



[Name of Fund or Joint Programme]

GENERIC ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT

REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2011

<p>Programme Title & Project Number</p> <ul style="list-style-type: none"> Programme Title: Prevention and reduction of statelessness Programme Number (if applicable) MPTF Office Project Reference Number:³ 	<p>Country, Locality(s), Thematic/Priority Area(s)²</p> <p>(if applicable) Country/Region Kyrgyzstan</p> <hr/> <p>Thematic/Priority Social Services</p>
<p>Participating Organization(s)</p> <ul style="list-style-type: none"> UNHCR 	<p>Implementing Partners</p> <ul style="list-style-type: none"> State Registration Service, Citizenship Commission under the President of the Kyrgyz Republic NGOs: Legal Clinic Adilet, Counterpart Sheriktesh, Ferghana Valley Lawyers without Borders
<p>Programme/Project Cost (US\$)</p> <p>MPTF/JP Contribution: 210,800.7 • by Agency (if applicable)</p> <p>Agency Contribution 164,000 • by Agency (if applicable)</p> <p>Government Contribution (if applicable)</p> <p>Other Contributions (donors) (if applicable)</p> <p>TOTAL: 374,800.7</p>	<p>Programme Duration</p> <p>Overall Duration (months) 21 months</p> <p>Start Date⁴ (dd.mm.yyyy) 23 March 2010</p> <p>End Date (or Revised End Date)⁵ 31 December 2011</p> <p>Operational Closure Date⁶ 31 December 2011</p> <p>Expected Financial Closure Date 30 June 2012</p>
<p>Programme Assessment/Review/Mid-Term Eval.</p> <p>Assessment/Review - if applicable please attach <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</p> <p>Mid-Term Evaluation Report – if applicable please attach <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</p>	<p>Report Submitted By</p> <ul style="list-style-type: none"> Name: Gulzina Karimova Title: Associate Programme Officer Participating Organization (Lead): UNHCR Email address: karimova@unhcr.org

¹ The term “programme” is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Performance Management Plan (PMP) for the PBF; Sector for the UNDG ITF.

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to “Project ID” on the [MPTF Office GATEWAY](#)

⁴ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

⁵ As per approval by the relevant decision-making body/Steering Committee.

⁶ All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

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NARRATIVE REPORT FORMAT

I. Purpose

- Provide the main objectives and expected outcomes of the programme.

The aim of the project is to develop a proactive mechanism to identify stateless persons, make them aware of their rights and duties, and grant them access to obtain citizenship documentation of the Kyrgyz Republic. It includes the drafting and adoption of necessary by-laws and instructions, ongoing research to identify stateless persons and citizenship problems, consultative mechanisms at the technical and higher political/government level to review citizenship policy (including a National Action Plan to Prevent and Reduce Stateless in the Kyrgyz Republic that was developed by UNHCR supported inter-Ministerial and -agency Working Group of Experts and adopted by a High Level Meeting by Ministries and Parliamentarians under the auspices of the Presidential Administration and UNHCR on 22 September 2009 in Bishkek) and its implementation as well as support to an effective system for processing citizenship applications from stateless persons:

- Government agencies (Citizenship Commission, State Registration Service), develop and adopt legal instruments to identify stateless persons and expedite the processing of their citizenship claims.
 - Government agencies build adequate capacities to process high numbers of citizenship applications by stateless persons.
 - NGO and local authorities effectively assist stateless persons in filing citizenship claims.
 - Stateless persons are aware of their rights and duties and of relevant procedures to obtain Kyrgyz citizenship.
 - Implementation of the Citizenship Law as well as relevant international standards is ensured through these measures and the creation of a proper comment to a/m legislation.
 - Further information on the citizenship situation is obtained through adequate analyses of the 2009 national census and additional specialized survey's and researches.
 - The implementation of the project is supervised and reviewed through regular consultations at the expert/WG and the higher legislative and executive level.
 - The current figure of stateless persons is greatly reduced while the creation of new cases of statelessness is being prevented.
- Explain how the Programme relates to the applicable Strategic (UN) Planning Framework guiding the operations of the Fund/JP²

Stateless persons are categorized as one of the most disadvantage/vulnerable groups of the population. Thus supporting this group fits within the interventions of Delivery as One that was designed to prevent potential serious humanitarian consequences.

II. Resources

Financial Resources:

- Provide information on other funding resources available to the project, if applicable. Please refer to information on the [Annual Reporting Cover Page](#).

N/a

- Provide details on any budget revisions approved by the appropriate decision-making body, if applicable.
N/a
- Provide information on good practices and constraints related to the management of the financial aspects of implementing the programme, including receipt of transfers, administrative bottlenecks and/or other issues affecting the financial management of the programme.

The project approval process including release of funds seems to be a bit long. On the other hand the reporting requirements are simplified as compared to other donor requirements.

Human Resources:

- National Staff: Provide details on the number and type (operation/programme).

UNHCR recruited an Assistant Protection Office (NOA) based in Bishkek who has participated in the Expert Working Group meetings and overseeing the overall implementation of the project and a GL5 Programme/Supply Assistant, based in Osh, to oversee the important operational components of the project in South Kyrgyzstan. In addition the project benefited from support of other national staff fully funded by UNHCR, who actively assisted the above mentioned project staff in their daily work.

- International Staff: Provide details on the number and type (operation/programme)

General supervision of the project team during the day-to-day running of the programme and liaising with Government and NGO partners was implemented by the Representative, the Heads of the UNHCR Protection and Programme Units in Bishkek and the Head of the UNHCR Protection Unit in Osh, who were fully funded by UNHCR.

III. Implementation and Monitoring Arrangements

- Summarize the implementation mechanisms primarily utilized and how they are adapted to achieve maximum impact given the operating context.

UNHCR signed sub-project agreements with five main implementing partners (2 government and 3 NGOs). The two-staff project team provided legal and operational advice and expertise, coaching and staff development to governmental and NGO partners, assisted (including procurement), supervised and monitored the implementation of the project.

- Provide details on the procurement procedures utilized and explain variances in standard procedures.

UNHCR has its own standard procurement procedures that all offices should strictly follow. It includes identification of needs and specifications, ensuring availability of funds and items in market, tender announcement in newspapers or UN web site, collection and opening of bid documents, preparation of bid tabulation and presentation to local Committee on Contracts, selection and announcement of winners, contracting and delivery by supplier.

- Provide details on the monitoring system(s) that are being used and how you identify and incorporate lessons learned into the ongoing programme, including corrective actions that may have been taken.

UNHCR has two standard monitoring systems known as Implementing Partners Financial and Narrative Reports. On the financial report, implementing partners are required to report on expenditures against installments. The reports are verified by UNHCR staff and recorded in the system. On narrative report, partners are required to report on progress and constraints, if any, on quarterly basis. The reports are verified by sector specialists and used for reporting purposes. On top of those reporting requirement, our sector specialists regularly visit the project sites and talk to persons of concern to see if implementation is being carried out as per the plan. Participatory Assessments are also conducted through the involvement of Multi-Functional Team (MFT). All financial reports are audited at the end of the project period.

- Report on any assessments, evaluations or studies undertaken.

As one of the possible assessments to measure impact of the project and identify required changes UNHCR in Kyrgyzstan organised Participatory Assessment (PA) with stateless persons. PAs were conducted by Multi-Functional Team (MFT), comprised of representatives of governmental and non-governmental partners and UNHCR in all locations in the North and South of Kyrgyzstan where the beneficiaries reside.

IV. Results

- Provide a summary of Programme progress in relation to planned outcomes (strategic results with reference to the relevant indicator) and outputs; explain any variance in achieved versus planned outputs during the reporting period.

As data on magnitude of statelessness gathered during the national population census undertaken in March/April 2009 was not reflecting the real situation (only 1,634 persons self-identified themselves as stateless), and the data collected during 2008-2009 surveys became outdated, in 2011 UNHCR and UNICEF Kyrgyzstan initiated a joint pilot survey on scale and situation of stateless persons. Preliminary results of the survey and active work of the State Registration Service on identification of USSR passport holders who have not received any other citizenship helped to estimate that there are more than 32,000 stateless persons in Kyrgyzstan by the end of the reporting period.

Participatory assessments and surveys showed that the stateless population mainly resides in rural areas; it is well integrated and has access to food, nutrition, water and sanitation on par with the local population. Unfortunately, social situation of stateless people or at risk of statelessness has worsened as a result of the June 2010 violence in the southern Kyrgyzstan and political instability in the country.

During the reporting period UNHCR Kyrgyzstan continued to address identified issues of a systemic nature which led to the creation of stateless persons including incomplete implementation of national legislation on citizenship and stateless persons. In meetings and participatory assessments respondents informed of incidents when state organs demanded documents or other certificates which are not possible or extremely difficult to provide by the applicant. Respondents reported incidents when children of stateless persons have faced difficulties in obtaining passports even though they had a legal right for citizenship in the country of birth. Stateless persons expressed concerns that lack of legal identification documents makes them legally, socially and economically vulnerable. Due to the lack of local registration – known as “propiska” - and other documents, stateless persons are harassed by law enforcement organs, often extorting money. Stateless persons without passports are limited in their ability to access educational and medical services. Many stateless persons recognized their poor knowledge of procedures and right to obtain citizenship.

As a result of UNHCR lobbying in 2011, the authorities have revised administrative procedures on birth registration and obliged responsible bodies to register birth of children of foreign nationals or

stateless persons on the same conditions as children of Kyrgyzstan nationals if parents are legally living in Kyrgyzstan. Combined with free legal assistance provided to stateless persons and their children by UNHCR through its NGO partners the legislative reform reduced the number of obstacles in receiving birth certificates (and other IDs in the future) by stateless children or at risk of statelessness. A special public information campaign was developed jointly with the State Registration Service in order to inform the population about need and possibility to register birth of their children. At the same time ongoing UNHCR capacity building activities and technical support to local passport authorities helped to more than 8,400 stateless persons to receive/confirm Kyrgyz citizenship in 2011.

- Report on the key outputs achieved in the reporting period, including the number and nature of the activities (inputs), outputs and outcomes, with percentages of completion and beneficiaries.

Although the authorities have been actively cooperating with UNHCR for a number of years on reduction and prevention of statelessness, the Citizenship Commission, the State Registration Service and NGO partners have little capacity to implement statelessness activities unless they receive substantive technical assistance from UNHCR. In 2011, UNHCR jointly with its partners continued assisting the Kyrgyz authorities to develop a proactive mechanism to identify stateless persons, make beneficiaries aware of their rights and duties, and facilitate their access to obtain citizenship documentation of the Kyrgyz Republic. UNHCR support to a network of local NGOs allowed more than 2,600 stateless persons to receive legal advice and assistance with obtaining Kyrgyz citizenship and at least 1,000 of them have already received citizenship of the Kyrgyz Republic. The State Registration Service processed 7,529 applications of former USSR citizens for issuance of national passports of the Kyrgyz Republic. About 934 stateless persons received Kyrgyz citizenship by presidential decrees. Thus, in 2011, the number of identified stateless persons in the country was decreased by 8,463 persons. At the same time UNHCR capacity building activities (like provision of technical support, advises, trainings) allowed the State Registration Service to improve identification of USSR passport holders who has not received any other citizenship. About 26,400 new USSR passport holders residing on the territory of the country were revealed during the reporting period.

In 2011, UNHCR jointly with Passport Departments conducted series of trainings/seminars for staff of SRS, Ministry of Labour, Migration and Employment, NGOs and local authorities. The main purpose of the trainings was to unify approaches in implementation of provisions of the Citizenship Law and different instructions on issuance of ID documents (passports, residence permits, kairylman status certificates) as well as to discuss possible solutions for documentation of stateless persons.

As one of steps forward towards realization of the National Action Plan on the Prevention and Reduction of Statelessness in the Kyrgyz Republic, which was reviewed and reinforced during the second meeting of the High-Level Steering Committee on 6 June 2011, the State Registration Service (SRS) adopted a new Civil Status Registration Instructions in the Kyrgyz Republic (entered into force on 21 July 2011). According to para 25 of the Instructions Civil Registry Offices (ZAGS) have to register birth of children of foreign nationals or stateless persons on the same conditions as children of Kyrgyzstan nationals if parents are legally living in Kyrgyzstan. All staff of ZAGS have been instructed to register birth of any child if a parent has any valid ID document and at least residence registration (so called propiska). Although the Instructions do not provide universal solution for registration of all children born in Kyrgyzstan (for instance if both parents have no ID) and there is some margin of discretion to apply the provisions, the improvement of the national legislation and administrative practice is evident and could serve as good bases for further developments in the nearest future. The authorities started to review the Child Code of the Kyrgyz Republic in 2011. UNHCR has provided its proposal to include provision that every child born in

Kyrgyzstan should be registered and issued with a birth certificate regardless of any other circumstances.

In order to increase birth registration rate (which is evidently low in remote/rural areas) as part of the informational campaign on prevention of statelessness UNHCR Kyrgyzstan jointly with the Civil Registration Department of SRS developed and produced video and audio spots to encourage population of Kyrgyzstan to register birth of their children. At the same time ZAGS were provided with technical support in terms of furniture, office equipment etc.

- Explain, if relevant, delays in programme implementation, the nature of the constraints, actions taken to mitigate future delays and lessons learned in the process.

Unfortunately the elections of a new President, subsequent resignation of the Government, creation of a new coalition in the Parliament, development of a new structure of the Government and restructuring of the Parliament's Committees in 2011 have not allowed to archive final decision of the authorities on the accession to the Statelessness Conventions.

- List the key partnerships and collaborations, and explain how such relationships impact on the achievement of results.

UNHCR closely cooperated with the main relevant national authorities, such as Citizenship Commission under the President of the Kyrgyz Republic and the State Registration Service, civil society and persons of concern on matters relating to the reduction and prevention of statelessness and protection of stateless persons. Individual legal assistance to stateless persons was extended through a network of NGOs both in the North and the South of Kyrgyzstan (the main NGO partners are Legal Clinic Adilet, Centre for International Protection, Ferghana Valley Lawyers without Borders), while without capacitating the national authorities it would not be possible to achieve any progress in providing Kyrgyz citizenship and social, political and economic rights to beneficiaries.

- Other highlights and cross-cutting issues pertinent to the results being reported on.

Most of the stateless persons are women and minors who find themselves in a particular vulnerable situation. By assisting stateless persons to receive Kyrgyz citizenship UNHCR tries to help women and children in addressing a number of their legal and social problems.

- Provide an assessment of the programme based on performance indicators as per approved programme document using the template in Section VI, providing clear evidence on the linkages of outputs and outcomes achieved, if applicable.
- Qualitative assessment of overall achievement with reference to the applicable strategic results indicator.

In 2011, UNHCR jointly with its partners continued assisting the Kyrgyz authorities to develop a proactive mechanism to identify stateless persons, make beneficiaries aware of their rights and duties, and facilitate their access to obtain citizenship documentation of the Kyrgyz Republic. As a result of UNHCR's support to a network of local NGOs and government counterparts the number of identified stateless persons in the country was decreased by 8,463 persons. At the same time UNHCR's capacity building activities (like provision of technical support, advises, trainings) allowed the State Registration Service to improve identification of USSR passport holders who have not received any other citizenship. About 26,400 new USSR passport holders residing on the territory of the country were revealed during the reporting period. Improvement of the national

legislation and administrative practice can also be noted as a positive development in 2011. It is now allowed to register birth of children of foreign nationals or stateless persons on the same conditions as children of Kyrgyz nationals if parents are legally living in Kyrgyzstan.

V. Future Work Plan (if applicable)

- Summarize the projected activities and expenditures for the following reporting period (1 January-31 December 2011), using the lessons learned during the previous reporting period, including outputs that were not achieved in 2011.
 - a) Continue promotion of accession of the Kyrgyz Republic to the 1954 and 1961 Statelessness Conventions
 - b) UNHCR will capacitate the inter-Ministerial and –agency Expert Working Group to develop by-laws, instructions and other instruments for the identification of and expedite processing of stateless persons’ citizenship applications.
 - c) UNHCR will build the capacity of the State Registration Service to collect and process citizenship applications of stateless persons as well as restore ID documents destroyed as a result of June 2010 events. This will be achieved through provision of funds to cover temporary additional staff costs, workshops and orientation for new staff and technical assistance to the passport tables to process increased number applications.
 - d) UNHCR will support NGOs in assisting local authorities and stateless persons in understanding the problem and in collecting necessary documents for citizenship applications and in submitting them to local passport tables. In order to do this NGOs will be trained and funded to make payments for various minor fees that are linked to preparation and submission of claim. The project will also cover travel costs for NGOs to visit remote communities to assist stateless persons there.
 - e) The National Statistics Committee will receive limited support to analyse the 2009 Census with regards to citizenship problems and update it on regular bases while NGOs will be supported to conduct further surveys/identification of the problem in throughout the country.
 - f) The Citizenship Commission under the President will receive limited technical support (temporary staff, equipment, utilities) to process and decide on an increasing number of citizenship claims.
 - g) Stateless persons will be made aware of their rights, duties and relevant procedures including through annual awareness raising campaigns conducted by professional PI agencies in mass media.
- Indicate any major adjustments in strategies, targets or key outcomes and outputs planned in 2011.
N/a

VI. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
Outcome 1 ⁷ Prevention and reduction of statelessness in Kyrgyzstan							
Output 1.1 Prevention of statelessness strengthened	Indicator 1.1.1 Extent administrative arrangements effectively prevent statelessness	60%	80%	80%			
	Indicator 1.1.2 Extent nationality legal framework consistent with international standards	80%	95%	95%			
	Indicator 1.1.3 # of workshops, meetings, conferences organized	n/a	18	36			
Output 1.2 Greater reduction of statelessness is achieved	Indicator 1.2.1 % of stateless persons for whom nationality	2%	30%	38%			

⁷ For PBF: Either country relevant or PMP specific.

	granted or confirmed						
	Indicator 1.2.2 # of persons assisted with acquisition/ confirmation of nationality	n/a	6,000	8,463			
	Indicator 1.2.3 # of persons receiving information on access to nationality produced & disseminated	n/a	1,950	2,600			