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EVALUATION REPORT



**UDF-KYR-10-384 – Development Pacts: An accountability tool in the
hands of local communities in Kyrgyzstan**

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Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. EXECUTIVE SUMMARY

(i) Background

The project ran from 01 December 2011 – 30 November 2013, with a total grant of USD 225,000. It was designed by Transparency International Kyrgyzstan (TIK), and was implemented in two provinces of Kyrgyzstan's Fergana valley (i.e. Osh, and Jalalabad), as well as in the country's provinces of Issyk-Kul, and Naryn. It was implemented without the involvement of further funding sponsors or implementing partners. The target population consisted of local authorities, local communities, community-based organizations (CBOs), women and vulnerable groups. As defined in the Project Document, the overall objective was to improve the access of communities to public goods and services in Kyrgyzstan. Accordingly, TIK's strategic approach aimed for three key outcomes:

- A strengthened capacity of local communities, (CBOs) and vulnerable groups to negotiate their demands and exercise their rights;
- A strengthened capacity of local authorities to demonstrate improved and sustained performance and accountability by using Development Pacts (DP);
- Higher benchmarks set for accountability and integrity of local authorities to achieve an improved delivery of public goods and services.

(ii) Assessment of the project

The design of both the project's training methodology and its package contents was appropriate to motivate both the local population and government to jointly assess community needs and to jointly prioritize actions addressing the most pressing needs within the limits of the available resources. The approach of putting a monitoring system in place, which was run by Voluntary Citizen Committees (VCCs), as well as by local authorities, was appropriate to allow for an assessment of implementation progress of the agreed DPs, and of the compliant use of allocated funds. Outputs raising media attention made it possible to showcase the implementation of DPs, and to disseminate pertinent information about the challenges met, lessons learned, and results achieved through cooperation between local authorities and civil society. It is therefore our view that the **overall design of the project was relevant** to improve access of communities to public goods and services in Kyrgyzstan.

While the plan of project activities remained unchanged, evaluators noted that the project in most cases achieved or exceeded its expected outputs. More precisely, the grantee managed to double the number of villages it originally planned to target in order to encourage the introduction and implementation of the DP process. In addition, TIK trained 36% more beneficiaries than initially planned, and a vast majority of the former trainees expressed their satisfaction with the knowledge they obtained. They praised the project's handbooks, confirming that these continue to guide them how to address local issues and how to monitor the implementation of the solutions subsequently agreed in the DPs. Having generated 16 project-driven and 37 beneficiary-driven DPs, of which most have already produced tangible results, the grantee significantly contributed to an improved responsiveness of local authorities to citizens' concerns, which is why evaluators conclude that **the project was highly effective**.

Claiming 40% of the budget, TIK's expenditure for human resources and administration reached a relatively high budget share. Investing at the same time a budget share of just 21% in capacity building and activities supporting DP preparation and implementation, however, achieved an impressive output, among them: the project's joint training for 875 trainees from local authorities and civil society; the associated training package including the handbooks on public participation and on the principles of service delivery monitoring; the national round tables with donors and NGOs involving 80 participants. **While not particularly efficient, evaluators are still satisfied** given the project's achievements.

The grantee's initially proposed outcome indicators lead to a favourable assessment. Due to a lack of pertinent data they, however, fail to demonstrate the extent to which women and vulnerable groups have been given specific opportunity to negotiate their demands and exercise their rights. Evaluators on the basis of independently gathered first-hand evidence, also confirmed that **the project generated positive impact**. Displaying increased awareness of local governments' responsibilities, individual members of the civil society now engage actively in the identification of the most pressing local service needs. Thus reducing the gap between demand for and supply of public services, their satisfaction with local service delivery has improved accordingly.

Evaluators also found **promising signs of sustainability**. Almost all participating villages reportedly continue to use participatory approaches in their local decision-making procedures, a fact that evaluators confirmed during interviews with numerous beneficiaries. In individual cases, project participants also shared their knowledge with neighbouring communities, by conducting reciprocal exchange visits, providing general information about the DP approach, and introducing an interested community to the UNDEF grantee. A **shortcoming which, however, risks to limit the sustainability prospects** (although admittedly beyond the control of TIK), is the fact that final decisions on both the financing and contracting of service providers for larger projects (i.e. those requiring funding support from the district or provincial level) do not involve the consultation of all categories of local actors who were originally involved in the DP process. It seems that at these higher levels of administration transparency even for the purpose of observation cannot be taken for granted, as it reportedly occurred that related public meetings were communicated on short notice, or postponed without prior notice.

(iii) Conclusions

- The fact that TIK's approach included the conduct of baseline research and the use of outcome indicators is highly commendable, as it confirmed the project's **relevance** and facilitated the evaluators' favourable **assessment of effectiveness and impact** of the grantee's contribution towards citizen's increased satisfaction with the extent and quality of public service delivery. However, evaluators would have appreciated a more rigorous approach to data analysis and a reporting which is pertinent and fully responding to the project document's monitoring framework.

- Given the increased involvement of the supported communities in local decision-making processes and the impressive volume of DPs agreed and implemented, there is little doubt that the project **effectively contributed to a reduced gap between demand for and supply of most needed local services**. It is, however, also

clear that the effects of the grantee's intervention have not yet reached out to many more villages and counties other than those covered by the project.

- Therefore, continued and improved outreach will be needed to support a wider dissemination of the DP tool, in order to **expand and sustain the application of participatory approaches to planning and budgeting, public reports, hearings, and complaint mechanisms by other local communities**. Ideally, this would be supported by an advocacy campaign targeting the central and provincial levels of government, to underline the initiative's consistency with current government policy and promote favourable administrative adjustments.

(iv) Recommendations

- In accordance with our **observations on effectiveness and impact, we recommend to the grantee** to design monitoring frameworks, which make consistent use of baseline and target indicators, as this could enable TIK to improve its current assessment in qualitative terms and thus enhance the organization's strategic objectives. This may also help the grantee to attract new donors and implementing partners for an expansion of the original project.

- **Based on our comments on impact and sustainability, we recommend to the grantee** to consider (a) to expand the dissemination of the DP tool, and to thus enable the use of participatory approaches in local governance by a wider population; and (b) to develop and implement a supporting advocacy campaign targeting the central and provincial levels of government. To support the design of such an extended project intervention we recommend the following measures:

- Continue to investigate the options the Internet offers to improve the dissemination of the DP methodology: further elaborate on the idea to provide previously supported local authorities with the capacity to design their own websites. Oblige these local authorities to engage in web-based dissemination of information about their responsibilities, activities, budget, and the contents and monitoring of agreed DPs. This could (a) improve the transparency for and the links with citizens living in more remote locations served by these local authorities and hence generate trust, while at the same time (b) increase the extent to which good practice may be showcased and disseminated to other local communities interested in trying to use the DP tool themselves.
- Undertake targeted advocacy on behalf of its beneficiaries, which specifically targets central and provincial structures, aiming for (a) them to clearly communicate to local authorities their support for an enabling environment for civil society participation; and (b) a local development policy that is geared towards the decentralisation of the responsibilities for budget and procurement in support of local service provision.
- Undertake donor screening in preparation for a proposal suggesting an extension of the project in line with the above suggestions.

II. INTRODUCTION AND DEVELOPMENT CONTEXT

i. The project and evaluation objectives

This report contains the evaluation of the project entitled “Development Pacts: An accountability tool in the hands of local communities in Kyrgyzstan”. The project ran from 01 December 2011 – 30 November 2013, with a total grant of USD 225,000 (out of which UNDEF retained USD 22,500 for monitoring and evaluation).

The project was designed by Transparency International Kyrgyzstan (TIK), and was implemented in two provinces of Kyrgyzstan’s Fergana valley (i.e. Osh, and Jalalabad), as well as in the country’s provinces of Issyk-Kul, and Naryn. It was implemented without the involvement of further funding sponsors or implementing partners. As defined in the Project Document, the overall objective was to improve the access of communities to public goods and services in Kyrgyzstan. The target population consisted of local authorities, local communities, community-based organizations (CBOs), women and vulnerable groups.

UNDEF and Transtec have agreed on a framework governing the evaluation process, set out in the Operational Manual. According to the manual, the objective of the evaluation is to “undertake in-depth analysis of UNDEF-funded projects to gain a better understanding of what constitutes a successful project which will in turn help UNDEF devise future project strategies. Evaluations also assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved”.

(ii) Evaluation methodology

The evaluation was conducted by an international expert, working with a national expert, under the terms of the framework agreement between UNDEF and Transtec. In accordance with the agreed process, the evaluation aimed to answer questions across the Development Assistance Committee (DAC) criteria of *relevance, effectiveness, efficiency, impact, and sustainability*, as well as the additional criterion of *UNDEF value added* (see Annex 1).

The evaluation took place from May – July 2014 with the fieldwork in Kyrgyzstan conducted from 09 – 13 June 2014. The evaluators reviewed available project documentation and contextual / background materials on issues surrounding the access of communities to public goods and services in Kyrgyzstan (Annex 2). Initial and final interviews were held at the offices of Transparency International Kyrgyzstan (TIK) in Bishkek, involving TIK’s executive director, as well as one of its board members. Other meetings focused on interviews and exchanges with the project’s staff (regional coordinators, legal officer), and with beneficiary representatives of the target groups from various regions of Kyrgyzstan, to confirm the project beneficiaries’ experiences and to obtain updates of their most recent activities. These interviews and group meetings were carried out in the Naryn and Issyk-Kul regions, as well as in the country’s capital Bishkek (for the Osh region), involving 5 project staff, 3 resource persons, and 58 project beneficiaries.

(iii) Development context

Local self-government is a constitutionally guaranteed right¹, which empowers Kyrgyz local communities to take responsibility and address issues of local importance in accordance with their own interests. The country's law "On Local Self-Governance and Local State Administration", which organizes the Kyrgyz Republic into administrative and territorial units, further determines the role of local self-government, thus providing for a legal and organizational basis and establishing competences, which clarify the relationship between local government and other public authorities². The reality, however, is that the majority of local services offered today are not meeting the objectives of local self-governance, as established in principle for the country's 31 cities and 453 rural districts by the above legal framework.

Accordingly, improved local self-governance (LSG) was recently highlighted as a main priority in the National Strategy for Sustainable Development of the Kyrgyz Republic for the period 2013-2017³. Establishing goals and objectives in the LSG area, as well as a range of measures focusing on the interests of local communities, the intention was to increase the efficiency of municipal administration, and to ensure access to local quality services for residents of these cities and villages.

The strategy and forthcoming reforms aim to achieve a public service offer that the population ultimately perceives as one that improves the quality of life. While the central government has identified the professionalization of local service providers as the key issue, it is important to note that this concerns the work and performance of about 7,000 civil servants and 8,200 community-elected deputies, which work across the country's two self-governed cities and the seven administrative territorial units of regional (oblast) ranking.

With the establishment of a State Agency for Local Self-Government and Inter-ethnic Agreement and the foundation of the Union for Local Self-Government of the Kyrgyz Republic⁴ important steps have been made to support capacity building and promote the exchange of experience. At the same time, a number of local and international NGOs have undertaken activities to encourage the local population to participate in the improvement of the local service offer, most notably involving (i) the cooperation between citizens and local government representatives to facilitate the identification of most pressing local needs, and (ii) the monitoring of jointly agreed LSG activities by the local population to improve the transparency and accountability of the work of local self-government bodies.

In recently issued guidance documentation on typical municipal services⁵ and plans covering the duties of local councils⁶, the State Agency for Local Self-Government and Inter-ethnic Agreement stressed the importance of close collaboration between local authorities and local communities. Local capacity, however, remains low, which hampers poverty alleviation in those parts of Kyrgyzstan where socio-economic development particularly lags behind, thus fueling the local communities' distrust vis-à-vis local government.

¹ Section 8, article 110, of the Constitution of the Kyrgyz Republic (passed by referendum on 27 June 2010).

² Law No. 101 of the Kyrgyz Republic (15 July 2011)

³ Section 2.7 of the National Strategy for Sustainable Development (approved by Presidential Decree No. 11, 21 January 2013)

⁴ For more information, see <http://citykr.kg/start/>

⁵ State agency order "Typical chapter of municipalities" (4 March 2014)

⁶ State agency order "Typical plan / duties of local councils" (28 November 2013)

III. PROJECT STRATEGY

(i) Project strategy and approach

The overall objective of the project “Development Pacts: An accountability tool in the hands of local communities in Kyrgyzstan”, as defined in the Project Document (UDF-KYR-10-384) in November 2011, was to improve the access of communities to public goods and services in Kyrgyzstan. More specifically, the project aimed for local services, which provide a better response to the needs expressed by the population vis-à-vis local authorities and representatives.

At the project’s outset, political and administrative corruption continued to exclude citizens, and particularly vulnerable groups (i.e. those with no access to or in danger of losing access to basic needs i.e. land, water, shelter, sanitation, clothing, healthcare and education), from public decisions that affect their lives⁷. According to the grantee’s initial analysis, opportunities for Civil Society Organizations (CSOs) and individual citizens to oversee and participate in decision-making at the local level were practically not existing: issues pertaining e.g. to the distribution of land, pastures, fuel or credit were reportedly the subject of populist promises rather than based on a true commitment to an improved delivery of public goods and services. Therefore, TIK saw a need to raise the capacity of local communities to exercise their right to negotiate and to participate in democratic processes.

Accordingly, the project’s three key outcomes were defined as follows:

- Strengthened capacity of local communities, community-based organizations (CBOs) and vulnerable groups to negotiate their demands and exercise their rights;
- Strengthened capacity of local authorities to demonstrate improved and sustained performance and accountability by using Development Pacts;
- Higher benchmarks set for accountability and integrity of local authorities to achieve an improved delivery of public goods and services.

Backed by Transparency International, a global independent organization for the study and the fight against corruption, TIK’s mission is the achievement of greater transparency and accountability in all spheres of life of the country’s population. The strategic approach for the present project is based on a key tool developed by Transparency International, which is commonly referred to as a Development Pact (DP). Methodologically, this approach involves a discussion process, during which committed local leaders, local authorities and communities jointly identify local development challenges and priorities. Previously tested and implemented by Transparency International in Southeast Asia and Africa, this process ultimately leads to the conclusion and implementation of public agreements in the form of DPs. These determine jointly agreed opportunities for participation in public decisions to provide improved service delivery and infrastructure provision. The jointly designed solutions are time-bound, thus ensuring that these are realistic, feasible and have the commitment of all actors involved.

⁷ This analysis is consistent with UNDEF project document UDF-KYR-08-257. Implemented between 2009 and 2011, the Jarandyk Demilge Network (JDN) was the first UNDEF grantee in Kyrgyzstan attempting to improve citizens’ participation in local decision-making processes.

(ii) Logical framework

The Project Document translates TIK's programmatic approach into a structured plan of project activities and intended outcomes. The framework below aims to capture the project logic systematically, and attempts to link activities and intended outcomes with medium-term impacts and long-term development objectives, which evaluators observed dispersed over different sections of the grantee's Project Document, result framework and reporting.

Project Activities & Interventions	Intended outcomes	Medium Term Impacts	Long Term Development Objectives
<p><u>1. Strengthening the capacity of local communities & civil society to use democratic spaces for participating in public decision-making.</u></p> <p>Joint training for local communities and authorities</p> <p>Creation of Voluntary Citizen Committees (VCCs)</p>	<p>Strengthened capacities of local communities and CBOs to negotiate their demands and exercise their rights</p>	<p>Increased involvement of communities and vulnerable groups in decision-making in the targeted project locations</p>	
<p><u>2. Strengthen the capacity of local authorities through the framework of Development Pacts</u></p> <p>Establish functioning Development Pacts (DPs) in selected local communities</p> <p>Launch and implementation of functioning DP monitoring mechanisms</p>	<p>Strengthened capacity of local authorities to demonstrate improved and sustained performance and accountability</p>	<p>Tangible results produced by Development Pacts</p> <p>DPs replicated by other CBOs or local government bodies</p> <p>Improved responsiveness to citizens' concerns: reduced gap between demand for and supply of public services</p>	<p>Improved access of communities to public goods and services in Kyrgyzstan</p>
<p><u>3. Setting higher benchmarks for achievement of an improved delivery of public goods and services</u></p> <p>Media attention and showcasing DP achievements</p> <p>Advocacy campaign</p>	<p>Increased accountability and integrity of local authorities</p>	<p>Increased use of participatory approaches to planning and budgeting, public reports, hearings, complaint mechanisms</p> <p>Increased demand for Development Pacts by other local governments</p>	

IV. EVALUATION FINDINGS

(i) Relevance

Baseline Situation

The grantee's initial assessment of the baseline situation was the direct result of a combination of TIK's experience and knowledge, which included findings from its own previous project interventions and research on LSG undertaken by other international organisations. This way of insight into the deficits of civil society participation in local governance prompted the grantee's concern that the local service needs of Kyrgyzstan's population were not properly addressed. The baseline findings were informed by (a) surveys the grantee conducted in the course of its advocacy and legal advice centre project (ALAC, 2007-2010) to establish citizens' satisfaction with public service delivery and their participation in public decision-making, (b) UNDP's assessment of citizen report cards on local services in Kyrgyzstan (2011), and (c) an EBRD survey on experiences and attitudes of peoples living in formerly socialist transition countries (2010). These inputs confirmed most importantly (i) the finding of the Kyrgyz Agency for LSG (2011), that many local executives ignored their responsibility for functions they are supposed to fulfil according to Kyrgyz law; and (ii) that with no DP-type arrangements in place, the practice of citizen participation at local level, although foreseen in the current legal and administrative context, was limited. At the same time, TIK reportedly found itself frequently approached by CBOs and local authority representatives, who were seeking support to facilitate public dialogue.

Selected baseline findings

- Only 3% of the respondents to a survey conducted by TIK knew they could participate in the identification of the population's local service needs.
- The same TIK survey established that only 5% were satisfied with their local government's public service delivery; and an EBRD study among formerly socialist transition countries ranked Kyrgyzstan second to last for its citizens' satisfaction with public service delivery.
- 60% of rural citizens participating in a UNDP survey were unfamiliar with the local governments' responsibilities for public service provision.
- Accountability and integrity efforts of local authorities are not the subject of targeted advocacy and rarely reviewed in the media.

The project response

While above baseline findings confirmed a general need to improve the access of communities to public goods and services, TIK following the UNDEF grant award decided to apply four specific criteria to ensure that the project's resources available would be pertinent to the limited number of local communities it could support. For a *village to be selected to obtain the project's support* it needed to: (a) exceed the country's average poverty level by 50%; (b) have local authorities in place willing to interact with the public, and to involve local communities to address local issues; (c) display a minimum degree of organization and initiative among members of the local community; (d) feature citizens committed and willing to express their opinions. In addition, the grantee *assessed Kyrgyzstan's legislative and administrative provisions and conducted a survey among local communities and local authorities* in order to perform a comprehensive analysis of the opportunities and barriers

civil society participation faces at the local level. Having thus reconfirmed the project's initial strategy, its approach comprised, as planned, of measures (1) strengthening the capacity of local communities and civil society to use democratic spaces for participating in public decision-making, (2) strengthening the capacity of local authorities to demonstrate improved performance and accountability through the framework of DPs, and (3) setting higher benchmarks for the accountability and integrity of local authorities to achieve the improved delivery of public goods and services. Within this framework, evaluators found various examples of relevant project design, addressing the baseline aspects and involving a variety of relevant stakeholders:

1. Strengthening the capacity of local communities and civil society to use democratic spaces for participating in public decision-making

The purpose of the *joint training* was to overcome the general lack of awareness, both on the part of *local authorities and civil society*, regarding existing provisions for democratic participation, which the survey identified as one of the reasons for limited engagement between local authorities and civil society. Apart from informing about the citizens' right to participate in local decision-making processes, the training was meant to encourage facilitation of the legally guaranteed access to information, which includes e.g. all aspects of the local budget, public procurement, and the management of land and water resources. Merging both types of local actors into a joint training activity was meant to prepare both sides for future constructive dialogue intended to lead to DPs and subsequent collaborative service efforts.



The project's Development Pact brochures provided a comprehensive introduction and clarified their purpose and function

Voluntary Citizen Committees (VCC) were intended to facilitate the joint effort of local authorities and the communities to agree on development priorities, as well as to determine the roadmap, implementation milestones and monitoring mechanism to be included in future DPs. Comprising of volunteers representing the local population, their role was also to monitor the implementation of DPs, as well as the related reporting by the local government.

2. Strengthening the capacity of local authorities to demonstrate improved performance and accountability through the framework of DPs

The project's *training package*, which comprised, among others, of a *handbook on public participation, a handbook on the principles of service delivery monitoring*, and different brochures explaining the *purpose and functioning, as well as the process leading to DPs*, was designed in tune with the findings and results of the survey among local communities and local authorities. Training methodology and package contents were designed to motivate both the local population and government to jointly assess community needs and to jointly prioritize actions to (i) address most pressing needs, which (ii) can be addressed within the limits of the resources available.

The process of *establishing functioning DPs in selected local communities* the project served to effectively launch a public discourse expected to entail the joint identification of local development priorities and, subsequently, the joint formulation of an agreement on a roadmap leading towards their realization, including the scope of supervision and participation of local communities.



Example of information boards displaying development pact content and related monitoring reports in a municipal building in the Naryn region

Two separate *development pact monitoring mechanisms* finally were foreseen to allow both the VCCs and the local authorities, each in close collaboration with TIK, to elaborate their own assessment of a DP's implementation progress and degree of participation granted to the local community. The objective of such approach was to ensure authentic feedback and a starting point for the following joint review to be facilitated by TIK.

3. Setting higher benchmarks for the accountability and integrity of local authorities to achieve the improved delivery of public goods and services

Activities raising media attention aimed to critically review and showcase the implementation of DPs, in order to disseminate information about the challenges met, lessons learned, and to publicize stories of successful cooperation between local authorities and civil society. The purpose of the project's *advocacy campaign* finally was to improve the project's visibility throughout project implementation, both among political actors and the wider population, thus promoting DPs as a tool for successful systemic change towards more democratic local governance.

(ii) Effectiveness

According to the Final Narrative Report (FNR), no significant changes were made to the plan of project activities. It appears though that the project's potential beneficiaries during the early stages confronted the grantee with a general expectation of financial and material aid, rather than expressing the desire to obtain training and methodological support. While this typical donor expectation led to initial delays, it did not seem to have hit TIK by surprise, as the grantee reportedly responded with an increased focus on advocacy and negotiation to increase awareness of the project's possible benefits.

When evaluators noted variations at the level of the initially planned output indicators, their assessment was that the project in most cases achieved or exceeded the targeted outputs. Most importantly, the grantee finally selected 30 (planned: 16) *villages to obtain the project's support*, of which 15 were located in the Fergana valley (Osh and Jalal Abad provinces), 10 in the Issyk-Kul province and 5 in the country's Naryn province. Subsequently, the project - as planned - *assessed Kyrgyzstan's legislative and administrative provisions and conducted a survey* among the local communities and local authorities supported by the project. The resulting *comprehensive report* identifying opportunities and barriers to civil society participation was disseminated among 300 stakeholders.

1. Strengthening the capacity of local communities and civil society to use democratic spaces for participating in public decision-making

The project's *joint training for local authorities and civil society* was held 41 times (planned: at least once in 16 locations). Trainers confirmed to evaluators that many of the 875 (planned: 480 - 640) participants were unaware of the legal and administrative provisions and the opportunities for civil society participation in local governance. In their conversations with evaluators both local authority and civil society representatives praised the method applied during the training sessions, which assisted them in jointly identifying local development issues, setting priorities, and elaborating solutions and actions to address them together. Introduced to the DP tool and also provided with best practice examples of participatory and accountable local governance, a vast majority of 92% of the trainees expressed their satisfaction with the contents and quality of the training. Thus prompting further demand, multiple training sessions were conducted in some of the 30 villages.



The project's handbook on public participation continues to serve as a reference guide

As planned, a *handbook on public participation*, and a *handbook on the principles of service delivery monitoring* were separately produced (2000 copies each), and disseminated to accompany the project beneficiaries' training, and in order to inform other stakeholders of relevance. These were complemented by different *brochures* explaining the purpose and functioning, as well as the process leading to DPs, and by *other outputs promoting the project's purpose*, such as calendars, pens and T-Shirts for local citizen monitors. During their interviews with evaluators, former citizen trainees frequently mentioned the project's handbooks as manuals they refer to when identifying local needs, which still guide them through the process of discussing and agreeing how to address an issue and monitor the implementation of its solution's on the basis of a DP.

Voluntary Citizen Committees (VCC) were established in each of the 30 project locations. By the end of the project, the total number of VCCs reached 53, which equals the number of DPs concluded. For each of these a dedicated VCC was formed to settle a final agreement on a selected development priority, as well as to determine the roadmap, implementation milestones and monitoring mechanism. Each VCC thereafter monitored the actual implementation of a given DP. As reportedly 44.5% of the trainees were female, evaluators assume there is a strong likelihood that the project's objective to form VCCs with a minimum female participation of 25% was achieved.

2. Strengthening the capacity of local authorities to demonstrate improved performance and accountability through the framework of DPs

The project's activity effectively generated 53 (planned: 16) *functioning DPs throughout the local communities* selected by the grantee. By the end of the project, 41 agreed DP activities were completed and a further 12 were still being implemented:

- 7 DPs aimed to improve local water supply systems (e.g. pipeline extension, water well fencing, repair of irrigation system, reinforcement of dam);
- 3 DPs dealt with the need of local road repairs;
- 6 DPs addressed kindergarten issues (e.g. repair of existing or construction of new kindergartens, construction of additional facilities);
- 9 DPs served school facility needs (fencing of territory, building repairs, repair of existing or installation of a new heating system);
- 19 DPs provided for previously missing production and/or social infrastructure, e.g. electricity, bridge repair, fencing (around cemetery, solid waste removal units, first aid unit, erosive hazardous locations of mountain surface), construction of a veterinary center, purchase of veterinary equipment and facilities, setting up a local wood processing facility, setting up a dairy and bakery facility, construction of a mini soccer field, establishment of a committee to prevent domestic violence;
- 9 DPs directly targeted the principles of transparency and accountability of local self-governance (i.e. installation of information boards, provision of equipment to conduct awareness-raising activities).

According to the grantee, in 16 cases these DPs were based on a project-driven launch of public discourse about local needs and priorities. The other 37 DPs were beneficiary-driven replications, i.e. project-supported processes, which led to additional DPs following requests for assistance that local communities or local government bodies made to TIK in the course of project implementation.

Evaluators, however, had difficulties to confirm that the project's *development pact monitoring* comprised of two separate mechanisms, as initially foreseen and reported by the grantee and also presented to evaluators. Instead of a process in which the VCCs and the local authorities, each in close collaboration with TIK, elaborate their own assessment of a DP's implementation progress, evaluators positively noted a joint preference for a rather practical approach in the form of collaborative monitoring, in particular to assess the quality and completeness of construction services provided by contractors.



In Sary-Chelek county a DP was agreed to build a community info and service centre

3. Setting higher benchmarks for the accountability and integrity of local authorities to achieve the improved delivery of public goods and services

Within the framework of the project the grantee undertook various *activities raising media attention*, thus improving outreach via the cooperation with six regional newspapers, two regional radio and TV broadcasters, as well as a national radio station. Once having established its network of media relations, the project went on to showcase the implementation of DPs and to publicize stories of successful cooperation between local authorities and civil society. In this way the grantee held two (planned: 3) press conferences, placed as planned ten feature articles in local and regional newspapers, and aired various

beneficiary stories on radio (twenty anecdotes) and TV (five, compared to two planned anecdotes). Information has been also disseminated via TIK's website (<http://en.transparency.kg>), where all DPs, as well as the project's handbooks were made available for download.

To improve the project's visibility, ninety-four events were organized under the project's *advocacy campaign*, celebrating the signature (53) and completion (41) of DPs respectively. Throughout implementation the grantee held two coordination meetings in the form of national round tables with donors and NGOs to improve the project's outreach. Other meetings with the Head of Secretariat of National Council on Sustainable Development, and with members of parliament representing the country's Social-Democratic Party and Ar-Namys Party finally served to promote DPs as a tool for more democratic local governance.

There is no doubt about the project's overachievements in terms of some of its outputs (most notably, the number of DPs and respective local communities served, as a consequence of a highly effective replication process). It is also encouraging that according to TIK 25 of the 30 villages, which participated in the project, continue to use participatory approaches in their local decision-making procedures. In addition, 18 villages chose to establish and regularly update public information boards to provide citizens with better access to information. Considering these effects and the overall extent of the capacity building (36% beyond target) provided, evaluators are of the view that the project effectively contributed towards an increased use of participatory approaches and a reduced gap between demand for and supply of public services by local governments.



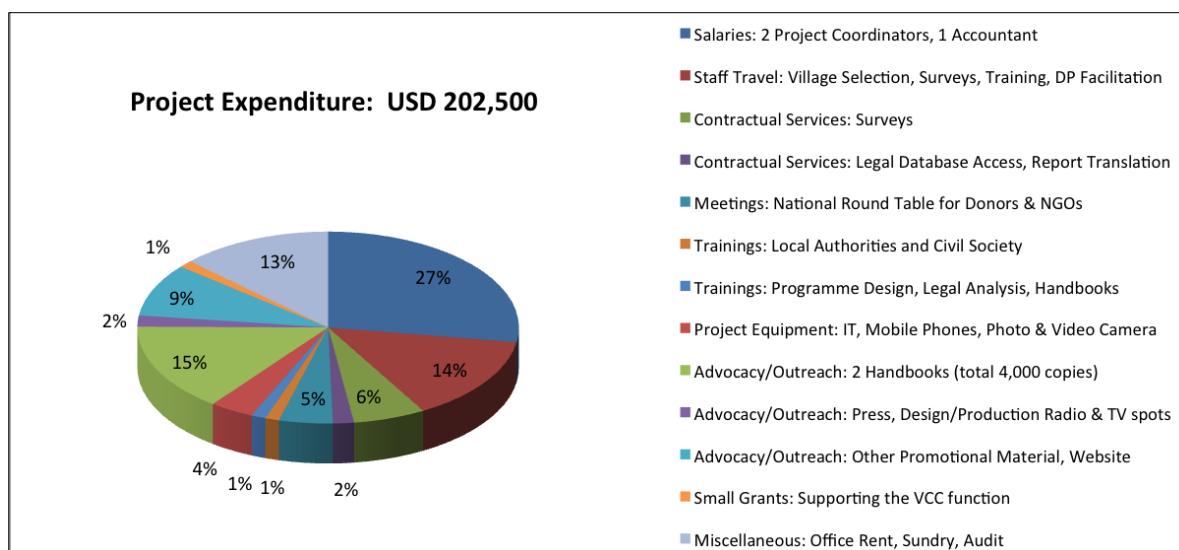
Press coverage of Emgek-Talaa county's DP implementation progress: Extension of the local kindergarten

(iii) Efficiency⁸

In addition to the project's *activities raising media attention*, which achieved a good output level (c.f. section on effectiveness) by expending merely 2% of the project's budget for wider dissemination of its achievements (among them: 20 radio and 5 TV broadcasts), capacity building and activities supporting DP preparation and implementation represented the project's principal focus. These represented, however, just 21% of the budget's expenditure related to *meetings and training* sessions: the project's joint training for local authorities and civil society absorbed as little as 1%; the training package caused also minor costs of 1%⁹; for the national round tables with donors and NGOs the grantee spent 5%, while travel costs associated with these actions required more substantial expenses in the order of 14%.

⁸ Quantitative assessments made in this section are based on the total amount of project expenditure, which excludes the budget amount reserved for evaluation by UNDEF.

⁹ Training package costs include the analysis of Kyrgyzstan's legal and administrative provisions, the design of the training programme, and the preparation of the handbooks.



Breaking the amount spent for training local authorities and civil society representatives¹⁰ over the reported total number of 875 trainees provides a very low average cost of approximately USD 4, which was spent per beneficiary to prepare both sides for future constructive dialogue leading to DPs and subsequent collaborative service efforts. Considering that the national round table with donors and NGOs required travel and accommodation expenses for about one third of its 80 participants, a still acceptable average of approximately USD 115 per participant was spent to improve the project's visibility and to promote DPs as a democratic governance tool. Associated training package efforts, which included the analysis of Kyrgyzstan's legal and administrative provisions, the design of the training programme, as well as the preparation and production of the handbooks, required about 19% of the budget, and were completed at a considerably low unit price of USD 8.

Spending about USD 56,000 for salaries of administrative and project coordination personnel, the nominal staff costs of TIK amount to 27% of the total budget. This is acceptable, given the fact that the human resources required for conducting the project's training (TIK's executive director and another board member) were provided free of charge. With 13%, the grantee's budget for office running and administration appears rather costly, while the grantee's 4% allocation for project equipment (IT, phones and cameras) was rather modest.

In conclusion, the grantee spent about 40% of the budget to manage and administrate the project. While this does not appear to be particularly efficient, evaluators are still impressed, since - compared to related expenditure - achievements of the project's training and media activities were commendable.

(iv) Impact

The design, monitoring and reporting of the grantee's initially proposed outcome indicators allow for a preliminary analysis of potential impact. A review of selected quantitative outcome

¹⁰ Expenditure considered for this purpose in addition to the actual cost of the training includes associated travel costs.

indicators, paired with field observations, leads to the following assessment:

- *Strengthened capacities of local communities and CBOs to negotiate their demands and exercise their rights:* the project contributed to an increased involvement of communities in local decision-making procedures, as 273 of the 875 training participants (31.2%) became VCC members to monitor implementation progress thus ensuring the correct delivery and quality of local services initially agreed upon in the DPs. Evaluators, however, could not establish the extent to which vulnerable groups have been given opportunity to negotiate their demands and exercise their rights, as from the grantee's reporting it is only known that 44.5 % of the project's trainees were women.
- *Strengthened capacities of local authorities to demonstrate improved and sustained performance and accountability by using the Development Pacts:* surveys conducted in the locations targeted by the project at the beginning and end of the intervention established increased satisfaction of the local population with the local government's service delivery. While in the northern project locations the ratio of satisfied citizens increased from 0% to 35%, the ratio of satisfaction improved from 7% to 48% in the project's southern locations. This also confirms the findings of the grantee's



The head of Ton county presents a long-time abandoned school project the community decided to reactivate via a DP

overall screening of the VCCs' pact monitoring reports, which provided evidence that the gap between demand and supply of public services for the issues addressed by the project's DPs had decreased, and that the local authorities' responsiveness to citizen concerns has improved.

- *Increased accountability and integrity of local authorities:* the above survey also established that following the installation of public information boards in selected villages 59% of the project's northern and 56% of the project's southern population felt better informed about their local authorities' activities.

On the basis of interviews held with 5 project staff, 3 resource persons, and 58 project beneficiaries, evaluators also independently formed the view that the project generated some positive effects. They demonstrate that the grantee managed to bring about change, since the project established a joint, constructive decision making process as a way to agree on a program obliging local authorities to offer solutions to local issues. While this prevented all parties involved from diverting into criticism and conflict, there is first evidence that this approach generated new trust between local authorities and the local population.

Selected anecdotes are provided below¹¹. They are grouped along the key issues identified at the outset of the project (= baseline, cf. section on relevance), in order to demonstrate if and how the project contributed to Improved access of communities to public goods and services in Kyrgyzstan. These examples show that the grantee has indeed managed to provide a first appropriate response to address the baseline situation:

¹¹ In line with current development practice, an effort was made to identify recent anecdotes or to obtain, where possible, details of relevance complementing the grantee's available report documentation, to conduct an independent assessment of impact.

**General unawareness of the opportunity to participate
in the identification of the population's local service needs**

During the project's implementation period, four different DPs were agreed between citizens and the local authority of **Ak-Talaa County (Nayrn province)**. Actions implemented included the reconstruction of a road, the reconstruction of a damaged dam, the planting of trees to prevent recurring mudslides, and the organization of a theatre play against domestic violence. "The project has helped us to establish an unprecedented level and quality of communication", says Aigul Orozobekova, the head of Ak-Talaa's local authority. "We previously did not really involve our people", she admits, "but now they are aware and we can base our planning and future actions on the views and concerns expressed by the local population." And she has examples at hand: "Today we receive much more direct support from the local population. For fifteen years 200 hectares of our agricultural land was lacking irrigation. A community gathering prompted a local resident to construct an irrigation canal, which represented a contribution in kind of a value of more than USD 2,800." She also proudly informed evaluators that her county administration following presentation of its development strategy within five months generated USD 76,000 in private investments, of which USD 15,000 were provided by the rural population. "This is an important achievement for us, given that our annual local budget usually amounts to about USD 8,700."

**A majority of citizens is unfamiliar with the
local governments' responsibilities for public service provision**

Comprising of four villages, the authority of **Mambetov county (Issyk-Kul province)**, made it a point to launch its participation in the project by presenting in detail and by disseminating information about the responsibilities and activities of its local administration. The subsequent discussion with members of the local population about the most pressing issues led to the elaboration of a matrix, which established a relationship between priority needs and the locally available budget. "We realized that many people were unaware of the local budget and its composition, which is why the public information boards were a practical solution", says the head of Mambetov's local authority, Ilichbek Kookorov. The head of Ak-Sai village, Kanat Sydykbekov, agrees, stating that in the absence of prior communication efforts the local population was unaware of income and expense details of his town's budget. Both add that the creation of VCCs to monitor the eight DPs enormously assisted the progress reporting to Mambetov county's population. "We have achieved public awareness and trust, thanks to the transparency and accountability established vis-à-vis the local community", says Ilichbek Kookorov. He refers to an example of successful monitoring, a road reconstruction project between Ak-Sai and Kok-Sai villages, which was fully completed after it was established that delivery should comprise of asphalt and not soft gravel road surfacing. Once observed by the VCC, the issue was fixed within 2 days. Beneficiaries from this county also attributed it to the project's handbooks that the local population now displays increased levels of awareness and confidence that local governments are willing to cooperate in the identification of local service needs.

Very low level of satisfaction among the local population with the local government's public service delivery

Following local needs identification and prioritization, the community of **Emgek Talaa county (Naryn province)** agreed a DP on opening a dairy and bakery facility. Conversion of a publicly owned building and equipment costs in the order of USD 575 were mainly covered through financial contributions of the local population, contributions in kind by those involved in construction work, and to some extent by the local authority (USD 95 in cash and to date 1 ton of coal for the bakery's oven). Operations at the county seat (Hutor Aktalaa village) have started in November 2013. Since then, the facility directly sells bread, small rolls, cookies and dairy products (including cheese and ayran) to the local population. The proceeds cover the cost and pay of currently five employees. As there is no shop or supermarket in the village that sells these kinds of fresh goods, "[...] this is a huge achievement", says Adilet Oljobaev, deputy head of the local authority. "Before, people had to make time to take a 45 minute drive to Naryn to buy these products, so they are very happy now." The bakery and dairy facility delivers its products also to the local school and the kindergarten.

"Having jointly worked with village heads, NGOs and the local population to define priorities, and to relate them to our budget actually strengthened our position", states the head of **Semyonovka county (Issyk-Kul Province)**, Anvarbek Turdakunov. He highlights: "Due to the consultative approach people now trust us, and in addition this led to a better collaboration during the implementation of the DPs." On the basis of the agreement the county vehicle fleet's former workshop was converted into a wood processing facility and carpenter's workshop. The DP determined details such as the purchase of equipment, renovation of the building, electricity supply and paving of an access road. Today the county facility employs 13 people. Cutting wood for forest owners, they generate an average monthly income of USD 500. In addition, the facility produces furniture to order. "The closest place offering similar services is 10 km away, so we enjoy considerably reduced fuel costs, increased public income, local employment, and the fact that we can offer custom made furniture", says a local youth club member. Having already contributed start-up funding of USD 4,200, four members of the county's youth club proudly told evaluators that they reinvested their first earnings into additional equipment.

Accountability and integrity efforts of local authorities are not the subject of targeted advocacy and rarely reviewed in the media

In their discussions with evaluators, **beneficiaries from civil society and local authorities** emphasized the importance of monitoring the actual implementation of commitments made under DPs, including the targeted use of dedicated funds. The effectiveness of DP performance monitoring required the involvement of several parties, ranging from citizens expecting to directly benefit from local services, to VCCs, local authorities and the grantee. It is, however, the evaluators' impression that it was the media's coverage of performance, outcomes, achievements, and successes of DP implementation, that prompted other communities to demand information, which proved to be beneficial for the subsequent Development Pact replication efforts of the grantee.

(v) Sustainability

In view of the project's achievements (cf. sections on effectiveness and impact), evaluators at the time of their field visit mainly focused on (a) the continued use of DPs as a tool to jointly identify and address local service needs; (b) the dissemination of the DP tool among potentially interested neighbouring communities not yet familiar with the DP concept; and (c) the extent to which access to financing affects the feasibility of DPs.

a. Continued use of DPs as a tool to jointly identify and address local service needs

Given the many conversations held with local community representatives from the beneficiary counties in the Naryn, Issyk-Kul and Jalalabad provinces, evaluators have little doubt that DPs have become an accepted method jointly involving all stakeholders and the population in the identification of solutions to local areas' most pressing needs. At the time of the evaluation visit, certain counties already had started to replicate DPs on their own (e.g. Emgek Talaa in Naryn province and Mambetov in Issyk-Kul province). Many others expressed their intention to do so in the future, in order to address remaining priorities (such as street lighting, waste disposal, water purification, internet access). Most discussion partners explained their motivation to do so with three particular characteristics of the DP process:

1. Simplicity of the methodology used to identify and prioritize local issues, which basically established the problem, its frequency and the ability to solve the issue. Each aspect was weighed in points (on a scale from 0 to 10), and a comparison of an issue's total score served to rank / prioritize the different identified local issues.
2. A clear and easy-to-use DP template structure, which comprised of: introduction (topic and monitoring committee purpose agreed upon), definition of the DP priority, description of the issue and how to address it, identification of partners involved (including their inputs) in implementing the DP, clarification of financing (including in-kind contribution), purpose of monitoring, activity plan and deadline for DP completion (including target indicators and schedule for monitoring purposes).
3. The monitoring arrangements, which secured on-the-spot verification of the actual implementation of commitments made under DPs, including the compliant use of allocated funds. Most project beneficiaries expressed to evaluators their high satisfaction with the monitoring process, and described it as inclusive, as it involved all members of the local community.

"TIK's training introducing the Development Pact approach was very useful: it was consistent with our government's priorities and helped our people to understand their role to support the development of their areas. This capacity building measure should be rolled out across the country, so all of the Kyrgyz population gets the chance to become involved."

Zamirbek M. Alymbekov
Kyrgyz Parliament Deputy

This assessment would, however, be incomplete without reporting further interview findings that showed evaluators that many local community representatives (i) appreciated the way in which TIK used to facilitate the process, which is why they (ii) expressed their hope that the grantee would remain available for on-the-spot assistance as and when needed.

b. Dissemination among neighbouring communities not yet familiar with the DP concept.

UNDEF supported a comparable initiative in Kyrgyzstan (UDF-KYR-08-257, implemented from 2009 to 2011 by its grantee JDN), to improve citizens' participation in local decision-making processes. However, after the end of the funding period, these previous project's beneficiaries expressed resignation over the loss of supporting field staff, and displayed no ambition to share their knowledge with other communities. Evaluators in the present project therefore were pleased to identify individual cases of knowledge sharing with neighbouring counties, which took place in the form of: (i) reciprocal exchange visits (Ak-Talaa county, in the context of its DP on activities preventing domestic violence); and (ii) exchange of information (both Mambetov and Ton county upon request provided general insights into the DP approach and introduced an interested community to TIK).

In addition, TIK currently considers future paths to exploit the Internet for the purpose of wider dissemination of the DP methodology. The intention is to provide local authorities with the capacity to design their own websites, so they can electronically disseminate information about their responsibilities, activities, budget, and agreed DPs. This would expand the outreach to more remote locations served by local authorities and hence further improve the degree of transparency, while at the same time increase the extent to which good practice may be showcased to other local communities interested in the approach.

c. The extent to which access to financing affects the feasibility of DPs

While indeed beyond the control of the project grantee, evaluators deem important to indicate that the dynamics of locally available budget resources may always put the effects of the DP process at risk. In the case of e.g. the Issyk-Kul province it is a reality that final decisions on both the financing and contracting of service providers for larger projects (i.e. those requiring funding support from the district or provincial level) do not involve the consultation of all those local actors who were originally involved in the DP process. The Issyk-Kul Development Fund, one of the province's most important local budget support mechanisms, takes its decisions about general budget allocations only at the level of districts. The funding made available to the districts is, however, almost never communicated to the county administrations, which is why they often end up submitting competitive funding applications to the district level, without knowing if these are realistic. Apparently, this information becomes only available, once county representatives meet to constitute the district level's funding steering committee, where they are expected to discuss these applications in the light of the available funding. Their funding recommendations are then provided to the Issyk-Kul Development Fund, whose steering committee undertakes a final review and confirmation of the selected successful county applications. The same institution subsequently issues the tenders for local service contracts, e.g. for the construction of infrastructure (e.g. local roads, kindergartens, schools) the counties have applied for. None of the above procedural steps involve the consultation of those NGO or civil society representatives, which may have participated in the DP process that originally developed the project idea. While they can witness the Issyk-Kul Development Fund's award and procurement process as observers, it reportedly occurred that related public meetings were communicated on short notice, or postponed without prior notice.

Given the above findings, evaluators (1) encourages the further investigation of the possibilities the Internet offers to expand showcasing and improved dissemination of the DP method; and (2) recommends targeted advocacy aiming to decentralise the responsibilities

for budget and procurement in support of local service provision.

(vi) UNDEF Value Added

The project and all of its products were transparently branded as supported by UNDEF. Given its positive track record and reputation in the country TIK, however, did not see the necessity to exploit the UNDEF label to further promote the progress of its project activities.

V. CONCLUSIONS

i. The project approach was based on baseline findings, which Transparency International Kyrgyzstan (TIK) sourced from surveys conducted in the context of previous projects and from results of externally (UNDP, EBRD, Kyrgyz LSG agency) conducted research. Accordingly, the project was designed to increase the involvement of communities and vulnerable groups in decision-making in selected project locations, and to subsequently improve the responsiveness of local self-governments to citizens' concerns. While this supported capacity building, there was also a need for advocacy and media attention in order to raise awareness of, demonstrate the positive effects, and generate increased demand for Development Pacts (DPs) by other local governments. It is therefore our view that **the project represented a relevant effort** to improve access of communities to public goods and services in Kyrgyzstan. Our findings related to the capacity building components show that the project's training methodology and package contents were designed to motivate both the local population and government to jointly assess community needs and to jointly prioritize actions to (a) address most pressing needs, which (b) can be addressed within the limits of the resources available. Aiming to allow for an assessment of implementation progress of the agreed DPs, and of the compliant use of allocated funds, it was appropriate to put a monitoring system in place that was run by Voluntary Citizen Committees (VCCs) and local authorities likewise. Activities raising media attention finally allowed to showcase the implementation of DPs, and to disseminate information about the challenges met, lessons learned, and results achieved through cooperation between local authorities and civil society.

ii. No changes were made to the planned project activities. When evaluators noted variations at the level of the initially planned output indicators, their assessment was that the project in most cases achieved or exceeded the targeted outputs. Most importantly, the grantee facilitated the introduction and implementation of the DP process in 30 and not, as planned, 16 villages located in the four provinces of Naryn, Issyk-Kul, Osh and Jalalabad. A vast majority (92%) of the project's 875 project beneficiaries (36% beyond target) expressed their satisfaction with the project training. Former trainees vis-à-vis evaluators commended the project's handbooks, to which they still refer as guidance when discussing (1) how to address local issues and (2) how to monitor the implementation

of its solution's on the basis of a subsequently agreed DP. Overall, the project generated 53 (planned: 16) functioning DPs, of which 16 were initiated via a project-driven public discussion process. All other DPs were beneficiary-driven replications, i.e. project-supported processes, which led to additional DPs. Given these significant overachievements and considering that 18 villages chose to establish and regularly update public information boards to provide citizens with better access to information, evaluators are of the view that **the project was highly effective.**

iii. The grantee's initially proposed outcome indicators allow for a positive assessment of potential impact in respect of the project's three specific objectives. Due to a lack of pertinent data they, however, fail to demonstrate the extent to which women and vulnerable groups have been given specific opportunity to negotiate their demands and exercise their rights. Evaluators on the basis of independently gathered first-hand evidence also established that the project introduced a joint, constructive decision making process to agree on a program effectively obliging local authorities to offer appropriate solutions to local issues. They therefore conclude that **the project generated positive impact.** Beneficiaries did not only display increased awareness of local governments' responsibilities, they also actively engaged in the identification of the most pressing local service needs. As the gap between demand for and supply of public services reduced, their satisfaction with local service delivery has improved accordingly.

iv. Capacity building and activities supporting DP preparation and implementation represented the project's principal focus. These represented, however, just 21% of the budget's expenditure (related to *meetings and training* sessions), which covered: the project's joint training for local authorities and civil society; the associated training package; the national round tables with donors and NGOs, and travel costs associated with these actions. Adding salaries of administrative and project coordination personnel (27%), and office running and administration cost (13%), the level of project management and administration expenditure reached, however, a high budget share of 40%. **Although not particularly efficient, evaluators are still satisfied in view of the project's achievements.**

v. In addition to the positive results, evaluators also found **promising signs of sustainability.** Twenty-five of the thirty participating villages continue to use participatory approaches in their local decision-making procedures, a fact that evaluators could also confirm during interviews with numerous beneficiaries. Evaluators were also pleased to identify individual cases, in which project participants have shared their knowledge with neighbouring counties. This took place in the form of reciprocal exchange visits between county administrations and engaged citizens; or in order to exchange information providing general insights into the DP approach and introducing any interested community to the UNDEF grantee. A **shortcoming which, however, risks to limit the sustainability prospects** (although admittedly beyond the control of TIK), is the fact that final decisions on both the financing and contracting of service providers for larger projects (i.e. those requiring funding support from the district or provincial level) do not involve the consultation of all the types of local actors who were originally involved in the DP process.

The example of the Issyk-Kul province demonstrated that NGO or civil society representatives, who participated in the DP process that originally developed a project idea have the right to observe, but are not consulted, during the proceedings of the Issyk-Kul Development Fund. It seems though that even for observers transparency cannot be taken for granted, as it reportedly occurred that related public meetings were communicated on short notice, or postponed without prior notice.

VI. RECOMMENDATIONS

To strengthen the outcome and similar projects in the future, evaluators recommend to UNDEF and project grantees:

i. The fact that TIK's approach and methodology included the conduct of baseline research and the formulation of outcome indicators is highly commendable, as this enhanced the project's **relevance** and significantly facilitated the **assessment of effectiveness and impact**. Evaluators, however, missed a more rigorous approach to data analysis (e.g. separately by village, county, or province) and a reporting which is pertinent and fully responding to the project document's monitoring framework (e.g. to assess the active involvement of women and vulnerable groups). Based on the above **we recommend to the grantee** to design monitoring frameworks, which make consistent use of baseline and target indicators. Exploiting the results of progress monitoring more systematically facilitates the identification of remaining and new needs. This could enable TIK to improve its current assessment in qualitative terms and thus enhance the organization's strategic objectives. It may also help the grantee to attract new donors and implementing partners for an expansion of the original project.

ii. Given the increased involvement of the supported communities in local decision-making processes and the impressive volume of DPs agreed and implemented, there is little doubt that the project contributed effectively to a reduced gap between demand for and supply of most needed local services. Despite this achievement it is, however, also clear that the effects of the grantee's intervention have not yet reached out to many more villages and counties other than those covered by the project. **Based on our observations on impact and sustainability, we therefore recommend to the grantee** (1) to improve outreach in order to support a wider dissemination of the DP tool, and to thus enable the use of participatory approaches to planning and budgeting, public reports, hearings, and complaint mechanisms by other local communities; and to (2) consider the development and implementation of a supporting advocacy campaign targeting the central and provincial levels of government.

iii. In view of the above it is our strong belief that a wider dissemination of the DP methodology to local communities previously not covered by the UNDEF project, and continued targeted lobbying of political stakeholders, and central and provincial government structures will be essential. ***Based on our comments on sustainability, we therefore recommend to the grantee*** to:

- Continue to investigate the options the Internet offers to improve the dissemination of the DP methodology: further elaborate on the idea to provide previously supported local authorities with the capacity to design their own websites. Oblige these local authorities to engage in web-based dissemination of information about their responsibilities, activities, budget, and the contents and monitoring of agreed DPs. This could (a) improve the transparency for and the links with citizens living in more remote locations served by these local authorities and hence generate trust, while at the same time (b) increase the extent to which good practice may be showcased and disseminated to other local communities interested in trying to use the DP tool themselves.
- Undertake targeted advocacy on behalf of its beneficiaries, which specifically targets central and provincial structures, aiming for (a) them to clearly communicate to local authorities their support for an enabling environment for civil society participation; and (b) a local development policy that is geared towards the decentralisation of the responsibilities for budget and procurement in support of local service provision.
- Undertake donor screening in preparation for a proposal suggesting an extension of the project in line with the above suggestions.

IX. ANNEXES

ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value-added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

ANNEX 2: DOCUMENTS REVIEWED

UNDEF

- Final Narrative Report
- Mid-Term/Annual Progress Report
- Project Document
- Milestone Verification Reports
- Financial Utilization Report
- Project Officer's Evaluation Note

Transparency International Kyrgyzstan

- Handbook on Local Participation
- Handbook on the Principles of Service Delivery Monitoring
- Initial Assessment of Local Self-Governance and Civil Society Participation
- Report on Service Delivery Satisfaction (End-of-Project Survey)
- Development Pact Brochures (multiple versions)
- Promotional Material
- Images

Laws, conventions:

- Constitution of the Kyrgyz Republic (passed by referendum on 27 June 2010)
- Law On Local Self-Governance and Local State Administration (15 July 2011)

Other sources:

- National Strategy for Sustainable Development (approved by Presidential Decree No. 11, 21 January 2013)

ANNEX 3: SCHEDULE OF INTERVIEWS

9 June 2014	
<i>Grantee's Project Briefing (Bishkek)</i>	
Akmatjanova Aigul	Executive Director, TIK
Sharshenbaev Adyl	Board Chairman, TIK
Alymbekov Zamirbek	Deputy of Parliament, Member of the Committee on Corruption Counteraction
10 June 2014	
<i>Beneficiary Interviews: Doboly county</i>	
Mamatova Ainagul	Worker at local sewing enterprise
Kenjebaeva Elmira	Worker at local sewing enterprise
<i>Beneficiary Interviews: Ak-Talaa county</i>	
Mursalieva Ainagul	Monitoring committee member
Toktorbaeva Janygul	Head of monitoring committee
Orozobekova Aigul	Head of ayil okmoty ¹²
Umetaliev Altymyshbek	Specialist of ayil okmoty
Konokbaev Jyrgalbai	Local community member
<i>Beneficiary Interviews: Emgek-Talaa county</i>	
Yzyspaev Jeckshenaly	Farmer
Bugubaev Narynbek	Retired deputy head
Osmonov Sheyshenbek	Worker at local information centre
Konockbaev Muratbek	Head of local kindergarten
Omurkulova Nurzat	Worker at local milk and dairy facility
Abdyrasakova Nazira	Head of local sewing enterprise
Baycherikova Sairagul	Worker at local milk and dairy facility
Aytalieva Narynkul	Worker at local milk and dairy facility
Mambetaliev Bakytbek	Worker at local milk and dairy facility
Bugubaev Jyrgalbek	Veterinarian
Ishenbeck Ulan	Entrepreneur
Sadybakasova Jyldyz	Secretary
Moyutov K.	Worker at ayil okmoty
Oljobaev Adilet	Head of ayil okmoty
11 June 2014	
<i>Beneficiary Interviews: Mambetov county</i>	
Kookorov Ilichbek	Head of ayil okmoty
Eshperov Jorobek	Specialist of ayil okmoty
Kerimova Juzumkan	Specialist of ayil okmoty

¹² I.e. head of the local authority (county level)

Berdimatova Ainura	Specialist of ayil okmoty
Alymkusheva Ainura	Specialist of ayil okmoty
Baigaziev Nurgazy	Specialist of ayil okmoty
Mukanbetov Sayak	Specialist of ayil okmoty
Zakiryayev Kenjebek	Head of Eshperov village
Sydykbekov Kanat	Head of Ak-Sai village
Asanaliev Ulan	Head of Kok-Sai village library
Umotaliev Kamchybek	Head of Kok-Sai village
Kytanov Sezimbek	Head of Kok-Sai village club
<i>Beneficiary Interviews: Ton county</i>	
Bekrurganova Gulmira	Head of ayil okmoty
Kerimov Niyazaly	Local activist
Moldobaeva Bopu	Member of monitoring committee
Dotkeeva Alymjan	Social worker
Beisheev Bektur	Local community member
Musaeva Dinara	Librarian
Berdibekovna Gulbubu	Cashier
Gulnara Toktosunovna	Secretary of ayil okmoty
Altymysh Musaevich	Specialist on land management
Djumagul Turganbaev	Head of elder people council
Aida Asanbekovna	Accountant
12 June 2014	
<i>Beneficiary Interviews: Issyk-Kul Development Fund, Semyonovka county</i>	
Bakytov Adilet	Leading specialist of Issyk-Kul Development Fund
Turdakunov Anvarbek	Head of ayil okmoty
Kalyeva Aida	Specialist of ayil okmoty
Cheketaeva Serep	Specialist of ayil okmoty
Moldokmatova	Specialist of ayil okmoty
Bukarova Nazgul	Specialist of ayil okmoty
Alymova Bermet	Specialist of ayil okmoty
Bugubaev Tolon	Deputy head of local council
Sadykee Sagynbek	Head of village club
Elebesova Gulyaim	Head of financial department
Raimbekov Erlan	Local community member
Bukkaraev Azamat	Member of youth group
Turdaliev Kasen	Specialist of ayil okmoty
13 June 2014	
<i>Beneficiary Interviews (Bishkek): Sary-Chelek county, KUMTOR Company; and Evaluators' Debriefing</i>	

Amanbaev Torobai	Head of ayil okmoty
Zamir Subanbekov	Local community member
Grier Douglas	Director, Sustainable Development, KUMTOR
Akmatjanova Aigul	Executive Director, TIK
Sharshenbaev Adyl	Board Chairman, TIK

ANNEX 4: ACRONYMS

ALAC	Advocacy and Legal Advice Centre
CBO	Community-Based Organization
CSO	Civil Society Organization
DAC	Development Assistance Committee
DP	Development Pact
EBRD	European Bank for Reconstruction and Development
JDN	Jarandyk Demilge Network
LSG	Local Self-Governance
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
TIK	Transparency International Kyrgyzstan
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
USD	United States Dollar
VCC	Voluntary Citizen Committee