

## TECHNICAL ASSISTANCE COMPLETION REPORT

Division: ECAE

<b>TA No. and Name</b> TA 3499-KGZ: ENVIRONMENTAL MONITORING AND MANAGEMENT CAPACITY BUILDING II			<b>Amount Approved:</b> \$650,000	
			<b>Revised Amount:</b> \$650,000	
<b>Executing Agency</b> Ministry of Environmental Protection	<b>Source of Funding:</b> Government of Finland	<b>TA Amount Undisbursed</b> \$152,594.42 <sup>1</sup>	<b>TA Amount Utilized</b> \$497,405.58 <sup>1</sup>	
<b>Date</b>			<b>TA Completion Date</b>	
<b>Approval:</b> 11 September 2000	<b>Signing:</b> 03 November 2000	<b>Fielding of Consultants</b> February 2001	<b>Original:</b> 30 April 2002	<b>Actual:</b> 30 June 2003
			<b>Account Closing Date</b>	
			<b>Original:</b> 30 April 2002	Consultants' submission of claim for progress payments 5 and 6 is awaited.
<b>Description</b>				
<p>In 1995 and 1997, ADB approved 2 environmental Technical Assistance (TA) to the Kyrgyz Republic: (i) The first<sup>2</sup> to strengthen the State Committee for Environmental Protection (SCEP),<sup>3</sup> through the provision of monitoring equipment and staff training; and (ii) the second,<sup>4</sup> which was based on the recommendation of the first TA and in line with the Government's national environmental action plan,<sup>5</sup> to improve coordination between various institutions to effectively carry out environmental monitoring and data management in Chui Oblast. The TA for Environmental Monitoring and Management Capacity Building II is a continuation of the second TA, but covering other provinces—Osh and Jalalabad. The TA was implemented by the Ministry of Environment and Civil Emergencies (MECE),<sup>3</sup> the Executing Agency, and participated by the Ministries of Health and Agriculture, Academy of Sciences, State Agency for Geology and Mineral Resources, Bishkek SanEpid, oblast governments, as well as the energy and other sector agencies, non-government organizations, academics, and community representatives.</p>				
<b>Objectives and Scope</b>				
<p>The TA was aimed at strengthening the capacity of key institutions in environmental monitoring and data management for poverty reduction. This was to be achieved through the (i) preparation of an environmental poverty reduction strategy at the national level; (ii) implementation of a training program in the pilot oblasts—Chui, Osh, and Jalalabad—and developing training case studies; (iii) expansion of the data management system; and (iv) provision of support to the relevant environmental monitoring departments at oblast level, including other participating laboratories. Workshops and seminars, as well as materials and equipment, would be provided for training.</p>				
<b>Evaluation of Inputs</b>				
<p>A team of international and domestic consultants was engaged by ADB through a firm in accordance with ADB's <i>Guidelines on the Use of Consultants</i>. The original TA design projected the need for 12 person-months of international consultants in the fields of environmental management capacity building, environmental monitoring training, environmental economics, poverty reduction, and data management; and 72 person-months of domestic consultants in the fields of environmental monitoring, data management and information systems, environmental economy, environmental health and social matters, and training. A lumpsum (fixed rate) contract was executed for \$615,000 with a completion date of 31 August 2002. ADB issued three contract variations to extend the contract completion date; and increased the provisions for seminars, workshops, and training, which increased the original contract amount to \$633,000. At completion, the total TA commitments, including costs of contract negotiations, amounted to \$644,000<sup>1</sup> as against the approved total TA grant of \$650,000. As the contract was awarded on a lumpsum (fixed rate) basis, its administration proved to be cumbersome given the absence of detailed terms of reference and vague targets.</p>				
<p>The Government provided adequate support, although most staff assigned to the TA lacked computer and language capacity. The TA addressed this constraint by intensifying staff training. Weekly meetings among the project staff members held during the TA period also strengthened their effectiveness as a team and increased their commitment to the TA. The TA also organized four multi-stakeholder workshops, which were well attended and were instrumental in eliciting active participation of all stakeholders. A Steering Committee established for the TA, which represented the key officials of participating agencies, had also been very active in supervising and monitoring TA activities, in providing feedback, and in addressing issues of concern. ADB fielded a total of four missions over the TA duration of 28 months. The missions provided guidance and supervision, which facilitated the consultants' completion and submission of their reports, albeit with delays. ADB was also responsive to the changing needs of the TA, and issued three contract variations.</p>				
<b>Evaluation of Outputs</b>				
<p>The consultants complied with most of the major contract deliverables, but these were always associated with delays: Inception Report (delayed by 2 months); Environmental Poverty Report (additional output agreed under the contract but was not delivered); Interim Report (delayed by 8 months); Draft Final Report (delayed by 6 months); and Final Report (delayed by 16 months). Quality of these outputs was also unsatisfactory. The Draft Final Report (DFR) contained inconsistencies in various sections and lacked some important appendixes. Upon ADB's insistence, the consultants resubmitted the DFR to include comments made by ADB and the Government, but still failed to incorporate such comments even in the Final Report submitted in October 2003. Also, a number of deficiencies were identified, which needed to be rectified, including, among others, the overgeneralization of conclusions, particularly those relating to "Environment–Poverty Linkages," which could lead to misrepresentation of facts and raise questions on the credibility of the Report. The revised Final Report, received on 15 June 2004, was incomplete—only 3 of 5 volumes were submitted—and again failed to incorporate fully the comments</p>				

<sup>1</sup> This figure may change subject to the submission of the consultants' claim for progress payments 5 and 6.

<sup>2</sup> TA 2397-KGZ: *Strengthening Environmental Institutions and Improving Procedures for Environmental Impact Assessment*, for \$556,000, approved on 13 September 1995 and completed in October 2000.

<sup>3</sup> The Ministry of Environmental Protection (MOEP) was elevated in October 1996 to ministerial status from the previous State Committee for Environmental Protection. MOEP was subsequently renamed as Ministry of Environment and Civil Emergencies (MECE).

<sup>4</sup> TA 2934-KGZ: *Environmental Monitoring and Management Capacity Building (Phase I)* for \$598,000, approved on 11 December 1997, and completed in October 2000.

<sup>5</sup> Kyrgyz Republic. Ministry of Environment Protection. 1995. *National Environmental Action Plan*. Bishkek.

made by ADB and the Government on the version submitted in October 2003, which related mostly to format and discrepancies in figures. The contract is output-based, and hence payment for the submission of the Final Report has not yet been made.

Despite numerous 'glitches,' the Final Report contained materials that are by and large in compliance with the TA terms of reference. The TA did enhance the capacity of key institutions, particularly MECE, in environmental monitoring and data management for poverty reduction. The Final Report revealed a significant amount of work undertaken, through various case studies, and successfully established the links between environment and health, and to somewhat lesser extent on poverty; while the case studies helped establish monitoring mechanisms for measuring health impacts and for undertaking remedial measures by the Ministry of Health. The Final Report, however, provides limited data on environment and economic costs, thus limiting its utility. Despite these achievements, the TA did not result in the preparation of the environmental poverty reduction strategy as envisaged, but developed an initial list of key indicators.

Training programs were conducted, and training manuals and materials were prepared in English and Russian languages. The trainees comprised the staff of MECE and other participating agencies, and representatives from the environmental and other relevant sectors of the national and oblast governments. The training courses covered the topics on environmental monitoring and management; relationships between environment, economic growth, and poverty; preparation of monitoring programs and reports; environmental standards, including ISO 14000; risk-based environmental management; and environmental impact assessment. Training was also provided on English language proficiency and computer skills related to environmental information management. The training, although constrained by a lack of equipment and space, used the test and grade approach, which proved effective on a total of 423 trainees (2,330 training days). It maximized the impact of the case studies and associated training on the participants, particularly in working through a logical phased process of problem identification, analysis, conceptual model developments, and impact and risk characterization.

The TA was to expand the laboratory information management systems (LIMS) in two oblasts—Osh and Jalalabad. During implementation, this was modified to a simpler environmental data management system (EDMS) that is primarily based on laboratory data and capable of converting results of laboratory analysis to electronic version, thus facilitating analysis and interpretation. EDMS was subsequently expanded to include a comprehensive environmental information management system (EIMS), extending the environmental data management to 10 new workstations in the 3 oblasts of Chui, Osh, and Jalalabad. The EIMS contains important baseline data on key indicators that were developed under the TA in accordance with international standards, which would capture the relationships between the different dimensions of poverty and environment. Updating and monitoring of these indicators would provide valuable inputs for the preparation of the Republic's National Strategy on Poverty Reduction (NSPR) that was earlier prepared by the Government. The data stored in EIMS is formatted to allow the development of the Kyrgyz Republic's State of Environment (SOE) reports and other related analysis on a regular basis. Its structure could be customized to meet the users' specific requirements. The EIMS improved the presentation of environmental data on operational activities, thus strengthening inter-sectoral and inter-institutional cooperation. It serves as a model for demonstration and training and provides a foundation for future systems to be implemented agency- and network-wide.

Support was provided to the oblasts monitoring departments and laboratories through formal and on-the-job training of key staff; establishment of transnational linkages and cooperation in environmental monitoring and management; strengthening of interagency cooperation, and provision of equipment to oblasts monitoring departments and laboratories in Bishkek. Website and internet links to Osh and Jalalabad were established and an Environmental Resource Library was developed, although they were not included in the original TA scope and were not formally approved by ADB. They, however, did not involve any additional cost under the contract, and they have been proven useful. In particular, the Library is used for keeping the documents on the case studies as well as on training and background materials regarding, among others, relationships between the environment, economic growth and poverty, environmental management and monitoring; environmental impact assessment; and environmental information networks. These documents will facilitate further developments and innovations after the conclusion of the TA.

#### **Overall Assessment and Rating**

The TA objectives have been generally met, but the TA failed to achieve its potential in full. The TA appears to have created a lasting and positive impact on staff at the oblast level. The Government considers the TA outputs to be generally satisfactory and has agreed to implement the consultants' recommendations. Overall, the TA is considered as partly successful.

#### **Major Lessons Learned**

The use of lumpsum contract should be avoided when the outputs are not well defined and when the processes leading to the outputs are an important consideration of the TA. The use of lumpsum contracts should also consider levying a penalty for delayed submission of reports.

#### **Recommendations and Follow-up Actions**

1. MECE should expand the EIMS to monitor environmental indicators with national and regional implications and prepare the SOE reports annually.
2. MECE should coordinate with other environmental institutes in the SOE reporting process and data exchange, and update the economic/poverty and environmental indicators as part of the overall updates of the EIMS. The changes in indicator values should provide valuable inputs for the preparation of the SOE reports as well as for the future updates to the Government's NSPR.
3. MECE should strengthen the Monitoring Department's laboratory to upgrade it to the status of a National Reference Laboratory for environmental monitoring. They should also streamline methods for quality assurance and quality control.
4. MECE should update the environmental standards for environmental monitoring and management.
5. Progress payments 5 and 6 will be made to the consultants only upon the submission of the revised Final Report that is satisfactory to ADB.

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