deliver life-saving HIV services. Aimed at reaching 90-90-90 targets, UNAIDS supports the country in enhancing M&E system, decentralization of HIV services, prevention of HIV and shaping HIV-related policy. Advocacy and human rights of vulnerable groups are part of its daily agenda.
- **United Nations Children's Fund (UNICEF)** has focused on maternal and child health, education and early childhood development, routine immunization for children, maternal and child/adolescent nutrition, water and sanitation and disaster risk reduction impacting children, social protection for children and vulnerable families, child protection, adolescent development and wellbeing and child rights monitoring.
- **United Nations Development Programme (UNDP)** has focused on sustainable and inclusive economic growth; accountable institutions, justice and peace, gender equality and women empowerment, HIV and Tuberculosis, the environment, climate change and disaster risk reduction.
- **United Nations Environment Programme (UNEP)** cooperates with the Kyrgyz Republic and other Central Asian countries under many important multilateral environmental agreements. UNEP's programme of work has focused within seven thematic areas: 1. Climate change; 2. Resilience to Disasters and Conflicts; 3. Healthy and Productive Ecosystems; 4. Environmental Governance; 5. Chemicals, Waste and Air quality; 6. Resource Efficiency; 7. Environment under Review.
- **United Nations Educational, Scientific and Cultural Organization (UNESCO)** has focused on promoting education for sustainable development (ESD), ICT skills of teachers and evidence-based policy-making, safeguarding cultural heritage, freedom of speech and media information literacy, environmental issues and sciences, building capacities of youth for their successful transition to adulthood; fostering intercultural dialogue to sustain peace.
- **United Nations Office on Drugs and Crime (UNODC)** has supported the Government's efforts to counter traditional and emerging threats of transnational organized crime, drug trafficking and terrorism, fostering criminal justice reforms and strengthening anti-corruption measures, as well as evidence-based drug demand reduction and HIV prevention strategies.
- **United Nations Population Fund (UNFPA)** has supported the most vulnerable and marginalized, including women and girls at risk of child marriage and violence, those from rural areas and migrants, young people who are unemployed or not in formal education, women with disabilities, key populations and people living with HIV.

<sup>109</sup> OHCHR's Regional Office for Central Asia (ROCA) was established in 2008 in Bishkek and currently covers all five countries in the region: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

- The Office of the **United Nations High Commissioner for Refugees** (UNHCR) has supported the Government in improving its national asylum system; enhancing measures aiming at prevention of statelessness; and strengthening emergency preparedness.
- **UN Women** has focused on two main priority areas: eliminating violence against women and girls and promoting gender-responsive governance and ensuring women economic empowerment and women's leadership and participation in decision making at all levels.
- **World Food Programme** (WFP) has focused food security and nutrition for all, especially the most vulnerable, through the implementation of social protection and safety net measures throughout the country, resilience building, and partnering to strengthen institutional food security and nutrition governance.
- **World Health Organization** (WHO) has supported the Government to providing leadership on matters critical to health; articulating ethical and evidence-based policy options; setting norms and standards; promoting and monitoring their implementation; stimulating the generation, translation and dissemination of knowledge; building sustainable institutional capacity; monitoring the health situation and assessing health trends; supporting emergency preparedness and response; shaping the research agenda.
- **United Nations Office for the Coordination of Humanitarian Affairs** (OCHA) has contributed to principled and effective humanitarian response through coordination, advocacy, policy, information management and humanitarian financing tools and services.
- **United Nations Economic Commission for Europe** (UNECE) has focused on trade and environmental protection.
- **United Nations Regional Centre for Preventive Diplomacy for Central Asia** (UNRCCA) has engaged with governments of the region on issues relevant to preventive diplomacy; to provide monitoring and analysis; to maintain contact with regional organizations and facilitate coordination and information exchange.

#### **Separate liaison office/project office**

- **International Labour Organization** (ILO) has focused on promoting decent work; promoting respect for freedom of association; ensuring social protection for all; achieving full, productive and freely chosen employment; eliminating child labour, forced labour and modern slavery, mainstreaming gender equality in the world of work; strengthening maternity protection; and reducing the informal economy.
- **International Trade Centre** (ITC) has focused on promoting Kyrgyz exports of fruits and vegetables, textile and clothing products, and enhancing the capacity of government officials, trade and investment support institutions and exporters.
- **United Nations Industrial Development Organization** (UNIDO) has focused on five priority industrial sectors: energy, agro-industry, constructions materials, light industry and tourism.

### ANNEX III: UN'S SOCIO-ECONOMIC RESPONSE FRAMEWORK TO COVID-19 (SERF)

In 2020, under overall leadership of the UN Resident Coordinator, the technical leadership of UNDP and the UN Country Team in the Kyrgyz Republic, the UN system in Kyrgyzstan finalized the development of its UN's Socio-economic Response Framework to COVID-19 (SERF) in Kyrgyzstan. Through this framework, the UN development system offered assets to support the country's development response complemented by ongoing humanitarian and emergency health interventions. The collective capacity of the United Nations' Country Team was mobilized to implement this framework over 18 months.

This medium-term UN socio-economic response framework was an integrated support package consisting of five work streams (or pillars):

- 1) Protecting health systems and services during the crisis.
- 2) Helping people cope with adversity through social protection and basic services.
- 3) Protecting jobs, supporting small and medium-sized enterprises, and informal sector workers through economic response and recovery programmes.
- 4) Guiding the necessary surge in fiscal and financial stimulus to make macroeconomic policies work for the most vulnerable and strengthening multilateral and regional responses.
- 5) Promoting social cohesion and investing in community-led resilience and response systems.

By the time of this evaluation, the UN had mobilized USD 48 million to achieve the framework's objectives, including additional funds repurposed by UN agencies. The UN are in the process of mobilizing another USD 56 million to ensure that SERF is fully funded.

## **ANNEX IV: EVALUATION PURPOSE AND METHODOLOGY**

This chapter will provide an overview of this evaluation's objective, scope, methodology, data collection and analysis process carried out for the preparation of this report. In addition, the major limitations found during the process of this evaluation will also be outlined in this section.

### **1.1. OBJECTIVE AND SCOPE**

The UNCT in the Kyrgyz Republic, in partnership with the Government of The Kyrgyz Republic, decided to conduct a country-level final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022, based on the progress during the 2018 – 2020 period and plans for future implementation.

The evaluation was an external, impartial, and independent exercise aimed at generating an objective assessment of results, successes, challenges, and lessons learned through the implementation of the UNDAF. The evaluation aimed to assess whether expected results were achieved, if other unintended positive or negative results were observed, and whether the UNDAF made an effective, coherent, sustainable, and cost-efficient contribution to national development processes to achieve the 2030 Agenda. The evaluation has also identified synergies, gaps, overlaps and missed opportunities, ultimately assessing overall UN in the Kyrgyz Republic contribution to national efforts to achieve SDGs and other national development priorities.

The evaluation was forward-looking and as such was conducted to inform the process of developing the forthcoming UN Sustainable Development Cooperation Framework for the 2023-2027 programming cycle. Results of the evaluation are expected to be shared with national and international stakeholders and partners to ensure alignment and synergy of all those working towards sustainable development. Beyond assessing results, this evaluation also serves as an instrument for achieving system-wide oversight, transparency, accountability and collective learning, in line with demands of the UN General Assembly Resolution 72/729 that outlined principles of the ongoing UN Reform.

The UNDAF evaluation process built on existing agency- and programme-specific evaluations such as UN agency country programme midterm reviews, progress reports and final evaluations, agency portfolio evaluations, and joint programme evaluations. The UNDAF evaluation also built on the programme and project evaluations conducted individually by UN agencies. The evaluation also took the outcomes of national evaluations or review processes, including the Voluntary National Review, as reference points in assessing how the UN System supported the actions of the government and the people and contributed to the implementation of national priorities and the SDGs. Human rights and gender equality assessments were mainstreamed throughout all aspects of the evaluation. The evaluation has produced a series of recommendations to ensure the UN's work in the Kyrgyz Republic remains relevant in the next cycle of cooperation framework development. It helps realize these intentions through ongoing dialogue with stakeholders as well as through formalization of a management response.

The evaluation's specific objectives included the following:

- Assess the performance of the UNDAF 2018-2022, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against the criteria of relevance, appropriateness, effectiveness, coherence, support of transformational change, and conformity with the cross-cutting principles of gender

equality, human rights and environmental sustainability;

- Assess the extent to which the United Nations in the Kyrgyz Republic has been successful in achieving the UNDAF 2018-2022 outcomes as a contribution to national development priorities and the 2030 Agenda for Sustainable Development;
- Assess whether the strategic intent, principle and spirit of the UNDAF 2018-2022 has been taken forward by UN entities and identify the factors that have affected the ability of the United Nations to deliver integrated policy and programme actions;
- Generate evidence and lessons learned based on the assessment of the current performance of outcomes and outputs that, inter alia, can be used to accelerate the implementation of the current UNDAF in its final 18 months;
- Generate a set of impact stories on key strategic priorities such as UN Reform and UN results changing lives of people on the ground as well as a set of key advocacy messages on strategic UNDAF priorities;
- Provide a set of actionable recommendations based on credible findings to be used for organizational learning and identify lessons learned and good practices that will inform the new cooperation framework cycle, bearing in mind the new guidance on the United Nations Sustainable Development Cooperation Framework and the goals of the ongoing UN reform.

The evaluation covered all programme and activity-based contributions to the partnership framework outcomes by the UNCT, including all agencies that signed the UNDAF 2018-2022. The evaluation covered all activities implemented at the national and sub-national levels during the partnership framework cycle between 2018-2020, whether such activities were included or not in the UNCT joint work plans, and has also considered in the analysis the information on the planned programmes and projects as well as those still under implementation to the extent possible. Due consideration was given to the activities of agencies without a formal country programme, activities implemented as part of global or regional programmes and projects, and the activities of agencies without representation at the country level.

The evaluation also examined the UNDAF 2018-2022 programming principles, including leave no one behind, human rights, gender equality and women's empowerment, sustainability and resilience. Particular attention was given to assessing the extent to which commitments undertaken in the UNDAF 2018-2022 to focus on the most vulnerable and disadvantaged groups have been achieved. Attention was also given to the United Nations' response to the COVID-19 crisis in The Kyrgyz Republic in the context of implementation of the UNDAF 2018-2022.

- **Results.** The evaluation assessed the results collectively achieved by the UN in Kyrgyz Republic against the overall results framework of the UNDAF 2016-2022 and its implementation instruments, specifically the Joint Annual Work Plans with defined outputs and output indicators, targets and activities. The scope covered by the evaluation included examining UNDAF programming principles (human rights-based approach, gender equality and women's empowerment, sustainability and resilience, accountability), overall strategies and outcome/output specific strategies included in the UNDAF itself. Particular attention was paid to the UN response to COVID-19 crisis in the Kyrgyz Republic.
- **Timeframe.** The evaluation focused on the period 2018-2020.
- **Geography.** The main focus of the evaluation were the national level efforts and results, however the evaluation has also included sub-national level interventions wherever relevant.

- **Organization.** The evaluation also reviewed the efficiency and effectiveness of UNDAF's institutional structure - the one established and shared with the Government of the Kyrgyz Republic, as well as the internal UN structure – established to deliver on progress towards the SDGs and Agenda 2030. At the same time, the evaluation has also addressed aspects of technical support and oversight from regional and global UN structures. Due consideration was given to the activities of the agencies without a formal country programme but rather a project presence, activities implemented as part of global or regional joint programmes, and the activities of agencies delivering remotely from regional hubs.

## 1.2. METHODOLOGY

The evaluation was based on United Nations Evaluation Group (UNEG) norms and standards, including those laid out in the Interim Cooperation Framework Evaluation Guideline as applicable. It has followed the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) criteria<sup>110</sup> and definitions. In addition, the evaluation has addressed how the intervention sought to mainstream the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development. In particular, in line with the UN System-Wide Action Plan (UN-SWAP) on gender equality, data collection methods and processes have considered gender sensitivity. The final report is compliant with UNEG's quality checklist of evaluation reports and acknowledges how inclusive stakeholder participation was ensured during the review process and any challenges to obtaining quality information or to addressing key issues appropriately. A recent "Meta-synthesis of United Nations Development Assistance Framework (UNDAF) Evaluations with a Gender Lens" (UNEG, December 2019) was an important reference for the preparation of this evaluation process.

The methodology was based on **mixed research methods** and involved the use of commonly applied tools (the following annexes to this report provide the details of the tools that were used for the evaluation). The overall approach was participatory and oriented towards learning on how to jointly enhance development results at the national level. The participatory approach was ensured through the data collection phase, the formulation of recommendations, and the identification of lessons learned. The evaluation's evidence and findings were based on the views of key stakeholders as well as on the review of relevant documents. Hence, both primary and secondary data have been analyzed in the review process to draw findings, conclusions, lessons learned and recommendations. The findings of other relevant programme and project evaluations conducted by UN agencies were also taken into account in the process. Benefits gained by the vulnerable population from UNDAF implementation and focus on regions lagging behind were given attention. Given the evaluation's forward-looking dimension noted above, in addition to its backwards accountability-focused lens, the evaluation also took into consideration what is important for the future, including issues related to the 2030 Agenda.

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<sup>110</sup> Criteria for evaluating development assistance: relevance, effectiveness, efficiency, sustainability and impact of development efforts, and recently coherence.



Activities were conducted by three independent evaluation experts (one international and two national) and were organized according to the following stages: i) planning; ii) data collection; and, iii) data analysis and reporting. Figure 2 below shows the three stages and the main activities under each of them.

**Figure 8: Evaluation Stages**

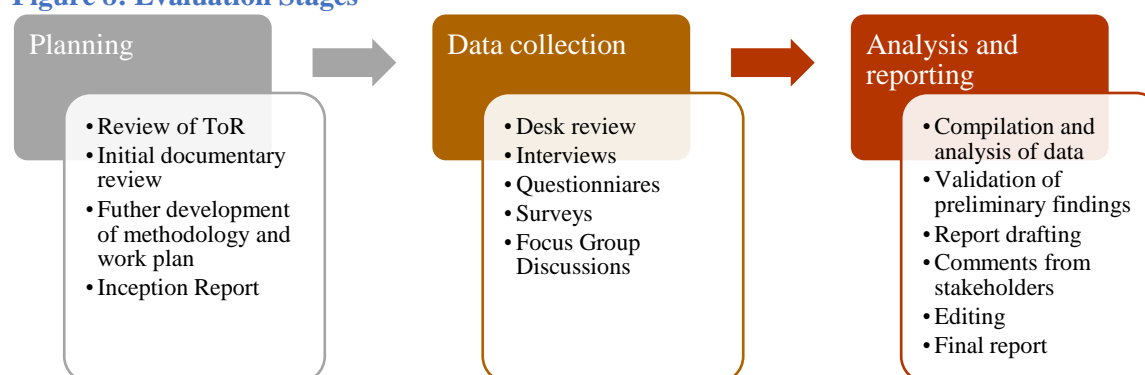


Table 1 further details the main activities that were undertaken by the evaluation team under each stage.

**Table 10: Evaluation Steps**

<b>I. Planning</b> <ul style="list-style-type: none"> <li>• Start-up teleconference with the UNRCO</li> <li>• Review of programme documents</li> <li>• Elaboration, development and submission of inception report</li> <li>• Review of inception report</li> <li>• Further collection of relevant programme documents</li> <li>• Presentation of the inception report to the Evaluation Consultative Group</li> <li>• Finalization of Inception Report</li> </ul>
<b>II. Data Collection</b> <ul style="list-style-type: none"> <li>• Questionnaire with UNRCO</li> <li>• Questionnaire with UN agencies (one per agency)</li> <li>• On-line Survey with UN Staff</li> <li>• On-line Survey with Government Officials</li> <li>• On-line Survey with Development Partners</li> <li>• Interviews with representatives of Results Groups and other joint UN groups</li> <li>• Interviews with Government officials</li> <li>• Interviews with representatives of civil society and private sector</li> <li>• Interviews with Development Partners</li> </ul>
<b>III. Data analysis and reporting</b>

- In-depth analysis and interpretation of data collected
- Follow-up interviews with key stakeholders to clarify any questions emerging in the analysis process and gain an in-depth view of the main themes that emerge from the data collected in the second step of the evaluation
- Develop draft evaluation report
- Circulate draft report with UNCT
- Presentation and validation of preliminary findings to the UNCT Retreat
- Integrate comments and circulate second draft
- Present second draft and integrate any additional comments received
- Submission of the final report

The main activities undertaken by the team under each stage can be summarized as follows:

#### Evaluation Planning

The planning and preparation phase was kicked-off with a start-up teleconference with the UNRCO, elaborating on the evaluation's overall purpose and expected approach. This was followed by a review of the ToR, programme documents and relevant literature. Finally, the Inception Report was developed in cooperation with UNRCO and with the input of the Evaluation Steering Committee.

#### Stakeholders Analysis

For the purpose of the evaluation, a variety of stakeholders were considered during the inception phase, such as the UNRCO, resident and non-resident UN agencies, Government counterparts and beneficiaries, CSOs and other development partners. From the point of view of the use of evaluation, UNRCO is the most influential and interested stakeholder, having a coordination role in terms of implementing the Deliver as One approach and highly interested in extracting lessons and improving delivery of UNDAF. The UN agencies involved in the implementation of UNDAF are clearly affected by the recommendations which are going to be formulated through the Evaluation Report. Government counterparts, being the owners of nationalized SDGs, were equally important to the evaluation process. From the point of view of data collection, we distinguish among internal and external stakeholders. UNRCO and UN agencies are internal users, likely to have extensive information and knowledge about the advantages and challenges of the coordination mechanisms, effectiveness of discrete strategic interventions, activities and outputs. At the same time, a balanced view upon the achievement of outcomes and impact requires the opinion of external stakeholders such as Government and CSOs beneficiaries and other development partners (See Table 3 for details).

#### **Table 11: Stakeholder Matrix**

<b>WHO</b> (Stakeholders, disaggregated where appropriate)	<b>WHAT</b> (Their role in the intervention)	<b>WHY</b> (Purpose of involvement in the evaluation)	<b>PRIORITY</b> (How important to be part of the evaluation process)	<b>WHEN</b> (Stage of the evaluation to engage them)	<b>HOW</b> (Ways and capacities in which stakeholders will participate)
UN Country Team	In charge with the coordination of the UN collective efforts, key beneficiary of Evaluation Report	Key informant regarding the development and implementation of UNDAF	High	Documentary review  Data collection  Data analysis	Evaluation Consultative Group Workshop UNCT Questionnaire Survey In-depth interview Debriefings Feedback
UN agencies	Signatories of the UNDAF, participating in the development and implementation of JWPs and collectively responsible for achievement of desired outcomes	Key informants regarding the development and implementation of UNDAF	High	Data collection	Questionnaire Survey of UN staff
Result Groups	Coordination and monitoring of streams of activities under each of the 4 outcomes	Key informants regarding the implementation of UNDAF	High	Data collection	Focus Group Discussions
Evaluation Consultative Group	Supervision of the UNDAF evaluation implementation	Able to provide opinions regarding what works well and what works less well in UNDAF implementation	Medium	Documentary review	ECG Workshop Feedback
Key Government institutions <sup>111</sup>	National partners under specific UNDAF outcomes, responsible for implementation of national development strategies and SDG goals	Key informants regarding the country needs and priorities in specific areas of Agenda 2030, able to provide and external assessment of UN country efforts	High	Data collection	Survey of Government officials  Semi-structured interviews with Government officials
Civil society organizations and private sector <sup>112</sup>	Partners in the UNDAF implementation as	External informants, able to provide an	High	Data collection	Semi-structured interviews with CSO and private

<sup>111</sup> The list of key government institutions engaged in interviews for this evaluation is shown in Annex XII. Also, Annex XIV shows the list of government representatives who responded to the evaluation survey.

<sup>112</sup> The list of civil society and private sector representatives engaged in this evaluation is shown in Annex XII of this document. Also, Annex XIV shows the list of government representatives who responded to the evaluation survey.

	well as watchdogs and think tanks, in the case of civil society organizations and business associations, knowledgeable with regard to progress in specific areas	independent view on country progress in terms of Agenda 2030 and SDG and the effectiveness of UN support			sector representatives
Development Partners <sup>113</sup>	Providers of technical and financial assistance to the Kyrgyz Republic, partners in the UNDAF implementation	External informants, able to reflect upon the challenges facing the Kyrgyz Republic and the complementarity of UN support	Medium	Data collection	Informal (topical) interviews with selected donor representatives

## Data Collection

The evaluation combined quantitative and qualitative research methods based on data collected and analyzed from different sources. The evaluation sought to collect, use and report disaggregated data wherever possible. The aspects of human rights and gender equality were assessed and taken into consideration throughout all the evaluation process. In addition, where possible, special attention was given to the inclusion of women, youth, persons with disabilities and other marginalized groups, to mitigate potential barriers and sources of exclusion, such as unequal power relations.

It should be noted here that a field mission – which under normal circumstances is essential for this type of assessment – was not conducted due to the Covid-19 pandemic which has led to travel restrictions and the closing down of a number of countries. In this situation, care was taken to mitigate the impact of the restrictions by strengthening the data collection process through the use of remote communications methods (i.e. Zoom, Teams, etc.).

The following are the main *data collection activities* that were undertaken for the evaluation.

### ***II.1. Documentary review***

Documentary evidence was collected from various sources and included the following (a list of key documents used for this evaluation is provided in Annex VI):

- Background documents on the national context, including Government reports, national strategies and policies prepared by the government and documents prepared by international partners during the period under review;
- UNCT documents and agencies' programme and project documents, including preparatory phase documents, annual reports, etc.;

<sup>113</sup> Annex VIV shows the list of development partners representatives who responded to the evaluation survey.

- Reviews and evaluations of the agencies' programmes; and
- Independent research reports and academic publications on various subjects.

Through the documentary review, the evaluators collected secondary information regarding the current output and outcome indicators as specified in the results matrix, took stock of the progress in achieving the planned targets in relation to the baseline indicators and, from such evidence, established the extent to which the strategic interventions have been effective. Considering the scope of the evaluation, the large number of stakeholders involved in implementation as well as time limitations, a rigorous attribution of impacts by UN agencies was not feasible. Nevertheless, factors favoring (or resisting) change were taken into consideration.

The evaluation also utilized the information generated by various evaluations and assessments that had been conducted thus far by the UN agencies. In particular, the evaluation incorporated the findings of agency evaluations, as well as technical assessments and reports from the agencies, to ensure that the review takes a comprehensive account of the progress. In particular, use was made of the draft evaluation for UNFPA. Also, interviews were conducted with the evaluation teams of the country programmes of UNDP and WFP (no draft reports were available from these teams at the time of the UNDAF evaluation).

## ***II.2. Primary data collection***

In addition to the secondary data collected through documentary review, the evaluators sought perceptions, opinions and recommendations from key stakeholders and beneficiaries in order to further assess: relevance, appropriateness and effectiveness of UN support; coherence of UN support and effectiveness of cooperation framework; supporting transformational changes; and conformity of cross-cutting principles. A variety of evaluation instruments were used in this regard, presented below:

### ***a. Questionnaire with UNRCO***

An initial questionnaire targeted the UNRCO to collect preliminary information to set the stage for the evaluation. This questionnaire helped the evaluators lay the groundwork for the evaluation process by developing a deeper understanding of the situation based on the perspectives of the UNRCO and identified a number of parameters that were necessary for the subsequent data collection and analysis work. This questionnaire is included in Annex VII of this report.

### ***b. Questionnaire with UN agencies***

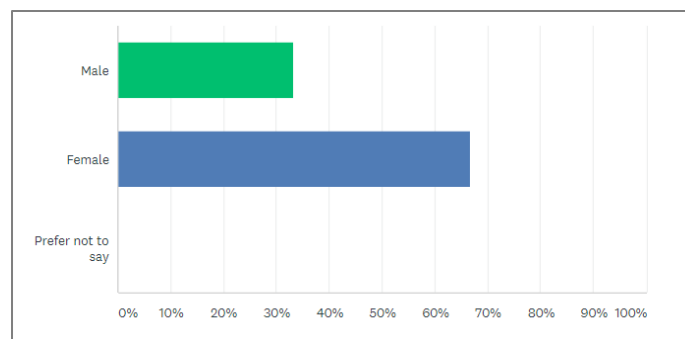
In addition to the above-mentioned questionnaire with the UNRCO, a questionnaire was used to collect additional key information about the operations of UN agencies active in the country. The questionnaire solicited the collective response of the agencies – one per agency. In contrast to the survey with UN staff described above, this questionnaire was more substantive in nature and explored more in-depth positioning and other strategic aspects of UN agency programmes in The Kyrgyz Republic. The questionnaire was focused on a more detailed description of agency

programmes, such as results, achievements, challenges, opportunities, etc. This questionnaire is presented in Annex VIII. A total of 18 UN agencies completed the questionnaire, which represents 70% of all agencies working in the country. The list of agencies that responded to the questionnaire is shown in Annex XVI.

### ***c. On-line Survey with UN agency staff***

In addition to the above-mentioned questionnaire with individual UN agencies, an online survey was conducted with key staff members of UN agencies. The survey assessed the perceptions of individual UN agency staff and presented a broad picture of what agency staff think about key UNDAF matters. This survey is presented in Annex IX.

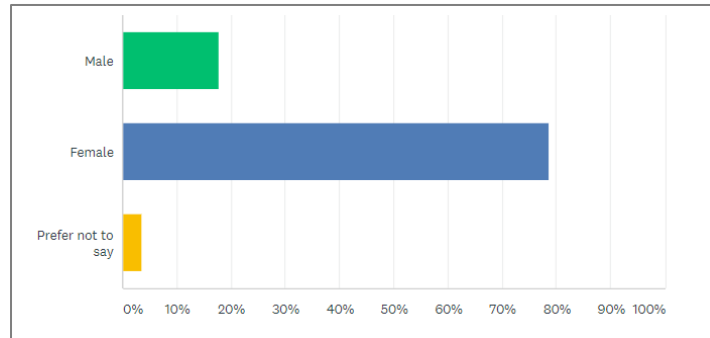
The number of UN agency staff who completed the online survey was 26. Annex XVII shows the breakdown of UN staff that completed the survey by type and agency. The low response rates can be explained, in part, by the summer period and the comprehensive questionnaire. Some staff might have not felt comfortable to answer a survey that required them to have relatively detailed knowledge of the UNDAF. As can be seen in the figure below, 65% of the survey respondents were female.



### ***d. On-line Survey with Government officials***

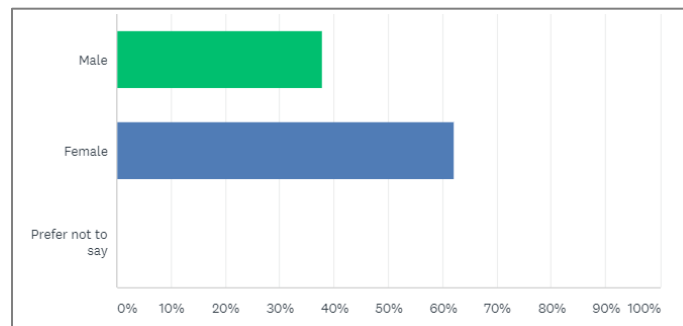
Similarly to the survey described above, a short survey was conducted with key government officials who were familiar with and had been involved with UNDAF. The survey assessed the perceptions of these officials on key UNDAF matters. This survey is presented in Annex X.

A total of 28 responses were received. Annex XVII shows the breakdown of the respondents to the survey by entity. As can be seen in the figure below, about 80% of the survey respondents were female.



***e. On-line Survey with Civil Society representatives***

Similarly to the survey described above, a short survey was conducted with civil society representatives who were familiar with and had been involved in the UNDAF. The survey assessed the perceptions of these officials on key UNDAF matters. This survey is presented in Annex XI. A total of 37 responses were received. Annex XVII shows the breakdown of the respondents to the survey. As can be seen in the figure below, 62% of the survey respondents were female.



***f. Online survey with development partners.***

During the course of this evaluation, the evaluation team identified the need to conduct a separate survey for development partners. This survey helped the evaluation team to better understand from the development partners perspective the role and importance of the UNDAF in facilitating development processes in the country. This survey is presented in Annex XII. A total of 8 responses were received. Annex XVII shows the list of development partners who participated in the survey.

***g. Focus Group Discussion with Civil Society Organizations***

One focus group discussion (FGD) was conducted with civil society representatives to explore in depth and through a participative and active discussion process the key issues highlighted in this evaluation's objectives and approach. The guiding questions used for the FGDs is presented in Annex XV.

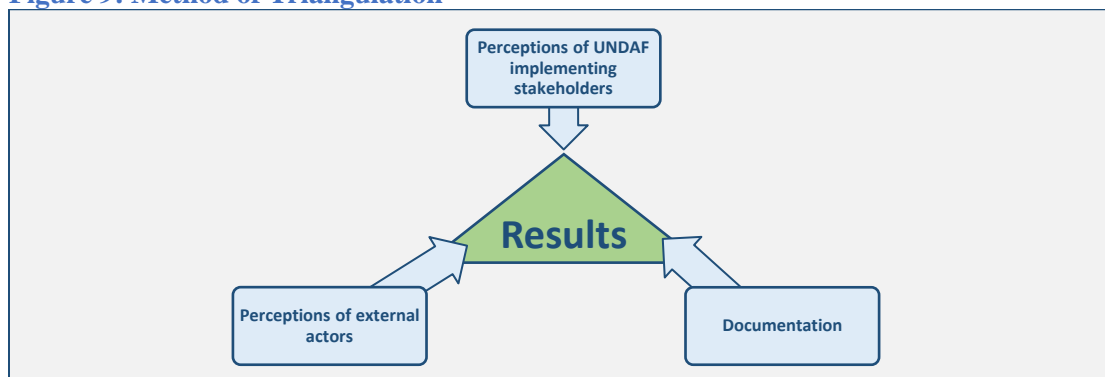
***h. Semi-structured Interviews with key stakeholders***

The evaluators conducted semi-structured interviews with other relevant stakeholders, such as chairs and co-chairs of Results Groups, selected Government officials, civil society and private sector representatives, as well as representatives of development partners. The precise number of these interviews was established in the course of the data collection process, on a needs basis, and was agreed with the UNRCO. Efforts were made to group these stakeholders efficiently. The guides for these interviews were further adjusted at a later stage when a clear decision was made on whom to interview and also after a good basis of information had been collected from the other sources mentioned above. The guide for these semi-structure interviews is presented in Annex XV.

### Data Analysis

All findings are supported with evidence. Information obtained through the documentary review, surveys, FGDs and interviews was triangulated against available documented sources, and then synthesized using analytical judgement. The method of triangulation is shown in Figure 2 below.

**Figure 9: Method of Triangulation**



Inductive analysis methods were used to narrow down the key units of analysis and provide detailed understanding of the available programme. As such, the following types of analysis were conducted:

- Content analysis was used to flag diverging views and opposite trends, constituting the raw material for crafting preliminary observations that were subsequently refined to feed into the draft and final review reports.
- Thematic analysis allowed data to be categorized by themes, specifying new additional sub-themes that were not within the research framework during the designing phase. Data was synthesized under the new captured sub-themes by comparing the similarities and differences among perceptions provided by targeted groups, articulating the key content of each theme in terms of its significance to the research questions.
- Contribution analysis enabled the identification of the contribution of the UN agencies working under the UNDAF to the achievement of development results related to UNDAF outcomes and national priorities.



The analysis phase involved a number of complementary components. First, the evaluation reviewed progress towards the relevant outcomes and the main outputs based on indicators included in the UNDAF. Second, the method of triangulation was used to verify the information gathered. This enhanced data reliability of findings through multiple data sources, bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessment of the outcomes, an attempt was made to attribute the results to the programme when feasible: when not feasible, contribution analysis was used. The focus of the analysis was on operational aspects of the UN programme, relevance to national priorities and UN country positioning, partnerships, acceleration of SDGs, etc.

The analysis was conducted on the basis of the criteria of relevance, effectiveness and efficiency outlined in the ToR and reproduced in the box below (discussed earlier).

#### **Box 5: Evaluation Criteria**

##### **Relevance**

- How well was UNDAF aligned with the national policies and priorities?
- To what extent have the key stakeholders been involved in the UNDAF design process? Did the UNDAF respond to the needs of the vulnerable, marginalized target groups, including women, children, and men?
- Are the UNDAF outcomes still relevant for the country? How has UNDAF been adjusted to respond to the COVID-19 crisis?
- Are the intervention logic and the hierarchy of objectives within UNDAF well-established: dynamics between outcomes and the extent to which outputs and activities allocated under different outcomes are fully aligned with their objectives?
- Is the original chain of results (contributions from outputs to outcomes) still relevant? To what extent shift of outputs from outcome to outcome may help or hinder the achievement of results? Are the UNDAF outcome indicators, targets and baselines relevant, and reliable and of required quality? Are the targets achievable and realistic?

##### **Coherence**

- Has the UNDAF strengthened the position, credibility and reliability of the United Nations system as a partner for the government and other actors, and used effectively as a partnership vehicle?
- Has the UNDAF strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?
- Has the UNDAF contributed effectively to the collective prioritization of activities and reallocation of resources according to the collective priorities by providing clarity and transparency of results achieved and resources used?

##### **Effectiveness**

- What is the current status/ level of achievement of UNDAF Outcome? What are the main results of the UN Agency related to the achievement of UNDAF outcomes?
- Are the indicators and targets for the UNDAF Outcomes appropriate (from the UN Agency perspective)? Did the UN Agency report on progress against proposed indicators and targets?
- Have the UN agencies adapted to changing external conditions to ensure a greater contribution to the UNDAF outcomes?
- Were there negative and unplanned external developments that have affected the achievement of the UNDAF outcomes? If yes, what was the response from the UNCT/ UN agencies and what measures were implemented?

- What were the external positive effects that were supporting achievement/ contribution to the UNDAF outcomes?
- Was there any cooperation among the UN Agencies for the achievement of outcomes? How was it functioning? Was this cooperation institutionalized or on an ad-hoc basis? Are joint programmes effective tools for the achievement of outcomes?

#### **Efficiency**

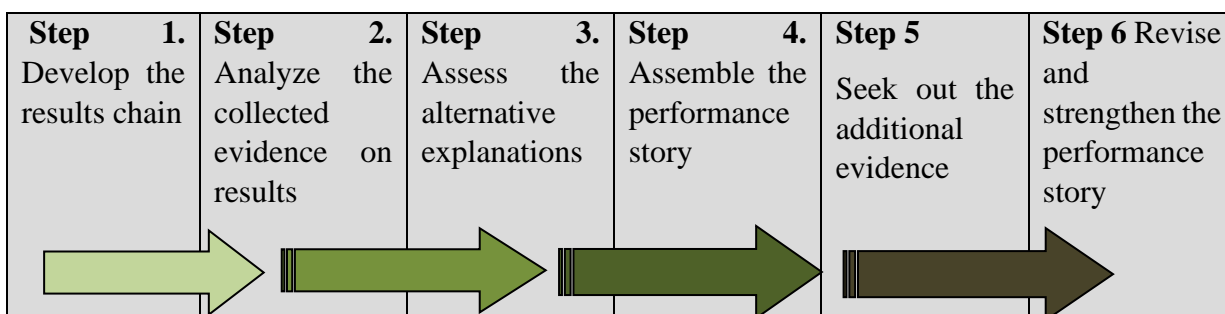
- Was the management/ operational structure for implementation of UNDAF efficient and optimal?
- Was there a sound monitoring system established during the UNDAF implementation? Who was in-charge of monitoring? Are inputs and activities monitored regularly?
- Are the UNDAF outcomes (and activities within outcomes) being coordinated with other similar interventions of other partners?
- How effective was UNCT in mobilizing and delivering resources for implementation of UNDAF outcomes? Is there a common (“joint”) resource mobilization/ fundraising strategy for implementation of UNDAF? If not, would the “joint approach” be favourable for mobilization of resources?

#### **Sustainability & Impact**

- What was the level of ownership of the UNDAF outcomes by national partners and will it continue after the end of external support?
- To what extent have stakeholders and beneficiaries and possibly other relevant interest groups been involved in the decision-making, planning and implementation of UNDAF?
- Have the results of UNDAF been embedded in the national policies?
- How far are the achievements under UNDAF inserted in institutional structures that are likely to survive beyond the life of UNDAF?
- Are there sufficient national capacities to continue expanding on the results of UNDAF?

Figure 3 shows the steps that were taken for the analysis. The content analysis covered aspects of UNDAF formulation, including the extent of stakeholder participation during the formulation process; replication approach; design for sustainability; linkages between the programme components; adequacy of management arrangements, etc. The ToR where the scope and main steps of the evaluation process were laid out are attached in Annex II.

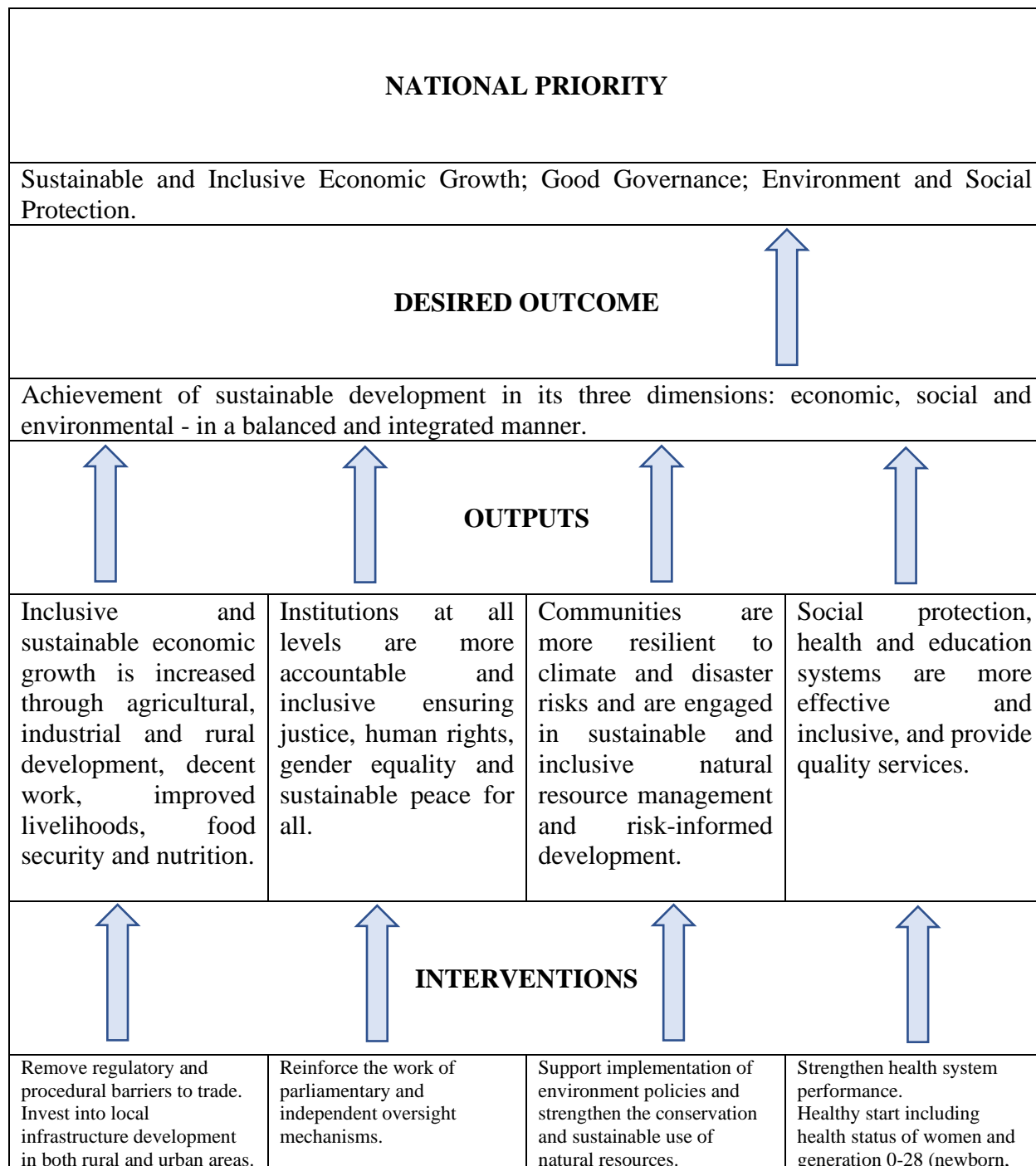
**Figure 10: Steps in Analysis Process**



### **1.3. THEORY OF CHANGE**

A Theory of Change (ToC) was not explicitly presented in the UNDAF document. The evaluation team constructed a ToC on the basis of the results framework underpinning the UNDAF document and the information collected in the evaluation process. The ToC is shown in the figure below.

**Change to be achieved: Robust, Comprehensive and Sustainable Change and Development for a Prosperous Kyrgyzstan.**



<p>Strengthen formulation of evidence-based policies for sustainable housing and urban development.</p> <p>Promote a pro-poor business, green/sustainable entrepreneurship.</p> <p>Support establishment of legislative and regulatory framework for the formal labour market.</p> <p>Strengthen value chains and increase knowledge about good nutrition and dietary practices.</p> <p>Enhance policies and implementation measures for food security, agriculture, nutrition and social protection.</p> <p>Promote a policy and regulatory framework to accelerate the application of clean, renewable and alternative energy technologies.</p> <p>Create conditions for safe migration and facilitate labour migration.</p> <p>Advocate for greater investments in social infrastructure and the ‘care economy’ to recognize, reduce and redistribute the burden of unpaid work and enable more women to participate in the economy and in civic and political life.</p> <p>Support a long-term strategy for sustainable industrial development.</p>	<p>Strengthen central and local public administration capacities to implement and monitor existing policies and strategies in a gender-responsive manner.</p> <p>Improve access to information, e-governance and open data platforms and tools.</p> <p>Support institutions to foster effective and non-discriminatory basic service provision, ensure accountability for service delivery, and extend state services to remote areas and most vulnerable population.</p> <p>Enhance access to justice for all and strengthen the justice system.</p> <p>Support strengthening the National Human Rights Institutions, including the Ombudsman.</p> <p>Enable legal environment and expanded opportunities for volunteerism to strengthen youth inclusion and community participation.</p> <p>Support accountability and reform of law enforcement, strengthen forensic services, improve prison management and promote alternatives to imprisonment.</p> <p>Strengthen Government efforts to prevent conflicts, crime, and violence and create conditions for a peaceful society.</p> <p>Strengthen national and local capacities to mainstream gender equality and women’s empowerment considerations into policy making, planning, and budgeting processes.</p> <p>Build greater awareness amongst rights holders, especially women, children, youth and people with disabilities, about their rights and services.</p> <p>Support further development and implementation of planned and well-managed</p>	<p>Strengthen the formulation of local action plans to address ecosystems and land degradation.</p> <p>Support a national action plan for sustainable energy and strengthen national capacities to adopt clean, renewable and alternative energy technologies.</p> <p>Support in implementation of strategic documents in the field of environmental protection and climate change.</p> <p>Strengthen formulation of evidence-based policies for sustainable housing and urban development.</p> <p>Assist the Government to shift the focus of existing national disaster policies and practices from post disaster management to risk-informed development.</p> <p>Strengthen national capacities to implement International Health Regulations.</p> <p>Support targeted disaster risk reduction plans in vulnerable communities.</p> <p>Encourage equal participation of both men and women in natural resource management and promote gender-responsive policymaking.</p> <p>Develop policy measures to ensure women’s access to land ownership and other forms of property.</p> <p>Integrate gender considerations into vulnerability mapping, risk and capacity assessments.</p> <p>Ensure that community-based NRM and disaster risk reduction initiatives require women’s participation and leadership.</p> <p>Strengthen Government efforts to collect and use sex- and age-disaggregated data for evidence-based and inclusive decision-making.</p> <p>Support the Government to fulfil its international</p>	<p>child, adolescent) victims of human trafficking and young people.</p> <p>A comprehensive, whole government approach to ensure policy coherence and mutual accountability for the prevention and control of non-communicable diseases</p> <p>Enhance the effectiveness of social protection systems and measures to reach more of the poor and vulnerable.</p> <p>Increase preschool coverage.</p> <p>Improve access and quality of primary and secondary education.</p> <p>Empowerment of young people.</p>
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	<p>migration policies and bolster asylum systems. Improve data quality, collection, reporting, and use.</p>	<p>monitoring and reporting commitments. Enhance access to justice for all and strengthen the justice system.</p>	
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#### 1.4. EVALUATION LIMITATIONS

All possible efforts were made to minimize potential limitations that emerged during the process. There was not encountered any significant limitation in access to data and information. The following foreseeable limitations were also accompanied by a set of measures to mitigate related risks/challenges.

A limitation identified at the start of this evaluation was the inability of the evaluation experts to conduct a field mission and have in-person interviews with key stakeholders due to the Covid-19 pandemic. To mitigate this limitation, the evaluation experts focused on documentary evidence – especially project progress reports. Further, the evaluation experts made use of detailed questionnaires for key stakeholders and followed up with remote interviews. In addition, surveys, interviews and FGDs were arranged, making sure that insightful perspectives were captured, as needed. Full integrity of the data collection process was maintained by ensuring an anonymous and independent process.

Another limitation was the low response rate to the online surveys used for this evaluation. As a mitigation measure, multiple reminders were sent to stakeholders and more focus was placed on interviews and questionnaires/surveys. The survey with Government officials was shared by the RCO, with several reminders. The survey with UN agency staff was shared by the RCO several times with multiple reminders to all participants.

The very compressed period to conduct this evaluation was an additional limitation and conducting the data collection in the middle of the summer was a further constraint. The methodology of the evaluation attempted to mitigate these constraints. However, further efforts were taken to ensure a proper response rate to surveys, questionnaires and interviews through constant communication with the RCO and by establishing strong working relationships with the members of the Evaluation Consultative Group, who helped facilitate interactions with stakeholders.

#### 1.5. GOVERNANCE, QUALITY ASSURANCE AND ETHICS

**Evaluation Governance:** The management structure to guide the implementation of the UNDAF 2018-2022 evaluation included an *evaluation steering committee*, an *evaluation manager*, an *evaluation consultative group*, an *evaluation team*, and an *evaluation advisor*.

- ***Evaluation Steering Committee (ESC)*** was the Joint National Steering Committee of the UNDAF. The ESC was the main decision-making body for the UNDAF evaluation and owns the results of the evaluation. The ESC provided endorsement of the process and validate the final deliverables of the evaluation. The ESC also endorsed the management response to the evaluation.
- ***Evaluation Manager*** was the monitoring and evaluation focal point in the UNRCO. This individual was responsible for the day-to-day management of the process and adherence to the terms of reference.
- ***Evaluation Consultation Group*** was established, chaired by a UNCT member and consisting of key representatives of the PMT and UNDAF Coordination and ME Group. Decisions were

endorsed by the UNCT. This body provided a strategic overview and technical expertise of the evaluation process, review the findings and follow up on the management response.

- **Evaluation Advisor** from DCO HQ/RO provided general guidance and advice on the evaluation process to ensure its independence.

**Quality Assurance:** Technical evaluation capacities within the UN development system at the country, regional and global levels, such as the expertise of monitoring and evaluation specialists working at the country level, regional evaluation advisors or the DCO Evaluation Advisor, were used as needed and to the extent possible to ensure the quality of the evaluation deliverables. The Evaluation Team was responsible for addressing all the recommendations for quality improvement of the deliverables received as part of the review process.

The quality of the evaluation was ensured through a rigorous and inclusive process and was assessed against the UNUNDAF quality criteria. The steps undertaken to ensure the quality of the evaluation included:

- Adherence to the ToR
- The Inception Report was discussed with the Evaluation Consultative Group and agreed with the UNRCO
- UN agencies, government bodies, key stakeholders and results groups were key participants in the interviews to be conducted for the evaluation
- Initial findings were presented to the Evaluation Consultative Group for validation
- Draft evaluation reports were reviewed by the Evaluation Consultative Group and approved by the UNDAF SC

**Ethics:** The evaluation was conducted in accordance with the United Nations Evaluation Group Norms and Standards for Evaluation<sup>114</sup> and the United Nations Evaluation Group Ethical Guidelines.<sup>115</sup> Specific commitments will include:

**Independence and Impartiality.** The evaluation experts remained independent from the UN at all times. Clear reasons for review judgments, and the acceptance or rejection of comments on the evaluation report were given. The final report made clear that it is the view of the evaluation experts, and not necessarily that of UN or the Government of The Kyrgyz Republic which may articulate its voice through a Management Response.

**Credibility and Accountability.** The evaluation experts aimed at using best review practices to the best of their abilities at all times and ensure that all deliverables were met in the timeframes specified, or that UN was advised ahead of time so that mitigating action can be taken.

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<sup>114</sup> <http://www.unevaluation.org/document/detail/1914>

<sup>115</sup> <http://www.unevaluation.org/document/detail/2866>



Accuracy, completeness and reliability. During the desk review and data collection and analysis phases, the evaluation experts ensured that all evidence is tracked from its source to its use and interpretation.

Confidentiality, anonymity and avoidance of harm. The evaluation experts kept the information that they received through surveys and interviews confidential. They ensured that sensitive information could not be traced to the source and only present the findings derived from surveys and interviews in aggregate form. They strictly adhered to the ‘do no harm’ principle in the evaluation process and analyzed with particular caution any data received from vulnerable or marginalized individuals or groups.

## **1.6. STRUCTURE OF THE REPORT**

The report begins with an introductory section that provides a description of the evaluation process, as well as of the purpose and scope of the evaluation. The second chapter provides an overview of the country context. The third chapter provides an overview of the UNDAF and the UN programme in the Kyrgyz Republic. The fourth chapter presents the main findings of the report and consists of five parts: relevance, coherence, effectiveness, efficiency and sustainability. The fifth chapter summarizes the main conclusions and identifies key “lessons learned” from the UNDAF implementation of the evaluation, and the last (sixth) chapter provides a set of recommendations for the consideration of the Country Team and Government in the further implementation of the UNDAF and in the development of the new Cooperation Framework. Additional information supporting the arguments made throughout the document is provided in annexes attached to this report. Data collected through the evaluation and included in this report is gender-disaggregated wherever possible.

The report includes a title page, a list of acronyms and abbreviations, a table of contents, an executive summary, an introduction with the background and context of the UNDAF 2018-2022, and a description of the evaluation methodology. The following annexes are provided with the report: the Evaluation Methodology, the Terms of Reference, the final list of persons interviewed, the interview guides, the final list of documents reviewed, survey questionnaires used, and additional materials that support the evaluation findings and recommendations.

## ANNEX V: EVALUATION MATRIX

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
<b>RELEVANCE: of the UN system support and alignment of interventions with the country's national priorities and international commitments</b>				
EQ1	<p>Has the United Nations system supported achievement of national development goals and targets, in alignment to relevant national plans and frameworks?</p> <p>Has the United Nations system supported achievement of outcomes established in the UNDAF 2018-2022? What were the gaps? Has the United Nations system addressed key issues and development challenges identified by the United Nations Common Country Assessment?</p> <p>Has the United Nations system support prioritized and extended in such a way to leave no one behind?</p>	<p>Evidence of consistency between the outcomes and specific interventions and the national priorities and targets identified in the country policy papers and strategies.</p> <p>Common understanding amongst stakeholders about the expected and actual links between results and selected national priorities</p> <p>Stakeholders can identify actual or potential areas of divergence between the national strategies and results and strategies</p>	<p>Mapping of situation and contextual analyses</p> <p>Documentary review focused on links between key national strategies and results matrix;</p> <p>minutes/reports of strategic planning consultation events</p> <p>Questionnaire Interviews</p> <p>Focus groups Round tables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
EQ2	<p>Was the results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the cycle?</p> <p>Has the United Nations system remained responsive to emerging and unforeseen needs of the country and the people?</p> <p>Has the United Nations system paid proper attention to emergency needs in the case of the COVID-19 crisis, while balancing the other development cooperation</p>	<p>Evidence that outcome coordinators, in liaison with UN agencies, could adapt results and strategies to new situation and had flexibility to reallocate resources as required to achieve the desired outcomes</p> <p>Evidence that the UNCT was open and responsive to the need/requests to adapt the UNDAF design</p>	<p>Documentary review focused on the annual reviews and progress reports</p> <p>Interviews with key informants</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p>

	<p>priorities with the crisis response?</p> <p>Has the United Nations system paid proper attention to regional and cross-border issues of importance?</p>			
EQ3	<p>How/to what degree the UNDAF outcomes were used by UN agencies and Government to fulfil human rights obligations of country and attain SDGs? Has the United Nations system contributed to the realization of international human rights and gender equality norms as well as to national and local strategies to advance human rights and gender equality?</p>	<p>Stakeholders confirm that UNDAF was used by UN agencies and Government in planning their activities, setting goals and in cooperation</p> <p>Clear identification of specific issues and recommendations from treaty body reports, SDG reports and other reports in UNDAF results matrix and programme strategies</p>	<p>Documentary review and structured desk analysis focused on relevant treaty body reports, concluding observations and recommendations, SDG reports and other reports and linkages with UNDAF results matrix</p> <p>Questionnaire Interviews</p> <p>Focus groups</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
<b><i>COHERENCE: of the UN system support and the effectiveness of the Cooperation Framework</i></b>				
EQ4	<p>Has the United Nations system collectively prioritized activities based on the country needs rather than on the availability of resources, and reallocated resources according to the collective priorities if necessary?</p>	<p>The level of coordination/cooperation among UN agencies in the country? How does the principle Deliver as One is being pursued in practice? Usefulness of the current UNDAF for the coordination of UN agencies? Synergies among the UNDAF programmes and UN agencies? Are UNDAF outputs adequately costed? Have the agencies mobilized adequate financial resources thus far in the cycle for the achievement of UNDAF commitments?</p>	<p>Evaluation Questionnaire for UN agencies</p> <p>Focus Group Discussion with the UN Country Team, Operations Management Team and Result Groups</p> <p>Semi-structured interviews with Government officials, CSO representatives and development partners</p>	<p>UNDAF Results Matrix (with updated monitoring indicators); Joint Work Plans and Common Country Reports</p> <p>Minutes of the Joint Steering Committee meetings</p> <p>UN agencies' staff, including UNRCO, RGs, OMT etc.</p> <p>Government officials</p> <p>CSO representatives</p> <p>Other development partners</p>

EQ5	<p>Has the UNDAF 2018-2022 served as an effective instrument in ensuring that the United Nations system support followed the human rights principles and extended in such a way as to promote gender equality?</p> <p>Has the UNDAF 2018-2022 contributed effectively to the collective prioritization of activities and reallocation of resources according to the collective priorities by providing clarity and transparency of results achieved and resources used?</p> <p>Has the UNDAF 2018-2022 strengthened the position, credibility and reliability of the United Nations system as a partner for the government and other actors, and used effectively as a partnership vehicle?</p> <p>Has the UNDAF 2018-2022 strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?</p> <p>Has the UNDAF 2018-2022 facilitated the identification of and access to new financing flows at scale for national partners?</p> <p>Has the UNDAF 2018-2022 reduced transaction costs for partners through greater United Nations coherence and discipline?</p> <p>Was the UNDAF 2018-2022 supported by an integrated funding framework and by adequate funding instruments? What were the gaps?</p> <p>Have the UNDAF 2018-2022 implementation and coordination mechanisms contributed effectively to the</p>	<p>Any Resource Mobilization Strategy at the level of the UNCT, so that resource mobilization is coordinated among the agencies? How useful has the strategy been to resource mobilization efforts?</p> <p>If not, would you see benefits in having one?</p> <p>Does your UNCT have a Joint Communications Strategy? How useful has the strategy been to joint communication efforts?</p> <p>How does UNRCO participate in donor coordination with non-UN development partners in the country?</p>	<p>Evaluation Questionnaire for UN agencies</p> <p>Focus Group Discussion with the UN Country Team, Operations Management Team and Result Groups</p> <p>Semi-structured interviews with Government officials, CSO representatives and development partners</p>	<p>UNDAF Results Matrix (with updated monitoring indicators); Joint Work Plans and Common Country Reports</p> <p>Minutes of the Joint Steering Committee meetings</p> <p>UN agencies' staff, including UNRCO, RGs, OMT etc.</p> <p>Government officials</p> <p>CSO representatives</p> <p>Other development partners</p>
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	achievement of established outcomes?			
<b>EFFECTIVENESS: contribution of UNCT to the achievement of the UNDAF planned outcomes</b>				
EQ6	To what level has the UN system reached the purpose and the expected results as stated in the UNDAF, including those on gender equality? To what extent is the UNDAF on track to achieve planned results (including intended and unintended)?	<p>Objective comparison of actual outputs achieved against the set targets, including consideration of annual adjustments</p> <p>The actual outputs are likely to make a significant contribution towards the expected outcomes</p> <p>There are positive trends in the outcome indicators</p> <p>Plausible evidence that UN-supported results under the UNDAF have made a contribution to national priorities and change</p> <p>Stakeholders at both the strategic and programmatic levels can offer examples of for how institutional and/or behavioural changes resulting from UNDAF have influenced concrete changes in national development situation and indicators</p>	<p>Documentary review focused on annual reviews and progress reports; contribution of UNDAF results and strategies to national development priorities and indicators</p> <p>One-pager Questionnaire Interviews</p> <p>Focus groups Round tables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
EQ7	Which are the main factors that have contributed positively or negatively to the progress towards the UNDAF outcomes and national development goals? What challenges have been faced? What has been done to address the potential challenges/problems? What has been done to mitigate risks?	<p>Factors (including challenges) identified and rated as promoting or diminishing the effectiveness of the UNDAF</p> <p>Evidence of UN agencies of making good use of facilitating factors and country context (operating space) to achieve outputs and contribute to the attainment of planned outcomes</p> <p>Assessment of assumptions and risks in the overall UNDAF and results chain</p> <p>Evidence that assumptions and risks were considered during programme reviews and for progress reporting</p>	<p>Mapping of factors which promoted or impeded the progress against intended results for contribution analysis</p> <p>Documentary review focused on annual reviews and progress reports, risks and assumptions, risks analyses, evaluation reports</p> <p>Questionnaire</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Results Groups</p> <p>UN Outcome coordinators</p> <p>UN Communications Team</p> <p>CSO and private sector representatives</p> <p>International development partners representatives</p>

EQ8	<p>How did the UN promote national execution of human rights programmes and / or the use of national expertise and technologies, the realization of human rights and promoting gender equality? Did the UNDAF effectively use the principles of environmental sustainability to strengthen its contribution to national development results? To what extent did UNDAF strengthen national capacities for data collection and analysis to ensure disaggregated data on the basis of sex, migration status, geographic location, and other grounds and did those people exposed to discrimination and disadvantage benefited from priority attention?</p>	<p>UNDAF strategies, results and indicators address the standards of ratified human rights treaties by the country and major recommendations of treaty body reports</p> <p>UNDAF strategies, results and indicators are informed by key human rights principles of non-discrimination and equality, participation and inclusion.</p> <p>UNDAF strategies, results and indicators have been informed by gender analysis</p> <p>Stakeholders are able to provide examples about how UNDAF strategy and delivery was informed and adapted to address environmental sustainability concerns</p> <p>Where relevant, UNDAF indicators are disaggregated by gender, age, income levels and geographic location</p>	<p>Documentary review focused on the overall UNDAF design and on the target groups identified in UNDAF, annual work plans, programme reviews and progress reports</p> <p>Questionnaire</p> <p>Interviews with key informants</p> <p>Focus groups</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>International development partners representatives</p>
EQ9	<p>How was the UN able to form and maintain partnerships with other development actors including bilateral and multi-lateral organizations, civil society organisations and the private sector to leverage results? How have the programming principles been mainstreamed in the design, implementation and monitoring/evaluation of the UNDAF 2018-2022.</p>	<p>Evidence that UNDAF promoted effective partnerships and strategic alliances around its main outcome areas and national development goals (e.g. within the government, national partners, donors and other international development partners)</p> <p>Stakeholders consider partnerships established for the implementation of the UNDAF to be both an essential prerequisite and modality of achieving successful results</p> <p>Stakeholders are able to provide examples of successful results obtained through partnerships</p> <p>Evidence that programmatic work under each outcome was informed by an understanding of the major capacity assets and constraints of implementing partners</p>	<p>Documentary review focused on the UNDAF and preparatory documents and reports on UNCT comparative advantages;</p> <p>Questionnaire</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p>

<b>EFFICIENCY: extent to which outcomes have been achieved at reasonably low cost and maintenance of minimum transaction costs</b>				
EQ10	How has the UN system mobilized and used its resources (human, technical and financial) and improve inter-agency synergies to achieve its planned results in the current UNDAF cycle?	<p>Efficiency gains achieved through synergy (concerted efforts to optimise results and avoid duplication)</p> <p>Examples of cross-practice collaboration and cross-agency harmonization and programme and policy coherence</p> <p>Programme management arrangements (outcome and results groups) produced:</p> <p>a. Efficient joint programming processes by UN agencies and implementing partners</p> <p>b. A regular, user-friendly stream of information and data about progress against the plan</p> <p>c. Actionable lessons and good practices for consideration by the UNCT and the government</p>	<p>Document review and system analysis focused on the management, monitoring and quality assurance arrangements and responsibilities, TORs and actual performance for progress monitoring, learning and reporting</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>UN Chairs of Results Groups</p> <p>UN outcome coordinators</p> <p>Operations Management Team</p> <p>Communications Team</p> <p>CSO and private sector representatives</p> <p>International development partners representatives</p>
EQ11	Have the resources been used efficiently? In what ways could transaction costs be reduced? How well have the various activities, including those aimed at improving gender equality, transformed the available resources into the intended results in terms of quantity, quality and timeliness? (in comparison to the plan)	<p>Evidence of efficient management and benefits of Deliver as One approach</p> <p>Outcome budgets are broadly in line with scale and scope of expected results</p> <p>Perceptions about costs vs. benefits of results and the efficiency of implementation modalities used (avoiding waste and duplication)</p> <p>Perceptions about the financial costs of UN programmatic assistance vs those of other international partners</p> <p>Timeliness and quality of outputs and use of resources</p>	<p>Document review focused on the UNCT budget, annual changes through work plans, financial analysis and delivery rates for the outcomes from programme reviews and progress reports</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>UN Chairs of Results Groups</p> <p>UN Outcome Coordinators</p>

EQ12	<p>Were the management and administrative arrangements sufficient to ensure efficient implementation of the programme?</p>	<p>Stakeholder perceptions about the efficiency of the overall management arrangements for UNDAF progress monitoring, learning and reporting, including the roles of the UNCT and the government</p> <p>Stakeholder perceptions about the likeliness that actual outputs could have been or not delivered more efficiently by other partners or with the use of other partnership approaches</p> <p>Examples of management intervention for overcoming barriers and constraints in UNDAF implementation</p>	<p>Document review focused on the UNCT budget, annual changes through work plans, financial analysis and delivery rates for the outcomes from programme reviews and progress reports</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>Operations Management Team</p>
<b><i>SUSTAINABILITY: extent to which the obtained benefits (results) have continued, or are likely to continue, after the intervention has been completed</i></b>				
EQ13	<p>Has the United Nations system support extended in such a way to build national and local capacities and ensure long-term gains? How will the UNDAF ensure sustainability of its results and impacts (i.e. strengthened capacities, continuity of use of knowledge, improved practices, etc.), including those aimed at improving gender equality?</p> <p>Has the United Nations system leveraged all sources of financing and investments, rather than relying mostly on donor funding for its activities, to ensure the scale of impact necessary for attaining the 2030 Agenda?</p>	<p>Triangulation of perceptions about the sustainability of results/benefits</p> <p>Evidence of exit strategies and measures undertaken by UNCT to ensure sustainability of results (legal/policy, financial and institutional)</p>	<p>Document review focused on institutional measures in place or expected that will help to sustain UNDAF results/benefits</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Workshops</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
EQ14	<p>How has the UNDAF contributed to establishing and enhancing the critical factors for progress towards national development goals? Have complementarities, collaboration and /or synergies fostered by UNDAF and development</p>	<p>Ensuring sustainability is a subject matter regularly discussed by the UNCT and the government</p> <p>Stakeholders at both strategic and programmatic levels offer examples of ways national institutions are sustaining programmatic results</p>	<p>Documentary review focused on exit strategies, minutes of meetings between UNCT and the government, assessment of</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p>



	<p>partners intervention contributed to greater sustainability of results in the country? To what extent and in what way have national capacities been enhanced in government, civil society (and where relevant private sector)? Were there any jeopardizing aspects that have not been considered or abated by the programme activities? In case of sustainability risks, were sufficient mitigation measures proposed? Has ownership of the actions and impact been transferred to the corresponding stakeholders? Do the stakeholders / beneficiaries have the capacity to take over the ownership of the actions and results of the project and maintain and further develop the results?</p>	<p>Complementarities and collaboration fostered by the UNDAF between UN agencies and their implementing partners contribute to, or are expected to contribute to, the sustainability of results</p> <p>Examples of beneficiaries taking over the ownership of the actions and results of the project and maintain and further develop the results</p>	<p>systemic barriers to sustainability</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Workshops</p>	<p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
<b>IMPACT: long-lasting difference which the UN system makes</b>				
EQ15	<p>Is there evidence of long-lasting desired changes in the outcome areas identified in the UNDAF? In which aspects?</p> <p>Has the UNDAF appropriately reached its target groups and contributed to empowerment of disadvantaged ones and women?</p> <p>Has the UNDAF contributed to (more) sustainable institutions?</p> <p>Is there evidence that institutional systems/mechanisms are in place which:</p>	<p>Evidence of:</p> <p>a. Lasting changes in national laws, policies, regulations, and plans that can sustain UNDAF results and strategies</p> <p>b. Scaling-up of pilot initiatives</p> <p>c. Adoption of major lessons and good practices that led to changes in the strategic and organizational direction of the Government</p> <p>d. Additional allocations of national budget and/or other donor resources</p> <p>e. Institutional capacity in place to sustain levels of achievement or a strategy/plan exists to indicate how it will be developed and funded</p>	<p>Document review focused on institutional measures in place or expected that will help to sustain UNDAF results/benefits</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Roundtables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>

	<p>1) Support further capacity development at the national and local level; and</p> <p>2) Promote sustainable and inclusive development.</p>			
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## **ANNEX VI: KEY DOCUMENTS CONSULTED FOR THE EVALUATION**

The United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic 2018-2022

Annual Progress Report 2018

Annual Progress Report 2019

2020 UN Country Annual Results Report

Business Operation Strategy

Common Country Assessment for the Kyrgyz Republic 2016

Common Country Assessment for the Kyrgyz Republic 2019

United Nations in the Kyrgyz Republic - Joint Work Plans

UN Covid-19 Socioeconomic Response Framework for the Kyrgyz Republic

Multidimensional Poverty Assessment for the Kyrgyz Republic 2020

Implementing Sustainable Development Goals: Rapid integrated assessment of key national policy development planning

Voluntary National Review on the Implementation of the Sustainable Development Goals in the Kyrgyz Republic

Monitoring of the Sustainable Development Goal Indicators in the Kyrgyz Republic

Rapid Assessment on the Healthcare Waste Management in the context of Covid-19

Results Oriented Annual Report 2018

Results Oriented Annual Report 2019

Results Oriented Annual Report 2020

Early Impact Assessment of the Covid-19 Pandemic on MSMEs in Kyrgyzstan

A UN Framework for the immediate socio-economic response to Covid-19

UN Women Strategic Note 2018-2022

Report of the Working Group on the Universal Periodic Review – Kyrgyzstan

Sustainable Development Goals Youth Ambassadors in the Kyrgyz Republic – SDG Academy: Results Report

## ANNEX VII: QUESTIONNAIRE WITH UNRCO

*The purpose of the following questions is to get UNRCO's perspective on some key issues to set the stage for the review process. These questions are in addition to the questions laid out in the survey for UN staff – they are not a substitute for them. UNRCO is expected to respond to that survey too, which is more aligned to the issues and questions identified in the evaluation Terms of Reference.*

Please, list in the table below all resident and non-resident UN agencies.

Resident Agencies	Non-resident Agencies
19. FAO	9. IAEA
20. IOM	10. ILO
21. UN Women	11. ITC
22. UNAIDS	12. OHCHR
23. UNCTAD	13. UNECE
24. UNDP	14. UNEP
25. UNFPA	15. UNESCO
26. UNICEF	16. UNHCR
27. WFP	17. UNIDO
28. WHO	18. UNODC
	19. UNV

Please, provide a brief description of the main areas of work of the UN agencies with respect to the priority areas outlined in the UNDAF:

<ul style="list-style-type: none"> <li>• FAO -</li> <li>• IOM -</li> <li>• UN Women -</li> <li>• UNAIDS -</li> <li>• UNCTAD -</li> <li>• UNDP -</li> <li>• UNFPA -</li> <li>• UNICEF -</li> <li>• WFP -</li> <li>• WHO -</li> <li>• IAEA -</li> <li>• ILO -</li> <li>• ITC -</li> <li>• OHCHR -</li> <li>• UNECE -</li> <li>• UNEP -</li> <li>• UNESCO</li> </ul>
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- UNHCR -
- UNIDO -
- UNODC -
  - UNV -

1. How many staff are there in your RCO and what are their positions? Do you consider the capacities of your RCO sufficient for carrying out your duties and responsibilities?
2. How do you rate the level of coordination/cooperation among UN agencies in the country? How does the principle Deliver as One is being pursued in practice?
3. Overall, how useful has the current UNDAF been for the coordination of UN agencies? How has it contributed to achieving better synergies among the UNDAF programmes and UN agencies?
4. More specifically, how efficient has the UNDAF Joint Steering Committee been? How many times has it officially convened (met) during the current cycle of the UNDAF? Please, list the dates of meetings.
5. Further, specifically, how active have the results groups been? How many times have they officially convened (met) during the current UNDAF cycle? Please, list the dates of meetings.
6. What in your view has been the result of the work of these “result groups” thus far? What value have they provided to the coordination process? What have been their major contributions to the joint work of UN agencies (programme design, implementation, tracking, reporting, communications, etc.)?
7. How active have the thematic groups been? What in your view has been the result of the work of these “thematic groups” thus far? What value have they provided to the coordination process?
8. Are the “result groups” and “thematic groups” sufficient and effectively functioning for ensuring adequate coordination? Are there any gaps in coordination structures that need to be filled? Is there a need to streamline the thematic groups in order to make the coordination structure more efficient?
9. How consistent, synchronized and coherent the UNDAF activities and processes (planning, monitoring, reporting) within/across all RGs?
10. To what extent are the available activity implementation and results reporting mechanisms sufficient and useful to inform decisions?
11. How aligned is the UNDAF with Government priorities? How interested are the government counterparts in the UNDAF? How well does the UNDAF reflect country’s key development challenges?
12. What is the level of alignment, consistency, synchronization and coherence of the UNDAF JWP with other implementation plans (SERF, SDG, PMT, DPCC, DRCU, etc)? What are some good examples and areas to improve in integration and harmonization of all active inter-agency work plans during planning, implementation, monitoring and reporting processes?
13. How flexible is the UNDAF in meeting the unforeseen needs of the country? How adequately, efficiently and effectively was the COVID-19 response integrated in the implementation of UNDAF?
14. Has co-financing been used strategically to reach the objectives of the UNDAF? What are the opportunities to use in the next UNDAF in this regard?
15. What are some good examples and challenges with the engagement of CSOs in the UNDAF programme? What successful experiences shall be continued/scaled up? How could existing challenges be mitigated or overcome?

16. What are some good examples and challenges with the engagement of the private sector in the UNDAF programme? What successful experiences shall be continued/scaled up? How could these challenges be mitigated or overcome?
17. To what extent is the UNDAF grounded in and informed by the SDGs? How do the main areas of activity contribute to reaching the national SDG objectives?
18. What has been the role and contribution of the UNRCO on the adoption and achievement of SDGs in the country (i.e. support for the identification/nationalization of SDG indicators and targets)? How has that role been coordinated with the roles of individual agencies (i.e. UNDP, UNICEF, etc.)?
19. What are the SDG organizational structures in the country? (i.e. SDG coordination committee, or SDG coordination office, and so on). How does UNRCO interact/collaborate with them?
20. Has the RCO supported the formulation of any Voluntary National Reviews? If so, what specifically has been the contribution and how adequate has it been?
21. Has there been any gender assessment of the current UNDAF? Are there disaggregated indicators that track UNDAF's effects on gender equality and women's empowerment? How effectively is the gender dimension tracked and measured in the UNDAF process?
22. To what extent has the UNCT undertaken joint-UN gender-related capacity building activities for agency staff during the current UNDAF cycle? How much importance has this area received under the UNDAF?
23. How does the current UNDAF integrate LNOB analysis and principles in its design, implementation, monitoring and reporting?
24. How the risk analysis and mitigation measures for the current UNDAF have been conducted, tracked and updated as required to inform programming?
25. Does the UN have a M&E strategy under the UNDAF? What is the process for keeping track on a regular basis of the realization/achievement of UNDAF targets against identified indicators? How often are results updated? Is there a system for tracking these results? Is UN-Info fully functional and what has been the experience with it?
26. What have been the challenges with regards to the availability of national statistics needed for UNDAF? Please list a few specific ones.
27. Has there been an evaluation, assessment or review of the UN programme or any component of it so far?
28. Are UNDAF outputs adequately costed? Have the agencies mobilized adequate financial resources thus far in the cycle for the achievement of UNDAF commitments?
29. Do you have a Resource Mobilization Strategy at the level of the UNCT, so that resource mobilization is coordinated among the agencies? How useful has the strategy been to resource mobilization efforts? If not, would you see benefits in having one?
30. Does your UNCT have a Joint Communications Strategy? How useful has the strategy been to joint communication efforts?

31. How does UNRCO participate in donor coordination with non-UN development partners in the country?
32. What are the main challenges of UN coordination in the country? What areas of UN coordination would benefit from further strengthening?
33. What have been the effects of the COVID-19 pandemic on the work of the RCO and UNCT during 2020? How have the RCO and UNCT coped with these repercussions?
34. To what extent have approved plans (JWPs) been flexible for adjustment in light of COVID-19? What mechanisms are in place in the event of possible situation change to adapt the existing activities timely and efficiently?
35. What is the process for integrating CCA and MAPS findings more effectively into the design of the UNDAF?
36. What else would you propose to strengthen the relevance/usefulness of the current UNDAF?
37. What issues need to be considered/be featured prominently in this evaluation (internal or external factors that are important to take into account)?



## ANNEX VIII: QUESTIONNAIRE WITH UN AGENCIES

### Overall Instructions

The UN RCO, in coordination with the UN Country Team (UNCT) and close collaboration with the Government of the Kyrgyz Republic, are in the process of conducting a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022.

The evaluation's scope will be comprehensive, in the sense that it will cover all strategic areas of the UNDAF. The final evaluation will examine progress for the 2018 – 2020 period and will also take into account the activities planned by the UN agencies for the next two years. The evaluation will be carried out jointly with the stakeholders and the overall approach will be participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the reviewers have designed this survey which is intended to gather the views of the **whole agency**, rather than those of a single individual. As such, it is recommended that this questionnaire is filled collectively on the basis of group discussions. Please, provide as many details as you can.

You are kindly invited to complete this questionnaire by September 2021. The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual. Thank you!

1. Please name your agency.
2. What is the timeframe of your agency's current programme?
3. To what extent is your agency's programme aligned with the UNDAF?
4. To what extent do you think the UNDAF is aligned with national priorities identified in key national strategic plans/documents (particularly, in your area of activities/specialization)?
5. Does your agency refer to (make use of) the UNDAF for the development and implementation of its programme?
6. To which UNDAF outcome areas (pillars) has your agency contributed in this programme cycle? Please, provide a brief description of your agency's main areas of work.
<p>7. What, in your view, is the main driver of your agency's programme positioning?</p> <p>a) Availability of funding?</p> <p>b) Opportunities offered by specific government/non-government partners to assist them in a particular area?</p> <p>c) Principled decision of the management to allocate resources where the real needs are?</p> <p>d) Other_____</p> <p>If it is the latter point, how do you determine what the "real" needs are?</p>
8. Following up on the question above, please, provide a brief description of your agency's main contributions/achievements in each relevant pillar/outcome area (main activities and results).
9. What achievements can be attributable to your agency's work?
10. How has your agency supported the country's achievement of commitments and obligations under international and regional agreements and the SDGs?
11. Have results been unsatisfactory in any areas, and why? What have been the main challenges with the UNDAF implementation?
12. To what extent have the outcomes that were generated been sustainable? To what extent are the results owned by beneficiaries?
13. To what extent is the effective implementation of national policies, programmes and plans that you have promoted/supported a challenge? How does your agency ensure that policies, programmes and plans that you have promoted/supported get implemented?
14. How does your agency ensure that the initiatives that get piloted under the UNDAF successfully get scaled up?
15. How has your agency cooperated within the UNCT on the promotion and achievement of particular SDGs (based on the national SDG framework)?

16. How have your agency's interventions mainstreamed the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development?
17. Please, describe how your agency's programme has focused on vulnerable groups and has been implemented in line with the "leave no one behind" principle?
18. Have you conducted a gender assessment of your programme during the current UNDAF cycle?
19. Has your agency faced challenges in determining programme indicators that measure changes in gender equality and women's empowerment? If yes, what was the solution?
20. To what extent has your agency applied gender-sensitive approaches in the implementation of activities? Is there a mechanism in place that ensures gender mainstreaming of activities?
21. Has your agency had any gender-related capacity building activities for its staff during the current UNDAF cycle?
22. What planning instruments/tools does your agency use for planning activities with specific national institutions/bodies? I.e. project document, annual work plan, bi-annual, work plan, etc.
23. How do you assess/evaluate that results of your work? Has your agency conducted any programme evaluation in the current UNDAF cycle?
24. How useful has the current UNDAF infrastructure been for the coordination of UN agencies? How has it contributed to achieving better synergies among the UNDAF programmes and UN agencies?
25. How active and important has the role of the UNRCO been for ensuring stronger coordination among the UN agencies?
26. Does your agency participate in any UNDAF Results Groups? If so, please, list them. Also, indicate which of them your agency chairs (if any). How useful have these groups been in improving inter-agency coordination?
27. Does your agency participate in any UNDAF thematic groups (i.e. Operations Management Group, Communications Group, etc.) or any other joint UN groups? If so, please, list them. Also, indicate which of them your agency chairs (if any). How useful have these groups been in improving inter-agency coordination?
28. Is there a need to streamline the thematic groups in order to make the coordination structure more efficient?
29. To what extent does your agency have access to and make use of data at the UNCT-level to understand what progress is being made by the UNCT as a whole?
30. To what extent is there an adequate and well-functioning monitoring system in place, including gender equality and LNOB monitoring?
31. How the current UNDAF design, implementation and reporting has been aligned with your own agency processes and mechanisms?

32. Has your agency mobilized adequate financial resources thus far in the cycle for the achievement of its UNDAF commitments?
33. To what extent does the allocation of resources by your agency reflect the varied needs of national priorities and targeted groups including those directed for gender equality and other vulnerable groups?
34. Are UNDAF outputs adequately costed?
35. Does your agency have a Resource Mobilization Strategy? Is it in any way coordinated with any other agency? Is resource mobilization coordinated/harmonized at the UNCT level in any way? If so, what are the mechanisms for coordination?
36. Are there more efficient ways and means of delivering more and better results (at output level) with the available inputs? What cost-efficiency measures could be introduced without impeding the achievement of results?
37. How does your agency participate in development effectiveness coordination with non-UN development partners in the country? To what extent does the UNCT have a harmonized/coordinated approach in its participation in donor coordination in the country?
38. To what extent have UNDAF activities, processes and systems been flexible and adaptive to respond to new needs and emerging priorities?
39. To what extent have approved plans (JWP) been flexible for adjustments? What mechanisms are in place to adapt existing activities to emerging priorities?
40. Are there areas where you think your agency could play a larger role, which it is currently not playing? If that is the case, what is the reason that your agency has not been able to play that role?
41. What are the new and emerging needs/assistance areas for your agency to address to serve these new objectives/priorities?
42. To what extent does your agency operate at the sub-national level? Please, describe your agency's engagement with local (sub-national) governments, civil society and private sector.
43. In the context of the UN reform, what capacity building areas activities would benefit your agency to better respond to changing dynamics?
44. What has been the effect of the COVID-19 pandemic on the work of your agency during 2020? How has your agency coped with its repercussions and addressed these changes in context?
45. Are there any Joint Programmes in which your agency has been involved in during the current UNDAF cycle? What are the areas in which your agency was involved in joint programmes? With which other agencies were the joint programmes implemented?
46. Are there any good practices of inter-agency coordination and joint impact that you wanted to highlight in particular?

47. What else would you propose to strengthen the relevance/usefulness of the current UNDAF as well as of the next UNDAF?

## ANNEX IX: ONLINE SURVEY FOR UN STAFF

### Overall Instructions

The UN RCO, in coordination with the UN Country Team (UNCT) and close collaboration with the Government of the Kyrgyz Republic, are in the process of conducting a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022.

The evaluation's scope will be comprehensive, in the sense that it will cover all strategic areas of the UNDAF. The final evaluation will examine progress for the 2018 – 2020 period and will also take into account the activities planned by the UN agencies for the next two years. The evaluation will be carried out jointly with the stakeholders and the overall approach will be participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the reviewers have designed this survey which is intended to gather the views and perceptions of UN staff on the overall relevance, efficiency and effectiveness of the UNDAF. As you are part of the UN family and given your direct knowledge of the work of the UN in the country, your participation in this final evaluation through the completion of this survey is very important and will be greatly appreciated.

The survey should take about **20 minutes** to complete. Wherever there is an opportunity for a write-in response, you are encouraged to make reference to a specific activity or project. If for any reason you cannot respond to a question, please select "Don't know". We kindly request that you complete this survey by September 2021. The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual. Thank you!

## **1. Background Information**

### **1.1 Which UN Agency do you work for?**

- ☐ FAO
- ☐ IAEA
- ☐ ILO
- ☐ IOM
- ☐ ITC
- ☐ OHCHR
- ☐ UN Women
- ☐ UNAIDS
- ☐ UNCTAD
- ☐ UNDP
- ☐ UNECE
- ☐ UNEP
- ☐ UNESCO
- ☐ UNFPA
- ☐ UNHCR
- ☐ UNICEF
- ☐ UNIDO
- ☐ UNODC
- ☐ UNRCO
- ☐ UNV
- ☐ WFP
- ☐ WHO
- ☐ Other, please specify \_\_\_\_\_

### **1.2 In what capacity do you work for the UN?**

- ☐ Head of Agency/Management
- ☐ Programme
- ☐ Operations (Finance, Procurement, HR, etc.)
- ☐ Communications
- ☐ M&E
- ☐ Other, please specify \_\_\_\_\_

### **1.3 Which of the following inter-agency groups are you a member of? (Please select all that apply)**

- ☐ UNCT
- ☐ Results Groups
- ☐ UNCG
- ☐ UN GTG
- ☐ SDG M&E TWG
- ☐ OMT
- ☐ Other, please specify \_\_\_\_\_

**1.4 How long have you been working with the UN in The Kyrgyz Republic?**

- ☐ Less than 1 year
- ☐ Between 1-2 years
- ☐ More than 2 years but less than 5 years
- ☐ More than 5 years

**1.5 What is your gender?**

- ☐ Male
- ☐ Female
- ☐ Prefer not to say

**2. Questions on UNDAF Relevance**

Please select ONE answer for each question that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
2.1 I am familiar with the UNDAF and its content					
2.2 The UNDAF has adequately reflected The Kyrgyz Republic's national needs & priorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.3 The UNDAF has addressed the needs of women, children and the most vulnerable groups in the Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.4 The UNDAF has been flexible enough to respond to the changing context in The Kyrgyz Republic, especially in light of COVID-19	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.5 The UNDAF has been relevant to the work of my agency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.6 The UNDAF has created a clearer division of labor among UN agencies in the Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.7 The UNDAF has created complementarities among UN agencies in the Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.8 The UNDAF was planned in a participatory fashion between UN agencies,	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



Government bodies and non-governmental stakeholders					
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**2.8 Are there any priority areas that should have had a stronger focus in the current UNDAF and/or should be added to the next one?**

Please provide 1-2 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

**2.8 Are there any priority areas that should NOT have had a stronger focus in the current UNDAF and/or should NOT be added to the next one ?**

Please provide 1-2 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

**2.9 If you have any additional thoughts on UNDAF's relevance, please add them here:**

○ Answer \_\_\_\_\_

**3. Questions on UNDAF Appropriateness/Effectiveness**

Please select ONE answer for each question that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
3.1 The UNDAF objectives/targets my agency is involved in are realistic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.2 The UNDAF objectives/targets my agency is involved in are on track to be achieved by the end of the current cycle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.3 The UNDAF has contributed to improved synergies in the achievement of results between UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.4 The UNDAF has created a UN system that is more effective than the work of individual agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.5 The UNDAF has adequately incorporated the leave no one behind as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.6 The UNDAF has adequately incorporated	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

human rights as a cross-cutting principle					
3.7 The UNDAF has adequately incorporated gender equality as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.8 The UNDAF has adequately incorporated the rights of children/youth as a cross-cutting principle/area	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.9 The UNDAF has adequately incorporated the rights of PwDs as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.10 The UNDAF has adequately incorporated environmental sustainability as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.11 The UNDAF has adequately treated the regional and cross-border issues of importance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.12 The UNDAF implementation has adequately incorporated capacity building as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.13 The UNDAF implementation has adequately incorporated results-based management (RBM) principles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**3.11 Which are the three top areas where the UNDAF has provided the greatest contribution to the development and implementation of national policies or SDGs?**

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

Area 3: \_\_\_\_\_

**3.12 What are the main sources of funding for your agency's activities in the current UNDAF cycle?**

- ☐ Core (own funding)
- ☐ Vertical Funds (i.e. GEF, GFATM, etc.)
- ☐ Donor funding
- ☐ Government co-financing (contributions)
- ☐ Other, please specify \_\_\_\_\_
- ☐ I am not sure

**3.13 How does your agency's funding situation compare to the last UNDAF cycle?**

- ☐ Better

- Same
- Worse
- Don't know

**3.14 What are the main challenges related to funding for your agency?**

- Answer \_\_\_\_\_

**3.15 What would be the factors that have so far positively affected the achievement of UNDAF results?**

Please provide 1-2 factors if applicable.

Factor 1: \_\_\_\_\_

Factor 2: \_\_\_\_\_

**3.16 What would be the factors that have so far negatively affected the achievement of UNDAF results?**

Please provide 1-2 factors if applicable.

Factor 1: \_\_\_\_\_

Factor 2: \_\_\_\_\_

**3.17 If you have any additional thoughts on UNDAF's effectiveness, please add them here:**

- Answer \_\_\_\_\_

**4. Questions on UNDAF Coherence**

Please select ONE answer for each question that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
4.1 The system in place to monitor the achievement of joint UNDAF results (including for gender equality and other cross-cutting themes) has been adequate	○	○	○	○	○
4.2 The UNDAF has enabled an appropriate analysis of risks and has led to appropriate actions to ensure that results to which it contributed are not lost	○	○	○	○	○
4.3 The allocation of resources under the UNDAF has reflected the varied needs of national priorities and targeted	○	○	○	○	○

groups, including those directed for gender equality					
4.4 My agency has mobilized enough resources to achieve the UNDAF outcome/output targets we support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.5 UNDAF enabled the national partners to mobilize additional financial resources	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.5 UNDAF resources (money, expertise, time, administration) have been allocated efficiently and reduced transaction costs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.6 Pertinent information on the UNDAF has been readily available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.7 Information sharing on the UNDAF has been transparent	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please rate the following statements from your perspective:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
4.8 The RCO has played a crucial role in coordinating agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.9 The recent restructuring of the RCO function is a positive development that will strengthen UN coordination and effectiveness	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.10 The objectives pursued by my agency are adequately reflected in the UNDAF	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please select ONE answer for each question that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
4.10 The agency I work for frequently uses the UNDAF document to plan its activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.11 The agency I work for uses the UNDAF document to plan Joint-Programmes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.12 The agency I work for actively communicates with other UN agencies on work related to UNDAF	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4.13 The UNDAF Joint Steering Committee has convened regularly and has been an important instrument of UN-GoK cooperation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.14 The UNDAF Result Groups have enhanced inter-agency cooperation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.15 The UNDAF Result Groups have enhanced UN-GoK cooperation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.16 Work around the Sustainable Development Goals is well coordinated among UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.17 The findings and recommendations from the Mainstreaming, Acceleration and Policy Support (MAPS) process on accelerating SDGs have been integrated programmatically and are being addressed by the agency I work for	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**4.18 Please provide the list of Joint Programmes or initiatives in which your agency has been involved in during the current UNDAF cycle?**

Answer \_\_\_\_\_

**4.19 Following up on the previous question, in which areas there is potential for more joint programming with other UN agencies?**

Please provide 1-5 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

Area 3: \_\_\_\_\_

Area 4: \_\_\_\_\_

Area 5: \_\_\_\_\_

**4.20 Can you provide any specific examples of inter-agency coordination or cooperation that reduced duplication, generated economies of scale or resulted in development synergies and effective delivery of the UNDAF?**

\_\_\_\_\_

**4.21 What have been your agency's key activities and contributions in the acceleration of SDGs in the country? Have you cooperated with other agencies in this area?**

\_\_\_\_\_

#### 4.22 How would you rate your agency's cooperation with the following entities and institutions?

Please select ONE answer for each question that best reflects your perception of the following statements:

	NON-EXISTENT	WEAK	SATISFACTORY	STRONG	VERY STRONG
Other UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Central government/Partner Ministry/Agency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local governments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Civil Society Organizations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Private sector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bilateral donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Multilateral Development Banks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

#### 4.23 What are the main challenges related to coordination among UN agencies?

Please provide 1-4 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

Area 3: \_\_\_\_\_

Area 4: \_\_\_\_\_

#### 5. Questions on UNDAF Support of Transformational Change

Please select ONE answer for each question that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
5.1 UNDAF promotes ownership of UN programmes by the government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.2 UNDAF enabled attraction of additional resources (private investment, citizen engagement) for the realization of 2030 Agenda	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.3 The UNDAF results are sustainable given the financial resources mobilized so far	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.4 My agency develops exit strategies to ensure results are sustained over time	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5.5 My agency's work in building capacities of government institutions will lead to sustainable results	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.6 Vulnerable groups have become more vocal, resilient and better represented through UNDAF	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## 6. Conclusion and Recommendations

**6.1 What changes or recommendations should be made to the current UNDAF programming and management to support the realization of the UNDAF outcomes by the end of the cycle?**

---

**6.2 What changes should be made to support the integration of the Sustainable Development Goals by the end of the current cycle?**

---

**6.3 Are there any additional comments you wish to make for consideration by the evaluation team?**  
(up to 200 words)

---

**Thank you for your kind participation!**

## ANNEX X: ONLINE SURVEY WITH GOVERNMENT OFFICIALS

### Overall Instructions

The UN RCO, in coordination with the UN Country Team (UNCT) and close collaboration with the Government of the Kyrgyz Republic, are in the process of conducting a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022.

The evaluation's scope will be comprehensive, in the sense that it will cover all strategic areas of the UNDAF. The final evaluation will examine progress for the 2018 – 2020 period and will also take into account the activities planned by the UN agencies for the next two years. The evaluation will be carried out jointly with the stakeholders and the overall approach will be participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the reviewers have designed this survey which is intended to gather the views and perceptions of key government officials who are familiar with or have been involved with the UNDAF on the overall relevance, efficiency and effectiveness of the UNDAF. Your participation in this final evaluation through the completion of this survey will be greatly appreciated.

The survey should take about **20 minutes** to complete. Wherever there is an opportunity for a write-in response, you are encouraged to make reference to a specific activity or project. If for any reason you cannot respond to a question, please select "Don't know". We kindly request that you complete this survey by September 2021. The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual. Thank you!



**1.1. Please, name your institution here.**

Answer \_\_\_\_\_

**1.2 What is your gender**

- ☐ Male
- ☐ Female
- ☐ Prefer not to say

**1.3 Do you work for a national-level or sub-national level organization?**

- ☐ National Level
- ☐ Sub-national Level
- ☐ Other, please specify \_\_\_\_\_

**1.4 Title/Position:**

- ☐ Head
- ☐ Deputy head
- ☐ Technical level
- ☐ Other, please specify \_\_\_\_\_

**1.5 For how long have you been working in your current position?**

- ☐ Less than 1 year
- ☐ Between 1-2 years
- ☐ More than 2 years but less than 5 years
- ☐ More than 5 years

**1.6 Which UN Agency have you worked directly with or you are familiar with as a result of cooperation? You may choose more than one option.**

- ☐ FAO
- ☐ IAEA
- ☐ ILO
- ☐ IOM
- ☐ ITC
- ☐ OHCHR
- ☐ UN Women
- ☐ UNAIDS
- ☐ UNCTAD
- ☐ UNDP
- ☐ UNECE
- ☐ UNEP
- ☐ UNESCO

- ☐ UNFPA
- ☐ UNHCR
- ☐ UNICEF
- ☐ UNIDO
- ☐ UNODC
- ☐ UNRCO
- ☐ UNV
- ☐ WFP
- ☐ WHO
- ☐ Other, please specify \_\_\_\_\_

**1.4 Please, describe the way/circumstances in which you were involved with any of the UN agencies? (i.e. project implementation, joint activity, training, etc.).**

Answer \_\_\_\_\_

**1.5 For how long have you cooperated with the UN system (any of the UN agencies)?**

- ☐ Less than 1 year
- ☐ Between 1-2 years
- ☐ More than 2 years but less than 5 years
- ☐ More than 5 years

**1.6 If you are a member of any of the joint UN-Government UNDAF structures, please specify it below.**

- ☐ UN-GoK Joint Steering Committee
- ☐ Development Partners Meeting
- ☐ Other (please, specify \_\_\_\_\_)
- ☐ None

**1.7 Has the UN system cooperated with your organization? If so, from your experience, what have been the main achievements/results of UN's contribution to or cooperation with your organization (please, provide as much detail as possible)?**

- ☐ Answer \_\_\_\_\_
- ☐ Don't know/not sure

**Please select ONE answer for each question that best reflects your perception of the following statements:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
2.1 The UN System is a credible and reliable partner supporting The	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Kyrgyz Republic in achieving Agenda 2030 objectives					
2.2 The UN System has adequately reflected The Kyrgyz Republic's national needs & priorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.3 The UN System has addressed the needs of women, children, smallholders and the most vulnerable groups in The Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.4 The UN System has been flexible enough to respond to the changing context in The Kyrgyz Republic, especially in light of COVID-19	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.5 The UN System has been relevant to the work of my organization	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.6 Strategic interventions pursued by UN agencies were effective in reaching SDG targets	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.7 The UN System has created complementarities/harmonization among UN agencies in The Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.8 The UNDAF was planned in a participatory fashion between UN agencies and Government bodies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## 2.9 What priority areas should the UN system address going forward?

Please provide 2-3 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

Area 3: \_\_\_\_\_

**Please select ONE answer for each question that best reflects your perception of the following statements:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
2.10 The UNDAF objectives/targets my organization is involved in are on track to be achieved by the end of the current cycle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2.11 The UNDAF has contributed to improved synergies in the achievement of results between UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.12 The UNDAF has adequately incorporated human rights as a cross-cutting principle in the activities of the UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.13 The UNDAF has adequately incorporated gender equality and right of children and PwDs as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**3.1 Which are the three top areas where the UN system has provided the greatest contribution to the development and implementation of national policies or SDGs?**

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_

Area 3: \_\_\_\_\_

**3.2 What are the main challenges UN agencies face in relation to mobilizing funding for activities in your area?**

○ Answer \_\_\_\_\_

**3.3 What are the factors that have so far positively affected the achievement of UNDAF results?**

Please provide 1-2 factors if applicable.

Factor 1: \_\_\_\_\_

Factor 2: \_\_\_\_\_

**3.4 What are the factors that have so far negatively affected the achievement of UNDAF results?**

Please provide 1-2 factors if applicable.

Factor 1: \_\_\_\_\_

Factor 2: \_\_\_\_\_

**Please select ONE answer for each question that best reflects your perception of the following statements:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
3.5 The M&E system in place to monitor the achievement of joint UNDAF results (including gender equality monitoring) has been adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.6 Pertinent information related the UNDAF has been readily available by the UN to my agency/organization	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.7 Information sharing by the UN with non-UN stakeholders on the UNDAF has been transparent	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**Please rate the following statements from your entity's perspective:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
3.8 The UNDAF Joint Committee has convened every year and has been an important instrument of enhanced UN-GoK cooperation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.9 Work around the Sustainable Development Goals is well coordinated among UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**4.0 Can you provide any specific examples of coordination or cooperation between UN agencies that reduced duplication, generated economies of scale or resulted in development synergies and effective delivery of the UNDAF?**

\_\_\_\_\_

**4.1 How has the UN system contributed to the acceleration of SDGs in the country? Have you cooperated with any agencies in this area?**

\_\_\_\_\_

**4.2 What are the main challenges related to coordination among UN agencies?**

Please provide 1-4 areas if applicable.

Area 1: \_\_\_\_\_

Area 2: \_\_\_\_\_  
Area 3: \_\_\_\_\_  
Area 4: \_\_\_\_\_

**4.3 What are the main challenges related to coordination between UN agencies and your organization?**

Please provide 1-4 areas if applicable.

Area 1: \_\_\_\_\_  
Area 2: \_\_\_\_\_  
Area 3: \_\_\_\_\_  
Area 4: \_\_\_\_\_

**Please rate the following statements from your agency's perspective:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
4.4 The UNDAF promotes ownership of UN programmes by the government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.5 The UNDAF results are sustainable given the financial resources mobilized so far	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**4.6 What changes or recommendations should be made to the UN system on the current UNDAF to support the realization of the UNDAF outcomes by the end of the cycle or to promote the partnership between the Government and the UN?**

\_\_\_\_\_

**4.7 What changes should be made to support further progress on the achievement of the Sustainable Development Goals by the end of the current UNDAF cycle?**

\_\_\_\_\_

**4.8 Are there any additional comments you wish to make for consideration by the evaluation team?**

(up to 200 words)

\_\_\_\_\_

**Thank you for your kind participation!**



## ANNEX XI: ONLINE SURVEY WITH CIVIL SOCIETY

### Overall Instructions

The UN RCO, in coordination with the UN Country Team (UNCT) and close collaboration with the Government of the Kyrgyz Republic, are in the process of conducting a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022.

The evaluation's scope will be comprehensive, in the sense that it will cover all strategic areas of the UNDAF. The final evaluation will examine progress for the 2018 – 2020 period and will also take into account the activities planned by the UN agencies for the next two years. The evaluation will be carried out jointly with the stakeholders and the overall approach will be participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the reviewers have designed this survey which is intended to gather the views and perceptions of key government officials who are familiar with or have been involved with the UNDAF on the overall relevance, efficiency and effectiveness of the UNDAF. Your participation in this final evaluation through the completion of this survey will be greatly appreciated.

The survey should take about **20 minutes** to complete. Wherever there is an opportunity for a write-in response, you are encouraged to make reference to a specific activity or project. If for any reason you cannot respond to a question, please select “Don't know”. We kindly request that you complete this survey by September 2021. The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual. Thank you!



**1.1. Please, name your organization here.**

Answer \_\_\_\_\_

**1.2 What is your gender**

- ☐ Male
- ☐ Female
- ☐ Prefer not to say

**1.3 Title/Position:**

- ☐ Head
- ☐ Deputy head
- ☐ Technical level
- ☐ Other, please specify \_\_\_\_\_

**1.4 For how long have you been working in your current position?**

- ☐ Less than 1 year
- ☐ Between 1-2 years
- ☐ More than 2 years but less than 5 years
- ☐ More than 5 years

**1.5 Which UN Agency have you worked directly with or you are familiar with as a result of cooperation? You may choose more than one option.**

- ☐ FAO
- ☐ IAEA
- ☐ ILO
- ☐ IOM
- ☐ ITC
- ☐ OHCHR
- ☐ UN Women
- ☐ UNAIDS
- ☐ UNCTAD
- ☐ UNDP
- ☐ UNECE
- ☐ UNEP
- ☐ UNESCO
- ☐ UNFPA
- ☐ UNHCR
- ☐ UNICEF
- ☐ UNIDO
- ☐ UNODC
- ☐ UNRCO
- ☐ UNV

- WFP
- WHO
- Other, please specify \_\_\_\_\_

**1.6 For how long have you cooperated with the UN system (any of the UN agencies)?**

- Less than 1 year
- Between 1-2 years
- More than 2 years but less than 5 years
- More than 5 years

**1.7 Please, describe the way/circumstances in which you were involved with any of the UN agencies? (i.e. project implementation, joint activity, recipient of training, etc.).**

Answer \_\_\_\_\_

**1.8 Have you participated in any coordination meetings with the UN system as a whole or UN agencies? How could coordination between the UN system and CSOs be strengthened going forward?**

- Answer \_\_\_\_\_

**1.9 From your knowledge, which UN contributions would you single out as most important since 2018?**

- Answer \_\_\_\_\_
- Don't know/not sure

**Please select ONE answer for each question that best reflects your perception of the following statements:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
2.0 The UN System has adequately reflected the Kyrgyz Republic's national needs & priorities	○	○	○	○	○
2.1 The formulation of the UNDAF document benefitted from the involvement of civil society	○	○	○	○	○
2.2 The UN System has adequately involved civil society organizations in the implementation of its programme	○	○	○	○	○
2.3 The UN System has adequately informed civil society about its activities and results	○	○	○	○	○

2.4 The UN System has adequately contributed to the development of capacities of civil society through trainings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.5 The UN System has addressed the needs of women, children, and the most vulnerable groups in the Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.6 The UN System has been flexible enough to respond to the changing context in the Kyrgyz Republic, especially in light of COVID-19	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**2.7 What additional actions/adjustments would you recommend to strengthen the processes around the design and implementation of UNDAF?**

---

**2.8 To what extent and how flexibly has the UN responded to the COVID-19 challenges? How do you see the needs and priorities in your sector evolving in the short to medium terms and how can the implementation of the UN programme be made more responsive to them? How do you see this cooperation evolving and in which areas do you see the greatest potential for further work?**

---

**2.9 Are there any additional comments you wish to make for consideration by the evaluation team?  
(up to 200 words)**

---

**Thank you for your kind participation!**

## ANNEX XII: ONLINE SURVEY FOR DEVELOPMENT PARTNERS

### Overall Instructions

The UN RCO, in coordination with the UN Country Team (UNCT) and close collaboration with the Government of the Kyrgyz Republic, are in the process of conducting a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2018-2022.

The evaluation's scope will be comprehensive, in the sense that it will cover all strategic areas of the UNDAF. The final evaluation will examine progress for the 2018 – 2020 period and will also take into account the activities planned by the UN agencies for the next two years. The evaluation will be carried out jointly with the stakeholders and the overall approach will be participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the reviewers have designed a series of surveys intended to gather the views and perceptions of key UN staff, government officials, representatives of CSOs and donor community who are familiar with or have been involved with the UNDAF on the overall relevance, efficiency and effectiveness of the UNDAF. Your participation in this final evaluation through the completion of this survey will be greatly appreciated.

The survey should take about ***15 minutes*** to complete. **This survey is individual.** Wherever there is an opportunity for a write-in response, you are encouraged to make reference to a specific activity or project. If for any reason you cannot respond to a question, please select “Don’t know”. We kindly request that you complete this survey **by August 12**. **The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual.** Thank you!

**1.1. Please, name your organization here.**

Answer \_\_\_\_\_

**1.2 Title/Position:**

- ☐ Head
- ☐ Deputy head
- ☐ Technical level
- ☐ Other, please specify \_\_\_\_\_

**1.3 For how long have you been working in your current position?**

- ☐ Less than 1 year
- ☐ Between 1-2 years
- ☐ More than 2 years but less than 5 years
- ☐ More than 5 years

**1.4 How is development assistance coordinated in the Kyrgyz Republic? What are the structures of donor coordination? How well are they functioning?**

- ☐ Answer \_\_\_\_\_

**1.5 What is the role of the Government in the coordination of development effectiveness? Is the Government playing a leadership role in the process? Are there any Government-led structures of donor coordination?**

- ☐ Answer \_\_\_\_\_

**1.6 Has the UN system played any role in facilitating development coordination? How actively and constructively has the UN participated in donor coordination?**

- ☐ Answer \_\_\_\_\_

**Please select ONE answer for each question that best reflects your perception of the following statements:**

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
1.7 The UN programme in the Kyrgyz Republic has been focused on issues that are crucial to the country's development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
1.8 The UN system in the Kyrgyz Republic has adequately addressed the needs of women, children, and the most vulnerable groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

1.9 The UN programme in the Kyrgyz Republic has been synergetic to the efforts of development partners	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.0 The UN system in the Kyrgyz Republic has operated as one	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.1 Coordination and cooperation among UN agencies in the Kyrgyz Republic has been strong	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.2 Joint programming among UN agencies has been key feature of the UN system in the Kyrgyz Republic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.3 The UN system in the Kyrgyz Republic has adequately informed development partners about its activities and results	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.4 The UN system in the Kyrgyz Republic has been flexible in its response to the changing context in the country, especially in light of COVID-19	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**2.5 What would you identify as the UN's strengths and key areas of competency in the Kyrgyz Republic?**

☐ Answer \_\_\_\_\_

**2.6 Do you think there are opportunities for more joint programming by UN agencies?**

☐ Answer \_\_\_\_\_

**2.7 How does the development assistance/financing landscape look like for the Kyrgyz Republic going forward? What are the main trends and challenges?**

☐ Answer \_\_\_\_\_

**2.8 As the UN will start the preparation of its new cooperation framework for the Kyrgyz Republic, where (in which areas) do you see interest in working with UN agencies going forward?**

○ Answer \_\_\_\_\_

**2.9 Are there any additional comments you wish to make for consideration by the evaluation team?**

○ Answer \_\_\_\_\_

## **ANNEX XIII: FOCUS GROUP DISCUSSION WITH CIVIL SOCIETY REPRESENTATIVES**

*The following are a set questions to guide the semi-structured interviews with civil society representatives. Given the semi-structured nature of this questionnaire, the questions are kept broad and high-level to enable flexibility for an extensive discussion among group members. The questions are organized by the categories outlined in the evaluation ToR and will be further refined based on the data collected through survey.*

### **Transparency**

- How do you describe the process of adoption of commitments by authorities under the Agenda 2030? In what capacity, if any, have you participated in this process? To what extent nationalization of SDGs enables your organization to better fulfil its mission?

### **Relevance**

- To what extent the commitments undertaken by the authorities under the Agenda 2030 are relevant to the national priorities? Based on your own knowledge, to what extent such commitments are reflected in the national policy document and how relevant are they to the day-to-day work of the public authorities?
- How does the adoption of Agenda 2030 influence your organization in your line of work? Does it help your organization become more relevant and visible? Has this enabled you to mobilize additional resources in order to fulfil your mission?

### **Effectiveness**

- What do you see as the main achievements of the Government in terms of implementing the Sustainable Development Agenda? In your opinion, what are the top 5 challenges holding back implementation of SDGs?
- How has the collaboration between your organization and UN agencies contributed towards the achievement of specific outcomes in your area of work? Has any part of the collaboration been directed at advancing gender equality and human rights and addressing the needs of the most vulnerable groups?

### **Efficiency**

- Based on your understanding, how do you describe the framework of cooperation between the UN agencies and the public authorities of the Kyrgyz Republic? What is the role of the civil society in this regard?
- How do you describe the partnership between your organization and the UN? What did not work so well and can be improved in the future?

### **Enabling Factors & Recommendations**

- How do you see The Kyrgyz Republic's needs and priorities evolving in the coming years? How well positioned in the UN system to provide support to those needs and priorities? How do you see the cooperation of The Kyrgyz Republic with the UN system evolving and in which areas do you see the greatest potential for future work?





## **ANNEX XIV: SEMI-STRUCTURED INTERVIEWS WITH KEY STAKEHOLDERS**

*The following are a set questions to guide the semi-structured interviews with Government officials. Given the semi-structured nature of this questionnaire, the questions are kept broad and high-level to enable flexibility for an extensive discussion among group members. The questions are organized by the categories outlined in the evaluation ToR.*

### **Relevance**

- To what extent the commitments undertaken by the authorities under the Agenda 2030 are relevant to the work of your Ministry? To what extent the priorities of your Ministry are aligned with the Sustainable Development Agenda? Please name the key policy documents developed under your ministerial mandate which contribute to the implementation of the SDGs.
- Please name the key policy documents which were developed and/or implemented with the UN support in the past 2-3 years. To what extent these documents take into account the principles of gender equality and human rights and addressed the needs of the most vulnerable groups?

### **Effectiveness**

- What do you see as the main achievements of your Ministry in terms of implementing the Sustainable Development Agenda? In your opinion, what are the top 5 challenges holding back implementation of SDGs?
- Based on your knowledge, what level of support is provided by the UN agencies in the implementation of SDGs? Is any of that support directed at advancing gender equality and human rights and addressing the needs of the most vulnerable groups? How critical is the support to the performance of your Ministry?
- Has the UN supported the ministry/institutions and its work in any other way? If so, how?

### **Efficiency**

- To what extent the human and financial resources at the disposal of your Ministries are adequate for the implementation of the Sustainable Development Agenda?
- What are the implementation mechanisms allowing a better allocation of resources towards the implementation of SDGs? Is the level of allocated resources adequate for achieving the objectives? Are the needs of the most vulnerable groups taken into account decisions related to resource allocation are taken?
- How do you describe the support provided by UN agencies your areas? How does such support relate to the achievement of the SDGs in your area?

### **Responsiveness**

- Generally speaking, have the priorities in your area changed in the past 2-3 years, with new priorities being established or others being adjusted or becoming less important? If so, how has the UN responded to the changes in priorities?
- To what extent the COVID-19 pandemic has affected the realization of the SDGs? What were the mitigation measures adopted by your Ministry in response to this situation? To what extent such response has been supported by the UN agencies?

### **Enabling Factors & Recommendations**

- How do you see Kyrgyzstan's needs and priorities evolving in the coming years? How well positioned in the UN system to provide support to those needs and priorities? How do you see your cooperation with the UN system evolving and in which areas do you see the greatest potential for future work?

## ANNEX XV: LIST OF STAKEHOLDERS ENGAGED IN INTERVIEWS AND FGD

### List of Participants in Interviews

No.	Persons	Organization
1.	Ozonnia Ojielo	UN RC
2.	Adnan Quereshi	FAO
3.	Louise Chamberlain	UNDP
4.	Aidai Arstanbekova	UNDP
5.	Erkinbek Kasybekov	UNDP
6.	Nazira Artykova	WHO Country Office in Kyrgyzstan
7.	Mirza Muminovic	WHO Country Office in Kyrgyzstan
8.	Aigul Sydykova	WHO Country Office in Kyrgyzstan
9.	Nurshaiym Tilenbaeva	WHO Country Office in Kyrgyzstan
10.	Ryszard Komenda	OHCHR
11.	Hilke David	WFP
12.	Yulia Oleinik	UNICEF
13.	Gerrit Maritz	UNICEF
14.	Ulzii Jamsran	UN Women
15.	Anara Aitkurmanova	UN Women
16.	Ainura Sulaimanova	UN Women
17.	Inna Pikko	UN Women
18.	Dildora Khamidova	UN Women
19.	Gulzhan Niyazalieva	UN Women
20.	Samara Papieva	SI coordinator, RCO
21.	Samir Bejaoui	IDAF
22.	David Rinnert	DFID
23.	Gheorghe Caraseni	UNDP Eval Team
24.	Sheradil Baktygulov	UNDP Eval Team
25.	Irina Lonean	UNICEF Eval team
26.	Terrence Jantzi	WFP Eval Team
<b>National partners: Government</b>		
27.	Aisuluu Amanova	Ministry of economy and finance
28.	Galina Somohleb	NSK
29.	Yryskan Kalymbetova	NSK
30.	Lola Baimatova	NSK
31.	Mukhamed Svarov	Ministry of emergency
32.	Gulmira Alkanova	Ministry of Health & social development (Social dev. Dept)
33.	Meder Ismailov	Ministry of Health & social development (Health dept)
34.	Aizada Barieva	State Agency on environment and climate

35.	Evgeniya Boiko	Ministry of education
36.	Anarkul Bekkulieva	Ministry of agriculture and regional development
<b>CSOs/Private Sector</b>		
37.	Baigazy kyzy Indira	NGO CARDI
38.	Daniyar amanaliev	Private sector - Ololo
39.	Farkhad Pakyrov	Private sector- JIA

**List of Participants in Focus Group Discussion with UN RGs & Thematic groups**

<b>No.</b>	<b>Persons</b>	<b>Organization</b>
1.	Aisulu Sulaimanova	UNESCO
2.	Aizhan Mamatbekova	WFP
3.	Ainagul Abdrakhmanova	UNDP
4.	Elmira Shishkaraeva	WFP
5.	Gulnara Abdykalykova	UNDP
6.	Ilima Bokoshova	OHCHR
7.	Jyldyz Ahmetova	IOM
8.	Muktar Minbaev	UNICEF
9.	Olga Tkachenko	UNODC
10.	Samara Papieva	RCO
11.	Zhypar Rakisheva	UNODC

**List of Participants in Focus Group Discussion with Civil Society**

<b>No.</b>	<b>Organization</b>	<b>Persons</b>
1.	Civil Society of Internet Policy	Tattu Mambetalieva
2.	Ololo Group	Amanaliev Daniyar
3.	PF CAMP ALA-TOO	Aliya Ibraimova
4.	EdNet Public Foundation	Onola Umankulova
5.	Center for research of democratic studies	Larisa Ilibezova

## **ANNEX XVI: LIST OF RESPONDENTS TO THE UN AGENCY QUESTIONNAIRE**

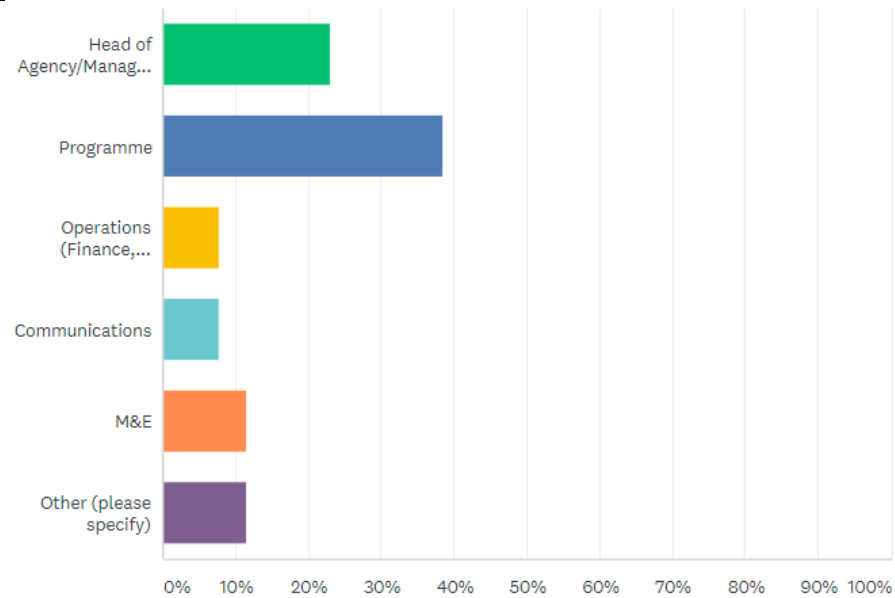
1. IFAD
2. UNIDO
3. FAO
4. UNESCO
5. UNICEF
6. UNFPA
7. RCO
8. UNAIDS
9. UNHCR
10. UNECE
11. IOM
12. UNDP
13. WFP
14. UN Women
15. ITC
16. WHO
17. ILO
18. OHCHR

## ANNEX XVII: RESPONDENTS TO THE ONLINE SURVEYS

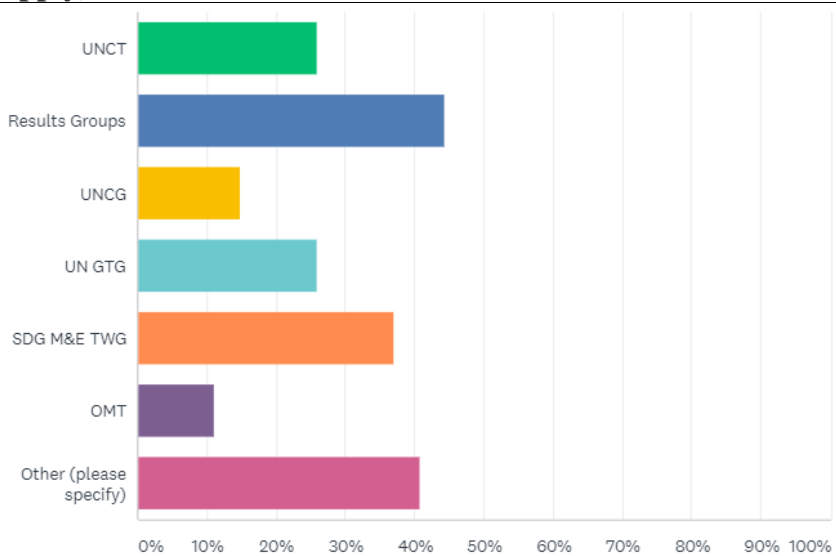
### Survey for UN Agency Staff

Which UN Agency/Entity do you work for?			
▼	FAO	15.38%	4
▼	IAEA	0.00%	0
▼	ILO	7.69%	2
▼	IOM	3.85%	1
▼	ITC	0.00%	0
▼	OHCHR	0.00%	0
▼	UN Women	7.69%	2
▼	UNAIDS	3.85%	1
▼	UNCTAD	0.00%	0
▼	UNDP	15.38%	4
▼	UNECE	3.85%	1
▼	UNEP	0.00%	0
▼	UNESCO	0.00%	0
▼	UNFPA	15.38%	4
▼	UNHCR	3.85%	1
▼	UNICEF	0.00%	0
▼	UNIDO	0.00%	0
▼	UNODC	3.85%	1
▼	UNRCO	3.85%	1
▼	UNV	0.00%	0
▼	WFP	7.69%	2
▼	WHO	0.00%	0
▼	Other (please specify)	<a href="#">Responses</a> 7.69%	2
TOTAL			26

### In what capacity do you work for the UN?



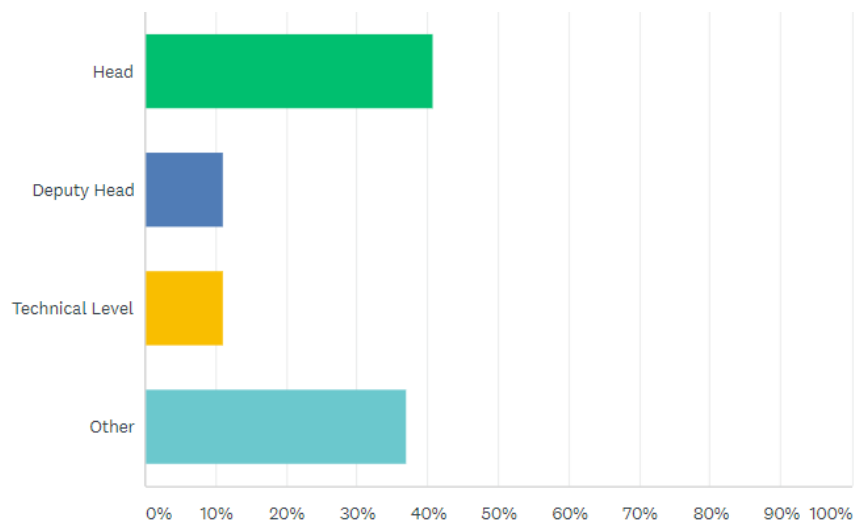
### Which of the following inter-agency groups are you a member of? (Please select all that apply)





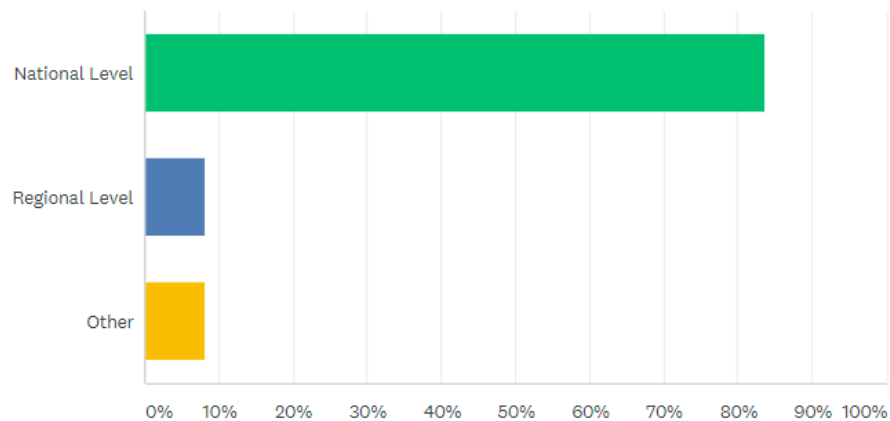
## **Survey for Government Representatives**

**Which position do you hold?**



## **Survey for Civil Society Representatives**

**At which level does your organization work at?**



## **Survey for Development Partners**

1. FCDO
2. ADB
3. Ministry for Foreign Affairs, Finland
4. International Monetary Fund Resident Representative office to the Kyrgyz Republic
5. UNFPA
6. Kyrgyz Internet Society
7. EU Delegation to Kyrgyzstan
8. Swiss Embassy in Kyrgyzstan/ Swiss Development and Cooperation

## ANNEX XVIII: EVALUATION'S TERMS OF REFERENCE

### Background:

The Kyrgyz Republic is a land-locked, lower-middle-income country<sup>116</sup> with population of 6, 4117 million people. The population is young with a median age of 25, and predominantly rural, with about 63 percent of people living in rural areas<sup>118</sup>. 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 and ranked at 120<sup>119</sup> out of 189 countries. From Europe and Central Asia, Kyrgyzstan is compared with Tajikistan and Uzbekistan, which have HDIs ranked 125 and 106, respectively.

The economy is vulnerable to external shocks owing to its reliance on one gold mine, Kumtor, which accounts for about 8 percent of GDP, and on worker remittances, equivalent to about 28 percent of GDP in 2019. To realize the country's potential, economic activities need to be diversified through increased private sector development and improved occupational skills and productivity. GDP per capita is USD 1,309<sup>120</sup> that makes the Kyrgyz republic is one of the poorest countries in the region.

A high aggregate growth over the last decade or so has not fully translated into higher income and greater jobs opportunities. Economic growth has been driven mainly by domestic consumption fueled by remittances<sup>121</sup> and less by government or private investment. While the proportion of people living under the national poverty line fell from 40 percent in 2006 to 23.4 percent in 2018<sup>122</sup>, over 36 percent of the population is vulnerable to multidimensional poverty<sup>123</sup> and income inequality. The concentration of workers in agriculture which provides employment to more than 60 percent of workers partly explains low productivity and low wages in the sector. A weak and underdeveloped business environment limits economic diversification and discourages private investment.

The Kyrgyz Republic has made progress towards the achievement of the SDGs, but the progress is uneven. There has been progress in poverty reduction (SDG 1), with a significant reduction of the income poverty rate in the last 10 years.<sup>124</sup> There has also been progress in education (SDG 4), clean water and sanitation (SDG 6), affordable and clean energy (SDG 7), and climate action (SDG 13). But progress has been relatively modest in the achievement of SDG 3 (Good health and well-being), SDG 5 (Gender equality), and SDG 8 (Decent work and economic growth). If the current trend continues, SDGs that may not be achieved by 2030 are: SDG 2 (Zero hunger), SDG 5 (Gender equality), SDG 9 (Industry, innovation and infrastructure) SDG 11 (Sustainable cities and communities), SDG 15 (Life on land), and SDG 16 (Peace, justice and strong institutions). To achieve the Sustainable Development Goals by 2030, the Kyrgyz Republic has prioritized a people-centered policy framework. To this end, national plans to ensure guarantees for legal and judicial protection of human and civil rights and freedoms, reduce inequalities, eradicate poverty, mitigate the impacts of climate change, address disaster risk reduction, invest in human development, build skills and knowledge for all segments of society, create productive jobs and healthy lives, and to promote gender equality have been implemented.

Vulnerability in Kyrgyz Republic is based upon a range of economic, security and environmental factors. Economic risks come from a weak industrial base, high dependency on food imports, remittances, and the economic situation in Russia, where a majority of Kyrgyz migrants are employed. Major security threats emanate from the instability in simmering border disputes with nonbordering countries in the south of the Kyrgyz Republic. In addition, due to its geology, hydrology, and topography, the Kyrgyz Republic is highly vulnerable to climate

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<sup>116</sup> <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

<sup>117</sup> <https://www.worldbank.org/en/country/kyrgyzrepublic/overview#1>

<sup>118</sup> <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS>

<sup>119</sup> <http://hdr.undp.org/en/countries/profiles/KGZ#>

<sup>120</sup> <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=KG>

<sup>121</sup> The Kyrgyz Republic had the world's highest remittances to GDP ratio equivalent to 28.5 percent of GDP.

<https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS?locations=KG>

<sup>122</sup> <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=KG>

<sup>123</sup> <https://www.unicef.org/kyrgyzstan/media/6651/file/Multidimensional%20Poverty%20Assessment.pdf>

<sup>124</sup> From 62 percent in 2000 to 22 percent in 2018. World Bank data, 2020.

<https://data.worldbank.org/indicator/SI.POV.NAHC?locations=KG>

change and disasters that can result in economic losses and internal displacement. Climate projections point to higher temperatures and reduced precipitation, reduction in ice cover and changes in hydrological cycles which will result in greater frequency of extreme events such as flooding, droughts and storms.<sup>125</sup>

Capacity deficits in governance, public finance, policies, and programmes limit the coverage and quality of services to vulnerable people. Poor households are often the most vulnerable. Moreover, vulnerabilities exist among population segments who are not necessarily poor. In Kyrgyz Republic, children, and women, particularly those from excluded groups, are most affected by poverty, which is concentrated in remote, rural areas. Persons at greatest risk of exclusion and being left behind include: some groups of women, children from low-income and single parent households, persons with disabilities and especially children with disabilities in residential care, people living in isolated rural communities, seasonal migrants and their families that have been ‘left behind’, and older persons.

The COVID-19 pandemic is unprecedented in terms of scale, complexity and impact across the country. As of 24 November, the pandemic infected 70,366 people and taken 1,241 lives. The Government of the Kyrgyz Republic has taken important steps to contain the spread of COVID-19, but much more remains to be done. Health sector response has not yet been able to respond to health needs of population. Although the National Contingency Plans were flexible and aligned with the prevailing transmission scenarios, existing capacity is limited in terms of the number of beds in the observation and treatment centers. There have been serious gaps in preparedness in such areas as coordination (including planning scenarios), safety (including for hospital staff), and communication (including outreach to local communities), as well as in clinical, nursing, and other support services. Due to lockdown and budget insufficiency majority of regular health services have been suspended. Most suffering were patients with chronic diseases, most of affected by the disease and its multiple complications such as pneumonia and multi-organ failure. On the top of all this problem all Central Asian countries faced common challenges with procurement and delivery of essential medicines and life-saving procurement.<sup>126</sup>

The COVID-19 pandemic is not just a public health emergency but has also aggravated societal challenges such as unemployment and hunger, and highlighted the vast inequalities in the countries, which in turn impacted national ability to handle the crisis. It revealed systemic problems in education, public service competencies, governance, and decision making. The pandemic has put the country’s public finances under considerable strain. The overall decline in economic activity has led to a massive drop in public revenues: revenues from trade tax, social security contributions and value-added tax (VAT) have all but vanished, and are expected to remain low as the crisis unfolds.<sup>1</sup> While the Government has launched a series of emergency schemes, including the provision of loans, guarantees, benefits and subsidies, <sup>8</sup> these are unlikely to offset the pandemic’s negative impacts. Combined with the essential increase in health expenditures,<sup>9</sup> national responses to the pandemic have already significantly raised levels of public expenditure, and expenditure requirements – not least for the health response in light of the recent surge in confirmed COVID-19 cases – are still rising.

The United Nations in Kyrgyzstan is represented through 18 UN Agencies, Funds and Programmes jointly implementing the UN Development Assistance Framework (UNDAF 2018-2022). The four expected outcomes of the UNDAF were identified jointly by the Government, the UN, civil society and other development partners. They concern:

Sustainable and inclusive economic growth

Good Governance, rule of law, human rights and gender equality

Environment, climate change, and disaster risk management

Social protection, health and education

The process of UNDAF development was highly participatory and consultative. Beyond traditional partners embodied in state institutions and civil society representatives, the UN System also consulted academia, representatives of youth and general public, as well as the international community partners.

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<sup>125</sup> Kyrgyz Republic’s Third National Communication to the UNFCCC

<sup>126</sup> <https://kyrgyzstan.un.org/index.php/en/111474-covid-19-response-and-early-recovery-plan-annual-progress-report-kyrgyzstan>

The UNDAF was aligned to the National Development Strategy 2040<sup>127</sup> and its successive Mid-Term Development Plans. All three planning frameworks are aligned to Agenda 2030.

Four outcomes serve as a mutual accountability framework between the Government and UN system agencies. The ‘Delivering-as-One’ approach entails:

A Strategic Coordination Committee comprising senior Government and UN representatives to provide overall strategic guidance and oversight,

A single set of coherent results and strategies for cooperation between the Government and UN system agencies, and

Results Groups at the outcome level responsible for joint work planning, implementation support, monitoring, and reporting against planned results.

In respect to identified priority areas, four Results Groups were established to closely monitor implementation of programmes in specific thematic areas. Each Results group is co-chaired by a senior UN official and a representative of the Government. These platforms are used for discussion of opportunities for collaboration, designing joint initiatives and annual joint workplans as well as reporting on major results and achievements made towards set targets. The results groups also discuss key priorities and sector specific challenges for implementation of the programme, and resource mobilization, etc. Internally the UN discusses the coordination and monitoring of the UNDAF through a UNDAF coordination and M&E group.

The United Nations in the Kyrgyz Republic takes strategic decisions in the UN Country Team (UNCT), made up of Heads of all Agencies. The Programme Management Team is composed of senior programme officers and provides strategic advice to the UNCT. The Operations Management Team (OMT) ensures that programme implementation is effectively supported through harmonized and simplified procedures through, inter alia, implementation of Business Operations Strategy (BOS), common services and business solutions on financial management, reporting, procurement and human resource management. The UN Communications Group (UNCG) undertakes strategic communication and advocacy to raise awareness of key SDG issues among the larger public as well as provide visibility to key achievements and results. The UN Gender Theme Group (GTG) is established to strengthen UNCT performance and accountability for gender mainstreaming through policy advice and coordination on normative and programming issues, promoting inter-agency collaboration under the structure of UNDAF framework ensuring Gender Equality and Women Empowerment (GEWE) in planning, programming, implementation, evaluation and reporting. UN SDG Group serves to coordinate and harmonize the efforts of the United Nations (UN) System in the Kyrgyz Republic to support the Government of the Kyrgyz Republic in the implementation of the 2030 Agenda. There is also UN Youth Thematic Group that coordinates among UN agencies and with other external partners on youth issues in line with the UN Youth 2030 Strategy at country level. UN Migration Network will facilitate effective, timely and coordinated United Nations (UN) system-wide actions supporting and contributing to effective migration management in the Kyrgyz Republic. There is JUNTA (Joint UN Theme group on HIV/AIDS) that is a forum to plan, manage and monitor a coordinated UN response in HIV/AIDS and a COVID-19 coordination team.

Purpose:

Evaluation of UNDAF Kyrgyzstan is an external, impartial, and independent exercise aimed at generating an objective assessment of results, successes, challenges, and lessons learned through the implementation of the UNDAF. The evaluation builds on the UNDAF mid-term review and aims to assess whether expected results were achieved, if other unintended positive or negative results are observed, and whether the UNDAF made an

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<sup>127</sup>Strategy 2040 is available at :

[http://www.president.kg/ru/sobytiya/12774\\_utverghdena\\_nacionalnaya\\_strategiya\\_razvitiya\\_kirgizskoy\\_respubliki\\_na\\_2018\\_2040\\_godi](http://www.president.kg/ru/sobytiya/12774_utverghdena_nacionalnaya_strategiya_razvitiya_kirgizskoy_respubliki_na_2018_2040_godi)

effective, coherent, sustainable, and cost-efficient contribution to national development processes to achieve the 2030 Agenda.<sup>128</sup>

The evaluation will also identify synergies, gaps, overlaps and missed opportunities, ultimately assessing overall UN in the Kyrgyz Republic contribution to national efforts to achieve SDGs and other national development priorities.

The evaluation will be forward-looking and will inform the process of developing the forthcoming UN Sustainable Development Cooperation Framework for the 2023-2027 programming cycle. Results of the evaluation will also be shared with national and international stakeholders and partners to ensure alignment and synergy of all those working towards sustainable development.

Beyond assessing results, this evaluation should be seen as an instrument for achieving system-wide oversight, transparency, accountability and collective learning, in line with demands of the UN General Assembly Resolution 72/729 that outlined principles of the ongoing UN Reform.

The UNDAF evaluation process will build on existing agency- and programme-specific evaluations such as UN agency country programme midterm reviews, progress reports and final evaluations, agency portfolio evaluations, and joint programme evaluations. The UNDAF evaluation will also build on the programme and project evaluations conducted by each agency.

The evaluation will also take the outcomes of national evaluations or review processes, including the Voluntary National Review, as reference points in assessing how the UN System supported the actions of the government and the people and contributed to implementation of national priorities and the SDGs. Human rights and gender equality assessments will be mainstreamed throughout all aspects of the UNDAF evaluation.

The evaluation will produce a series of recommendations to ensure the UN in the Kyrgyz Republic remains relevant in the next cycle of cooperation framework development and help realize these intentions through ongoing dialogue with stakeholders as well as through formalization of a management response.

#### Scope:

**Results.** The evaluation should assess the results collectively achieved by the UN in Kyrgyz Republic against the overall results framework of the UNDAF 2016-2022 and its implementation instruments, specifically the Joint Annual Work Plans with defined outputs and output indicators, targets and activities. The scope covered by the evaluation includes examining UNDAF programming principles (human rights-based approach, gender equality and women's empowerment, sustainability and resilience, accountability), overall strategies and outcome/output specific strategies included in the UNDAF itself. Particular attention should be paid to the UN response to COVID-19 crisis in the Kyrgyz Republic.

**Timeframe.** The evaluation focuses on the period of the current UNDAF implementation, from January 2018 to present. Exceptionally, some results might be related to efforts from earlier years, which needs to be taken into account, in which case the specific scope of the approach needs to be adjusted accordingly.

**Geography.** The main focus of the evaluation is national level efforts and results however the evaluation may also include sub-national level interventions as relevant.

**Organization.** The evaluation should also review efficiency and effectiveness of the UNDAF-related institutional structure - the one established and shared with the Government of the Kyrgyz Republic, as well as the internal UN structure – established to deliver on progress towards the SDGs and Agenda 2030. At the same time, the evaluation should also address aspects of technical support and oversight from regional and global UN structures. Due consideration should be given to the activities of the agencies without a formal country programme but rather a project presence, activities implemented as part of global or regional joint programmes, and the activities of agencies delivering remotely from regional hubs.

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<sup>128</sup> United Nations Sustainable Development Group, United Nations Sustainable Development Cooperation Framework - Internal Guidance, 2019, available at: [https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019\\_1.pdf](https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf)

## Objectives:

Specific objectives of UNDAF evaluation are to:

Assess performance of the UNDAF 2018-2022, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against evaluation criteria.<sup>129</sup>

Assess the extent to which UN in the Kyrgyz Republic has been successful in achieving UNDAF Outcomes as a contribution to national development priorities and the 2030 Agenda for Sustainable Development.

Assess whether the strategic intent, principle and spirit of the UNDAF has been taken forward by UN entities and identify the factors that have affected the ability of the UN to deliver integrated policy and programme actions.

Generate evidence and lessons learnt based on the assessment of the current performance of Outcomes and Outputs that inter alia, can be used to accelerate implementation of the current UNDAF in its final 18 months.

Generate a set of impact stories on key strategic priorities such as UN Reform and UN results changing lives of people on the ground as well as a set of key advocacy messages on strategic UNDAF priorities.

Provide a set of actionable recommendations based on credible findings, to be used for organizational learning, and identify lessons learned and good practices that will inform the new Cooperation Framework cycle 2023-2027, bearing in mind the new guidance for development of UN Sustainable Development Cooperation Framework in line with the ongoing UN Reform.<sup>130</sup>

## Management of the evaluation:

As per UNEG norms and standards, UNDAF evaluations should involve all key stakeholders from the start, in order to bolster ownership and, consequently, use of evaluation findings. The UNDAF Evaluation Team led by the Team Leader will work under the supervision of a dual-tiered evaluation management structure.

The UN in the Kyrgyz Republic will establish a management structure to guide implementation of the UNDAF evaluation. The roles will include an evaluation steering committee, evaluation manager, consultation group, evaluation team, and evaluation advisor. Full terms of reference will be developed for each component of the management of the evaluation and added as annex to the Evaluation TOR.

Evaluation Steering Committee (ESC) is the Joint National Steering Committee of the UNDAF. The ESC is the main decision-making body for the UNDAF evaluation and owns the results of the evaluation. The ESC will provide endorsement of the process and validate the final deliverables of the evaluation. The ESC will also endorse the management response to the evaluation.

Evaluation Manager is the monitoring and evaluation focal point in the UNRCO. This individual is responsible for the day-to-day management of the process and adherence to the terms of reference.

Evaluation Consultation Group will be established, chaired by a UNCT member and consisting of key representatives of the PMT and UNDAF Coordination and ME Group. Decisions will be endorsed by the UNCT. This body will provide a strategic overview and technical expertise of the evaluation process, review the findings and follow up on the management response.

Evaluation Advisor from DCO HQ/RO will provide quality assurance and liaise with UNEG.

Evaluation Team will consist of two experts, one international and one national. The Terms of Reference are detailed in the annex.

## Methodology:

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<sup>129</sup> Evaluation criteria are in line with new OECD/DAC Evaluation Criteria, from December 2019. Document available at: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>130</sup> For more information on new UN Cooperation Framework guidance, please follow the link: [https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019\\_1.pdf](https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf)



Methodological approach. The evaluation is based on United Nations Sustainable Development Cooperation Framework - Internal Guidance<sup>131</sup>, and guided by Norms and Standards<sup>132</sup> and the Ethical Guidelines for Evaluation<sup>133</sup> of the United Nations Evaluation Group (UNEG) and OECD/DAC Evaluation Criteria<sup>134</sup>. The evaluation should pay particular attention to the principles of leaving no one behind, human rights-based approach and gender equality. The evaluation should adhere to UNEG guidance on gender equality and human rights (this reference should be made explicit in the ToR). A recent “Meta-synthesis of United Nations Development Assistance Framework (UNDAF) Evaluations with a Gender Lens” (UNEG, December 2019) is a very important reference for the preparation of this evaluation process. As you will note, the synthesis indicates that while there have been significant efforts and progress, the pace of change is inadequate to attain an optimal level of quality and gender responsiveness of UNDAF evaluations.

The approach of the evaluation shall be participatory, flexible in design and implementation, ensuring stakeholder participation and ownership through consultation and validation, and facilitating learning and feedback. It will reflect and embody human rights-based and equity-focused approach reflecting gender sensitivity and diligent attention to ethical issues, with special focus on vulnerable categories of populations. Whether specific components of the evaluation will be in person or virtual will be assessed based on the pandemic developments over the coming months.

Data Collection. The evaluation will draw upon secondary quantitative and qualitative data gathered through desk review and official requests for government data. Primary data will be gathered only where secondary data is not available and as needed to assess specific evaluation criteria, for example the use of survey tools or key informant interviews with stakeholders. UN in the Kyrgyz Republic welcomes use of alternative data generating approaches that add further value.

Interviews will be conducted with government counterparts (national and sub-national level), partners from the international community, representatives of key civil society organizations, UNCT members, and implementing partners. As this is a strategic evaluation field visits are not expected but interviews with sub-national partners are required, whether in person or virtual is to be determined.

Data should be systematically disaggregated by sex and age and, to the extent possible, disaggregated by geographical region, disability, migrant status and other contextually relevant demographic variables determining those left farthest behind.

Adherence to a code of ethics and a human right based and gender sensitive approach in the gathering, treatment and use of data collected should be made explicit in the inception report.

Stakeholder participation. The UNDAF evaluation will be conducted in a participatory manner, ensuring the involvement of key stakeholders (e.g. government, civil society organizations, beneficiary/vulnerable groups and international partners) in all phases of the evaluation, based on a comprehensive inception mission (may be virtual depending on circumstances) and due diligence.

Validation. All findings should be supported with evidence. Triangulation will be used to ensure that the information and data collected through various sources and methods are valid. A report will be prepared including identified constraints and lessons in relation to the priority interventions as well as specific recommendations to the UNCT.

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<sup>131</sup> United Nations Sustainable Development Group, United Nations Sustainable Development Cooperation Framework - Internal Guidance, 2019, available at: [https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019\\_1.pdf](https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf)

<sup>132</sup> United Nations Evaluation Group, Norms and Standards for Evaluation, 2016, available at: <http://www.unevaluation.org/document/detail/1914>

<sup>133</sup> United Nations Evaluation Group, Ethical Guidelines for Evaluation, 2008, available at: <http://www.unevaluation.org/document/detail/102>

<sup>134</sup> Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC), Network on Development Evaluation, Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use, 2019, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

Evaluation criteria. The evaluation should rely on latest Evaluation Criteria adopted by the OECD's Development Assistance Committee in December 2019. The evaluation criteria chosen for the UNDAF evaluation should be aligned to the UNDAF midterm review evaluation criteria and will be agreed between the evaluation team and the evaluation manager and consultative group:

Relevance: is the intervention doing the right things?

Coherence: how well does the intervention fit?

Effectiveness: is the intervention achieving its objectives?

Efficiency: how well are resources being used?

Impact: what difference does the intervention make?

Sustainability: will the benefits last?

Other areas of interest for the evaluation include UN Coordination and Coherence, UNDAF programming principles (human rights-based approach, gender equality and women's empowerment, sustainability and resilience, and accountability) and other aspects that influence the programming cycle.

Evaluation limitations. Given that outcomes are, by definition, the work of a number of partners, and UNDAF outcomes are set at a very high level, attribution of development change to the UN System in the country (in the sense of establishing a causal linkage between a development intervention and an observed result) may be extremely difficult and in many cases infeasible. The evaluation will therefore consider contribution of the UNCT to the change in the stated UNDAF outcomes and the evaluators will need to explain how the UNCT contributed to the observed results and identify factors affecting such contribution. To make the assessment, first, the evaluators will examine the stated UNDAF outcome; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy/strategies and actions in support of that change. Second, evaluators will examine the implementation of UNDAF strategy and actions in support of national efforts. Finally, bearing in mind that the evaluation itself is conducted some 18 months before the end of the programming cycle, evaluators need to factor in that some results might still be achieved along the course of the current programming cycle. COVID-19 limitations should be taken into account and addressed during the inception and other stages of the evaluation.

Ethics. Evaluation must be conducted with the highest standards of integrity and respect for human rights and gender equality; and for the 'do no harm' principle for humanitarian and emergency response. Evaluators must respect the rights of institutions and individuals to provide information in confidence, must ensure that sensitive data is protected and that it cannot be traced to its source and must validate statements made in the report with those who provided the relevant information. Evaluators should obtain informed consent for the use of private information from those who provide it. When evidence of wrongdoing is uncovered, it must be reported discreetly to a competent body (such as the relevant office of audit or investigation).<sup>135</sup>

At every stage of the evaluation process, the following principles should be observed:

Independence - the evaluation team should be demonstrably free of bias, able to exercise independent judgement and ensure that they are not unduly influenced by the views or statements of any party.

Impartiality – the evaluation team shall (i) operate in an impartial and unbiased manner at all stages of the evaluation, (ii) collect diverse perspectives on the subject under evaluation and (iii) guard against distortion in their reporting caused by their personal views and feelings.

Credibility – the evaluation team shall base their findings and conclusions based on reliable data and observations, appropriately reflecting the quality of the methodology, procedures and analysis used to collect and interpret data.

Conflicts of Interest - the evaluation team shall not have had any responsibility for the design, implementation or supervision of any of the projects, programs or policies that they are evaluating.

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<sup>135</sup> United Nations Evaluation Group, Norms and Standards for Evaluation, 2016, available at: <http://www.unevaluation.org/document/detail/1914>



Honesty and Integrity - the evaluation team will accurately represent their level of skills and knowledge and accurately present their procedures, data and findings, including ensuring that the evaluation findings are not biased.

Accountability - the evaluation team shall complete the evaluation deliverables within the timeframe and budget agreed and give the evaluation manager early notice of any change to the evaluation plan or any risks to the successful completion of the evaluation.

#### Timeline and Deliverables

The evaluation will be conducted in three main phases:

##### Phase 1- Inception phase:

Collection of reference material: The Evaluation Manager in close consultation with the Consultative Group will compile a list of background material, documents, and reports relevant to the UNDAF evaluation.

Analysis of reference material and desk review: The evaluation team (international and national consultant) is responsible for reviewing the reference documents, reports and any other data and information.

Appointment of evaluation institutional setup – Evaluation Steering Committee, Evaluation Manager, Evaluation Consultative Group and Evaluation Advisor.

Selection of Evaluation Team: Under the leadership of the Office of UN Resident Coordinator, the UNCT will jointly recruit appropriate consultants, one international and one national, who will provide expertise in conducting the evaluation.

Desk review and inception report - the Evaluation Team, facilitated by Evaluation Manager and Consultative Group, will develop an inception report that will include:

clear purpose and scope of the evaluation, which includes a clear statement of the objectives of the evaluation and an outline of the main issues to be examined,

an outline of the evaluation criteria, their relevance to the exercise, and questions that the evaluation will use to assess performance,

a hypothesis of how the UNDAF has met the evaluation criteria based on the reference material and desk review

the evaluation methodology to be used to explore the hypothesis, including the gap analysis and methods used for collecting data and their sources, data collection tools with an explanation of their reliability and validity. The methodology will take into consideration country-level data limitations,

an evaluation matrix which identifies the key evaluation questions, and an indication of how the team expects these questions to be answered,

evaluation workplan outlining tasks, a revised schedule of the evaluation milestones and responsibility of the evaluation team members and the evaluation management structure.

This inception report will be shared with the evaluation advisor for quality assurance.

During the inception mission the evaluation team will conduct a stakeholder analysis followed by in-country consultations with key stakeholders, to ensure that their views on issues that need to be considered, potential sub-questions, etc. are incorporated into the UNDAF evaluation. The inception mission (virtual or in person to be confirmed still) will also highlight the key questions the evaluation will ask in order to be forward-looking and useful in considering what will be important in the future and for the preparation of the new UN Sustainable Development Cooperation Framework.

##### Phase 2 – Conduct of data collection activities and the preparation of the evaluation reports:

Main data collection: The evaluation team will conduct data collection activities as guided by the inception report. They will conduct agreed-upon interviews with stakeholders either in person or virtually. At the end of the data collection activities, a meeting will be organized by the evaluation team with key stakeholders, to present preliminary findings and validate these preliminary findings with stakeholders.

Data analysis and reporting: The evaluation team will conduct further data analysis based on all information collected and prepare a draft evaluation report within three weeks of completion of the main data collection and analysis activities. The UNDAF Evaluation Team will submit the report to the Evaluation Manager.

Review of the draft report and finalization of the report: the draft UNDAF Evaluation Report will be submitted for factual correction to the Evaluation Manager who will organize a validation workshop with the Consultation Group.

Final comments: The evaluation team will submit a revised draft after the validation workshop to the Consultation Group along with a comments matrix. This final draft should be written in a clear and concise manner that allows readers to easily follow its logic. It should not be overly filled with factual descriptions, especially those available elsewhere. The focus of the report should be to present the findings, the conclusions, and the recommendations in a logical and convincing manner. It should contain:

Title Page

List of acronyms and abbreviations

Table of contents, including list of annexes

Executive Summary

Introduction: background and context of the UNDAF

Object of Evaluation – description of the UNDAF, logic model and theory of change, results framework, assumptions and external factors likely to affect success, purpose and scope of evaluation, etc.

Evaluation Methodology – conceptual framework, evaluation criteria, data sources, human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development, limitations, etc.

Evaluation Findings including four impact stories per Outcome

Evaluation Conclusions and Lessons Learned

Key recommendations

Evaluation Management Response matrix

Annexes, including: ToR, inception report, list of persons interviewed, summary of field interviews and visits, list of documents reviewed, online survey and/or questionnaire (if any) used and summary of results and any other relevant material that supports evaluation findings and recommendations

Quality Assurance: The revised draft will be submitted to the Evaluation Advisor for quality assurance after which the report will be submitted to the steering committee for endorsement.

Phase 3 - Follow-up phase:

The UNCT together with the Office of the UN Resident Coordinator will conduct follow-up activities, as guided by their respective processes and mandates. In the context of the UNDAF Evaluation follow up activities include:

Preparation of the Management Response - once the report is finalized, the Evaluation manager and the consultative group must coordinate to prepare the formal Management Response to the evaluation. It should contain general remarks from the Joint Country Steering Committee and the UNCT on the content of the report, followed by a response to each recommendation (normally prepared in tabular format) and a follow-up mechanism. The management response will be presented for discussion in a stakeholder workshop and quality assurance with the Evaluation Advisor.

Dissemination of the evaluation findings and recommendations through stakeholder workshop (TBC whether virtual or in person) - an opportunity to generate buy-in of the evaluation findings, conclusions and recommendations, as well as the management response. Through open discussion, the workshop ensures the UNCT, national counterparts and development partners to be on the same page in terms of future strategic direction. The participation of the evaluation team in the workshop is required. A broad range of partners and

stakeholders should be invited to the workshop. The evaluation report and the management response should be presented at the workshop and the way forward should be discussed.

Dissemination of at least two key impact stories related to UN Reform and improved results due to joint UN action as identified during evaluation.

Implementation of a Management Response, in particular those elements related to the design process of the new UN Sustainable Development Cooperation Framework.

#### Evaluation Calendar

Phase 1- Preparation	Responsible Parties		Timeframe	
	Lead Party	Other Parties	Begin	End
Evaluation Steering Committee (ESC) is established	UNCT, RCO	National counterparts	March 2021	March 2021
Evaluation Manager is identified	UN RCO		March 2021	March 2021
Evaluation Consultation Group Members (ECG) are designated.	UNCT, RCO	PMT and MEG	March 2021	March 2021
Evaluation Advisor is identified	RCO	DCO HQ	March 2021	March 2021
Drafting, consulting and finalizing the TOR: RCO is responsible for drafting the TOR, in close consultation with the ESC that will validate the final TOR	RCO and ECG	MEG	March 2021	March 2021
Selection of an Evaluation Team: the RCO and ECG will open a bidding process for the recruitment of an Evaluation Team based on the agreed upon TOR for the evaluation. An Evaluation Team will be selected by the ECG based on an assessment of the proposals received against selection criteria developed. Interviews may also be conducted with candidates.	RCO and ECG	MEG	March 2021	April 2021
Contracting of Evaluation Team: the UNDP Operations on behalf of the RCO prepares a contract with the Evaluation Team/consultants based on their agreement to conduct the evaluation according to the specifics outlined in the TOR. The contract outlines the responsibilities of the Evaluation Team, duration, fees, travel, etc.	UNDP Operations and RCO	UNCT	March 2021	April 2021
Phase 2- Conduction of the Study	Responsible Parties		Timeframe	
	Lead Party	Other Parties	Begin	End
Briefing of the Evaluation Team: the ECG, in close collaboration with the UN RGs Secretariats and M&EDG, provides access to all relevant documentation to the Evaluation Team. All relevant stakeholders facilitate access to all necessary information.	ECG, RCO	UNCT, RGs and MEG	April 2021	April 2021
Development of an evaluation work plan: in consultation with the ECG, the evaluation team, prepares a detailed work plan outlining specific dates for key deliverables.	Evaluation Team, RCO	ECG	April 2021	April 2021

Inception Stage: to clarify the understanding and expectations of how the evaluation will be undertaken, the Evaluation Team will present to the ESC/UNCT and ECG an Inception Report that refines the overall evaluation scope, approach, design and timeframe, provides a detailed outline of the evaluation methodology.	Evaluation Team, RCO	ECG	April 2021	May 2021
Data Collection including mission to the country: The Evaluation Team collects data deploying various data collection methods agreed upon in the Inception Report such as observation, interviews, focus groups and surveys. Relevant stakeholders from UNCT and the different UN agencies will facilitate access to information and provide all necessary logistical and organizational support.	Evaluation Team, RCO	ECG	May 2021	June 2021
Preliminary findings (Draft Evaluation report and comments matrix): The Evaluation Team delivers a presentation on the evaluation preliminary findings to the ESC/UNCT and ECG.	Evaluation Team, RCO	UNCT, PMT, ESC, ECG, MEG	June 2021	June 2021
Final Report: Evaluation Team prepares the report in accordance with the UNEG Norms and Standards. The report has to be logically structured, containing evidence-based findings, conclusions, lessons and recommendations.	Evaluation Team, RCO	UNCT, PMT, ESC, ECG, MEG	July 2021	July 2021
Evaluation Team delivers a presentation for the ESC and ECG.	Evaluation Team, RCO	ECG and ESC, MEG	July 2021	July 2021
ECG and ESC provide final feedback to the Evaluation Team.	ECG and ESC, UNCT, RCO	Evaluation Team	August 2021	August 2021
Evaluation Team produces a final report based on the final feedback.	Evaluation Team, RCO	ECG and ESC, UNCT, RCO	August 2021	August 2021
Phase 3- Follow- up	Responsible Parties		Timeframe	
	Lead Party	Other Parties	Begin	End
Dissemination of Evaluation Findings: through the release of the evaluation report. The report is disseminated broadly to internal and external stakeholders, partners, donors and other interested parties. Special efforts should be made to distribute or make the evaluation findings accessible to vulnerable and marginalized groups. The report will also be published on the UNCT website and shared with UN DCO for posting on the UNSDG website.	RCO	UNCT	September 2021	September 2021
Extraction and Sharing of Lessons Learned: ECG will ensure lessons learned from evaluation are extracted and disseminated in order to contribute	RCO	UNCT	September 2021	September 2021

to strategic planning, learning, advocacy and decision-making at all levels. Lessons should be applied in the design of the following Programme cycle and can feed into knowledge management processes internally.				
Development of the Evaluation Management Response: UNCT/ESC issues a management response that outlines agreed upon actions as to how the evaluation findings and recommendations will be addressed by the UNCT. The Evaluation Management Response should be issued within two months after the evaluation findings become available and shared with DCO and other entities.	UNCT	National counterparts	September 2021	September 2021
Follow up of implementation of management response actions: This step is beyond the completion of the normal evaluation process and it is normally done as part of annual planning and review processes by the UNCT and other stakeholders	UNCT	National counterparts	September 2021	September 2021

Deliverable	Deadline	Responsible
Inception Report, including presentation to Consultative Group and Evaluation Advisor	25 April 2021	Evaluation Team
Data collection and validation workshop	1 June 2021	Evaluation Team
Draft Evaluation report and comments matrix	25 June 2021	Evaluation Team
Final Evaluation report and stakeholder workshop	15 July 2021	Evaluation Team
Management response	15 August 2021	Evaluation Manager and Consultation Group

Annexes:

Reference materials

Provisional list of the documents as a starting point for the inception report and secondary data collection includes:

UNDAF Kyrgyz Republic 2018-2022

National Development Strategy and its Mid-Term Development Programmes

UNDAF Joint Workplans

UNDAF Results Reports

UN Kyrgyz Republic MAPS report

Kyrgyz Republic Voluntary National Review 2020

Business Operations Strategy 2020-2024

Annual UN Communications Strategies and Workplans

Gender Scorecard 2018

COVID related thematic assessments including SERF

UNINFO Information Management System data on gender, youth and disability and SDG progress

Agency specific and programme evaluations conducted by UN entities during the UNDAF cycle.

Reports of Human Rights Treaty bodies and mechanisms concerning Kyrgyz Republic

Other relevant material

Job title: Evaluation Consultants for final evaluation of UNDAF 2018-2022 in the Kyrgyz Republic

Type of Position: Short-term, one International, one National

Duty Station: Bishkek, Kyrgyz Republic and home based

Duration of appointment: 40 working days, from 1 April – 31 August 2021

International Expert/Team Leader

Job description.

One international consultant, in her/his role as the Evaluation Team Leader, is expected to coordinate the work of other team member(s). The team leader will ensure the quality of the evaluation process, outputs, methodology and timely delivery of all products. The team leader, in close collaboration with the UNCT and the Evaluation Manager, will take the lead role in conceptualization and design of the evaluation and shaping the findings, conclusions, and recommendations of the report. The tasks of the team leader include:

Decides the division of labour within the evaluation team and coordinates team tasks within the framework of the ToRs.

Organise a library of relevant documents

Directs and conducts the research and analysis based on secondary and primary data sources.

Develops an inception report and details the design, methodology (including the methods for data collection and analysis criteria for selection of interventions to be further analysed, required resources), and work plan of the evaluation team.

Oversees and quality assures the preparation of the report and takes a lead in the analysis of the evaluative evidence.

Oversees the administration, and analysis of the results of the data collection exercise.

Drafts the evaluation report, and coordinates the inputs from team members.

Prepares for meetings with stakeholders to review findings, conclusions and recommendations.

Leads the validation workshop and stakeholder workshop, briefs Evaluation Consultative Group on the evaluation through informal sessions and finalizes the report based on feedback from the quality assurance process.

Delivers the final evaluation report.

Skills and experience.

Advanced university degree (Masters and equivalent) in Social Sciences, Development Studies, Economics, International Relations, or related field.

10 years of relevant professional experience, including previous substantive involvement in evaluations and/or reviews at programme and/or outcome levels in related fields with international organisations, preferably of other UNDAFs.

Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: understanding of human rights-based approaches to programming; gender considerations; environmental sustainability, Results Based Management (RBM) principles; logic modelling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches; including also on political economy and financing for development.

Strong Gender Equality and Human Rights required expertise.

Good understanding of the SDGs and their implications for development cooperation.

Good understanding of the role of the UN System in development cooperation and promotion of human rights, particularly in the context of the Kyrgyz Republic.

Sound knowledge of the country context and an in-depth understanding of at least two UNDAF priority areas

Demonstrated ability to write and communicate clearly.

Excellent written and spoken English.

Excellent report writing skills as well as communication and interviewing skills.

## Proposed Evaluation Questions

### I. Relevance (and coherence)

Under the review of relevance, the starting point will be to analyse the approach for defining UNDAF priorities and outcomes, and their links to identified demands and needs as set in the national strategic and policy documents. In connection with this, the review will analyse if UNDAF priorities, outcomes, indicators and targets remain relevant to the needs and priorities of Kyrgyz Republic and if adjustments are required.

The evaluation of UNDAF relevance will be based on the following questions:

Criterion 1: RELEVANCE			
Core questions	Questions	Data sources	Data collection method
1. 1. What is the degree of UNDAF relevance?	<p>How well was UNDAF aligned with the national policies and priorities?</p> <p>How was the Results and Resources Framework developed? What was the basis for the selection of targets and indicators? Do these targets and indicators correspond to the national frameworks?</p> <p>To what extent have the key stakeholders been involved in the UNDAF design process? Did the UNDAF respond to the needs of the vulnerable, marginalized target groups, including women, children, and men?</p> <p>How does the UNDAF align with the national policies in the specific areas and with the UN Agencies' priorities in the concerned field?</p> <p>Are the UNDAF outcomes still relevant for the country? Are there any new areas of programming that have emerged since the UNDAF was adopted that should be included in the UNDAF?</p>	<ul style="list-style-type: none"> <li>- UNDAF 2018-2020</li> <li>- UNDAF Annual Report 2018, 2019 and 2020</li> <li>- National development strategies and policy documents</li> <li>- UN Agencies staff and UNCT;</li> <li>- The partners from the Government of the Kyrgyz Republic and other development partners</li> <li>- Representatives of civil society and other governance actors from the Kyrgyz Republic</li> </ul>	<ul style="list-style-type: none"> <li>- Desk review and the analysis of secondary data</li> <li>- Interviews with UNDAF Results Groups, UN thematic groups, national/development partners and stakeholders</li> <li>- Interviews with UNCT</li> <li>- Interviews with national authorities, civil society, development partners;</li> <li>- Field visits</li> </ul>



	<p>Are there programming opportunities that are or are not reflected in the current UNDAF, e.g. such an area is WASH, migration, that influences social and economic stability and welfare of the population?</p> <p>Are the intervention logic and the hierarchy of objectives within UNDAF well-established: dynamics between outcomes and the extent to which outputs and activities allocated under different outcomes are fully aligned with their objectives?</p> <p>Is the original chain or results (contributions from outputs to outcomes) still relevant? To what extent shift of outputs from outcome to outcome may help or hinder the achievement of results? Are the UNDAF outcome indicators, targets and baselines relevant, and reliable and of required quality? Are the targets achievable and realistic?</p> <p>To what extent the current indicators have been monitored? Were they used for the preparation of annual UNDAF progress reports? Are the UN Agencies in the Kyrgyz Republic use UNDAF indicators for the agency-specific reporting practice- e.g. Results reporting within respective Country Programmes etc?</p> <p>Do the key partners in the Kyrgyz Republic support and participate in UNDAF implementation and achievements of outcomes? How?</p>		
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## II. Effectiveness

Effectiveness is a measure of the contribution made by the UN Agencies and partners towards achievement of UNDAF Outcomes; thus, progress towards the achievement of the outcomes. This is essentially a qualitative measure of immediate and observable change in the target groups/institutions as a direct result of activities and outputs achieved within the context of UNDAF 2018-2020. The review of UNDAF effectiveness includes analysis of the appropriateness of measurable indicators and targets. This will serve to investigate if the planned benefits have been delivered and received, whether assumptions at the outcomes level were relevant and adequate in explaining their achievement and whether any unplanned processes have affected the achievement of outcomes.

As indicated in the previous paragraphs, the MTR team proposes to assess effectiveness and efficiency by using annual UNDAF progress reports for 2018, 2019 and 2020, the UN Agencies annual and programme/ project reports.

The MTR team will use interviews to validate findings and substantiate conclusions and recommendations.

Criterion 2: EFFECTIVENESS			
Questions to be addressed	What to look for	Data sources	Data collection method
2.1. Are the UNCT/ UN Agencies effective in contributing to the achievement of UNDAF Outcomes?	<p>What is the current status/ level of achievement of UNDAF Outcome? What are the main results of the UN Agency related to the achievement of UNDAF outcomes?</p> <p>Are the indicators and targets for the UNDAF Outcomes appropriate (from the UN Agency perspective)? Did the UN Agency report on progress against proposed indicators and targets?</p> <p>Are the indicators “gender sensitive”- do they capture changes at the outcome level that affect women and men? Is there a need to better integrate gender equality principles in the UNDAF strategies and results frameworks? Is UNCT working to Implement the recommendations/action plan of the UNCT SWAP gender scorecard assessment? Is there a method to track allocation of the budget under UNDAF for gender mainstreaming?</p> <p>To what extent the UN and partners have managed to use the Joint Work Plans opportunity to better align their results, indicators for more effective and efficient results delivery?</p>	<p>UNDAF Progress Reports;</p> <p>UN Agencies Annual Progress Reports</p> <p>Meetings with the UN Agencies and key project partners</p> <p>Different reports, policy papers, national statistics, independent and expert reports and reports from the NGOs operating in the specific sectors</p>	<p>- Desk review and analysis of the UN Agencies Reports and other documents</p> <p>- Analysis of other secondary data</p> <p>- Interviews with the UN Agencies</p> <p>- Interviews with the national authorities and other governance actors (civil society, academia, think tanks, etc.)</p> <p>- Interviews with beneficiaries (where appropriate)</p>

2.2. What is the likelihood that the activities implemented by UN Agencies will contribute to the achievement of UNDAF outcomes?	<p>Have the UN Agencies adapted to changing external conditions to ensure a greater contribution to the UNDAF outcomes?</p> <p>Were there negative and unplanned external developments that have affected the achievement of the UNDAF outcomes? If yes, what was the response from the UNCT/ UN Agencies and what measures were implemented?</p> <p>What were the external positive effects that were supporting achievement/ contribution to the UNDAF outcomes?</p> <p>Was there any cooperation among the UN Agencies for the achievement of outcomes? How was it functioning? Was this cooperation institutionalized or on an ad-hoc basis? Are joint programmes effective tools for the achievement of outcomes?</p>	<p>Country Programme Action Plans (CPAPs) and Annual Action Plans of UN Agencies</p> <p>Annual progress reports; CPAP Evaluation reports; other documents</p> <p>Meetings with UNDAF M&amp;E Focal Points and representatives of UN Agencies/ Meetings with the key national partners</p> <p>Documents related to the political situation and socio-economic development of the Kyrgyz Republic</p>	<p>Desk review of the documents</p> <p>Interviews with UNCT, UNDAF M&amp;E Focal Points</p> <p>Interviews with national authorities and other partners</p>
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### III. Efficiency

Efficiency refers to the extent to which the UNDAF outcomes (and results under each outcome) have been achieved at a reasonable cost. Part of these efforts will be to analyse resource mobilization - specifically if UNCT managed to mobilize resources as planned for implementation of UNDAF outcomes.

This section should, in any case, take note of the limitations of the design set out under Relevance, but the focus will be on the actual use of funds within the prescribed logical framework and the project budget.

Criterion 3: EFFICIENCY			
Questions to be addressed	What to look for	Data sources	Data collection method
3.1. To what extent the existing mechanisms, including the mechanisms of coordination,	Was a sound UNDAF steering mechanism established? Did it ensure involvement and commitment of the President's Office and the Government of Kyrgyz Republic - key national	UN Agencies and the UN Country Team	- Desk review and analysis

<p>results in groups and oversight with the Government, are adequate to ensure joint alignment of results and effectiveness and efficiency in delivering results, monitoring, planning, and reporting?</p>	<p>partners and decision makers? Did it allow for efficient supervision of UNDAF implementation?</p> <p>Was the management/ operational structure for implementation of UNDAF efficient and optimal?</p> <p>Were the Results Groups instrumental for the achievement of UNDAF outcomes? Was the level of the RGs involvement in the achievement of the outcomes satisfactory? How to improve/ enhance the involvement of the members of the RGs for better results (if not satisfactory)?</p> <p>Was there a sound monitoring system established during the UNDAF implementation? Who was in-charge of monitoring? Are inputs and activities monitored regularly?</p> <p>Was the communication between the UN Agencies satisfactory? How were the results achieved and progress under outcomes communicated? Is the joint communication policy satisfactory?</p> <p>Are the UNDAF outcomes (and activities within outcomes) being coordinated with other similar interventions of other partners?</p>	<p>UNDAF Progress Report and other reports relevant to UNDAF implementation</p> <p>UNDAF Working Groups and UNDAF Steering mechanism</p> <p>UNDAF communication documents</p> <p>Projects implemented by different development partners</p>	<p>- Interviews with the development partners, representatives of other projects</p> <p>- Interviews with the key UNDAF partners and stakeholders</p>
<p>3.2. Have the UN Agencies mobilized planned resources for UNDAF implementation?</p>	<p>How effective was respective UN Agency in mobilizing and delivering resources for implementation of UNDAF outcomes? What are the challenges and opportunities in the mobilization of resources and what is the likelihood to ensure all planned resources? How this may affect the expected delivery of results under UNDAF</p> <p>Is there a common (“joint”) resource mobilization/ fundraising strategy for implementation of UNDAF? If not,</p>	<p>UN Agencies Annual Delivery Reports</p>	<p>- Desk review and analysis of the financial data- delivery of un Agencies</p> <p>- Interviews with the UN Agencies</p>

	<p>would the “joint approach” be favourable for mobilization of resources?</p> <p>To what extent did the indicators measure effectively the progress in UN contribution in advancing gender equality and social inclusion? Should more appropriate indicators be used for the further implementation of the UNDAF?</p>		
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#### IV. Sustainability (and impact)

Sustainability relates to whether the positive results under the UNDAF outcomes are likely to continue after external support ends, and also whether its longer-term effects on the wider development process can be sustained. Impact measures the degree of achievement of outcomes and changes in the priority areas. This means that there is a strong correlation between impact and sustainability since the explanatory variables are often the same for explaining impact and sustainability.

Formally, Impact can only be assessed after the end of the UNDAF. However, it is increasingly common in interim (and final) reviews to anticipate or forecast both impact and sustainability.

The following questions are suggested to assess sustainability and impact:

Criterion 4: SUSTAINABILITY (and IMPACT)			
Questions to be addressed by evaluation	What to look for	Data sources	Data collection method
4.1. What was the level of sustainability of achievements under UNDAF	<p>What was/ is the level of ownership of the UNDAF outcomes by national partners and will it continue after the end of external support?</p> <p>To what extent have stakeholders and beneficiaries and possibly other relevant interest groups been involved in the decision-making, planning and implementation of UNDAF?</p> <p>Have the results of UNDAF been embedded in the national policies?</p>	<p>UNCT Team / UN Agencies</p> <p>National partners and stakeholders</p>	<p>- Interviews with the UNCT and representatives of UN Agencies</p> <p>- Interviews with the UNDAF partners and stakeholders from the national and local levels</p>

	<p>How far are the achievements under UNDAF inserted in institutional structures that are likely to survive beyond the life of UNDAF?</p> <p>Are there sufficient national capacities to continue expanding on the results of UNDAF?</p>		
4.2. What are the direct impact prospects of the UNDAF?	<p>Is there already visible impact of UNDAF outcomes? What were the influence of UNDAF and its outcomes on development processes in Kyrgyz Republic ? What else could be expected as a direct impact of this UNDAF?</p> <p>Did the UNDAF contribute to improving communication and cooperation among the key stakeholders to address the problems in the areas in which UNDAF was operating?</p> <p>Are any external factors likely to jeopardize the impact of the UNDAF?</p>	<p>UNCT Team/ UN Agencies</p> <p>National partners and stakeholders</p>	<p>- Interviews with the UNCT and representatives of UN Agencies</p> <p>- Interviews with the UNDAF partners and stakeholders from the national and local levels</p>

## ANNEX XIX: ALIGNMENT OF UNDAF OUTCOMES WITH SGDS

UNDAF OUTCOMES	SDGs
<p><b>Outcome 1</b></p> <p>By 2022, inclusive and sustainable industrial, agricultural and rural development contribute to economic growth, decent work, improved livelihoods, food security and nutrition, especially among women and vulnerable groups.</p>	<ul style="list-style-type: none"> <li>• SDG 1: End poverty in all its forms everywhere;</li> <li>• SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture;</li> <li>• SDG 5: Achieve gender equality and empower all women and girls;</li> <li>• SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all;</li> <li>• SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;</li> <li>• SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation;</li> <li>• SDG 10: Reduce inequality within and among countries;</li> <li>• SDG 12: Ensure sustainable consumption and production patterns;</li> <li>• SDG 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.</li> </ul>
<p><b>Outcome 2</b></p> <p>By 2022, institutions at all levels are more accountable and inclusive ensuring justice, human rights, gender equality and sustainable peace for all.</p>	<ul style="list-style-type: none"> <li>• SDG 5: Achieve gender equality and empower all women and girls;</li> <li>• SDGs 8: Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour;</li> <li>• SDG 10: Reduce inequality within and among countries;</li> <li>• SDG 11: Provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women;</li> <li>• SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.</li> </ul>
<p><b>Outcome 3</b></p> <p>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>	<ul style="list-style-type: none"> <li>• SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture;</li> <li>• SDG 3: Ensure healthy lives and promote well-being for all at all ages;</li> <li>• SDG 5: Achieve gender equality and empower all women and girls;</li> <li>• SDG 6: Ensure access to water and sanitation for all;</li> <li>• SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all;</li> <li>• SDG 11: Make cities and human settlements inclusive, safe, resilient and sustainable;</li> <li>• SDG 12: Ensure sustainable consumption and production patterns;</li> <li>• SDG 13: Take urgent action to combat climate change and its impacts;</li> <li>• SDG 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development;</li> <li>• SDG 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.</li> </ul>

UNDAF OUTCOMES	SDGs
<p><b>Outcome 4</b></p> <p>By 2022, social protection, health and education systems are more effective and inclusive, and provide quality services.</p>	<ul style="list-style-type: none"> <li>• SDG 1: End poverty in all its forms everywhere;</li> <li>• SDG 3: Ensure healthy lives and promote well-being for all at all ages’</li> <li>• SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;</li> <li>• SDG 5: Achieve gender equality and empower all women and girls;</li> <li>• SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;</li> <li>• SDG 10: Reduce inequality within and among countries.</li> </ul>



## ANNEX XIX: RESEARCH AND ASSESSMENTS RELATED TO COVID-19

No.	UN Agency	Partners	Survey/ Research	Area of Research
1	UNDP		Early impact assessment of the COVID-19 pandemic on MSMEs in Kyrgyzstan	Socio-economic Development
2	UNDP	ADB	Covid-19 socio-economic impact assessment in the Kyrgyz Republic	Socio-economic Development
3	UNDP		Knowledge, attitudes and practices survey related to the COVID-19 and state emergency situation	Accountable Institutions, Justice and Peace
4	UNDP		The survey to analyze the current situation on service provision to clients in the light of the COVID-19	Accountable Institutions, Justice and Peace
5	FAO		Biweekly Rapid Survey of Food Supply Chains in Europe and Central Asia on different supply chains, coordinated by FAO Regional office.	COVID-19 impacts
6	IOM		Influence of the COVID-19 Pandemic on the Position of Migrants and Remittances in Central Asia	Migrants from Central Asia in the Russian Federation and Kazakhstan
7	OHCHR		Monitoring of hate speech during the COVID-19 pandemic	Hate speech
8	UN Women	IOM, ILO	Assessment on good practices of engaging women affected by migration in peacebuilding and community development	WPS, GEWE
9	UNESCO		Science, technologies, innovation (STI) needs-assessment in the Central Asia region.	Science, technologies, innovation (STI)
10	UNFPA	UNYTG members (UNICEF, RCO, UNDP, FAO, UNHCHR, UNESCO, ILO)	Youth needs assessment survey	Thematic area includes gender, income, labor and employment, social protection, education and health, as well as the psychological status of young people
11	UNFPA	Joint and led by UN Women	Gender Rapid Assessment Impact of COVID-19 in the Kyrgyz Republic	Objective of this study was to examine the general context, and how the epidemic and measures taken by the country's authorities affected women and men, especially vulnerable groups, such as women living with HIV, the elderly, women survivors of violence, women entrepreneurs and ethnic minorities.

No.	UN Agency	Partners	Survey/ Research	Area of Research
12	<b>WFP</b>	FAO	Quarterly price monitoring bulletins	Interpretation of national statistics data and analysis of food access related issues in the country (food prices, exchange rates, remittances inflow, etc).
13	<b>WFP</b>	WB	Rapid Household Food Security Assessment "Effects of COVID-19 on the poor and food insecure"	Household food security and extent of exposure to shocks and stresses caused by the COVID-19 crisis.
14	<b>WFP</b>		WFP-project targeted areas (regular annual household assessment to inform on the projects achievements and food security situation in the targeted areas to inform future interventions). Covers the issues of food insecurity coping strategies, food consumption patterns, project benefits, purchasing power, agriculture outputs, stresses and needs in general. Geographic areas are rural and semi-urban sites in Batken, Jalalabad, Osh, Naryn and Talas provinces.	
15	<b>UNICEF</b>		MICS Follow-up Assessment of Covid-19 Impact on Children and Women in Kyrgyzstan	
16	<b>WHO</b>		WHO behavioural insights research on COVID-19. A WHO tool for rapid, flexible and cost-effective monitoring of public knowledge, risk perceptions, behaviours and trust is now available to countries in the WHO European Region to make their COVID-19-related response relevant and actionable.	Health, risk perceptions
17	<b>WHO</b>		Rapid assessment of availability of essential medicines, diagnostic equipment and supplies for COVID-19	Health
18	<b>WHO</b>		Rapid assessment of availability of essential health services for non-communicable diseases during the COVID 19	Health
19	<b>WHO</b>		Sero-epidemiological study of COVID-19	Health
20	<b>UNIDO</b>		Baseline assessment on the status of Healthcare Waste Management (HCWM) in Kyrgyz republic under Partnership for Action on Green Economy (PAGE)	Health, Medical waste
21	<b>UNAIDS</b>		PLHIV needs assessment for access to services during COVID-19	Socio-economic Development
22	<b>UNEP</b>		Waste Management during the COVID-19 Pandemic: from Response to Recovery	Environment/Health

No.	UN Agency	Partners	Survey/ Research	Area of Research
23	UNEP		Preventing the next pandemic – Zoonotic diseases and how to break the chain of transmission	Environment/Health
24	WFP		Weekly/ Bi-weekly Price monitoring bulletins, (Area: Monitoring of macro-economic factors and food prices)	Food Security
25	WFP		Food Security Analysis and impact of COVID-Assessment (secondary analysis) 'Food Security Situation in the Kyrgyz Republic', (Area: Socio-economic Development & COVID-19 Impact)	Food Security
26	UNICEF		Assessment of accessibility and inclusiveness of distance learning in Kyrgyzstan	Education
27	UNICEF		Report on the access to remote learning solutions among school-aged children across Kyrgyzstan during COVID-19 pandemic	Education

## ANNEX XX: ANALYSIS OF OUTPUT INDICATORS

Outcomes	Indicators	S	M	A	R	T	Notes
Output 1.1 Institutions have improved capacity to formulate and implement coherent national, sectoral and cross-sectoral policies for sustainable and inclusive economic growth, decent work, improved livelihoods, agriculture, food security and nutrition	a. Extent to which policies, systems and/or institutional measures are in place at the national and sub-national levels to generate and strengthen employment and livelihoods	ü	ü	ü	ü	ü	Satisfactory
	b. Number of local sustainable, resilient and gender-responsive development plans	ü	ü	ü	ü	ü	Satisfactory
	c. No. of local level actors trained in identifying Migration and Development (M&D) priorities	ü		ü	ü	ü	M: Baseline and targets are missing
	d. No. of migration mainstreamed development strategies at local level	ü		ü	ü	ü	M: Baseline and targets are missing
	e. Existence of a functional National Multisectoral Committee for Food Security and Nutrition	ü	ü	ü	ü	ü	Satisfactory
	f. Availability of a National MIS that includes disaggregated nutrition data (age, sex, urban/rural)	ü	ü	ü	ü	ü	Satisfactory
	g. Number of national policies, strategies and programmes, which were supported (developed/improved), by type (Food Security and Nutrition Programme, Anaemia Reduction Plan/Policy, Agriculture, Rural Development, Veterinary Service Strategy)	ü	ü	ü	ü	ü	Satisfactory
	h. Number of new value chains assessed	ü	ü	ü	ü	ü	Satisfactory
	i. Existence of fully functioning National CODEX Secretariat	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
	j. National Skills Development policy, strategy and related performance indicators have been reviewed by government and stakeholders and aligned with requirements of international Human Resources Development (HRD) policy instruments and the UN 2030 SDGs.	ü	ü	ü	ü	ü	Satisfactory
	k. The number of national, sectoral and cross-sectoral policies for sustainable and inclusive economic growth, decent work, improved livelihoods, agriculture, food security and nutrition, which include components addressing the HRD requirements in order to achieve the established objectives.	ü		ü	ü	ü	M: Baseline not defined
	l. A system for effective TVET governance involving development of sectoral Skills Development policies and strategies and establishment of Sector Skills Councils (SSCs) has been implemented	ü		ü	ü	ü	M: Effective TVET governance is hard to measure. Capacity building is not an adequate indicator of achievement, unless there is an indication of effectiveness of SSCs (e.g., curricula adjusted based on market needs)
	m. Number of staff of the National Statistical Committee (NSC) that demonstrate the increased knowledge and capacity to apply international statistical standards in their work, as a result of ILO training	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
	n. The Government, including National Statistical Ccommittee, and social partners have improved knowledge and is able to calculate labour productivity and use the results in policy decision making	ü	ü	ü		ü	R: Output indicators suggest that the policies are informed by labour productivity indicators which is not the same as staff trained to calculate labour productivity according to methodology.
	o. Number of labour market institutions with improved capacity to develop and/or implement policy and/or legislation in conformity with International Labour Standards	ü	ü	ü	ü	ü	Satisfactory
	p. Availability of a draft Law on ratification of ILO 2014 Protocol on Forced Labour	ü	ü	ü	ü	ü	Satisfactory
Output 1.2 Improved public and private systems, tools and structures for enhanced socio-economic development	a. Availability of systems and tools to monitor, report and use food security & nutrition information & track the progress of policy implementation	ü	ü	ü	ü	ü	Satisfactory
	b. No. of diaspora engagement activities implemented	ü		ü	ü	ü	M: Baseline and targets are missing

Outcomes	Indicators	S	M	A	R	T	Notes
	c. No. of diaspora engagement networks created			ü	ü	ü	S: Not clear if this indicator aims at increasing the number of networks or the capacity of the members to engage (reported progress tackles capacities and not number of networks)  M: Baseline and targets are missing
	d. No. of local actors trained in diaspora engagement	ü		ü	ü	ü	M: Baseline and targets are missing
Output 1.3 Target groups have increased access to knowledge, skills, and opportunities to: diversify and improve their incomes, find decent and sustainable employment, and to take part in entrepreneurship and professional training for food security and nutrition	a. Number of newly trained and supported smallholder farmers	ü	ü	ü	ü	ü	Satisfactory
	b. Number of new trainings, best practices, innovative technologies implemented	ü	ü	ü		ü	R: Output indicator suggest types of training and methodology. Progress reports the number of trainees, so that comparing 7000 trained people to 20 trainings is impossible
	c. Number of people that completed training courses and consultation services using improved modules and sub-district-level consultation/coaching mechanisms through the extended national system of vocational training	ü		ü	ü	ü	M: Baseline and targets are missing

Outcomes	Indicators	S	M	A	R	T	Notes
	d. Number of full-time equivalent jobs created for women and men, 15 or more years old (IRRF 1.1.1.A)	ü	ü	ü		ü	R: The indicator suggests number of created jobs, including women and youth, and not the number of trained farmers
Output 1.4 Capacities of MSMEs and communities enhanced through access to innovative, energy-efficient and cost-effective green technologies and relevant business development services	a. Number of MSMEs introduced to new processes/changes in their operations	ü		ü		ü	M: Baseline not defined  R: Results suggest that workshops are going on an unknown number of MSMEs adopt new processes, in which case either reporting is wrong or the indicator (number of MSMEs) is irrelevant
	b. Number of persons with new skills/knowledge to do business (disaggregated by gender)	ü	ü	ü	ü	ü	Satisfactory
	c. Number of market linkages facilitated for both exports and import sourcing (trade fairs, buyer-seller meetings, inward buyer missions, etc.)	ü	ü	ü	ü	ü	Satisfactory



Outcomes	Indicators	S	M	A	R	T	Notes
	d. Number of MSMEs (disaggregated by women led) having increased enquires from potential foreign clients	ü	ü	ü		ü	R: Reporting suggests that 197 orders have been places out of nearly 2000 contacts being made. However, there is no indication of the number of MSMSs benefiting from this. It is either that reporting on indicator is irrelevant
	e. Number of value chains piloted to apply environmental practices and technologies, including female headed companies age 18-30	ü		ü	ü	ü	M: Indicator is formulated in a way that complicates measuring. If the number of companies participating in the value change was counted, then the proportion of women-headed companies would make more sense
	f. Number of target companies with increased export volume after having received trade information services (including female headed companies)	ü	ü	ü	ü	ü	Satisfactory
	g. Number of services developed/upgraded and offered	ü	ü	ü	ü	ü	Satisfactory
	h. Number of enterprises accessed services of established/capacitated institutions	ü	ü	ü		ü	R: Reporting suggest that 13 companies doubled exports and tripled production. No indication of the number of clients that access services.

Outcomes	Indicators	S	M	A	R	T	Notes
	i. Number of youth with new skills for entrepreneurial management (SIYB)	ü	ü	ü	ü	ü	Satisfactory
	j. Number of government officials and other relevant actors with increased knowledge about formalization of SMEs and basic concepts of productivity	ü	ü	ü	ü	ü	Satisfactory
Output 1.5 Food insecure and vulnerable households, especially women & children, in the most vulnerable geographic areas of the KR have better access to basic services, productive assets and improved infrastructure	a. Number food insecure population assisted through conditional transfers to meet their basic food and nutrition needs (food/cash assistance for assets/school meals)	ü	ü	ü	ü	ü	Satisfactory
	b. Number of assets built, restored or maintained by targeted households and communities, by type	ü		ü	ü	ü	M: Target not defined
	c. Number of additional people benefiting from strengthened livelihoods, disaggregated by sex	ü	ü	ü	ü	ü	Satisfactory
	d. Number of full time equivalent jobs created for women and men, 15 or more years old	ü		ü	ü	ü	M: Baseline and targets are missing
Output 2.1 Parliament, key ministries and agencies, LSGs have ability and instruments to effectively draft and implement evidence-based policies and legislation in compliance with international human rights and gender equality standards, and deliver effective, accountable and inclusive public services	2.1.1. Extent to which parliament has improved its administrative and human resources capacities to discharge its mandates in relation to law-making, oversight and representation	ü	ü	ü		ü	R: Use of scoring as an indicator is not recommended, as in this case - work was done, but the new score was not attributed
	2.1.2 No. Policy initiatives addressing needs of underrepresented and marginalized groups (in which there was consultation by parliament and government with CSOs and vulnerable groups, especially women, youth, minorities and persons with disabilities)	ü	ü	ü		ü	R: What is a policy initiative? According to progress reports 38 bodies were created in 3 areas.
	2.1.3. No. Municipalities piloting youth and child friendly governance	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
	2.1.4. Statelessness status determination procedures are drafted/finalized for adoption	ü	ü	ü	ü	ü	Satisfactory
	2.1.5. Results of pilot census are available	ü	ü	ü	ü	ü	Satisfactory
Output 2.2 Women, youth, vulnerable groups, and civil society have new skills and greater access to resources to contribute, participate and be represented in decision making and governance at all levels and to demand their rights	2.2.1. Number of effective mechanisms to engage civil society (focus on women, youth or excluded groups) at national and local levels	ü	ü	ü		ü	R: According to indicators 10 groups were to be created at local level (in addition to maintaining 35 at central level). Progress was reported against activities but not at local level
	2.2.2. Number of persons with undetermined nationality have their status regularized (documentation, statelessness certificates issued)	ü	ü	ü		ü	R: Careful with the formulation: are we to target zero persons with undetermined nationality, or to count those whose status was regularised?
	2.2.3. Number of special reports highlighting human rights issues of minorities and other vulnerable groups produced and published by the Ombudspersons Institution	ü	ü	ü		ü	R: In the progress report submission to Universal Periodic Review is mentioned which is different from 8 special reports by Ombudsman produced annually
	2.2.4. Percentage of women, and vulnerable groups participating in the labour force of state authorities, in particular the civil service and its managerial positions	ü	ü	ü	ü	ü	Satisfactory
	<i>a. Ethnic minorities in civil service</i>						
	<i>b. Women in civil service</i>						
	<i>c. Women in management positions</i>						

Outcomes	Indicators	S	M	A	R	T	Notes
Output 2.3 Justice system, law enforcement institutions and other relevant administrative bodies are able to uphold rule of law, promote and protect human rights, and provide access to justice services in line with human rights standards with particular attention to vulnerable groups	2.3.1. Number of population who received access to justice through free legal aid services by sex, age, nationality, urban/rural, disability	ü		ü	ü	ü	M: Some baselines and targets are missing (PWD & Children)
	<i>a. Total</i>						
	<i>b. Women</i>						
	<i>c. PWD</i>						
	<i>d. Ethnic minorities</i>						
	<i>e. Children</i>						
	2.3.2. Proportion of asylum applications registered by the Government against the asylum claims made	ü	ü	ü		ü	R: All known applications were registered, but this can be misleading since, the real number of refugees remains unknown
	2.3.3 Number of joint assessments of implementation of developed standard operating procedures in prevention and response to gender-based violence including a focus on adolescent girls	ü	ü	ü	ü	ü	Satisfactory
	2.3.4. Status of compliance with Paris Principles by national human rights institutions	ü	ü	ü	ü	ü	Satisfactory
	2.3.5. Number of children without birth certificates	ü	ü	ü	ü	ü	Satisfactory
	2.3.6 Number of justice and other professionals trained on child-friendly procedures	ü	ü	ü	ü	ü	Satisfactory
Output 2.4 State institutions and communities, particularly youth and women, have new frameworks, capabilities,	2.4.1. Existence of policy framework and action plans for preventing violent extremism	ü	ü	ü	ü	ü	Satisfactory
	2.4.2. Percentage of implemented measures/recommendations of action plan to prevent violent extremism	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
and programmes to prevent threats to sustainable peace	2.4.3. Number of border guards and customs personnel trained on child-friendly procedures	ü	ü	ü	ü	ü	Satisfactory
	2.4.4. Number of job opportunities created for at-risk young men and women aged 18-30 in areas prone to radicalization leading to violent extremism	ü	ü	ü	ü	ü	Satisfactory
Output 3.1 Elements of national DRM /CC /IHR /Environmental policies, strategies and legal frameworks are strengthened to be risk-informed and gender responsive for building resilience	a. Availability of updated assessment of forest policy implementation and recommendations	ü	ü	ü	ü	ü	Satisfactory
	b. % National and local land use management plans that incorporate principles of sustainable forest management	ü	ü	ü	ü	ü	Satisfactory
	c. No. Policies and strategies that are reviewed and elaborated to incorporate risk informed, gender and child sensitive aspects	ü	ü	ü	ü	ü	Satisfactory
	d. Estimated percentage of MH capacities that adhere with International Health Regulations	ü	ü	ü		ü	R: Reported progress was that capacities were assessed but no number was provided for the compliance
	e. No. Gender-responsive disaster risk reduction strategies developed at national and sub-national level	ü	ü	ü	ü	ü	Satisfactory
Output 3.2 Institutional capacities are strengthened for planning, resource mobilisation, monitoring, reporting and verification of climate change mitigation and adaptation, and DRM	a. Availability of GCF country program (draft)	ü	ü	ü	ü	ü	Satisfactory
	b. No. New methodologies applied for monitoring, reporting and verification of CC mitigation and adaptation	ü	ü	ü	ü	ü	Satisfactory
	c. No. Adaptive capacities and on-farm water efficiency, and achieve integrated resilience to climate change of vulnerable farming communities with the focus on women and women-led households	ü		ü	ü	ü	M: Not clear what is counted as adoptive capacities

Outcomes	Indicators	S	M	A	R	T	Notes
	d. No. Tools and systems that include risk informed development and planning	ü	ü	ü		ü	R: Simple sum of the tools is not very indicative of the achievement. One can be fundamental, whereas many can mean limited progress.
	e. Availability of an Adolescent SRH toolkit for humanitarian setting, adapted to Kyrgyzstan's context	ü	ü	ü	ü	ü	Satisfactory
Output 3.3 National, local and community levels capacity are strengthened to implement i) climate change adaptation and mitigation measures, ii) sustainable energy solutions, and iii) sustainable NRM, disaster risk governance, and biodiversity conservation initiatives	a. No. Ha land under management with innovative, smart solutions for sustainable NRM, and improved management of chemicals and waste	ü	ü	ü	ü	ü	Satisfactory
	b. No. Communities with risk profiles developed for long term community adaptation planning	ü	ü	ü	ü	ü	Satisfactory
	c. No. of households with access to weather and climate information for decision making on livelihoods and food security	ü	ü	ü	ü	ü	Satisfactory
	d. No. Rehabilitated and newly constructed infrastructure projects that protect and adapt community livelihoods from shocks	ü	ü	ü	ü	ü	Satisfactory
	e. No. Communities with training and facilities to process agriculture and non agriculture products (livelihoods diversification & income generation)	ü	ü	ü	ü	ü	Satisfactory
	f. Percentage of schools that integrate DRR and CCA activities in school management and lessons	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
Output 3.4 Communities have new capabilities and services for sustainable and equitable access to natural resources, improved waste management, and promotion of green growth	a. % of Communities where new farming practices are being applied to increase vegetation cover and soil fertility	ü	ü	ü		ü	R: According to progress reports 200 demo plots were installed which says little about the number (or percentage of communities)
	b. No. of people reached by advocacy actions for equal and efficient use of land and water resources implemented by youth in their communities	ü	ü	ü	ü	ü	Satisfactory
	c. Percentage of people satisfied with the services of WUAs in relation to equal access to water resources	ü	ü	ü	ü	ü	Satisfactory
	d. Number of household training events on natural resources and livelihoods management	ü	ü	ü	ü	ü	Satisfactory
Output 4.1 Government has ability and instruments to take evidence-based policy decisions in line with the Social Protection Floor recommendation	4.1.1. Existence of the nationally owned multidimensional measurement of child poverty/Multidimensional Poverty Index (MPI)	ü	ü	ü	ü	ü	Satisfactory
	4.1.2. Existence of draft pro-poor and age and gender-sensitive social protection policy framework	ü	ü	ü	ü	ü	Satisfactory
	4.1.3. Social Protection Plus approach/instruments are integral part of relevant policies -	ü	ü	ü	ü	ü	Satisfactory
	4.1.4. Effective system for identification and targeting of poor and vulnerable families is in place	ü	ü	ü	ü	ü	Satisfactory
Output 4.2 National and local authorities, and service providers are able to plan and provide social care services, implement preventive and productive measures and the population is	4.2.1. Existence of agreed minimum basic social service package to be provided at local level	ü	ü	ü	ü	ü	Satisfactory
	4.2.2. Existence of the final draft law on social service delivery with implementation and monitoring plans	ü	ü	ü	ü	ü	Satisfactory
	4.2.3. Percentage of identified children in difficult life situations whose cases were handled - to be revised	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
aware about these services	4.2.4. Number of national institutions (central government units, local authorities, civil society organizations - service providers) able to up-scale adapted ILO tools and models of intervention to address worst forms of child labour and forced labour issues.	ü	ü	ü	ü	ü	Satisfactory
	4.2.5. Availability of a comprehensive package of services to ensure that children are prevented from entering and are removed from WFCL	ü	ü	ü	ü	ü	Satisfactory
	4.2.6. Number of draft legislative regulations, determining the functions and responsibilities of line ministries and local self-governments on implementation of productive measures on supporting livelihoods of poor families	ü	ü	ü	ü	ü	Satisfactory
	4.2.7. Number of vocational training lyceums having introduced the state system of short-term agricultural training sessions for poor small-holders	ü	ü	ü	ü	ü	Satisfactory
	4.2.8. Number of MLSD staff and social workers trained on productive measures	ü	ü	ü	ü	ü	Satisfactory
	4.2.9. Availability of on-line M&E system for productive measures introduced in KISP	ü	ü	ü	ü	ü	Satisfactory
	4.2.10. Availability of systems and mechanisms for shock responsive social protection	ü	ü	ü	ü	ü	Satisfactory
	4.2.11. Number of schools which introduced hot meals	ü	ü	ü	ü	ü	Satisfactory
	4.2.12. Number of schools replicating 'hot meals' model countrywide	ü	ü	ü	ü	ü	Satisfactory
	4.2.13. Proportion of caregivers reached through comprehensive parenting programme	ü	ü	ü	ü	ü	Satisfactory



Outcomes	Indicators	S	M	A	R	T	Notes
	4.2.14. Availability of recommendations and draft implementation framework to operationalize Productive Social Contract/Cash Plus model through the second pilot -	ü	ü	ü	ü	ü	Satisfactory
	4.2.15. Adoption of the Counter-Trafficking National Referral Mechanism (NRM)	ü	ü	ü	ü	ü	Satisfactory
Output 4.3 Education system is capable to provide safe environment, quality, inclusive learning and development for all	4.3.1. Existence of an effective early learning policy with clear budget allocation in place	ü	ü	ü	ü	ü	Satisfactory
	4.3.2. Approved early learning and development standards (ELDS) are incorporated in curriculum	ü	ü	ü	ü	ü	Satisfactory
	4.3.3. Cross sectoral programme on early identification and early intervention of children with developmental delays and disabilities developed and modelled	ü	ü	ü	ü	ü	Satisfactory
	4.3.4. EMIS provides timely and quality data	ü	ü	ü	ü	ü	Satisfactory
	4.3.5. Usage of national-scale assessment results to improve learning outcomes	ü	ü	ü	ü	ü	Satisfactory
	4.3.6. Analyses and policy recommendations to strengthen quality and inclusiveness of the education system	ü	ü	ü	ü	ü	Satisfactory
	4.3.7. Availability of recommendations and draft legal framework to operationalize second chance programmes for out of school children	ü	ü	ü	ü	ü	Satisfactory
	4.3.8. Improved National school meals policy and standards (tools, systems, policies, competences related to school meals)	ü	ü	ü	ü	ü	Satisfactory
Output 4.4 Young women and men have	4.4.1. Healthy Life Style curricula is introduced in secondary vocational/professional education system	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
knowledge and skills to enjoy well-being and apply democratic values, including gender equality, tolerance and non-violence	4.4.2. Availability of Youth 2030 concept	ü	ü	ü	ü	ü	Satisfactory
	4.4.3. Competencies for sustainable development and social skills embedded in the curriculum	ü	ü	ü	ü	ü	Satisfactory
	4.4.4. Number of adolescents aware of advocacy and participation channels to influence social services important to them	ü	ü	ü	ü	ü	Satisfactory
	4.4.5. Availability of recommendations to improve skills and livelihood training for older aged children	ü	ü	ü	ü	ü	Satisfactory
Output 4.5 The health system is strengthened to improve the quality, equity, and affordability of health services and medicines	4.5.1. Allocation of budget for contraceptives for groups of vulnerable women	ü	ü	ü	ü	ü	Satisfactory
	4.5.2. The number of guidelines, protocols and standards for services providers for the delivery of quality integrated gender responsive SRHR services	ü	ü	ü	ü	ü	Satisfactory
	4.5.3. Availability of State standards on health services for adolescents	ü	ü	ü	ü	ü	Satisfactory
	4.5.4. Outcome of the "young child Home Visiting service by primary health care providers" model is assessed and Policy with sustainability plan is drafted for scale up	ü	ü	ü	ü	ü	Satisfactory
	4.5.5. Relevant national policy framework on adolescents' health is informed by credible evidence		ü	ü	ü	ü	S: Definition is quite ambiguous - what is "relevant"?
	4.5.6. Level of implementation of Road Map to increase domestic funding of HIV through effective mechanisms (social contracting, procurement)	ü		ü	ü	ü	M: Target is defined as partial implementation, which is a very broad definition (i.e., is 50% as good as 5%?)
	4.5.7. Treatment success rate of RR TB and /or MDR TB	ü	ü	ü	ü	ü	Satisfactory

Outcomes	Indicators	S	M	A	R	T	Notes
	4.5.8. Percentage of adults and children with HIV known to be on treatment 12 months after initiation of the ARV therapy	ü	ü	ü	ü	ü	Satisfactory
	4.5.9. Existence of a Comprehensive national health policy 2019-2030 and implementation action plan -	ü	ü	ü	ü	ü	Satisfactory
	4.5.10. Access to the hypertension medicines in the Additional Drug Package of Mandatory Health Insurance (ADP of MHI) improved at the outpatient level	ü	ü	ü	ü	ü	Satisfactory
Output 4.6 People (especially under 28 years old) have increased knowledge on health and improved healthy lifestyle behavior	4.6.1. The number of capacitated institutions that are able to provide SRH and HIV services to key populations including PLHIV	ü	ü	ü	ü	ü	Satisfactory
	4.6.2. Existence of tested Early Identification tool	ü	ü	ü	ü	ü	Satisfactory
	4.6.3. Existence of training curriculum on "Infant Young Child feeding"	ü	ü	ü	ü	ü	Satisfactory
	4.6.4. Draft amendments to the International Code on marketing of Breast milk substitutes available	ü	ü	ü	ü	ü	Satisfactory
	4.6.5. Capacities of people living with HIV networks and media is strengthened to address issues related to human rights, stigma and discrimination.	ü	ü	ü	ü	ü	Satisfactory
	4.6.6. Percentage of PWIDs/SWs/MSM reached with HIV prevention programs - defined package of services	ü	ü	ü	ü	ü	Satisfactory
	<i>a. PWIDs</i>						
	<i>b. SWs</i>						
	<i>c. MSM</i>						

Outcomes	Indicators	S	M	A	R	T	Notes
	4.6.7. Percentage of children age 12-23 months who received the third dose of DPT vaccine by their first birthday	ü	ü	ü	ü	ü	Satisfactory
Output 4.7 Population has increased ability to make healthy choices with regard to non-communicable diseases and public sector has increased capacity to establish norms and regulations according to international standards and treaties	4.7.1. Availability of draft Universal Salt Iodization (USI) legislation and programs to ensure higher quality and coverage of iodized salt consumption	ü	ü	ü	ü	ü	Satisfactory
	4.7.2. Mortality rate for cardiovascular diseases	ü	ü	ü	ü	ü	Satisfactory
	4.7.3. Availability of revised legislation to stop smoking in public places	ü	ü	ü	ü	ü	Satisfactory
	4.7.4. Availability of regulatory and procedural documentation on national CODEX Secretariat	ü	ü	ü	ü	ü	Satisfactory



## ANNEX XXI: SUPPORT FOR DATA COLLECTION INITIATIVES

In collaboration with PARIS 21, the UN system supported the assessment of data and statistical capacity gaps for better gender statistics and its wider use for implementing SDGs, as disaggregated data related to LNOB, gender, migration, etc. identified as a challenge. The UN has built a partnership with the National Statistical Committee (NSC) to strengthen their capacity on SDGs statistics. Notable results include:

- Support to the establishment of the SDG national reporting platform under NSC website, which serves today as a key information source on statistics linked to SDGs.
- Development of the Statistical Compendium “Monitoring of the Sustainable Development Goal Indicators in the Kyrgyz Republic”, prepared by the National Statistical Committee of the Kyrgyz Republic with assistance from the UN Resident Coordinator’s Office and financial and technical support from the United Nations Children's Fund (UNICEF).
- Development of a Road Map to strengthen the statistical capacity in the Kyrgyz Republic for SDGs monitoring. This road map is based on the recommendations of the Conference of European Statisticians to develop SDGs statistics. It outlines the actions, required to prepare the data for SDGs monitoring and has a detailed work plan to develop the data for SDGs monitoring in mid-term (2021-2022).
- National metadata handbook of SDG indicators.
- Inventory of indicators and analysis of availability of disaggregated data on SDGs.
- All available data related to SDG are posted by the Kyrgyz National Statistical Office (NSO) in the open SDG [platform](#).

Under the joint Spotlight Initiative, the UN has supported the General Prosecutor’s Office (GPO) and the National Statistics Committee (NSC) to ensure that high-quality, disaggregated data is collected, properly analysed, and made available on key SGBV indicators.

In addition, the UN has supported the Multi-Cluster Indicator Survey (MICS), conducted by the National Statistic’s Committee, which serves as a baseline for several SDG indicators. UNICEF has supported NSC in the conduct of the MICS follow-up survey on the impact of COVID-19 on Children and Women in December 2020.<sup>136</sup> UNFPA has supported NSC to prepare for the 2020 round Population and Housing Census.

The UN helped improve national indicators and data collection tools for food security, nutrition and labour. National partners improved their ability to use international approaches on food security and nutrition, risk management in regulatory systems, harmonization and automation of trade information gathering, customs operations and others.

UN Women and UNODC have provided training for 221 members of the national and territorial units of National Statistics Committee (NSC), Ministry of Internal Affairs (MIA) and local self-

<sup>136</sup> The planned face-to-face MICS follow up survey was replaced by a safer telephone-based survey.

governance bodies in all provinces on data collection methods in gender statistics focused on gender-based violence and human trafficking. NSC and MIA streamlined their data management systems to enable service providers to collect, store and analyze data on reported incidents on GB safely and ethically. The government approved new statistical templates to collect data on gender-based crimes for better monitoring and decision-making to address these problems.

In 2018, 221 members of the national and territorial units of National Statistics Committee (NSC), Ministry of Internal Affairs (MIA) and local self-governance bodies in all provinces have learned new data collection methods in gender statistics trainings focused on gender-based violence and human trafficking. NSC and MIA streamlined their data management systems to enable service providers to collect, store and analyze data on reported incidents on GB safely and ethically. The government approved new statistical templates to collect data on gender-based crimes for better monitoring and decision-making to address these problems. Under the Global Flagship Initiative “Making Every Woman and Girl Count” the countrywide workshops with statistical staff in territorial units conducted, and trained NSC and MIA staff to conduct such trainings in the future to ensure sustainability. In 2020, UN Women has contributed to the process of Kyrgyzstan presentation of Voluntary National Report (VNR) on the SDGs progress at the UN’s High-Level Political Forum by providing technical support to gender mainstreaming of Kyrgyzstan VNR and integrating gender data as a critical component of VNR to track gender related SDG indicators across the 2030 Agenda. As a part of VNR process, UN Women provided technical support to National Statistical Committee to develop SDGs publication on progress towards gender equality and SDGs. Within 2020 UN Women in cooperation with National Statistical Committee and PARIS 21 conducted a comprehensive assessment of gender statistics and data gaps within the national statistical system (NSS). The findings of the assessment guide the NSC in its task of integrating gender statistics strategies into the National Strategy for Development of Statistics 2020-2024 design process with specific focus on improvement the policy environment for gender statistics, promoting gender data availability and use, and improvement the production of gender statistics in line with national priorities and the 2030 Agenda for Sustainable Development.

## ANNEX XXII: COMPOSITION OF RCO IN THE KYRGYZ REPUBLIC

The following is the staff composition of the RCO in the Kyrgyz Republic:

### **UN Resident Coordinator**

UN RC is the highest-ranking representative of the UN development system at the country level and he is the designated representative of – and reports to – the Secretary-General; is responsible for the coordination of operational activities for development of the UN in support of countries' efforts towards implementation of the 2030 Agenda; supports, catalyzes and advocates for the work of UNCT members and supports all UNCT members, including Non-Resident Agencies (NRAs), in reaching their agency-specific goals. The RC leads the UN Country Team in consultations with the host Government to define and agree on the UN's strategic response to the government's priorities.

### **RCO Team Leader/Strategic Planner (Core, in office)**

The Team Leader's responsibilities included provision of substantive, strategic and coordination support to the Resident Coordinator, including compliance with the UN organizational policies and corporate processes and procedures. He contributes to decision making by the RC and UNCT especially in aligning UNSDCF with the national development goals and priorities and effective UN support to the country in the implementation of the 2030 Agenda through UN 'Delivering as One'. As RC's principal aide, the Team Leader coordinates implementation of the UN Reform including Business Operations Strategy (BOS) of the country office to enhance business effectiveness, efficiency and innovation.

### **SDG Policy Advisor/Economist/Deputy Team Leader (core, in office)**

Functions include to plan, facilitate and consolidate evidence-based SDG analysis in support of a shared understanding by the UNCT of sustainable development trends, challenges and opportunities; guide substantive support to the RC/UNCT on SDG-related issues, particularly on policies to accelerate the achievement of the SDGs, and evaluate and highlight potential trade-offs between SDGs; elicit, evaluate and consolidate policy options proposed by UNCT members, ensuring an integrated approach to the UN's policy advice to national counterparts in government and other external partners

### **UN Development Coordination Officer/Data Management and Results Monitoring/Reporting (Core, in office)**

The Data Management and Results Monitoring Officer provides substantive support for the development and implementation of UNCT data and research strategies; assists in the development and expansion of strategic research and data partnerships; undertakes monitoring and reporting of UNCT results; administers UNINFO planning, monitoring and reporting system and contributes to the development of the One UN Country Results Report; supports the UN's work with national data and statistical systems, facilitating engagement with national entities and data systems.



**UN Development Coordination Officer/Partnerships and Development Finance (core)**

Provides substantive support to develop and implement locally-tailored resource mobilization strategies and initiatives, and identify appropriate data and benchmarks to measure progress and success; participates in joint resource mobilization for the UN Partnership Framework for Development (UNPFD); on financing for accelerating the achievement of the SDGs in alignment with the CCA, UNPFD, MAPS and similar processes; provides inputs for briefing papers and discussion points on issues related to financing for development.

**UN Communications and Advocacy Officer (core, in office)**

Contributes to strategic advocacy and programme communications in support of the UNDAF; assists in partnership building and media relations; supports publications and branding management; compiles and analyzes communication experiences and shares findings with country, regional and HQ communication colleagues so that best practices benefit UN's communication work; assists in maintaining close working relationships with the media, including editors and journalists in key national and international news outlets; prepares official briefing materials, talking points, speeches, statements, op-eds and presentations as necessary

**UN Coordination/Executive Associate (Core, in office)**

Supports the implementation of the UNCT and RCO annual work plans, and reports on RCO annual budget, maintenance of the RCO premises and its assets. Also, responsible for the operational management of the RCO, ensures effective and efficient functioning of RCO and supports UNCT high-level events including with the national partners. The current incumbent is acting as Executive Associate to the UN Resident Coordinator.

**RCO Operations Assistant (in office)**

Provides all-round operations support to UNRCO and UNCT events/activities in line with UNRCO AWP and budget allocations, ensures timeliness and quality of the UNRCO's service requests submitted to UNDP and monitors their implementation in accordance with the policy.

**International Peace and Development Adviser (PDA) (in office)**

Provides strategic and analytical advice and support to the UNCT on peacebuilding and conflict prevention interventions. Monitors both internal and external factors and contributes to strengthening the capacity of the UN system in Kyrgyzstan to engage in conflict analysis, the promotion of dialogue to enhance national unity, inclusion and cohesion, and to integrate conflict sensitivity into the design, implementation and management of programming. The PDA work with the Peacebuilding Fund Secretariat in Bishkek to keep the Peacebuilding Fund in New York updated about the progress of interventions that it supports in Kyrgyzstan.

**National Peace and Development Adviser (in office)**

National PDA assists on research, information-gathering and analysis with specific focus on supporting and promoting peacebuilding and conflict prevention; identifies entry-points and supports inclusive and conflict-sensitive approaches in efforts to build national capacities for conflict prevention, particularly with regard to civil society, including women's and youth networks; provides technical support for coordination, partnerships and M&E

**Spotlight Country Programme Coordinator (Funded from Spotlight budget, in office)**

Programme Coordinator works under the overall authority, guidance and supervision of the UN RC, with operational supervision of the RCO Head of the Office, and in close collaboration with the assigned representatives of the five implementing UN agencies of the Spotlight Initiative in the Kyrgyz Republic: UNDP, UNFPA, UNICEF, UN-Women and UNODC. The Programme Coordinator leads the Programme Coordination Unit - with support from the RCO - and lead the UN implementation team of Recipient United Nations Organizations (RUNOs) and Associated Agencies: (IOM, WHO, OHCHR).

**Spotlight Monitoring and Evaluation Specialist (Funded from Spotlight budget, in office)**

M&E Specialist supports overall monitoring, evaluation and reporting on the SI Country Programme. M&E Specialist leads the development of the M&E plans for the Programme; coordinate monitoring, data collection, evaluations, research and reporting on the SI. M&E Specialist is part of a team leading an integrated approach to Ending Violence Against Women and Girls (EVAWG).

**Coordination Specialist (Funded from DPPA, in office)**

Supports and coordinates youth issues, coordinating the inter-agency Youth Thematic Groups and leading the implementation of the SDG Youth Ambassadors programme. Currently also working on legal inventory exercise for the Government of the Kyrgyz Republic. Has also supported multi-agency Development Dialogues initiative, SDGs coordination and providing VNR/SDG support to national partners.

## ANNEX XXIII: UN'S SUPPORT FOR KYRGYZSTAN'S VNR

The UN system in the Kyrgyz Republic supported the Government in the preparation of its first VNR which was presented in July 2020 at the HLPF under the auspices of the UN's Economic and Social Council (ECOSOC). The Government operationalized the institutional framework in support to the national VNR process, including Coordination Committee on preparation of Voluntary National Review of SDGs progress under the auspices of Vice-Prime Minister. The Department of Economics and Investment of the Prime-Minister's Office served as the implementation arm of the Committee, as per the Decree of the Prime Minister.

Five Government VNR working groups were established under the Coordination Committee for the preparation of the VNR. The Ministry of Economy played the role of the Secretariat of VNR working groups, including (1) Economic Development (chaired by the Deputy Minister of Economy); (2) Governance, reform of the judicial and law enforcement systems (chaired by the Deputy Minister of Justice); (3) Environment protection (chaired by the Deputy Chairman of the State Agency on Environmental Protection and Forestry); (4) Social Development (chaired by the Deputy Minister of Labour and Social Development) and (5) Data Monitoring and Evaluation (chaired by the Deputy Chairman of the National Statistical Committee).

The UN supported the VNR process based on a participatory approach and in close coordination with CSOs, youth groups, academia, private sector and business associations, and the donor community. Based on the UN agencies' areas of expertise, five VNR working groups were supported in collecting and processing the data for the VNR based on the national data analysis, Rapid Integration Assessment, SDG complexity analysis, analysis of the vulnerable groups and guided by the cross-cutting LNOB principle to identify the problem issues and suggest the solutions. In cooperation with the UN system, the Government hosted in November 2019 a workshop attended by 43 VNR working groups' members representing 31 government ministries and agencies. The workshop helped VNR working groups brainstorm on key stakeholders and elaborate a draft strategy for engaging stakeholders. The UN provided guidance and support to the VNR working groups in reviewing and analyzing judicial reforms, new criminal legislation and its implications for the rule of law and access to justice. The UN also provided support to the State Migration Service to prepare VNR sections on migration based on broad consultations with stakeholders. Technical expertise was also provided to ensure gender mainstreaming into the VNR.

## ANNEX XXIV: JOINT PROGRAMMES UNDER UNDAF

No.	Programme/Project	Period of Implementation	Lead Agency	Agencies
1	Joint Programme on “Accelerating Progress towards the Economic Empowerment of Rural Women”	May 15, 2015 - June 30, 2021	UN Women	UN Women, FAO, WFP, and IFAD
2	Communities resilient to violent ideologies	December 31, 2017 - July 10, 2021	UNICEF	UNICEF, UNFPA, UN Women
3	Inclusive Governance and Justice system for Preventing Violent Extremism	January 2018 - June 2021	UNDP	UNDP, UNICEF, UN Women
4	Empowering women and girls affected by migration for inclusive community development and peacebuilding	May 25, 2019 - November 17, 2021	IOM	IOM, ILO, and UN Women
5	Unified Budget, Results and Accountability Framework (UBRAF)	2018-2019 2020-2021	UNAIDS	UNAIDS, UNDP/GF, UNICEF, UNODC, UNFPA, UNESCO, UN WOMEN
6	Support to the prevention of radicalization to violence in prisons and probation settings (Peacebuilding Fund)	11/01/2018- 11/07/2021	UNODC	UNODC, UNDP
7	Women and Girls as Drivers for Peace and Prevention of Radicalization to Violence (Peacebuilding Fund)	01/01/2017- 30/06/2019	UNFPA	UNFPA, UNODC, UNICEF, UNDP
8	Spotlight Initiative to eliminate violence against women and girls	2020-2022	under RCO coordination	UNFPA, UN WOMEN, UNODC, UNICEF, UNDP, IOM, WHO and OHCHR
9	UN Support for Strengthening Disaster Preparedness and Response Coordination in the Kyrgyz Republic	2018-2022	OCHA	UNDP, FAO, IOM, OHCHR, UNFPA, UNHCR, UNICEF, WFP, WHO, UN RCO
10	Inclusive Governance and Justice system for Preventing violent extremism	2017-2021	UNDP	UNICEF, OHCHR, UN Women
11	Enhanced financing opportunities and alignment with national sustainable development goals through an Integrated National Financing Framework for Kyrgyzstan	2020-2022	UNDP	UNICEF
12	Cross-border Cooperation for sustainable peace and development	2016-2019	UNDP	UNICEF, FAO, WFP, UN Women

No.	Programme/Project	Period of Implementation	Lead Agency	Agencies
13	Women and Girls as Drivers for peace and prevention of radicalization	2017-2018	UNFPA	UNDP, UNICEF, UNODC
14	Develop and support implementation of national campaign on inclusiveness and women's participation and representation within the UNDP "Kyrgyzstan Electoral Support Programme"	2020-2021	UN Women	UNDP
15	Supporting the engagement of national stakeholders on air pollution issues and in improving urban air quality in the Kyrgyz Republic	2020	UNDP	UNEP
16	Facilitation of participation of diaspora and migrant community in Electoral process of the Kyrgyzstan	2020	IOM	UNDP
17	Monitoring the SDGs in Kyrgyzstan	2019-2021	UNDP	UNDESA
18	Address Climate change and advance green economy in Kyrgyz Republic	2020-2021	UNDP	UNITAR
19	Development of National Strategy of the Digitalization of Agriculture	2021	FAO	IFAD, FAO
21	Resilient Women, Resilient Nation: Finding Pathways towards transformative results	2022-2024	UN Women	UN Women and FAO
21	<b>PBF GPI</b>	Nov 2019-Nov 2021	<b>IOM and under RCO Coordination</b>	IOM, ILO, UN Women
22	Inclusive governance and Justice system for Preventing Violent Extremism in the Kyrgyz Republic	Jan 2018 - June 2021	UNDP	OHCHR, UN WOMEN, UNICEF
23	Empowering women and girls affected by migration for inclusive community development and peacebuilding	May 25, 2019 - November 17, 2021	IOM, ILO, and UN Women	IOM
24	Online Community Accelerator for Civil Society Organizations	Sep 2021 - Feb 2022	UNDP	UNESCO

No.	Programme/Project	Period of Implementation	Lead Agency	Agencies
25	The Partnership for Action on Green Economy (PAGE)	2018-2021	UNDP, UNEP	ILO, UNITAR, UNIDO
26	UNHCR-UNICEF Joint Strategy for Addressing Childhood Statelessness	2018-2022	UNHCR	UNICEF, UNHCR
26	Support the country-wide census through provision of personal protective equipment. <sup>137</sup>	Nov 2020 - Jan 2021	UNFPA	UNFPA, UNHCR
27	Improved environmental monitoring and assessment in support of the 2030 Sustainable Development Agenda in South Eastern Europe, Central Asia and the Caucasus	January 2018 – December 2021	UNECE	UNECE, UNEP

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<sup>137</sup> This is a part of UNHCR's ongoing support to the authorities' efforts to reduce and prevent statelessness in the Kyrgyz Republic.

## ANNEX XXV: SPOTLIGHT INITIATIVE IN THE KYRGYZ REPUBLIC

Start Date	27 January 2020
End Date	31 December 2022
Number of beneficiaries	<b>30,628</b> (direct)   <b>6,524,191</b> (indirect)
Recipient UN Organizations (RUNOs):	UN Women, UNDP, UNFPA, UNICEF UNODC, IOM, WHO and OHCHR <sup>138</sup>

### Programme Description

In January 2020, in partnership with the Government of the Kyrgyz Republic, the EU and UN launched a multi-year country programme under the global Spotlight Initiative on eliminating all forms of violence against women and girls. The Spotlight Initiative applies a comprehensive set of approaches based on social innovation, human rights, multi-sectoral and inclusive response and survivor-centered principles to the planning, coordination, implementation and monitoring of interventions across the Initiative's six Outcome Areas. Particular emphasis is placed on integrating the voices, experiences and solutions of women and girls who face multiple forms of discrimination, in line with the Sustainable Development Goals (SDG) principle of Leave No One Behind (LNOB). The Spotlight Initiative has sought to reflect on current or commonplace models of 'conducting business' in order to propose innovative alternatives aligned with commitments to gender transformative and community-led approaches guided by adaptive leadership.

The Spotlight Initiative in Kyrgyzstan evaluates old models of 'conducting business' to reaffirm commitments to gender transformative, innovative and community-led approaches, guided by adaptive leadership. This includes:

- A **One-UN, integrated approach** to eliminating violence against women and girls that rethinks previous models of UN agency work and prioritizes strong coordination and collaboration to leverage each agency's technical comparative advantage and experience and to streamline implementation;
- Targeted approaches that create **platforms that foster self-reflection, organizational change and understanding of power imbalances** in individual lives, institutions and communities;
- Community mobilization that prioritizes the voices of survivors and other women and girls in providing solutions to ending violence before it begins through a core group of **'positive deviant' gender equality champions**; and
- Capacity building initiatives that go beyond the one-off workshop to include **approaches that align with adult learning principles**, such as experiential learning, on-job training, professional development networking and exchange and ICT learning tools that promote survivor-centered perspectives.

**What has been done** (according to the 2020 status report)<sup>139</sup>

#### *Outcome 1: Legal and Policy Framework*

According to the latest report, efforts of the SI team and its core partners have contributed to the amendment of four laws (those relating to domestic violence, alimony, state-guaranteed legal aid, and workplace sexual

<sup>138</sup> <http://mptf.undp.org/factsheet/project/00119461>

<sup>139</sup> <http://mptf.undp.org/document/download/27726>

harassment), establishment of two new institutional structures for better implementation of these laws (the parliamentary Rule of Law Committee and permanent Council on Women's Rights and the Prevention of Gender-Based Violence within the Parliament), and ongoing development of two new guidance documents (on legal representation of child victims of violence and the national Gender Equality Strategy for 2021 – 2030).

#### *Outcome 2: Institutions*

There have been efforts towards increasing interinstitutional cooperation and one intervention, for example, has been to establish an interagency working group across the Ministry of Health, Ministry of the Interior, Ministry of Emergency Situations, General Staff, and Ministry of Education to develop a unified, multi-sectoral response (MSR) to SGBV in humanitarian settings. Additionally, three webinars were conducted for 111 Hotline operators and more than 40 representatives of key institutions. Another activity currently being developed to increase the gender sensitivity of service providers is a participatory gender assessment of justice and law enforcement institutions and the development of action plans to deepen and improve their gender responsiveness. The Spotlight Initiative also launched work with the Police Academy to develop a mandatory police training programme in Kyrgyzstan.

#### *Outcome 3: Prevention and Norm Change*

During the reporting period the SI team developed the methodology for and launched a so-called 'Ethnographic Review' (ER), a qualitative study that applies action learning research principles to actively involve community members not only as research objects, but also as equal and active partners. Under the SI Programme, women's rights organizations and members of the CSNRG have been engaged to re-conceptualize and adapt the BoS (Bus of Solidarity) program to the VAWG context. The SI Programme additionally works with adolescent girls and boys to educate them about their rights and influence their attitudes and behaviours toward 'ala kachuu', i.e. forced abduction for marriage. The programme team built a partnership with the Union of Social Pedagogues (USP) to train these professionals on how to inform parents and school-age girls and boys on the existing Helpline for Children (111), and how to help girls and boys at risk of violence during the COVID-19 quarantine. In addition, C4D interventions roadmap to change social norms touching on child marriage are being developed, with two CSOs selected during the reporting period to attend a three-week online course on C4D on child marriages.

#### *Outcome 4: Quality Services*

To inform its work in target communities across the country, the SI Programme team worked to map key services and gaps; explore shortcomings in existing regulations, mechanisms, and practices; and gain a better understanding of the service context within each target community (and, by extension, the nation). A second, closely linked, assessment is being conducted to inform the design and pilot of a "one-stop" crisis centre for victims of violence, in-line with global standards. Work was also conducted under the SI Programme to enhance the quality of legal services available to SGBV survivors. Finally, to establish more effective coordination and coverage of services provided to girls and boys, the SI Programme team began work on an integrated case management system to effectively identify children and families in difficult life situations and refer them for relevant services.

#### *Outcome 5: Data*

During the reporting period, the Programme team worked with the General Prosecutor's Office (GPO) and the National Statistics Committee (NSC) to ensure that high-quality, disaggregated data is collected, properly analysed, and made available on key SGBV indicators. To further enable gender-disaggregated data entry on SGBV crimes, the GPO and SE "Ukuk" are developing a so-called "victim card", which contains all relevant information on the SGBV survivor disaggregated by sex, age, education, marital status and other social characteristics. Following these activities, the Spotlight team conducted a series of technical consultations with the GPO and SE "Ukuk". A Terms of Reference, titled "Strengthen the collection and analysis of administrative and criminal data on SGBV and harmful practices", with clear deliverables was one of the results of these consultations.

#### *Outcome 6: Women's Movement*

The Programme has launched a series of strategizing discussions with broad range of civil society actors, women's movements and civil society organizations representing various groups, including UNiTE, to co-create the Pillar 6 activities. The Programme team supported the UNiTE women's movement in creating and conducting a country-



wide public awareness campaign on amendments to the Kyrgyz Republic Code on Misconduct (under which domestic violence offenders may be sentenced to up to 15 days of administrative detention), on how women can protect themselves from domestic violence, and on the availability of crisis centers and how to contact them. The Programme team additionally focused on leveraging IT mechanisms to end violence against women and girls, using crowdsourcing and participatory methods to do so. For example, the IT community was mobilized (as a broader civil society actor) through a hackathon to co-create IT-based solutions to GBV.