COMBINED PROJECT INFORMATION DOCUMENTS / INTEGRATED SAFEGUARDS DATA SHEET (PID/ISDS)
APPRAISAL STAGE

Report No.: PIDISDSA18484

Date Prepared/Updated: 13-Nov-2016

I. BASIC INFORMATION

A. Basic Project Data

Country:	Kyrgyz Republic	**Project ID:**	P155148
		Parent Project ID (if any):	
Project Name:	Capacity Building in Public Financial Management 2 (P155148)		
Region:	EUROPE AND CENTRAL ASIA		
Estimated Appraisal Date:		**Estimated Board Date:**	05-Dec-2016
Practice Area (Lead):	Governance	**Lending Instrument:**	Investment Project Financing
Borrower(s):	Ministry of Finance		
Implementing Agency:	Project Implementation Unit, Ministry of Finance		
Financing (in USD Million)			
Financing Source			**Amount**
Borrower			0.00
Free-standing Single Purpose Trust Fund			6.00
Financing Gap			0.00
Total Project Cost			6.00
Environmental Category:	C - Not Required		
Appraisal Review Decision (from Decision Note):	The review did authorize the team to appraise and negotiate		
Other Decision:			
Is this a Repeater project?	No		

B. Introduction and Context

Country Context

1. The Kyrgyz Republic is a lower-middle income country with a population estimated at 5.96 million people and a Gross Domestic Product (GDP) of USD 6.6 billion, its GNI per capita is USD 1, 170 as of 2015. Almost two-thirds of the population live in isolated rural and mountainous areas. The Kyrgyz Republic➢(s economy is characterized by significant informality, reliance on agriculture, extractives and remittances. After a sudden surge in GDP growth to 10 percent in 2013, growth slowed to 4 percent in 2014 and is estimated to reach 3.5 percent in 2015, driven by a good agricultural harvest on the production side and net exports on the expenditure side. Recession in the Russian Federation in 2015 has led to a downward revision of Kyrgyz growth forecast to 3.4 percent for 2016 and 3.1 percent 2017 and has cut Kyrgyz remittance flows by 25 percent in US dollar terms. External trade deteriorated mainly due to the economic slowdown of major trading partners➢(Russia and Kazakhstan. Achievement of government forecasted growth rates of 5 percent or more will require sound macroeconomic policies, increased efficiency of public spending, increases in revenues from state owned enterprises and the development of a vibrant private sector.

2. The fiscal deficit fell from 3.9 percent to 3 percent of GDP in 2014-2015, as weaker than expected tax proceeds and higher recurrent spending were more than offset by an increase in non-tax revenues. The decrease in tax revenues by 0.5 percentage point of GDP in 2015 was mostly on account of weaker regional trade. However, this was more than offset by an increase in non-tax revenues, including a large one-off mining license sale, the sale of radio frequencies and high profit transfers from the National Bank. As a result, total revenues including grants increased from 34.4 percent to 34.9 percent of GDP in 2014-2015. At the same time, recurrent spending grew from 29.3 percent in 2014 to 30.6 percent of GDP, reflecting increased wages for teachers and higher spending on goods and services. Capital spending declined because of a slower than anticipated implementation of public investment projects financed by foreign loans albeit remained fairly high at 7.3 percent of GDP. Despite the improvement in fiscal balances, the public debt-to-GDP ratio deteriorated from 53.6 percent in 2014 to 68.3 percent in 2015, mainly due to the depreciation of the exchange rate.

Sectoral and institutional Context

1.Implementation of a modern public financial management system has been tracked through Public Expenditure and Financial Accountability (PEFA) assessments, with a baseline in 2009 and follow-up in 2014. PEFA results highlight significant improvements in budget credibility, budget predictability, control over budget execution, accounting, and reporting, and in external scrutiny and audit over the period 2009 to 2014, while ratings for budget comprehensiveness and transparency and policy alignment of budgets have not changed. The Open Budget Survey presents a somewhat more optimistic assessment of progress in the area of fiscal transparency than the PEFA with the Kyrgyz Republic➢(s OBI score increased from 20 in 2012 to 54 in 2014, which is slightly above a global average score of 45.

2. The performance of the country➢(s PFM system is mixed when comparing PEFA ratings for the Europe and Central Asia (ECA) and the Central Asian peers alone. Kyrgyz Republic lags ECA and its neighbors in Central Asia on budget credibility, budget comprehensiveness and transparency. PEFA for policy-based budgeting, budget and predictability and control in budget execution are slightly lower than the ECA region. The Kyrgyz Republic shows slightly better performance in accounting, recording and reporting and in external scrutiny and audit than ECA and Central Asian peers.

3. The PEFA ratings for broad PFM areas mask uneven progress across elements of the PFM system. Budget credibility has improved for aggregate revenue and expenditure out-turn but remained weak for the composition of expenditure. Deviations of aggregate expenditure out-turn

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compared to the original approved budget have declined and revenue forecasting has improved. The extent of variance in the composition of expenditure by function has not improved: budget composition still changes significantly during implementation.

4. Transparency in taxpayer obligations and effectiveness of tax administration have improved significantly. The updated Tax Code has reduced the number of taxes and required returns and simplified procedures for taxpayer compliance. Information for taxpayers is available at the State Tax Service (STS) website and at one-stop shops. The STS has unified taxpayer registers in one database which is linked to business and social contribution registration databases. STS has also started to conduct risk-based tax audits to more effectively target high risk taxpayers.

5. An automated Treasury Budget Information System has enabled improvements in budget predictability and execution through proper monitoring and cash planning. This system registers all expenditure and revenue transactions in real time and prevents the execution of any payment which is not provided for in the budget. The MOF has put in place arrangements for monitoring and control of public debt, with full monthly reporting of stocks and flows of both external and domestic debt. The Government undertakes borrowing now only on concessional terms and within a limit of 60 percent of GDP for the nominal value of outstanding external debt as stipulated in the law. Furthermore, the Government does not provide new guarantees for borrowing by SOEs or local governments. However, systems still need to be put in place to manage the public debt portfolio and keep track of payment arrears.

6. The timeliness and coverage of financial reporting have improved significantly. The automated Treasury system generates two reports which, taken together, provide full information on revenues and expenditures of each individual budgetary organization including primary service delivery units such as schools and health clinics. Each budgetary organization produces a monthly expenditure report and submits it to the Treasury before end of the following month. Treasury generates a set of annual financial statements and relevant annexes covering the central government budget. The statements provide comprehensive information that includes revenues, expenditures, financial assets and liabilities, and non-financial assets.

7. The Chamber of Accounts has made progress in strengthening external audit. The 2012 and 2013 reports of the Chamber of Accounts provide evidence of the follow-up on audit recommendations: the 2013 report indicates that out of 1,447 recommendations arising from the 2012 audit 657 (45.4 percent) were fully implemented, 278 (19.2 percent) partially implemented, 157 (10.9 per cent) were not immediately applicable and 355 (24.5 per cent) were not implemented. The Chamber of Accounts is preparing its medium-term development Strategy for 2016-2020. Parliament➢(s Budget Committee and Finance Committee and specialized committees have strengthened their hearings on key findings resulting from this examination and timeliness of the issuance of recommended actions. The executive has also implemented the recommendations issued by the legislature in a timely manner.

8. Significant improvements have been made in improving public procurement. In April 2015 the Parliament enacted a new Public Procurement Law (PPL) which was developed in line with international practice with the Bank support. The PPL has introduced modern procurement methods and enhanced disclosure of procurement information and data. The Government reorganized the Public Procurement Department (PPD) under the MOF into a regulatory body in 2014. The MOF developed e-procurement portal and e-Government Procurement (e-GP) with the support of the Asian Development Bank (ADB). The Bank together with the ADB and other development partners conducted a Country Procurement Status Review (CPSR) in Feb 2012. As a follow up to the CPSR, the PPD is preparing a five year Public Procurement Strategy for 2016-2020. Increasingly, the Chamber of Accounts has been involved in the audit of contracts.

9. The MOF has committed to the implementation of International Public Sector Accounting Standards (IPSAS). The Government has already reflected IPSAS reforms in legislation and regulations. The Bank is assisting the Government to conduct Gap Analysis of the national accounting legislation and review of IPSAS practices in seven government and self-government entities. The Gap Assessment will inform development of the Strategy for implementation of simplified national accounting standards in public sector (KRPSAS) and of the outline KPRSAS and Chart of Accounts. Further implementation of KRPSAS reforms is a major challenge for the Government in the medium term.

10. Recent improvements in the Kyrgyz Republic➢(s OBI are attributed to the publication of eight key budget documents tracked in the OBI and engagement with the public during budget preparation. The Government regularly prepares a summary of the main elements of the budget for civil society and holds public hearings on the draft budget on an annual basis. In order to enhance transparency and ensure that citizens can exercise the right to access information held by public bodies, the MOF has launched a web site www.okmot.kg, which includes such portals as "Open Budget", "Electronic Public Procurement" and "Economic Map". Transparency could be further strengthened by simplifying budget materials and presenting them in a more user-friendly format.

11. The Government has prepared a methodological and regulatory framework for program budgeting, including a roll-out of program classification for expenditures and mechanisms for monitoring program performance. In particular, the Budget Circular covers program budgeting as well as other aspects of budget preparation. The MOF has issued instructions for setting performance indicators, which will potentially make possible the measurement of progress toward defined objectives. Coverage of government agencies involved in program budgeting was extended to twenty sectoral development strategies in the Medium-Term Budgetary Framework (MTBF) for 2015-2017. However, program budgeting is still not used for budget decision making, budgets do not reflect program costs and their results orientation is still weak.

12. Medium-term fiscal planning has been at the core of PFM reforms since 2009 but with little sign of real progress. Ministries and agencies are required to provide detailed figures for the two out-years based on administrative, economic, functional, and sub-functional classifications. However, there is little evidence that forward estimates inform budget allocation when the budget is prepared the following year. Investment planning remains fragmented, with inadequate links to the planning of current expenditure. Furthermore, sector strategies lack objectives to be attained within specified timescales or resou rce allocations.

13. Stable fiscal planning has proved difficult because priority is given to protected expenditure (government employees' salaries, social benefits) rather than to public service priorities. The consequence has been continuing changes in the functional breakdown of government expenditure between budget estimates and actual out-turn. Large in-year changes in the composition of expenditure and the absence of any continuity in medium-term expenditure planning highlight difficulties in effective expenditure planning.

14. The regulatory framework for PFM reforms is embodied in the Budget Code approved in May 2016. The Code replaces the Law on the Main Budget Principles and the Law on Treasury and is intended to establish a framework for budget management that reflects international practice.

15. Notwithstanding the improvements in financial reporting and accounting, the current automated financial management information system (FMIS) has a number of shortcomings. These include use of paper-based instructions from the Treasury to the National Bank of the Kyrgyz Republic for payments, lack of effective commitment controls and reporting on arrears and lack of centralized control of payroll. A long-running project to establish a Treasury

Management Information System (TMIS), which would have linked budget preparation, budget execution, commitment control, payments and a Human Resources Management Information System was eventually cancelled in November 2013. Solutions currently under review include purchasing a new FMIS or further developing the current Treasury Budget Information System developed in-house by the MOF, which covers budget execution, reporting and accounting but lacks a budget preparation module and is not connected to the payments process. The Government of Turkey has committed to provide financing for the development of the FMIS.

16. Development of technical and managerial skills needed to support the modern PFM system remains a long-term challenge. The MOF Training Center undertakes Government-wide training activities in support of the reforms. The Center has developed a Strategy for Distance Learning and implemented the 2013-2014 training plan. At least 20 managers, 50 senior staff, and more than 2,000 PFM system personnel were trained during 2010-2015. However, training needs of the Parliament, in particular of the Parliament Apparatus (e.g. Budget Committee), and of the Government Apparatus (e.g. Finance Division) have not been addressed systematically. Parliamentary discussions on the Budget Code and annual budgets indicate the need for technical training of all branches of power in the area of PFM. Similar concern arises about technical capacity of local governments and parliaments.

17. Since 2012 the Kyrgyz Republic has two levels of Government, each with its own budget. There are now 484 local authorities, made up of 453 essentially village governments and 31 urban authorities, including major cities of Bishkek and Osh. Local authorities receive 50 percent of the income tax and sales tax collected in their jurisdiction. They also receive equalization grants, development grants and grants to cover unfunded mandates, which could emerge due to decisions made at the central level. The transfer of financial resources is essentially rules based. However, the formulae for equalization grants is complicated and development grants benefit relatively prosperous localities. In addition expenditure assignments are not clearly delineated and adequately reflected in legislation and instructions. The authorities plan to develop and implement a medium term strategy for reform of intergovernmental fiscal relations.

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C. Proposed Development Objective(s)

Development Objective(s)

The Project Development Objective (PDO) is to improve budget predictability, control and transparency in the Kyrgyz Republic.

Key Results

1. The following proposed results will allow tracking progress towards achievement of the PDO. These results are focused on addressing persistent weaknesses, such as the lack of budget credibility and fiscal transparency, in the Kyrgyz PFM system as identified in the recent PEFA Assessment.

2. Decreased variance in the composition of expenditure out-turn (predictability). The Project will support implementation of enhanced budget procedures for the preparation and execution of the annual budget and reforms pertaining to medium term fiscal planning and program budgeting. It is expected that these reform measures will reduce variance in expenditure out-turns. According to the 2015 PEFA Assessment, variance in expenditure composition exceeded 15 percent in two of the last three years.

3. Diminished stock of expenditure payment arrears at the central government level (control). As a result of enhancing the Treasury System and PFM processes, it is expected that the stock of outstanding expenditure payment arrears will decline. The 2015 PEFA Assessment

estimates that arrears are in excess of 2 percent of total central government spending.
4. Reduced share of unreported extra-budgetary operations in central government expenditure (transparency). The Project will assist in expanding the coverage of the central government operations through incorporation of the Social Fund operations into Treasury Single Account (TSA). According to the 2015 PEFA Assessment, unreported extra-budgetary operations significantly exceed 10 percent of total central government spending.

D. Project Description

1. The PFM Reform Action Plan approved by the President in 2009 initially covered the period 2009-2013. The Action Plan was updated for 2012-2015 and is currently undergoing further review and transformation into a more comprehensive PFM Reform Strategy for 2016-2025. An integral part of the Strategy is the PFM Action Plan for 2016-2019, which covers a wide range of measures aimed at strengthening budget preparation and execution, accounting, auditing and fiscal transparency, as well as improving public debt management, revenue administration, intergovernmental fiscal relations and transfers, public procurement procedures and public investment management. Complementing the PFM Action Plan, the Government has also adopted a Strategy for Developing Corporate Financial Reporting and Audit in the Kyrgyz Republic for 2014-2020. The project will support the PFM Reform Strategy for 2016-2025 and the PFM Action Plan for 2016-2019 and comprises six interrelated and mutually supportive components. At a higher level, the project will support the Kyrgyz Republic National Sustainable Development Strategy for 2013-2017, which adopts improved governance and strengthening accountability and transparency in the management of public assets and finances as a unifying theme.
2. The Project comprises five Recipient- executed Components and one Bank-executed Component. The Components identify the broad areas of focus for CBPFM II. Specific activities will be adjusted in line with changing Government priorities and progress in implementation through the annual work planning process.
3. Component 1 Fiscal Planning and Budget Preparation. The Component will fund provision of technical assistance to the MOF to enhance the legislative framework for PFM, to strengthen Medium-Term Budgetary Framework and revenue forecasting, to implement program budgeting reforms, improvements in public investment management and budget transparency and institutionalize budget hearings.
4. Component 2 Expenditure Control and Reporting. The Component will finance technical assistance and capacity building related to: legislation and instructions related to incorporation of the Social Fund into the single treasury account; enhancement of the Treasury and a Financial Management Information System (FMIS) to support public debt management and payroll management; and public procurement policy and procedures; implementation of the simplified national accounting standards (KRPSAS) based on International Public Sector Accounting Standards (IPSAS) and enhancement of a Chart of Accounts; design and implementation of internal control system, including development of a certification program of Internal Auditors.
5. Component 3 Intergovernmental Fiscal Relations and Sub-National PFM. The Component will fund technical assistance and capacity building related to: improvements in the system of intergovernmental fiscal relations, including analysis of expenditure assignments, equalization mechanisms, impact of budgetary loans and incentive grants on equalization, simplification of equalization formulae and improvements in tax capacity assessments; preparation of a medium-term strategic document on intergovernmental fiscal relations; and implementation of a methodology for monitoring and evaluation of PFM quality at the sub-

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national level, including conduct of two sub-national PEFA assessments at the beginning and at the end of the Project.

6. Component 4 Strengthening Human Resource Management and Capacity Building. The Component will finance technical assistance, capacity building and acquisition of equipment related to: preparation and implementation of the Human Resource Strategy for 2012-6-2019, development and deployment of a change management program to support the new PFM Strategy and Treasury automation; development and delivery of core PFM training courses based mostly on distance-learning PFM modules, including on-line learning modules; development of an analytical function in the MOF; and development of parliamentary staff and parliamentarians➢(capacity to exercise their oversight function.

7. Component 5 Project Management. This Component will finance technical assistance, capacity building and operational expenses, including project supervision, monitoring and evaluation, reporting, procurement, financial management activities of the Project Implementation Unit (PIU). The monitoring framework under the project provides for the implementation of a PEFA assessment at the end of the Project.

Component Name

Fiscal Planning and Budget Preparation

Comments (optional)

Component Name

Expenditure Control and Reporting

Comments (optional)

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Component Name

Intergovernmental Fiscal Relations and Sub-National PFM

Comments (optional)

Component Name

Strengthening Human Resource Management and Capacity Building in PFM

Comments (optional)

Component Name

Project Management

Comments (optional)

E. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

F. Environmental and Social Safeguards Specialists

II. Implementation

Institutional and Implementation Arrangements

1. A Multi-Donor Trust Fund will be established as a joint initiative of SECO, EC, DFID and the World Bank. The World Bank will administer the MDTF. The MDTF will have Recipient and Bank-executed windows. The recipient executed window will finance Components 1-5. The Bank-executed window will finance support to the Government Apparatus, Chamber of Accounts, and Project Implementation Support by the Bank.
2. CBPFM II will be implemented by the Ministry of Finance. The Deputy Finance Minister will be the Project Director, responsible for project implementation and accountable for project performance.
3. A Project Board will set the Project➢❨ s strategic direction. The Project Board functioned effectively under the CBPFM I Project and both the authorities and the donors wish to continue this arrangement. Membership of the Project Board will include: the Minister of Finance (chair); State Secretary of the Ministry of Finance; Deputy Minister of Finance (Project Director); and one representative from each of the MDTF donors (SECO, DFID, EC). Representatives of the National Parliament, Chamber of Accounts, Government Apparatus, local parliaments/governments, Public Supervisory Board of the MOF and the World Bank will participate in the Project Board discussions as observers. The Project Board will approve the annual work program and any adjustments in the scope of the project and its results framework.
4. The Technical Expert Panel will serve as a discussion forum and source of advice. Membership of the Technical Expert Panel will include: the Project Director (chair); key specialists from the MOF related to all components of the Project; key specialists from the Project consultants, the World Bank and MDTF donors; and other key specialists in the Kyrgyz Republic working on PFM related topics (including the IMF).
5. The Ministry of Finance will be Implementing Agency as the grant recipient for Recipient Executed TF and responsible for implementation of the ➢❨ Project➢❨ . The Deputy Finance Minister will be formally given responsibility for project implementation on behalf of the Ministry of Finance, by order of the Minister of Finance. The Deputy Minister will delegate day-to-day implementation of the Project to the CBPFM II Head of the PIU.
6. Within the Ministry of Finance a PFM reform working group, headed by the relevant Deputy Finance Minister in charge of a PFM reform with participation of representatives of other MOF departments was established. Such structure facilitates cooperation and communication on PFM reform issues across MOF departments. The Project Board provides project progress reports to MOF working group and to the PFM reform committee, established under the Government resolution.
7. The Project Implementation Unit in the Ministry of Finance (which provided support for the CBPFM I Project) will be responsible for procurement, financial management and disbursement, and all monitoring and reporting related to the CBPFM II➢❨ s recipient-executed activities. The PIU will implement all activities in accordance with the Project Operational Manual (POM), relevant regulations of the World Bank and the Ministry of Finance and the law of the Kyrgyz Republic.
8. The Bank will provide implementation support to the Project according to its rules for managing Bank Executed TFs and Advisory Services and Analytics (ASA). Each agency, based on duties and responsibilities of their staff, will assign respective focal points who will lead and coordinate project activities.

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III. Safeguard Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

IV. Key Safeguard Policy Issues and Their Management

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

1. The Project does not include activities which might cause social risks or negatively affect the general population and no differential impact for female beneficiaries were identified. The Project will benefit citizens of the Kyrgyz Republic by supporting budget predictability, control and transparency and thus facilitating pubic service delivery. The project does not support any activities that may result in the reduction in staffing levels. However, there may be staff redeployment as a result or organizational restructuring and changes in budget processes.
2. The Project does not trigger any World Bank environmental safeguard policies. Therefore, the Project has been assigned a Category C in accordance with the World Bank safeguard policy OP/BP/GP 4/01.
3. The Project is limited to the provision of technical assistance and will not have any negative environmental impact.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

There are no such potential indirect and/or long term impacts due to anticipated activities in the project area.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

No adverse impact is envisaged.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

Safeguard policy issues are not triggered.
5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
Safeguard policy issues are not triggered.

B. Disclosure Requirements

If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/ Audit/or EMP.
If in-country disclosure of any of the above documents is not expected, please explain why:
There are no such triggers.

C. Compliance Monitoring Indicators at the Corporate Level

The World Bank Policy on Disclosure of Information	
Have relevant safeguard policies documents been sent to the World Bank's Infoshop?	Yes [ ] No [ ] NA [×]
Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?	Yes [ ] No [ ] NA [×]
All Safeguard Policies	
Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?	Yes [ ] No [ ] NA [×]
Have costs related to safeguard policy measures been included in the project cost?	Yes [ ] No [ ] NA [×]
Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?	Yes [ ] No [ ] NA [×]
Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?	Yes [ ] No [ ] NA [×]

V. Contact point

World Bank
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Borrower/Client/Recipient
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VI. For more information contact:

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VII. Approval

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Approved By		
Safeguards Advisor:	Name: Nina Chee (SA)	Date: 16-Nov-2016
Practice Manager/ Manager:	Name: Adrian Fozzard (PMGR)	Date: 16-Nov-2016
Country Director:	Name: Jean-Michel Happi (CD)	Date: 17-Nov-2016