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I. Situation analysis

1. Since its independence in 1991, Kyrgyzstan has seen periods of democratic progress and of authoritarian backlash.¹ The new Constitution, adopted by referendum in June 2010, offers a vision for reform and parliamentary democracy. Parliamentary elections held in October 2010 and the subsequent formation of a coalition government are signs of a gradually maturing democracy. However, peace and social cohesion cannot be taken for granted as the root causes of conflict remain to be addressed. Inter-ethnic mistrust, eroded credibility of state institutions and uneven access to economic opportunities are three key challenges facing the Government.

2. The economy of Kyrgyzstan is characterized by a large informal sector.² The economy has grown, on average, at a rate of 3.9 per cent per annum during the period 2000-2005 and 3.7 per cent during 2005-2010. As a result, poverty levels declined from over 62 per cent in 2000 to 32 per cent in 2009; the 2010 events have, however, caused major setbacks. The country's foreign debt level is unsustainably high at \$2.5 billion (70.0 per cent of gross domestic product (GDP)). Kyrgyzstan is classified as a middle human development country with a Human Development Index ranking of 109 out of the 169 countries.³ The 2010 Kyrgyzstan Millennium Development Goals report indicates that the country is unlikely to meet the Goals for child and maternal mortality, tuberculosis, sanitation, and gender equality, although it is on track with regard to extreme poverty reduction, access to basic secondary education, and access to improved water sources.

3. Kyrgyzstan has seen the presidency highly concentrating powers and state institutions not perceived to be efficient, transparent or accountable. Human rights violations are common and institutional redress mechanisms are weak. Decentralization remains incomplete. There is a vibrant civil society but it has been ineffective in having an impact on decision-making. An independent judiciary has not been established, while the civil service is politicized, underpaid and ill-equipped. Corruption levels are high, with the country ranking at the bottom of the Transparency International Corruption Perception Index.⁴ The media is not balanced; public service media is underdeveloped. While there was visible progress in promoting gender equality, the status of women was somewhat downgraded in 2010.⁵

4. Sustainable management of natural resources is inextricably linked to poverty reduction in Kyrgyzstan. Competition over land and water and unsustainable pasture management are common problems and can potentially lead to conflicts, including in border areas. The energy sector faces governance problems, while Kyrgyzstan is heavily dependent on foreign countries for gas imports. Disaster risk management policies and practices poorly address local needs and priorities; there is weak coordination in disaster risk management among national institutions.

5. Regional cooperation is critical for the development and security of Kyrgyzstan. Being a landlocked country on the Silk Road, Kyrgyzstan is close to Afghanistan, but is also strategically positioned to be represented in European and Asian organizations. Whereas cross-border trade and migration can foster development and contribute to poverty reduction, border tensions over the trafficking of drugs and arms, demarcation, the sharing of natural resources, and social tensions can hamper development. Moreover, uranium tailings and toxic industrial waste pose a serious threat to the people, especially in the

¹ With the fleeing of two presidents (in 2005 and 2010), in the wake of popular uprisings against authoritarianism, corruption and human rights violations, with regional disparities and the inter-ethnic violence of June 2010, the country is going through a turbulent transformation process.

² This is particularly within agriculture (24.6 per cent of GDP) and services (50.4 per cent GDP in 2009). The industrial sector (25 per cent of GDP) is largely driven by gold mining and energy. These figures are taken from: CIA, *The World Factbook* (see: <https://www.cia.gov/library/publications/the-world-factbook/fields/2012.html>).

³ UNDP, *2010 Human Development Report*.

⁴ Transparency International, Corruption Perception Index (see: www.transparency.org/policy_research/surveys_indices/cpi).

⁵ For instance, compared to the previous situation of women's political representation, the new Parliament has 23 per cent of women Members of Parliament (compared to 29 per cent in the previous Parliament); and there is only one woman Minister (compared to 3 in the previous Government). Although the current Head of State is a woman, her appointment was rather a consensus between competing elites during the crisis and was conditioned by the fact that she cannot compete for the post in the next presidential elections.

greater Fergana Valley area. Addressing these challenges effectively and coherently would contribute to regional security and stability as well as to an improved quality of life for millions of people.

II. Past cooperation and lessons learned

6. The previous country programme focused on promoting democratic governance, poverty reduction through sustainable development, strengthening human security and enhancing regional cooperation. UNDP responded to the 2009-2010 crises,⁶ coming to the conclusion that national response mechanisms to slow the onset of crisis and addressing their structural causes should be enhanced.⁷ Critical support to the country was provided during the 2010 referendum and parliamentary elections, in the formulation of laws to operationalize the new Constitution, the restoration of peace and reconciliation. UNDP contributed to capacity-building of various state bodies and to civil service reform. The evaluation of the UNDP local self-governance programme found that the institutional capacity of local administrations to deliver public services and the participation of civil society and the private sector in local decision-making had been enhanced. The lack of capacity in the localities, however, will continue to be a major limitation to progress in this area.

7. A Millennium Development Goal secretariat (established with UNDP support) produces national Millennium Development Goals reports and promotes mainstreaming of the Goals through advocacy. Evaluation of the UNDP poverty reduction programme found indications of improved living standards in rural areas due to increased institutional capacity of community-based organizations targeted by UNDP. The local poverty reduction efforts to be effective must, however, be linked with government policymaking on the private sector, in order to influence the national business and economic environment.

8. In partnership with the Global Environment Facility, UNDP provided significant support to formulating environmental and sustainable development policy. UNDP is playing a leading role in supporting the remediation of uranium tailings with efforts that go beyond technical solutions. The evaluation of the UNDP environment programme found that its objective to improve the environment management system in the country has been achieved. It also recommended the more active harmonization and systematization of instruments issued by different agencies. UNDP has supported the Government in mainstreaming disaster risk management in decentralized policymaking (an evaluation recommendation), and in strengthening disaster response and coordination frameworks.

9. With UNDP support, national HIV/AIDS legislation was adopted in 2005, which has made possible improvements in access to legal services for people living with HIV/AIDS, and by increasing non-governmental organization capacity. An important lesson learned concerns the importance of open dialogue between all stakeholders and their meaningful participation in decision-making. The evaluation found that there were contradictory expectations regarding multisectoral approaches among stakeholders. This issue was addressed through the articulation of a new strategy, which also emphasizes the importance of reducing stigma and discrimination against high-risk groups and people living with HIV.

10. Within UNDP peacebuilding and conflict-prevention activities, a comprehensive, multi-stakeholder peace and development analysis process conducted in 2008-2009 led to the creation of a national steering board and local authority advisory committees. In order to prevent violence during the 2010 elections, UNDP supported the dialogue between civil

⁶ There was a food and energy crisis in 2009.

⁷ See "2009 Kyrgyzstan Flash Appeal: Final Report and Lessons Learned" (see: www.un.org/kg/ru/publications/publications/article/Publications).

society, law enforcement agencies, and the Central Election Commission. Extensive cooperation between the local administrations and the donor community proved to be crucial when working on peacebuilding at the local level.

11. UNDP supported national institutional mechanisms on gender and achieved excellent results in institutionalizing the application of gender expertise to national and local legislation; in capacity-building of national partners and experts; and in promoting women's political representation.⁸ The latter, however, declined in 2010. UNDP support in policy and legal reform should therefore include provisions for longer-term follow-up until such time as the policy/legislation is adopted and implemented.

12. As for the South-South solutions, despite strong cooperation among Central Asian countries in border management, disaster risk management, and management of uranium tailings, there is a constant need for a contingency plan with strong advocacy for continuing cooperation whenever there is a government change, or if it appears that the issues are no longer a priority.

III. Proposed programme

13. The country programme (2012-2016) has been formulated in the context of an intense national transition, in partnership with the Government, consultation with civil society and the United Nations system. It builds on the United Nations Development Assistance Framework (UNDAF) (2012-2016) and is well aligned with national priorities, such as maintaining inter-ethnic harmony and public security, socio-economic development, reducing unemployment, public administration reform, and environment protection.⁹ It will continue with synergistic programme management, particularly in the poverty-environment nexus, the legal empowerment of the poor, and peacebuilding activities. UNDP efforts will focus on capacity development support to institutions and communities, as well as by the use of analytical tools, such as National Human Development Reports and the Millennium Development Goals reports, and following human rights- and gender equality-based approaches.¹⁰

A. Socio-economic development and reduction of unemployment

14. UNDP will support the Government in human development and Millennium Development Goals-based national development planning, and in the formulation of pro-poor macroeconomic policies. The programme will focus on initiatives promoting balanced regional development and employment creation. Together with civil society, UNDP will continue social mobilization and area-based approaches for poverty reduction and further promote community-based and sustainable natural resources management for enhancing agricultural productivity and incomes. The programme will contribute to scaling up the localization of Millennium Development Goals, notably with regard to social mobilization, vocational training, community-led local development through cash-for-work, and improved techniques in agricultural production. UNDP, as a principal recipient of the Global Fund to Fight AIDS, Tuberculosis and Malaria, will address vulnerabilities arising out of tuberculosis and HIV/AIDS, also by focusing on legal and human rights, gender and sexual diversity. UNDP will work closely with other United Nations agencies, such as UNAIDS, the International Labour Organization, the World Food Programme and UN Women, to achieve progress in these areas.

B. Improvement of public administration

⁸ With over one quarter of its Members of Parliament women in 2007, Kyrgyzstan was among the 40 countries with the most balanced sex ratios in elected office.

⁹ Programme of the Government Kyrgyzstan, 17 December 2010.

¹⁰ In accordance with June 2010 Universal Periodic Review recommendations calling for more efforts in areas of human trafficking, discrimination and law enforcement.

15. Taking into account the 2010 events, the UNDP privileged position in the country and its potential for advocacy, the country programme will continue supporting key pillars of a democratic State, to make it more efficient, transparent, accountable and responsive to its people. The programme will thus support the Government, local self-governance, the Ombudsman, Parliament, and border agencies; develop capacity of and work closely with the civil society; support public information and outreach by the Government and capacity-building of media. Support to civil service (also by a joint United Nations programme on operationalizing social justice) will aim at development of the capacities needed to effectively execute core public administration functions. UNDP efforts will dovetail those of Office of the High Commissioner for Human Rights, the United Nations Children's Fund, the United Nations Population Fund and UN Women.

C. Environment protection

16. In compliance with international conventions, and the conclusions of the Cancun conference on climate change and the Nagoya conference on biodiversity, UNDP will continue to support mainstreaming environmental issues in development strategies, also through public awareness, the poverty-environment initiative (in cooperation with the United Nations Environment Programme) and the multi-country programme on climate risk management. The programme will strengthen capacities of institutions and communities for sustainable resource management and focus on addressing unsustainable grazing of pasture lands and effective management of chemicals. UNDP will promote alternative and renewable sources of energy and strengthen energy efficiency in buildings. The programme will support the development of a multi-hazard and multi-stakeholder national framework for disaster risk reduction. The programme recognizes the cross-border dimensions of natural resource management and disaster risks (including uranium tailings) and will address those through regional initiatives. UNDP will work closely with the United Nations Disaster Relief Coordinator and the United Nations Office for the Coordination of Humanitarian Affairs to achieve progress in these areas, and to address gender inequalities.

D. Maintaining inter-ethnic harmony and public security

17. The programme will strengthen local-level conflict analysis and response capacities, enabling advisory committees and cross-border working groups to effectively prevent/manage conflicts. In cooperation with the United Nations Regional Centre for Preventive Diplomacy for Central Asia and other United Nations agencies, UNDP will build capacities for proactive conflict prevention (e.g., through the Peacebuilding Fund). This support will go along with building local capacities to analyse and make available best conflict prevention practices and lessons learned. The programme will promote dialogue and mediation and advocate for an active involvement of youth and women.¹¹

IV. Programme management, monitoring and evaluation

18. It is expected that the country programme will be executed nationally and in full partnership with national authorities.¹² In view of political uncertainty and limited national capacities, it is expected that until the situation stabilizes, most of the activities under the programme will be directly implemented by UNDP at the request of the Government, with a strong emphasis on phased movement towards the Government taking over implementation. The Global Fund and the Border Management in Central Asia

¹¹ Based on the UNDP Eight-Point Agenda on Gender Equality and Women's Empowerment in Crisis and Post-Crisis Environments and Security Council resolution 1325 (2000).

¹² UNDP recently went through the complete direct execution modality and fast track procedures due to 2010 crises.

programmes will be directly executed due to a relevant request of the Government and the regional nature of this programming, respectively. As the Government is being formed, the country programme may be revised during the development of the Country Programme Action Plan, in order to address possible missing elements.

19. As the coordinating agency, the Government will approve the Action Plan and guide its implementation. The annual workplans will be approved with the concurrence of national programme directors. A monitoring and evaluation system will be anchored within the UNDAF monitoring and evaluation framework, with regular outcome-level reviews benefiting from the participation of a broader group of stakeholders, including the Government. UNDP will strengthen communications and advocacy for enhanced development outcomes. The country programme will have mid-term evaluations to recommend course corrections, and a final evaluation that will feed into the next programme cycle. The resources requirement of the country programme is estimated at \$84 million (of which \$9.1 million are regular resources; the rest is a target for resource mobilization). A resource mobilization strategy will be developed to address these needs.

Annex. Results and resources framework for Kyrgyzstan (2012-2016)¹³

Country programme/UNDAF Outcome #1: A national infrastructure for peace (at the local, regional and national levels) involving Government, civil society, communities and individuals effectively prevents violent conflict and engages in peacebuilding; Outcome indicator: percentage of persons with increased perception of security, tolerance, coexistence, respect for diversity, and with confidence in application of rule of law and protection of human rights; Related Strategic Plan focus areas: Crisis prevention and recovery					
National partner contributions	UNDP contributions	Other partner contributions	Indicator(s), baselines and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (thousands of United States dollars)
<i>To be determined¹⁴</i>	UNDP will support confidence- building aimed at reducing tensions between different communities	Civil society will conduct peacebuilding activities and make assessment of strategic documents	1.1 Indicators: (a) Existence of policy framework and action plans for conflict prevention consistent with national and local development plans; (b) Percentage of implemented measures/ recommendations of peace mechanism; (c) Number of women's NGOs working with local women actively participating in post-crisis process Baseline: No national policy or plan for peacebuilding exists. Women and youth do not have enough power or capacities to participate in conflict prevention Targets: (a) By end-2016 policy framework and action plans for peacebuilding approved by Government; (b) Measures and recommendations on peace mechanism implemented, (c) Include gender and youth-oriented priorities	1.1 Policy framework for conflict prevention established and capacities/mechanisms for conflict prevention strengthened at the national level	Regular 2,190.814
					Other: 11,000 (Peacebuilding Fund, other donors)
Country programme/UNDAF Outcome #3: By 2016, national and local authorities apply rule of law and civic engagement principles in provision of services with active participation of civil society; Outcome indicator: percentage of civil society organizations and non-governmental organizations actively participating in formulation and implementation and monitoring and evaluation of national and local development policies; number of complaints on corruption; percentage of persons with open access to credible information on public policymaking; Related Strategic Plan focus areas: Democratic governance					
<i>To be determined</i>	UNDP will support the three branches of power to make their work conform to democratic governance principles	Civil society and donor organizations will facilitate proper establishment and capacity development of the	2.1 Indicator: Percentage of local and national budgets allocated to specific Millennium Development Goals-related municipal services. ¹⁵ Baseline: Citizens' satisfaction with municipal services delivery is low Target: Citizens show increased level of satisfaction with municipal services delivery	2.1 Municipal civil servants from targeted areas are able to deliver good quality services at the central and local levels 1.2 Border management is modernized to contribute to reduction of cross-border crime and to increase	Regular 1,610.574
					Other: 9,050 (European Union, Open Society Institute, other donors)

^a Owing to space limit, country programme/UNDAF Outcome #7: By 2016, disaster risk mechanism framework in compliance with international standards established and effectively operationalized at the national and local levels will be described in the Country Programme Action Plan.

^b Because the Government was being formed during drafting process of the country programme document, its contribution will be formulated during the Country Programme Action Plan process. (This footnote relates to all outcomes listed herein, e.g., sanitation, health, education).

		public councils	Indicator: Legal framework for modernized border management developed and harmonized Baseline: No national strategy or plans for IBM exist Target: By end-2016 legal framework endorsed by Government and put in force	human security in border regions	
Country programme//UNDAF Outcome #4: By 2016, more poor and vulnerable rural and urban population benefits from improved social protection: increase in food security; equitable access and use of quality sustainable maternal and child health/reproductive health services and level of nutrition; increased equal access to inclusive and quality education throughout the life cycle; access and usage to quality services for sexually transmitted infection/HIV/tuberculosis/malaria; access to quality, integrated and non-discriminatory social protection services and benefits; Outcome indicator: Percentage of estimated HIV-positive incident TB cases that received treatment for TB and HIV; Related Strategic Plan focus areas: HIV/AIDS					
<i>To be determined</i>	UNDP will address vulnerabilities arising from disease burden caused by tuberculosis and HIV/AIDS	Civil society organizations will help strengthen services delivery to high risk groups	3.1 Indicator: Number of medical workers trained in techniques to reduce tuberculosis; Baseline: 0; Target: 960 medical workers trained in techniques to reduce incidence of tuberculosis	3.1 National institutional capacities are strengthened to reduce incidence and mortality rate of tuberculosis	Regular 300 Other: 35,621 (Global Fund, other donors)
Country programme//UNDAF Outcome #5: By the end of 2016, youth, women and vulnerable groups benefit from inclusive growth and improved access to resources, markets, decent and productive employment, and food security; Outcome indicator: Percentage of people living below poverty line; percentage of workers operating in formal economy, out of which 50 per cent are women; Related Strategic Plan focus areas: Poverty reduction					
<i>To be determined</i>	UNDP will focus on ground initiatives promoting balanced regional development and employment creation	Civil society organizations in cooperation with business and donors will mobilize local communities, assist in capacity development and facilitate access to resources	4.1 Indicators: (1) Extent to which development strategies and policies at the national and local levels adequately reflect Millennium Development Goals; (2) Percentage of budget allocations to achieve some Millennium Development Goals; 4.1.Baseline: Not all development strategies and policies at the national and local levels adequately reflect Millennium Development Goals and there are no sufficient budget allocations to achieve some Millennium Development Goals; 4.1 Target: (1) Development strategies and policies at the national and local levels adequately reflect Millennium Development Goals; (2) Budget allocations sufficient to see progress on Millennium Development Goals	4.1 Development strategies and policies at the national and local levels adequately reflect Millennium Development Goals, ensure sustainable human development and have sufficient budget allocations	Regular 2,038.563 Other: 9,323 (OSI, ADB, other donors)
Country programme//UNDAF Outcome #6: By the end of 2016, sustainable management of energy, environment and natural resources practices operationalized Outcome indicator: Percentage of people who have equitable access to eco-systems services by provinces; percentage of water use efficiency for agricultural and energy production; percentage of population benefiting from non-carbon energy sources; Related Strategic Plan focus areas: Energy and environment					
<i>To be determined</i>	UNDP will continue to support mainstreaming of environmental and energy issues in the development	Donors and civil society will support development of the national strategy in the area	5.1 Indicators: (1) Level of progress made in drafting National Strategy on Adaptation and Mitigation to Climate Change; (2) Extent to which approaches to low carbon development are reflected in national strategies Baseline: There is a lack of development strategies on climate change; approaches to low carbon development	5.1 Adaptation to and mitigation of climate change consequences are reflected in development documents	Regular 2,061.173 Other: 8,680 (GEF)

	strategies		<p>are not tested Target: (1) National Strategy on Adaptation and Mitigation to Climate Change elaborated and approved; (2) National strategies reflect Approaches to Low Carbon Development</p>		
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Total resources:¹⁶ 84 868 000; Regular: 9 104 000; Other: 75 764 000

¹⁶ The figure contains resources indicated under all Outcomes, including Outcome 7, which could be included herein, but will be indicated in the Country Programme Action Plan.