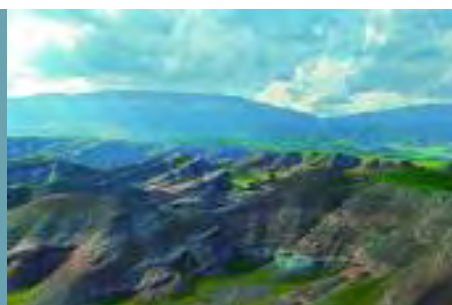




# ASSESSMENT OF DEVELOPMENT RESULTS **UZBEKISTAN**

EVALUATION OF UNDP CONTRIBUTION



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**EVALUATION OF UNDP CONTRIBUTION** **UZBEKISTAN**

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### EVALUATION TEAM

<b>Team Leader</b>	Pekka Alhojärvi
<b>Team Members</b>	Ana Androsik Obid Hakimov
<b>EO Task Manager</b>	Michael Reynolds
<b>EO Research Assistant</b>	Nidhi Sharma

#### ASSESSMENT OF DEVELOPMENT RESULTS: EVALUATION OF UNDP CONTRIBUTION – UZBEKISTAN

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# FOREWORD

This is an independent evaluation conducted by the Evaluation Office of the United Nations Development Programme (UNDP) in Uzbekistan. This evaluation, titled ‘Assessment of Development Results: Evaluation of UNDP Contribution – Uzbekistan’, assesses the relevance and strategic positioning of UNDP support and contribution to Uzbekistan’s development between 2000 and mid-2008. It examines UNDP interventions under the various thematic areas of the ongoing and previous country programmes, with the aim of providing forward-looking recommendations meant to assist the UNDP country office and its partners in the formulation and implementation of the next programme cycle.

The Assessment of Development Results (ADR) notes that UNDP has made an important contribution to Uzbekistan’s development during the period under review. This contribution took place during a time of rapid change, including the implementation of key reforms, fast economic growth and changes in the country’s relationship with the international community. Though such circumstances have made the engagement more complex, they have also offered opportunities for UNDP. UNDP has remained committed to supporting Uzbekistan and has a sound programme, much appreciated by the partner government.


The ADR concluded that UNDP has been relevant to Uzbekistan’s priority development needs, as have been defined by the President and the Government of Uzbekistan, and to the needs articulated at the local and regional levels. UNDP responsiveness has led to a wide-ranging programme. However, in order to increase the effectiveness, efficiency and sustainability of future interventions, it is important for UNDP to focus on fewer issues (and on those in which it has comparative strengths), and to take a more comprehensive and long-term approach.

A number of people contributed to the evaluation, and I would like to thank the evaluation team composed of Pekka Alhojärvi, the evaluation team leader, Ana Androsik and Obid Hakimov. From the side of the Evaluation Office, I would like to thank Michael Reynolds, the evaluation task manager, and Kutisha Ebron, Thuy Hang To and Anish Pradhan for their administrative support.

The evaluation was also completed thanks to the collaboration and openness of the staff of the UNDP office in Uzbekistan. I would like to give special thanks to the UNDP Resident Representative *ad interim* Ercan Murat who supported the evaluation office and the evaluation team during the preparation and mission to Uzbekistan, and Anita Nirody, his successor, who provided support during the finalization of the report and the successful stakeholder meeting. Special thanks goes to Kyoko Postill and Antonina Sevastyanova who provided support throughout the process and without whose help the evaluation may not have taken place. I would also like to thank the UNDP Regional Bureau for Europe and the Commonwealth of Independent States, especially Christine Roth, Sanjar Tursaliev and Yulia Oleinik. This report was edited by Jeffrey Stern.

This report would not have been possible without the commitment and support of numerous partners of UNDP in Uzbekistan. Special thanks goes to the government, civil society and community representatives, not only in Tashkent but also those whom the evaluation mission visited in the Fergana, Karakalpakstan, Kashkadarya and Namangan provinces. The team is also indebted to those representatives from national civil society organizations, donor countries and the United Nations country team, including those from international financial institutions, who generously gave their time and frank views.

I hope that the findings and recommendations of this report will assist UNDP in responding to Uzbekistan's challenges and provide broader lessons that may be of relevance to UNDP and its partners internationally.



Saraswathi Menon  
Director, Evaluation Office

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# ACRONYMS AND ABBREVIATIONS

ABD	Area Based Development
ADB	Asian Development Bank
ADR	Assessment of Development Results
BOMCA/CADAP	Border Management Programme for Central Asia/Drug Action Programme in Central Asia
CCA	Common Country Assessment
CCI	Chamber of Commerce and Industry
CCM	Country Coordination Mechanism
CDM	Clean Development Mechanism
CER	Center for Economic Research
CPD	Country Programme Document
DAC	Development Assistance Committee
ELS	Enhancement of Living Standards
EO	Evaluation Office
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
IBRD	International Bank for Reconstruction and Development
ICT	Information communication technology
ICTP	Information Communication Technology Policy project
LSS	Living Standard Strategy
MDG	Millennium Development Goals
NSP	National Strategic Plan
OECD	Organisation for Economic Co-operation and Development
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNODC	United Nations Office of Drugs and Crime
WHO	World Health Organization
WIS	Welfare Improvement Strategy





# EXECUTIVE SUMMARY

Uzbekistan is a double landlocked, low-income country in Central Asia, rich in copper, gold, oil, natural gas and uranium. The *2008 Human Development Report* characterized the nation as a medium human development country. Since its independence in 1991, Uzbekistan has been implementing reform policies to move it away from structures inherited from the former Soviet Union. Dismantling the systems, structures and ways of thinking accumulated during 70 years has been an enormous challenge.

The United Nations Development Programme (UNDP) has had a representative office in Uzbekistan since 1993, aiming to support Uzbekistan in its efforts to develop a strong, market-based economy and a flourishing democracy. This Assessment of Development Results (ADR) examined UNDP contribution to Uzbekistan's national development results over the last eight years. The primary reason for selecting Uzbekistan for an ADR was the forthcoming completion of the 2005–2009 UNDP Country Programme. This presents an opportunity to evaluate the achievements and results of the past programme cycle, and to feed findings and conclusions into the process of developing and implementing the new programme.

The objectives of the Uzbekistan ADR as defined by the Terms of Reference are to:

- Provide an independent assessment of the progress (or lack thereof) towards the expected outcomes envisaged in UNDP programming documents, and where appropriate, highlight missed opportunities and unexpected positive and negative outcomes;
- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Present key findings, draw key lessons and provide a set of clear and forward-looking options for UNDP management to make adjustments to the current strategy and the next UNDP Country Programme.

The ADR reviewed UNDP experience in Uzbekistan over the 2000–2004 and 2005–2009 country programmes. The evaluation undertook a comprehensive review of the programme portfolio and activities, including UNDP programmes funded by both core resources and third-parties. The evaluation examined both the main UNDP sub-programmes and cross-cutting areas, with special attention paid to the role of UNDP in promoting gender mainstreaming and capacity development in the country. In addition, the ADR examined the role of UNDP in supporting UN system coordination in Uzbekistan. While the ADR is neither an audit nor a review of administrative procedures, it considers the impact of operational constraints affecting the programme.

The evaluation was carried out by an independent three-person evaluation team and managed by the UNDP Evaluation Office in New York. Key data collection methods included desk reviews and in-country interviews with a broad range of stakeholders.

## UNDP IN UZBEKISTAN

Over the past eight years, UNDP has focused its work within four main themes in line with its mandate and corporate strategic planning tools. The following represents some of the key findings in each of these areas:

- **Poverty reduction:** At the national level, UNDP provided important support to the development of the Welfare Improvement Strategy (2008–2010), as well as related

policy support in response to government needs (including the use of the Millennium Development Goals). At the local level, UNDP has played an important role in direct interventions aimed at improving the living standards among vulnerable parts of the population in several regions.

- **Democratic governance:** UNDP has supported public administration reform largely through capacity development and supporting the effective use of information and communication technologies (ICT). It has also worked directly with the Parliament, providing consultative services and supporting capacity development and the use of ICT. Support has also been provided to promote human rights and gender equality.
- **Energy and the environment:** UNDP has provided important support to national authorities in policy and strategy development, especially in relation to the issue of the Aral Sea, and has been active in promoting energy efficiency. It has also supported national efforts related to combating desertification and land degradation, as well as supporting conservation and the sustainable use of biodiversity.
- **HIV/AIDS:** UNDP worked in close partnership with other members of the UN country team and other development partners in order to support the national struggle against HIV/AIDS. Special efforts were made at a regional level and in facilitating the effective national use of resources from the Global Fund for HIV/AIDS, Tuberculosis and Malaria.

UNDP has also played the lead role in facilitating greater coordination of the UN system in Uzbekistan.

## CONCLUSIONS

**1. Overall, UNDP has made an important contribution to Uzbekistan's development during the period under review. This contribution took place during a time of rapid change, including**

**the implementation of key reforms, fast economic growth and a change in the country's relationship with the international community.**

Though such circumstances have made the engagement more complex, they have also offered opportunities for UNDP. UNDP has remained committed to supporting Uzbekistan and has a sound programme, much appreciated by the partner government. Measuring UNDP contribution towards stated programme outcomes is difficult in view of limited available data and changes in the direction of the programme over time. Although a comprehensive examination of the total portfolio of projects was not conducted, the effectiveness of achieving project results can be assessed as satisfactory. UNDP interventions to support achieving the Millennium Development Goals (MDGs) and reducing human poverty made important contributions to the stated outcomes. In support to fostering democratic governance, the contribution towards the stated goals was more limited, partly due to a change in the direction of this group of activities during the ongoing programme; nonetheless, important contributions to national results were made. In the area of energy and environment for sustainable development, UNDP efforts went beyond its contribution to the relevant outcome stated in the 2005–2009 country programme document.

**2. UNDP has been relevant to Uzbekistan's priority development needs, as these have been defined by the President and the Government of Uzbekistan, and to the needs articulated at local and regional levels.**

UNDP has been working with a partner government that has a strong willingness to take national ownership of development processes. Strong responsiveness to, and close cooperation with, governmental authorities has proven to be an efficient method of jointly developing effective programmes and projects. This approach has also guaranteed strong government commitment. If commitment and sustainability are to be achieved, it is crucial to undertake a participatory approach from the very beginning of the process. This is relevant at all activity levels, from central government and the Parliament to local projects

and other activities. Problems that are identified and prioritized by local people and their groups—and solved based on joint preparations—have led to sustainable results. Social infrastructure projects in the UNDP portfolio that address water, gas and heating problems offer good examples of this type of activity. Where UNDP interventions support local-level private-sector development, care needs to be taken in order to ensure that its efforts support the market for credit, not distort it through the provision of grants.

In some cases, UNDP may have missed opportunities for engagement—for example, in areas where the comparative UNDP strength of neutrality and long-term commitment to Uzbekistan's development could have played an important role. In the case of Uzbekistan's Welfare Improvement Strategy, UNDP did not capitalize on some of its expertise (e.g., environment and energy issues) and did not conduct an adequate analysis of implementation risks, the importance of which was underscored by recent changes in the global financial climate.

**3. UNDP responsiveness has led to a wide-ranging programme. In order to increase the effectiveness, efficiency and sustainability of interventions, it is important for UNDP to focus on fewer issues (and on those in which it has comparative strengths) and to take a more comprehensive and long-term approach.**

Although UNDP has been responsive to government needs as these emerged—especially in the area of providing technical support to policy formulation—in some cases, UNDP has been so responsive that it lost sight of the need to focus on projects with long-term strategic linkages. UNDP could have been more critical in selecting proposals with strategic development importance and prioritizing them using development strategies. In UNDP support for democratic governance, important and high-priority projects have been implemented in two country programme cycles, but proposals were not conducted strategically. In other areas, including energy, national priorities were unclear and projects were typically scattered, offering limited strategic or policy-level linkages.

At the same time, the approaches, scope and selection of proposals were occasionally heavily influenced by available funding mechanisms and instruments, and driven by resource mobilization concerns. A more strategic response, where interventions are anchored to clear national priorities, could be facilitated through better use of annual Country Programme Action Plan reviews.

Follow-up to development projects is increasingly needed in order to ensure effectiveness and maximize UNDP contributions. Considering development activities as longer-term processes instead of projects with strict cycles would be useful in some cases, particularly in complex processes such as legislative development.

The overall UNDP approach of combining policy support in the capital with direct interventions at the local level has been balanced, especially in the context of the declining engagement of international development partners since 2004. The comparative strengths of UNDP lie in its work in rural areas and in its access to central government. Maintaining the appropriate balance between the two, and ensuring strong linkages between lessons learned at the local level and central policy making, will remain a major challenge in the next programme. The change in the aid environment—following re-engagement of many international organizations and growing interest in addressing rural issues—may mean that UNDP will need to play a more focused and strategic role at the local level, such as by facilitating local government aid coordination to complement its support to aid coordination at the central level.

**4. UNDP has engaged in some good development partnerships, and now needs to build on them, ensuring that it adds value to relationships (e.g., though the promotion of human development and/or ensuring the involvement of the most vulnerable and marginalized portions of society).**

UNDP strategic partnerships vary between sectors, projects and government levels. The strongest partnerships are with governmental authorities that jointly prepare and implement all

relevant projects and activities. These partnerships are based on mutual respect, but require a higher degree of UNDP accountability and greater transparency of intervention selection and resource allocation.

UNDP has also established a variety of quality partnerships with international development partners. For example, UNDP has managed projects for The World Bank, such as the Water and Sanitation project funded by an IBRD loan. UNDP has also worked in partnerships where its added value went beyond management: in working with the European Commission, primarily on ELS projects and the regional BOMCA/CADAP initiatives, UNDP added value through its expertise in working with local communities and drawing on global best practices. These experiences have satisfied the partners, and while cooperation is likely to continue, it will be within a very different environment as re-engagement of many such partners intensifies.

The UNDP role in such partnerships is likely to change from overall programme management to implementation of either select programme elements or areas where UNDP has a strong presence. Closer collaboration with donors and international financial institutions should focus on incorporating human development approaches and priorities within investment programmes. Such linkages are required, particularly in the fields of environment, energy, water resources and agricultural sector development. In such partnerships, the role of UNDP would increasingly tend towards the inclusion of the most vulnerable and marginalized stakeholders. At the same time, the increased involvement of the European Union, its member countries and other bilateral agencies will mean that they may also need to utilize UNDP experience in their future interventions, especially at the local level.

**5. While capacity development has been at the centre of many UNDP interventions, limited use has been made of the tools and approaches that UNDP has developed at the corporate level.**

Inadequate use of capacity assessments has led to reduced effectiveness and efficiency of interven-

tions, and limited sustainability of results. At the same time, project design has sometimes led to inefficient approaches to capacity development. For example, instead of UNDP and its partners training all participants, appropriate institutes at local, regional and national levels could have been strengthened in order to initially focus on producing local specialists to take over subsequent capacity development activities. Where UNDP has used this approach in Uzbekistan, it has been successful—the approach needs to be replicated across all activities.

**6. There is a need for UNDP to increase its learning from experience and to facilitate greater opportunities for national learning from its interventions.**

All UNDP interventions should provide lessons that can support not only its own activities, but also those of its partners. Specifically, greater effort needs to be made to link lessons learned to national policy development. Likewise, UNDP needs to build on its successes in scaling-up, as in the ELS/ABD interventions, and to ensure an even greater scope of regional and national replication.

Evaluation and monitoring practices should also be strengthened, and a culture of focusing on results should be established. Learning from previous experience will not only improve intervention efficiency, but also improve effectiveness. In this respect, the international dissemination of experiences, lessons learned and best practices should be strengthened. There are central Asian countries that could benefit from Uzbekistan's experience, while those of others in the broader region could offer Uzbekistan lessons in return. With its global network, UNDP is in a position to facilitate this information exchange.

## **6.2 RECOMMENDATIONS**

**1. In agreement with government, focus the programme on a smaller number of strategic interventions where UNDP has clear comparative strengths, is able to offer a long-term commitment and, through relevant partnerships, is able to address the underlying issue in a comprehensive manner.**

Make efforts to ensure UNDP activities are in line with those set out in its strategic plan and are in areas where it has comparative strengths in Uzbekistan, while remaining responsive to national priorities. Where there is national demand for inter-ventions outside these areas, UNDP should facilitate the development of partnerships between national and appropriate international organizations with relevant expertise—for example, through joint programming. UNDP should also continue to build on its comparative strength of neutrality and long-term commitment to Uzbekistan’s development. As an initial step, UNDP should work closely with the government to ensure that both comprehensive environmental concerns and risk analysis are adequately integrated into national development planning instruments.

**2. Build on existing partnerships with international development partners, but ensure that UNDP adds value beyond purely management arrangements.**

Incorporate human development approaches in the interventions of international partners, building on the UNDP focus and comparative strengths in promoting human development in Uzbekistan, especially at the local level. Implement joint programmes and other forms of collaboration with international partners—particularly with international financial institutions—where UNDP can play a role in ensuring that the most vulnerable and marginalized groups benefit from interventions.

**3. Build on existing experience and relationships with local government and communities.**

Use existing UNDP experience, strengths and proximity to local government (in the areas where UNDP works) as a base to comprehensively strengthen and expand the existing frameworks used to address rural issues. However, in the context of a changing aid environment and the re-engagement of many donors, UNDP should be more strategic in local interventions and in support of local government.

**4. Expand the UNDP role in supporting government efforts at aid coordination.**

As a committed and neutral partner, UNDP is in a good position to support government aid coordination activities and to ensure more effective use of external assistance. UNDP should play the leading role in supporting government coordination of aid at the local level, linking its support to better aid coordination in the centre. This includes donor coordination, facilitating partnerships and disseminating information about donor agencies and funding opportunities.

**5. Strengthen UNDP support to capacity development in Uzbekistan through a more rigorous and systematic application of corporate capacity development tools and approaches.**

Use needs and institutional assessments in all project preparations while ensuring that corporate tools are adapted to the specific context of Uzbekistan. In order to facilitate greater sustainability of results, anchor UNDP capacity development interventions in existing institutions.

**6. Ensure that mechanisms are in place to facilitate linkages between all direct interventions and decision makers.**

Ensure direct and explicit linkages with decision makers in all UNDP interventions. Lessons learned should feed into policymaking, and, where necessary, mechanisms should be put in place to facilitate such linkages. Moreover, such linkages will facilitate replication of successful interventions and scaling up across regions. At the same time, it is necessary to strengthen evaluation mechanisms in the country office in order to facilitate the learning process.

**7. Undertake annual Country Programme Action Plan reviews to increase transparency and to facilitate greater stakeholder accountability of UNDP activities in Uzbekistan.**

Ensure wider participation in annual reviews and greater participation of relevant government bodies in programming processes in order to ensure the transparency of decision-making and resource allocation.



## Chapter 1

# INTRODUCTION

Uzbekistan is a double landlocked, low-income, country in Central Asia, rich in copper, gold, oil, natural gas and uranium. The *2008 Human Development Report* characterized the nation as a medium human development country. Since its independence in 1991, Uzbekistan has been implementing reform policies to move it away from structures inherited from the former Soviet Union. Dismantling the systems, structures and ways of thinking accumulated during 70 years has been an enormous challenge.

The United Nations Development Programme (UNDP) has had a representative office in Uzbekistan since 1993, aiming to support Uzbekistan in its efforts to develop a strong, market-based economy and a flourishing democracy. This Assessment of Development Results (ADR) examined UNDP contribution to Uzbekistan's national development results over the last eight years. The primary reason for selecting Uzbekistan for an ADR was the forthcoming completion of the 2005–2009 UNDP Country Programme. This presents an opportunity to evaluate the achievements and results of the past programme cycle, and to feed findings and conclusions into the process of developing and implementing the new programme.

### 1.1 PURPOSE AND SCOPE

The objectives of the Uzbekistan ADR as defined by the Terms of Reference are to:

- Provide an independent assessment of the progress (or lack thereof) towards the expected outcomes envisaged in UNDP programming documents, and where appropriate, highlight missed opportunities and unexpected positive and negative outcomes;

- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Present key findings, draw key lessons and provide a set of clear and forward-looking options for UNDP management to make adjustments to the current strategy and the next UNDP Country Programme.

The ADR reviewed UNDP experience in Uzbekistan over the 2000–2004 and 2005–2009 country programmes. The evaluation undertook a comprehensive review of the programme portfolio and activities, including UNDP programmes funded by both core resources and third-parties. The evaluation examined both the main UNDP sub-programmes and cross-cutting areas, with special attention paid to the role of UNDP in promoting gender mainstreaming and capacity development in the country. In addition, the ADR examined the role of UNDP in supporting UN system coordination in Uzbekistan. While the ADR is neither an audit nor a review of administrative procedures, it considers the impact of operational constraints affecting the programme.

### 1.2 METHODOLOGY OF THE ADR

The Uzbekistan ADR focuses on outcomes, concentrating on changes in specific development conditions and on the contributions that UNDP outputs have made to achieve these outcomes. The evaluation identified the most important lessons learned and good practices that have emerged in relation to the direct achievement of development results and in relation to UNDP strategic positioning in Uzbekistan.



**Table 1. Evaluation criteria and questions<sup>1</sup>**

Effectiveness	Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
Efficiency	How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/subregional context?
Sustainability	Is the UNDP contribution sustainable? Are development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention was completed?
Relevance	How relevant are UNDP programmes to the country's priority needs? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across practice areas?
Responsiveness	How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?
Partnerships	How has UNDP leveraged partnerships within the UN system, national civil society and the private sector?

UNDP-supported projects and interventions were assessed as contributions to development results rather than as separate undertakings. While the ADR examined some of the most strategic outputs delivered by UNDP Uzbekistan, it is not a comprehensive review of all outputs and does not directly attribute specific development outcomes to the outputs. Rather, it aims to establish credible links between what UNDP has supported in the country and what has subsequently occurred. This aspect of the methodology is further discussed in the introduction to Chapter 4.

There are two main sources of information for the ADR. First, a cross-section of stakeholders were selected for consultation through informal stakeholder mapping. The cross-section included UNDP country office staff, central and local government officials, project managers, civil society, the private sector, international community and

direct beneficiaries of UNDP interventions. Second, the ADR reviewed documents, including: UNDP corporate and country programming documents; government programmes and reports; country strategies and policy papers of donor agencies and international financial institutions; and papers by national and international research institutes and universities. All documentation was made available to the team through a Web site organized and maintained by the Evaluation Office.

The Uzbekistan ADR is based on qualitative data collection and analysis of primary source materials, as well as document review of secondary sources and quantitative synthesis and analysis of relevant secondary data (e.g., budgetary and expenditure patterns, types and range of partners and projects). It employed a variety of data collection methods, including:

1. The Terms of Reference included an evaluation criterion related to equity, which was merged into the effectiveness criteria.

- Desk reviews and documentary analysis;
- Semi-structured interviews (primarily with government, donor organizations and the private sector);
- Questionnaire-based structured interviews targeted at UNDP personnel and select stakeholder groups (primarily donors);
- Group interviews conducted at the local level (target groups included farmers and community representatives); and
- Select site visits of regional and local level activities in order to assess implementation issues.

Different sources of information and different methods of data collection allowed the evaluation team to cross-check and complement information obtained.

The analysis of contribution to development results and strategic positioning draws on a set of evaluation criteria, each of which relates to a number of evaluation questions. Data collection is conducted to provide answers to evaluation questions, which in turn provide the necessary elements for the conclusions of the ADR. Table 1 is a compilation of evaluation criteria and questions applied in each theme and cross-cutting issue of the country programmes.

The evaluation faced a number of limitations: the relatively short period between the scoping and main missions meant that some data collection methods (e.g., comprehensive surveys) could not be used. In addition, broad consultation was often difficult due to the underdeveloped civil society in Uzbekistan. However, the ADR team was able to access programme, project and related documentation through the country office Web site. It also made use of past project evaluations of key UNDP interventions in Uzbekistan, although no outcome evaluations were available at the time of the ADR mission.

### 1.3 THE EVALUATION PROCESS

The following steps were used to plan and perform the ADR:

- Team pre-planning meetings were held at UNDP headquarters in New York in June 2008 in order to develop the overall strategy for the ADR, collect and review background materials and orient the team;
- A scoping mission to Uzbekistan took place immediately after the pre-planning meetings. This involved obtaining an overview of the programme, its structure and activities and its main stakeholders in order to assist in planning for the main mission;
- The main data collection mission took place from the end of July to August 2008. At the end of the main mission, the ADR team presented tentative results in a debriefing meeting organized by UNDP Uzbekistan;
- A debriefing meeting was held by the Team Leader in New York in September 2008, followed by a visit to the UNDP Regional Centre in Bratislava to interview staff;
- The report was reviewed by internal and external personnel, including country-level stakeholders; and
- A workshop was held in April 2009 and final findings and results were discussed among a broad range of stakeholders from Tashkent and selected regions.

Given the time constraints of the main mission, no more than two to three days were dedicated to project site visits per district. The site visits were meant to gather information in order to complement other sources of information—they should not be regarded as project evaluations. The following regions were visited:<sup>2</sup>

- Karakalpakstan;
- Fergana;
- Namangan; and
- Kashkadarya.

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2. Regions were selected based on levels of poverty, environmental concerns and degree of UNDP engagement.

## **1.4 STRUCTURE OF THE REPORT**

The report is divided into six chapters. Following this introduction, Chapter 2 describes the national development context, including the role of development cooperation and the overall development challenges faced by the country. Chapter 3 describes the UN and UNDP presence

in Uzbekistan. Chapter 4 presents findings related to the UNDP contribution to national development results over the basic components of its country programmes. Chapter 5 consists of findings related to cross-cutting themes. Finally, Chapter 6 sets out conclusions and recommendations.

## Chapter 2

# COUNTRY CONTEXT

Uzbekistan is a double landlocked country, covering 447,000 square kilometres and sharing borders with five Asian countries: Afghanistan, Kazakhstan, the Kyrgyz Republic, Tajikistan and Turkmenistan. The landscape of Uzbekistan is mostly flat-to-rolling sandy deserts with arable lands covering only one-tenth of its total area. Close to 5 percent of the country is covered by water. The main water supply of Uzbekistan comes through two major rivers: the Amu Darya (with headwaters in Afghanistan and Tajikistan) and the Syr Darya (with headwaters in Tajikistan and Kyrgyzstan). The resources of these rivers are divided among neighbouring countries.

Among Central Asian countries, Uzbekistan's population is the largest—as of 2007, it was almost 27 million. About 76 percent of the population is ethnically Uzbek, and the majority of the population (88 percent) are Muslim (mainly Sunni). Almost 36 percent of the population lives in urban areas, a slight decline from 2001. In 2007, almost 60 percent of the population was under 30 years old, and just under 40 percent was less than 19 years old. There are significant differences between rural and urban areas—for example, the population of rural areas has a higher percentage of young people.

### 2.1 INSTITUTIONAL SETTING

In 1991, the Supreme Soviet of Uzbekistan declared the republic independent. The subsequent adoption of the Constitution of the Republic of Uzbekistan on 8 December 1992 created the institutional and legislative basis for a sovereign Uzbekistan. After 2003,<sup>3</sup> the bicameral Oliy Majlis<sup>4</sup> became the highest legislative body

in the country. It is composed of 220 deputies elected for five-year terms through multi-party elections in local districts. The Office of the President is at the centre of the public administration and the political system, as the President is both the Head of State and the Chairman of the Cabinet of Ministers (the highest executive body). Under the Cabinet of Ministers are fourteen ministries, nine state committees, six agencies and other bodies.

Administratively, Uzbekistan consists of the Republic of Karakalpakstan (an autonomous territory), twelve regions, 120 cities and 164 districts. The Councils of People's Deputies—local councils—are the representative authorities at the city, district and regional levels. At all levels, local councils are headed by a chairman, or *hokim*. In addition, city, district and regional *hokims* act as the head of the local executive branch, or *hokimiyat*. Local government in Uzbekistan is supplemented by self-governing community organizations. Citizens over the age of eighteen exercise their constitutional right to self-governance through citizen assemblies. These assemblies, the highest body of community self-government, represent the interests of its inhabitants and make decisions on the respective territory's behalf.

Following independence, no overall medium- or long-term national development planning instruments were put in place. A major change occurred in 2007, when the Cabinet of Ministers approved the Welfare Improvement Strategy (WIS) of Uzbekistan as “a medium-term (2008–2010) national development document of the Government of the Republic of Uzbekistan

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3. Law of Republic of Uzbekistan, “On additional amendments to Constitution of Uzbekistan”, 24.04.2003, N470-II.

4. Supreme Council.

### Box 2.1 Key characteristics of the Welfare Improvement Strategy

**Comprehensive approach to development.** Achieving the goals and objectives set forth in the WIS calls for developing and implementing a range of economic policies covering all priority areas of development and all critical aspects of the reform process. This will increase the effectiveness of the measures the government undertakes to foster economic growth and improve the livelihoods of the population.

- **Transition from short-term projections to medium-term and long-term strategies.** The WIS sets both the medium- and long-term priorities for development and the transformation of various aspects of socio-economic and public life through 2015. Thus, the completion of the WIS concludes the first stage of transition from primarily short-term and sectoral approaches to medium- and long-term development strategies.
- **Forming the conceptual framework for regional development strategies.** The WIS will not only become a strategic document for promoting economic growth and improving livelihoods of the population, but also it will become an aspect of the vision of the country's development path for the foreseeable future. This lays the foundation for implementing methods and approaches of strategic governance at the regional level in close coordination with the national development strategy. Policies and new initiatives reflected in the WIS could be pilot-tested as regional-level experiments prior to clarification and national dissemination.
- **Greater opportunities for resource mobilization.** Key to the success of national, sectoral and regional development projects and programmes is the active involvement of stakeholders, including those from civil society, the private sector, international organizations and other development partners. The Strategy itself and the process by which it is designed, implemented and monitored can serve as the basis for expanding constructive collaboration between the government and all stakeholders.

**Source:** Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.

for determining the main areas and measures for accelerating economic growth and enhancing the living standards of the population.”<sup>5</sup> The key features of the strategy are listed in Box 2.1.<sup>6</sup>

## 2.2 ECONOMIC DEVELOPMENT

During the Soviet period, Uzbekistan was predominantly an agrarian society, with cotton being the main agricultural product. After 1991, Uzbekistan started transitioning from a plan-based economy to a market-based system. During the transition period, priority was given to privatization,

modernization of production processes, industrialization, development of the private sector and institutional development. During the last decade, the economic performance of Uzbekistan was remarkable. From 2000 to 2003, the average growth rate of the gross domestic product (GDP) was 3 to 4 percent. Since 2004, the growth rates were higher than 7 percent, and in 2007, more than 9 percent. Given the stability of population growth over this period, GDP per capita also increased significantly. Table 2 illustrates this rapid growth as well as trends in consumer price inflation over the period.

**Table 2. Main economic indicators of Uzbekistan**

Indicators	2003	2004	2005	2006	2007	2008*
Real GDP growth (annual change, percent)	4.2	7.7	7.0	7.3	9.5	9.0
Consumer price Inflation (year average, percent)	11.6	6.6	10.0	14.2	12.3	11.3

\* Projected. **Sources:** International Monetary Fund, 'Regional Economic Outlook: Middle East and Central Asia', May 2008.; staff estimates.

5. Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.

6. The development of the WIS and the UNDP role are discussed in Chapter 4.

**Table 3. Progress towards achievement of the Millennium Development Goals in Uzbekistan**

Goals: Targets <sup>7</sup>	Will the goal/target be met?				State of supportive environment			
	Probably	Potentially	Unlikely	No data	Strong	Fair	Weak but improving	Weak
LIVING STANDARDS AND MALNUTRITION: Reduce poverty by half by 2015.		X					X	
QUALITY EDUCATION: Improve the quality of primary and basic secondary education, while maintaining universal access.	X					X		
GENDER EQUALITY: Achieve gender equality in primary and general secondary and vocational education by 2005.	ACHIEVED					X		
GENDER EQUALITY: Improve gender balance in higher education by 2015.	X							
CHILD MORTALITY: Reduce by two-thirds the under-five mortality rate by 2015.		X				X		
MATERNAL HEALTH: Reduce maternal mortality ratio by one-third by 2015.		X				X		
HIV/AIDS: Have halted by 2015 and begun to reverse the spread of HIV/AIDS.			X				X	
TUBERCULOSIS and MALARIA: Have halted by 2015 and begun to reverse the incidence of tuberculosis and malaria.		X				X		
ENVIRONMENTAL SUSTAINABILITY: Integrate the Principles of Sustainable Development into County Policies and Programs and Reverse the Loss of Environmental Resources by 2015.		X				X		
ENVIRONMENTAL SUSTAINABILITY: Increase the Percentage of Urban and Rural Population with Access to an Improved Water Source and Sanitation by 2015.		x				x		

Source: United Nations Country Team, 'Millennium Development Goal Report 2006', 2006.

7. The Millennium Development Goals used in Uzbekistan have been adapted from the global goals to suit the specific context of Uzbekistan.

**Table 4. Poverty rates by province**

Province	Poverty rate (percent)
Karakalpakstan, Kashkadarya, Khorezm, Namangan, Sirdarya and Surkhandarya	30–45
Andijon, Bukhara, Fergana, Jizzakh, Novoi, Samarqand	15–30
Tashkent	7

Source: Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.

During the Soviet period, the agricultural sector made up more than 40 percent of GDP. Since independence, this percentage has decreased: at the end of 2007, the agricultural sector made up only 20 percent of GDP. This decline is in the context of Uzbekistan's continuing significant agricultural reforms, including the important step of transferring government farms to the private sector. From 2000 to 2006, the percentage of the industrial sector in GDP increased from 14.2 percent to 22.1 percent. The majority of industrial sector production belongs to large enterprises. The combination of a growing rural population (almost 64 percent of the total) and a declining agricultural sector has led to an increase in inequality between rural and urban areas, and has created challenges in addressing low living standards.

### 2.3 HUMAN DEVELOPMENT AND THE MILLENNIUM DEVELOPMENT GOALS

According to the 2006 Millennium Development Goals (MDG) report prepared by the UN country team in Uzbekistan, progress is being made towards all goals with only the HIV/AIDS targets unlikely to be met by 2015. Table 3 illustrates the likelihood of achieving targets and the state of the supportive environment of each.

As the economy gradually revived, the poverty rate fell from 44.5 percent, identified in 1994 through a one-time sample survey, to 27.5 percent in 2001, according to the findings of household budget surveys conducted using The World Bank methodology.<sup>8</sup> According to the 2007 WIS, from 2001 to 2005, the average poverty rate in Uzbekistan decreased by 1.7 percent,<sup>9</sup> while the poverty rate of the urban population decreased by 4.2 percent.<sup>10</sup> During the same period, the rural poverty rate did not undergo significant changes, decreasing just 0.5 percent.<sup>11</sup> Table 4 indicates the degree of poverty in Uzbekistan by province.

From 2000 to the end of 2005, the life expectancy at birth increased from 70.8 years to 71.8 years. Adult literacy rate is above 99 percent. Furthermore, indicators of the human development index increased from 0.736 to 0.759<sup>12</sup> over the same period and the gender-rated development index and the women's empowerment index of Uzbekistan also increased significantly. The full trends are illustrated in Table 5.

Since 2000, the number of new HIV/AIDS cases has been increasing. In 2005, there were 2,198 newly registered HIV/AIDS cases. In addition, from 1991 to 2002, the number of tuberculosis

8. Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.

9. Decreasing from 27.5 to 25.8 percent.

10. Decreasing from 22.5 to 18.3 percent.

11. Decreasing from 30.5 to 30 percent.

12. UNDP, 'Human Development Report. Uzbekistan 2007–2008. Education in Uzbekistan: Matching Supply and Demand', UNDP Uzbekistan, 2008, Statistical Table 1. Data may differ from that reported in the global UNDP Human Development Report.

**Table 5. Human development of Uzbekistan**

Indicators	2000	2001	2002	2003	2004	2005
Life expectancy at birth (in years)	70.8	71.3	71.2	71.6	71.2	71.8
Adult literacy rate (percent of population)	99.17	99.18	99.19	99.20	99.31	99.36
Mean years of schooling	11.4	11.5	11.6	11.6	11.7	11.7
Human development index	0.736	0.740	0.742	0.748	0.751	0.759
Gender-related development index	0.733	0.736	0.738	0.744	0.746	0.747
Indicator of women's empowerment	0.382	0.378	0.380	0.411	0.440	0.500

**Source:** UNDP, 'Human Development Report. Uzbekistan 2007–2008. Education in Uzbekistan: Matching Supply and Demand', UNDP Uzbekistan, 2008.

incidents increased from 46,000 to nearly 80,000. However, since 2002, the trend of tuberculosis incidences has started to decline, though its incidence is increasing in regions with ecological problems (e.g., Karakalpakstan).

Like many ex-Soviet countries, Uzbekistan inherited a terrible environmental legacy and environmental issues remain a major concern for sustainable human development in Uzbekistan. The Environmental Profile of Uzbekistan<sup>13</sup> presents a comprehensive analysis of the environment and some prospects for future development. The main environmental concerns are:

- Irrational use and pollution of water resources;
- Imperfect waste management practices;
- Air pollution;
- Biodiversity conservation;
- Climate change; and
- Desertification and land degradation.

The report also emphasizes the need to further develop and improve the environmental indica-

tors database in order to enable more efficiently monitor and solve these and other challenges. The report also explores energy problems and the increasing need to supplement and replace non-renewable energy sources with renewable sources, including solar power, wind energy, mini-hydro power plants and biogas.

## 2.4 INTERNATIONAL COOPERATION

International development cooperation started soon after independence. Uzbekistan was quick to join international financial institutions: in 1992, it became a member of the European Bank for Reconstruction and Development, the International Monetary Fund and The World Bank,<sup>14</sup> and in 1995, Uzbekistan became a member of the Asian Development Bank. The European Union has also been an important partner, and among bilateral donors, the United States and Japan have been the largest donors. Table 6 illustrates the relative size of aid from the major international organizations since 2000. According to the data provided by the Organisation for Economic Co-operation and Development (OECD), the largest three bilateral donors (the United States, Japan and

13. Government of Uzbekistan/State Committee for Nature Protection and UNDP Uzbekistan, 'Environmental Profile of Uzbekistan 2008 Based on Indicators', 2008.

14. Uzbekistan is a blend country, borrowing from both International Development Association on concessional terms and the International Bank for Reconstruction and Development on market terms.



**Table 6. Total net ODA disbursements as a percent of total 2000–2006 (constant 2006 prices)**

OECD Development Assistance Committee (DAC) Countries	74%
United States	29%
Japan	26%
Germany	10%
Other	9%
Non-DAC Countries	12%
Multilateral	14%
<b>Total</b>	<b>100%</b>

Source: OECD Development Assistance Committee.

**Table 7. Total net ODA disbursements by year (2000–2006, US\$ million, constant 2006 prices)**

2000	2001	2002	2003	2004	2005	2006
206	193	228	209	244	169	149

Source: OECD Development Assistance Committee.

Germany) account for approximately two thirds of all official development assistance (ODA) over the period of 2000 to 2006.

As illustrated in Table 7, there was significant fluctuation in ODA flows over the 2000–2006 period, specifically in 2005 and 2006 where ODA in Uzbekistan was only 70 percent and 60 percent of 2004 levels. Disagreements between the government and some donors partly explains the decline in ODA over this period, but in recent times there has been an important re-engagement of the donor community with

Uzbekistan. The majority of foreign aid has been focused on national projects, while approximately one third of projects have been focused on specific regions.<sup>15</sup>

There is no overall aid coordination mechanism in Uzbekistan, although the WIS is supposed to facilitate the coordination process and the integration of donor interventions into national priorities. The WIS itself contains a proposal for improving cooperation with international organizations providing assistance to Uzbekistan (Box 2.2).

15. Development Aid Coordination Platform of Uzbekistan; see [www.devoid.uz/en](http://www.devoid.uz/en).

## Box 2.2 WIS proposals for improving work with international organizations

- Expand dialogue with the donor community on project financing issues in the framework of the WIS. Although international financial institutions and development agencies are demonstrating a readiness for closer coordination of their programs, a more active government role is necessary for achieving strategic agreements with donors and improving the forms of collaboration with development partners. In particular, it is advisable to hold regular meetings (one to two times a year) between the government and international donors, the private sector, and civil society.
- The improvement of mechanisms (through which the distribution and monitoring of the effective utilization of external assistance funds provided in the framework of WIS projects are undertaken for particular sectors and regional levels) should become the most important goal of changes to the external assistance coordination system.
- Strengthen the state bodies responsible for the coordination of external assistance. Such a system has already been formed in general. However, it is necessary to build the capacity of the appropriate structural divisions of the Cabinet of Ministers; the Ministry of the Economy; the Ministry of Finance; and the Ministry of Foreign Economic Relations, Investments and Trade.

**Source:** Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.



## Chapter 3

# UN AND UNDP IN UZBEKISTAN

Uzbekistan joined the United Nations in March 1992, shortly after the disintegration of the Soviet Union. In 1993, a UNDP office was established in Tashkent. This chapter provides an overview of the UN presence in Uzbekistan and of the UNDP programmes for the time period under review by the ADR.

### 3.1 THE UN IN UZBEKISTAN<sup>16</sup>

The six resident UN agencies in Uzbekistan are listed below. In addition, The World Bank is part of the UN family in Uzbekistan and an active member of the UN Country Team. The United Nations High Commissioner for Refugees was also active until 2006, when its Uzbekistan office closed. A Joint United Nations Programme on HIV/AIDS country office was established in 2005 in order to facilitate and support joint, coherent actions of all partners in the fight against HIV/AIDS. The resident UN agencies in Uzbekistan are:

1. United Nations Children's Fund;
2. United Nations Development Programme;
3. United Nations Educational, Scientific and Cultural Organization;
4. United Nations Office of Drugs and Crime;
5. United Nations Population Fund; and
6. World Health Organization.

The UN country team develops its programmes within the United Nations Development Assistance Framework (UNDAF). The UN Resident Coordinator's Office in Uzbekistan has three full-time staff members, funded with

approximately \$80,000 of pre-allocated core resources per year. To support preparation of the UNDAF, Common Country Assessments were prepared in 2001 and 2003. The first Uzbekistan UNDAF (2005–2009) was prepared in close consultation with the government, civil society and the international community. It is guided by national priorities, the MDGs and international conventions to which Uzbekistan is party, and focuses on strengthening capacity at national and local levels. The overall objectives of the UNDAF are to:

1. Develop successful strategies in order to improve living standards throughout the country;
2. Enhance basic services in the country, specifically with regard to health and education services;
3. Further harmonize national legislation with relevant international UN instruments;
4. Build the capacities of, and partnerships between, government and civil society; and
5. Mainstream human rights and gender issues.

There are four joint programmes in Uzbekistan, and UNDP is involved in two of them: support to the Mahalla gender advisers, with parallel funding from UNDP, United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA); and the fight against HIV/AIDS, with UN agencies, The World Bank and national partners through the Joint United Nations Programme on HIV/AIDS (UNAIDS) Programme Acceleration Funds. In addition, UNICEF is undertaking two other joint programmes, one related to health (with

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16. This section draws on the draft of Uzbekistan UNDAF Mid-Term Review (United Nations Country Team, 2008).

UNFPA) and one related to education (with the United Nations Educational, Scientific and Cultural Organization).

The heads of resident UN agencies in Uzbekistan meet regularly for coordination purposes.<sup>17</sup> In addition, four UN Thematic Groups have been established to bring together relevant agencies and other partners. The Thematic Groups are: Education, HIV/AIDS, Health and Living Standards. Moreover, a UN Inter-Agency Communications Task Force was established in 2005 to facilitate a unified communications platform for the UN system in Uzbekistan.

Beyond the UN system (including The World Bank), key strategic partners include the Asian Development Bank and the European Bank for Reconstruction and Development. The Asian Development Bank cooperates in the fields of education (the Bank is represented in the UN Thematic Group on Education), health, and support to WIS formulation and implementation. Bilateral partnerships with the UN—including participation in UN Thematic Group discussions—include those with the European Union Technical Assistance to the Commonwealth of Independent States programme, the Japan International Cooperation Agency, Project Hope and the United States Agency for International Development.

### 3.2 THE UNDP PROGRAMMES

The first of the two county programmes being evaluated, the Country Cooperation Framework 2000–2004, focused on two broad themes:

- **Support to the Reform Process:** Policy advice aimed at supporting the government's capacities to examine and formulate policy options, and institution-building aimed at developing and strengthening the structures and capacities of government to effectively manage the country's transformation.

- **Support to Civil Society and Private Sector Development:** Aimed at supporting public participation, jobs and income generation.

In addition, three cross-cutting issues were identified: a rights-based approach; the environment; and information and communications technologies.

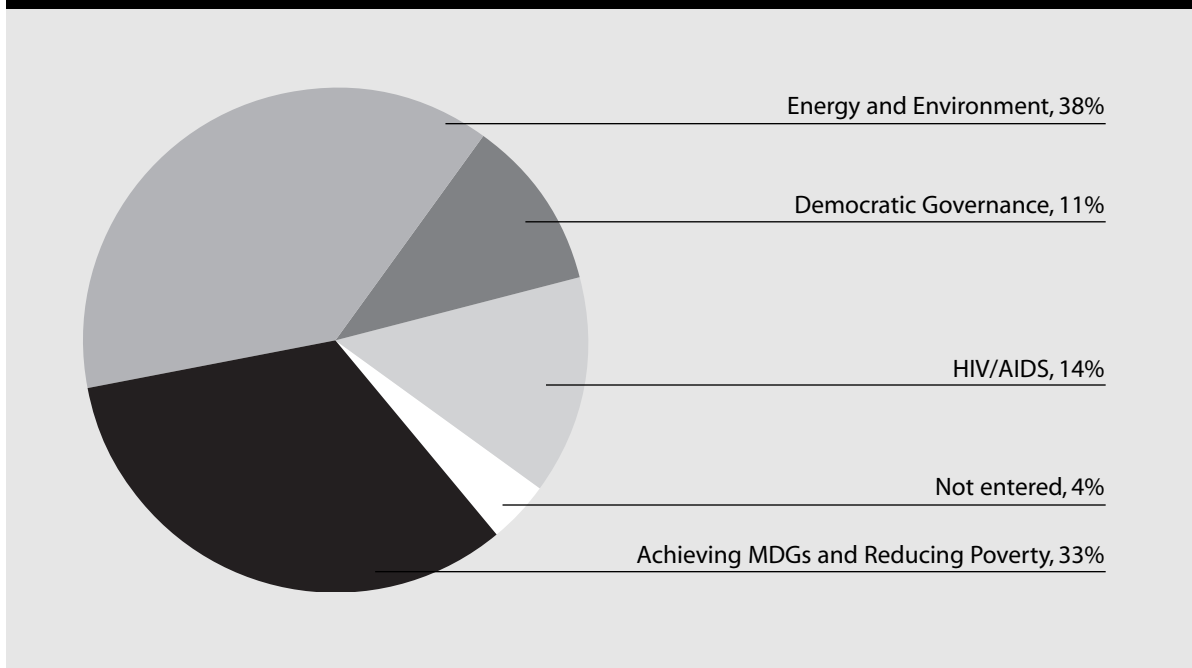
The 2005–2009 country programme was established within the framework of the UNDAF, and focuses on three sub-programmes:

- **Economic Governance and Poverty Reduction:** which builds on the work of the previous programme and focuses on providing policy advice and building national capacities in key reform areas. In addition, the sub-programme supports the building of sustainable institutions to conceive and implement employment and poverty reduction initiatives. The key intervention in this area is through the Area-Based Development and Enhancement of Living Standards initiatives.
- **Democratic Governance:** which provides continued support to government and civil society capacity development; acts as a catalyst through which government and civil society work together as partners in development; builds capacity to integrate international human rights obligations into the national legal framework; and promotes accountability and transparency in government (e.g., aid coordination, capacity development, e-governance and public administration reform).
- **Environmental Governance:** which aims to support capacity development in the sector (e.g., renewable energy), and to support the government in meeting international environmental and sustainable development commitments and integrate them into national development planning.

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17. Approximately once every six weeks during the period being examined.

**Figure 1. Total programme expenditures by UNDP corporate goal<sup>18</sup> (2004–2007)**



The country office has three units covering each of these sub-programmes (the work of the Area-Based Development and Enhancement of Living Standards is managed separately). In addition to these three broad areas, the Country Programme Action Plan identified four cross-cutting areas: national human resources, sub-regional initiatives, gender and the Millennium Development Goals. Chapter 4 provides additional details about the sub-programmes and cross-cutting areas in the context of examining UNDP contribution to national development results.

From 2004 to 2007, most financial resources have been spent within the practice areas of Achieving MDGs and Reducing Poverty (33 percent) and Energy and Environment (38 percent). Figure 1

illustrates this breakdown. Only 11 percent was used for Democratic Governance, less than for Responding to HIV/AIDS (14 percent).

### 3.3 FINANCING THE PROGRAMME

Significant annual variations in total expenditures characterize the financial aspects of the programme, especially with respect to other resources (see Table 8).<sup>19</sup> The allocation of regular resources increased significantly between the 2000–2004 and the 2005–2009 country programmes.<sup>20</sup> As funding from other resources declined over the life of the 2000–2004 programme, the share of regular resources increased from 10 percent of total expenditures in 2000 to almost 50 percent in 2004.

18. UNDP, 'Second Multi-Year Funding Framework, 2004-2007', 2003.

19. 'Regular resources' are UNDP resources that are commingled and untied. These include voluntary contributions, contributions from other governmental, intergovernmental or non-governmental sources, related interest earnings, and miscellaneous income. 'Other resources' are UNDP resources, other than regular resources, that are received for specific programme purposes and the provision of management and support services to third parties.

20. From \$5.9 to \$14.9 million of regular resources, as indicated in the respective country programme documents.

**Table 8. UNDP programme expenditures (2000–2008)**

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>US\$ thousands</b>									
Total expenditure	12,630	14,048	6,930	5,689	5,027	12,452	18,590	15,048	17,030
Regular resources expenditure	1,276	1,203	1,236	1,445	2,454	3,278	3,999	4,116	5,083
Other resources expenditure	11,354	12,844	5,695	4,244	2,573	9,174	14,591	10,932	11,948
<b>Percent of total</b>									
Regular resources expenditure	10	9	18	25	49	26	22	27	30
Other resources expenditure	90	91	82	75	51	74	78	73	70

Source: UNDP Uzbekistan.

Major financial partners include the European Union (specifically in relation to financing the Enhancement of Living Standards Programme, the Border Management Programme in Central Asia, and the Central Asia Drug Action Programme), the Global Environment Facility, The World Bank (through government cost-sharing in the Water Supply Sanitation and Health projects), and the Global Fund to fight Aids, Tuberculosis and Malaria (where the UNDP role is purely fiduciary management).

### 3.4 PROGRAMME MANAGEMENT AND IMPLEMENTATION

A Development Services Support Programme was established to support implementation of the 2000–2004 country programme. It aimed to deepen national ownership by replacing the prevalence of individual projects with a more comprehensive, integrated, country-led programme approach, in which projects (components) were deliberately and consistently linked. It aimed at sharpening the focus of UNDP support, improving the efficiency in handling administrative support, and enhancing development effectiveness. The objective was to create synergies and strategic

orientation within the programme. Ensuing economies of scale were expected to result not only in cost savings, but also in greater programme impact. The programme comprised four major components:

- Policy and advisory services (with several sub-components);
- Aid coordination and management;
- Human development; and
- Emergency (drought) preparedness and mitigation.

In addition to these programmes, the UNDP Regional Bureau for Europe and the Commonwealth of Independent States manages subregional projects, some of which directly concern Uzbekistan. The most prominent has been the EU-funded Border Management Programme for Central Asia, the objectives of which include enhancing border security and facilitating legal trade and transit. The second programme is the EU-funded Central Asian Drug Action Programme, which aims to foster a development-oriented drug control strategy. The goal of the strategy is

to ensure a sustained reduction of drug consumption and trafficking in line with European Community drug strategies (i.e., taking a public health approach to drug demand and an interdiction-based approach to drug trafficking).

Uzbekistan also participates in the UNDP Silk Road Regional Programme, aiming to improve physical trade infrastructure and involve small- and medium-sized entities in trans-border cooperation and international and subregional trade. From the Regional Bureau portfolio,

Uzbekistan has mostly selected projects that focus on international legal trade development. The country has not been involved in programmes that deal with conflict prevention (e.g., in the Ferghana valley) or aim at preventing potential natural catastrophes (e.g., programmes related to managing water resources originating from neighbouring countries). The largest regional project Uzbekistan has taken part in is The World Bank-funded Long term Joint Capacity-building for AIDS Control in Central Asia project.





## Chapter 4

# UNDP CONTRIBUTION TO NATIONAL DEVELOPMENT RESULTS

This chapter analyses UNDP contribution to Uzbekistan national development. It is divided into four sections, representing the key areas of country office engagement.<sup>21</sup> The key areas are:

1. Achieving the MDGs and reducing human poverty;
2. Fostering democratic governance;
3. Managing energy and environment for sustainable development; and
4. Responding to HIV/AIDS.

### 4.1 ACHIEVING THE MDGS AND REDUCING HUMAN POVERTY

The 2005–2009 Country Programme Document (CPD) set two outcomes for UNDP contribution within the area of achieving the MDGs and reducing human poverty (see Table 9). For outcome 1, UNDP contribution included supporting central policy-making and national strategy development. For outcome 2, UNDP provided direct support to selected local areas.<sup>22</sup>

The current country programme uses two mechanisms to facilitate a coordinated, synergistic approach within this intervention area. At the central level, much of the advocacy and policy support work is channelled through the Centre for Economic Research, an Uzbekistan think-tank founded jointly by UNDP and the Government of Uzbekistan. At the local level, the Enhancement of Living Standards (ELS)/Area Based Development (ABD) approach gives UNDP a presence and allows UNDP to engage in a variety of interventions through a single mechanism.

#### 4.1.1 STATISTICAL STRENGTHENING AND MONITORING THE MDGS

Uzbekistan has endorsed the Millennium Declaration and is committed to achieving the MDGs. In 2004, UNDP, together with other national and international partners, provided support to adapting ('localization' or 'nationalization') the global goals and targets to Uzbekistan's specific country context and priority issues. UNDP supported a team of national

**Table 9. Achieving the MDGs and reducing human poverty: expected results**

<b>CPD outcome 1</b>	Sustainable human development policies to improve livelihoods and access to social services by the poor developed
<b>CPD outcome 2</b>	Poor and vulnerable people's access to quality community-based social services improved and new sources of income created

21. These key areas correspond to four of the five UNDP corporate goals set out in the UNDP Second Multi-Year Funding Framework 2004–2007.

22. UNDP has also started a new project aimed at supporting persons with disabilities (ACCESS: promoting Accessibility, Civic Consciousness, Employment, and Social Support for people with disabilities). However, it is not included in the analysis, as the project began after the completion of the main evaluation mission.

**Table 10. Capacity for monitoring and reporting MDG progress**

Goal (or component of goal)	Data gathering	Quality of survey information	Statistical analysis	Statistics in policy-making	Monitoring and evaluation
Living standards and malnutrition	Weak	Fair	Fair	Fair	Fair
Quality of education	Fair	Fair	Weak	Fair	Fair
Gender equality	Weak	Weak	Fair	Weak	Weak
Child mortality	Fair	Fair	Fair	Fair	Fair
Maternal health	Fair	Fair	Weak	Weak	Fair
HIV/AIDS	Weak	Weak	Weak	Weak	Weak
Malaria	Fair	Fair	Fair	Weak	Fair
Tuberculosis	Fair	Fair	Fair	Weak	Fair
Environmental sustainability	Fair	Fair	Fair	Fair	Weak

**Source:** Government of Uzbekistan and United Nations Country Team, 'Uzbekistan: Millennium Development Goals Report', 2006, page 65.

experts in preparing the first national MDG baseline study,<sup>23</sup> which analysed the development context for each goal by setting appropriate baselines and indicators. Although the main partner in the localization process was the Ministry of Economy, the adaptation of each MDG involved a variety of relevant ministries, government institutions and independent experts. These national MDGs were integrated into the 2004–2006 Uzbekistan Living Standard Strategy, prepared by government working groups with the technical assistance of the Asian Development Bank (ADB). The Living Standard Strategy (LSS) document notes that “the MDGs have provided an overall framework and vision for the Strategy, while the formulation of priority policies for poverty reduction has given impetus to the formulation of Uzbekistan’s country-specific MDGs.”<sup>24</sup>

Based on an assessment and analysis of statistics in Uzbekistan,<sup>25</sup> UNDP initiated the Statistical Capacity-Building for Millennium Development Goals Monitoring and Reporting project, which started in 2006. Through the project, UNDP supported analysis and publications related to the MDGs, including the 2006 MDG Report for Uzbekistan, and the Internet-based dissemination of statistical data.<sup>26</sup> UNDP also undertook awareness-raising activities and the regionalization of MDGs. Importantly, UNDP worked with the government to integrate the MDGs into the WIS (the successor to the LSS). The WIS clearly states Uzbekistan’s obligations to achieve the MDGs, and the main objectives of the strategy correspond to the eight localized MDGs.

23. United Nations Country Team and ADB, 'MDGs in Uzbekistan', 2004.

24. Government of Uzbekistan, 'Living Standard Strategy', 2004, page 10.

25. Government of Uzbekistan, 'Official Statistics in Uzbekistan: Institutional Basis, Quality and Access', Policy Brief #1, Center for Economic Research, 2006.

26. See <http://www.statistics.uz/>.

#### Box 4.1 Valuable assets and advantages of the Center for Economic Research

- Reputation and name recognition in applied policy research
- Trust, credibility and good outreach and communication channels to key stakeholders, including the Government of Uzbekistan and international donors and development agencies
- Facilitation of stakeholders' dialogue; point of contact between policy-makers, international organizations and the business community
- A solid track record of successfully applied policy reform projects
- Project planning, design and implementation tools
- A strong indigenous team of policy analysts with solid knowledge of Uzbekistan's socio-economic situation and development problems
- Good grasp of policy-making process in Uzbekistan, and knowledge of international donors' project management and reporting requirements
- Effective dissemination instruments, including the popular Economic Review journal
- Access to modern economic literature and various sources of socio-economic data

Source: Polishchuk 2008.

UNDP analysis revealed constraints and challenges to developing an effective system of statistics in Uzbekistan. Therefore, UNDP interventions supported national partners address priority statistical areas. The 2006 MDG Report revealed that the capacity for monitoring and reporting MDG progress is generally fair—though occasionally weak—across the core assessment criteria (see Table 10). This has implications for effective use of the MDGs, especially for efforts to use them at the regional level.

It should be noted that the MDG Report's targets and indicators can be considered binding on policy makers only if these targets and indicators have been identified and sanctioned by the government. However, the national MDG report has not received official government approval, despite relevant ministries having worked in close cooperation with UNDP during the Report's preparation.<sup>27</sup> Nonetheless, the WIS—a document approved by the government—aligns its objectives with the nationally determined MDGs.

#### 4.1.2 PRO-POOR POLICY REFORMS TO ACHIEVE MDG TARGETS

UNDP has supported the Government of Uzbekistan's emphasis on socio-economic development through:

- Support to national strategy development;
- Policy advice and support to national capacity development in key economic reform areas; and
- Building sustainable institutions to conceive and implement initiatives on poverty reduction and employment.

The main UNDP partner in these efforts has been the Center for Economic Research (CER). UNDP and the Government of Uzbekistan jointly established CER in 1999 in order to serve as a major economic think tank with the mandate to provide economic analyses, assessments, forecasts and policy advice. The Center has its roots in an earlier 1994 UNDP programme (implemented at the request of the Uzbekistan Government) aimed at assisting the country in

27. Government of Uzbekistan, 'Official Statistics in Uzbekistan: Institutional Basis, Quality and Access', Policy Brief #1, Center for Economic Research, 2006.

macroeconomic policy analysis and training. UNDP evaluated the CER project four times between 1999 and 2003.<sup>28</sup> All the evaluations were positive about CER and its performance. In 2008, a report drew on previous evaluations and examined the sustainability of the Center.<sup>29</sup> “Nearly ten years since its inception,” the report concluded, “CER remains the primary think tank in Uzbekistan.” Beyond its high-quality outputs, CER plays a major role in facilitating dialogue on reform and development among a wide range of stakeholders in Uzbekistan’s development, including civil society, government, the international community and the private sector. Moreover, an important part of the CER mandate is to ensure that the public is informed about policy and development issues. Box 4.1 illustrates CER assets and advantages.

Although a number of international and national organizations utilize the services of CER, UNDP and the Government of Uzbekistan are the largest financial contributors. UNDP has been examining ways to ensure the sustainability of the Center, but a recent report commissioned by UNDP notes “CER cannot achieve sustainability without committed support from the Government of Uzbekistan and international development agencies.”<sup>30</sup>

Given the Center’s strengths, it was natural that UNDP used it to support the government design its national development strategies. In 2003, work began on the development of the 2004–2006 LSS, largely supported by the Asian Development Bank, but drawing heavily on the CER/UNDP paper ‘Linking Macroeconomic Policy and Poverty in Uzbekistan’.<sup>31</sup> The LSS also benefited from the Economic Growth and Poverty Reduction conference organized by CER and UNDP. As a follow-up to the LSS, the

government, with the assistance of CER/UNDP, The World Bank and ADB, prepared the 2008–2010 Welfare Improvement Strategy. As noted, the Government of Uzbekistan adopted the WIS as the main medium-term strategy in Uzbekistan, and international development agencies are using it as the basis for their programmes and projects in the country. The preparation of the WIS is an important step for Uzbekistan, and UNDP support represents a major contribution.

It should be noted, however, that UNDP support to the development of the WIS should have included the integration of more comprehensive environmental, social and health sector factors, and should have taken into account risks so that complex planning could be carried out on an even more solid basis. Other factors include a full assessment of risks to implementation, as the recent global economic downturn made clear. The success of development strategies may be enhanced by taking a holistic approach, incorporating issues that may impact on the lives of the Uzbekistan people. Additionally, given UNDP experience with rural development, the WIS should have emphasized the importance of investments in rural areas to comprehensive development.

In addition to supporting the development of comprehensive national development strategies, UNDP has provided support in many key areas of economic governance (e.g., strengthening the system of customs administration; public finance reform; and foreign trade and investment promotion).

These interventions were designed in response to specific government requests and fall within the overall theme of supporting government institutional and capacity development. They have made important contributions in the areas

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28. Polishchuk, 2003.

29. Polishchuk, 2008. Though the evaluation was released following the completion of the main ADR mission, it was incorporated into the analysis.

30. Polishchuk, 2008.

31. Government of Uzbekistan/Center for Economic Research and UNDP, ‘Linking Macroeconomic Policy to Poverty Reduction in Uzbekistan’, Tashkent, 2005.

they address, and the government generally appreciates them. However, such an approach raises challenges for ensuring projects' effectiveness, efficiency and sustainability. First, despite a project's efficiency and effectiveness, sustainability may be lacking due to insufficient capacity development. Second, the approach included many short-term narrow projects rather than long-term broader and more strategic programmes. Third, UNDP has comparative strengths in only a few of the economic governance issues addressed. While this may be due to the nature of Uzbekistan's relationship with the international community in recent years, in future and where possible, UNDP needs to develop relevant partnerships when interventions go beyond its core competencies.

UNDP has also contributed to the policy debate through the publication of National Human Development Reports. Three have been published in the period under review, examining key issues for Uzbekistan's development and widely distributed in English, Russian and Uzbek.<sup>32</sup>

In addition, UNDP has made strong efforts to systematically increase awareness and advocate the policy relevance of the Human Development paradigm (as well as the MDGs) to undergraduate and postgraduate students, teachers and state officials of Uzbekistan's leading academic institutions. This is being achieved through support to research and the development of pedagogies and curriculums to teach human development, train lecturers and develop in-service training schemes.

#### **4.1.3 LOCAL EMPLOYMENT PROMOTION AND POVERTY-REDUCTION INITIATIVES**

UNDP local poverty interventions focus on the rural poor and provide services including micro-

finance, business advice services and community development. The first measure of UNDP involvement in this area is micro-financing, which started at the end of 1990s in rural Uzbekistan. Micro-financing projects were gradually integrated into a more comprehensive approach, jointly developed with the European Union. Since 2007, UNDP has applied a development strategy to strengthen regional and local governance through two main projects:

- Enhancement of Living Standards (ELS), implemented in the Karakalpakstan, Namangan and Fergana regions; and
- The 2008–2010 Area Based Development (ABD) project, implemented in the Karakalpakstan and Kashkadarya regions.

The experiences gained through the ELS and ABD projects are unique in the Uzbekistan context. The projects' approaches included: fomenting regional and local development strategies using improved data collection methods and techniques for mapping living standards; introducing civil society and self-help schemes to communities; generating and diversifying income through rural and urban micro-credits; and strengthening farmers and other types of rural enterprises. Three project evaluations have been undertaken. The first two, covering ELS interventions in Karakalpakstan<sup>33</sup> and Namangan,<sup>34</sup> were completed in 2006. The third, covering Ferghana, was undertaken the following year<sup>35</sup> and shows that even if poverty is increasingly concentrated in rural areas, it can be addressed primarily through strengthening local governance.

In ELS, UNDP involvement can be divided into the following activities: increasing capacity for

32. UNDP, Uzbekistan National Human Development Reports, 'Education in Uzbekistan: Matching Supply and Demand' (2007–2008), 'Health for All: A Key Goal for Uzbekistan in the New Millennium' (2006) and 'Decentralization and Human Development' (2005).

33. Harfs, J., 'An Evaluation of the EU/UNDP Project "Enhancement of Living Standards in Karakalpakstan"', European Union, June–July 2006.

34. Harfs, J., 'An Evaluation of the EU/UNDP Project "Enhancement of Living Standards in Namangan"', European Union, June–July 2006.

35. Tessier, 2007.

policy planning at the regional and local levels; reinforcing the development capacity of local governance; and creating and strengthening pilot income-generation schemes. These actions have resulted in: strengthening women's roles in governance and businesses; creating social investment projects, with emphasis on water, electricity and heating systems at medical centres, schools and private houses; and strengthening micro-enterprises. In terms of investment projects for social infrastructure and micro-enterprises, ELS has achieved good results—many of which can be transferred to other regions and districts. However, the ELS evaluations cited above pointed out that at the policy level, the projects' development impacts have not been as strong (though work undertaken through the ELS, such as poverty mapping and support to poverty assessments, has contributed to the development of the WIS).

Significant achievements have been made in rural village social infrastructural projects: water, gas and power lines have been constructed applying principles of participatory planning, co-funding and local joint construction efforts. In addition to concrete achievements (e.g., construction projects), the activities unified communities, and local stakeholders have been extremely satisfied with joint achievements. The efficiency, effectiveness and sustainability of such projects have been satisfactory. In most cases, the social infrastructure investments have concerned local schools, medical centres and all or most households in the community. These investments have been prioritized by the communities and then agreed to by UNDP, after which joint preparatory phases followed. In all project sites visited, local communities are planning to continue with a similar approach but with new and additional development and investment objectives. This ADR and the evaluation conducted in the Ferghana region came to comparable conclusions regarding similar project activities.

The contribution of these interventions goes beyond those financed by the projects. The institutions established under these interventions

have been successful in facilitating the replication of the approaches in neighbouring communities. Moreover, UNDP has facilitated additional resource mobilization to fund additional interventions.

UNDP has also contributed actively in these regions by launching a micro-financing project for the local poor and by providing financing and support to local small and medium-sized enterprises (SMEs) and agricultural organizations. The repayment of micro-credits has varied from 95 to 100 percent in different communities. Unfortunately, in recent years the micro-financing assets have reached their limits in all regions, despite the continued demand for loans. Hence, it would be advisable to prioritize between two concepts: group-financing with group-responsibility for the loan, or individual crediting with individual collateral. The former is used mostly by the poorest and most vulnerable groups, and is therefore preferable when assets are close to the limit. In addition, capitalizing on group experience tends to minimize risk. However, the concept requires more input and managerial capacity than the latter. Individual crediting is typically used by those who, due to their individual collateral ability, are close to qualifying for commercial loans.

It is important for UNDP to increase partnerships within its private sector development activities. The most suitable partner with full coverage at the country level is the Chamber of Commerce and Industry (CCI). CCI maintains both regional offices and district-level information and resources centres. Although UNDP and the CCI already work together, increasing collaboration during planning and implementation will improve the quality of projects and other activities, and will avoid overlap between the two organizations. UNDP would be able to concentrate on focused advice and consultancy, and on technical and social questions; CCI would foster improved conditions for entrepreneurship and business development, concentrating on economic issues in joint problem-areas. Both organizations have simultaneously carried out similar and partially overlapping activities.

Similarly, UNDP has not taken advantage of pre-existing expertise in districts that have local or regional educational institutes. For example, though UNDP took responsibility for the comprehensive and continuous training of selected target groups, local partnerships would have increased efficiency, effectiveness and quality. In addition, focusing on preparing groups of trainers is a more efficient approach than individually training all participants. Exacerbating these issues, UNDP information centres often lacked appropriate training materials written in Uzbek. ELS and ABD projects were weak or lacking in strengthening district and local level institutional capacities or educational structures (see Section 5.2). This element was given scant attention in the 2007 ELS evaluation. Either the projects themselves or intensified partnerships could have improved this situation.

UNDP—particularly through ELS and ABD projects—supported local SMEs improve their production technologies, demonstrate new modes of production and add value to products within local poverty initiatives. From a development point of view, the main objectives were to demonstrate and encourage local entrepreneurship and SMEs in rural businesses. It is important, however, that UNDP improve conditions for business development rather than directly supporting production investments or competition distortion.<sup>36</sup> Support to local SMEs could be further improved through the introduction of lessons learned and best practices from other regions and districts.

Regional and local authorities in Uzbekistan could benefit from a comparative analysis of how efforts used by the ABD concept to strengthen local governance compare to alternatives UNDP promotes in different countries (e.g., direct community support, local government support and decentralized sector approaches). These approaches may vary in different regions in Uzbekistan due to different ethnographic and historic reasons, as well as to the composition of natural resources and risks. This analysis would strengthen the base of UNDP involvement at the regional and local levels.

## 4.2 FOSTERING DEMOCRATIC GOVERNANCE

The 2004–2009 country programme document identified two outcomes related to fostering democratic governance for UNDP contribution (see Table 11). UNDP contribution to the first national goal is also examined in section 4.3 on environment. UNDP interventions in this area have evolved beyond these two areas to include public administration reform, information and communications technologies, and support to parliament.

### 4.2.1 PUBLIC ADMINISTRATION AND CIVIL SERVICE REFORM

Since 2000, public administration and civil service reform are among the key development areas and outcomes of UNDP contribution. The activities began with the development of information networks and improvements to administrative procedures with information and

**Table 11. Fostering democratic governance: expected results**

<b>CPD outcome 1</b>	Enhanced legal framework, monitoring and support mechanisms are in place for the implementation of the United Nations human rights instruments
<b>CPD outcome 2</b>	Enabling environment for civil society to participate actively in development processes

36. In field visits, the ADR team noted some cases where UNDP-provided grants distorted the market for credit and impacted competition (e.g., in the bio-pest control and pasta-making projects).



communication technologies (see section 4.2.2). Some of the major issues tackled include human resources management, human development, MDGs, diplomatic and consular services, local governance, business administration, public administration and the mainstreaming of the cross-cutting issues of gender and human rights. The key recipients have included the Ministry for Foreign Affairs, the Ministry of Economy, the University of World Economy and Diplomacy, the State Academy for State and Public Construction and the Higher School of Business.

In recent years, the emphasis in public administration and civil service reform has been on training public sector management issues and disciplines through master classes, workshops and study tours. These efforts continuously engaged UN, regional and international experts for training and encouraging government and civil society partnerships. Though UNDP acted responsively to government's proposals, some projects lacked basic analyses and studies that clarify problem areas, and included direct training rather than more sustainable capacity development activities.

The European Union Border Management Programme for Central Asia/Drug Action Programme in Central Asia (BOMCA/CADAP), the main regional programme UNDP has been involved in, is the most systematic development process identified by the ADR team in the area of public administration reform. It is crucial to enhancing border security and facilitating legal trade and transit. The pressure on these issues will increase strongly in the future, as will the development process. In this respect, the role of UNDP has and will be vital, and should remain among the most prioritized areas of UNDP involvement. A key challenge, however, will be to ensure adequate linkages between this programme and UNDP support for customs legislation development.

Stakeholders, particularly at ministries, have been satisfied with training courses and events and consider UNDP work efficient and effective. Nevertheless, prior to undertaking a development intervention there has been a lack of institutional assessments, systematic training and other needs assessments. Without these assessments and gap analyses, little of the training will have long-lasting or sustainable results and impacts (see section 5.2). Moreover, though it was seldom the case, it would have been logical to include both policy- and strategy-level reforms and practical human resources development measures into most development processes.

#### **4.2.2 INFORMATION AND COMMUNICATIONS TECHNOLOGIES/E-GOVERNANCE**

UNDP contributed to more effective use of information and communications technologies (ICT) across government, parliament and the private sector. In 2000, UNDP started UzSciNet,<sup>37</sup> an initiative to promote Internet use in Uzbekistan. The initiative had the following goals:

- Provide free access to the Internet for the Academy of Sciences in Tashkent and two pilot provinces (core target group), as well as for students and non-governmental organizations (NGOs) using an enhanced Internet backbone and data transport system;
- Provide training in the use of information technology;
- Promote a better awareness of Uzbekistan, its research and development potential, and its cultural values to the worldwide Internet community; and
- Create a semi-commercial Internet Service Provider, which would operate self-sustainably.

From 2000 to 2004, the UzSciNet project was also supported by the Open Society Institute. Although the UNDP project was closed in 2008,

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37. Formally known as "Capacity-building for Internet Technologies Development and Promotion in Uzbekistan".

UzSciNet continues to operate. Currently, UzSciNet connects 283 local area networks in 84 schools, 62 universities, 29 research institutions, 2 NGOs, 12 medical institutions, 8 cultural organizations, 38 international organizations (including various UNDP projects), 13 governmental and 35 organizations of other types. Approximately 50 percent of the connected organizations are outside Tashkent, in 14 provincial towns, where UzSciNet has its Points of Presence. The project also provided technical support, ICT training and interventions in the fields of telemedicine and distance education.

Since 2005, UNDP has been closely working with the ICT Council of the Cabinet of Ministers (the highest body in Uzbekistan's ICT field) through its ICT Policy (ICTP) project. The purpose of the project is to assist the Government of Uzbekistan formulate and implement ICT for development policy. In the pursuit of its goals, ICTP is engaged in a number of activities, grouped into several broad directions:

- Building its strategic consultations on studies and research covering areas such as ICT development in Uzbekistan, copyright in information technology and analysis of Uzbekistan's progress in implementing the decisions of the World Summits on the Information Society;
- Helping government agencies, academic institutions, local communities and the public explore the potential of ICTs to achieve development goals through pilot initiatives—including the E-government pilot project, the .uz Domain Zone project, the establishment of electronic digital signature registration centres, the enhancement of the governmental portal,<sup>38</sup> the introduction of a UzCDL computer literacy certification system, and support to the e-Governance Competency Center examination of government information systems;
- Developing capacities through information technology training, seminars and round tables, and developing educational and promotional materials. Recent examples of activities in this area include a seminar and the handbook *Intellectual Property Rights for Software in Uzbekistan*, a number of regional trainings for government officials on e-governance, and the *Information Technologies* textbook for university students;
- Raising awareness of the advantages of ICTs among the general population through the development and provision of: access to national Internet-based resources on topics including cultural, economic, and social issues; and encouraging engagement in ICT issues through a quiz conducted on *Taraqqiyyot Sari*,<sup>39</sup> a televised educational programme dedicated to ICT;
- Encouraging and creating a platform for close partnerships and open dialogue on ICT-related issues among government decision makers, the private sector, the international community and civil society. This is achieved through annual national ICT summits, regular meetings, seminars, and conferences; and
- Enhancing public and private partnerships in the framework of the IT Association of Uzbekistan, an initiative advanced by ICTP and supported by the government. The framework currently brings together approximately 50 company-members representing the education, hardware and software, and telecommunication sectors.

In addition to these activities, UNDP has worked to integrate ICT into other projects where appropriate. For example, an e-docflow system has been introduced to the Ministry of Economy. As a result, during 2007, the Ministry was able to streamline the work of key departments and accelerate correspondence processing. At the

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38. See [www.gov.uz](http://www.gov.uz).

39. Towards the Development.

#### **Box 4.2 Electronically submitting tax reports and financial statements**

UNDP implemented the Improving Tax Administration in Uzbekistan project, which focused on furthering the introduction of up-to-date information technologies into tax departments' activities. This led to considerable increases in the effectiveness and output of information collection and processing.

The Science Information Centre for New Technologies (under the State Tax Committee of the Republic of Uzbekistan) developed a software package to electronically receive taxpayer reporting and financial statements. Its launch was initiated in the second quarter of 2006.

The main advantages of submitting reports and statements in electronic format include reducing the time required to prepare and submit statements; enhancing the efficiency of updating forms; minimizing errors during statement preparation; and decreasing statement receipt labour requirements.

A gradual launch of the software package to electronically receive taxpayers' reporting and financial statements has expanded to the Tashkent and Andijan provinces, and to the city of Tashkent. By the end of 2007, 7,538 entrepreneurial entities had their electronic digital signature in the capital, and more than 20,641 tax calculations were submitted via the Internet. Expanding information technology in taxation administration will decrease businesses' and the public's expenses and increase the transparency of the taxation process.

Higher School of Business for public sector managers studying and working in the region, UNDP piloted a project on the use of ICT for medical diagnosis of poor people in remote areas and developed an online legislation database. In addition, UNDP has been supporting the Parliament's ICT development and provided technologies to government academies. See Box 4.2 for an example of the successful use of ICT.

While UNDP ICT projects and activities have addressed important problem areas and have contributed positively to living standards in the country, more attention should be paid to further strategic prioritization of future activities, and this prioritization should be based on clear selection criteria. Although UNDP responded to the changing context in revising its ICTP project in early 2008, it is important to continue to monitor changes in the national ICT strategy. Such monitoring is necessary to meet national needs and to continue strategic discussions between the government and the UN system to formulate the UNDP role.

#### **4.2.3 STRENGTHENING THE WORK OF THE PARLIAMENT**

In recent years, UNDP has been closely collaborating with the Parliament. The main areas of UNDP contribution include gender, ICT, and

legislation drafting (providing consultative support on draft laws and oversight activities of parliament committees).

The Parliament recognizes challenges to the sustainability of UNDP interventions. For example, in the area of legislation drafting—and specifically in the case of tax reform—there has been a lack of support after the project cycle. This is typically due to legislative reform processes lasting longer than was anticipated during the planning phase of the project, resulting in the project cycle ending before the legislative reform is accomplished. Though the outcomes of UNDP-provided ICT support have proved to be efficient and effective, parliament was critical of the lack of management support. Despite UNDP interventions' lack of an adequate exist strategy, the government will continue to finance IT support for the Parliament.

UNDP recognizes that parliament could improve the efficiency and effectiveness of some of the training events it conducts. Additionally, partners need to address projects' length and division of responsibilities. There is the need to more clearly link activities to parliamentary policy- and strategy-level processes, and to strengthen and improve the cooperation and performance of continuous and daily operations. So far, gap

analyses and assessments of development needs and targets have not been used in these projects and activities.

#### 4.2.4 HUMAN RIGHTS

UNDP human rights interventions have focused on: awareness-raising and developing a stronger understanding of national legislation and international human rights standards; and strengthening the quality of available legal services (especially to the most vulnerable groups) through the development of legal professionals' capacities. UNDP efforts to promote human rights have also addressed gender concerns (see Section 5.1).

In partnership with other organizations, UNDP had made important contributions to awareness-raising of human rights issues. Rather than having a specific human rights project, a human rights component was included in the Development Services Support Programme late in 2002 in order to mainstream human rights into all programme components.<sup>40</sup> In line with the UNDP democratic governance focus, it was considered appropriate (in light of the 2005–2009 Programme Framework) to continue working towards strengthening national capacities in three major areas:

1. Integrating international human rights obligations into the national legal framework;
2. Raising awareness of international human rights principles; and
3. Enhancing the population's access to justice.

UNDP had been particularly successful in strengthening the capacity of the Legal Clinic of the University of the World Economy and Diplomacy—140 people with limited access to legal aid received *pro bono* legal services in the clinic. In Tashkent, seven training programmes

provided the opportunity for more than 90 local communities' activists to increase their awareness of legal issues. However, there is a potential to improve on-site trainings and projects focused on strengthening the media. In addition, the planning of study tours could more effectively introduce foreign best practices to a larger number of Legal Clinic's students and staff.

In general, UNDP activities aimed at strengthening the Legal Clinic had successfully facilitated the poor and vulnerable's access to justice by enabling national partners to provide high-quality professional legal consultancy services on civil law. However, this assistance was mainly provided by one legal clinic, which was limited in its activities by the Civil and Economic Law and did not address criminal cases—those most frequently connected with human rights violations. Despite this shortcoming, more than 500 representatives of law-enforcement, civil society institutions and political parties were trained in human rights issues. Quarterly human rights meetings for lawyers have turned into a forum where they can openly discuss concerns and exchange opinions.

Building on the success of this project, UNDP plans to develop the capacities of existing and newly established legal clinics through training student lawyers to provide legal services; increasing the quality of student lawyers' representation services; modifying training manuals and publications in order to improve the clinic's curriculum; and introducing the clinic's educational materials to legal schools and the legal departments of national universities.<sup>41</sup> UNDP Uzbekistan considers it important to pay attention to the support of the courts, law-enforcement and lawyers in general in order to improve their knowledge and skills of *habeas corpus* procedures (especially their knowledge of international standards).<sup>42</sup>

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40. Interviews with the Good Governance Unit, ADR team, summer 2008.

41. UNDP, 'Good Governance Unit Strategic Note', UNDP Uzbekistan, 2007.

42. *Ibid.*

**Table 12. Energy and environment for sustainable development: expected results**

<b>CPD outcome</b>	Obligations under international environmental conventions and agreements are fulfilled through improved effectiveness of environment management and development of clean energy sources
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**Source:** Government of Uzbekistan and UNDP, 'Country Programme Action Plan 2005–2009', Uzbekistan.

By publishing international human rights instruments, UNDP successfully raises national partners' and the general public's awareness of the documents. However, this assistance sometimes lacks momentum. For example, the National Human Rights Centre requested UNDP assistance in human rights education campaign dedicated to the 60th anniversary of the Universal Declaration of Human Rights, but UNDP was slow to support these efforts.

UNDP has also successfully implemented activities aimed at women migrant workers' capacity-building in the fields of human and migrant workers' rights.<sup>43</sup> These activities received increased attention by governmental and non-governmental organizations. UNDP has built on previous accomplishments by extending these activities to include migrant workers' families in four regions of Uzbekistan (Tashkent, Jizzak, Ferghana, and in the Republic of Karakalpakstan).<sup>44</sup>

### **4.3 ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT**

In the 2000s, UNDP has been actively involved in the area of environment and energy in Uzbekistan. Typical UNDP involvement has been in direct response to government requests. The Global Environment Facility (GEF) has been the most important international partner in funding these activities. Lessons learned from previous interventions in the environment and energy fields (as described in the 1999 environment cluster evaluation) formed the basis for UNDP involvement since the year 2000.<sup>45</sup>

The 2004–2009 country programme set only one environmental outcome for UNDP contribution (see Table 12). The outcome as stated in the CPD—fulfilment of obligations under international environmental conventions and agreements—also included measures for its achievement: improving the effectiveness of environmental management and developing clean energy resources.

#### **4.3.1 FRAMEWORKS AND STRATEGIES FOR SUSTAINABLE DEVELOPMENT**

UNDP identified the desiccation of the Aral Sea as one of the major man-made ecological disasters of the 20th century. However, it noted that while priority attention needs to be given to problems surrounding the Aral Sea disaster, Uzbekistan faces other critical environmental problems related to water quality and quantity, agricultural land use, desertification, industrial and municipal pollution and loss of biodiversity. The first UNDP country programme (1997–1999) recognized these as the main environmental problem areas in Uzbekistan. This led to large and comprehensive policy and strategy work, and integrated Uzbekistan into international environmental processes through the ratification of various international conventions and agreements.

UNDP involvement in the environment field has, in principle, followed these strategic and policy-level actions. This has led UNDP to support the creation of the Environmental Atlas

43. See Section 5.1, UNDP Success Stories: Project aimed at the promotion of the rights of women migrant workers, part II.

44. *Ibid.*

45. Tortell, Garratt and Khomenko, 1999.

of Uzbekistan.<sup>46</sup> It describes and illustrates the state of the environment, though there are few statistics regarding environmental trends and tendencies. This Atlas could create a basis for the National Environment Action Plan.<sup>47</sup> The Action Plan could then be used as a basis for fostering investments into the cluster, as recent Joint Environmental Programmes I and II of the European Bank for Reconstruction and Development, the European Union with The World Bank, and the Nordic Environment Finance Corporation in Central Asia have successfully proved.

The Environmental Atlas originated from the Enhancement of Environmental Indicators Database project, which used a geographic information system application to monitor the state of environment. UNDP was one of the main contributors to a recent publication based on these indicators: 'Environmental Profile of Uzbekistan 2008 Based on Indicators'.<sup>48</sup> According to it, national environmental experts consider the following prioritized list to be the most pressing ecological problems in Uzbekistan:

1. Irrational use and pollution of water resources;
2. Imperfect waste management practices;
3. Air pollution;
4. Biodiversity conservation;
5. Climate change; and
6. Desertification and land degradation.

These challenges should guide and direct not only future project activities, but also environmental investments.

A third recently implemented project, Capacity Building for the Clean Development Mechanism

(CDM), included elements on: capacity-building of the designated national authority; legalization of carbon transactions in the domestic context; an assessment of the CDM potential in key sectors; building capacities for legal and economic appraisal of CDM projects; and technical assistance for CDM pipeline development. At present, one project is already pipelined to be included into the UNDP MDG Carbon Facility.

These activities are excellent examples of projects and activities that started or originated from a policy- and strategy-level approach, and then moved through planning and implementation phases to concrete investments. The most common bottleneck in approaching energy and environmental problems is the lack of concrete investments and securing appropriate funding. The most sustainable course for solving Uzbekistan's accelerating environmental problems is to follow a logical path that moves from policy-level analysis to a full project cycle for solving the problem, which in turn leads to concrete investment.

Unfortunately, less promising examples also exist. The cluster evaluation in 1999 concluded that UNDP involvement in the Aral Sea was very limited and unsustainable. The latest UNDP involvement is similarly problematic. The issue has had very limited inputs: the main input was to assess the effectiveness of national and international efforts focused on improving the ecological and socio-economic situation in the Aral Sea region. The desertification of the region has remained the largest single natural catastrophe in Central Asia, and donor efforts—including those of UNDP—have remained too limited. Though involvement may have been satisfactory from efficiency and effectiveness perspectives, from a results and impacts perspective, efforts are far from sustainable.

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46. Government of Uzbekistan/State Committee for Land Resources, Geodesy, Cartography and State Cadastre and UNDP, 'Environmental Atlas of Uzbekistan', Tashkent, 2008.

47. Government of Uzbekistan, 'National Environment Action Plan', 1996.

48. Government of Uzbekistan/State Committee for Nature Protection and UNDP Uzbekistan, 'Environmental Profile of Uzbekistan 2008 Based on Indicators', 2008.

### 4.3.2 EFFECTIVE WATER GOVERNANCE

UNDP has had a long-lasting involvement in the water supply, sanitation and health project in strengthening and management of the project implementation unit of the International Bank for Reconstruction and Development (IBRD). This large, IBRD-loan funded project has been implemented through governmental cost sharing. The UNDP role has been remarkable and leading, particularly after 2005 when IBRD withdrew its physical presence from Uzbekistan. According to stakeholders interviewed in July and August 2008, the project can be considered efficient, effective and sustainable, as without this project the rural population's drinking water resources would have shrunk dramatically.

UNDP is playing a key role in supporting the government prepare a national integrated water resources management and water efficiency plan for Uzbekistan. This plan comprises strategic elements, an action plan on developing efficient water resources management, and guidance for solving related problems. The next steps are to strengthen the human and technical capacities of relevant regional and domestic partnerships, and to support integration of water issues into the relevant policy frameworks. Stakeholders consider this project to have been successful and satisfactory.

According to stakeholders' interviews conducted between July and August 2008, the most probable environmental crises will occur within water resources and management and irrigation issues. UNDP could take a leading role in developing preventive measures—both for potential crises and for the conflicts that will result from these crises.

Nevertheless, previous lessons learned and the 2005 Regional Human Development Report suggest that these issues should also be addressed in subregional and international contexts. This is

also stressed in the 2008 Environmental Profile of Uzbekistan.<sup>49</sup> It is critically important to broaden the approach and integrate it with neighbouring countries as soon as possible. This could serve as a foundation for creating early warning systems and other relevant monitoring systems, in addition to in-country concrete investment plans and programmes aimed at solving water, irrigation and energy related problems. UNDP efforts in other regions and subregions could be also used. For example, UNDP, the United Nations Environment Programme and the Organization for Security and Cooperation in Europe approach to environment and security in the Caucasus—transforming risks into cooperation<sup>50</sup>—could provide ideas for developing early warning and other monitoring systems in the subregion and in Uzbekistan.

### 4.3.3 ACCESS TO SUSTAINABLE ENERGY SERVICES

To a large extent, energy-related projects and activities differ from environment projects. Uzbekistan is very rich in energy resources, particularly coal, hydropower, oil, natural gas and uranium. These energy sources have been managed by state-owned companies, without the participation of donor agencies. However, Uzbekistan has great potentiality for renewable energy sources, such as solar and biomass.

As Uzbekistan is relatively energy rich, the issue of energy efficiency has gained only limited attention in recent decades. In the early 2000s, UNDP became involved in preparing an energy efficiency strategy for the country. Since then, energy projects have had a demonstration character, introducing new concepts of energy efficiency and renewable energy solutions to Uzbekistan. These demonstration projects have recently included somewhat loose linkages to strategic, policy or legislative frameworks. Typically, they are responsive and aimed at sustainably solving problems through the

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49. *Ibid.*

50. Organization for Security and Cooperation in Europe, the United Nations Environment Programme and UNDP, 'Environment and security. Transforming Risks into Cooperation. The Case of the Southern Caucasus'.

demonstration of new innovations or applications of modern technologies. The two most recent UNDP projects are a biogas plant, demonstrating the conversion into energy of biogas from animal waste and sludge in a Tashkent farm, and the improvement of rural health clinics' energy efficiency.

However, the biogas project cannot be considered successful, as it lacks an economic basis for existence and sustainable performance. It assists a very limited number of rural people and lacks markets for organic waste disposal. Even unsubsidized market pricing for biogas would not make the pilot economically competitive. Thus, the effectiveness and sustainability of the pilot are low. These problems do not result from weak planning of the project, but are reflective of renewable energy projects' Uzbekistan context.

As of the time of the ADR, no institutional or legislative reforms supporting renewable energy resources or use have commenced. The energy sector is still dominated by two state-owned companies (Uzbekenergo and Uzbekneftegaz), and there is a lack of market mechanisms regarding tariffs or energy-use measurement. A 2007 UNDP Policy Brief<sup>51</sup> describes the structures and needs for comprehensive reform. However, recent UNDP project activities have not utilized the conclusions of the Policy Brief in project planning or implementation.

Energy efficiency demonstration projects in rural health clinics and medical centres have gained strong support from various stakeholders, and would operate sustainably if combined with comprehensive approaches for developing and improving clinics' working conditions and facilities. Unfortunately, these approaches are either missing or lagging behind the energy efficiency component. Partial solutions or improvements seldom lead to success or long-term sustainability. This also emphasizes the need to develop multi-sector based approaches, as though energy

efficiency solutions are important, they are rarely the exclusive solution to problems.

The 2007 Policy Brief on energy topics indicates the challenges and increasing needs of Uzbekistan to continue its development work in energy efficiency and renewable energy sources. The Brief highlights the choices for required economic and institutional reforms. An increasing number of donor agencies will be interested in working in these fields, including international and private sector financial institutions and banks. As UNDP has a very good reputation and presence in many rural districts, there will be excellent chances for partnerships with increasing numbers of donors.

UNDP should consider its comparative strengths in the energy sector development process and choose between demonstrating new technologies and concepts; placing emphasis on comprehensive approaches (e.g., combining social and medical needs at the local level); or concentrating its efforts on strengthening economic and institutional reforms in the energy sector by linking them to general tax reform (including tariffs development).

The MDG Carbon Facility has just commenced its availability in Uzbekistan as an option to develop energy-related projects within the framework the Kyoto Protocol. The Facility also provides options for international funding within the energy sector. It is too early to assess the Facility, as only one pilot project has been tested so far. However, the concept follows lessons learned from other countries and may eventually provide opportunities for participating enterprises and UNDP. In Uzbekistan, the Facility works closely with the Ministry of Economy, the Designated National Authority for CDM in Uzbekistan. Effective use of the Facility will require reforms in the economic and institutional aspects of the energy sector.

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51. UNDP, 'Options for Continuing Energy Reforms in Uzbekistan', Policy Brief, 2007.



#### 4.3.4 SUSTAINABLE LAND MANAGEMENT TO COMBAT DESERTIFICATION AND LAND DEGRADATION

UNDP has been conducting long-term, highly specialized activities aimed at achieving ecosystem stability on degraded land, particularly in the Karakalpakstan and Kuzylkum provinces. The objective of these activities has been to test community-driven rehabilitation of the degraded desert and semi-desert lands, in order to determine if it is more cost-effective than the current state-managed regime. The UNDP approach has been to increasingly involve the local population in protection activities by providing economic incentives for income-generation from trees and other vegetation. GEF is the main international partner in this process.

MDG 7 (ensure environmental sustainability), and its sub-goal (achieve a significant reduction in the rate of loss of the proportion of land area covered by forest), suggest a strong imperative for this type of project. However, as the last nationwide inventory of forests stems from 1986, there is urgent need to undertake a nationwide inventory and assessment of forests, trees and land.

The 1999 evaluation of the UNDP environmental and energy portfolio revealed that UNDP had given very little attention or funding to the land degradation and desertification issue.<sup>52</sup> This tendency has continued, though the problems have accelerated. UNDP must decide whether to carry out activities with a specialized focus on community-level protection or increase its presence and develop its involvement or to withdraw from it. The Food and Agriculture Organization of the United Nations (FAO), the specialized UN agency in this area, is actively increasing its involvement in Uzbekistan and could bring its global expertise to this field. FAO would most likely need the expertise of UNDP in developing the appropriate working approach

and its assistance in creating an appropriate funding base.

FAO could also be an important partner, helping to successfully finish UNDP involvement in the 2007 livestock project implemented in the Tashkent region. As UNDP does not have a comparative strength in these fields or the appropriate expertise to support these processes in the long term, it is implementing the project in partnership with the Center for International Cooperation<sup>53</sup> under the Ministry of Foreign Affairs of Israel, which is providing extensive expertise and training opportunities within the project framework. The project includes a veterinary station development component, for which FAO and the EU could provide appropriate expertise regarding sustainable results and development process impacts. The problems addressed in the UNDP project are important—and even necessary—to enable the implementation of Uzbekistan's plans to broaden its range of production and exports of agricultural products.

#### 4.3.5 CONSERVATION AND SUSTAINABLE USE OF BIODIVERSITY

In this field, UNDP has closely followed the findings and recommendations of the 1999 evaluation of the UNDP environment and energy portfolio. All activities have a clear and concise linkage to the biodiversity strategy and policy development of Uzbekistan, the protection network has been gradually increased according to plans, and progress has been made at fulfilling relevant international conventions and agreements. Since most of the protected areas in Uzbekistan were established in the 1970s and 1980s, UNDP has recently focused on updating the needs for biodiversity protection.<sup>54</sup>

UNDP has been a principal supporter in the area of conservation and sustainable use of biodiversity, mainly in close cooperation with GEF. Stakeholders

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52. In section 3.3, the report notes that “efforts to control the process of desertification have been puny and in the rush to find solutions, cause and effect were not always properly matched.”

53. *MASHAV*.

54. Government of Uzbekistan/State Committee for Nature Protection and UNDP Uzbekistan, ‘Environmental Profile of Uzbekistan 2008 Based on Indicators’, 2008.

interviewed gave very strong support to cooperation between UNDP and GEF, and recent final and mid-term evaluations of the projects have reflected satisfactory or highly satisfactory results for implemented projects.<sup>55</sup>

Since 2000, UNDP has concentrated biodiversity conservation efforts on two projects and processes, namely to the establishment of the Nuratau-Kyzylkum Biosphere reserve and on the conservation of the Tugai-forest in Karakalpakstan. These are the only new major conservation areas established since the independence of Uzbekistan.

The future of the Biosphere reserves and protected areas is dependent on how well the management and funding of these areas can be organized, and on the successful development of linkages to nature-based and ecological tourism. The initial establishment has been successful, and the measures taken have been effective and relevant. However, in the short term the reserves should be changed from a supply-orientation to a controlled market-orientation, which requires a clear and concise development approach. This will be among the main challenges to the projects' survival after the project-cycle, as the 2007 Terminal Evaluation report of the UNDP-GEF project "Establishment of Nuratau-Kyzylkum Biosphere Reserve Project as a Model for Biodiversity Conservation in Uzbekistan" presents. These issues mainly concern the sustainability of the projects, and can be most appropriately assessed in the long term.

In stakeholder discussions, the only critical comments regarding biodiversity projects and activities concerned the lack of participatory approaches in projects' preparatory phases. Despite a concentration of expertise in the relevant scientific and other professional organizations in Uzbekistan, this expertise is not sufficiently used in project preparations. This relates to biodiversity projects, land degradation

and sand stabilization activities. Nevertheless, the main concern is the weak capacity to monitor the state of the environment: there are neither sufficient technical nor human capacities in these fields. This worry is shared not only by all relevant organizations in the environment field, but also by most stakeholders interviewed. The majority of stakeholders claimed that the highest profile crises that will influence the future of Uzbekistan—even in the mid-term—will be environmental in nature.

Uzbekistan needs more environmental projects, and emphasis should be placed on accelerating investments in monitoring capacities, strengthening the national and local institutes' capacity to monitor problems, and involving local populations in problem solving. This requires closer involvement with international financial institutions and the EU, and adding value to existing UNDP and GEF environmental development projects. UNDP has a clear coordinating role and position in this process.

#### **4.4 RESPONDING TO HIV/AIDS**

HIV/AIDS has been among the core themes during the last two UNDP country programmes. Most of the activities and interventions have been funded from the Global Fund to fight AIDS, Tuberculosis and Malaria (Global Fund). In this section, the UNDP contribution is analysed in this section in a chronological order: HIV/AIDS prevention as a component of the 2000–2004 Development Services Support Programme, and further assistance as a component of the 2005–2009 programme cycle (through the support of projects funded by the Global Fund and the Long Term Joint Capacity-building for AIDS control in Central Asia project).

In January 2002, the Promotion of an Effective Response to HIV/AIDS/STI and Drug Abuse project came under the responsibility of the

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55. Bellamy 2007; Edwards 2008.

HIV/AIDS component of the Development Services Support Programme. The project was financed on a cost-sharing basis by the members of the UN Theme Group on HIV/AIDS. UNAIDS provided assistance in the form of Programme Acceleration Funds. The Ministry of Health was the executing agency, and the Uzbekistan Republican Aids Centre was the implementing agency.

On the national level, the multisectoral response to HIV/AIDS was the development of the National Strategic Plan (NSP), developed by the Inter-ministerial Working Group on Strategic Planning. Progress towards its development and formulation was to be measured by several intermediate and final outputs. Outputs were achieved, although with delay.<sup>56</sup> The existing legislation was reviewed, and proposals for amendments related to approaches towards vulnerable groups were included in the NSP. In July 2002, a draft of the Country Coordination Mechanism (CCM) was developed and submitted to the government and approved in May of 2003. As a result of component activities, the CCM and the Regional Coordination Councils on HIV/AIDS Prevention were established.

Since the main focus of UNDP actions to fight HIV/AIDS were policies that change behaviour, the project<sup>57</sup> aimed at increasing the general population's awareness by advocating the principles of AIDS prevention. Progress was measured by the following outputs:

- Workshops for Mahalla leaders;
- Training of specialists on media and public information campaigning;
- Design, production and distribution of information, education and communication materials;

- Introduction of HIV/AIDS issues into school curricula; and
- Involvement of NGOs.

The output performance of UNDP was evaluated as very high.<sup>58</sup> However, the impact on strengthening the multilateral response and collaborative activities was delayed by about one year due to late government approval of the NSP and CCM. The extent to which component outputs (NSP, CCM) attained the objectives (strengthening multisectoral response to HIV/AIDS) was limited, which had repercussions on subsequent component activities and outputs (i.e., sectoral plans). However, component initiatives aimed at intensifying HIV/AIDS prevention activities and increasing public awareness were effective.

The benefits received by target beneficiaries had a wider, although limited, overall effect on larger numbers of people. The project started to generate positive results in regard to raising public awareness. Government officials and society began to accept and understand the main principles and ideas of HIV/AIDS prevention, whereas at project inception the prevailing opinion was that because the country had low rates of HIV/AIDS transmission, preventive measures against HIV/AIDS were not a priority issue. UNDP also contributed to strengthening UN system cooperation through the activities of the HIV/AIDS Thematic Group. With regard to raising public awareness, close cooperation among the component and its national partners enhanced the technical capacities of: all participating parties with government structures related to the development and implementation of the NSP and sectoral programmes; the Uzbekistan Republican AIDS Centre and other regional AIDS Centres; and NGOs and community-based organizations.

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56. UNDP, 'Ex Post Evaluation of UNDP Development Support Services Programme', February, 2005.

57. In January 2002, the previous UNDP project Promotion of an Effective Response to HIV/AIDS/STI and Drug Abuse came under the responsibility of the HIV/AIDS component of the Development Services Support Programme.

58. UNDP, 'Ex Post Evaluation of UNDP Development Support Services Programme', February, 2005.

The activities carried out by UNDP can be considered relevant, effective, sustainable and responsive to the needs of the government and population. However, the weaknesses can be found in the lack of multisectoral approaches or comprehensive strategy development—required if sustainable impacts are to be achieved. With respect to partnerships, UNDP played a constructive, though only supportive, role in these activities.

#### **4.4.1 FACILITATING THE NATIONAL STRUGGLE AGAINST THE HIV/AIDS EPIDEMIC: 2005 TO 2009**

The UNDP role and activities with regards to helping the Government of Uzbekistan combat the HIV/AIDS epidemic are currently in accord with the 2007 Welfare Improvement Strategy of Uzbekistan.<sup>59</sup> In partnership with UNAIDS and other UN agencies,<sup>60</sup> UNDP support to national efforts to prevent the spread of the HIV/AIDS epidemic continues to contribute to MDG 6. UNDP support is facilitated through the implementation of projects funded by Global Fund, and the Long Term Joint Capacity-building for AIDS Control in Central Asia programme.

The 2006–2010 Long term Joint Capacity-Building for AIDS Control in Central Asia seeks to increase national capacity in Kazakhstan, the Kyrgyz republic, Tajikistan and Uzbekistan for project management and implementation, within the specific area of HIV/AIDS control. These project activities are implemented mainly through the provision of capacity-building and fiduciary services. UNDP Uzbekistan is a designated international organization in Uzbekistan, represents this project at the country level, and supports the Ministry of Health structures and a National Coordinator. The specific areas to which UNDP provides capacity-building and support services are:

- Fiduciary management;
- Contracts administration;

- Grants administration and monitoring support; and
- Procurement support.

The 2006 UNDP National Human Development Report, prepared in close consultation with other UN agencies, provides a detailed analysis of national strategies and international assistance relating to the HIV/AIDS epidemic. In Karakalpakstan, UNDP assistance had been provided to local authorities in preparation of a regional tuberculosis project, which had resulted in the preparation of a joint project between United Nations Volunteers and UNDP, with technical advice from the World Health Organization (WHO).

Since 2005, UNDP has acted in a key and core role within HIV/AIDS prevention in Uzbekistan. However, it is too early to determine the sustainability of these activities, as there are weaknesses in the national approach due to the lack of comprehensive and multisector assessments of the problem area. This restricts and diminishes the results and impacts of the activities. However, the effectiveness and relevance of the activities can be considered to be satisfactory, and partnerships with other donors have improved in recent years. The tuberculosis project has brought about new partnerships, such as with the United Nations Volunteers, and this linkage may create solid platforms for broadening future UNDP activities.

#### **4.4.2 COLLABORATION WITH OTHER INTERNATIONAL AGENCIES IN CONNECTION TO COMBATING THE HIV/AIDS EPIDEMIC**

The UN Theme Group on HIV/AIDS had been operational since 1996, and aims to strengthen partnerships between the government, UN agencies, bilateral donors and civil society. It has been actively supporting the Government of

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59. Government of Uzbekistan, 'Welfare Improvement Strategy', 2007.

60. UNDP, UNFPA, UNICEF, UNODC and WHO.

Uzbekistan prepare for the current National Strategy on HIV/AIDS. The UN Theme Group on HIV/AIDS has been chaired on rotational basis by The World Bank, UNFPA, UNICEF, the United Nations Office of Drugs and Crime (UNODC), and WHO. The UN Resident Coordinator is in charge of the current management structure for UN support to the national HIV/AIDS response.

The 2007 UN Country Team Retreat was devoted to HIV/AIDS. In 2008, UNAIDS facilitated a retreat for the Joint UN Theme Group on HIV/AIDS, where UN agencies agreed on the major priorities for UN support and outlined benchmarks for the development of an effective Joint UN Programme of Support on HIV/AIDS in Uzbekistan.

According to interviews conducted by the ADR team, the main challenges to this problem area are: the lack of coordination on behalf of the Resident Coordinator; lack of regular meetings by the members of the Theme Group; lack of follow up on decisions by members of the Theme Group; and international agencies' preference to act acting separately based on their mandate, which leads to duplications of effort. These problems influence the effectiveness, relevance, replicability and sustainability of the activities. In addressing these challenges, only a comprehensive, thematic evaluation can determine specific challenges, after which problem solving can be planned. An Assessment of Development Results is not the most appropriate tool to assess such a complex problem area, yet it increases partial understanding of the problems and challenges from the UNDP perspective.

#### **Box 4.3 Legislative framework for HIV/AIDS prevention and treatment in Uzbekistan**

In August 1999, the Government of Uzbekistan adopted laws regarding the prevention of HIV/AIDS. The laws regulate HIV/AIDS testing procedures, the safety and anonymity of medical examinations, social assistance to HIV-positive people and AIDS patients, and ensures their right to humane treatment, free health care and social security.<sup>61</sup> In addition, termination of an employment contract or denial of recruitment or admission to educational institutions based on HIV/AIDS status is prohibited.

The Cabinet of Ministers of the Republic of Uzbekistan had adopted the first strategy for combating the spread of HIV/AIDS in 2003 (the strategy of 2003–2006). Beginning in 2003, the Commission on Emergency Epidemiological Situations started operating in Uzbekistan. This inter-ministerial group, consisting of government ministries and agencies, was created in order to coordinate the system of prevention and combating the HIV/AIDS epidemic. The second strategy for combating the spread of the epidemic, based on the country-level changes concerning HIV/AIDS, was adopted by the Government of Uzbekistan and covers the years 2007–2011. This programme, building on the results accomplished since 2003, aims at incorporating the principles of UNAIDS that focus on the development of a tripartite structure; promote a single coordination mechanism and a unified system of monitoring and evaluation; and address governmental and non-governmental structures, the private sector, and international organizations.<sup>62</sup>

In 2005, the Ministry of Health approved preventive measures developed in accordance with public health norms. They include voluntary, mandatory and compulsory HIV testing of patients.<sup>63</sup>

61. UNDP, 'Human Development Report 2006. Beyond Scarcity: Power, Poverty and the Global Water Crisis', 2006.

62. Government of Uzbekistan, 'National Strategy for Combating HIV/AIDS in the Republic of Uzbekistan, 2007-2011', 2006.

63. UNDP, 'Human Development Report 2006. Beyond Scarcity: Power, Poverty and the Global Water Crisis', 2006.

## Chapter 5

# CROSS-CUTTING THEMES AND OPERATIONAL ISSUES

This chapter examines the key areas that cut across the programming themes identified in the previous chapter. Gender equality issues are included, as the Uzbekistan country office has made efforts to mainstream this issue in all its work. In addition, the Terms of Reference state that special attention should be paid to capacity-building, as this is central to UNDP. This chapter will also include a discussion of select operational issues that affect the UNDP contribution to national development results, as well as the UNDP role in facilitating more effective UN system coordination.

### 5.1 GENDER

UNDP gender interventions take the form of supporting projects specifically focused on women's empowerment and mainstreaming gender into other UNDP projects. Direct women's empowerment projects include implementation support to the Convention on the Elimination of All Forms of Discrimination against Women and promotion of women migrant workers' rights (see Box 5.1).<sup>64</sup> The good governance unit is responsible for both women's empowerment and gender mainstreaming interventions. In addition, both the UNDP-supported MDG Report and the National Human Development Report utilize gender-disaggregated data, and typically have sub-chapters on gender issues and equal access of women and men.<sup>65</sup>

UNDP Uzbekistan follows the practice of including gender issues into project activities. The following projects serve as good examples:

- In the field of information and communication technologies, a special focus on rural young women was made and the sub-activity, TechAge Girls, was created to promote this group's ICT skills and access to technologies;
- The Enhancing Living Standards interventions, with their community mini-projects, ensure that women are not only included in beneficiary groups, but are also empowered as decision makers when choosing where to invest money; and
- Educational projects have incorporated gender training into the curricula of the Academy of State Social Construction and the University of World Economy and Diplomacy legal clinic.

UNDP Uzbekistan staff has made good use of ICT to mainstream gender. The country office created an intranet section on gender mainstreaming (including Internet links, tools, key mainstreamed formats and documents, and research data), and the country office intranet blog includes a discussion of gender issues. The following examples are of initiatives aimed at gender mainstreaming at the national and regional levels:

- Gender mainstreaming sessions for the Academy of State and Social Construction for civil servants;

64. The Legislative and Institutional Capacity Development for Women's Empowerment in Uzbekistan project and the Promotion of Women Migrant Workers Rights project.

65. UNDP, 'Regional Bureau for Europe and the Commonwealth of Independent States Progress Report on Implementation of GAP 2007', UNDP Uzbekistan.

### Box 5.1 UNDP success stories: projects aimed at the promotion of the rights of women migrant workers (Phase II)

The main objectives of this project are to improve human rights protection for women migrant workers and to increase the quality of services they and victims of human trafficking receive from relevant government bodies and NGOs. These objectives will be achieved through support to the involved actors (vulnerable women and their families) in order to improve women's legal status, target the issues of employment and poverty reduction, and contribute to the broader issue of protecting migrant workers' rights. The main strategic outcomes of the project will be in line with the WIS migration-related targets, such as "substantial widening of legal and socially protected labour migration" and "improvement of the registration and statistics of the employed population, including the informal labour market and labour migration."

Informal migration from rural areas to large cities, particularly in Tashkent, is evident as the growing rural population tries to compensate for limited non-agricultural employment opportunities by seeking temporary and informal employment in cities. Government bodies—such as the Ministry of Labour and Social Protection and local departments—and the Women's Committee of Uzbekistan, the national organ for the advancement of women and promotion of women's rights, have tried to initiate new employment programmes in rural areas, to develop small- and medium-sized businesses and to stimulate local community leaders to prevent illegal migration.

Together with UNDP, a number of international agencies (e.g., the International Labour Organization, the International Organization for Migration, UNFPA and UNODC) have launched several initiatives to raise awareness of and combat human trafficking. As a result of these interventions, the Law of the Republic of Uzbekistan on Countering Human Trafficking was passed in April, 2008.

- Gender mainstreaming training for local authorities in the Ferghana Valley, within the UNDP Uzbekistan Enhancement of Living Standards project; and
- Training of trainers at the Women's Committee's central and regional branches.
- Promoting coordination among national entities, the donor community and the UN system;
- Providing support to the UN system to mobilize resources;

The Extended Gender Theme Group includes the ADB, the Organization for Security and Cooperation in Europe, UNAIDS, UNDP, UNFPA, UNICEF, UNODC, the UN Resident Coordinator, WHO, and The World Bank. In 2005–2006, the activity of the Theme Group slowed down. Some joint activities were carried out, including the 2006–2007 UN Joint Programme on Promoting MDGs in Local Communities. In 2008, UNDP initiated additional Gender Theme Group activities, the scope of which includes:

- Exchanging information on gender (e.g., activities, best practices, current news, lessons learned and pipelines);
- Facilitating joint activity, project/programme formulation, planning and implementation;
- Promoting effective partnerships among bilateral donors, the donor community, multilateral organizations, NGOs, the private sector and the UN system;
- Advising and assisting the reinforcement of the UN system's lead and catalyst role;
- Networking and advocating UN issues with academia, government, media and NGOs; and
- Advising and organizing outreach events and activities to increase donor, government and public awareness of UN system activities.

Gender-disaggregated data is mainly produced by the Uzbekistan State Committee as part of annual MDG reports and regular National Human Development Reports. However, there is little sharing of this gender data among UN agencies, with the exception of the ADB gender

## Box 5.2 Three levels of capacity development

1. The **enabling environment** is the term used to describe the broader system within which individuals and organizations function and which either facilitates or hampers their existence and development. This level of capacity is not easy to visualize, but it is extremely important to the understanding of capacity issues. Capacities at the level of the enabling environment include policies, legislation, power relations and social norms, all of which govern the mandates, priorities, modes of operation and civic engagement across different parts of society. They determine the 'rules of the game' for interaction between and among organizations.
2. The **organizational level** of capacity comprises the internal policies, procedures and frameworks that allow an organization to operate and deliver on its mandate, and that enable individual capacities to work together and achieve goals. If these exist, are well-resourced and well-aligned, the capability of an organization to perform will be greater than that of the sum of its parts.
3. The **individual level** of capacity refers to the skills, experience and knowledge that are vested in a person. Each person is endowed with a mix of capacities that allows him or her to perform, whether at home, at work or in society at large. Some of these are acquired through formal training and education, others through learning by doing and experience.

assessment.<sup>66</sup> Gender analysis is used only in specific women's- and health-related projects, such as the ADB and The World Bank small grants programme, WHO projects and certain UN agency gender projects, mainly those of UNICEF and UNFPA.

UNDP support to the implementation of the Convention on the Elimination of All Forms of Discrimination against Women provides a concrete example of a UN system project that includes a gender analysis of legislation. Beyond a specific focus on MDG 3—Promote gender equality and empower women—UNDP has been successful in encouraging the use of gender-disaggregated statistics in national reporting on all MDGs. UNDP has also supported the preparation of the 2005 Statistical Bulletin, 'Gender Equality in Uzbekistan: Facts and Figures 2000–2004'.<sup>67</sup>

## 5.2 CAPACITY DEVELOPMENT

At the corporate level, UNDP promotes various capacity development strategies, tools and

approaches, such as capacity assessments<sup>68</sup> covering three levels of capacity development (see Box 5.2). These are made available and discussed through UNDP-supported capacity development networks, professional programmes, libraries, project databases and other relevant tools. However, UNDP Uzbekistan project documents seldom demonstrate how these strategies and tools are applied to programmes or project designs in practice.

Since 2000, there has not been a systematic approach to needs assessment during the planning phase of UNDP projects. The need for training and learning was highlighted mainly by professional workshops or participatory planning processes, where governmental or local stakeholders raised such needs. Systematic needs analysis forms the basis for project design and, at the same time, formalizes the objectives of educational and training activities. While a less systematic approach may lead to satisfactory immediate results in human-resource development and learning, and may even prove to be efficient and effective, such

66. ADB 2005.

67. Government of Uzbekistan/UzStat and UNDP, 'Gender Equality in Uzbekistan: Facts and Figures 2000–2004', Statistical Bulletin, Tashkent, 2005.

68. See [www.capacity.undp.org](http://www.capacity.undp.org).



results are rarely sustainable if they do not also strengthen local or regional structures.

The UNDP ‘Practice Note for Capacities for Integrated Local Development’<sup>69</sup> divides approaches to local development into four categories: direct community support, local government support, area-based development and decentralized sector approaches. The common feature of the four is the objective of strengthening local governments, planning and decision-making mechanisms, and local institutions during the decentralization process. This can take place in different ways, but always using needs assessments of institutional and educational structures and human resources. The ADR team did not find any documents discussing the foundation for the selection of area-based development as the main approach to supporting the decentralization process in Uzbekistan. This deficiency also influences deeper comparative analysis of development approaches and concepts, which would be useful, for example, when further refining the selected approach.

In addition, capacity development among regionally active institutions has been limited. ELS and ABD projects, for instance, always included institutional development aspects, but they typically created their own institutional structures, such as Information Resource Centres. It is not clear whether these Centres will continue to exist after the end of the project, even if those created under the first ELS project continue to exist three years after it closed. In contrast, there are many active institutions—including educational and those managed by the regional chamber of commerce—that could be developed further by adding services to their ongoing activities.

Sectoral and line ministries are usually satisfied with the quality of projects’ educational components and training received from UNDP. However, ministries’ training needs often

gravitate towards supplementary topics, and officials typically request additional training and learning support, often after the project cycle.

A more sustainable project concept is for UNDP to use a training-system approach, where future trainers, who will assist in the following phases of the process, are identified and included among the first group of trainees. Typically, the ideal candidates for future trainers are either teachers from line ministry institutions or ministry and central administration civil servants that have also received pedagogic training. In private-sector development projects, trainers can be selected among participating professionals. This training approach reduces the need for UNDP involvement in training events and efficiently and effectively strengthens local capacities.

However, this has not been the case for UNDP projects in Uzbekistan. Thus, UNDP will have to remain responsive to important and understandable requests for support from ministries and the central administration after project cycles end. This issue will become an increasing burden for UNDP if the approach is not strategically altered to selectively strengthen existing institutional structures. This adjustment should be based on a thorough assessment of existing needs and resources. Discussions with the staff of the UNDP Bratislava Regional Centre revealed that this problem has been very common throughout the region.

### **5.3 PROGRAMME MANAGEMENT ISSUES**

Representatives of some ministries, such as the Ministry of Finance of Uzbekistan and the Parliament, expressed the opinion that most judicial, legislative and regulatory framework development initiatives should be viewed as processes rather than projects, and that UNDP support should be provided during the entire period of their development. For example, tax

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69. UNDP, ‘Practice Note for Capacities for Integrated Local Development’, 2007.

reform took over two years longer than expected, and the complex customs reform process is currently facing the same setback. The follow-up report to the National Waste Management Strategy project<sup>70</sup> noted that the delays in adopting the main outputs of the project (a national Strategy for Waste Management and a 5-year Plan of Action) were the result of due process being applied and “it would seem that the time-frame allowed by the project for this activity was too short and unrealistic.”

Uzbekistan remains in the beginning stages of many new processes (e.g., the country’s entry into global markets and WTO). Many of these processes are complex, and international experience suggests that they will last much longer than expected. As such, it would be beneficial to take this orientation towards a long-term process into account during project planning. This would mean changes in the project cycle, as well as in augmenting reserves to facilitate and backstop the development processes.

Separately, personnel changes in UNDP Uzbekistan have resulted in limited institutional memory. Furthermore, there has been very little internal transfer of project experiences from senior to new staff members. Only one project manager has worked with UNDP projects from the beginning of 2000, and only three other staff members have been engaged since the second country programme (2000–2004). There is also a clear need to deepen collaboration between country office units.

In addition, no country programme evaluations had been conducted between the last two programming periods. Outcome evaluations had also been omitted, although they had been part of the country office evaluation plan. The number of historic documents available to the ADR team was very limited, and interviews revealed that UNDP staff rarely utilized such documents.

## 5.4 UN SYSTEM AND DONOR COORDINATION

The recent UNDAF mid-term evaluation examined several issues related to UN system coordination, primarily focusing on the constraints related to the design and effectiveness of UNDAF programmes. However, the key practical limitations concerned the limited use of internal agency programming and ensuring the sustainability of UN system programmes and projects. The lack of capacity-building elements were identified as the main bottlenecks. These issues are similarly evident in UNDP-led activities, as addressed in preceding sections.

The preparation phase is crucial to the practical coordination of programmes and projects. This issue was also raised by international financial institutions that would like to increase cooperation with the UN system. While a system-wide approach is occasionally recognized in codes of conduct, theoretical papers and evaluations, actual UN-system project documents seldom contain such an approach. Typically, each UN organization carries out programme and project planning in isolation. Although project documents are technically well prepared for governmental clients, and UNDP receives very satisfactory results and feedback, the inclusion of various stakeholders into the planning process appears surprisingly lacking. Discussions tend to take place too late in the project cycle. While such collaboration is informative, it rarely results from or leads to concrete joint planning.

Coordination among UN system organizations is most successful at the local level. For example, in Karakalpakstan, assistance is being provided to local authorities in donor coordination and in preparing a regional tuberculosis project, which has turned into the UN Joint Project between UNDP and the United Nations Volunteers. Technical advice is provided by WHO, and potential partnerships are also planned with UNICEF and UNFPA. In 2007, UNICEF and

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70. Tortell, 2006. See <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>.

UNDP merged efforts to support the empowerment of local communities participating in ELS project activities. This allowed UNICEF to expand its geographic coverage and the ELS project to benefit from UNICEF expertise. UNICEF and UNDP also coordinated in integrating ICT into secondary schools. Another example is The World Bank and ELS collaboration in relation to supplying energy to rural health clinics as described in section 4.3.3. Nevertheless, improvements in donor coordination remain needed, as highlighted in the case of HIV/AIDS interventions. Coordination in this area received the most criticism, though this criticism addressed not only UN-system performance, but also that of the entire international donor community.

As noted in Chapter 2, there are no formal government aid coordination mechanisms in place, even if some are envisaged within the WIS. UNDP is in a good position to help the govern-

ment implement such mechanisms and to ensure more effective use of external assistance. In addition, local governments would benefit if UNDP were to increase its coordinating role with other donor agencies at local and regional levels. This concerns not only project-level activities, but also the broader coordination of different donor agencies and their roles, activities, projects, instruments and available information. The future role and position of UNDP in Uzbekistan largely depends on how well the agency can perform in a local and regional coordination role, as donor agencies that become active in Uzbekistan lack local knowledge and experience. UNDP has a very good reputation among stakeholders and donor agencies: it is recognized for its transparency as well as for its active and efficient dissemination of information and results. In the future, this approach should be increasingly utilized at the local and regional levels.

# CONCLUSIONS AND RECOMMENDATIONS

This chapter uses the findings and assessments discussed in the preceding sections to introduce conclusions made by the ADR team, and closes with a set of recommendations.

## 6.1 MAIN CONCLUSIONS

**1. Overall, UNDP has made an important contribution to Uzbekistan’s development during the period under review. This contribution took place during a time of rapid change, including the implementation of key reforms, fast economic growth and a change in the country’s relationship with the international community.**

Though such circumstances have made the engagement more complex, they have also offered opportunities for UNDP. UNDP has remained committed to supporting Uzbekistan and has a sound programme, much appreciated by the partner government. Measuring UNDP contribution towards stated programme outcomes is difficult in view of limited available data and changes in the direction of the programme over time. Although a comprehensive examination of the total portfolio of projects was not conducted, the effectiveness of achieving project results can be assessed as satisfactory. UNDP interventions to support achieving the MDGs and reducing human poverty made important contributions to the stated outcomes. In support to fostering democratic governance, the contribution towards the stated goals was more limited, partly due to a change in the direction of this group of activities during the ongoing programme; nonetheless, important contributions to national results were made. In the area of energy and environment for sustainable development, UNDP efforts went beyond its contribution to the relevant outcome stated in the 2005–2009 country programme document.

**2. UNDP has been relevant to Uzbekistan’s priority development needs, as these have been defined by the President and the Government of Uzbekistan, and to the needs articulated at local and regional levels.**

UNDP has been working with a partner government that has a strong willingness to take national ownership of development processes. Strong responsiveness to, and close cooperation with, governmental authorities has proven to be an efficient method of jointly developing effective programmes and projects. This approach has also guaranteed strong government commitment. If commitment and sustainability are to be achieved, it is crucial to undertake a participatory approach from the very beginning of the process. This is relevant at all activity levels, from central government and the Parliament to local projects and other activities. Problems that are identified and prioritized by local people and their groups—and solved based on joint preparations—have led to sustainable results. Social infrastructure projects in the UNDP portfolio that address water, gas and heating problems offer good examples of this type of activity. Where UNDP interventions support local-level private-sector development, care needs to be taken in order to ensure that its efforts support the market for credit, not distort it through the provision of grants.

In some cases, UNDP may have missed opportunities for engagement—for example, in areas where the comparative UNDP strength of neutrality and long-term commitment to Uzbekistan’s development could have played an important role. In the case of Uzbekistan’s Welfare Improvement Strategy, UNDP did not capitalize on some of its expertise (e.g., environment and energy issues) and did not conduct an adequate analysis of implementation risks, the

importance of which was underscored by recent changes in the global financial climate.

**3. UNDP responsiveness has led to a wide-ranging programme. In order to increase the effectiveness, efficiency and sustainability of interventions, it is important for UNDP to focus on fewer issues (and on those in which it has comparative strengths) and to take a more comprehensive and long-term approach.**

Although UNDP has been responsive to government needs as these emerged—especially in the area of providing technical support to policy formulation—in some cases, UNDP has been so responsive that it lost sight of the need to focus on projects with long-term strategic linkages. UNDP could have been more critical in selecting proposals with strategic development importance and prioritizing them using development strategies. In UNDP support for democratic governance, important and high-priority projects have been implemented in two country programme cycles, but proposals were not conducted strategically. In other areas, including energy, national priorities were unclear and projects were typically scattered, offering limited strategic or policy-level linkages. At the same time, the approaches, scope and selection of proposals were occasionally heavily influenced by available funding mechanisms and instruments, and driven by resource mobilization concerns. A more strategic response, where interventions are anchored to clear national priorities, could be facilitated through better use of annual Country Programme Action Plan reviews.

Follow-up to development projects is increasingly needed in order to ensure effectiveness and maximize UNDP contributions. Considering development activities as longer-term processes instead of projects with strict cycles would be useful in some cases, particularly in complex processes such as legislative development.

The overall UNDP approach of combining policy support in the capital with direct interventions at the local level has been balanced, especially in the context of the declining engagement of international development partners since 2004. The comparative strengths of UNDP lie in

its work in rural areas and in its access to central government. Maintaining the appropriate balance between the two, and ensuring strong linkages between lessons learned at the local level and central policy making, will remain a major challenge in the next programme. The change in the aid environment—following re-engagement of many international organizations and growing interest in addressing rural issues—may mean that UNDP will need to play a more focused and strategic role at the local level, such as by facilitating local government aid coordination to complement its support to aid coordination at the central level.

**4. UNDP has engaged in some good development partnerships, and now needs to build on them, ensuring that it adds value to relationships (e.g., though the promotion of human development and/or ensuring the involvement of the most vulnerable and marginalized portions of society).**

UNDP strategic partnerships vary between sectors, projects and government levels. The strongest partnerships are with governmental authorities that jointly prepare and implement all relevant projects and activities. These partnerships are based on mutual respect, but require a higher degree of UNDP accountability and greater transparency of intervention selection and resource allocation.

UNDP has also established a variety of quality partnerships with international development partners. For example, UNDP has managed projects for The World Bank, such as the Water and Sanitation project funded by an IBRD loan. UNDP has also worked in partnerships where its added value went beyond management: in working with the European Commission, primarily on ELS projects and the regional BOMCA/CADAP initiatives, UNDP added value through its expertise in working with local communities and drawing on global best practices. These experiences have satisfied the partners, and while cooperation is likely to continue, it will be within a very different environment as re-engagement of many such partners intensifies.

The UNDP role in such partnerships is likely to change from overall programme management to implementation of either select programme elements or areas where UNDP has a strong presence. Closer collaboration with donors and international financial institutions should focus on incorporating human development approaches and priorities within investment programmes. Such linkages are required, particularly in the fields of environment, energy, water resources and agricultural sector development. In such partnerships, the role of UNDP would increasingly tend towards the inclusion of the most vulnerable and marginalized stakeholders. At the same time, the increased involvement of the European Union, its member countries and other bilateral agencies will mean that they may also need to utilize UNDP experience in their future interventions, especially at the local level.

**5. While capacity development has been at the centre of many UNDP interventions, limited use has been made of the tools and approaches that UNDP has developed at the corporate level.**

Inadequate use of capacity assessments has led to reduced effectiveness and efficiency of interventions, and limited sustainability of results. At the same time, project design has sometimes led to inefficient approaches to capacity development. For example, instead of UNDP and its partners training all participants, appropriate institutes at local, regional and national levels could have been strengthened in order to initially focus on producing local specialists to take over subsequent capacity development activities. Where UNDP has used this approach in Uzbekistan, it has been successful—the approach needs to be replicated across all activities.

**6. There is a need for UNDP to increase its learning from experience and to facilitate greater opportunities for national learning from its interventions.**

All UNDP interventions should provide lessons that can support not only its own activities, but also those of its partners. Specifically, greater

effort needs to be made to link lessons learned to national policy development. Likewise, UNDP needs to build on its successes in scaling-up, as in the ELS/ABD interventions, and to ensure an even greater scope of regional and national replication.

Evaluation and monitoring practices should also be strengthened, and a culture of focusing on results should be established. Learning from previous experience will not only improve intervention efficiency, but also improve effectiveness. In this respect, the international dissemination of experiences, lessons learned and best practices should be strengthened. There are Central Asian countries that could benefit from Uzbekistan's experience, while those of others in the broader region could offer Uzbekistan lessons in return. With its global network, UNDP is in a position to facilitate this information exchange.

## **6.2 RECOMMENDATIONS**

**1. In agreement with government, focus the programme on a smaller number of strategic interventions where UNDP has clear comparative strengths, is able to offer a long-term commitment and, through relevant partnerships, is able to address the underlying issue in a comprehensive manner.**

Make efforts to ensure UNDP activities are in line with those set out in its strategic plan and are in areas where it has comparative strengths in Uzbekistan, while remaining responsive to national priorities. Where there is national demand for inter-ventions outside these areas, UNDP should facilitate the development of partnerships between national and appropriate international organizations with relevant expertise—for example, through joint programming. Interventions should continue to build on the UNDP comparative strength of neutrality and long-term commitment to Uzbekistan's development. As an initial step, UNDP should work closely with the government to ensure that both comprehensive environmental concerns and risk analysis are adequately integrated into national development planning instruments.

**2. Build on existing partnerships with international development partners, but ensure that UNDP adds value beyond purely management arrangements.**

Incorporate human development approaches in the interventions of international partners, building on the UNDP focus and comparative strengths in promoting human development in Uzbekistan, especially at the local level. Implement joint programmes and other forms of collaboration with international partners—particularly with international financial institutions—where UNDP can play a role in ensuring that the most vulnerable and marginalized groups benefit from interventions.

**3. Build on existing experience and relationships with local government and communities.**

Use existing UNDP experience, strengths and proximity to local government (in the areas where UNDP works) as a base to comprehensively strengthen and expand the existing frameworks used to address rural issues. However, in the context of a changing aid environment and the re-engagement of many donors, UNDP should be more strategic in local interventions and in support of local government.

**4. Expand the UNDP role in supporting government efforts at aid coordination.**

As a committed and neutral partner, UNDP is in a good position to support government aid coordination activities and to ensure more effective use of external assistance. UNDP should play the leading role in supporting government coordination of aid at the local level, linking its support to better aid coordination in the centre.

This includes donor coordination, facilitating partnerships and disseminating information about donor agencies and funding opportunities.

**5. Strengthen UNDP support to capacity development in Uzbekistan through a more rigorous and systematic application of corporate capacity development tools and approaches.**

Use needs and institutional assessments in all project preparations while ensuring that corporate tools are adapted to the specific context of Uzbekistan. In order to facilitate greater sustainability of results, anchor UNDP capacity development interventions in existing institutions.

**6. Ensure that mechanisms are in place to facilitate linkages between all direct interventions and decision makers.**

Ensure direct and explicit linkages with decision makers in all UNDP interventions. Lessons learned should feed into policymaking, and, where necessary, mechanisms should be put in place to facilitate such linkages. Moreover, such linkages will facilitate replication of successful interventions and scaling up across regions. At the same time, it is necessary to strengthen evaluation mechanisms in the country office in order to facilitate the learning process.

**7. Undertake annual Country Programme Action Plan reviews to increase transparency and to facilitate greater stakeholder accountability of UNDP activities in Uzbekistan.**

Ensure wider participation in annual reviews and greater participation of relevant government bodies in programming processes in order to ensure the transparency of decision-making and resource allocation.

# TERMS OF REFERENCE

## INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Program (UNDP) conducts country evaluations, referred to as Assessments of Development Results (ADRs), to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. ADRs are carried out within the provisions of the UNDP Evaluation Policy.<sup>1</sup> The overall goals of an ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

In particular, the EO plans to conduct an ADR in Uzbekistan during 2008. The ADR will contribute to a new country programme, which will be prepared by the concerned Country Office and national stakeholders.

## BACKGROUND

Uzbekistan is a double-landlocked, low-income country in Central Asia, rich in gold, copper, natural gas, oil and uranium. During the Soviet period, Uzbekistan was developed as a centre for cotton production, and agriculture is still the

dominant sector of the economy: in 2005, the sector accounted for 30 percent of employment. The country has a young and rapidly growing population, and thus faces the challenge to create jobs—especially in rural areas, where two thirds of Uzbekistan's population live.

Since becoming independent in 1991, Uzbekistan has been implementing reform policies to move away from the inherited structures of the former Soviet Union. Dismantling the systems, structures and mentality accumulated during 70 years has been an enormous challenge.

UNDP has had a representative office in Uzbekistan since 1993, aiming to support Uzbekistan in its efforts to develop a strong market-based economy and a flourishing democracy. The primary reason for selecting Uzbekistan for an ADR was the forthcoming completion of the 2005–2009 Country Programme, which presents an opportunity to evaluate the achievements and results of the past programme cycle, and to feed findings and conclusions into the process of developing and implementing the new programme.

## OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of the Uzbekistan ADR include:

- Provide an independent assessment of the progress (or lack thereof) towards the expected outcomes envisaged in UNDP programming documents, and where appropriate, highlight unexpected positive or negative outcomes and missed opportunities;

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1. See <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>.



Second Country Cooperation Framework 2000–2004	UNDP Country Programme 2005–2009
<ul style="list-style-type: none"> <li>■ Support to the reform process</li> <li>■ Support to civil society and private sector development</li> </ul>	<ul style="list-style-type: none"> <li>■ Economic governance and poverty reduction</li> <li>■ Democratic governance</li> <li>■ Environmental governance</li> </ul>

- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Present key findings, draw key lessons, and provide a set of clear and forward-looking options for UNDP management to make adjustments to the current strategy and the next Country Programme.

The ADR will review UNDP experience in Uzbekistan and its contribution to addressing social, economic and political challenges. The evaluation will cover the 2000–2004 and 2005–2009 country programmes. Although it is likely that greater emphasis will be placed on more recent interventions (due to better availability of data), efforts should be made to examine the development and implementation of UNDP programmes since the start of the period. The identification of existing evaluative evidence and potential constraints (e.g., lack of records or institutional memory) will occur during the initial Scoping Mission (see Section 4 for more details on the process).

The overall methodology will be consistent with the EO ADR Guidelines of January 2007. The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities, specifically examining the UNDP contribution to national development results across the country. Factors assessed will include key results, specifically outcomes (anticipated and unanticipated, positive and negative, intentional and unintentional), and UNDP assistance funded by both core and non-core resources.

The evaluation has two main components: the analysis of development outcomes and a review of UNDP strategic positioning.

## DEVELOPMENT RESULTS

The assessment of development outcomes will entail a comprehensive review of the UNDP portfolios of the previous and ongoing programme cycles. This includes an assessment of development results achieved and UNDP contribution in terms of key interventions; progress in achieving outcomes for the ongoing country programme; factors influencing results (e.g., UNDP positioning and capacity, partnerships, and policy support); UNDP achievements, progress and contribution in practice areas (both in policy and advocacy); and analysing the cross-cutting linkages and their relationship to the Millennium Development Goals and the United Nations Development Assistance Framework. The analysis of development results will identify challenges and strategies for future interventions.

In addition to using available information, the evaluation will document and analyse achievements in view of intended outcomes, as well as the linkages between activities, outputs and outcomes. The evaluation will qualify the UNDP contribution to outcomes with a reasonable degree of plausibility.

There is a core set of evaluative criteria related to the design, management and implementation of UNDP interventions in the country. Core criteria include:

- **Effectiveness:** Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should the programme continue in the same direction, or should its main tenets be reviewed for the new cycle?

- **Efficiency:** How well did UNDP use its human and financial resources in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country and subregional context?
- **Sustainability:** Is the UNDP contribution sustainable? Are the development results achieved through such contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?
- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to long-term national development needs? What were the missed opportunities in UNDP programming?
- **Equity:** Did UNDP programmes and interventions lead to reduced vulnerabilities in the country? Did UNDP interventions in any way influence existing inequities (e.g., exclusion) in the society? Was selection of geographical areas of intervention guided by need?
- **Partnerships:** How has UNDP leveraged partnerships within the UN system and national civil society and the private sector?

Special efforts will be made to examine the UNDP contribution to capacity development, knowledge management and gender equality.

### STRATEGIC POSITIONING

The evaluation will assess the strategic positioning of UNDP from both its own perspective and the development priorities in the country. This will entail: i) a systematic analysis of the UNDP place and niche within the development and policy space in Uzbekistan; ii) the strategies used by UNDP Uzbekistan to strengthen the UNDP position in the development space and create a position for the organization in its core practice areas; iii) an assessment, from the perspective of the development results for the country, of the policy support and advocacy initiatives of the UNDP programme vis-à-vis other stakeholders.

In addition, the evaluation will analyse a core set of criteria related to the strategic positioning of UNDP:

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What are the critical gaps in UNDP programming?

The evaluation will also consider the influence of administrative constraints affecting the programme, and specifically the UNDP contribution, including issues related to the relevance and effectiveness of the monitoring and evaluation system. If such considerations emerge as important during the initial analysis, they will be included in the scope of the evaluation. Within the context of partnerships with the UN system and overall UN coordination, the evaluation will also highlight the issue of joint programming.

### EVALUATION METHODS AND APPROACHES

#### DATA COLLECTION

The evaluation will use a multiple method approach that could include desk reviews, workshops, group and individual interviews (at both headquarter and the Country Office), project and field visits, and surveys. The appropriate set of methods will depend on local context: the precise mix will be determined during the Scoping Mission and detailed in an Inception Report.<sup>2</sup>

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2. The Scoping Mission and Inception Report are described in Section 5 on the evaluation process.

## VALIDATION

The Evaluation Team will use a variety of methods, including triangulation, to ensure that the data is valid. Specific validation methods will be detailed in the Inception Report.

## STAKEHOLDER PARTICIPATION

The evaluation will use a strong participatory approach that involves a broad range of stakeholders. Stakeholders will be identified among government ministries and agencies, civil society organizations, private sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries. To facilitate this approach, all ADRs include a process of stakeholder mapping that includes both direct UNDP partners and the stakeholders who do not have direct involvement with UNDP.

## EVALUATION PROCESS

The process will also follow the ADR Guidelines, according to which the process can be divided in three phases, each including several steps.

### PHASE 1: PREPARATION

- **Desk review** is initially carried out by the EO (identification, collection and mapping of relevant documentation and other data) and continued by the Evaluation Team. This process will include review of general development-related documentation specific to country and a comprehensive overview of the UNDP programme over the period under evaluation.
- **Stakeholder mapping** identifies stakeholders relevant to an evaluation. Identified stakeholders will include state and civil society actors that go beyond direct UNDP partners. The mapping exercise will also indicate the relationships among different sets of stakeholders.
- **Inception meetings** will include headquarters-based interviews and discussions in with the EO (regarding process and methodology), the Regional Bureau for Europe and the

Commonwealth of Independent States (context and country programme) and other relevant bureaux including Bureau for Development Policy and the United Nations Development Group Office.

- **Scoping mission** – A mission to Uzbekistan in order to:
  - Identify and collect further documentation;
  - Validate the mapping of the country programmes;
  - Get key stakeholder perspectives on key issues that should be examined;
  - Address logistical issues related to the main mission, including timing;
  - Identify the appropriate set of data collection and analysis methods;
  - Address management issues related to the rest of the evaluation process, including division of labour among the team members; and
  - Ensure the country office staff and key stakeholders understand the ADR objectives, methodology and process.

The Task Manager will accompany the Team Leader on the mission.

- **Inception Report:** The development of a short Inception Report, including: the final evaluation design and plan; background to the evaluation; key evaluation questions; detailed methodology; information sources and instruments and plan for data collection; design for data analysis; and format for reporting.

### PHASE 2: CONDUCTING ADR AND DRAFTING EVALUATION REPORT

- **Main ADR mission:** A mission of two (possibly three) weeks will be conducted by the independent Evaluation Team and will focus on data collection and validation. An important part of this process will be an Entry Workshop where the ADR objectives, methods and process will be

explained to stakeholders. The team will visit significant project/field sites as identified in the scoping mission.

- **Analysis and reporting:** the information collected will be analysed in the draft ADR report by the Evaluation Team within three weeks after the departure of the team from the country.
- **Review:** The draft will be subject to
  - (a) factual corrections and views on interpretation by key clients (including the UNDP country office, the Regional Bureau for Europe and the Commonwealth of Independent States, and government),
  - (b) a technical review by the EO, and
  - (c) a review by external experts. The EO will prepare an audit trail to show how these comments were taken in to account. The Team Leader, in close cooperation with the EO Task Manager, shall finalize the ADR report based on these final reviews.
- **Stakeholder meeting:** A meeting with the key national stakeholders will be organized to present the results of the evaluation and examine ways forward in Uzbekistan. The main purposes of the meeting will be to facilitate greater buy-in by national stakeholders in taking the lessons and recommendations from the report forward and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at the country level. It may be necessary for the Evaluation Team to incorporate significant comments into the final Evaluation Report.

### PHASE 3: FOLLOW-UP

- **Management response:** The UNDP Associate Administrator will request relevant units (in the case of an ADR, usually the relevant country office and Regional Bureau) to jointly prepare a management response to the

ADR. As a unit exercising oversight, the Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.

- **Communication:** the ADR report and brief will be widely distributed in both hard and electronic versions. The Evaluation Report will be made available to the UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely distributed in Uzbekistan and at UNDP headquarters. Copies will be sent to evaluation outfits of other international organizations, as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP Web site<sup>3</sup> and made available to the public. Its availability will be announced on UNDP and external networks.

The tentative time-frame and responsibilities for the evaluation process are detailed in the table on the following page.

## MANAGEMENT ARRANGEMENTS

### UNDP EO

The UNDP EO Task Manager will manage the evaluation and ensure coordination and liaison with the Regional Bureau for Europe and the Commonwealth of Independent States, other concerned units at headquarters level, and the Uzbekistan country office management. The EO will also contract a Research Assistant to facilitate the initial desk review and a Programme Assistant to support logistical and administrative matters. The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as the preliminary research and the issuance of the final ADR report. EO will also cover the costs of any stakeholder workshops conducted as part of the evaluation.

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3. [www.undp.org/eo/](http://www.undp.org/eo/)

Activity	Estimated date
Collection and mapping of documentation by the Research Assistant	May-June
Desk Review by the Evaluation Team	June
Evaluation Team meeting at UNDP New York	June 11–13
Scoping Mission to Barbados and OECS	June 16–20
Inception Report and Full ADR Terms of Reference	July 4
The following are tentative and will be firmed during the scoping mission in consultation with the country office and government:	
Main ADR mission to Uzbekistan	July 14–25
Submission of First Draft Report	August 15
Comments from EO and Advisory Panel	August 22
Submission of Second Draft Report	August 29
Factual corrections from country office, regional bureau and government	September 12
Issuance of Final Report	September 19
Stakeholder workshop	November

## THE EVALUATION TEAM

The team will be constituted of three members:

- **Consultant Team Leader:** with overall responsibility for providing guidance and leadership, and in coordinating the draft and Final Report;
- **Consultant Team Specialist:** who will provide the expertise in the core subject areas of the evaluation and be responsible for drafting key parts of the report; and
- **National Consultant:** who will undertake data collection and analyses at the country-level, as well as support the work of the missions.

The Team Leader must have a demonstrated capacity in the evaluation of complex programmes in the field, strategic thinking and policy advice. All team members should have in-depth knowledge of development issues in Uzbekistan and/or Central Asia.

The Evaluation Team will be supported by a Research Assistant based in the Evaluation Office in New York. The Task Manager of the Evaluation Office will support the team in designing the evaluation, will participate in the scoping mission and will provide ongoing feedback for quality assurance during the preparation of the Inception and Final Report. Depending on the need, the EO Task Manager may participate to the main mission too.

The evaluation team will orient its work by United Nations Evaluation Group norms and standards for evaluation, and will adhere to the ethical Code of Conduct.<sup>4</sup>

## THE UZBEKISTAN COUNTRY OFFICE

The country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations, support the evaluation team in liaison with the key partners, and make available to the team all necessary

4. The UN Evaluation Group Guidelines (UNEG) “Norms for Evaluation in the UN System” and “Standards for Evaluation in the UN System” (April 2005).

information regarding UNDP activities in the country. The office will also be requested to provide additional logistical support to the Evaluation Team as required. The country office will contribute support in kind (e.g., office space), while the EO will cover local transportation costs.

### **EXPECTED OUTPUTS**

The expected outputs from the Evaluation Team are:

- An Inception Report (maximum 20 pages);
- A comprehensive final report on the Uzbekistan Assessment of Development Results (maximum 50 pages plus annexes);
- A two-page evaluation brief; and
- A presentation for the Stakeholder Workshop.

The final report of the ADR to be produced by the Evaluation Team will follow the following format:

- Chapter 1: Introduction;
- Chapter 2: Country Context;
- Chapter 3: The UN and UNDP in the Country;
- Chapter 4: UNDP Contribution to National Development Results;
- Chapter 5: Strategic Positioning of the UNDP Country Programme; and
- Chapter 6: Conclusions, Lessons and Recommendations.

Detailed outlines for the Inception Report, main ADR report and evaluation brief will be provided to the evaluation team by the Task Manager.



## Annex II

# LIST OF INDIVIDUALS CONSULTED

### GOVERNMENT OF UZBEKISTAN

- Mr. Karamadin Abdijaliev, Deputy Chairman, Council of Ministers of Republic of Karakalpakstan
- Ms. Farida Akbarova, Deputy Prime Minister, Chair of Central Committee, Women's Committee of Uzbekistan
- Mr. Boriy Alikhanov, Head, State Committee for Nature Protection
- Ms. R Alishaeva, Specialist, State Tax Committee
- Mr. Victor Chub, Minister, General Director, Center of Hydrometeorological Service of Uzbekistan (UZHYDROMET)
- Mr. Bakhrom Ergashev, Deputy Mayor, Nishan District
- Mr. Karomiddin Gadoev, Head of Division, Department for United Nations and International Organizations, Ministry of Foreign Affairs
- Mr. Luqmon Gaffarov, Mayor, Kitab District
- Mr. Muratbay Ganiev, First Deputy Head, Main Forestry Department, Ministry of Agriculture and Water Resources
- Mr. Adhamjon Hankeldiev, Mayor, Bagdad District
- Mr. Sobir Jabborov, Deputy of Legal-Court committee, Parliament of Uzbekistan
- Mr. Bakhtiyor Kadyrov, First Deputy of General Director, Center of Hydrometeorological Service of Uzbekistan (UZHYDROMET)
- Mr. Hojamurat Kaipnazarov, Head, Chamber of Commerce and Industry Department in Karakalpakstan
- Ms. Rano Kalandarova, Deputy Chairperson, Women's Committee Branch in Karakalpakstan
- Mr. Aripbai Karataev, Deputy Chairman of the Nature Protection Committee, Karakalpakstan
- Ms. Inobat Karimova, Deputy Mayor on Women's issues, Women's Committee of Kashkadarya
- Mr. Mukhtor Khaitmurodov, Deputy Mayor, Kashkadarya Region
- Mr. Asadjon Khodjaev, Deputy of General Director, Communication and Information Agency of Uzbekistan
- Mr. R. Koraboev, Chairman, Farmers' Association of Namangan District
- Mr. Melis Kosnazarov, Deputy Head, Chamber of Commerce and Industry Department in Karakalpakstan
- Ms. Mubarek Matniyazova, Head, Information and Analytical Department, Council of Ministers of Karakalpakstan
- Mr. Mukhammad Mondjazib, Department of Cooperation with Eurasian Economic Community and International Financial Institutes, Ministry of Economy
- Mr. Gaibulla Murzambetov, Deputy Mayor, Kegeily District of Karakalpakstan
- Mr. R. Mustofoqulov, Specialist, State Tax Committee
- Mr. Sergey Myagkov, Deputy Director, Center of Hydrometeorological Service of Uzbekistan (UZHYDROMET)
- Ms. Malika Nazarova, Chief, International Department, Center of Hydrometeorological Service of Uzbekistan (UZHYDROMET)
- Ms. Tatyana Ososkova, Chief, Environmental Pollution Monitoring Service, Center of Hydrometeorological Service of Uzbekistan (UZHYDROMET)
- Mr. A. Otahudjaev, Head, Namangan District Branch, Chamber of Commerce and Industry
- Ms. Galina Saidova, Deputy Minister, Ministry of Economy
- Mr. Sharapat Shamanbetov, Jurist of the Mayor's Office, Kegeily District of Karakalpakstan



Dr. Alisher Shaykhov, Chairman, Ambassador,  
Chamber of Commerce and Trade

Mr. Shukrat Shukurov, Deputy Mayor,  
Namangan District, and Regional ELS  
Project Coordinator

### **UZBEKISTAN CIVIL SOCIETY**

Ms. Natalya Abdullaeva, Director, Istikhfoli  
Avlod (NGO)

Ms. Malika Abdullakhodjaeva, MD,  
Chairperson, Institute of Pathology Institute

Ms. Gulzor Ablamova, Consultant on Women's  
issues, Navbahor Community

Mr. Nuridin Aiytov, Chairperson, Karakalpak  
Branch, Makhalla Fund

Mr. Azat Allayarov, Executive Director,  
Tadbirkor Invest (microcredit organization),  
Karakalpakstan

Mr. Ruslan Dauletnazarov, Leading Specialist,  
Karakalpak Branch, Makhalla Fund

Ms. Nazira Elibaeva, Executive Director,  
Karakalpakstan Branch, Business  
Women Association

Ms. Halima, Head, Rural Medical Center,  
Fergana District

Mr. Fulle Hans-Jurgen, International  
Consultant, Karakalpakstan Branch,  
Farmers' Association

Mr. Kobiljon Hasanov, Chairman, Makhalla  
Fund of Fergana District

Mr. Fatkhulla Irgashev, Deputy Rector,  
Academy of Social Construction under the  
President of Uzbekistan

Mr. Ismoil Isatullaev, Head, Navbahor Community

Mr. Murod Ismailov, Head, International  
Relations Office, University of World  
Economy and Diplomacy

Ms. Gulnara Japakova, Director,  
Karakalpakstan Branch, Uzbek  
Association of Reproductive Health

Mr. Khamidulla Karamatov, Rector, University  
of World Economy and Diplomacy

Ms. Maksuda Karimova and other members,  
Tinchlik Community

Ms. Arukhan Kelimbetova, Deputy  
Chairperson, Makhalla Fund, Republic  
of Karakalpakstan

Mr. Sobir Khamroev, Representative of  
Khujailmkoni Village, Community Heads  
of Kitab District

Mr. Ziyadulla Khudoyqulov, Guard,  
Navbahor Community

Mr. Toshhon Khurramov, Imam of  
Khujailmkoni Village, Community  
Heads of Kitab District

Mr. Adil Koilibaev, Director, and staff,  
Darwazakum Biological Pest Control  
Laboratory

Mr. Sagdulla Lutpullaev, Vice President,  
Director General, PHYSICS-SUN  
Academy of Science

Mr. Mansor Maksudov, Head, Information  
Resource Centre of Bagdad District

Ms. Altin Mukhanbetova, Client, Microfinance  
Organization of Business Women  
Association in Kegeily District

Ms. Karimova Nadira, Director, International  
Organization for Migration

Mr. Nasriddin Qalandarov, Head, Sevaz  
Village Community, Community Heads  
of Kitab District

Mr. Nurilla Qosimov, Head, Sharq Uzumzorlari  
(agricultural cooperative)

Mr. Khamroqul Rakhimov, Consultant,  
Navbahor Community

Mr. Akmal Kh. Saidov, Director, National  
Human Rights Centre

Ms. Sapargul Seilkhanova, Client, Microfinance  
Organization of Business Women  
Association in Kegeily District

### **UNDP UZBEKISTAN**

Mr. Evgeniy Abdullaev, Program Legal Specialist

Ms. Rano Baykhanova, Renewable  
Energy Specialist

Ms. Shirin Dosumova, Programme Officer,  
Economic Governance Unit

Mr. Ulugbek Islamov, Irrigation and Land  
degradation specialist

Mr. Farkhod Maksudov, Environment Specialist

Mr. Ercan Murat, Resident Representative a.i.

Ms. Kyoko Postill, Deputy Resident  
Representative

Ms. Komila Rakhimova, Gender Specialist  
Ms. Antonina Sevastyanova, Programme  
Coordination Specialist  
Ms. Aziza Umarova, Programme Officer,  
Good Governance Unit  
Ms. Saida Yusupova, Temporary Programme  
Assistant

### **UNDP PROJECT STAFF**

Ms. Malika Abdulkhodjaeva, Project Specialist,  
Telemedicine  
Mr. Zohid Asrarov, Project Specialist,  
Improving Public Sector Management  
Skills Through Building Training and  
Research Capacity of the Higher School  
of Business  
Ms. Irina Bekmiorzaeva, Project Specialist,  
Ecosystem Stability  
Mr. Izatulla Boltaev, Project Manager,  
Promotion of the Rights of Women  
Migrant Workers  
Ms. Elena Danilova, Human Development  
Coordinator  
Mr. Ravshan Dostkoraev, Task Manager  
Mr. Bakhodir Ganiev, Project Manager,  
Support to Investment Process for N  
ational Development  
Mr. Kamal Hamidov, Local Specialist on Aid,  
Karakalpakistan  
Ms. Shakhnoza Ikramova, Project Manager,  
Telemedicine  
Mr. Ulugebek Ishankhodjaev, Project Manager,  
University of World Economy  
and Diplomacy  
Ms. Liliya Javyalova, Project Specialist,  
Capacity-Building for CDM in Uzbekistan  
Mr. Sanat Juraev, Facilitator, Microfinance  
Component, Kashkadarya  
Ms. Barchinoy Khalbekova, Project  
Coordinator, Capacity-Building of  
Business Education in Access to Justice  
Mr. Abdurazak Khujabekov, Project  
Coordinator, Livestock Development

Mr. Dosbergen Musaev, Project Manager,  
Improving Public Sector Management  
Skills Through Building Training and  
Research Capacity of the Higher School  
of Business  
Mr. Vadim Navodni, Project Manager,  
Development of Internet Technology Potential  
Mr. Ravshan Nazarkulov, Project Manager,  
Parliament Project  
Mr. Latif Norov, Project Manager, Improving  
the Systems of Customs Administration in  
the Republic of Uzbekistan  
Mr. Jakhongir Norqobilov, Project Coordinator,  
ABD Kashkadarya  
Mr. Narzullo Oblamurodov, Project Manager,  
Business Forum of Uzbekistan  
Mr. Bakhadur Poluaniyazov, Project Manager,  
Karakalpakistan  
Ms. Muattara Rakhimova, Project Manager,  
Academy of State and Social Construction  
of the President  
Mr. Aziz Rassulov, Project Manager,  
Livestock Development  
Ms. Laura Rio, Programme Coordinator,  
Enhanced Living Standards  
Mr. Sandjar Saidkhodjaev, Project  
Manager, Information Communication  
Technology Policy  
Mr. Sakhib Saifnazarov, Project Manager,  
Ministry of Economy Project  
Mr. Fayzulla Salokhidinov, National Consultant,  
Enhancing the Capacity of the Ministry of  
Foreign Affairs to Better Respond to the  
Emerging Issues of the New Millennium  
Mr. Bakhodir Sharipov, Project Specialist,  
Support to External Economic Policy  
Mr. Yaminov Shukhrat, Project Specialist,  
Enhancement of National Legal Database  
for Reform Process of Uzbekistan  
Ms. Dildora Tadjibaeva, Project Manager,  
Public Finance Reform  
Ms. Shakhnoza Ubaydullaeva, Training  
Specialist, Legal Aid and Legal Literacy  
for Better Access to Justice  
Mr. Kahramon Usmanov, Project Specialist,  
Mr. Oybek Yahshiev, Admin/Finance Assistant,  
ABD Kashkadarya

## **UNDP BRATISLAVA REGIONAL CENTRE**

- Mr. Hachemi Bahloul, Local Development Specialist, Democratic Governance
- Mr. Jacek Cukrowski, MDG Advisor, Poverty Reduction Practice
- Ms. Adriana Dinu, Regional Team Leader, Environment and Regional Technical Advisor for Biodiversity
- Ms. Dafina Gercheva, Capacity Development Advisor
- Mr. Andrey Ivanov, Human Development Advisor, Economic Governance
- Ms. Anna Kaplina, Programme Associate, Energy and Environment
- Mr. Vladimir Mikhalev, Policy Advisor, Poverty Reduction
- Ms. Marina Olshanskaya, Regional Technical Specialist for Climate Change
- Mr. Rustam Pulatov, Policy Analyst, Human Rights and Justice Policy Support and Programme Development
- Ms. Agi Veres, Deputy Chief, Policy Support and Programme Development Unit
- Mr. Rastislav Vrbensky, Senior Programme and Policy Advisor

## **UNDP HEADQUARTERS**

- Mr. Sanjar Tursaliev, Programme Specialist, Central Asia Cluster, Regional Bureau for Europe and the CIS
- Ms. Yulia Oleinik, Programme Associate, Central Asia Cluster, Regional Bureau for Europe and the CIS

## **INTERNATIONAL FINANCIAL INSTITUTIONS**

- Mr. Loup Brefort, Country Manager, The World Bank
- Ms. Galina Kostina, Economist, International Monetary Fund Office, Tashkent
- Mr. Fernand Pillonel, Head of Resident Office, European Bank of Reconstruction and Development
- Mr. Hong Wei, Country Director, Asian Development Bank

## **INTERNATIONAL DONOR ORGANIZATIONS**

- Mr. Pierre-Paul Antheunissens, Coordinator, Europa House
- Mr. James Bonner, Country Representative, United States Agency for International Development
- Mr. Ildar Fayzullin, Project Officer, Organization for Security and Cooperation in Europe
- Ms. Lola Maksudova, Project Officer, Organization for Security and Cooperation in Europe
- Ms. Caroline Milow, Senior Project Officer, Organization for Security and Cooperation in Europe
- Mr. Takasaka Muneo, Deputy Head, Japan International Cooperation Agency
- Mr. Nodir Narkabulov, Program officer, Japan International Cooperation Agency

## **UN AGENCIES IN UZBEKISTAN**

- Mr. Fuad Aliev, Assistant Representative, UNFPA
- Mr. James Callahan, Regional Representative for Central Asia, UNODC
- Mr. Said Inogomov, Project Specialist, FAO
- Mr. Aziz Khudoberdiev, Programme Officer, UNAIDS
- Mr. Khaled Philby, Representative, UNFPA
- Mr. Mahbood Shareef, Representative, UNICEF
- Mr. Andro Shilakadze, Deputy Representative, UNICEF
- Mr. Michel Tailhades, Representative, WHO

## **OTHER**

- Dr. Philip Tortell, Consultant, Environmental Management Limited, Wellington, New Zealand

## Annex III

# LIST OF DOCUMENTS CONSULTED

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United Nations Development Programme  
Evaluation Office  
One United Nations Plaza  
New York, NY 10017, USA  
Tel. (212) 906 5059, Fax (212) 906 6008  
Internet: <http://www.undp.org/eo>

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