TO CONTRACT
No DCI-ASIE/2011/264-225
OPERATIONALISING GOOD GOVERNANCE FOR SOCIAL JUSTICE

DESCRIPTION OF THE ACTION

1.1   Title

Operationalising Good Governance for Social Justice

1.2   Location

Bishkek, Kyrgyz Republic

1.3 Summary

This proposal seeks the allocation of Euro € 5,318,899.00 to 3 year UN Joint Project designed to demonstrate the operationalisation of good governance in the context of social justice initiatives aimed at improving access to public service delivery and addressing the rights of the most vulnerable elements of three thematic constituency groups in Kyrgyzstan -- children, women and youth.

The project has identified the continued, and perhaps increasing, vulnerability of groups of women, children and youth as key challenge that must be addressed in the context of recent developments in the country. This vulnerability is, in part, related to exclusion from decision-making processes and practices in the course of the public service delivery in the country. In Kyrgyzstan, this is due to: a) uneven political commitment to assume duty bearer responsibilities enshrined in various conventions and national policies; b) incomplete awareness about requirements of, and role models for, good governance; c) paucity of practical and institutionalized mechanisms for engaging civil society in decision making and accountability processes; d) rights holders' lack of knowledge of their rights and lack of effective remedies to establish their rights; and e) combined low capacity and fragmentation of State institutions and civil society in effective service delivery. In aggregate, vulnerable groups are unable to realise their full rights as citizens to get an equal and fair access to public services and effectively participate in processes that influence their lives.

The Government of the Kyrgyz Republic had proposed 20 February as a World Day of Social Justice, and this has was adopted unanimously at the 62nd United Nations General Assembly, 57th plenary session.

This Project aims at: (i) Demonstrating good governance in practice on the theme of Social Justice by supporting national and local governance initiatives focused on improving policies and public services for children at risk, the implementation of gender policy and policies and

processes that empower youth, with practical implementation in at least 30 municipalities in 7 oblasts of the country (out of a total of 459 rural, 25 urban municipalities and 40 raions);

(ii) Developing the capacity of mixed government and civil society initiative working groups to apply good governance mechanisms systematically to these initiatives, and that of capacity development agents, government departments and civil society organizations to support this process; and

(iii) Initiating a far reaching and highly visible national dialogue on good governance for social justice and reconciliation to clarify the dimensions, requirements and results of good governance and its relation to social justice – defined here in terms of affording individuals and groups fair treatment and an impartial share of societal benefits, and build societal pressure to adopt and replicate the demonstrated governance mechanisms and uphold the rights of the target groups.

It is thus foreseen that increased understanding of the requirements and processes of good governance, combined with increased capacity to develop and use tools and mechanisms of good governance in public service delivery and the practical demonstration of such tools and mechanisms in action will increase commitment to good governance at all levels and allow for the institutionalization of the demonstrated mechanisms and their generalization to the entire system.

The project will be implemented under direct management of UNDP as the Administrative Agency. Each of the three other UN agencies, UNICEF, UN WOMEN, and UNESCO, as well as UNDP will undertake key activities in the project.

Project management coordination will be achieved through a Project Steering Committee, made up of the representatives of the Kyrgyz Government and civil society, heads of participating UN agencies, EU representatives, and the Project Manager. The Project Steering Committee will be co-chaired by the UN Resident Coordinator and Head of EU Delegation, Operational coordination will be achieved through a Project Management Unit comprising the Project Manager and the relevant staff members. Project quality assurance will be provided by UN designated officer.

1.4   Objectives

The **objective** of the project is to institutionalise good governance reforms and practices at all levels by Government and civil society organisations towards poverty reduction, protection of rights and sustainable human development.

The **purpose** of the project is to increase and render more equitable access to public services by repartition of benefits to vulnerable groups in three target groups (women, youth and children – with a strong consideration of minorities' representation) in approximately 30 selected municipalities, through improved local and national good governance processes.

1.5   Justification

Kyrgyzstan has experienced 2 year decline in DGP growth (8.5% in 2007, 7.6% in 2008,-1% in 2009). Evidence illustrates that economic growth may not be sustainable and translated into an equitable distribution of benefits and services and that past advancements in democratic governance may be showing signs of regression.

The number of people living in poverty remains high. In 2009 the poverty level remained the same as in 2008 and was 31.7 %. Rural population does not have access to the same opportunities – employment and social services,– as the urban dwellers. Over 10% of the population is working abroad to earn their living. The ongoing decline in remittances disproportionately affects the most vulnerable families, for which the remittances provide a crucial safety blanket that the state does not. Due to these multiple effects, poverty and food insecurity are likely to increase, aggravating already inadequate nutrition with adverse consequences for health, especially of mothers and children. Maternal mortality rates continue to rise, and is one of few areas where there is a massive gap between official and UN statistics (NSC reports 52 deaths per 100,000 live births against 104 according to UN). One in three faces food insecurity and one in five faces severe food insecurity. Child nutrition statistics are also frightening: according to preliminary UNICEF data 44% of children in rural areas aged 6-24 months have anaemia.

Beyond geographic disparities, some specific groups are markedly more vulnerable than others. The needs of three specific constituencies merit attention, namely vulnerable children, youth and women. Kyrgyzstan is rated as having among the highest rates of infant and maternal mortality in Central Asia, particularly in rural areas. Increasing rates of unemployment, drug abuse, and insufficient opportunities for vocational training, etc. have continued to marginalize youth. Gender inequality continues to be reinforced through women's limited employment opportunities, inadequate political participation, limited ownership rights, and lower wages. Recent events in the south have further worsened the situation, especially in the oblasts.. It appears that the issue of equal access to the public services by different ethnic groups had been neglected and not properly monitored.

The governance environment is fragmented and fragile. Generically, institutional capacity remains weak, responsibilities are ill-defined, and coordination/interaction between institutions of governance entirely insufficient. The l accountability and oversight mechanisms are almost non-existent and, in many cases, encourage rent seeking and corruption. Recent political developments raise hope that central control over local governments will be removed and there will be balanced presidential authority. Consequently, increased opportunities for independent civil society movements and the media will follow. Many CSOs have publicly declared their readiness to support new development in the country, including participation in reconciliation and reconstruction in the south. Political stability of the government will thus depend on whether it manages to engineer a visible improvement in the economic and social conditions in the country and work with civil society to orchestrate change. Yet, sustained dialogue and action between, and at different levels of, development actors – is anaemic.

The vulnerability of certain segments of the population is, in part, related to exclusion from decision-making processes and practices. In Kyrgyzstan, this is due to: a) uneven political commitment to assume duty bearer responsibilities enshrined in various conventions and national policies; b) incomplete awareness about requirements of, and role models for, good governance; c) paucity of practical and institutionalized mechanisms for engaging civil society in decision making and accountability processes; d) rights holders' lack of knowledge and effective mechanisms to realise their rights; and e) low capacity and fragmentation of State institutions and civil society.

The above analysis of the problem to be addressed is illustrated in the diagram of Figure 1 below:

Figure 1: Problem Causal Diagram
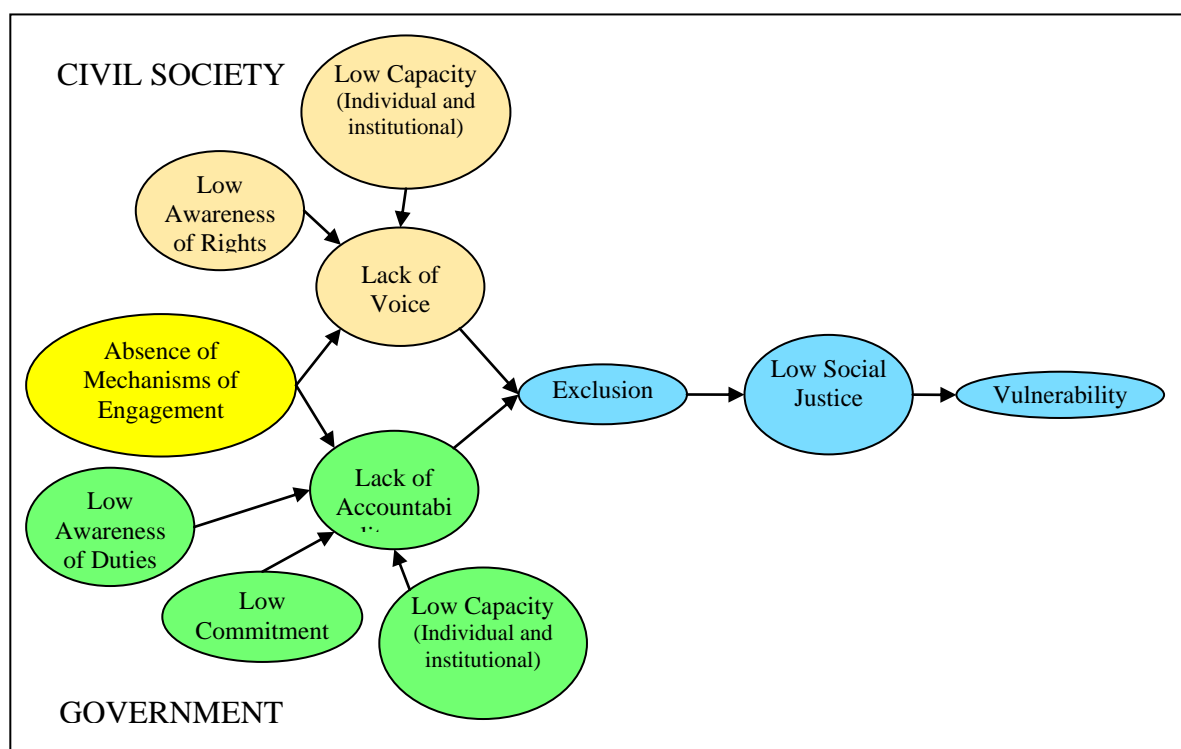
In summary, as can be seen from the diagram, the key problem to be addressed by the UN joint project is the low ability of vulnerable and excluded segments of the three thematic constituency groups to assume their full rights as citizens and effectively participate in decision-making and public service delivery processes that affect their lives and thereby obtain an equitable share of societal benefits.

1.6 Detailed description of activities, outputs, outcomes

1.6.1 Summary of the Results Framework

This UN joint project, entitled "Operationalising Good Governance for Social Justice" (referred to as "project") is designed to address the challenges illustrated above by acting on enhancing the "voice" of citizens and civil society groups (their awareness of their rights and capacity to participate effectively in local and national governance processes to improve public service delivery) and the sensitising government institutions at the local and national levels to listen to this voice (the existence of clear mechanisms for the expression of voice, the capacity to utilize them and the willingness and commitment to listen and act on the expression of voice by excluded groups). To achieve this, project will focus on promoting the basic rights of individuals in need - namely vulnerable children, women and youth – by:

i) Demonstrating improved governance mechanisms and processes through a large number of related local and national governance initiatives,

ii) Strengthening the capacity of participating government agencies, thematic civil society networks, and capacity development agents to effectively participate in and support this demonstration; and

iii) Increasing the dialogue and interaction among different sectors of Kyrgyz society to create an awareness of and pressure for good governance for social justice.

The project goal, as adopted by the Joint Country Support Strategy is to "institutionalize good governance reforms and practices at all levels by Government, civil society organisations and the private sector toward poverty reduction, protection of rights and sustainable human development". The achievement of this goal will manifest itself through the formal adoption of good governance mechanisms demonstrated by project initiatives and the allocation of resources to expand them to all governance processes.

The project purpose is "increased and more equitable access to public services and benefits by vulnerable groups in three selected thematic constituency areas of social justice (children, women and youth) in 30 selected municipalities, through improved local and national good governance processes". The achievement of this purpose will be measured by an increase in a "social justice index", a composite measure of target groups' awareness of rights, duties and good governance, linkage with national level representation, actual participation in decision making and service delivery and the inclusion of their concerns in local plans and budgets.

A summary of the project's logic is illustrated in Figure 2 below.

Figure 2: Simplified Project Logic
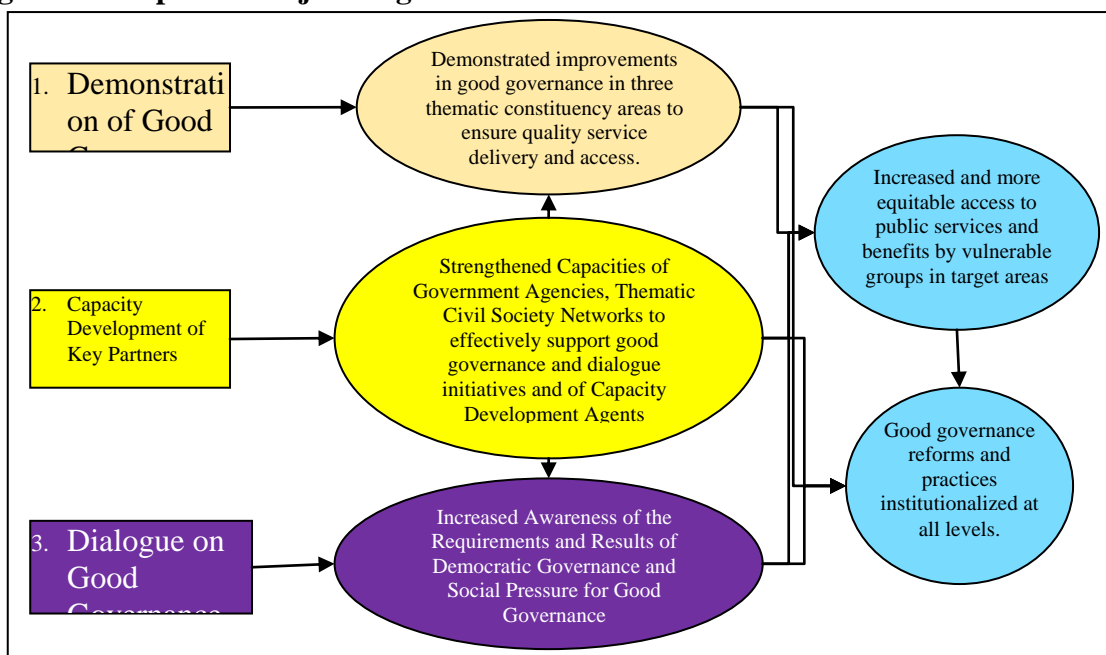
1.6.2 Expected outputs of the project:

1. Demonstrated and practised improvements in good governance, at national and municipal levels, for the three target groups – women, youth and children, in seven procedural areas[1] – to ensure access to quality and appropriate service delivery

1.1.: Women**:** The legal & policy frameworks and budgets improved to achieve women's rights
1.2. Youth: Youth initiative groups in pilot communities actively participated in discussions, development and implementation of all seven procedural areas

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[1] The seven procedural areas are: mechanisms of legislation, policy development, planning and budgeting, coordination, resource allocation, oversight/accountability and recourse.

1.3. Youth: The legal & policy frameworks and budgets improved to work for implementation of a new National Youth Action Plan developed according to a new conception of youth policy which responses to principles of good governance

1.4. Children: Priority social services /initiatives will be planned and implemented in at least 3 rayons.

1.5. Children: The legal and policy framework and budget allocation related to social services for children & families are improved.

1.6. Good governance: Key services quality improved, target groups satisfaction enhanced

2. **Strengthened Capacities of Government Agencies and Thematic Civil Society Networks to effectively support good governance and dialogue initiatives and of Capacity Development Agents to support governance initiative working groups**

2.1. Government departments capacity strengthened at the appropriate local levels (Family and Child Support Department, Department of Social Protection and District Administration) to work effectively together in planning and delivering quality social services and to develop and manage local social strategies and plans in a participatory and inclusive manner

2.2.: Women: Transformed institutions and capacities of women's networks and advocates are built to shape gender sensitive institutional policies

2.3. Youth: Civil society youth working group created and capacity built and be involved in good governance and dialogue initiative, and monitor implementation of the National Youth Action Plan

2.4. Children: Child protection national and local civil society networks' capacity strengthened to advocate for children's rights and improve quality of service delivery and create opportunities for civil society dialogue with government.

2.5. Recourse: **Strengthened the capacity of Rights Holders to claim their rights and the capacity of Duty Bearers to fulfil their obligations:**

    2.5.1. The ombudsman Institute has increased capacity to apply effective pro-active mechanisms to address patterns of human rights violations and is able to effectively handle individual complaints

    2.5.2. The ombudsman institution has increased capacity to conduct human rights education and to provide Human Rights related information to rights holders and duty bearers

    2.5.3. Child rights Ombudsman Institute is created and has increased capacity to apply proactive mechanisms to address patterns of child rights violations and is able to effectively handle individual complaints.

2.6. Good governance: Government agencies' abilities to provide good quality services strengthened and demonstrated.

3. **Increased Awareness of the Requirements and Results of Democratic Governance and Social Pressure for Good Governance**

3.1. Women: Women actively voice their demands, participate in and influence key development and governance processes

3.2. Youth: Youth actively participate in good governance reforms and their contribution at all levels built

3.3 a: Children: actively voice their demands, participate in and influence key development and governance processes for the areas concerning their needs.

3.3 b: Children: Best Practices: The best practices of social protection service delivery initiatives for all target groups documented and disseminated accordingly

3.4. National dialogue: Media increasingly represent the views of a wide spectrum of social interests, including the weakest sections of society:

3.4.1. Editors/senior journalists (members of the Editors' Forum) increasingly recognise the role of media for good governance, notably as regards the voice and accountability of the beneficiary groups

3.4.2. Better interaction between local working groups and journalists for improved reporting on the social services and increased transparency and accountability.

3.4.4. Media and civil society members − as rights holders − are aware and exercise their right of access to information based on the law

3.4.5. Government members − as duty bearers − release information both pro-actively and on demand in the 'procedural areas of the project'

3.4.6. Women, youth and children amplify their voice, including by using ICTs, as owners and producers of communication processes and information

1.6.3 Activities linked to Result 1:

Establish Joint Project Governance and Management Arrangements:
- Set up Joint Project Steering Committee
- Set up Joint Project management structure

Map involvement, processes and satisfaction of good governance:
- Collect baseline data on Target Groups' involvement in decision making on service delivery in a conflict sensitive manner.
- Mapping of civil society dynamics and composition at local level, including its potential and gaps to contribute to the objectives and priorities of the project.
- Identify key public/municipal services[2], to which the Target Groups have least access , and select good governance mechanisms in service delivery[3]
- Conduct Citizens Report Card survey on Target Groups' satisfaction with a quality of key public/municipal services annually
- Define the composition of Social Justice Index and develop methodology for collecting necessary data

Select governance initiatives and develop governance mechanisms:
- Establish Social Justice Demonstration Fund to finance service delivery improvement interventions (with limited co-financing of awarded projects)
- Develop selection criteria[4] (a key component being minorities adequate representation) to select participating municipalities
- Organise and train National and Local Good Governance Initiatives Working Groups[5] consisting of key stakeholders, including beneficiaries, which will oversee a development

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[2] The following services were selected for review:
- Primary health care (including obstetrics) :
- Early childhood, primary and secondary education in schools
- water supply: drinking and irrigation (including sanitary)
- services with regard to getting access to land (certificates, allotment of plot etc)
- services with regard to development of small and medium enterprise (licensing, registration, etc.)
- services with regard to getting access to social benefits
- administrative services provided by municipalities (issuance of birth certificates, marriage registration, issuance of permissions for constructions etc.)

[3] One may need to look at supporting mechanisms that may not be tied directly to service delivery. Such as the advisory committees (oblast, district) that was formed by UNDP Peace and Development Program (PDP). These focus on conflict but could be used for overall development planning/implementation in districts/oblasts (or adapted to municipal level). We also need to give local government and civil society the tools to be able to indentify, analyze and address potential risks to development/peace.

[4] There is a need to clarify selection criteria for municipalities. PDP is currently getting ready to implement a nationwide survey that will fill in some of the gaps in our Peace and Development Analysis process and enable us to identify some key potential conflict 'hotspots' through out the country.

[5] PDP has set up similar committees at the district level called local authority advisory committees and at the Oblast level called Oblast Advisory Committees (OACs). PDP's mechanisms could be used for this project as well.

and implementation of the service delivery improvement plans at both national and local levels

- Support development, review and approval of national and local service delivery improvement or creation plans, which will become an integral parts of existing strategic plans[6], which will eventually contribute to strategic objectives of the National Decentralisation Strategy
- Fund and support implementation of local governance initiatives/interventions to improve selected service quality
- Introduce and maintain social accounting of public/municipal service delivery and budget by civil society actors and train these to achieve this task.
- Support interaction between local National and Local Good Governance Initiatives Working Groups s and journalists for improved reporting on the social services and increased transparency and accountability.

Fund, monitor, complete and sustain good governance initiatives:
- Monitor the access of Target Groups to selected services through monitoring of Service Improvement Action Plan implementation
- Conduct Inclusive Planning and Budgeting for service delivery in Year 2, identify and allocate resources in both national and local budgets to fund service improvement interventions[7];
- Provide TA to key stakeholders to sustain good governance mechanisms
- Undertake social accounting of implementation of Service Improvement Action Plans for Year 2
- Repeat previous four activities for Year 3 and develop Exit Strategy
- Collect end-of-the-project data on Target Groups' involvement in decision making in service delivery
- Evaluate outcome of all initiatives and document lessons learned

1.6.4. Activities linked to Result 2:

Strengthen capacity of development agents:
- Define selection criteria for capacity development agents
- Assess initial and final capacity of National and Local Good Governance Initiatives Working Groups and provide all required capacity development
- Select capacity development agents and strengthen their capacity[8]
- Embed journalists into National and Local Good Governance Initiatives Working Groups [9] (link with BBC and Institute for War and Peace Reporting)
- Develop mentoring system, which includes trainings for trainers and mentors[10] and formulation of training modules
- Prepare capacity assessment grids

Develop organisational capacity of government departments:
- Assess capacity of **government and municipal departments** in service delivery and prepare capacity development plans reflecting gaps of government departments in service delivery in terms of :

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[6] Project should also be involved in supporting the development of strategic plans for development of the municipalities. These plans will determine later funding for services. We should work in the following way: 1) financial/technical support to demonstration projects; 2) support to municipal strategic planning; 3) support to budgeting and action planning; 4) implementation (technical support to service delivery for last two years).

[7] This also needs to come when they are creating development plans for the oblast, district and municipalities.

[8] In additional to demand-driven trainings, one should also make sure to include training on conflict prevention, gender, and human rights.

[9] Training should also be in conflict prevention, gender and human rights to make sure they are getting the skills they need to practice proper reporting.

[10] This item and next one should include elements of conflict prevention.

- o Citizens (directly or through CSOs) engagement in legislation, policy making (including spelling out procedures of interaction, such as MOUs, etc), , addressing citizens complaints on quality of services (for Ombudsman);
- Assess capacity of **municipal departments** in service delivery in terms of :
  - o Citizens engagement in policy making (including development of Policy Documents on Cooperation), planning, budgeting, monitoring of service delivery and social accounting
- Run capacity development interventions: demonstration, training, mentoring, and technical assistance for all stakeholders involved[11]

Develop new or nascent national civil society networks:
- Assess capacity of **civil society networks** to collaborate with local authorities and prepare capacity development plans reflecting gaps in service delivery in terms of:
  - o Representing socially and economically deprived citizens in legislation, policy making (including development of Policy Documents on Cooperation), monitoring of service delivery, and recourse (file complaint cases to Ombudsman) at national and municipal levels when in dialogue with authorities and advocating for target groups' rights;
  - o Utilising ICT to support socially and economically deprived citizens to own communication processes and produce information through community radio, and community multimedia centres.
- Run capacity development interventions: demonstration, training, mentoring and technical assistance for all stakeholders involved[12].
- Conduct trainings addressing specific identified needs of the networks (i.e. the role of the media as 'watchdog' for democracy and good governance; how to communicate with the media and right of access to information as precondition for the enjoyment of all other rights)

Develop new or nascent recourse mechanisms:
- Conduct capacity building trainings for senior and middle management of the Ombudsman institution; train ombudsman staff on international human rights standards and instruments; training on producing annual reports; training on sectoral issues (i.e. child rights, women's rights, prisoners rights, land rights, labour rights, rights of inmates in psychiatric clinics, etc), training on reactive and proactive activity of Ombudsman Staff
- Provide assistance to establish or empower a **Public Council/Human Rights Advisory Board** (ombudsman; the heads of courts, CSO); and a **Council of Experts** (academics, lawyers, doctors, psychiatrics, economists)
- Establish mechanisms, regulations, guidelines and forms for complaints handling including follow up and interventions; elaborate and production of a complaints hand book for ombudsman staff
- Provide technical assistance in conducting human rights analysis of national legislation related to the 3 target groups and its conformity with international HR standards and the Constitution.

Evaluate development of capacity:
- Evaluate capacity strengthening interventions with different tools by engaging all relevant stakeholders

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[11] This should include skill building in conflict prevention, gender, children and human rights.
[12] This should include skill building in conflict prevention, gender, children and human rights.

1.6.5. Activities linked to Result 3:

Establish platform for dialogue and communication:
- Stimulate use of platform for dialogue with key stakeholders and target groups
- Utilise ICT for community needs to strengthen social audit on public expenditures
- Introduce recourse mechanisms over services rendered notably through ICT solution exchange for experience exchange
- Establish and maintain project website (in collaboration with ICT support)
- Identify and fill the gaps in existing information on rights for the target groups
- Nominate and train the solution exchange and local website development focal points (for posting the solution exchange analysis and narrowcasting content produced by the community multimedia centres)
- Establish 'Editors for Social Justice' Forum, which meets regularly to discuss good governance public service programming and articles
- Conduct on-going media monitoring
- Develop mini community multimedia centres at rayon level, building the capacity of local stakeholders on how to create and maintain them
- Formulate training modules and resource materials[13]

Increase knowledge sharing of good governance and recourse mechanisms requirements and results among Civil Society Networks and Authorities:
- Plan and implement theme annual events.
- Support Civil Society networks to get access to the national and local databases and conduct advocacy campaigns and bring successful messages home and disseminate those.
- Establish a database in Ombudsman institution on knowledge products: best practices, lessons learned case studies on claiming rights and bearing duties.
- Assist to establish a media strategy for Ombudsman Institute including arranging/negotiating a special Ombudsman TV and radio projects on state TV as well as TV/radio spots, design and production of booklets, brochures and leaflets providing HR information focusing on the 3 target groups.

Raise awareness of good governance requirements and results of all stakeholders and beneficiaries:
- Participate in planning and implementation of Social Justice Days.
- Conduct a country-wide contest for the best article, essay and pictures among journalists, students and school children on human rights issues.

1.6.6 Social Justice Demonstration Fund

The fund will be established, as mentioned earlier, to finance service delivery improvement interventions (with limited co-financing of awarded projects). The fund management arrangements will be organized to contribute to effective and efficient implementation of the project, including clear accountability lines.

Board
All decisions on grant awards will be made by Demonstration Fund Board, consisting of 5-7 members. The Board members will be recommended by Project Steering Committee members based on criteria developed and agreed with all partners.

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[13] E.g. Right of access to information as precondition to the enjoyment of all other rights; How to communicate with the media; Training for the Solution Exchanges Users and Facilitators; CMC principles; Content production skills for CMCs

Contracting and Procurement

All contracting and procurement will be done according to standard procedures of the implementing UN agencies which are sufficient to provide the necessary safeguards. A particular effort will be made in the context of this project to demonstrate that these procedures are transparent and meet the good governance requirements promoted by the project.

Audit

Consistent with current practice, each participating UN organization will be responsible for auditing its respective project component and use of funds in accordance with its existing regulations and rules.

Funding

The Fund will finance service delivery improvement interventions. The specific foci of the good governance initiatives (approximately 130 initiatives in selected municipalities) will be identified by the stakeholders in the following seven procedural areas: mechanisms of legislation, policy development, planning and budgeting, coordination, resource allocation, oversight/accountability and recourse. During the first year of the project, the Fund will finance 100% of the interventions' budget, the Fund share will be reduced to 50% during the second year and in-kind or local budgetary contribution will be required to cover the rest of the costs of projects. It is expected that service improvement interventions will be funded 100% from local budgets during the 3 year of the project.

Linkages with other projects on Democratic Governance and donor projects:

UNDP Democratic Governance Project has several components: Local Self-Governance, Civil Society participation in decision-making process, Gender Mainstreaming, Youth, Parliament and Election Support Projects as well as joint UN Ombudsman support project. This Project aims to contribute to the institutionalization of good governance reforms and practices at all levels by the government, civil society organizations, and the private sector for the purpose of poverty reduction, protection of rights and sustainable human development. The DGP project is contributing to three main outcomes:

- Strengthening public policy, especially in the areas of human rights, public administration reform, anti-corruption and rule of law;
- Increasing quality and access to the public services at the local level and improvement of management of essential recourses for local communities;
- Strengthening institutional capacity of the Parliament to better perform legislative, representative and oversight roles.

Additionally, Project has governance expertise available from UNDP Regional Centre in Bratislava, Brussels and New York, which could provide advice to the Project and assist in searching appropriate experts.

Linkages with other donor projects: It is envisaged to learn existing knowledge and best practices of the projects implemented by World Bank, Asian Development Bank, UKaid (former DFID), USAID, EU, GTZ, and some other donor agencies. All relevant experienced identified will be documented and the Project will establish a coordination mechanism though which it will establish and maintain linkages with other donor projects.

1.7   Methodology

Methods of implementation:

(a) Project Approach

- The analysis of the problem described above illustrates the need to change governance behaviours of both the Government and civil society, as well as the empowerment of rights holders and in particular vulnerable groups. In this context, it is not sufficient to provide some training in good governance, document ad-hoc mechanisms of good governance or demonstrate some isolated good governance processes. This has been done by all development agents, including the UN, but it has not resulted in sustainable, institutionalized behavioural change. Such sustainable behavioural change requires several coordinated actions: increase of the knowledge of rights holders of their rights and the existing remedies to effectively materialize their rights and the knowledge of duty bearers of their responsibilities, demonstration of the desired behaviour, training to acquire the required understanding and skills, mentoring and technical assistance in applying the newly acquired skills, the means and opportunity to apply the desired behaviour, an incentive structure to use the skills, a supportive environment to take risks, social pressure to adopt the behaviour, and a performance measurement system that allows a clear assessment of levels of achievement in the desired directions. Only when all of these elements are combined, permanent behavioural and structural changes can be realized.

- The design of the demonstration and capacity building components of this project is based explicitly on an understanding of these dynamics, and has attempted to include all of these elements in its innovative approach to defining governance mechanisms and the structure of the proposed governance initiatives and joint initiative working groups. Since the problem analysis also pointed to the lack of real commitment to good governance and concern for the rights of vulnerable groups at all levels, an important part of the project design was the need to create social pressure to expand the shrinking democratic space observed recently. The sponsoring of Social Justice Day as a UN day by the Kyrgyz Government, the high profile given to this initiative, and the Government's calling on the UN to assist in giving body to the initiative, have all created a unique opportunity to mobilize Government and Civil Society around the theme of social justice and to link it to the imperatives of good governance, through the proposed national dialogue. The concept of "social justice" has not been defined by the Government. Therefore, this also allows this project to provide a working definition in terms of affording individuals and groups fair treatment and an impartial share of societal benefits and to focus the dialogue on fulfilling obligations and commitments to champion the rights of the most vulnerable sections of society.

Finally, it is also understood that bringing about the kind of governance changes sought by this project is a long term process, to which the UN system in Kyrgyzstan is firmly committed. This project is therefore seen as a first stage in such a process. Although it is ambitious in its design, its objectives are realistic and, at this stage, are limited to the demonstration of number of governance mechanisms in action in a few thematic areas and municipalities, training of a relatively small number of people and initiating a national dialogue. While good governance mechanisms will be adopted for replication and social justice gains will be achieved for the target groups, it is expected that this phase of the intervention will set the stage for a much wider intervention, with a much higher level of involvement and control of the Government in planning and financing and an expansion and acceleration of the processes initiated during this phase.

The strategic orientation of this project and its areas of emphasis are the result of on-going consultations between the UN system, the Government, civil society and other donors in the

course of developing the new country development strategies like "Back to Democracy" and JCSS and in the daily operations of all UN agencies. A commitment in principle has been obtained from the highest levels of government for this project. Key features of the design of the project have benefited from an extensive consultation process over the long course between all UN agencies. The details of the project, in terms of defining selection criteria for municipalities and governance initiatives, funding mechanisms, and the actual selection of initiatives to be implemented will all emerge during implementation through the establishment of multi-constituency coordination groups and working bodies. Therefore, the entire project benefits from a continuous consultation process from outset to evaluation.

(b) Reasons for proposed methodology

United Nations Comparative Advantage

There are many donors and development actors in Kyrgyzstan, all working on some aspect of national policy development or government reform or improved local level governance, including various UN agencies working at both the national and local levels of government and civil society. The special nature of the proposed project requires:

- Creating the **political space** for society to express its views and influence policy dialogue and decision making at all levels, local, and national;

- Building **alliances** between state, civil society and market actors for good governance and **institutionalizing** the mechanisms of engagement between government and civil society;

- Increasing rights holders' **knowledge of their rights** as well as the knowledge on possible legal remedies with special focus on those rights and remedies relevant to the three main target groups

- Directly supporting civil society's and local government actors' **capacity to articulate** the demands and defend the rights of people living in poverty at all levels;

- Establishing **linkages** between national policy development and planning and local planning and public service delivery; and

- **Mobilizing** a broad based constituency (at local and national levels) to advocate for good governance and social justice.

All of these delicate and coordinated tasks in the current political context require the services of a neutral, trusted and experienced broker with sufficient credibility, moral authority, expertise, experience and a presence and working relationships spanning both government and civil society at both the local and national levels.

The UN system is uniquely suited to accomplish this difficult task because of its comparative advantages, both in generic terms and through its presence in Kyrgyzstan. These advantages include:

i)   A political 'neutrality', level of trust;

ii)   The legitimacy and breadth of the UN System mandate in good governance and human rights and development which is not limited to narrow technical concerns;

iii)   Its convening power, combined with co-ordination experience, which allow it to bring together and mediate between different parties;

iv)   The ability to facilitate vertical and horizontal linkages between citizens and the State that are critical to determining the quality of relationships between different actors;

v)   The ability to implement innovative small scale development initiatives (i.e. – local field presence) alongside national large scale projects (i.e. – policy dialogue);

vi) Principled adherence to national priorities -- the 'client' country of Kyrgyzstan is the centre-point of concern; and

vii) The ability to bring global expertise and experiences from a variety of countries to bear on local circumstances and solutions.

The UN system in Kyrgyzstan is also able to undertake a joint project of this size and complexity because it has already made some important progress towards UN Reform at country level to date: there are common premises for virtually all UN funds, agencies and projects with a local presence; a United Nations Development Assistance Framework (UNDAF) is in place as a common planning instrument and some small joint projects have been initiated under this umbrella; the UN Resident Coordinator is committed to UN reform and has in-depth expertise on the opportunities and challenges for harmonisation and simplification in the UN System; the UNCT has clearly expressed its commitment to apply a common Human Rights Based Approach in all its programming; and increasingly, the UN is speaking with one voice in donor coordination fora and with Government.

Lessons Learned

The design of this project is fairly sophisticated and builds on a large body of learning and experience in the field of governance and civil society engagement as well as on an evaluation of experiences to date in Kyrgyzstan. (i.e. Public Financial Management, 2004-2008) and UN interventions (i.e. UNDP Democratic Governance Project, 2005-2010 and UNFPA/ UNICEF/ ILO/ WHO Stronger Voices for Reproductive Health, 2005-2008), as well as projects of other development actors (World Bank, USAID, Mercy Corps, etc.). Experiences of UN agencies in each of the thematic areas have helped determine the nature of the interventions in each project component, and in particular, the careful structuring of the good governance initiatives, the implementation mechanisms for the Social Justice Governance Demonstration Fund, the expected processes at the local level, the attention to be paid to systematic mentoring and measurable criteria for success, the strengthening of capacity building agents, the need for social pressure for good governance, the need to pay attention to the capacity of civil society networks, the approaches selected for the involvement of the media in the project and the choice of project management arrangements.

Moreover, a systematic review of experience from evaluations of similar projects globally has helped shape the integration of measurement and project implementation.

The following generic lessons – drawn from practical experience – have been included in the project design:

1. **Good governance is essential to combat poverty.** Poor governance, poor quality of and unequal access to public services, corruption, and lack of voice and accountability are consistently identified as the main "stumbling blocks" for the effectiveness of any development effort in Kyrgyzstan (see, for example, the Country Development Strategy, European Commission Regional Strategy for Central Asia for the period 2007-2013).

2. **Citizen participation offers a new way of thinking about development**. It embodies the idea that citizens can help themselves; that they can articulate their own needs and find the solutions to address them; that they can be active participants rather than passive recipients of development processes; that development works better for them if done "bottom-up" rather than from the "top-down". Deepening spaces for citizen participation in local governance is an on-going process.

3. **Developing channels for communication is critical for local self-government to be successful.** The apparent weakness of local agents for communication (local media, NGOs, local self-government publications) poses problems both in engaging with citizens and in

holding local officials accountable, since in both cases there is low awareness of what is taking place. Weakness of local accountability mechanisms means that there are possibilities for abuse of power and misuse of resources, which in turn can be used as an argument for continuing centralized control.

4. **Expanding the participatory process to include marginalized groups can multiply their capacity to improve their own well-being.** Civil society can provide representation for groups that are typically marginalized or excluded from the development process. They are potentially very active members if they can organize themselves and demand social justice or better share of public resources.

5. **Capacity building for civil society and Government can support citizens to play an informed role in policy decisions and create political space.** Much of capacity development is not aimed at helping groups achieve better access to the policy process, but at improved internal management or service delivery capacity. Capacity development that provides a sound understanding of policy, its opportunities and its constraints is fundamental to making a contribution to the policy decision making process.

6. **Volunteers are a valuable resource for community development and can serve as knowledge brokers, linking know-how with community needs.** Local or national volunteers form the backbone of most civil society networks. A 2006 survey in Kyrgyzstan estimated that the total number volunteers involved in work with active civil society organizations was around 4,000 people while the number of full-time employees in the third sector was around 3,600 people

7. **Ownership should be recognized and development initiatives should consider already existing structures**. Civil society organizations in Kyrgyzstan are raising concerns that international community is taking over their "job" while government representatives often "resist" implementation of strategies and plans referring to their contents as "donors' language". Development should not be imposed and international community should only intervene and assist in the processes that are already taking place. Similarly, project initiatives should rely on what already exist on the ground and avoid building new structures that are difficult to sustain in the long-term and beyond the projects' life-time.

(c) Procedures for evaluation:

Monitoring and Evaluation

Project will invest significant efforts, time and thoughts for a systematic project monitoring and evaluation. It will be implemented in accordance with UN procedures. Joint monitoring and evaluation framework will be developed by all UN agencies with appropriate indicators, targets, and time table. The project implementation will be carried out and monitoring and evaluation undertaken based on that framework.

The Project will periodically report to a Project Steering Committee comprised of the representatives of grant target beneficiary (Kyrgyz Government), and target groups (selected CSOs, community representatives), the EU Delegation in Bishkek and UN agencies.

The EU Delegation in Bishkek will play important role in the Project by conducting site-visits to project activities and representing the Project together with the UN Resident Coordinator/UNDP Resident Representative in Kyrgyzstan.

Independent consultants will be recruited directly by the EU Delegation on specifically established terms of reference to carry out external monitoring and evaluation ROM system.

Reporting

The project team will report on the project progress through Inception Report within 3 months, and the progress reports (every six months from the start of the project). A Final report shall be forwarded to the Contracting Authority within six months of the end of the implementation period as defined in Article 2 of the General Conditions.

Financial Audit

Auditing will be carried out in accordance with UN rules and regulations.

(d) Level of involvement and activity of other organisations (implementing partners or others) in the project:

For the purposes of this Project, UNDP will serve as the Administrative Agent. UNICEF, UN WOMEN, UNESCO and UNDP will become the 'Participating Agencies' that will be programmatically and financially responsible for the following components of the joint project:

- UNICEF responsible for 'Children at Risk' thematic component;
- UN WOMEN responsible for the 'Gender Equality' thematic component in close cooperation with UNDP Gender Mainstreaming DGP component;
- UNESCO responsible for the dialogue and communication component;
- UNDP responsible for three components:
  a. 'Youth Empowerment' component under joint management of UNDP;
  b. 'Governance Mechanisms' and coordination component;
  c. Project Management Unit that for the purposes of resource flow is considered a separate 'project'.

(e) Reasons for the identification of each partner

All UN agencies with a project in Kyrgyzstan have actively participated in all phases of the joint project design. As indicated above, specific UN agencies will take direct responsibility for the management of specific components of the joint project under the overall coordination of the UN Resident Coordinator: for project management (UN agencies); for the definition and coordination of governance mechanisms (UNDP, UNICEF); for the coordination and development of a platform for the dialogue (UNESCO); and for the design and implementation of initiatives in each of three thematic constituency areas (UNICEF, UN WOMEN, and UNDP). In addition to these roles, a number of issues that require the input, technical assistance and services of other UN agencies is expected to arise in the course of implementation. All relevant UN agencies will be involved in the program as required through specific agreements for their input, and as related to their mandates and relative strengths.

(f) Team proposed for implementation of the project:

Management arrangements

A distinction is made in the project between its Governance Structure, which, as part of the good governance demonstration, is a simulation of good governance with specific inputs into the implementation of the project, and its Management Arrangements, which deal with the day to day management of the project, although they are closely related.

UN agencies will be supported in achieving project results by a Project Management Unit headed by a Project Manager and including operational support staff and all field staff.

Operational coordination will be achieved through a Project Management Unit made up of the Project Manager and relevant staff.

The project management structure is illustrated in Figure 3 below, which includes a description of specific roles and responsibilities and reporting relationships of each component of the management structure.

Details of Management Arrangements
The management arrangements illustrated in the above figure include the following elements:
* A Project Steering Committee
* A Project Management Unit
The roles, responsibilities and reporting relationships of these components of the management structure are described below.

Project Steering Committee

The **Project Steering Committee (**is made up of the UN Resident Coordinator (UN RC), the Heads of the lead UN agencies (UNESCO, UNICEF, UN WOMEN, and UNDP), EU representatives, and the Project Manager . The Project Steering Committee is co-chaired by the UN RC and head of EU Delegation.
The Project Steering Committee meets at least twice a year. The Project Steering Committee will decide on the modalities for the joint supervision of the PM. The Project Steering Committee will decide whether the supervision will be a joint one or will be delegated it to one or more of its members, recognizing that the various roles of the PM could be supervised differently.

Project Management Unit

The Project Management Unit will serve as the main operational unit for the joint project, providing the overall management, coordination and administrative support to the joint project implementation, monitoring and evaluation, and consolidation of results reporting. The Project Management Unit will include the following staff:

* A Project Manager

* Project Coordinator, a Finance Assistant and a Driver.

* A Field Support Group made up of seven regional specialists.
The roles, responsibilities and reporting relationships of each of these components of the Project Management Unit are described briefly below.
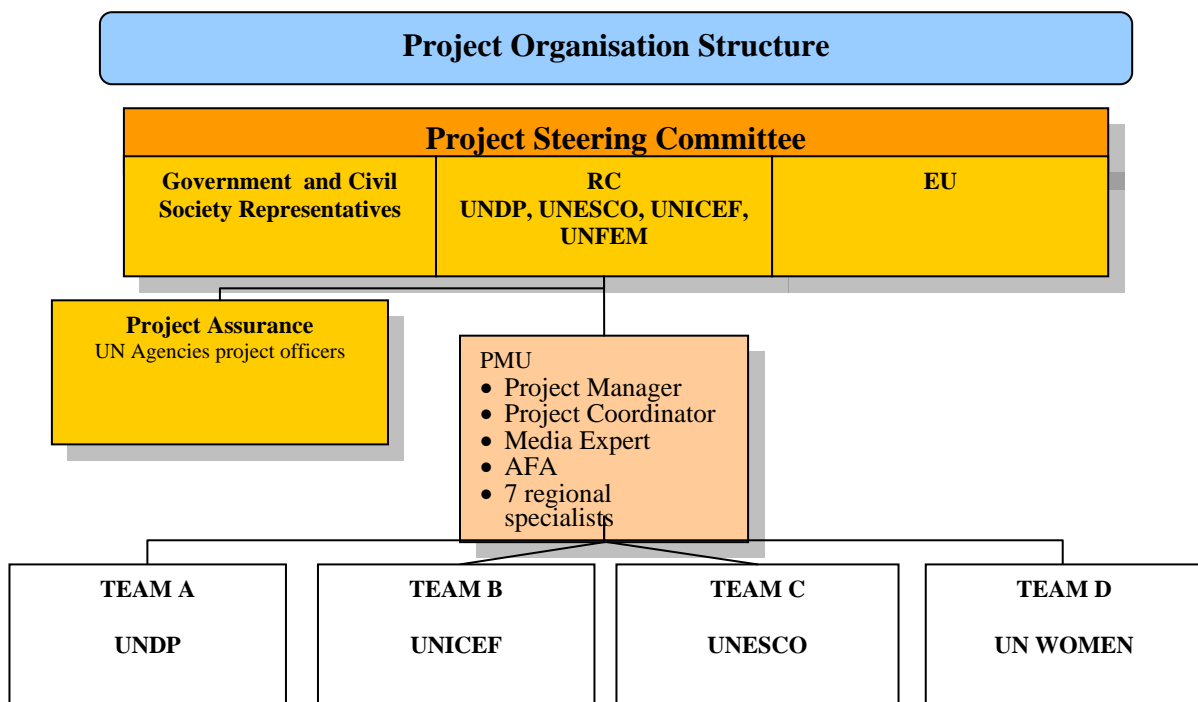
Project Manager
The Project Manager is responsible for the overall coordination of the joint project implementation, monitoring and reporting, and communications as well as management of

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Project Management Unit staff. Working closely with the Project Management Unit, the PM is responsible for ensuring the integration of thematic activities into the coherent whole of the joint project, and that common good governance mechanisms and good governance initiatives are fully respected throughout implementation of the joint project.

The Project Manager is also responsible for compiling reports from all components into one coherent whole, reviewing monthly progress and ensuring that all deadlines are respected. The Project Manager has a quadruple role:

- The Project Manager is a member of the Project Steering Committee and acts as its secretary responsible for preparing the agenda for its meetings, recording the proceedings of meetings and ensuring the implementation of decisions made by the Project Steering Committee. The Project Manager is responsible for bringing to the attention of the Project Steering Committee all implementation issues that cannot be resolved by the Project Management Unit or that require the authority of the Project Steering Committee.

- The Project Manager is also a member of the Project Management Unit and acts as its chairperson. As such, the Project Manager is responsible for calling and chairing meetings of the Project Management Unit, ensuring that monthly plans are prepared and coordinated, and all implementation issues that arise are resolved by the Project Management Unit.

- The Project Manager is a member of the Social Justice Demonstration Fund Board and acts as its chairperson. As such the Project Manager is responsible for ensuring the smooth functioning of the Board and the quality and transparency of the proposal review and resource allocation processes. The Project Manager is assisted in this task by the Project Coordinator and AFA.

Figure 3: Project Organigram

Project Organisation Structure		
Project Steering Committee		
Government and Civil Society Representatives	RC UNDP, UNESCO, UNICEF, UNFEM	EU

Project Assurance
UN Agencies project officers

PMU
- Project Manager
- Project Coordinator
- Media Expert
- AFA
- 7 regional specialists

TEAM A UNDP	TEAM B UNICEF	TEAM C UNESCO	TEAM D UN WOMEN

UN Agencies teams

Teams are comprised of UN agencies representatives, who provide sectoral support to the project implementation, work with appropriate pubic bodies, beneficiaries and civil society groups representing interests of youth, women, and children. Teams will work in close coordination with *Project Management Unit*.

Project Coordinator

The Project Coordinator has a number of responsibilities related to the governance mechanisms and the general governance initiatives of the project. The Project Coordinator is responsible for:

- Coordinating the 'Good Governance Mechanisms' component of the Joint Project and ensuring that common governance mechanisms are applied across the project;
- Managing the national general governance initiatives and working closely with the National Agency of Local Self-Governance in defining the local level good governance mechanisms;
- Coordinating the governance aspects of the capacity development components of all national and local good governance initiatives. This involves identifying and contracting the governance capacity development agents, managing the development of their capacities, coordinating the governance curriculum development and ensuring the smooth delivery of governance capacity development activities;
- Structuring and stimulating the development of the Good Governance Network;
- Coordinating the Good Governance components of the national and local dialogues;
- Providing governance technical assistance to the field coordinators; and
- Ensuring the coordination of project governance activities with the larger UNDP governance project.

The Project Coordinator is supervised by the PM.

Administrative and financial assistant (AFA)

Takes care of all procurement and financial issues.

Regional Specialists (7)

Regional Specialists operate at the Oblast level. They are responsible for coordinating and facilitating all the local level governance processes and for providing technical assistance on good governance as needed to the field teams. In particular, they are expected to play a critical role in the process of selecting participating municipalities and the formation of the raion level Good Governance Initiatives Working Groups. They are the key links between the national level and local level processes. It is expected that each regional specialists will be providing support to 5 municipalities.

Project staff will be selected on a competitive basis according to UN rules and regulations as stated in the FAFA. Performance assessment of personnel will be carried out regularly.

Visibility

In line with Article 6 of the General Conditions, the Project shall take all appropriate measures to publicise the fact that an Action has received funding from the European Union. Information given to the press, the beneficiaries of an Action, all related publicity material, official notices, reports and publications, shall acknowledge that the Action was carried out "with funding by the European Union" and shall display in an appropriate way the European logo (twelve yellow stars on a blue background). The Project will follow the "Joint Visibility Guidelines for EC-UN

actions in the field", and ensure participation of EC Delegation staff in public events, as well as the dissemination of joint press-releases on project activities. In the beginning, the Project will conduct initial training for newly recruited staff on "Joint Visibility Guidelines for EC-UN actions in the field". It is planned to hire National Media Expert who will be the main focal point for visibility of the Project and its correspondence with the Joint EC-UN Visibility Guidelines. The Project Team will liaise constantly with a wide range of donors, and provide full information concerning its activities on a regular basis.

g) Added value (innovative approaches)

Information and Communication Technologies; for development approach will be utilized to the extent possible. UNDP's experience on piloting of e-rural municipalities will be replicated in those municipalities, which have adequate equipment. The software in local languages are available and will be installed. The software will help municipalities to automate paper flaws in their office, input, manage data on municipal properties, land, etc. Municipal staff will be trained to use the software and maintain databases at local level.

h) Evaluation mechanism foreseen

As it was described above, the project will proceed in accordance with the results indicators, spelled out in this project document. Standardized evaluation sheets will be used in all activities, involving participants in Kyrgyz Government and from other partners. Potential external evaluation corresponds to FAFA regulations.

i) Risks

Feasibility and risk management

The overall risk of the project is judged as medium at the outset. However, it is envisaged that risk factors will weaken considerably during the period of implementation.

Measures against corruption have been incorporated into the design and the risk is relatively low. Direct UN management of project resources – although through multi-constituency bodies – will mitigate opportunities for corruption. All decisions for resource allocation and project interventions will be jointly-determined (by working or coordinating groups consisting of membership of the UN, CSOs, and Government) with appropriate oversight mechanisms in place. Accountability is a concurrent thematic principle and practice throughout financed activities.

Aside from corruptive practices, there are four main risks to project implementation, namely the sophistication of design and relative novelty of said-approach; the ability of the four lead agencies and the wider UN to collaborate closely in the implementation of the project; insufficient capacity of different organizations; and sustained commitment from local and national authorities. A less significant risk is finding appropriate linkage mechanisms between local and national levels. These risks, however, underpin the rationale of the project and the probability of implementation difficulties diminish considerably as activities have an impact. The project is premised on strengthening capacity and improving public sector/civil society governance standards and systems.

Although the intervention proves considerably ambitious, the management structure enables timely and results-based deliverables. Lastly, it is recognized that this project is coached in a longer-term vision and set of measures. Good governance systems, processes, and tools, including legislation and policy development, will remain intact following the closure of this first phase thereby advancing an eventual exit strategy.

Referred to in the Monitoring and Evaluation section, a range of audits and reviews, annually and within the year are planned involving all partners. The larger Steering Committee and project management team will annually assess changes to risks and recommend changes to project course as necessary.

1.8 Duration and plan of action

The duration of the project will be 36 months (table 1).
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Table 1. Tentative Calendar.

Outputs/Activities	Months (36)	Implementing body
Preparation and project planning by the Implementing Agencies	▉ (month 1)	Project Team and counter parts
Preparation and Execution Output/Activities 1: "Demonstrated and practised improvements in good governance, at national and municipal levels, for the three target groups – women, youth and children, in seven procedural areas[14] – to ensure access to quality and appropriate service delivery"	▉ (months 2–35)	Project Team and counter parts
Preparation and Execution Output /Activities 3: "Increased Awareness of the Requirements and Results of Democratic Governance and Social Pressure for Good Governance"	▉ (months 9–34)	Project Team and counter parts

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[14] The seven procedural areas are: mechanisms of legislation, policy development, planning and budgeting, coordination, resource allocation, oversight/accountability and recourse.

		Project Team and counter parts
Preparation and Execution Output /Activities 2: "Strengthened Capacities of Government Agencies and Thematic Civil Society Networks to effectively support good governance and dialogue initiatives and of Capacity Development Agents to support governance initiative working groups"		Project Team and counter parts
Project finalization, closure		Project Team and counter parts

2. Expected results

2.1 *Estimated impact on target groups*

(a) How the proposal will improve the situation of the target groups

Expected Results
It is expected that the combined action of all the initiatives in support of the national dialogue on good governance for social justice will result in the following outcomes:

- Increased public awareness about 'right of access to information and pubic services' in a participatory democracy
- Increased political will to accept 'right of access' as a human right guaranteed in law
- Enhanced appreciation of a culture of transparency in central and local governments and within the civil society
- Improved implementation of the 'right of access to information' law
- Enhanced role of the media as a key pillar of the national integrity system, through skills-upgrading in accurate, balanced and non-partisan reporting for development.
- Improved availability and access to good quality social services for all target groups (women, children, youth).

(b) How the proposal will improve the managerial and technical capacities of the target groups or the partners (where applicable)

Aspects of Capacity Development

At least four aspects of **capacity development** can be identified, as illustrated in Figure 4: individual, group, institutional and community,

Figure 4: Aspects of Capacity Development

- **Individual Capacity**: This involves enabling individuals to perform certain tasks (such as analysing information, facilitating a process, or assessing themselves – learning to do), to conform to certain standards of behaviour (such as integrity or thoroughness – learning to be), and to embark on a continuous process of learning (building on existing knowledge and skills, and extending these in new directions as fresh opportunities appear - learning to learn). This individual capacity development process helps create the leadership qualities required to allow the community, its groups and its institutions to function to the expected levels.

- **Group Capacity:** While this requires that the members of the group have the required individual capacities, it adds the ability of members to undertake collective action (take decisions in groups, solve problems collectively, maintain group unity, resolve or prevent conflict). It also implies that the group has been able to define a purpose and operating procedures that guide and support its action. Involving various working groups of community members in various collective initiatives helps to create the future leadership of the community. It is in this process that the commitment and personal qualities of people are tested, that their decision-making, planning and implementation skills are developed, and that experience, confidence and wisdom are acquired. It is through this process that they -- and especially the women involved in the process, become visible to the community and that they can be appreciated by the community at large.

- **Institutional Capacity:** adds to the above two the dimensions of corporate governance, election or formation of governing boards, staffing procedures, organizational structure and authorities, administrative and financial systems and procedures, planning and decision making processes, public relations, internal communication, networks, financial independence and monitoring, evaluation and organizational learning processes.

- **Community Capacity:** brings together the three actors described above and deals with the intensity and the quality of relationships among them, ensuring that they can work together to achieve collective goals in an equitable way, creating the environment where the potential of all three can be developed.
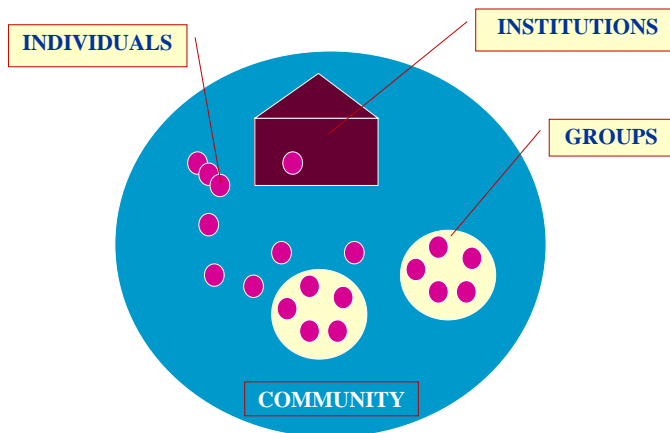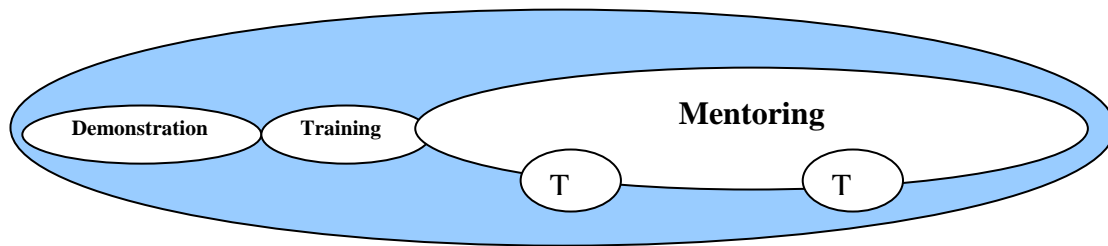
Process of Capacity Development

The success of a development intervention is not so much what happens during the intervention, but most importantly, what happens after the external interveners are gone. By this standard, a large number of development interventions, and particularly of capacity development interventions, are ineffective. Part of the problem is that capacity development is often equated with training, and the capacity development interventions are limited to preparing training materials and manuals and delivering training. Experience has now shown, time and again, that training *alone* rarely, if ever, translates into the desired changes at the workplace or in the community in any sustainable way.

Training is only a small component of a capacity development process, as illustrated in Figure 5.

Figure 5: Components of Capacity Development

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In the view of the project, capacity development is a process with at least four components: demonstration, training, mentoring and technical assistance (TA), where training may actually constitute only 20% of the effort needed to help a trainee internalize new concepts, attitudes and skills and apply them independently and in a sustainable way at the workplace.

- **Demonstration** involves showing what is possible, either through role modelling by the intervener or by exposing the local actors to processes that perform at the desired standard. This helps create a vision of what is expected and helps create enthusiasm and commitment for bringing it about in the local actor's context.

- **Training** is simply the focused and systematic process of helping the local actor develop the necessary attitudes and skills. For training to be effective, it is better if the trainees discover, through experiential activities, the principles that they need to understand, if they have an opportunity to practice the skills they are to develop and if they are required to assess their own attitudes and reflect on their level of performance

- **Mentoring** is probably the most important part of the process and often one that is completely absent from the process. In the context of capacity development, mentoring is a personal or professional relationship in which a more experienced individual (the mentor) acts as a guide, role model, coach, and sponsor to a less-experienced person (the mentee). In this relationship, the mentor: offers knowledge, insight, perspective or wisdom that is especially useful to the mentee; listens, affirms, counsels, encourages, and seeks input to help the learner develop skills, expertise, and/or direction; and clarifies expectations about the relationship and, in some cases, establishes measures of success with the mentee[15]. Mentoring helps the mentee apply the newly acquired skills to the work environment, overcome all the obstacles that may be in the mentee's way, develop confidence and perform to the expected level of performance.

- **Technical Assistance** involves punctual interventions that bring to bear specific expertise not locally available to help resolve problems or undertake a task. Unless the technical expert turns into a trainer and mentor in the course of the TA assignment, that expertise will not necessarily be transferred to the local agent.

Developing capacity therefore requires first demonstrating what is possible and then progressively transferring responsibility for replicating that from the intervener (external agents) to local agents. To achieve sustainable results, before the end of an intervention, internal agents must show during the course of the intervention that they are able to replicate the demonstrated behaviours independently in their working environment.

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[15]   From the Peace Corps Manual: "*Roles of the Volunteer in Development: toolkits for Building Capacity*", Section 6, available at www.peacecorps.gov/multimedia/pdf/library/T0005_rvid6.pdf

As illustrated in Figure 6, four key stages been identified in the process of transferring responsibility to local actors: Doing, Showing, Helping and Supporting, which roughly correspond to the four elements described above.
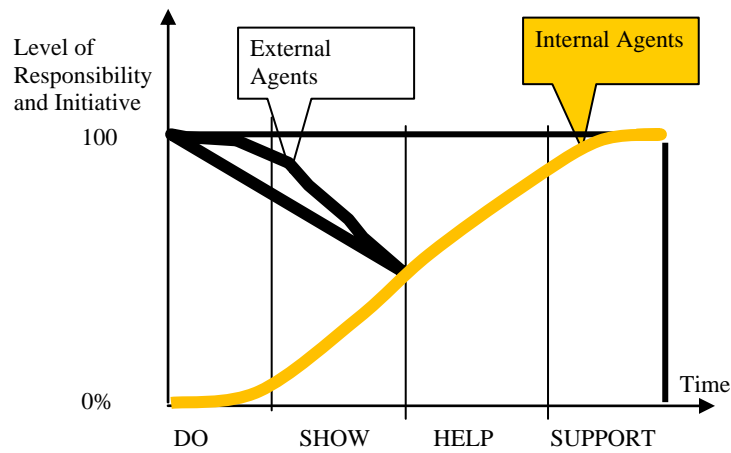
Figure 6: Key Stages in the Capacity Development Process

It is for this reason that the capacity development process for members of initiative groups (at the local level) is made of two cycles: cycle 1 is DO and show, cycle 2 is more help and support.
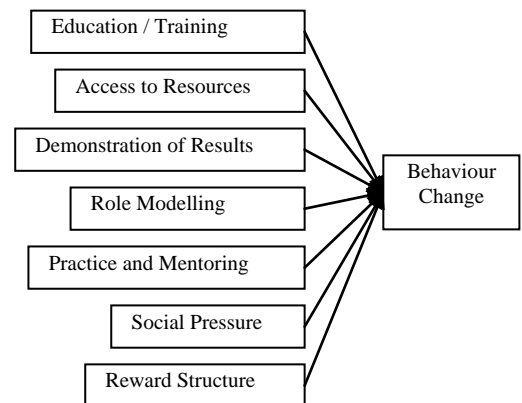
Capacity Development and Behavioural Change

To ensure that the project intervention has a sustainable effect on governance actors, every effort must be made to ensure that government and civil society capacity is developed in such a way that both duty bearer behaviours and right holder behaviours related to governance initiatives rise to meet the standards implied in the demonstrated governance mechanisms in a permanent way.

Figure 7: Some Determinants of Behaviour Change

To do so, it is necessary to create an environment that fosters positive interactions among the main stakeholders in the process, in this case Government, Parliament, Civil Society Organizations and the Media. For these interactions to succeed, behaviours of all actors must change and it is therefore necessary to engage all of them in a behaviour change process.

Behaviour change does not happen accidentally or simply by exposing target audiences to information or training. While this is necessary, it is not sufficient. Other factors that determine behaviour change, as illustrated in Figure 7, include:

- access to resources that make the behaviour possible;
- demonstration of positive results;
- role modelling of the desired behaviour;
- practice and mentoring in the required behaviour;
- social pressure to conform to the desired behaviour; and
- a reward or incentive system that encourages the desired behaviour.

To achieve sustainable behaviour change, all of these factors must be systematically addressed.

Types of Capacity Development Included in the Project

In light of the above, capacity development, as understood in the context of the UN Joint Project , accordingly consists of several different types of activities:

- **Developing the capacity of members of good governance initiative groups**: the process of joint governance initiatives and initiative groups is a complex integrated process which includes elements of all four aspects of capacity development described above:

  – *At the individual level*, it focuses on the knowledge, attitudes and skills to be developed by members of the initiative groups to allow tem to fulfil the respective tasks assigned to them in the context of the governance initiative to a level of performance that they will be held accountable for individually;

  – *At the group level*, it focuses on the ability of members of the GGIWG to work together and achieve collectively a result that they will be held accountable for jointly;

  – *At the institutional level,* although this is mostly an individual and group capacity development exercise, it is expected to result in increased capacity of both the Government bodies and civil society organizations. Both will have demonstrated good governance mechanisms that they can use in a variety of good governance initiatives that engage both of them and skill and experience in using them. The demonstrated and documented good governance mechanisms are an important element of institutional development, and the civil society organizations will have grown in their capacity to participate effectively in good governance actions;

  – *At the community level*, by bringing together members of various level of government, members of parliament or local council, members of various levels of civil society and members of the media in a joint capacity development and collective action experience, it is expected that mutual understanding will increase, relationships can be built and a sense of "governance community" can be created.

- **Strengthening the capacity of capacity development agents:** this is both an institutional capacity development process (in terms of organizational structure and processes) as well as an individual capacity development process (in terms of capacities of trainers and mentors). These agents may be government, civil society or private sector agencies.

- **Strengthening the capacity of selected government departments:** this is an institutional capacity development process, focusing on the ability of these departments to function effectively (in terms of organizational structure and processes) in support of their thematic activities. This is in addition to developing the individual and group capacities of members of these departments through their participation in the governance initiative groups.

- **Strengthening the capacity of civil society organizations:** this is also an institutional capacity development process, focusing on the capacity of thematic civil society networks to represent their respective constituencies, contribute effectively to the governance initiatives and participate actively in the national dialogue.

Description of the project Capacity Development Interventions

The three types of capacity development initiatives to be undertaken under the joint project mentioned in above will be conducted as described below.

Governance Initiative Working Groups

The capacity development processes for these governance initiative working groups have already been described in the context of good governance initiatives. A set of training modules covering all the aspects will have to be developed or refined from existing materials, together with assessment grids for each capacity. The measurement of capacity will be done as described in Section 6 below. Technical assistance requirements are fairly easy to identify and will follow standard consultant identification and recruitment procedures.

The main perceived difficulty in this area is the identification, recruitment and training of mentors. In the absence of a mentoring system or experience in mentoring, it will have to be a combination of senior departmental staff, UN staff, external consultants, staff of capacity

development agents, senior civil society staff. All of these will have to receive basic training in mentoring and themselves be mentored in this role for some time by a mentoring specialist

Capacity Development Agents

Government and civil society institutions and informal groups with a training capability in both the governance areas and the thematic technical areas will be identified and invited to submit proposals for delivering training and mentoring at the national and local levels in response to a request for proposals (RFP) defining the types of training and approach. The selected agents will then be assessed in terms of their institutional capacity and the capacities of their training staff and a limited capacity development plan will be prepared accordingly. Technical assistance will be provided to implement that plan and the capacity development specialists providing the TA will assist in the development and refinement of the first set of modules and in the delivery of the training to GIWG. Progress of the institutions in rising to the expected levels of capacity and performance will be monitored regularly.
Capacity development will also include the provision of a limited amount of equipment.

Government Departments

The government departments that are to be consolidated under this project (seven regional Family and Child Support Departments, Ministry of Youth and the Network of Gender Focal Points in the key ministries involved in the implementation of the national gender policy) will also undergo a similar capacity assessment and preparation of a capacity development plan. They will receive technical assistance to implement it as well as some support for equipment.

Civil Society Networks

The activities of the project require quality inputs from civil society organisations at the national and local levels in each of the thematic areas of children, women and youth, and also in the general governance and media areas. Each of these networks has a role to play in support of project activities and, these five networks will become the key components of the "social justice governance network" to be established to promote and sustain the dialogue on social justice governance. These five networks are:
- An existing child protection network(s)
- An existing strong gender equality network
- A new National Youth Association to be established under the youth empowerment theme
- A new Good Governance Network to be established under the general governance theme: and
- A new Media Network to be established under the dialogue theme.

The capacity development component of the project provides for initial capacity assessments, organizational development technical assistance and limited support for equipment for these networks, as required.

Responsibilities for Capacity Development
Each of the lead agencies involved in the implementation of the project (UNICEF, UN WOMEN, UNDP and UNESCO) has specific responsibilities for capacity development.

General Governance: UNDP will be responsible for the selection of general governance capacity development agents and the identification and development or refinement of general governance modules at the local and national levels. The development of all general governance modules will be coordinated by the Governance Coordination Team. For the local level, UNDP will work closely with the National Agency for Self-Government. UNDP will also be responsible for the development of these capacity development agents, and monitoring and

evaluating their performance. Finally, UNDP will also be responsible for the creation and development of the good governance network and for supporting its dialogue actions.

The good governance network could include the following organizations:

- o Association of municipalities of whole republic
- o Alliance for budget transparency
- o Centre of Public Policy (NGO think tank)
- o Institute of Strategic Studies (GOV)
- o Institute of Public Policy
- o Centre of social research
- o Centre of regional studies
- o Academy of Management

- **Thematic Areas:** UNICEF, UN WOMEN and UNDP will have similar responsibilities in each of their thematic areas.

- **Media:** UNESCO will be responsible for the development of the Media Network and its role in the dialogue, the training of embedded journalists and mentoring their work and for training of initiative groups about right and access to information, dealing with the media and for all training related to the platforms for dialogue.

The training modules that need to be developed or refined in include, but are not limited to, the list indicated in Table 2.

Table 2: Sample list of required training modules

Training Modules	TYPE	Agency
National		
Inclusive Planning	Governance	UNDP
Parliamentary Review of Legislation Application	Governance	UNDP
Amendment of Legislation	Governance	UNDP
Policy Development	Governance	UNDP
Recourse Mechanisms	Governance	UNDP
Transparent resource allocation	Governance	UNDP
Vulnerability Data Collection and Analysis	Technical	UNDP
Youth Programming	Technical	UNDP
Good Governance Reporting	Technical	UNESCO
Dealing with Media	Technical	UNESCO
Social Service Planning	Technical	UNICEF
Child Protection Standards	Technical	UNICEF
Social Contracting	Technical	UNICEF
Gender Sensitive Budgeting	Technical	UN WOMEN
Naturalization Process	Technical	UN WOMEN
Local		
Inclusive planning	Governance	UNDP
Social Accounting of Planning	Governance	UNDP
Social Accounting of Implementation	Governance	UNDP
Recourse Mechanisms	Governance	UNDP
Proposal Development	Governance	UNDP
Proposal review and evaluation	Governance	UNDP
Transparent resource allocation	Governance	UNDP
Vulnerability Data Collection and Analysis	Governance	UNDP/UNFPA
Project Evaluation	Governance	UNDP
Youth Programming	Technical	UNDP
Dealing with Media	Technical	UNESCO
Production for Narrowcasting	Technical	UNESCO
Delivery of Social Services	Technical	UNICEF
Gender Sensitive Budgeting	Technical	UN WOMEN

Approach to Capacity Definition and Measurement

Capacity cannot be observed or defined in itself, without reference to a certain action that is taken as a result of this capacity – it is a capacity "to do something". There can also be different levels of quality or achievement in this action that is being "done" and different circumstances under which it is done.

To make a capacity definition operational, therefore, it must be defined in behavioural terms, i.e., a person is able to do something to a specified level of performance under a given set of circumstances. This is usually how training objectives are defined in the context of training projects.

Defining individual's capacity thus requires defining the actions that each type of person should be able to take and the expected level of performance for these actions. Because of this, the definition and measurement of individual capacity is intimately related to the definition and setting of performance measures and performance targets. Systematic capacity development can only be done in the context of a culture of performance.

Identifying all the elements of performance can lead to a very large number and variety of tasks to be performed and their precise definition can lead to an unmanageable and counterproductive level of detail. What is important in the context of a capacity development strategy is not to define and measure precisely all aspects of capacity, but to focus on a few important and manageable capacities that all participants of each type should acquire, define them in behavioral terms, and develop and implement a simple measurement system that can show progress in the desired direction. Engaging all participants in the systematic acquisition of these capacities and in a learning process about how to acquire them and what effect their acquisition can have on project performance in general, in itself, will create the required culture of performance and naturally translate to many other capacities.

If each of the dimensions of capacity identified is scored using appropriate scoring rules and weights, these dimensions can be aggregated into a capacity index. This index can measure the capacity of individuals and from that the collective capacity of a group can be aggregated.

The capacity index defined in this way is one of the result indicators of a capacity development strategy. The main expected benefit of using such a capacity index is the increased awareness and clarity of expected performance that results from the exercise, even if all the dimensions are not measured. Performance will naturally increase when expected performance targets have been clarified in behavioural terms.

Example of Capacity Measurement

Below is an example of involving community mobilization staff in a systematic capacity measurement exercise.

Having identified the main components of the mobilization process, participants were asked to score themselves on a scale of 1-5 for each of these elements (with planning and implementing projects broken down into some of their component parts). The two diagrams in Figure 8 below illustrate the result of this assessment.

Figure 8: Summary of Staff Self-Assessment on Mobilization Dimensions

CHA : % of Participants Scoring 4 or 5 for Each Dimension of Mobilization
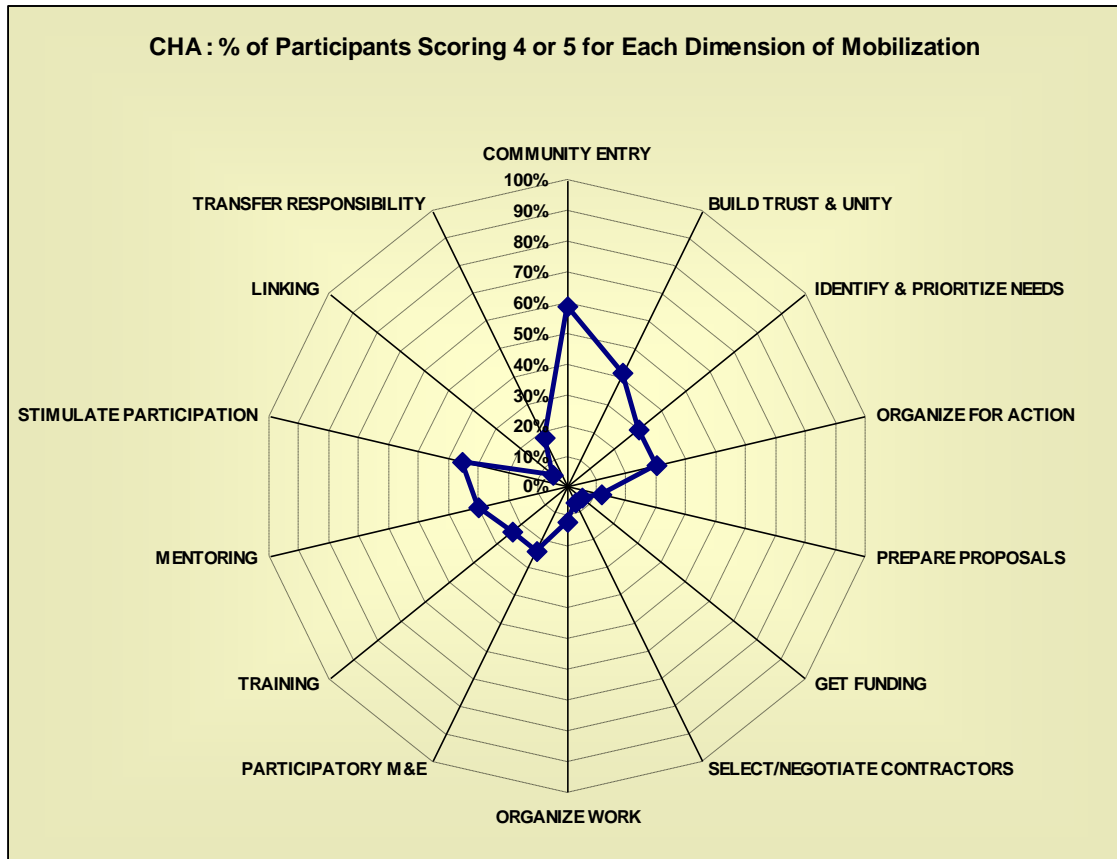
Figure 9. Scores for Each Dimension.

Average Scores for Each Dimension
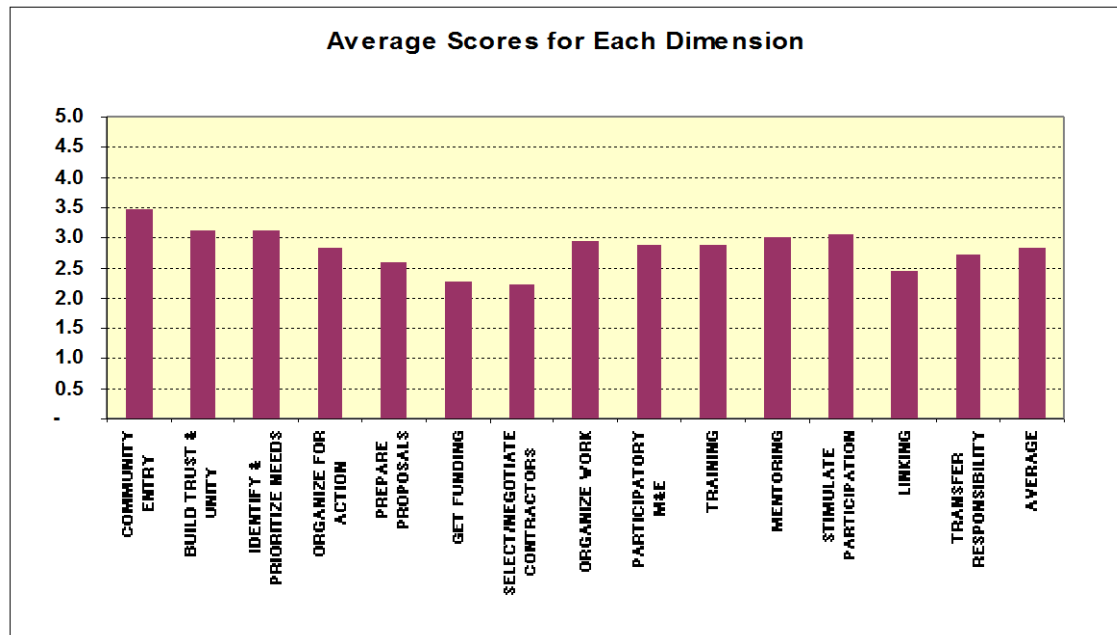
As can be seen from the diagrams in Figure 9, in general, the self-assessment scores in all dimensions are fairly low. The average score is 2.83 out of 5. Given that a score 3 is ambivalent, the average score should be at least 3. Very few participants feel that they are good or very good in all the functions of the mobilizer (Scores 4 or 5). They feel most comfortable about

community entry, building trust, identifying and prioritizing needs mentoring and stimulating participation. This then becomes an entry point for capacity development, as well as a monitoring and evaluation tool. A similar process can be followed to measure capacity development of institutions.

2.2   Outputs

Qualitative indicators:

1. Formal adoption of demonstrated good governance mechanisms;;
2. Resources are allocated to replicate on a larger scale the processes demonstrated during the project;
3. **Dimensions:** Requirements and Demonstrated Results of Good Governance

Quantitative indicators:

Social Justice Index increases by 30% over baseline
- The Social Justice index is a composite measure defined in terms of **awareness, capacity, linkage, actual participation** of target groups and final beneficiaries in decision making process and service delivery and inclusion of concerns in local plans and budgets;

Outcomes of Governance Initiatives: at least 75% of all beneficiaries having access to key services are satisfied with a particular service improvement progress;

Capacity of Working Group Members: Average Capacity of working group members increases by 40% as measured by agreed upon capacity index;

Capacity of Capacity Building Agents is increased by 30% as measured by an agreed upon training capacity Index;

Capacity of Supported Government Departments and Civil Society Organizations is increased by 30% as measured by an agreed upon capacity Index;

Level of Awareness: 75% of dialogue participants at all levels of Government and Civil Society are able to correctly state the;

2.3   Multiplier effects

Social Justice Demonstration Fund will be established to pilot and demonstrate the best practices of the good governance and improved quality of the public services. It is envisaged that further public service improvement interventions will be funded from local budgets starting on third year of the project implementation not only in the areas of the project direct interventions but also in neighbouring raions and municipalities. The knowledge products of the project such as best practices and lessons leant will be widely shared with other municipalities through different tools of information sharing and public education.
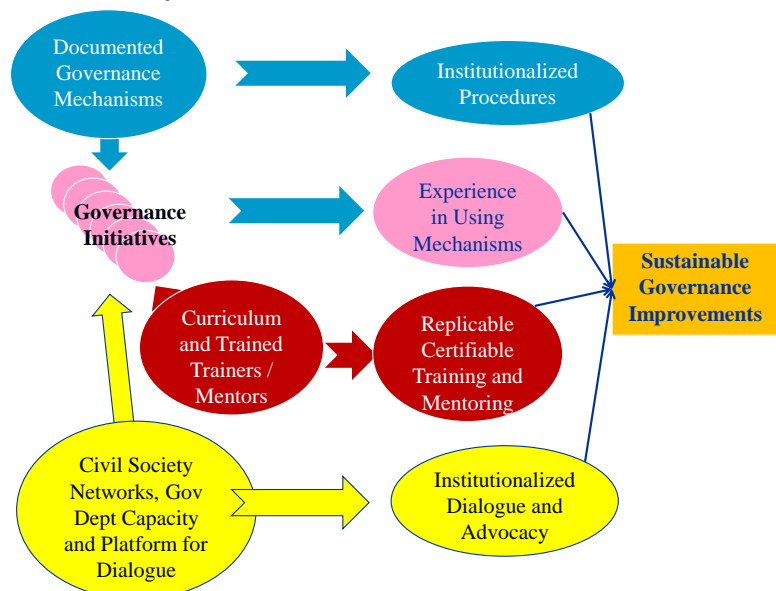
2.4 Sustainability

Careful attention has been given to ensure the sustainability of the processes initiated by this project and this has been fully integrated into the capacity development approach taken for initiative groups.

The sustainability of project interventions is predicated on four main elements of its design:

- The project design has made an explicit choice of focusing on the documentation and demonstration of **mechanisms of good governance** for all initiatives (which takes more time and effort and slows down the delivery of results) rather than simply "getting the job done" (which would have been simpler and more expedient). However, once demonstrated and **institutionalized** these good governance mechanisms become part of the regulatory framework and the operating procedures of government departments and will help reinforce habits acquired during the project.

- A large number of people from both government and civil society will have not only been trained but carefully mentored until they achieve the desired level of performance in using these mechanisms. The project will therefore leave behind not only institutionalized mechanisms but a **skilled corps of trained human resources** capable of implementing and replicating them;

- The capacity of **civil society networks** that form the social justice good governance network and the corresponding government departments will have been strengthened by project capacity development interventions and this will allow them to continue pursuing the initiatives undertaken during the course of the project;

- The project design has also made an explicit decision to **institutionalize curriculum and capacity development capacity** within the capacity development agents so that this process can be replicated system-wide. Here again this is a more difficult and time consuming approach than the more initially expeditious approach of taking direct charge of these activities.

- The **national dialogue** on good governance for social justice initiated by this project is also institutionalized at both national and local levels in the form of a permanent the platform for dialogue owned by the community and a network to sustain it. This network will continue advocating for and putting pressure on government for the adoption of good governance mechanisms and processes demonstrated in the course of the project.

Figure 10: Elements of Project Sustainability

The key approached to sustainability described above are summarized in the diagram of Figure 10.

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(a) Financial sustainability:

The allocation of funds by the Government for the pursuit of such social justice initiatives and the replication and expansion of this demonstration is expected to be one of the main concerns of a second phase of this project as mentioned above.

(b) Institutional sustainability:

All good governance practices will be institutionalized through adoption of legal acts at all levels and improving enabling environment.

(c) Sustainability at the policy level

The project will ensure close cooperation of the national public administration bodies and local self-governance bodies on public service delivery. Demonstration, capacity building and dialogue interventions will be supported and followed up with adoption of national legislation.

(d) Technical

All software and hardware purchased during project implementation are subject for transferring to national counterparts.

Funding

The total cost of the project for three years is € 5,318,899.41 (or USD 6,961,909), as indicated in the budget in Annexe III. The Donor share is €3,000,000 (or USD 4,087,193) and the UN contribution is €2,318,899 (or USD 3,159,263).

The project does not entail future operating and maintenance costs as it is a demonstration with a heavy emphasis on capacity development. It is assumed that if the demonstration is successful, the Government will be allocating resources to sustain local service delivery initiatives demonstrated under this program.