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Independent Office of Evaluation

Kyrgyz Republic

COUNTRY STRATEGY AND PROGRAMME EVALUATION

Kyrgyz Republic

Country strategy and programme evaluation

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Photos of activities supported by IFAD-supported projects and programmes in the Kyrgyz Republic

Front cover and back cover, left: IFAD has supported pasture development and veterinary services in Kyrgyzstan, enabling livelihoods of pastoral communities. ©IFAD/Fumiko Nakai

Back cover, right: A woman sewing, At-Bashay village, Naryn Region. IFAD has supported women to start small businesses as a means of diversifying their livelihoods in Kyrgyzstan. ©IFAD/Dariga Zhanaburshinova

Foreword

The Independent Office of Evaluation of IFAD undertook a country strategy and programme evaluation in Kyrgyzstan in 2022 to assess the results and performance of the IFAD country programme and to generate findings and recommendations to guide the future partnership between IFAD and the Government.

Over the evaluation period (between 2009 and mid-2022), IFAD has consistently supported the livestock sector, in particular relating to improved pasture governance and management and veterinary services. Project interventions were strategic and comprehensive, encompassing policy, legislative and institutional frameworks as well as field-level activities, which were effectively implemented through multiple partners. Overall, the achievements in these areas were significant.

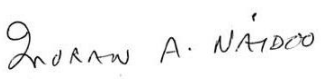
Notable results on the ground included improved veterinary services, reduced incidence of animal (and human) diseases, and better access to remote pastures. The impact on institutions and policies was also far-reaching, such as the advancement of community-based pasture management and the enabling framework for private veterinary service provision: indeed, Kyrgyzstan is generally considered a pioneer in the region in both aspects. IFAD's support, in effective collaboration and coordination with other partners, made a visible contribution to such progress in the country.

At the same time, while the support by IFAD and other partners has facilitated a more balanced use of pasture ecosystems with seasonal rotation, this has not been sufficient to reverse – or even to halt – deterioration of pasture productivity, also due to increasing numbers of grazing animals. Pasture improvement and sustainable management did not receive adequate attention, in contrast to the expansion of accessible pastures. Market and value chain development support lacked clarity on how the interventions could leverage investments for poverty impact, rather than subsidizing the private sector operations which were ongoing or would have occurred without the projects.

Furthermore, the poverty and gender focus has generally been weak in the investment portfolio. Although community-based pasture management and veterinary services support were inclusive and extensive, in the absence of targeted measures, poor and disadvantaged households with fewer animals benefited less than wealthier households with a larger livestock ownership. Despite the successful introduction of an innovative gender approach under a grant programme on a small scale, this experience was not incorporated into the IFAD portfolio in a timely manner, while it was being scaled up by other development partners.

This evaluation recommends that IFAD and the Government revisit the strategic thrusts – a mix of thematic, sectoral and geographical focuses – of the country programme with a view to strengthening the poverty focus. It is also vital that the achievements in pasture management and veterinary services be consolidated, with due attention to sustainability.

This evaluation report includes the Agreement at Completion Point, which contains the evaluation's main recommendations and proposed follow-up actions, as agreed by the Government and IFAD. I hope that the results of this independent evaluation will be useful in strengthening IFAD's partnership with the Government of the Kyrgyz Republic for inclusive and sustainable rural development and poverty reduction.



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The evaluation drew on the inputs of several IOE colleagues, who reviewed and commented on the draft report prior to its finalization. Fabrizio Felloni, Deputy Director, IOE, provided quality enhancement comments at key stages of the evaluation, under the overall guidance of Indran A. Naidoo, Director, IOE.

IOE is grateful to IFAD's Programme Management Department – in particular, the Near East, North Africa and Europe Division – for its collaboration on this evaluation. IOE also takes the opportunity to express its appreciation to the Government of the Kyrgyz Republic and other partners for their support and cooperation during the evaluation process.

Contents

Annexes

Currency equivalent, weights and measures

Currency equivalent

Currency unit	= KGS (Kyrgyz Som)
US$1.0	= approximately KGS 43 (2009)
US$1.0	= approximately KGS 64 (2015), KGS 70 (2016) and KGS 85 (2022)

Weights and measures

1 Kilogram = 1,000 g
1,000 kg = 2.204 lb.
1 kilometre (km) = 0.62 mile
1 metre = 1.09 yards
1 square metre = 10.76 square feet
1 acre = 0.405 hectare
1 hectare = 2.47 acres

Abbreviations and acronyms

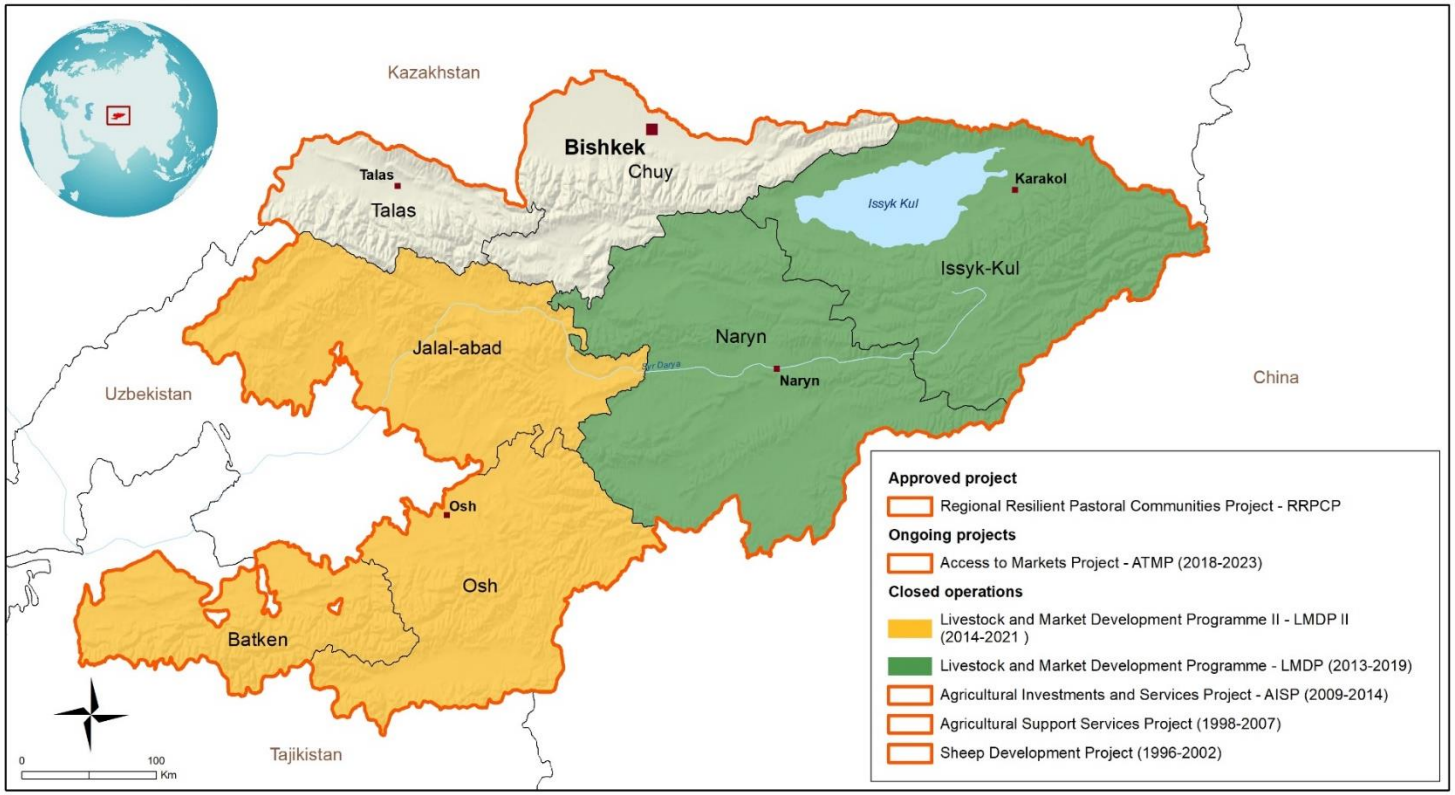
ADB	Asian Development Bank
AFA	Asian Farmers Association for Sustainable Rural Development
AHSC	animal health subcommittees
AI	artificial insemination
AISP	Agricultural Investments and Services Project
APIU	Agricultural Projects Implementation Unit
ARIS	Community Development and Investment Agency
ASSP	Agricultural Support Services Project
ATMP	Access to Markets Project
BALI	Business Action Learning for Innovation
CDA	Community Development Alliance
CIS	Commonwealth of Independent States
COSOP	country strategic opportunities paper/programme
CSF	Community Seed Fund
CSPE	country strategy and programme evaluation
EAEU	Eurasian Economic Union
EO4SD CR	Earth Observation for Sustainable Development
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GALS	Gender Action Learning System
GDP	gross domestic product
GHG	greenhouse gas
GNI	gross national income
GTZ/GIZ	German Technical Cooperation Agency/Corporation
HDI	Human Development Index
IOE	Independent Office of Evaluation of IFAD
JICA	Japan International Cooperation Agency
JP-RWEE	Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women
KAFLU	Kyrgyz Association of Forest and Land Users
KNAU	Kyrgyz National Agrarian University
KSRLPI	Kyrgyz Scientific and Research Livestock and Pasture Institute
KSRVI	Kyrgyz Scientific Research Veterinary Institute
LMDP I	Livestock and Market Development Programme
LMDP II	Livestock and Market Development Programme II
LMDPs	LMDP I and LMDP II
M&E	monitoring and evaluation

MTR	midterm review
NSC	National Statistical Committee of the Kyrgyz Republic
NSDS	National Sustainable Development Strategy
ODA	Official Development Assistance
OIE	World Organization for Animal Health
PC	pasture committee
PCR	project completion report
PLMIP	Pasture and Livestock Management Improvement Project (World Bank-funded)
PPA	project performance assessment
PUU	pasture user union
RAS	rural advisory service
RIA	Research and Impact Assessment Division (of IFAD)
RKDF	Russia-Kyrgyz Development Fund
RRPCP	Regional Resilient Pastoral Communities Project
SAEPF	State Agency for Environment Protection and Forestry
SDG	Sustainable Development Goal
USAID	U.S. Agency for International Development
WFP	World Food Programme

Glossary

ayil aymak	rural municipality
ayil kenesh	rural municipality council
ayil okmotu	rural municipality office
Kyrgyz Jayity	A shorter local name used for the National Pasture Users Association of Kyrgyzstan

Map of IFAD-supported operations in the Kyrgyz Republic



IFAD

The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 26-01-2022

Executive summary

A. Background

1. As approved by the Executive Board at its 134th session held in December 2021, the Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) in the Kyrgyz Republic in 2022. The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD country programme; and (ii) generate findings and recommendations to steer the future partnership between IFAD and the Government. The findings, lessons and recommendations are expected to inform the preparation of a new country strategic opportunities programme (COSOP).

2. **Country context.** Kyrgyzstan is a mountainous, landlocked country with a population of 6.6 million, of whom 66 per cent live in rural areas. Upon gaining independence in 1991, Kyrgyzstan implemented a series of structural reforms to make the transition to an open market economy. Following an initial decline during the period 1991 to 1995, the national economy expanded. The gross domestic product per capita (in current United States dollars) increased from US$395 in 1996 to US$1,374 in 2019. Kyrgyzstan experienced two revolutions, in 2005 and 2010.

3. The share of people living below the national poverty line dropped from 62.6 per cent in 2000 to 31.7 per cent in 2009, and to 20.1 per cent in 2019, with a narrowing but still persistent gap between rural and urban areas. Remittances have played an important role in reducing poverty. The COVID-19 pandemic reversed some of the gains made and the poverty rate increased to 25.3 per cent in 2020. Kyrgyzstan has the highest Gender Inequality Index value among the Central Asian countries.

4. After the Soviet era and following attainment of independence in 1991, most of the collective farms were privatized. At present, the agricultural sector is dominated by smallholder farmers and individual entrepreneurs. Livestock is important for rural livelihoods, not only as a source of incomes and food, but also as a safety net and coping mechanism in case of shocks. Livestock production relies mainly on grazing on pastures but the degradation of pasture resources has been a critical issue. In order to promote equitable and sustainable pasture use and management, Kyrgyzstan embarked on a pasture governance reform. With the introduction of the Pasture Law of 2009, the authority to manage pastures was delegated to community associations of pasture users and their pasture committees as executive bodies.

5. **IFAD in Kyrgyzstan.** Kyrgyzstan became a Member State in 1993 and the first IFAD loan was approved in 1995. Since then, seven investment projects have been approved for a total cost of US$254 million, with IFAD financing of US$129 million. The first three projects (approved between 1995 and 2008) were initiated, designed and supervised by the World Bank and IFAD provided cofinancing with a minor role in project conceptualization and implementation support. During the third project (implemented between 2009 and 2014), IFAD increased its involvement. The subsequent projects, mostly in the livestock sector, have been designed and supervised by IFAD directly. The total cost of the five investment projects covered by the CSPE (approved after 2008) is approximately US$210 million. The main project partners have been the Ministry of Agriculture (under which the Agricultural Projects Implementation Unit was established) and the Community Development and Investment Agency (ARIS).

6. After the first country strategic opportunities paper prepared in 1996, there was no such official document until the country strategic note of 2016, which was then followed by a full-fledged COSOP for 2018–2022. IFAD has not had a country office in Kyrgyzstan. Currently, the country director manages the portfolio from the multi-country office in Istanbul. Prior to this, the country director was based in Rome, Italy.

B. Performance of IFAD's country strategy and programme

7. **Relevance** is assessed as satisfactory. IFAD's consistent support in the livestock sector has been highly relevant to the country's priorities and the needs of rural households, many of whom, to a varied extent, depend on livestock and pastures. The interventions in support of pasture management and veterinary services have been comprehensive, encompassing policy and legislative frameworks and field work. At the same time, there has been insufficient attention to improvement and sustainable management of pastures: microprojects planned and implemented through community-level pasture committees tended to focus on infrastructure, machinery and equipment for expanding accessible pastures, rather than on pasture improvement.

8. A shift in the portfolio from production-focused interventions to value chain development was a logical progression, but the interventions were not supported by an adequate approach. There was a lack of consideration on the question of to what extent and how the project support could leverage private investments and associated impacts for the target groups, beyond what would have happened without projects.

9. The project interventions in pasture management and veterinary services have been largely inclusive by their nature and through broad social mobilization efforts. At the same time, the interventions, which focused mainly on the enabling environment for livestock production systems, were not accompanied by adequately targeted measures for the poor and the vulnerable. The absence of a clearly defined poverty focus has become more prominent with market-oriented interventions. The 2018 COSOP basically followed the past and ongoing portfolio and missed an opportunity to strengthen a poverty focus based on a sound diagnostic poverty and livelihoods analysis.

10. **Coherence** is assessed as satisfactory. Over the evaluated period, IFAD has gradually positioned itself as one of the major contributors in the livestock sector, complementing other initiatives. Coordination with other development partners such as the Food and Agriculture Organization of the United Nations (FAO) and the German Agency for International Cooperation (GIZ) has been good, in particular in the areas of pasture management and veterinary services. IFAD-supported interventions have been consistent with the international standards and commitments made by the Government (e.g. climate actions).

11. IFAD's support in Kyrgyzstan has been largely consistent and internally coherent - over time and horizontally, with a main focus on livestock, pasture and animal health. However, there were also cases of delays in cross-fertilization between different interventions, for example in integrating the successful innovative gender approaches introduced in a grant project into the investment portfolio.

12. All sub-domains of the coherence criterion, namely knowledge management, partnership-building and policy engagement, are rated as satisfactory. Around the core thematic areas of pasture management and veterinary services, IFAD mobilized non-project resources and inputs (e.g. IFAD's technical staff, grant resources) and fostered collaboration with other partners to contribute to analytical work, generating and packaging knowledge, and tabling and influencing policy issues (e.g. a study on pasture conditions, support to the Government in updating the Nationally Determined Contribution). In general, IFAD has also stepped up overall collaboration and coordination with other United Nations agencies since around 2020 (e.g. support to the Ministry of Agriculture in relation to the Food Systems Summit in collaboration with the other Rome-based agencies).

13. **Effectiveness** is assessed as moderately satisfactory. On the positive side, important results included improved and more equal access to pastures (e.g. remote pastures, better planned and coordinated access), improved veterinary services and

disease control, and improved food safety through the animal identification system. However, the achievements under the objective on more productive and resilient pastures are mixed: while the resumption of seasonal mobility resulted in a more balanced use of pasture ecosystems, there has been more of a focus on the expansion of accessible pasture than on pasture improvement and sustainable management. Furthermore, there has been limited progress on improved access to markets and diversified livelihoods of pastoral communities.

14. The outreach through support to pasture management and veterinary services has been extensive. The portfolio has covered all rural municipalities and all or most households with grazing livestock have benefited. The estimated outreach in three completed projects was approximately half a million households. Public infrastructure, especially near villages, has brought benefits also to households without livestock. However, with no targeted measures, poor and vulnerable people with only a few animals were benefiting less than those households with larger herds.

15. The IFAD portfolio has incorporated numerous innovations, mostly around pasture governance and private veterinary services (e.g. various practices and approaches relating to community-based pasture management, an early warning system providing weather alerts for pasture users, bringing in youth from disadvantaged households in areas lacking veterinarians on scholarship). Furthermore, a multi-donor multi-country grant programme, the Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women (JP-RWEE) introduced innovations in the form of the Gender Action Learning System (GALS) and Business Action Learning for Innovation (BALI).

16. **Efficiency** is assessed as moderately satisfactory. Business processes in the investment projects have generally been handled efficiently, as in the case of procurement and financial management. Project management cost has been on the low side, which is a positive indication of efficiency – although it was likely under-reported. Timeliness in project start-up after approval varied, with the ongoing project being the worst performing. Some of the efficiency indicators on projects generally and gradually worsened over the evaluation period, in particular disbursement performance and the pace of implementation. Interventions around market initiatives and value chain development support, in particular, have suffered from significant implementation delays.

17. Three completed projects covered by the CSPE are considered to have been economically viable based on the estimated economic internal rate of return, albeit to a lower degree than projected at design. The main driver of economic benefits was increased livestock production, with other benefit streams making limited contributions (e.g. market and value chain initiatives, reduced livestock loss). It should be noted that the increased number of animals was a greater contributing factor to increased production than improved productivity.

18. **Impact** is assessed as moderately satisfactory, with varied achievement in different impact domains. On the positive side, the portfolio had a substantial impact on institutions and policies around the pasture governance reform following the passing of the Pasture Law in 2009, in particular through the strengthening of pasture committees. Impact on the veterinary systems and institutions has also been significant, ranging from the policy and legislative framework (e.g. private services, animal identification) and veterinary education systems, to setting up of the Veterinary Chamber. Strategic collaboration with technical assistance from the World Organization for Animal Health was one of the major success factors.

19. Improved zoonotic disease control has led to improved human capital, with a decrease in human brucellosis and human echinococcus cases. The portfolio had a positive impact on social capital, especially in relation to pasture users' institutions. On the other hand, the efforts to promote cooperation between farmers have not yet produced sustainable results.

20. The evidence indicated increases in overall household incomes and livestock-related incomes. For example, the impact assessment of the Livestock and Market Development Programme II reported an increase in household gross total income compared to the control group, largely driven by an increase in gross income from livestock (to the tune of US$749 per household per year). However, the extent of the project's contribution is unclear due to confounding factors and inconclusive data. While livestock productivity may have improved to some extent, its depth and breadth are not significant, and increased livestock production was driven by a larger number of animals, attributable mainly to remittance inflows that tend to be invested in buying more animals. The contribution to incomes through improved access to markets was insignificant.

21. There is no conclusive evidence of impact on food security and nutrition. The project designs did not articulate pathways to better balanced nutrition. Apparently, it was assumed that increased livestock production and/or increased incomes would lead to increased consumption of meat and dairy products. However, deliberate efforts to improve maternal and child nutrition, particularly efforts targeted to poorer households prone to nutrition deficiency, were largely absent.

22. **Gender equality and women's empowerment** is assessed as moderately unsatisfactory, being the only criterion not in the satisfactory zone in this evaluation. Overall, there was no strategic approach at country programme and project level to promote gender equality and women's empowerment. The 2018 COSOP made only a general mention of awareness-raising, capacity-building for women's groups and quotas for women's participation in pasture committees, in addition to GALS, as "gender targeting strategies".

23. The portfolio did not make adequate efforts to challenge social norms, which have limited women's participation in project activities and decision-making. For example, female membership in pasture committees is generally low, and many in the communities argued that the requirement for pasture committee members to travel to distant pastures made it difficult for women to participate. However, there are also examples of active women leading or participating in the pasture committees' affairs, and even breaking some gender roles. These examples, though limited, indicate that focused efforts are needed to challenge social norms and promote gender-transformative approaches. Women are also relatively absent in technical and professional roles that were supported in the portfolio, such as veterinarians.

24. Inputs and evidence on women's economic empowerment were limited, apart from those on a small scale under grant-funded projects. The most notable gender results were achieved within the framework of the grant-funded joint programme. The GALS and BALI initiatives under JP-RWEE have been highly successful in achieving women's economic and social empowerment. However, they have had limited coverage and the inclusion of GALS in the investment projects has been slow.

25. **Sustainability** is rated as moderately satisfactory. The sustainability prospects for the results of the pasture reform are mixed, with both enabling factors (e.g. the supporting legislative framework, pasture fees and other incomes for pasture committees' activities) and risks and threats (e.g. high turnover of pasture committee leadership, limited willingness to pay for services by pasture advisors, political interference). The likelihood of sustainability with regard to veterinary services is good overall. Farmers' willingness to pay for private veterinary services is a positive indication. However, a shortage of young veterinarians in rural areas and the sustainability of the Veterinary Chamber are also concerns.

26. The portfolio facilitated a more balanced use of pasture ecosystems with seasonal rotation, but this has not been sufficient to reverse – or even to halt – deterioration of pasture productivity over the long term. A study that used satellite image analysis to compare the average pasture conditions between the periods 2000 to 2004 and 2016 to 2020 found a consistent pattern of pasture degradation, and national data

also indicated that productivity of all types of pastures declined between 2009 and 2015. There is a general consensus that a continued and substantial increase in livestock numbers in recent years is the most plausible explanation for this decline. Even though there is a growing awareness of the importance of livestock quality rather than quantity to reduce the pressure on pastures, there was insufficient investment in animal quality improvement (e.g. artificial insemination). Some microprojects by pasture committees piloted pasture restoration measures, including pasture reseeding, fencing and resting. These measures were effective but they were implemented on too small a scale to have any significant effect on the state of the pasture ecosystem. In terms of climate change adaptation, pasture management activities, in particular seasonal rotation, served as an adequate strategy. Environment, natural resource management and climate change adaptation is rated as moderately satisfactory.

27. Under the sustainability criterion, scaling up is rated as satisfactory. Given the investment portfolio with a national coverage, scaling up was in the form of the Government and other partners institutionalizing the approaches and practices promoted. It is worthwhile highlighting that a number of approaches and practices supported by IFAD (and other partners) have been taken up by other countries – in some cases facilitated by IFAD – such as community-based pasture management in Tajikistan. One clear example of successful scaling up by other development partners related to GALS, which as indicated was introduced under JP-RWEE.

C. Performance of partners

28. **IFAD's performance** is rated as satisfactory. Consistent support to the livestock sector over a period of time, long-term engagement with appropriate national institutions and the collaboration with international partners contributed to the portfolio achievements and good performance of non-lending activities – the latter despite the lack of or limited country presence. IFAD's inputs and contributions outside the investment portfolio have also increased in recent years (e.g. for analytical work). On the other hand, the conceptualization of market-oriented intervention had some weaknesses and the poverty focus was generally weak.

29. **Government performance** is rated as moderately satisfactory. The Government's overall support and collaboration for pushing the reform agenda have been crucial. At the same time, government support for the pasture reform has not been consistent, in part because of high turnover among senior government officials, and indications are unclear as to the Government's ownership. Project management and coordination has performed well overall, but became more challenging with value chain development activities.

D. Conclusions

30. Over the evaluation period (2009 to 2021), IFAD has increased its technical leadership in supporting the livestock sector and has successfully fostered partnerships and provided increasing inputs to knowledge management. Interventions around pasture management and veterinary services were comprehensive and encompassed multiple levels, from policy and legislative frameworks, institutional development, research and education at national level, to concrete activities at field level. Different sets of activities with many national partners were mostly well implemented and generated important results on the ground, ranging from access to improved veterinary services and reduced incidence of animal (and human) diseases, to better access to remote pastures and better planned pasture use. Associated with these results were innovations introduced and promoted in collaboration with other partners.

31. The impact on institutions and policies around pasture management and veterinary services is particularly far-reaching, with examples including the advancement of the pasture reform with community-based pasture management, continued

development of legislation related to private veterinary service provision and the regulatory body (the Veterinary Chamber), and university curriculum and continuing education. Kyrgyzstan is considered a pioneer in terms of pasture reform and the privatization of veterinary services in the region. IFAD's support, in effective collaboration and coordination with other international development partners such as FAO, GIZ and the World Organization for Animal Health, made a visible contribution to these achievements in the country.

32. However, there are emerging challenges in the livestock sector that have not been strategically tackled in the country programme and that could undermine the sustainability of the achievements made. Despite the investments and progress made on the pasture reform, there is little evidence that pasture conditions have improved, due to the steadily increasing number of grazing animals. Pasture improvement and sustainable management received less attention than the expansion of accessible pastures. IFAD has provided innovative support to the veterinary education system and new young veterinarians, but the ageing of veterinarians and the resulting shortage of service providers in rural areas represents a significant risk.

33. While the interventions aimed at improved access to pastures and veterinary services were inclusive overall, in the absence of adequately targeted measures for the poorer segments of rural communities, households with fewer animals benefited less than wealthier households with larger herds. There have not been thorough, differentiated poverty and livelihoods analyses. Instead, there was a general premise that most rural households own livestock and therefore most would benefit, without adequate monitoring. Furthermore, despite the good experience with innovative methodologies to support women's economic empowerment under a grant programme, this success did not transcend to the investment portfolio in a timely manner.

34. Support to value chain development has faced numerous challenges and has not been successful to date. Overall, there was a lack of conceptual clarity, especially in terms of additionality – i.e. how the interventions were expected to leverage investments and facilitate pro-poor value chain development, instead of subsidizing operations that were ongoing or would have occurred anyway without the project. Farmer group formation and registration as cooperatives were largely project-driven, even though there is now increased attention to organizational capacity and governance issues.

E. Recommendations

35. **Recommendation 1. Carefully revisit the strategic thrusts, a mix of thematic, sectoral and geographic focus of the country programme with a view to strengthening a poverty focus**. In preparation for the new COSOP, IFAD should conduct a diagnostic analysis of rural poverty and livelihoods. There is a need for a more granular analysis of the socioeconomic situation in the rural areas, in different parts of the country and within certain geographical areas. Based on the poverty and livelihoods analysis, prevailing economic opportunities and constraints, IFAD and the Government should identify appropriate entry points, interventions, commodities or value chains that are the most relevant for the rural poor to sustainably build wealth, diversify livelihoods and build resilience. This may point to continued support for livestock-related interventions but with more targeted measures focusing on poor households, or the need for supporting non-livestock (e.g. crop, off-farm) economic opportunities. IFAD should explore opportunities for pro-poor innovations that may be scaled up.

36. **Recommendation 2. Adopt a strategic approach to pro-poor value chain and cluster development, articulating the additionality and impact pathways for the rural poor.** The focus of IFAD's and the public sector's support should be on how to facilitate the participation of poorer households in priority clusters, for

example by strengthening inclusive multi-stakeholder platforms, or enabling them to improve their productive capacity and practices, or build their business orientation and skills. While better-off and/or more entrepreneurial rural households are not to be excluded, the ways in which their participation would benefit the poor (e.g. job opportunities) should be clarified and properly monitored. Support to farmer groups or cooperatives should be a gradual, demand-driven and organic process based on their understanding of the advantages of being in a group with a clear vision. IFAD should also explore opportunities to facilitate the use of remittance inflows for productive investment in value chains (other than purchasing more animals), which should also contribute to reducing the pressure on pastures.

37. **Recommendation 3. Focus on consolidating the achievements in pasture management and veterinary services and their sustainability.** With important progress made on policy and legislative frameworks and institutional development (e.g. community-based pasture management, private veterinary services), it is crucial to ensure their effective implementation, compliance and enforcement. Strategies need be developed and acted on to address the gaps in a number of areas, such as: promoting more sustainable management of pasture resources; providing disincentives to large herd ownership; ensuring timely payment of pasture fees by all; enforcing the link between registration of veterinarians and their rights to practice and to be contracted to deliver the vaccination programme; enforcing animal health checks for herd movements; and exploring ways to institutionalize the incentives for young veterinarians to work in rural areas. With the growing role of shepherds in all these areas, there should be more attention paid to their training and capacity-building. The importance of securing continuous funding for vaccination and treatment programmes for key animal diseases cannot be overemphasized, as a failure in this regard could jeopardize the progress made.

38. **Recommendation 4. Strengthen the approach to supporting gender equality and women's empowerment**. Activities to address gender inequality need more facilitation and hands-on support in order to overcome the social and gender constraints of the context, including promoting women's economic empowerment in other value chains that go beyond traditional gender roles. The use of quotas for women's participation is insufficient. The successful experience with GALS and BALI under JP-RWEE needs to be considered in the ongoing and future investment portfolio, seeking out cost-effective solutions. Given that the role of women in livestock production is relatively limited (other than milking), diversification of activities (e.g. processing and value addition in livestock value chains, poultry, gardening, and off-farm income-generating activities) might provide more opportunities for their economic empowerment.

Agreement at Completion Point

A. Introduction

1. The Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) in the Kyrgyz Republic (hereinafter referred to as Kyrgyzstan) in 2022. The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD-financed strategy and programme; and (ii) generate findings and recommendations to steer the future partnership between IFAD and the Government. The evaluation covered the period from 2009 to mid-2022.

2. This agreement at completion point (ACP) contains recommendations based on the evaluation findings and conclusions presented in the CSPE report, as well as proposed follow-up actions as agreed by IFAD and the Government. The signed ACP is an integral part of the CSPE report in which the evaluation findings are presented in detail, and will be submitted to the IFAD Executive Board as an annex to the new country strategic opportunities programme for Kyrgyzstan. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.

B. Recommendations and proposed follow-up actions

3. **Recommendation 1. Carefully revisit the strategic thrusts, a mix of thematic, sectoral and geographic focus of the country programme with a view to strengthening a poverty focus.** In preparation for the new COSOP, IFAD should conduct a diagnostic analysis of rural poverty and livelihoods. There is need for a more granular analysis of socio-economic situation in the rural areas, in different parts of the country as well as within certain geographical areas. Based on the poverty and livelihoods analysis, prevailing economic opportunities and constraints, IFAD and the Government should identify appropriate entry points, interventions, commodities or value chains that are the most relevant for the rural poor to sustainably build wealth, diversify livelihoods and build resilience. This may point to continued support for livestock-related interventions but with more targeted measures focusing on poor households, or the need for supporting non-livestock (e.g. crop, off-farm) economic opportunities. IFAD should explore opportunities for pro-poor innovations that may be scaled up.

   Proposed follow-up: The Ministry of Agriculture of the Kyrgyz Republic and IFAD concur with this recommendation and upon the drafting of the new COSOP (2023-2027) which will include the Project Identification Form for the upcoming IFAD investment in Kyrgyzstan (IFAD12 and IFAD13), a diagnostic on the governance structure and financial viability of Farmers Groups and Pasture Committees shall be undertaken prior to the design mission. Moreover, poverty/livelihoods and socio-economic assessment as well as food security analysis (similar to the WFP-led Vulnerability Analysis and Mapping - VAM) will be envisaged, in addition to value chain assessment, with the aim to inform the targeting strategy as well as identify which food crops to support in an attempt to promote nutrient-rich diet in the rural society. Pro-poor vegetables gardening at household level and small-scale horticulture shall be foreseen, in partnership with Development Partners who already demonstrated past experience in the area (i.e. WFP). This will be envisaged in line with the under development Food Security and Nutrition Programme in the Kyrgyz Republic for 2023-2027 and its related Action Plan.

   Responsible partners: Ministry of Agriculture/IFAD Country Team/WFP.

   Timeline: December 2023.

4. **Recommendation 2. Adopt a strategic approach to pro-poor value chain and cluster development, articulating the additionality and impact pathways for the rural poor.** The focus of IFAD and public sector support should be on how to facilitate the participation of poorer households in priority clusters, for example, by strengthening inclusive multi-stakeholder platforms, or enabling them to improve their productive capacity and practices, or build their business orientation and skills. While better-off and/or more entrepreneurial rural households are not to be excluded, how their participation would benefit the poor (e.g. job opportunities) should be clarified and properly monitored. Support to farmer groups or cooperatives should be a gradual, demand-driven and an organic process based on their understanding of the advantages of being in a group with a clear vision. IFAD should also explore opportunities to facilitate the use of remittance in-flows for productive investment in value chains (other than purchasing more animals), which should also contribute to reducing the pressure on pastures.

   Proposed follow-up: The above recommendation is taken into consideration by the Ministry of Agriculture of the Kyrgyz Republic and IFAD since the Mid-Term Review mission (October/November 2021) of the Access to Markets Project (ATMP) where additional investments have been considered to support the Governance strengthening of legalized Farmers Groups (vulnerable farmers), as well as the promotion of the Gender Action Learning System (GALS) and Business Action Learning for Innovation (BALI) methodologies, towards rural women empowerment.

   As such, Farmers Groups are being assessed on their level of maturity and ad-hoc support package is proposed, depending on their level, to accompany them in a sustainable way towards economic viability, thus transforming them into structured and solid private actors. The selection of Farmers Groups will take into account the level of vulnerability from the members of the legalized groups, thus ensuring a more stringent pro-poor targeting for the upcoming investment project.

   On the remittances, the IFAD's multi-donor Financing Facility for Remittances (FFR) is currently mobilizing an EU-funded grant, which aims to promote faster, safer and cheaper transfer of remittances, as well as leveraging these flows to advance digital financial inclusion and income-generating activities for sustainable development in Central Asia. As Kyrgyzstan is intended to be among the recipient countries, the Government and IFAD will leverage on this parallel financing to facilitate the remittance in-flows for productive investment in strategic pro-poor value chains, as well as for the acquisition of quality breed cattle and artificial insemination, also aiming to reduce the pressure on pasture (with less cattle for more quality and quantity of raw material).

   Responsible partners: Ministry of Agriculture/IFAD Country Team + FFR team on remittances.

   Timeline: By the next design mission under IFAD12 scheduled for early 2024.

5. **Recommendation 3. Focus on consolidating the achievements in pasture management and veterinary services and their sustainability**. With important progresses made in policy and legislative frameworks and institutional development (e.g. community-based pasture management, private veterinary services), it is crucial to ensure their effective implementation, compliance and enforcement. Strategies need be developed and acted on to address the gaps in a number of areas, such as: promoting more sustainable management of pasture resources; disincentive to large herd ownership; timely payment of pasture fees by all; enforcing the link between registration of veterinarians and their rights to practice and to be contracted to deliver the vaccination programme; enforcement of animal health checks for herd movements; and exploring the ways to institutionalize the incentives for young veterinarians to work in rural areas. With the growing role of shepherds in all these

areas, there should be more attention to their training and capacity building. The importance of securing continuous funding for vaccination and treatment programmes for key animal diseases cannot be overemphasized, as a failure in this can jeopardize the progresses made.

Proposed follow-up: The Government of Kyrgyzstan with the support from IFAD will keep advocating for more sustainable pasture management practice, by working on the amendment of the 2009 Pasture Law, which shall offer incentive to livestock farmers to increase the fodder quality, to improve breed quality as well as to promote environmental sustainability of grazing practices. The Ministry of Agriculture of the Kyrgyz Republic will continue to work to encourage the transition of farmers from the quantitative to qualitative ownership of large and small cattle.

Moreover, further support will be offered to the Veterinary faculty to develop their curriculum and training capacity, by offering scholarships and facilitating training nationally and in the sub-region. The promotion of new technologies in the field of animal health will also constitute a motivation for young professional to engage in this career path.

Responsible partners: Ministry of Agriculture/IFAD Country Team.

Timeline: By the next design mission under IFAD12 scheduled for early 2024.

6. **Recommendation 4. Strengthen the approach to supporting gender equality and women's empowerment**. Activities to address gender inequality need more facilitation and hands-on support in order to overcome the social and gender constraints of the context, including the promotion of women economic empowerment in other value chains which go beyond traditional gender roles. The use of quotas for women participation is insufficient. Successful experience with GALS/BALI/JP-RWEE needs to be considered in the ongoing and future investment portfolio, finding cost-effective solutions. Given that the role of women in livestock production is relatively limited (other than milking), diversification of activities (e.g. processing and value addition in livestock value chains, poultry, gardening, and off-farm income generating activities) might provide more opportunities for their economic empowerment.

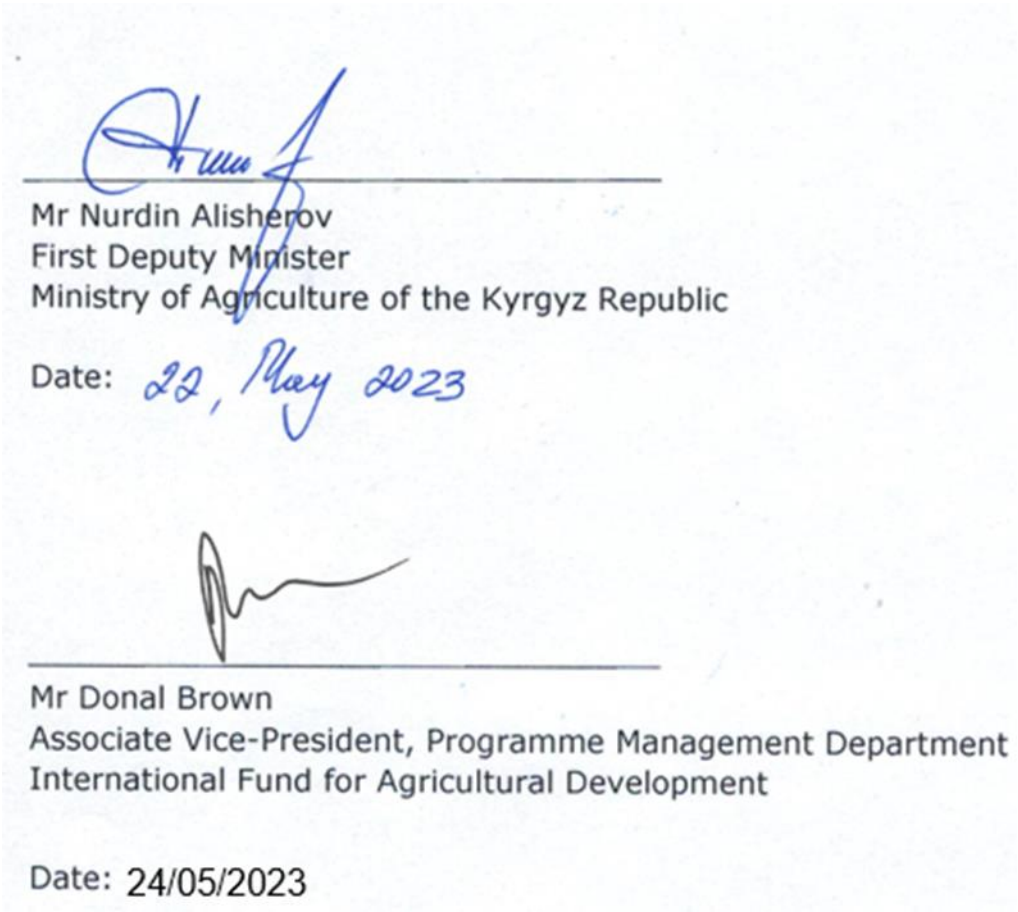
Proposed follow-up: Based on the successful experience and lessons learned from the JP-RWEE, the Ministry of Agriculture of the Kyrgyz Republic and IFAD already mainstreamed the promotion of the Gender Action Learning System (GALS) and Business Action. Learning for Innovation (BALI) methodologies, towards rural women empowerment into its on-going investment project (Access to Markets Project – ATMP).

Moreover, the Regional Resilient Pastoral Communities Project (RRPCP), currently at the signing phase, also foresees similar support to develop technical capacity through training and reference material provision to farmers and agribusinesses, among others. As such, capacity building of local institutions, transformation leaders and end-beneficiaries (women and youth) on green technologies and innovative methods to mitigate and adapt to climate change are expected. Specific training modules to be developed in the Value Chain Development Business Plans and the application of the Gender Action Learning System (GALS) will also be largely promoted in the context of the project.

Responsible partners: Ministry of Agriculture/IFAD Country Team.

Timeline: By the next design mission under IFAD12 scheduled for early 2024.

Signed by:



Mr Nurdin Alisherov
First Deputy Minister
Ministry of Agriculture of the Kyrgyz Republic

Date: 22, May 2023

Mr Donal Brown
Associate Vice-President, Programme Management Department
International Fund for Agricultural Development

Date: 24/05/2023

Kyrgyz Republic
Country strategy and programme evaluation

I. Background

A. Introduction

1. In line with the IFAD Evaluation Policy (2021),[1] and as approved during the 134th session of the IFAD Executive Board, the Independent Office of Evaluation (IOE) undertook the first country strategy and programme evaluation (CSPE) in the Kyrgyz Republic (hereinafter referred to as Kyrgyzstan) in 2022.

2. IFAD's first loan to Kyrgyzstan was approved in 1995 and entered into force in 1996. The design and supervision for the first three projects (approved in 1995, 1998 and 2008) were led by the World Bank, and IFAD provided cofinancing. From the fourth project, IFAD has led the design process and project supervision. Table 1 provides an overview of IFAD-financed operations in Kyrgyzstan.

Table 1
Snapshot of IFAD-financed operations in Kyrgyzstan since 1995

Number of investment projects approved	7 (1 ongoing, 1 approved but not yet entered into force)
Total amount of IFAD funding	US$129.1 million (US$68.2 million in loan on highly concessional terms, US$61 million in grants under the debt sustainability framework)
Government contribution	US$7.5 million
Beneficiary and other domestic contribution	US$39.2 million
International cofinancing	US$78 million (Russia-Kyrgyz Development Fund [RKDF], International Development Association, Adaptation Fund and others)
Total portfolio cost	US$253.8 million
Country strategy	1996 country strategic opportunities paper; 2016 country strategic note; 2018 country strategic opportunities programme
Country office	No IFAD country office in Kyrgyzstan. The programme is managed via the multi-country office in Istanbul, Turkey since March 2018. Prior to this, country director was based in Rome, Italy.
Country director (during the evaluation period, i.e. since 2009)	Samir Bejaoui (since May 2020); Mikael Kauttu (2018 – 2020); Frits Jepsen (2009 – 2018)
Main government partners	Ministry of Agriculture

Source: Oracle Business Intelligence.

B. Objectives, methodology and processes

3. **Objectives.** The main objectives of the CSPE are to: (i) assess the results and performance of the IFAD strategy in the period between 2009 and mid-2022; and (ii) generate findings and recommendations for the future partnership between IFAD and the Government of Kyrgyzstan for enhanced development effectiveness and rural poverty eradication. The findings, lessons and recommendations from this CSPE will inform the preparation of a new country strategic opportunities programme (COSOP).

4. **Scope.** The CSPE covered the period between 2009 and mid-2022. The year 2009 was taken as a starting point, given that IFAD increased its involvement during the implementation of the third project, which started in 2009. The evaluation covers the investment portfolio (five projects, as shown in table 2), non-lending activities

[1] https://www.ifad.org/en/web/ioe/policy.

(knowledge management, partnership building, policy engagement and grant-funded activities) and the country strategy.

Table 2
Investment projects covered by this CSPE

Project name	Status	Implementation period	Geographic coverage	Availability of secondary data	Possibility to collect additional data	Evaluation criteria
Agricultural Investments and Services Project (AISP)	Completed	2009-2014	National	Evaluated by IOE (2015)	Low[a]	All criteria
Livestock and Market Development Programme (LMDP I)	Completed	2013-2019	Issyk-kul and Naryn regions	PCRV by IOE; impact assessment[b]	High	All criteria
Livestock and Market Development Programme II (LMDP II)	Completed	2014-2021	Batken, Jalal-Abad and Osh regions	PCRV by IOE; impact assessment[b]	High	All criteria
Access to Markets Project (ATMP)	Ongoing	2018-2023	National	Project data, midterm review	High	Selected criteria[c]
Regional Resilient Pastoral Communities Project (RRPCP)	Forthcoming	Approved in 2021	National	N/A	N/A	Relevance

PCRV: project completion report validation.
[a] AISP completed in 2014 and LMDP I and II built on AISP in the same regions and communities. Hence, it would be difficult to collect data specifically on the AISP results and impact. The CSPE draws on project performance evaluation on AISP conducted by IOE in 2015.
[b] LMDP II was subjected to an impact assessment conducted by IFAD's Results and Impact Assessment Division (RIA). LMDP I and LMDP II both conducted surveys at baseline, midterm and completion.
[c] All criteria except for impact, sustainability of benefits, and scaling up.

5. **Methodology**. The CSPE followed the IFAD Evaluation Manual (2022), and the approach paper for this evaluation provided further guidance. As per the evaluation manual, the CSPE provides an assessment of IFAD's investment portfolio, non-lending activities, and the performance of partners. The CSPE adopts the following evaluation criteria: relevance; coherence (encompassing non-lending activities); effectiveness (including innovation); efficiency; impact; gender equality and women's empowerment; and sustainability (which also includes scaling up, and environment and natural resource management and climate change adaptation) (see also annex I). The performance for each criterion is rated on a scale of 1 (lowest) to 6 (highest).[2]

6. The evaluation applied a theory-based approach to establish plausible causal relationships between supported interventions and evidence on results. A theory of change was reconstructed by the CSPE team, as shown in the approach paper, which helped unpack impact pathways and assumptions. Triangulating the data and evidence from different sources, the evaluation validated the reported results and impact by assessing to what extent intended results chains were corroborated and examining broader contextual issues and potential alternative factors. Based on the desk review, the approach paper laid out the following topics for the CSPE's focus: (i) community mobilization; (ii) value chain development; (iii) sustainable pasture

[2] The standard rating scale adopted by IOE is 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

management; (iv) animal health services; and (v) gender and youth. The evaluation framework is presented in annex VI.

7. The CSPE involved an extensive desk review of project and country programme-related documentation, IOE and other evaluations, self-assessments by the Government and IFAD, stakeholder and beneficiary interviews in person and online, focus group discussions and field visits. In addition, the CSPE conducted online surveys with heads of pasture committees (PCs) and private veterinarians to gather additional data on their perception, current status and results of the portfolio interventions (see annexes VIII and IX). A geospatial analysis of the selected pasture sites assessed the effect of pasture restoration activities supported under the projects following the field visits, which collected information on the activities from the PC members involved and geo-coordinates (annex VII).

8. **Process**. IOE finalized the CSPE approach paper in April 2022. Virtual meetings with stakeholders were held from March to July 2022 (except for the mission period). The main CSPE mission took place between 30 May and 14 June 2022. In-person interviews with key government representatives and other stakeholders were held during this period. The field visits were conducted by two teams in the following regions: Chuy (1–2 June, and 9 June; 3 districts), Issyk Kul (3–5 June, 5 districts), Naryn (6–8 June, 4 districts), Osh (3–5 June, 4 districts) and Jalal-Abad (6–8 June, 3 districts). The evaluation team met with stakeholders in 26 *ayil aymak* (rural municipalities), including the representatives of the pasture users' unions (PUUs) and PCs, local governments, agricultural enterprises and farmer groups, individual entrepreneurs, private veterinarians, and other stakeholders and beneficiaries. Site visits of selected pasture and animal health improvement microprojects and other equipment provided through IFAD support were conducted. See annexes XII and XIII for the mission programme and the list of key persons met.

9. The evaluation team presented preliminary findings at a hybrid wrap-up meeting on 14 June 2022 with the virtual participation of the IFAD Kyrgyzstan country team and the physical participation of government representatives, key project staff, implementing partners and associations in the agriculture sector. Thereafter, the team also organized on-line surveys (see paragraph 7), continued with additional meetings and further analysis of primary and secondary data obtained, and prepared the draft report. After an internal peer review within IOE, the draft report was shared with IFAD's Near East, North Africa and Europe Division and the Government for review. The comments have been taken into account in the final report.

10. **Data availability and limitations.** The availability of data on project inputs, activities and outputs was reasonable. Two completed projects (LMDPs) carried out surveys at baseline, midterm and completion using the same questions and similar methodologies (though by different service providers). Hence, these surveys included some useful data and indications on changes in the situation, practices and perceptions. However, the quality of the survey data at impact level (e.g. incomes, asset ownership and food security) was less certain – for example, due to high probability of other influencing factors (e.g. incomes from other sources, and periods of drought). The impact assessment study by IFAD's Results and Impact Assessment Division (RIA) on LMDP II was based on a rigorous methodology and provided useful data. It is, however, important to bear in mind that the study used rural livestock owning households in other regions covered by a project financed by the World Bank, which was very similar in design to LMDP II, as a control group. The agroecological and socio-economic contexts are different between (and even within) the LMDP II and World Bank-supported project areas. Therefore, to what extent the control group really served for comparison purposes is not clear. The CSPE team also recognizes that the COVID-19 pandemic may have influenced the survey results in LMDP II. For instance, many migrant workers returned home in 2020, leading to a reduction in remittances. To address these issues with the data, the evaluation team

conducted extensive desk reviews, interviews and field visits to triangulate the data from different sources.

II. Country context and IFAD's strategy and operations for the CSPE period

A. Country context

Economic and social development

11. **Geography and demography**. Kyrgyzstan is a mountainous, landlocked country of 198,500 km^2 bordering China, Kazakhstan, Tajikistan and Uzbekistan. As of 2021, Kyrgyzstan had a population of 6.6 million, of which 65.6 per cent live in rural areas (National Statistical Committee of the Kyrgyz Republic [NSC] 2021). Kyrgyzstan is the second smallest country in Central Asia – both in terms of area and population. Ethnic Kyrgyz, whose proportion increased from 52.4 per cent in 1989 to 70.9 per cent in 2021 (NSC 2021), make up the majority of the population. Two major non-Kyrgyz ethnic groups are Uzbek and Russian.

12. **Economy.** After its independence in 1991, following the collapse of the Soviet Union, Kyrgyzstan implemented a series of structural reforms to transit to an open market economy. After an initial decline in 1991–1995, the national economy expanded. The gross domestic product (GDP) per capita (in current United States dollars) increased from US$395 in 1996 to US$1,374 in 2019. Key drivers of this growth included: (i) export of migrant labour, with remittances fueling growth in domestic consumption and services; (ii) exploitation of the gold extracted from one major mine; and (iii) leveraging the import-re-export bazaar trade (World Bank, 2018). In 2019, remittances amounted to US$2.4 billion, or almost 30 per cent of the country's GDP. The COVID-19 pandemic severely undermined the economy: in 2020, GDP fell by 8.6 per cent.

13. In 1998, the Kyrgyz Republic was the first Commonwealth of Independent States member to join the World Trade Organization. In May 2015, Kyrgyzstan acceded to the Eurasian Economic Union (EAEU). Russia and Kazakhstan are the largest export markets for Kyrgyzstan, and destinations for Kyrgyz migrant workers. However, harmonized tariff schedules have made competition more difficult, and producers face some difficulties in meeting animal health, food safety and quality standards (World Bank, 2016).

14. **Governance**. Since independence in 1991, Kyrgyzstan experienced two revolutions – in 2005 and 2010. Major turmoil following the parliamentary elections at the end of 2020, again, led to redistribution of power and significant changes in the government structure. According to the World Bank (2018), Kyrgyzstan made uneven progress over the past decade, and compared to other lower-middle and low-income countries, it falls behind in such areas as the rule of law, control of corruption and political stability.

15. **Poverty**. The poverty rate (the share of people who live below the national poverty line[3]) dropped from 62.6 per cent in 2000 to 31.7 per cent in 2009, and to 20.1 per cent in 2019, with a narrowing, but still persistent, gap between rural and urban areas (NSC, 2021; see figures X-3 and X-4, annex X). The share of people living below US$3.65 a day (international poverty line for middle-income countries)[4] dropped from 76 per cent in 2000 to 19 per cent in 2009 (World Bank DataBank, 2022). After 2009, the data showed some ups and downs before hitting a low of 12 per cent in 2019. Remittances have played an important role in poverty reduction. However, the COVID-19 pandemic reversed some of the gains made: the national poverty rate increased to 25.3 per cent in 2020 and is estimated at 35 per cent for 2021 (NSC and the World Food Programme [WFP] 2021). Similarly, the poverty headcount ratio at US$3.65 a day went back up to 19 per cent in 2020. The worsening poverty rate is partly due to supply chain disruptions and forced

[3] The national poverty line is adjusted on an annual basis to reflect the minimum consumption level. The national poverty live has increased from KGS3,652 per year in 1996 to KGS35,268 per year in 2020 (NSC, 2021).
[4] The World Bank adjusted the global poverty lines with 2017 purchasing power parities in September 2022.

repatriation of migrant labour, which particularly impacted rural areas as a result of reduced remittances and increased unemployment (Asian Development Bank and United Nations Development Programme [UNDP], 2020).

16. Kyrgyzstan's Human Development Index (HDI) has shown a steady improvement since around 2000 (figure X-2, annex X). Its HDI of 0.697 in 2019 puts the country into the medium human development category and is the second lowest value in Central Asia after Tajikistan (UNDP 2020).

17. **Nutrition and food security**. Households living below the poverty line spend, on average, 70 per cent of their income on basic food needs, leaving little for other expenses like education and health services, and hindering their ability to graduate out of poverty. Since 1990, dietary patterns have been characterized by a proportionally greater consumption of wheat, potatoes and sugar, while consumption of nutrient dense food such as meat, milk and their products has substantially decreased, undermining the nutritional status of individuals. In 2019, up to 76 per cent of households could not afford a nutrient-adequate diet (WFP 2021).

18. **Gender**. Kyrgyzstan has an extensive legislative base guaranteeing gender equality. Men and women have equal access to education. However, the legislative frameworks and strategies relevant to agriculture are generally gender-blind. There is a lack of sex-disaggregated and gender-sensitive statistics, which complicates analysis of the representation of women and men in decision-making at the local level, and their access to markets and finance (University of Central Asia 2018). Kyrgyzstan has consistently had the highest Gender Inequality Index[5] value among Central Asian countries. There has been a resurgence of conservative gender norms since the end of the Soviet period, and women carry out significant levels of unpaid domestic and farm work. Women are largely excluded from decision-making. Violence against women is widespread and takes many forms, including domestic violence, bride kidnapping, trafficking, early marriages and physical abuse. The maternal mortality rate is the highest in Central Asia. Between 2008 and 2018, an average woman spent 1.8 times more time on unpaid domestic chores and care work than a man (UNDP 2020). Rural women and girls have restricted access to productive resources. At the same time, the heavy reliance on remittances results in an increase of women-headed households in rural areas: from 18 per cent in 1997 to 21 per cent in 2012 (IFAD 2016). In cases of male migration, mothers-in-law often control decision-making, dominating younger women.

19. **Youth**. Young people (aged under 24) make up about 48 per cent of Kyrgyzstan's population, the majority of whom (around 68 per cent) live in rural areas (NSC 2022). According to the survey on COVID-19 impact on young people aged 15 to 29 years of age, more than half of them experienced a reduction in income. It is notable that agriculture was the main source of income for 35.5 per cent of the respondents, and many are employed in the informal sector (Syrgak Kyzy *et al*. 2020).

Agricultural sector and rural development

20. **Rural population**. While the share of the population in rural areas remained relatively stable (around 62-67 per cent), the increase in overall population meant that the number of people living in rural areas has grown by almost 50 per cent: from 2.79 million in 1991 to 4.16 million in 2019 (NSC data).

21. **Historical overview**. Historically, Kyrgyz engaged in pastoral transhumance (i.e. seasonal migration of livestock and livestock owners between summer and winter pastures), taking advantage of the different types of pastures that are suitable for grazing at different times of the year. During the Soviet, period herders were turned into the employees of the state and collective farms (*sovkhozes* and *kolkhozes*) and settled in permanent villages. The transhumance model continued, but herds were

[5] The Gender Inequality Index reflects gender-based disadvantage in three dimensions - reproductive health, empowerment and the labour market (https://hdr.undp.org/data-center/thematic-composite-indices/gender-inequality-index#/indicies/GII).

attended to by professional herdsmen. Livestock production was supported by state veterinary services.

22. After the fall of the Soviet Union and Kyrgyzstan's independence in 1991 most of the collective farms were privatized, with land, animals, equipment, and infrastructure distributed (though in a somewhat unequal fashion). At present, the agricultural sector is dominated by smallholder farmers (there were 349,159 estates in 2020) and individual entrepreneurs (112,422 in 2020) (NSC 2021). Rural households are responsible for 98.5 per cent of the country's gross agricultural output and almost 90 per cent of total livestock output (Ministry of Economics of the Kyrgyz Republic & GIZ 2021).

23. **Land use**. Land resources for agricultural production are limited and vulnerable to land degradation. Agricultural lands make up 53 per cent of the country, with 85 per cent comprising of pastures. The total area of pastures is about 9 million hectares, plus there are an additional 1.2 million hectares that belong to the State Forest Fund but are used as pastures under arrangements with the state forest enterprises (Japarov 2017). A lack of institutional arrangements on water and pasture resources in the border regions has been a source of conflict and violent outbreaks between Tajik and Kyrgyz border communities (as well as earlier, with Uzbekistan).

24. **Agricultural production**. De-collectivization turned agricultural workers into smallholders without skills to run their farms and resulted in a decline in agricultural production in 1990s. Since the end of the 1990s, the sector's production started to grow, but the share of agriculture, forestry, and fishing production in the GDP declined from 46.3 per cent in 1996 to 11.6 per cent in 2019 and slightly increased to 13.5 per cent in 2020 (see figure X-5, annex X). Crop production generates the greatest value, but the role of livestock production has grown proportionally: while in 2006, the value of crop production was 34 per cent higher than that of livestock production, in 2020, crop production was just 8 per cent higher (see figure X-6, annex X). In 2020, livestock production contributed about 48 per cent of the agricultural gross outputs (with the crop sub-sector contributing 51 per cent). Key crops cultivated in Kyrgyzstan include corn, wheat and barley. In the livestock sector, most value is generated by meat and dairy production.

25. **Livestock production** is the backbone of rural livelihoods, especially in remote mountainous areas. Livestock serves not only as a source of income and food, but also as a safety net and coping mechanism to be relied on in cases of unexpected shocks and needs. After independence, the number of livestock initially fell sharply, but then started to grow steadily since 1996 (see figure X-7, annex X). By 2020, the number of cattle had doubled, the number of sheep and goats increased by 69 per cent and horses by 72 per cent. The contribution of livestock production to the rural economy varies, from the greatest in Naryn region (71.4 per cent of value of the agriculture, forestry, and fishing production) to the lowest in Talas region (26.7 per cent).

26. Productivity of livestock is generally low, due to inadequate quantities and quality of animal feed as well as poor breeding and feeding practices. The livestock/pasture ecosystem is trapped in a vicious cycle of productivity collapse: overgrazing and degradation cause lower levels of available forage, which reduces animal productivity, causing households to keep more animals to compensate for productivity declines, which in turn increases grazing pressure and leads to more degradation (Ministry of Economics of the Kyrgyz Republic & GIZ 2021).

27. **Pasture management**. Kyrgyzstan's pastures were already severely degraded in Soviet times and the situation continued to worsen in the post-Soviet period. After independence, the fragmentation of administrative responsibilities over pasture resources led to inequality and lack of transparency in terms of access to pasture, while exacerbating the resource degradation. Against this backdrop, the country embarked on a pasture governance reform to promote equitable and sustainable

pasture use and management. With the introduction of the Pasture Law of 2009 (see also paragraph 33), the authority to manage pastures has been delegated to community associations of pasture users and their PCs as executive bodies. They are responsible for the development of plans for the management and use of pastures, monitoring the condition of pastures, issuing pasture tickets and improving the infrastructure of pastures.

28. The efforts with the pasture governance reform are still to be translated to a better pasture health, at least from a national perspective. A study supported by IFAD (IFAD 2021b) comparing the average pasture conditions over time based on a remote sensing analysis revealed a rather bleak picture of extensive and severe pasture degradation during the periods 2000–2004 and 2016–2020. Winter pastures were the worst affected, with 82 per cent (over 420,000 hectares) being severely degraded. The study found that only a few areas of pasture improved. In 2016–20, 94 per cent of pastures were degraded at least during one season (IFAD 2021b).

29. **Climate risk**. Kyrgyzstan is highly vulnerable to disasters and shocks associated with climate change. Climate-related hazards are diverse – ranging from drought, land and mudslides, flash floods, and glacial lake outburst floods – all of which contribute to significant levels of disaster risk (World Bank Climate Change Knowledge Portal). Since 1976, the average annual temperature has increased by 0.22°C every 10 years, and precipitation has increased by 1.8 per cent every 10 years (SAEPF[6] 2020). It is expected that the temperature will further increase by 1.5 to 1.9°C between the years 2021–2050, while the amount of precipitation will fall. These changes are expected to amplify pasture degradation. Rising temperature may also result in increased heat stress in animals leading to lower productivity (Ministry of Economics of the Kyrgyz Republic & GIZ 2021).

Agricultural policy and institutional framework

30. The **Country Development Strategy 2007–2010** proposed four main areas for the country's development: (i) enhancing economic potential; (ii) combating corruption; (iii) social development; and (iv) environmental sustainability. The **National Sustainable Development Strategy 2013–2017** covered the rule of law, social sectors, environmental protection and sustainability, and economic development. With regard to the agricultural sector, these strategies foresaw the development of food processing industries to create the market for local agricultural producers.

31. The **National Sustainable Development Strategy 2018–2040** envisions Kyrgyzstan as the leading supplier of high-quality organic agricultural products to regional and global markets. It also highlights the importance of access to credit for rural producers, improving efficiency of water and land resources, production of high added-value organic products, introduction of innovative production methods and the creation of cooperatives. The emphasis is placed on supporting poor rural people to improve their productivity and competitiveness, and to diversify their income.

32. The **Presidential Decree** issued in February 2021 has outlined a set of measures to develop the agro-industrial complex of the Kyrgyz Republic, including: development of the Concept for Agricultural Development of Kyrgyzstan for 2021–2025; introduction of the cluster development model, including clusters for milk, meat, walnuts, wool and leather production; and provision of support and promotion of farmers' cooperation and access to innovation.

33. The current model of pasture governance was instituted by the **Pasture Law** adopted in 2009. The law transferred responsibility for the management of pasture resources to the local self-government institutions and associations of pasture users. The state **Programme for Development of Pasture Management** for 2012–2015 and the corresponding Plan of Action aimed to improve the welfare of the people,

[6] State Agency for Environment Protection and Forestry.

achieve food security and preserve the environmental integrity of the pasture ecosystems. The next programme for pasture development has not been adopted.

34. Kyrgyzstan's climate change mitigation goals are specified in the updated **nationally determined contribution** developed in 2021. Kyrgyzstan intends to reduce greenhouse gas (GHG) emissions by 15.97 per cent by 2030 under the business-as-usual scenario, and by 43.62 per cent with international support. In the agriculture sector, this will be achieved through: reducing the livestock headcount; increasing productivity and improving the pedigree stock; expanded cultivation of organic crops; more efficient use of manure as fertilizer; and biogas production. The **Programme for Green Economy Development 2019–2023**[7] calls for integrated approaches to management of agricultural landscapes, organic, climate-smart agriculture and sustainable management of agricultural resources.

35. **The Sustainable Development Goals** (SDGs) have been incorporated in the National Sustainable Development Strategy (2018–2040) that aims to ensure a high quality, decent standard of living for each citizen through sustainable economic growth. SDG targets that receive most attention in the national policy agenda include: resilience of the poor (1.5); agricultural productivity (2.3); knowledge and skills for sustainable development (4.7); resilience and adaptive capacity (13.1); rule of law (16.3); and non-discriminatory laws and policies (16.b) (Voluntary National Review 2020).

Development cooperation context

36. Since independence, Kyrgyzstan has consistently received the highest official development assistance per capita and the highest percentage of official development assistance to gross national income (GNI) in Central Asia. Those figures have declined from their peak in 2015 of US$130 per capita and 12 per cent of GNI to US$69 per capita and 5.5 per cent of GNI in 2019.

37. The agricultural sector reform in Kyrgyzstan has been viewed positively by development partners due to its rapid embrace of privatization and land reform. Consequently, there have been many internationally funded projects in the sector. International financial institutions that supported agricultural and rural development sector include the World Bank, the Asian Development Bank, the Islamic Development Bank, Russia-Kyrgyz Development Fund (RKDF), Global Environment Fund and the European Bank for Reconstruction and Development. There are also the United Nations agencies, the European Union and bilateral development agencies (e.g. GIZ of Germany, JICA of Japan, SDC of Switzerland, and USAID of the USA) working in the relevant sectors.

B. IFAD's strategy and country programme for the reviewed period

38. **Country strategy.** Kyrgyzstan became a member state of IFAD in 1993 and the first IFAD loan to Kyrgyzstan was approved in 1995. The first COSOP for Kyrgyzstan was prepared in 1996, after the approval of the first project. Between 1996 and 2011, IFAD cofinanced three projects which were initiated, designed and supervised by the World Bank and it had a rather minor role in project conceptualization and implementation support. It was during the implementation of the third project, the Agricultural Investments and Services Project (AISP) (approved in 2008 and completed in 2014), that IFAD increased its involvement (e.g. participation in the midterm review organized by the World Bank), and the subsequent projects have been designed and supervised by IFAD directly.

[7] http://mineconom.gov.kg/froala/uploads/file/91827e3f83f5a04a78e2dc827b7ef37f9a69b383.pdf

39. After the 1996 strategy, there was no official strategy document until the country strategy note of 2016.[8] The strategic objectives in this 2016 document were: (i) to improve livestock productivity and to enhance climate resilience of pastoral communities, reflected in improved and equitable returns to livestock farmers; and (ii) to improve access and integration of smallholder livestock farmers with remunerative markets for their products, leading to increased and equitable returns. The country strategic note also set forth the plan to develop a new results-based COSOP in 2017 to align it with the national planning cycle.

40. The COSOP for 2018–2022 (table 3) largely followed the content of the 2016 country strategic note. The strategic thrusts are around livestock development support, smallholder access to remunerative markets and pasture management – which have been featured in the projects especially since AISP.

Table 3
Main features of the COSOP 2018-2022

COSOP 2018-2022	
Goal	The goal of the COSOP is to support inclusive rural transformation that enables smallholders to reduce poverty and strengthen livelihood resilience
Strategic objectives and related outcomes	SO1: increase smallholders' equitable and sustainable returns • Outcome 1.1 Improved smallholder livestock production systems. • Outcome 1.2 Improved smallholder access to remunerative markets. • Outcome 1.3 Improved livestock product food safety. SO2: enhance smallholders' resilience to climate change. • Outcome 2.1 More productive and resilient pastures. • Outcome 2.2 Diversified ecosystem-based livelihoods of pastoral communities.
Geographic priority	The COSOP geographic scope is nationwide and fully aligned with target areas of the LMDP I, LMDP II and ATMP
Main partners	Public institutions, community organizations, private sector, research institutes and local NGOs, World Bank, World Organization for Animal Health (OIE), German Agency for International Cooperation on pasture reforms; the Food and Agriculture Organization of the United Nations (FAO) and UN Women to support women's economic empowerment; and the European Bank for Reconstruction and Development, and Russian-Kyrgyz Development Fund to promote rural-based small and medium-sized enterprises
Main target groups	Smallholders and poor producers, specifically women and youth
Policy dialogue	(i) Participatory pasturelands management (ii) Food safety (iii) Smallholders' access to improved inputs, technologies, services and markets through public-private-producer partnerships

Source: IFAD. COSOP 2018–2022.

41. **Investment portfolio.** The first Sheep Development Project, and the subsequent two projects (Agricultural Support Services Project and AISP, approved in 1998 and 2008, respectively) were all initiated by the World Bank and IFAD provided cofinancing of US$20.4 million. The focus of the projects was natural resource management, access to financial services, rural microenterprises, supporting land privatization and ensuring land ownership rights.

42. Building upon the experience in AISP, the second generation of IFAD engagement[9] in Kyrgyzstan began in 2011, with a focus on supporting the livestock subsector to improve livestock productivity, enhance the climate resilience of pastoral communities and better integrate smallholder livestock farmers into remunerative

[8] This was because in this period, the preparation of a country strategy was not required for countries with a small portfolio. There was apparently a Subregional Strategic Opportunities Paper prepared in 2005 (covering Kazakhstan, Kyrgyzstan and Tajikistan), but the only version found is marked as draft and there is no evidence that this document was finalized, used or referred to.
[9] COSOP 2018-2022, paragraph 12.

markets. IFAD financed the Livestock and Market Development Programmes (LMDP I and II) with US$21 million in loans and US$21 million in grant financing. The ongoing Access to Market Project (ATMP) is supported with a loan of US$12.7 million and a US$12.7 million grant. The latest Regional Resilient Pastoral Communities Project (RRPCP) was approved in December 2021, with IFAD financing a loan of US$23.03 million and a grant of US$8.25 million, but the financing has not entered into force. Annex II presents a list of IFAD's interventions in Kyrgyzstan since 1996, as well as figures showing project costs by sub-component type and by financier.

43. **Grants.** A desk review identified four country-specific grants and 14 regional and global grants since 2009 that include Kyrgyzstan as a benefiting country. A total amount of these regional and global grants is US$13.4 million. The areas covered by the grants include animal fibre processing and small business development, gender, land issues and knowledge management.

44. Among the initiatives funded by non-IFAD grants, it is worthwhile noting that Kyrgyzstan is one of the countries where IFAD – in partnership with FAO, UN Women and WFP – has supported the Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women (JP-RWEE).[10] Furthermore, the International Land Coalition (ILC), hosted by IFAD (though not part of IFAD's country programme), provided support to member organizations in the country.

45. **Country programme management and main partners**. IFAD does not have a country office in Kyrgyzstan. Since March 2018, the country director manages the country portfolio from the multi-country office in Istanbul, with supervision and implementation support missions to the country. Prior to this, the country director was based in Rome, Italy. Main implementing partners have been the Ministry of Agriculture (under which, the Agricultural Projects Implementation Unit, APIU has been established) and the Community Development and Investment Agency (ARIS).[11]

[10] Funded by supplementary funding from Norway and Sweden.
[11] ARIS is a non-governmental and autonomous organization specialized in community mobilization and development. Its establishment was originally facilitated by the World Bank-financed Village Investment Project so that it would serve as a competent implementing agency.

Key points

- After its independence in 1991, Kyrgyzstan implemented a series of structural reforms to transition to an open market economy. There were two revolutions (in 2005 and 2010) and major turmoil following the parliamentary elections at the end of 2020 which led to redistribution of power and significant changes in the government structure.
- Remittances have been a major source of economic growth and played an important role in poverty reduction, though they decreased during the pandemic and the gap between rural and urban poverty remains a problem.
- Kyrgyzstan has the highest Gender Inequality Index value in the Central Asian countries.
- The agricultural sector is dominated by smallholder farmers and individual entrepreneurs, who account for the major share of the country's gross agricultural output.
- Livestock production is important for rural livelihoods, not only as a source of income and food, but also as a safety net and coping mechanism in cases of shocks. Livestock productivity is generally low. The degradation of pasture resources is an issue.
- Kyrgyzstan is highly vulnerable to disasters and shocks associated with climate change.
- Since 1995, IFAD has approved financing for seven loan projects in a total amount of about US$129 million mostly in the pasture and livestock sectors. The first three projects were initiated by the World Bank, and IFAD provided cofinancing. During the implementation of the third project, IFAD increased its involvement. From the fourth project onwards, IFAD has led the project design and supervision.
- IFAD does not have a Country Office in Kyrgyzstan and the Country Director manages the country portfolio from the multi-country office in Istanbul since 2018. Prior to this, the Country Director was based in Rome, Italy.

III. Performance and rural poverty impact of the country strategy and programme

A. Relevance

46. This section assesses the relevance of IFAD strategies and interventions in relation to the Government's and IFAD's policies and strategies, the priorities and needs of the country, and those of the rural poor. It also discusses the quality and targeting approaches in the projects.

Relevance of objectives

47. **The key thrusts of the IFAD-supported programme have been well-aligned with overarching government policies and strategies**. A series of national development plans/strategies[12] noted agriculture, with an increasing emphasis on industrialization, as one of the key sectors for socio-economic and green development. The objectives of the IFAD-financed portfolio reflected the major goals set in the national development plans, such as: poverty alleviation and addressing inequality in rural areas; ensuring food security, nutrition and food safety; and increasing competitiveness of and returns to agricultural producers and processors. The core areas of IFAD's support, such as pasture management, livestock productivity improvement and the development of private veterinary services also have been aligned with the overarching development strategies and development of other sectoral strategies (see box XI-1 in annex XI).

48. **IFAD's consistent support in the livestock sector has been highly relevant to the country's priorities and the needs of the rural communities**. The support to pasture management, veterinary service development and animal disease control has been crucial for the majority of rural households, many of whom depend on livestock and pastures to a varying extent. After independence in 1991, fragmentation of responsibilities over pastureland between different levels of government authorities provided opportunities to wealthy and influential farmers to have access to more productive pasture areas. Unequal access to pastures, combined with the deterioration of pasture infrastructures, led to overgrazing of winter pastures near villages and undergrazing of distant summer pastures. The pasture governance reform supported by IFAD and other partners sought to promote more equitable access to pastures and to address pasture degradation. Integration of forest areas in pasture management in the latest project RRPCP is also very relevant, given that about one third of area managed by the Forestry Service is used as pasture and rented to pasture users.[13]

49. From the viewpoint of the country's economy, the livestock sector contributes almost half of the value of agricultural production (see also section II.A.). Food safety compliance of livestock products is important not only for public health but also to enable exports to the EAEU and other markets.

50. **The project objectives and focus have been aligned, overall, with key prevailing IFAD corporate-level strategies,** namely the IFAD strategic frameworks 2007–2010, 2011–2015 and 2016–2025. The COSOP and project objectives have been in line with many of the objectives and thematic focuses in these strategic frameworks, to improve rural poor people's access to natural resources, strengthen the resilience of natural resources and the economic asset base to climate change and environmental degradation, and to improve access to services (specifically, veterinary services).

51. **IFAD's documented country strategy of 2018 followed the past and ongoing portfolio and missed an opportunity to strengthen a poverty focus**. After the

[12] Such as the Medium-Term Development Programme (2012-2014), National Strategy of Sustainable Development (2013-2017) and the National Development Strategy (2018-2040).
[13] The total area managed by the national Forestry Service is 2.5 million hectares, 0.88 hectares of which are pastures (data was provided by the Forestry Service).

country strategic opportunities paper of 1996, there was no formal country strategy until the 2018 COSOP, which followed an interim document, the 2016 country strategic note. Compared to the latter, the 2018 COSOP contained more information and added mainstreaming themes (i.e. youth and nutrition, though in a rather general manner) but the thrusts remained the same, and the contents of these documents largely reflected the ongoing and planned projects. With changes in the context and after solid achievements in the areas of pasture management and veterinary services, the COSOP preparation could have served as an opportunity to critically reflect on the strategic thrusts and opportunities in the following years. Ideally, this would have been done based on a sound diagnostic poverty and livelihoods analysis and an assessment of economic opportunities that different categories of the rural poor could take advantage of (see also paragraphs 59-61).

Relevance of project designs

52. **The community-based approach has been key to improved pasture governance**. AISP (2009–2014), cofinanced by IFAD and the World Bank, supported awareness-raising, inclusive social mobilization for establishing and strengthening PUUs and PCs in every *ayil aymak* with pastures in the country (454 *ayil aymak* in total). The nationwide support in AISP was followed up in LMDPs financed by IFAD and the Pasture and Livestock Management Improvement Project (PLMIP) funded by the World Bank.[14] The interventions were comprehensive and were accompanied by a broad range of support for a conducive environment (e.g. legislative framework, support for demarcating legal pasture boundaries, determining pasture carrying capacities, strengthening the mechanism for pasture fee collection to be re-invested in pasture infrastructure). The thrust of such a community-based approach was to reduce inequality in access to pasture resources (see also paragraph 48).

53. **Microprojects planned and implemented through PCs responded well to the needs of rural communities.** In particular, of critical importance has been the investment in pasture infrastructures (e.g. road rehabilitation, bridges, water points), enabling access to distant (summer) pastures which had not been used (or were underused) since the Soviet era. Such investment was expected to reduce the pressure on pastures closer to the villages (particularly winter pastures). Some microprojects were also relevant to improving livestock and veterinary service delivery (e.g. veterinary clinics). Furthermore, the implementation of microprojects through the PCs provided opportunities for pasture users to start managing their own affairs and funds, thus instilling the sense of ownership and responsibilities.

54. **Support for veterinary services has been comprehensive and well-conceived.** In the post-Soviet period, the state provision of veterinary services disappeared with de-collectivization. Support to the establishment of private veterinary services started within the framework of the Sheep Development Project (1996–2002, cofinanced by IFAD and the World Bank) and continued within all completed and ongoing projects. In collaboration with other partners (see section on partnership building), IFAD supported interventions at different levels – from the enabling environment (e.g. legislative and regulatory framework, the Veterinary Chamber, veterinary education, animal identification and tracking system) to concrete activities on the ground (vaccination, support to private veterinarians). Technical assistance from the World Organization for Animal Health (known by the acronym OIE[15]) arranged through the projects has been critical.

55. **A shortcoming in the comprehensive approach has been the insufficient attention and lack of strategies for improvement and sustainable management of pastures**. The expansion of accessible pastures through microprojects indirectly encouraged and supported increased numbers of animals –

[14] PLMIP (2015-2019) covered Chuy and Talas regions, whereas IFAD-financed LMDPs covered the remaining regions.
[15] It is an inter-governmental organization currently with 182 members, which was originally founded in 1924 as the *Office International des Epizooties* (OIE) and was renamed as the World Organization for Animal Health in 2003.

a popular choice to invest the remittance inflows from migrants. There is a growing awareness of the importance of the quality of animals rather than the quantity. However, there was not sufficient investment in quality improvement, such as artificial insemination services in conjunction with other (dis)incentives and improved market access. Microprojects planned and implemented through PCs tended to focus on infrastructure, machinery and equipment for expanding accessible pastures,[16] and much less on pasture improvement (see figures XI-1 and XI-2 in annex XI), which could have been encouraged, at least in part, by better awareness-raising and/or rules on the use of microproject grants.[17] The CSPE notes that the latest RRPCP design recognizes these issues and seeks to address them.

56. **Livestock value chain development has not been accompanied by an adequate strategy and interventions.** A shift from production-focused interventions to supporting small-scale producers to gain greater returns from markets was a logical progression, and so was the intention of working with different value chain actors (e.g. milk collection and cooling centres, processers, input suppliers, veterinarians). However, the project approach has lacked conceptual clarity in terms of "additionality", the intended beneficiaries and benefits (see box 1). Furthermore, the approach to support farmer organizations has been largely project-driven, with implications for sustainability. In ATMP, a combination of the rushed implementation after significant delays (an incentive of sizable grant support) and project requirements on the group composition (see subsection later on the relevance of targeting approach) has tended to encourage the formation of groups driven by the desire to access project support rather than by a shared long-term vision. There have been increased efforts in ATMP with regard to organizational capacity and governance of groups/cooperatives after the MTR in 2021. However, ideally, such issues would have been integrated into the initial stage even before groups were formed and formalized.

Box 1
Lack of conceptual clarity in ATMP approach

ATMP focuses on the value chains of dairy, meat, wool and honey. The planning of interventions is driven by business propositions of "leading entities" (agro-enterprise /processor or farmer associations), around which support to farmers and service providers is to be developed. Hence, the first stage is to identify eligible leading entities based on their proposals, which is to be followed by mobilization and establishment of farmer groups and an elaboration of support activities (financial, technical).

While choosing the market opportunities (leading entities) as a starting point is sound, there was a lack of consideration as to what extent and how the project support is expected to leverage private investments and associated impacts for the target groups, which would not have happened without the project.[18] For example, it was not clear whether and how the project support was intended to facilitate new or upgraded commercial relationships between companies and smallholder farmers (see also effectiveness section). Most, if not all, of the 11 leading entities met by the CSPE team are well established and well resourced and the justification of grant support for hard investment is unclear. The ATMP design envisaged value chain business plans to include proposals for grant and credit financing, but it was not clear why certain equipment or machineries would be financed by grants and not bank loans. At the same time, there are smaller agro-enterprises, whose improved business capacity and growth can contribute to better access to markets, services,

[16] In LMDP I and LMDP II, about 60 per cent and 70 per cent of the microproject funding, respectively, was for agricultural transport and equipment and bridge construction or rehabilitation. (see figures XI-1 and XI-2, annex XI).
[17] The LMDP II project completion report (PCR) noted that the mid-term review encouraged PUUs to use the third tranche of microproject financing to invest in pasture improvement. By completion, the project funded 76 microprojects on pasture improvement. However, these still represented only 4 per cent of the microproject financing.
[18] For example, the 2012 IFAD private sector strategy stated: "IFAD's interest in deepening its engagement with the private sector is driven by the need to catalyse additional investments, resources, knowledge, technology, services and market access to the rural poor."

knowledge and technology by the target group, for whom subsidized support may be better justified.

Source: CSPE team.

57. **Implementation arrangements for projects have been generally appropriate, but less so for market-oriented interventions**. APIU, established under the Ministry of Agriculture (not only for IFAD-funded projects but also for other projects), and ARIS have been the main implementing partners. They worked in collaborative arrangements with many other institutions (e.g. research, academic). These long-running arrangements have worked reasonably well in pasture management and veterinary services. However, the APIU/ARIS-centred institutional arrangements have faced challenges in the market component of LMDP I and LMDP II, and more so in ATMP. APIU and ARIS were less familiar with market-based and value-chain approaches. Operationalizing the LMDP market component and ATMP is arguably much more complex compared to production-focused interventions, requiring a great deal of inputs and expertise from APIU/ARIS with due diligence.

Relevance of targeting approach

58. **The project interventions in pasture management and veterinary services have been largely inclusive by their nature and through broad social mobilization efforts.** The main thrust of the pasture reform was to address inequality in access to pasture (see also paragraph 48). Data varies depending on the sources and geographical areas, but it is estimated that at least roughly two thirds to three quarters of rural households would own some livestock that graze on pastures. Even poorer households (with only a few animals of their own or rented animals) who do not entrust their animals to shepherds to graze in distant pastures benefit, for example, from improved conditions of nearby pastures and better animal health. Improved access to and sustainable management of pasture resources are also relevant for non-livestock activities (e.g. beekeeping, collecting herbs and berries). Furthermore, attention was paid to ensuring poor households were involved in the process of establishing and strengthening PUUs and PCs (e.g. inclusion of poor households in PUU institutional assessments).

59. **While inclusive, the interventions were not accompanied by adequately targeted measures for the poor and the vulnerable**. The project's target group descriptions were broad (e.g. in addition to vulnerable and women-headed households, "other livestock producing households" were target groups in LMDPs). In general, poverty analyses were not sufficiently detailed to inform a differentiated targeting strategy.[19] Designs of the LMDPs suggested measures to identify poor households (e.g. social passport holders,[20] wealth ranking exercise), but it was unclear how this was to lead to any differentiated approach. With interventions mostly targeted at service delivery and enabling environment in livestock production systems, project benefits were bound to be proportionate to livestock ownership – i.e. households with more animals benefit more. On the other hand, some grant-funded projects[21] – much smaller in size and mostly with off-farm income generating activities – had somewhat clearer targeting of the vulnerable, especially women and women-headed households.

[19] For example, while the differences in farming systems and asset (livestock) ownership in different parts of the country were recognized, the targeting strategy in the LMDPs' design was basically to rely on the wealth ranking exercises. RRPCP (yet to start) includes a specific component for youth and women, principally through a targeted funding mechanism for these groups – but the groups are generally put together without differentiated measures.

[20] According to the government guidelines, in order to qualify for social benefits (social passport), a family has to have no more than 4 livestock units (LUs) per family member. One sheep or goat is equivalent to 1 LU, 1 cow = 6 LUs, 1 heifer = 2.5 LUs, 1 bull = 8 LUs, 1 horse = 7 LUs. (Guidelines on the assessment of citizens (families) need for (eligibility for) the benefits for the citizens (families) in need with children under 16" (Government decision #307 from June 29, 2018).

[21] Including "Improving Livelihoods of Small Farmers and Rural Women through Value Added Processing and Export of Cashmere, Wood and Mohair" (2009-2014), "Mobilizing Public-Private Partnerships in Support of Women-led Small Business Development" (2014-2019), and JP-RWEE (2012-2021).

60. A weak focus on poverty has become more prominent in market-oriented interventions. Understandably, better-off members of the community are better placed to take advantage of interventions with commercial orientation. There has been insufficient reflection on ensuring that a fair share of the benefits reach very poor people, who may derive food or incomes from livestock to varied degrees but may depend more on other income sources (e.g. wage labour). In addition to the milk value chain, LMDPs' market component was meant to support income diversification, especially by women, and strengthen resilience to climate change. However, the initial idea of supporting the vulnerable was diluted during the implementation in favour of support to better-off entrepreneurs (e.g. horticulture).

61. Unlike earlier microprojects at community level, grant proposals at the farmer level under ATMP are basically for private goods, which can be prone to mistargeting. There is contradiction between the requirement for a cash contribution as an indication of commitment and ownership by the participants, and the intention to work with poor people, who find it difficult to mobilize cash contributions. The predominant approach to promote women's participation, opportunities for youth and social inclusion in ATMP has been the requirement or incentives to include members with specific profiles in farmer groups.[22] Such a requirement can be helpful in some cases (particularly if strong facilitation is available to ensure active participation of vulnerable members), but it could also wrongly promote groups that primarily seek project support.[23]

Summary - relevance

62. The core areas of support have been consistent and highly relevant to the country's context and the needs of rural households. The interventions supporting pasture management and veterinary services have been comprehensive at multiple levels (from the policy and legislative framework to the field level) and inclusive by their nature and broad social mobilization. Support for pasture reform was relevant to the efforts and needs to address inequality in access to pastures, but there were inadequate targeted measures for poor and vulnerable households. A shift to more market-oriented interventions have not been supported by an adequate strategy nor a poverty focus. On balance, relevance is rated as **satisfactory (5).**

B. Coherence

63. This section assesses coherence, covering: (i) external coherence, i.e. the consistency of the strategy with other actors' interventions in the same context; and (ii) internal coherence, i.e. the internal logic of the strategy, synergies and linkages between different elements of the country strategy and programme. In connection with coherence, the section also discusses performance on knowledge management, partnership building and policy engagement.

External coherence

64. **Over the evaluated period, IFAD has gradually positioned itself as one of the major contributors in the livestock sector, complementing other initiatives**. During AISP, IFAD increased its involvement and technical leadership in the portfolio. Based on the experience and lessons from AISP, IFAD designed LMDPs. These projects (and the World Bank-funded PLMIP) built on or were complementary to other interventions supported by other partners, for example, earlier pilot initiatives on community-based pasture management supported by the United

[22] A group is expected to have members owning a small number of animals (i.e. more than 50 per cent of members with a maximum of 5 livestock units) and including women and youth is one of the evaluation criteria for grant proposals. Also, based on IFAD's increasing attention to disability inclusion, ATMP has started encouraging the inclusion of farmer group members coming from a household with a disabled family member and has started collecting such data.
[23] The interviews by the evaluation team indicated that it was difficult to form groups that meet the project requirements and reconfiguration was required in some villages.

Nations Development Programme (UNDP) and Camp Alatoo,[24] or the animal identification and tracking system supported by FAO, among others.

65. After AISP, cofinancing with the World Bank ceased.[25] Based on a joint design process, IFAD-supported LMDPs in some areas, and PLMIP, financed by the World Bank, worked in others. Together, they covered the whole country and were mostly consistent. The coordination was also helped by the fact that these projects were all managed under the APIU. However, it appears that there were also some weaknesses in coordination between LMDP and PLMIP teams in APIU, IFAD and the World Bank during implementation.

66. **IFAD-supported interventions have been consistent with the international standards and commitments that the Government is expected to comply with.** Projects supported actions needed for the country to better comply with OIE's international standards for animal health and welfare, and to meet food safety standards for exports. More recently, IFAD also worked with other partners to support the Government in honouring the country's commitment to climate action. For example, IFAD and some development partners jointly supported the Government to prepare the nationally determined contribution in accordance with its pledge to the Paris Agreement, and to assess the country's ability to reduce GHG emissions.[26]

67. **Coordination with other development partners has been good.** IFAD has developed collaboration with a number of international organizations working on relevant thematic areas (i.e. pasture management, veterinary services), such as FAO, GIZ[27] and UNDP (see section on partnership building). Regular exchanges, including during supervision missions,[28] have helped joint efforts, learning and consistencies in actions and strategies. There is also an established platform for donor coordination, the Development Partners Coordination Council,[29] in which IFAD participates through its working groups on agriculture and climate change. Additionally, IFAD has also increased its contribution as part of the UN Country Team (e.g. contribution to the UN Development Assistance Framework, the Socio-Economic Response Framework for COVID-19 under the UN umbrella).

68. **Different approaches are applied to support private investment financing in different projects.** Some development partners, including IFAD (through LMDPs and ATMP) cofinance private investment in assets (e.g. equipment, machineries) on a grant basis. In a recent World Bank-funded project, financing for "productive partnerships" (for similar types of equipment) with the private sector is not on a grant basis and is to be reimbursed (although not in the form of bank loans). The latter seems to be more in line with the current Government policy of not providing grants (to individuals and businesses), especially when the funds are borrowed by the Government. This may be an area which requires discussion on a possibly more harmonized approach between different partners.

[24] Camp Alatoo is a well-established national non-governmental organization (NGO) in Kyrgyzstan and has played an important role in the area of pasture management.
[25] Initially, the World Bank and IFAD had planned to continue with cofinancing arrangements for a follow-on project after AISP, but due to the timing of resource allocation on both sides, this did not materialize. The two institutions designed and financed three separate projects.
[26] "The commitment included unconditional and conditional emissions reduction targets of 15.97 per cent by 2030 and 43.62 per cent by 2030, respectively. "UNDP, FAO and IFAD together with other partners supported a whole-of-government and whole-of-society approach to develop nationally determined contribution, through capacity-building to strengthen coordination and engagement of all stakeholders at national and subnational levels. With the adoption of climate commitments, the country has demonstrated its commitment to introducing climate change issues into the sustainable development of the country. (United Nations - Kyrgyz Republic. 2021).
[27] *Deutsche Gesellschaft für Internationale Zusammenarbeit*.
[28] For example, IFAD supervision missions on LMDPs regularly met with development partners working in the relevant areas, such as GIZ.
[29] http://www.donors.kg/en/about-us

Internal coherence

69. **IFAD's support in Kyrgyzstan has been largely consistent and coherent - over time and horizontally, with a main focus on livestock, pasture and animal health**. Starting with AISP, interventions have built on and followed up on the achievements and lessons in earlier projects. This approach facilitated a long-term continuous engagement with the same multiple national partners – offering institutional strengthening and allowing the projects to work on topics requiring long-term perspectives and investments.[30]

70. **There were missed opportunities for cross-fertilization between investment and grant projects.** For example, the IFAD grant-supported CACILM II project[31] (2013–2016) planted pasture grasses in Osh region, establishing a demonstration plot for pasture restoration, and producing several knowledge management materials on this topic and a policy paper promoting several sustainable land management technologies, including planting pasture grasses. Reportedly, the project interacted with the Kyrgyz Research Institute of Livestock and Pastures, which was involved in IFAD investment projects, but the CSPE did not find any evidence that the knowledge management materials were used within the framework of these projects.

71. Another example of a missed opportunity to link the grant with the investment programme related to the JP-RWEE (2014–2021). JP-RWEE introduced innovative approaches, which have also been scaled up by other partners (see sections on innovation, gender and scaling up). LMDPs (implemented 2013–2019 and 2014–2021) could have benefited from the JP-RWEE experience and engaged with the JP-RWEE women groups. Some integration started only within the framework of ATMP since 2021.

Knowledge management[32]

72. The evaluation assesses the extent to which the IFAD-supported country programme captures, creates, distills, shares and uses knowledge and lessons. The 2018 COSOP has only a general description about the projects having "their own knowledge management plans" and knowledge management and monitoring and evaluation (M&E) data supporting policy dialogue. The COSOP also planned that at least one knowledge management product on participatory pasture management would be developed and shared with other countries. In addition, livestock development, food safety and women's empowerment were mentioned as potential topics for South-South cooperation with countries in the subregion (i.e. Tajikistan and Uzbekistan).

73. **IFAD's efforts on documenting and sharing lessons and knowledge have intensified in the past couple of years with visible contributions.** Especially in 2021, IFAD supported several knowledge products – a series of related studies - and events around the topics of pastures and climate change (see table XI-2, annex XI). A study on pasture conditions based on geo-spatial analysis fed into to another study to support the Government to update their nationally determined contributions. A study by FAO and IFAD on the potential impact of the planned RRPCP on GHG emissions was also used as an input to updating the nationally determined contribution.[33] Based on these studies and LMDPs' experiences, IFAD, together with FAO, prepared a "policy brief on low carbon and resilient livestock development in

[30] For example, the Kyrgyz Livestock and Pasture Research Institute received support under AISP, LMDP and ATMP. This enabled the institute to continue research and international exchanges in the area of pasture management as well as to engage with local community promoting pasture resting and re-seeding.
[31] Central Asia Initiative for Land Management. A grant was given to the International Centre for Agricultural Research in the Dry Areas (ICARDA).
[32] IFAD defines knowledge management as "a set of processes, tools and behaviours that connect and motivate people to generate, use and share good practice, learning and expertise to improve IFAD's efficiency, credibility and development effectiveness". (IFAD 2019 Knowledge Management Strategy).
[33] Analysts from FAO and IFAD used a tool called the Global Livestock Environmental Assessment Model-*interactive* (GLEAM-*i*) to calculate the potential reductions in emissions achievable through the latest IFAD-funded project RRPCP.

Kyrgyzstan."[34] This policy brief highlighted concerns regarding unsustainable pasture management exacerbated by climate change and presented key measures learned from the project activities that could permit increased productivity alongside reduced emissions, and support Kyrgyzstan's adaptation to climate change.[35]

74. Associated with the publications mentioned above, IFAD has also supported knowledge-sharing through events beyond Kyrgyzstan. IFAD, in collaboration with other partners[36] and the Government, made a presentation on *Low Emission and Resilient Livestock Development* at the COP26[37] meeting (November 2021). There were also knowledge-sharing sessions focusing on the methodological approach used in the studies, including: (i) information session on using remote sensing for the NDC update organized by UNDP, GIZ and IFAD (February 2021)[38]; and (ii) ShareFair event at COP26, presenting a *Catalogue of geospatial tools and applications for climate investments* prepared by IFAD, in which Kyrgyzstan was one of the case studies.

75. **These inputs and results were realized with effective external and internal collaborations**. On the pasture condition maps, IFAD took advantage of the ongoing collaboration with the European Space Agency at corporate level. The study on the potential impact of the planned RRPCP on GHG emissions was supported within the framework of a multi-country grant to FAO (through the second phase of IFAD's Adaptation for Smallholder Agriculture Programme, ASAP2),[39] "Low Carbon and Resilient Livestock Development Strategies for Climate Informed Investments." There were also substantial inputs and involvement of IFAD's technical staff working on environment and climate change, and livestock. In these initiatives, IFAD worked with a number of partners - the European Space Agency, FAO, GIZ and UNDP.

76. **An important aspect of knowledge management has been the efforts to promote experience-sharing and exchanges for learning and possible replication in other countries.** Kyrgyzstan is considered a pioneer in institutionalizing and promoting community-based pasture management, and establishing private veterinarian services. These have been the two main thrusts of IFAD's support. Exchanges with other countries (particularly regionally) on these thematic areas were facilitated with IFAD support (e.g. by bringing in Kyrgyz stakeholders in supervision missions in Tajikistan), and/or they were undertaken as part of project-funded activities. Other development partners (e.g. GIZ[40]) also supported such activities. In November 2014, an international conference on improvement of pasture management in Central Asia was held in Bishkek, for which IFAD and GIZ jointly developed a concept.[41]

77. **South-South knowledge exchange was also facilitated in the framework of grants.** Under an IFAD-funded regional grant supporting South-South cooperation,[42] Kyrgyzstan was identified as a lead country for the themes of "effective use of

[34] https://www.ifad.org/en/web/knowledge/-/low-carbon-and-resilient-livestock-development-in-kyrgyzstan
[35] It noted that the new IFAD project would make it possible to increase the total production of meat and milk by about 4 per cent while cutting emissions by 17 per cent, without an increase in the number of animals. Improving feed quality, also results in reducing the overall quantity needed.
[36] Including FAO, GIZ and the Global Dairy Platform.
[37] The 2021 United Nations Climate Change Conference held in Scotland, the United Kingdom.
[38] The session included presentations on "Earth observation for sustainable development products," the "Sibelius data cube," "Technology-based adaptation to climate change" and "Forest management information system" (IFAD social reporting blog 2021).
[39] The grant of US$402,000 was to cover Lesotho, Kenya, Ethiopia, Tajikistan and Kyrgyzstan.
[40] https://www.landuse-ca.org/en/activity/dialogtadzhikistan-4-2/
[41] The conference was held from 17 to 19 November 2014 and co-funded by IFAD-supported projects in Tajikistan and Kyrgyzstan. The objective of the conference was to support the development and advancement of sustainable pasture management systems in Central Asia (with a focus on Kyrgyzstan and Tajikistan), bringing together worldwide examples of property rights systems that promote environmental sustainability, economic efficiency and equality of access (LMDP supervision mission report, November 2014).
[42] A grant of US$1.8 million to the United Nations Office for South-South Cooperation, "South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa and Europe Region," implemented between 2014 and 2019. Eight countries were to be included: Algeria, Hungary, Kyrgyzstan, Morocco, Sudan, Tunisia, Turkey and Uzbekistan.

pasture" and "rural tourism." On the former, for example, this grant project supported visits by Kyrgyzstan experts to India and Mongolia to conduct training sessions[43] and exchanges with local stakeholders.[44] Some other regional grants also had the element of knowledge exchange between countries integrated in the design[45] and the CSPE desk review shows that this happened. However, it is difficult to verify the outcomes of these activities, and the linkage between grants and the investment portfolio was not always clear (e.g. see earlier subsection on internal coherence).

78. **The key implementing partners in the IFAD-financed portfolio, APIU and ARIS, have both been active in communication**, which has served the purpose of disseminating information and public relations. Communication materials (e.g. videos, articles, newsletters, brochures) and training materials have been made available through multiple sources, e.g. websites, Facebook, YouTube. From 2010–2018, a quarterly APIU newsletter was prepared in three languages (Kyrgyz, Russian and English). It was shared in electronic format with beneficiaries, donors, NGOs and other national partners until 2018 when the communication platform shifted to social networks.

Partnership building

79. The COSOP 2018–2022 stated that IFAD would continue to promote partnerships with public institutions and community organizations, as well as research institutes and local NGOs. The COSOP also indicated potential/planned international development partners to cooperate in various areas (e.g. GIZ and the World Bank on pasture reforms, FAO and UN Women to support women's economic empowerment, European Bank for Reconstruction and Development and RKDF to promote rural-based SMEs). The private sector was also mentioned as a partner.

80. **Support to and collaboration with numerous national institutions have generally contributed to the portfolio achievements.** In addition to relevant government departments, the main project partners include: (i) research institutions (livestock, pasture, veterinary); (ii) academic institutions (Kyrgyz National Agrarian University - Veterinary Faculty, Faculty of Production and Processing of Agricultural Products – Livestock Division[46]); (iii) associations and public unions (Kyrgyz Jayity,[47] Republican Veterinary Association); and (iv) the Veterinary Chamber. Consistent support in the same areas over the years has enabled a long-term engagement. These organizations have been "beneficiaries" of institutional strengthening support, as well as the implementers of specific activities financed by the projects that are governed through contracts or memorandum of understanding types of arrangement. Working with them has been mostly relevant and effective given the project objectives and also for sustainability, although it might not be fully accurate to label this as a "partnership." Within or outside contractual arrangements, long-term collaboration with an NGO/think tank like Camp Alatoo, which has substantial experience in pasture management, has also been beneficial.

81. **IFAD has partnered with international development agencies, encompassing knowledge exchange and management, technical cooperation, policy engagement and/or co-financing**. IFAD started operations in Kyrgyzstan by co-financing projects designed by the World Bank, which provided opportunities for IFAD to gain experience. LMDPs, financed by IFAD, and PLMIP, financed by the World Bank, were planned to have national coverage together with comparable/similar designs, and all managed by APIU. However, the evaluation did

[43] For example, in Mongolia, training on best pasture use practices in the framework of the Second Working Group Meeting of Asia Rangeland Initiative in Central Asia in Ulaanbaatar (5-8 August 2017). In India, the topic was best pasture use practices (6-10 November 2017).
[44] Final report for the regional grant 2015-2019.
[45] Including, a grant covering Iran, Kyrgyzstan and Tajikistan to the International Centre for Agricultural Research in the Dry Areas on processing cashmere, wool and mohair; and a grant to the Aga Khan Foundation for women-led small business development covering Afghanistan, Kyrgyzstan and Tajikistan.
[46] The Kyrgyz National Agrarian University offers a bachelor's degree on pasture management.
[47] A shorter local name used for the National Pasture Users Association of Kyrgyzstan.

not find evidence of active exchange and coordination during the implementation between the two institutions – for example, in efforts to tackle common implementation issues.

82. Furthermore, FAO, GIZ and UNDP have been important partners in the thematic areas of pasture management, veterinary services and climate change. Joint studies and collaboration have led to knowledge-sharing events, knowledge products and advocacy initiatives in these areas (see also section on knowledge management).

83. **There has been good collaboration and increased coordination with other UN agencies**. The collaboration has been through joint initiatives (e.g. JP-RWEE) or within the framework of IFAD-funded grants (e.g. FAO). The latest UN Kyrgyzstan annual report 2021 indicates greater visibility of IFAD in the UN country team, with multiple references to IFAD as part of the joint efforts, compared to no mention in the previous report. It is also worthwhile noting that the Rome-based agencies (FAO, IFAD and WFP) organized annual retreats in 2021 and 2022 to discuss complementarity among the agencies and explore opportunities for combined efforts, such as policy dialogue at country level in order to advance the agenda for mainstreaming cross-cutting issues of gender, nutrition and climate change.[48] The agencies prepared an annual joint work plan, which was to be monitored over the year. Hence, the efforts have gone beyond the funding or contracting relationships.

Box 2
Examples of joint initiatives with UN agencies

- **JP-RWEE** was a global joint programme with FAO, WFP and UN Women, under which IFAD played a role in introducing the Gender Action Learning System (GALS) methodology in Kyrgyzstan. GALS is being taken up by other actors (see sections on scaling up and gender for more details).
- In relation to the **Food Systems Summit in 2021**, the Rome-based agencies (FAO, IFAD and WFP), "in coordination with the UN Resident Coordinator's Office, actively supported the Ministry [of Agriculture] in collecting data, conducting awareness-raising events, organizing platforms related to dialogues on food systems." (United Nations – Kyrgyz Republic 2022).
- In collaboration with FAO, IFAD has supported the Ministry of Agriculture to develop the road map for **Digital Agriculture and Food System**. In 2020, FAO and IFAD signed a Partnership Agreement as an initial step in the development of e-agriculture in Kyrgyzstan.[49]

Source: CSPE based on desk review.

84. **The collaborative arrangement with OIE has been of strategic importance for strengthening veterinary services.** Since the initial evaluation of the Kyrgyz veterinary services by OIE in 2007 (without IFAD involvement),[50] OIE's periodical inputs to the country have played a crucial role. OIE's technical assistance over a period was planned and funded through AISP and LMDP, and at least one LMDP supervision mission (2019) coincided with the OIE mission, which facilitated exchanges. The LMDP project completion report (PCR) noted that the partnership between OIE, IFAD and the Government of Kyrgyzstan resulted in major institutional reforms and attributed the success to: (i) the strong legitimacy and very high-level expertise of the OIE on these topics; and (ii) the high level of commitment of the Government to undertake these reforms and to improve the compliance of their veterinary services with international standards.

[48] https://kyrgyzstan.un.org/en/111305-rome-based-agencies-join-efforts-kyrgyzstan-act-one-food-security-and-nutrition-related?fbclid=IwAR2A5E8aNblE8sMc0eBGbvaos8Hh3M6TaIlqXtNfDXYUmfvj9g4qHLlTDvM
[49] https://kyrgyzstan.un.org/en/105279-fao-and-ifad-join-forces-develop-e-agriculture-kyrgyzstan
[50] The OIE assessment in 2007 rated the State Veterinary Department at the lowest of the five-level grading scale (World Bank 2008).

85. **The level of international co-financing has varied between projects, but the overall ratio for the evaluated portfolio is above the corporate target.** In the earlier period, IFAD funding was mobilized by the World Bank, rather than IFAD mobilizing the World Bank funding. While there was no international cofinancing in LMDPs except for ASAP, more cofinancing has been leveraged in the recent projects (ATMP, RRPCP, i.e. the Russia-Kyrgyz Development Fund,[51] Adaptation Fund). For the completed projects (AISP and LMDPs), the actual international cofinancing ratio was 0.66 (against the corporate target of 0.6).

Policy engagement

86. This section discusses the extent to which IFAD and its country-level stakeholders engage, and the progress made to support dialogue on policy priorities or the design, implementation and assessment of formal institutions, policies and programmes that shape the economic opportunities for the rural poor.

87. **The investment portfolio has been a main and effective vehicle to significantly contribute to strengthening and influencing institutions and policies**. These mainly covered the areas of pasture management, veterinary services, food safety and climate action (see sections on effectiveness and impact for more details). The activities and inputs to policy issues were mostly funded by the investment projects, and the World Bank (earlier in AISP and PLMIP). The IFAD (LMDPs) teams, together with the OIE team (for veterinary systems), effectively engaged with in-country stakeholders (e.g. Pasture Department, State Veterinary Inspectorate) to ensure that relevant activities were undertaken, and adequate inputs and decisions were made (although notably there does not appear to have been policy engagement regarding gender issues). Supervision missions and implementation support practically served as platforms to discuss policy issues.

88. **Beyond the investment portfolio framework, IFAD has also provided policy-related inputs in collaboration with other partners.** One recent example is a series of inputs starting with the pasture condition maps. The maps prepared with support from IFAD and other partners have served as a basis for updating the nationally determined contribution of Kyrgyzstan,[52] as well as for urging measures for reducing GHG emissions while improving livestock productivity (IFAD 2021; see also paragraph 73).

Overall assessment – coherence

89. IFAD's country strategy and programme consistently focused on the livestock sector and key challenges therein and has been overall coherent – both externally and internally. Around these core thematic areas and beyond the project inputs/outputs, IFAD mobilized non-project resources and inputs (e.g. IFAD's technical staff, grant resources) and fostered collaboration with other partners to: (i) contribute to analytical work; (ii) generate and package knowledge; and (iii) table and influence policy issues. In general, not limited to the core thematic areas, IFAD has also increased overall collaboration and coordination with other UN agencies. The CSPE rates **knowledge management, partnership building** and **policy engagement as satisfactory (5)**. **Coherence** is rated as **satisfactory (5)**.

C. Effectiveness

90. Effectiveness is the extent to which the country strategy and programme achieved, or is expected to achieve, its objectives and its results at the time of the evaluation, including any differential results across groups. The outreach data and effectiveness of targeting is discussed, followed by an assessment of achievements against the main expected outcomes of the country programme as reflected in the theory of

[51] The RKDF funding is intended to provide loans to ATMP participants (mostly through financial institutions, but also direct lending from the RKDF), though it is currently frozen.
[52] IFAD is among the nine agencies specifically acknowledged in the Government document.

change (see annex V): (i) strengthened community-based pasture management; (ii) improved veterinary services for healthier animals and food safety; and (iii) access to markets. The assessment on the country programme's performance on innovation[53] is also presented.

Outreach and targeting

91. **Interventions around pasture management and veterinary services have achieved extensive outreach**. The portfolio has covered all rural municipalities. Due to the nature of the interventions, all or most households with grazing livestock would have benefited from the improved and more equal access to pastures (e.g. remote pastures, improved state of nearby pastures, better planned and coordinated access), and the improved veterinary services. It has also been reported that vulnerable households were granted lower rates for pasture fees and the use of equipment (e.g. for fodder preparation). Another inclusive approach was the participation of disadvantaged groups in the assessments of their PUUs.[54]

92. Furthermore, public infrastructure, especially those near villages, has brought benefits to households without livestock. For example, the CSPE field visit encountered poor household members who were grateful for bridges that improved their access to services and saved time. However, in general, the extent of benefits from interventions would have been proportionate to livestock ownership and there was little targeted coverage of vulnerable households with no or a few grazing livestock (see paragraph 59).

93. The quantitative data on outreach reported by the projects, as well as the targets, are difficult to interpret, but the number of benefiting rural households is likely to be higher than what has been reported. The 2021 COSOP review estimated the outreach of 150,000 households in three projects (LMDPs completed and ongoing ATMP). A rough estimation by the CSPE indicates that LMDP I and LMDP II, together, may have reached over 300,000 rural households, overlapping with an estimated half a million households reached under the preceding AISP (see table XI-3 in annex XI).

94. **Outreach through interventions aimed at improving access to markets has been limited – both in terms of the number of sub-projects and their inclusiveness**. The market-linkage component in the LMDPs supported only a small number of sub-projects (31 in LMDP-I and 30 in LMDP-II) and they have largely benefited better-off households – as was also recognized in the PCRs.[55] If the supported enterprises were expected to generate benefits for others, in terms of better access to markets by poor farmers or employment generation, the outcome was unclear. Some types of businesses (e.g. horticulture) had lower outreach effects than intended at design. By comparison, milk collection and cooling centres or milk processing groups benefited a greater number of livestock farmers in the area, in addition to the entrepreneurs themselves.

95. The progress in the ongoing ATMP has also been very slow and limited. As of end April 2022, the number of producers organized/supported in groups were only around 1,500 (against the revised target of 12,000) and concrete benefits were still

[53] Innovation is defined as the extent to which interventions brought a solution (practice, approach/method, process, product, or rule) that is novel, with respect to the specific context, timeframe and stakeholders (intended users of the solution), with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction (IFAD 2020). Ideally, innovations simultaneously tackle the multiple challenges faced by smallholder farmers. In IFAD operation contexts, this happens by packaging/bundling together several small innovations.

[54] The PUU assessment included areas such as the development of pasture management plans for PUUs, informing community members, identification and implementation process of microprojects (LMDP II supervision mission report 2015). "The assessment involved four focus groups consisting of 7 to 13 members each and had the following types of groups: (i) women group; (ii) villagers with few livestock or are considered poor; (iii) leaders, authorities, representatives of institutions; and (iv) shepherds and large-scale cattle owners" (Guidelines for institutional assessment of PUU/PC activities 2015). The CSPE team's discussions with ARIS indicated that these groups were involved in the PUU assessment during the projects.

[55] The CSPE team visited 6 entrepreneurs that benefited from matching grants under LMDPs and found that most were better-off entrepreneurs.

to be realized.[56] ATMP has sought to promote inclusive groups through a quota and incentives (see relevance section). The project data as of the end of April 2022 show that about 9 per cent of the farmer group members were from women-headed households and 15 per cent were youth. The CSPE team's interactions with farmer groups and ARIS indicate that, in many cases, groups are initiated by a small number of entrepreneurial farmers, as would have been expected, and then others are added to fulfill quotas. Challenges with meeting the quota/criteria were mentioned by ARIS and the farmer groups. It is unclear how the dynamics will function in practice.

96. **Some grant-supported projects demonstrated success in reaching women with targeted activities, albeit on a very limited scale**. Among others, the JP-RWEE was highly successful in promoting the approach for economically empowering women: the GALS pilot in 2017 reached 3,440 people, including 2,632 women and 808 men (CDA 2018).[57] Other grant-funded projects, such as the one on animal fibre processing, included those that supported enterprise activities by women's groups. In the investment portfolio, a gender-sensitive approach and interventions was largely absent. Women were reached by the project interventions along with male counterparts as part of community members, but with limited targeted measures. There are quotas for women and youth in farmer groups of ATMP (and RRPCP), but little facilitation to ensure that they are actively participating and making decisions.

97. **Work with youth is a relatively new area for the programme, and apart from support to young vets, there have been few focused activities.** Scholarships for youth from disadvantaged households in rural areas to be trained as veterinarians have sought to address job opportunities for the youth, as well as responding to the ageing of the current veterinary cohort (which is leading to a shortage of veterinarians in rural areas). In LMDP I, scholarships were provided to 114 students (14 female). The programme for younger vets to receive mentoring from more experienced vets is also being supported in the ongoing ATMP and both the younger and older vets met during the field visits were positive about the results. However, it may still be challenging to keep young vets working locally as some are keen to get specialist training or work in Russia.

Strengthened community-based pasture management

98. **IFAD support played a major role in the advancement of the pasture reform around community-based management**, which is considered a pioneer example in the international community (see box 3). The Pasture Law, introduced in 2009 at the onset of AISP, was a result of considerable work by many stakeholders. IFAD's continuing support to the PUUs/PCs and legislative adjustments have ensured that the system functions, despite some attempts by those with a vested interest (e.g. large-scale livestock owners) to reverse the process.

Box 3
Key features of pasture governance reform

- Transfer of the authority for pastureland management from regional (*oblast*) and district (*rayon*) administrations to local self-government bodies at local *ayil okmotu* level, then delegation of pastureland management authority from local self-government bodies to PUUs and their executives established as PCs.
- More equitable access to pastures through broad-based representation in PUU general assemblies, in particular benefiting small-scale livestock owners.
- Preparation of community pasture management plans by PCs.

[56] ATMP MTR reported the outreach of about 6,100 households, including 3,539 through social mobilization. It is not clear how those who were not reached through social mobilization (about 2,600) were effectively reached and how the figure relates to the farmer group members.
[57] However, as also noted in the JP-RWEE final evaluation, not only poor households were included.

- Pasture usage rights (pasture tickets issued to herders) based on number of animals, helping to align stocking rates with pasture carrying capacity rather than with area-based access.
- Setting of pasture fees by PUUs aimed at covering PCs operating and investment costs.

Source: AISP project performance assessment (IFAD 2016).

99. **AISP and LMDPs effectively supported the establishment and operationalization of pasture committees and improved pasture use planning.** AISP (2009–2014) covered 454 PCs nationwide, while LMDPs (2011–2019 and 2014–2021) continued working with 316 of 454 PCs in their target regions, along with the World Bank-funded PLMIP covering the remaining PCs. The projects made significant investments in building the capacity of PCs by providing training and support to the development of community pasture management plans, delineation of pasture borders between and within rural communities, pasture monitoring, grant proposal preparation and management. Maps were prepared with the boundaries of individual pasture sites and used for preparing pasture management plans.

100. AISP and LMDPs supported public awareness campaigns on community pasture management. Microprojects planned and implemented through PCs/PUUs (e.g. infrastructure, equipment) played a critical role in increasing recognition of PCs by local communities. PC representatives shared with the CSPE mission that improvement of pasture infrastructure with project support helped to persuade residents that PCs were useful, and facilitated the collection of pasture fees. The projects also supported the establishment and capacity-building of animal health subcommittees under the PCs and animal health groups that ran information campaigns on livestock and human health. All PCs developed the five-year community pasture management plans. Yet, community awareness about the PCs' work and involvement in pasture management remains suboptimal (see also sections on impact and sustainability).

101. **Microprojects were instrumental for opening access to remote pastures and resuming seasonal pasture rotation.** The majority of microprojects under AISP and LMDPs supported the development of pasture infrastructure (construction of bridges, water points, livestock dips) or procurement of equipment that was used for maintenance and repair of pasture-related infrastructure, especially roads (see figures XI-1 and XI-2, annex XI). These investments restored the pasture infrastructure that deteriorated after the Soviet Union era, opened access to remote summer pastures and stimulated seasonal pasture rotation. LMDP II survey data (RichResearch, 2021) indicated that the use of remote pasture in summer increased from 3.3 per cent in 2016 to 48.4 per cent in 2020 (see table XI-4 in annex XI).[58]

102. **Pasture restoration activities were effective but were implemented on a very small scale.** The geospatial analysis conducted by the CSPE team on the targeted pasture sites shows that leaving pasture sites fallow and fenced (with or without reseeding with pasture and perennial grasses), with project support, had a positive effect on the state of pasture vegetation, but this effect gets quickly lost due to overgrazing in the following years (see annex VII). There is a growing interest in pasture reseeding (which used to be carried out by air in Soviet times) at both national and local levels, but the absence of locally grown seeds of pasture grasses and the high cost of imported seeds limit the use of this approach on a broader scale.

103. **IFAD support facilitated growing interest in fodder production to supplement grazing, but the inputs and results in this area have also been limited**. Some support has been given to community (fodder) seed funds under AISP

[58] Re-computed based on the effective responses shown in the survey data. The survey report annex showed 1.8 per cent in 2016 and 41.9 per cent in 2020, but these were calculated based on all respondents, including no responses. For LMDP, the data for the medium (intensively-used) pasture (usually used in spring and autumn) and distant/remote pasture (for summer) were not differentiated.

(101 with 1,754 farmers[59]) and the LMDPs (95 with outreach of 3,181 households in LMDP I, 91 in LMDP II). The groups have sown barley, wheat and sainfoin, collected the seeds and distributed some to members for reseeding and feeding. The fodder base has been developed with purchases of agricultural equipment (e.g. harvesters, hay balers, feed mills). The equipment is owned by the *ayil okmotu* but managed by PCs (with individual households bringing grain for grinding for a fee), and their use and maintenance appears appropriate. Some ATMP farmer group proposals also include planning for equipment to assist with fodder production.

104. **Support to development of the early warning system has been beneficial for herders.** Weather forecasting, especially severe weather warnings, are important for herders, particularly when taking their livestock to remote pastures in the spring. IFAD supported the development of the system in the Hydromet Office, targeted at pasture areas and pasture users. The beneficiaries met by the CSPE team in the field described cases where livestock was saved thanks to the early warning.

Box 4
Early warning system for pasture users

Support was provided by the Finnish Meteorological Service to establish the SmartMet and Smart Alert systems, to produce better forecasts and alerts. IFAD put this into use to ensure that pasture committees can access relevant daily information on weather forecasts; and that shepherds receive the warnings (mainly under LMDP II) by providing funding for equipment (e.g. servers, computers) and training, and development of a website (www.sropasture.kg) and mobile app (MeteoKG). The information is also shared through the internet and social media. The rapid increase in mobile phone ownership means that all those interested can access the information. Following the closure of LMDP II, the system was transferred to the Pastures Department for ongoing support (including sending bulletins by email).

The online survey of PCs by the CSPE found that all those surveyed are accessing early warning information in some format. The majority of the respondents (62 of 77 respondents, 81 per cent) reported that they use the mobile application, MeteoKG, to receive information about the weather on pastures, while 22 people (29 per cent) indicated using it to receive bulletins of the Pasture Department, and 12 people (16 per cent) mentioned the website, sropasture.kg, as a source of information. Others also mentioned (in the survey and in person) receiving WhatsApp information and warnings. In addition to timely and effective outreach of the information, it is important that warnings are acted upon in a timely manner. Given the increased role of shepherds with the opening up of remote pastures, it is crucial to ensure that shepherds have sufficient knowledge and skills, and act professionally.

Source: CSPE field visits and online survey, June to July 2022.

Improved veterinary services for healthier animals and food safety

105. **IFAD support has enabled significant progress in establishing a legislative and institutional framework to scaffold the private veterinary service.** A public-private contracting system for veterinary services, and provision of small start-up grants for private veterinarians and their training was developed under AISP. LMDPs and ATMP have supported the veterinary legislative framework,[60] which allowed for the expansion of private veterinary practice (box 5) in the country and development of the veterinary chamber. Throughout these processes, technical inputs from OIE have been crucial.[61]

[59] AISP also introduced community seed funds for food crops, with the additional financing provided by the European Union at the time of the 2008 food crisis.
[60] Including the Veterinary Law, December 30, 2014, and related amendments and regulatory acts, such as the Code on Administrative Liability, May 24, 2017.
[61] The key areas of OIE support included: strengthening of the strategic plan, legislation and capacities of the veterinary service; legal and regulatory support regarding veterinary medicines; advisory support regarding laboratory services and food safety; support for the establishment of the Veterinary Chamber; and improvement of veterinary education. OIE conducted periodical visits, focusing on the evaluation of "performance of veterinary services". Their reports were used in designing the support of the projects to the veterinary service, and provided a framework and scorecard, against which progress could be measured.

Box 5
Private veterinary services

Kyrgyzstan has transitioned relatively rapidly from veterinary services provided only by the State (for instance, via the *kolkhoz* veterinarian) to a private veterinary system. Veterinarians moved from State employment to become independent businesses. They charge animal owners for some public animal health services, such as vaccination (with vaccines provided by the State), treatment for internal and external parasites and provision of animal health certificates prior to the livestock going to pasture. In addition, they provide tags and enter data in the animal identification system. They also provide general private veterinary services for a fee, such as helping with calvings, treatment of sick animals, or artificial insemination. State veterinary services at national and local levels still exist, enforcing regulations and contracting veterinarians for public animal health duties. At national level, this includes strategic planning, preparation of legislation and directives, control of laboratories and medications, and international relations. The relatively integrated public-private operations (the first in the Commonwealth of Independent States [CIS] countries) supports animal (and human) health from farm to table.

Source: CSPE, based on project documents and interviews.

106. With OIE's technical assistance, support was provided to draft the Veterinary Law, which guided the establishment of **the Veterinary Chamber**, the first of its kind in the CIS countries.[62] While this has been an important achievement, there are still issues with the capacity (human, technical and financial) to fulfil the mandate and sustainability (see box 6 and also section on sustainability). **The Republican Veterinary Association**, the professional body representing the interests of veterinarians and providing continuing education, has also received support under ATMP. It brings together representatives of *rayon* and district-level associations.[63]

Box 6
Veterinary Chamber and regulation of private veterinary practices

The Veterinary Chamber, as a statutory body, is responsible for registration of veterinarians, verification of qualifications and ensuring an adequate standard of care, handling of complaints, preparing guidelines and training materials, and liaison with the Government. Veterinarians need to be registered with the Veterinary Chamber to practice – also in order for them to be contracted by local governments to carry out the official vaccination programme. However, it appears that this is not always policed. In April 2021, at the end of LMDP II, there were reported to be 2,569 private veterinarians registered (initially with no fee). Once paid renewal of registration was required, the numbers of registered veterinarians have reduced. Currently, there only 905 veterinarians registered (100 women), including 419 fully qualified veterinarians (68 women), 371 feldshers (assistants) (23 women) and 115 paravets (9 women). This has implications for the sustainability of the Chamber, as beyond project support, revenue from members is its main source of funding.

Source: CSPE, based on project documents and interviews.

107. **Project support for infrastructure, equipment and materials, as well as capacity-building of veterinarians and communities contributed to improved veterinary service delivery.** The projects financed infrastructure (construction or rehabilitation) and equipment at local level, such as veterinary clinics, crushes,[64] dips

[62] The law was first signed in 2014 and was updated with the assistance of LMDP II. The norms included: regulation of private vet practices; registration of private veterinarians; evaluation of professional qualification; and control of veterinary ethics. The projects have supported development of the strategic plan and created a website for testing.
[63] The Veterinary Association began with support from FAO, under the auspices of the Veterinary Inspectorate. There is also another association, the Veterinary Alliance, which was established in 2011 on a volunteer basis. Representatives of both associations are part of the Veterinary Chamber Board. The objective of all the associations is to represent private veterinarians' interests to the government, and to provide training and mentoring support.
[64] Cattle crushes near the veterinary post or out in the pastures enable the veterinarians to carry out procedures on animals (for instance, pregnancy testing, artificial insemination, caesarian sections and vaccinations/deworming).

(for treatment of external parasites[65]), carcass pits, incinerators, motorcycles, refrigerators and chiller boxes, surgical equipment, computers, mobile phones and more.[66] The equipment is owned by *ayil okmotu* but is used and maintained by the veterinarians. Combined with technical capacity-building, these facilities and equipment have enabled the private veterinarians to provide services more effectively and efficiently (as well as motivating the veterinarians personally).[67]

108. The investment in facilities and veterinary service providers has been complemented by efforts at the community level linked to the pasture users' institutions. Animal health sub-committees were established under PCs to prepare animal health plans, including plans for vaccinations and deworming. Veterinarians are required to check the livestock before they move to pasture, and to issue and record a health certificate for each animal. However, it is not clear if all PCs follow this system every year as the effectiveness of animal health sub-committees seems to vary.[68] For instance, according to the private veterinarians, some herders do not get their animals vaccinated, which can put the entire herd in danger. These issues underline the importance of the compliance with plans and the enforcement of rules, in which the role of professional shepherds has increased, with increased access to intermediate and remote pastures.

Box 7
Views and observations by private veterinarians – interviews and online survey

The CSPE met with at least 30 veterinarians during the field visits or by remote interviews in June 2022. The CSPE also conducted an online survey with veterinarians, in which 133 responses were received (see annex IX for details). In general, they were positive about the equipment and facilities provided by the projects that were supporting them to do their work. Most were nearing retirement age and expressed concern that there would be decreasing numbers of vets available locally in the future.

Incomes from providing veterinary services as a proportion of total income varied between respondents. In the online survey, 25 per cent stated that they receive most of their annual income from provision of veterinary services, 31 per cent receive around half of their income from veterinary services, and 37 per cent receive most income from other businesses. In the interviews, some complained that it was difficult to collect payment from the herders, and this deterred some younger vets. However, others argued that they were very busy and had a good income, and that herders were willing to pay vets who acted professionally. Some were also running their own agrovet pharmacy. There was a suggestion that there should be a basic allowance/salaries from *ayil okmotu*, given that the vaccination programme is a public health issue, to complement the payments for other services by herders.

Some veterinarians shared the concern about the lack of regulation of the activities of veterinary pharmacies and improper practices performed by farmers (e.g. purchase of medicine, vaccines and antibiotics from the veterinary pharmacy and injecting their animals).

Source: Interviews and online survey of veterinarians conducted by the CSPE.

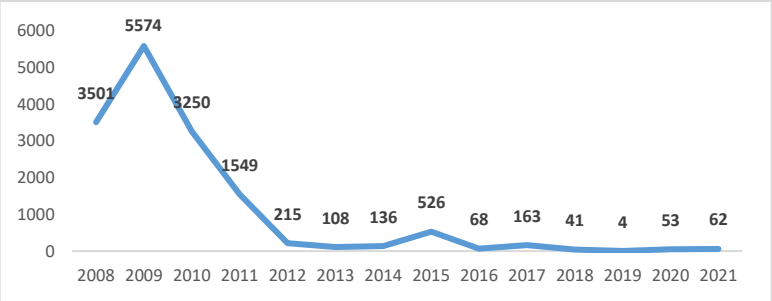
109. **IFAD support has raised the quality of veterinary education and training, and the quality of veterinarians.** Based on an assessment of the veterinary

[65] Veterinarians purchase and mix the chemicals in the dips and charge herders per head of sheep or goats dipped; while cattle are injected with Ivermectin for internal and external parasite control, as part of the animal health plan.
[66] In LMDP I, 152 microprojects (out of 756) were for veterinary clinics, with 17 per cent of the funds; while in LMDP II, 216 out of 1,500 for veterinary clinics or vet equipment, with 12 per cent of the funds.
[67] The online survey of PCs conducted by the CSPE found that 45 per cent rated the work performed by private vets in their *ayil aimak* as good, while 10 per cent gave a rating of very good. Slightly less than one third of the respondents gave it a rating of satisfactory. The average rating was satisfactory-good, which was consistent in the different regions.
[68] The online survey of PCs conducted by the CSPE found that based on 77 responses, 52 per cent that indicated the animal health sub-committee prepared animal health plans and supported the vets and farmers to organize vaccination campaigns (comparable to 46 per cent of the veterinarians who, in an online survey, stated that the animal health sub-committee was fully active). Thirty-five per cent mentioned assisting the vets with health certification prior to going to pasture or slaughter, while conduct of information campaigns for the community (for instance on echinococcosis) was highlighted by 25 per cent. Only three people responded that animal health sub-committees are not active in their respective areas.

curriculum of the Kyrgyz National Agricultural University conducted by OIE in 2015, the projects provided support, with OIE assistance, to introduce new subjects, improve the quality of teachers, and establish international twinning relationships, in addition to the provision of equipment. The teaching methods have become more practical, and the students are using x-ray, ultrasound and surgical equipment provided by the project. The university is now accredited as a veterinary education centre and serves as an example for other ex-CIS countries. Under LMDP I, scholarships were provided to 114 students (14 female) from poor households (out of a total of 650 students in the faculty). Furthermore, university staff have been contracted by the Veterinary Service/ATMP to provide continuing education for young and mature veterinarians.

110. **The portfolio has contributed to achievements in animal disease control with various measures.** Vaccinations and anthelmintic treatment, alongside awareness-raising and other measures, have led to visible decreases in preventable animal diseases. Brucellosis vaccinations for small ruminants (with RV-1 vaccine) began in 2008 within AISP, alongside serological monitoring of cattle. In 2019, Strain 19 vaccine was purchased (under LMDP II) and brucellosis vaccination was undertaken for female calves (recommended by OIE). Cases of brucellosis in small ruminants (*B.melitensis*) reduced dramatically from 2009 and have remained low (figure 1 below), with a likely causal relationship to the vaccination programme.[69] This can be assumed to result in improved livestock fertility and productivity.

Figure 1
Cases of brucellosis reported in small ruminants (2010-2021)



Source: Veterinary Service under the Ministry of Agriculture of the Kyrgyz Republic.

111. In addition to brucellosis, the projects have contributed to the control of other animal diseases[70] through diverse measures. Areas of support included: community awareness-raising, carcass pits and incinerators (both in communities and laboratories in Bishkek and Osh) to control contagion, regular monitoring of the efficacy of the disease control programmes by the Kyrgyz Scientific Research Veterinary Institute, and the animal information database[71] enabling tracking of diseases. The results of these activities are difficult to demonstrate, though no less important, as success is an absence or reduction of outbreaks that may have occurred without these inputs.

112. Furthermore, collaboration between veterinarians and the epidemiology staff of the Ministry of Health on monitoring and community health awareness-raising has been

[69] The cases in cattle reduced until 2013, but have risen since then. However, it is unclear whether this is an artefact due to the increasing population of cattle. It is also unclear whether these cases are due to *B.melitensis* or *B.abortus*. There is some debate among Kyrgyz veterinarians regarding the value of vaccinating cattle with Strain 19 (to prevent *B.abortus*), and questions raised regarding the expenditure on the vaccine.
[70] The portfolio supported the preparation of the official foot-and-mouth disease control programme (approved in May 2020), the rules for the control of *peste des petits ruminants* (PPR), African horse sickness, classical swine fever, bovine pleuropneumonia and bovine spongiform encephalopathy.
[71] Animal Identification and Tracking System - SIOZH - maintained by IT specialists contracted by ATMP, and earlier by LMDP II (noted in the MTR Report, 2017).

effective in reducing zoonoses (e.g. echinococcosis[72] - see also section on impact). The projects have supported awareness-raising on public health, using booklets and videos on the spread of echinococcus and brucellosis, and other methods to prevent them (including materials for schoolchildren).

113. **The animal identification system supported by IFAD and other partners has made an important contribution to improving food safety.** The system, which provides data on livestock from farm to table (e.g. monitoring disease, production, tracking of animals), has improved efficiency and enhanced national market and export opportunities. IFAD-funded projects supported contracting of IT specialists to continue developing the functionality of the original FAO-funded system.[73] Private vets are responsible (for a fee from owners) to place the ear tags (and subcutaneous chips in horses) and record the owner and animal data on the IT system, as well as any diseases or medications administered. Any diseases encountered at slaughter should also be noted in the system to assist tracking of disease outbreaks.[74] Interviews with vets indicated that the system via mobile app is used and functional.

114. **Through regulatory measures, significant progress has been made to improve livestock product food safety, although challenges remain.** To comply with the EAEU requirements there is a plan for all public sector laboratories and most private laboratories attain ISO 17025 certification or equivalent.[75] LMDPs and ATMP have supported harmonization of legislation on veterinary and sanitary inspection of food products to facilitate exports.[76]

115. However, the EAEU trade has not been as successful as hoped, as there have been difficulties with compliance and delays in progress. Furthermore, the ban by Kazakhstan on some dairy imports in 2016 reduced the potential benefits to dairy producers (though it is gradually rebounding).[77] There is still insufficient control of veterinary medications, leading to misuse.[78] Kyrgyzstan received expensive equipment for food testing from EAEU, but recurrent costs for reagents and maintenance are high and the prospect of continued operation without external funding seems uncertain.[79]

116. **There has been limited progress in terms of improving livestock breeds, although most herders claim it is important**. The LMDPs provided support to promote artificial insemination (AI) (e.g. training of private veterinarians, provision of AI equipment, and construction of AI points), but on a limited scale. Available data confirm the low usage of AI services in general. The online survey of veterinarians conducted by the CSPE showed that only 22 per cent of respondents reported using AI, while 43 per cent rated farmers as interested or very interested in using AI, with a regional variation (see also annex IX). According to the LMDP II impact assessment

[72] Treatment of dogs from 2014 with anthelmintics (praziquantel) to treat echinococcosis, and prevent transmission, has been successful, with a steady decrease in cases from 2014 to 2020. Veterinarians report that there is still considerable evidence of echinococcosis in small ruminants (encountering cysts at slaughter). However, the public awareness-raising efforts, supported by IFAD and the Veterinary Service, has decreased the risk of transmission to humans.

[73] Legal experts supported by LMDP have prepared the Law on Animal Identification (passed on July 20, 2019). The EAEU provided mobile phones and LMDP provided computers (as did Russia) to support vets in entering data, while UNDP has supported training.

[74] To date, all cattle and pigs are identified, and this year horses should be completed. Sheep and goats are being processed, starting with higher quality animals.

[75] Osh and Bishkek laboratories (Centre for Veterinary Diagnostics and Expertise) have achieved this, with assistance in infrastructure renovation, reagents, computers, laboratory equipment and incinerators, as well as support to transport.

[76] Specifically, these have included technical regulations on food safety, milk and dairy products, meat and meat products, fish and fish products, fat and oil products, and an evaluation of labelling and other issues.

[77] According to the United Nations COMTRADE database on international trade, exports of milk and cream (not condensed or sweetened) from Kyrgyzstan to Kazakhstan fell significantly in 2016, then rebounded to US$4.94 million by 2019/2020. Recent data from the Ministry of Agriculture shows that exports (by tonne) in the first seven months of 2022 have significantly increased compared with the whole of 2021 - by 272 per cent for pasteurized milk.

[78] Some veterinarians reported that pharmacies often sell veterinary medicines directly to farmers. Milk processors (in interviews) complain of the presence of antibiotics in milk, leading to rejection of milk consignments and economic losses, as well as human health risks.

[79] Their operation (e.g. necessary reagents) is currently funded by ATMP.

by the IFAD's Results and Impact Assessment Division (RIA), only 1 per cent of households in the project reported having used AI services.[80]

117. The feasibility of AI services is also influenced by the seasonal mobility of animals: many cows go to remote pastures during the breeding period, making insemination more difficult. Still, when feasible, AI services can be the most effective method to improve animal quality and the projects could have supported more in this area. One of the limitations to AI is the availability of nitrogen, which is needed for AI services. This is being addressed through ATMP support for the construction of two nitrogen plants in Bishkek and Osh. The CSPE field discussions revealed that there are also some difficulties with herders detecting oestrus.

118. There have been requests to support the State breeding farm ELITA (from the Government under ATMP)[81] and also to import live purebred bulls and heifers. ATMP provided grant resources to ELITA to finance the construction of liquid nitrogen plants required for AI in Chui and in Osh. IFAD's support for purchasing and importing live animals has been limited,[82] and the CSPE considers a focus on AI with imported semen is appropriate, given the risks for smallholders arising from the import of live animals (i.e. high cost, and the need for better care and nutrition of improved animals).[83]

Improved access to markets

119. **There were some successful examples in value chain approaches with grant-funded projects, but on a limited scale**. Two small regional grant projects in the animal fibre sector[84] included some value chain activities. These projects worked with training and investments to improve the designs, production and processing and marketing of wool (grant to ICARDA); and wool, silk and leather (Aga Khan Foundation). For example, a selling point for handicraft was set up in a hotel in a touristic area (in Naryn), to which women groups were linked. Many of the women's groups are still active. They have limited linkage with the investment projects.

120. **In the investment portfolio, there has been limited progress towards the outcome of improved access to markets.**[85] LMDPs' market component was planned to focus on the milk value chain, while there was also some additional support for income diversification beyond the milk sector. The supervision mission reports noted the challenges, in particular with the contraction of dairy export market opportunities (see also paragraph 115), although this was not an unexpected risk. In the end, main activities under both projects were technical and financial support to a small number of business undertakings (total of 61 under both projects,[86] see also table XI-5, annex XI), mostly implemented towards the end of the projects.

[80] This was compared to 12 per cent among control households in other regions (Chuy and Talas) covered by PLMIP. The RIA impact assessment noted that access to AI service providers was easier in the north outside of the LMDP II area, which may be a reflection of the grazing practices and market-related barriers to milk production in the south.

[81] The ELITA State Breeding Farm has requested funding from ATMP for the renovation of their lab and the purchase of quality breeds, but IFAD underlined the need for a clear business plan for the request to be considered. To date, a fully costed proposal has not been received in IFAD. There are no bulls at this state breeding farm at present, and it is unlikely to be economically viable compared with importing semen (from a wider variety of bulls).

[82] Under LMDP I, 36 purebred bulls were purchased for 19 PUUs, but such a purchase was not replicated in LMDP II. The LMDPs have mainly focused on cattle with less attention given to improving the breeding of sheep (PCRs). However, during the CSPE field trip, a veterinarian working with a PC presented field research they had carried out to demonstrate the benefits of improved breeding in sheep and to encourage herders to invest in better breeds.

[83] Crossbreeding offers hybrid vigour, enabling stock to withstand the harsh local conditions and cope better with poor nutrition. However, the Ministry of Agriculture has expressed concerns regarding potential loss of breed qualities from uncontrolled crossbreeding (since Soviet times).

[84] One regional grant (in the amount of US$1.5 million) was to the International Centre for Agricultural Research in the Dry Areas (ICARDA), implemented between 2009 and 2014, and involved Iran, Kyrgyzstan and Tajikistan. The other grant (in the amount of US$1.3 million) was to the Aga Khan Foundation and involved Afghanistan, Kyrgyzstan and Tajikistan (see also the list of grants in annex III). These projects supported 70 women artisans and 100 beneficiaries in Naryn, respectively.

[85] In COSOP 2018–2022, outcome 1.2 is "improved smallholder access to remunerative markets."

[86] Fifteen per cent of these were related to the milk value chain, and 21 per cent to wool processing, while 38 per cent was for horticulture and gardening.

Many of these are run by better-off entrepreneurs, though there were also examples of benefits reaching more farmers, e.g. the milk collection and cooling centre reducing the spoilage of milk and offering better prices to farmers (box XI-2 in annex XI). There was little evidence of portfolio contribution to income diversification.

121. The ongoing ATMP, focusing on value chain development, has suffered from significant implementation delays and challenges, particularly linked to the delayed finalization of the project manual and road map/grant proposal formats. Inputs and outputs are limited or are only starting in late 2021. At the end of April 2022, some 110 grant proposals – around 20 leading entities and involving about 1,500 farmers – were issued no-objection by IFAD, all but one of which were put together and processed between late 2021 and the first quarter of 2022. With the procurement of equipment/machineries and training activities underway, it would still take some time for concrete benefits to be realized. The ATMP component on value chain financing also has had little progress. Establishment of the producer-public-private partnership platform under ATMP has been slow and only began in 2022. In theory, this will work with sectoral actors to identify policy and legal gaps, and smooth functioning of the value chains.

122. **A more fundamental issue than implementation delays and low output numbers is the quality of implementation results**. Based on a review of eleven leading entities and associated farmer groups that have submitted grant proposals under ATMP, the additionality of the project support was not always clear (see also box 1; box XI-3 in annex XI). Many of the farmers were already working with the processor/leading entity.[87] The equipment and training supported by the project will most likely be beneficial to the farmers involved (e.g. improved product quality, better prices), but the project support has not substantially facilitated new or better structured commercial relationships for more disadvantaged producers. Also, some of the leading entities or veterinarians interviewed said that they would probably have used their own funds for the purchases, if not funded by the project – and some who were frustrated with the slow pace of the project actually did so.

Achievements against COSOP objectives

123. Table 4 provides an overview of the CSPE assessment against the COSOP objectives, to which three outcome areas discussed above are linked. It should be noted that although the COSOP is from 2018, the strategic thrusts and the objectives were the same as the 2016 country strategic note, and in any case, both of them effectively reflected the programme since AISP is covered by the CSPE. Hence, the evaluation team considers the 2018 COSOP objectives as an appropriate basis for the CSPE.

Table 4
CSPE assessment on achievements against 2018 COSOP objectives

COSOP objectives	CSPE assessment
Strategic objective 1: To increase smallholders equitable and sustainable returns	
1.1 Improved smallholder livestock production systems	Satisfactory outcomes in terms of improved veterinary services resulting in healthier animals. Improvement of the quality of animal breeds has made modest progress, with a tendency for farmers to still focus on more rather than better quality animals.
1.2 Improved smallholder access to remunerative markets	There has been little progress.
1.3 Improved livestock products food safety	Satisfactory outcomes based on improved veterinary services, animal identification and tracking systems and improved public knowledge. Still some challenges with enforcement
Strategic objective 2: To enhance smallholders' resilience to climate change	
2.1 More productive and resilient pastures	The resumption of seasonal mobility resulted in a more balanced use of pasture ecosystems. However, the focus has been more on the

[87] For instance, one dairy company visited works with approximately 7,000 producers, of which only approximately 60 households in five groups are to benefit from the ATMP grant support.

	expansion of accessible pasture than pasture improvement and sustainable management. *[moderate achievement]*
2.2 Diversified ecosystem-based livelihoods of pastoral communities	Few inputs made in this regard (under the investment projects and some grants
Institutional/policy and non-lending objectives	
Policy, legislation, normative framework, institutional development in the areas of: (i) animal health; (ii) food safety; and (iii) community-based pasture management	Overall significant achievements (see section on impact).
Rural women's capacity building and empowerment	Excellent achievement for a small number of participants in GALS activities under JP-RWEE. However, gender-sensitive and gender-transformative approach limited in the investment portfolio
Government implementing partners replicate piloted IFAD interventions in non-project areas	See the CSPE assessment in subsection on scaling up.
Cooperation with other stakeholders on climate change policy elaboration and implementation	Materialized. Jointly with other partners, IFAD supported the update of the nationally determined contribution.

Source: COSOP 2018 and CSPE.

Good achievement | Partial/mixed achievement | Low achievement

Innovation

124. **The IFAD portfolio in Kyrgyzstan has incorporated numerous innovations, facilitated by several factors.** Innovations introduced were particularly related to pasture management and veterinary services, and also to gender. According to the IOE's corporate-level evaluation on IFAD's support to innovations for inclusive and sustainable smallholder agriculture (IFAD 2020), in Kyrgyzstan, which was one of the case study countries, IFAD carried out a step-by-step countrywide process that first introduced and disseminated an innovation, which was replicated and improved upon in the subsequent projects.[88] IFAD's consistent focus on the livestock sector has facilitated such process and results.

125. **The rolling process of development and piloting, learning and further development, and replication nationally has been followed with pasture users' institutions and supportive legislation.** The establishment of the PUUs and PCs was piloted during the Agricultural Support Services Project,[89] expanded nationally during AISP, and further developed and replicated nationally during the LMDPs (and PLMIP funded by the World Bank). The existence of the Pasture Law (2009), which was supported by the World Bank before AISP, served as an important foundation. Specific innovative aspects included transfer of legal ownership, pasture mapping, formats for community pasture management plans, and pasture monitoring. There is considerable awareness of the potential benefits from innovations and strong ownership of those activities by beneficiary communities.

126. **The community-managed pasture innovations have also been replicated regionally,**[90] with or without assistance by IFAD. While not all aspects are easily replicated due to different cultural settings, Tajikistan has benefited greatly from the example of Kyrgyzstan,[91] supported by facilitation by IFAD. The documents on the

[88] Innovations moved to national coverage quickly, hence the work was more focused on qualitative improvements than on expansion.
[89] In addition, it was piloted on a small scale by Camp Alatoo and UNDP.
[90] It is understood that the Kyrgyz Pasture Law, enacted in 2009, has provided inspiration for similar pasture laws developed in 2015 in Turkmenistan, and in 2017 in Kazakhstan. Lastly, Uzbekistan approved a pasture law in 2019 (following exchange meetings between relevant government staff). In addition, Mongolia, Armenia and Georgia are reported to have used the Kyrgyz pasture law and system as a basis to develop their own (there have been field visits by Mongolian government representatives to see the community-managed pasture system in practice). Application of GIS technology and analysis has been used to combine pasture mapping, use and monitoring, and early warning systems to inform climate policy and build herder resilience.
[91] For example, see Wilkes (2014) on the institutional setting of Tajik pasture management.

IFAD-funded Livestock and Pasture Development Project in Tajikistan also reference the Kyrgyz experience. Tajikistan developed similar pasture laws in 2013.

127. **LMDP II supported the development of the early warning system providing weather alerts for pasture users, which is considered innovative.** Previously, general weather forecasts were available (and a very slow process to distribute information via a chain of government agencies). However, this was the first early warning system focused on alerts for herders. It was made easily available via a mobile phone application (see also paragraph 104, box 4).

128. **IFAD has been supporting the innovation of the development and strengthening of the private sector veterinary system**.[92] When the government veterinary system operating via collectives was disbanded, there was a vital need for support to establish a new system for animal health service provision. IFAD and the World Bank worked closely to support the development of the private veterinary service and legal framework in AISP. IFAD then continued to strengthen it with associated regulations. IFAD is recognized widely as one of the main development partners (along with FAO and OIE) continuously supporting animal health.

129. **There were also various other innovations supported in the portfolio, in some cases also with other partners.** Animal identification and tracking systems support animal and public health activities and exports. IFAD provided support to adapt the pilot by FAO to improve functionality and database establishment, and scaling this up to the whole country. Bringing in youth from disadvantaged households on scholarship to study in the Kyrgyz National Agrarian University from areas lacking veterinarians (under LMDPs) and bonding them to return to work on contract in local areas for a certain period is also an innovative approach (see also paragraph 110).[93] This was piloted as a way to respond to the rural veterinary shortage[94] and in view of the government policy to have a veterinarian in every village. The Kyrgyz National Agrarian University and the Veterinary Service under the Ministry of Agriculture are also supporting (under ATMP) an innovative programme for younger vets to receive mentoring from more experienced vets. Both the younger and older vets met during the field visits were positive about the results.

130. **IFAD introduced transformational innovations in the gender area.** GALS and BALI (Business Action Learning for Innovation)[95] were first piloted through the local NGO, Community Development Assistance (CDA), as IFAD's contribution to the JP-RWEE. The approach has been integrated in the investment portfolio since 2021. Other development partners have disseminated GALS and BALI further (see section on scaling up).

Summary - effectiveness

131. Overall, the achievements on the objectives/outcomes around pasture governance, pasture management and veterinary services are significant, with consistent support over the evaluation period. With comprehensive and integrated interventions, the results encompass from the policy and institutional level to the field level. However, more recent support for access to markets has been less successful. The outreach through support to pasture management and veterinary services has been extensive, but a weak poverty focus meant that the poor and vulnerable were not receiving the targeted support they would have needed. The level of achievements against the

[92] See also the IOE's corporate-level evaluation on IFAD's support to innovations for inclusive and sustainable smallholder agriculture (IFAD 2020), which identified the private veterinary system in Kyrgyzstan as one of the innovations.
[93] Within LMDP I, a tripartite contract was signed between the Kyrgyz National Agrarian University (KNAU), the *ayil okmotu* and the parents for 114 initial students, of which 104 graduated (14 female). They have been provided with a starting kit of equipment and are beginning to work.
[94] More than 70 per cent of veterinarians are over 60 years old (APIU 2022). For example, Bagyush PUU, Jalal-Abad, reported during the visit that the shortage of veterinarians is one of their greatest problems, as they would need 20 veterinarians but have only 7.
[95] GALS is a participatory methodology that involves all household members in discussing gender issues. CDA and IFAD then developed the tool further in an effort to increase the profitability of women's businesses (BALI).

COSOP objectives is mixed, but it is important to underline that the "weight" of each objective in the country programme are uneven, with significant results achieved in the core areas.

132. The Kyrgyz programme has included significant ongoing support to innovations, mostly around pasture management and veterinary services. BALI, under the joint grant project, was an innovation first piloted in Kyrgyzstan (as a further development of GALS). **Innovation** is rated as **satisfactory (5)**.

133. On the whole, **effectiveness** is rated as **moderately satisfactory (4),** taking into account some shortcomings in the pro-poor results and limited progress in improving access to markets.

D. Efficiency

134. The efficiency assessment looks at the extent to which the intervention or strategy delivers, or is likely to deliver, results in an economic and timely manner. It involves two areas: operational efficiency (how well the intervention was managed, including timeliness, business processes) and economic efficiency (conversion of inputs into results as cost-effectively as possible).

135. **Timeliness in project start-up after approval varied, with the ongoing project ATMP being the worst performing.** The delayed entry into force of project financing is partially associated with the need for a parliamentary ratification and clearance procedures in the Government. The similar issue was observed for the World Bank-funded PLMIP, which became effective more than one year after project approval (World Bank 2019). Delays experienced in the ongoing ATMP particularly stand out. The latest project, RRPCP, was approved by the IFAD Executive Board in December 2021. However, as of September 2022 the financing agreement between IFAD and the Government has not yet been signed. Except for LMDP, the time lapse between entry into force and the first disbursement is relatively long. Given the continuity and experience of APIU and ARIS as key implementing agencies, it is curious that the start-up process could not have been more efficient.

Table 5
Time laps between key milestone dates (in months)

	Approval to signing	Signing to effectiveness	Approval to effectiveness	Effectiveness to first disbursement	Approval to first disbursement
AISP	4.6	5.0	9.6	8.0	17.6
LMDP I	2.8	4.1	7.0	1.8	8.8
LMDP II	3.8	4.0	7.8	9.5	17.3
ATMP	9.5	8.2	17.7	11.1	28.8
Kyrgyzstan average	**5.2**	**5.3**	**10.5**	**7.6**	**18.1**
Sub-region average[96]	**5.6**	**2.5**	**8.2**	**7.8**	**16**

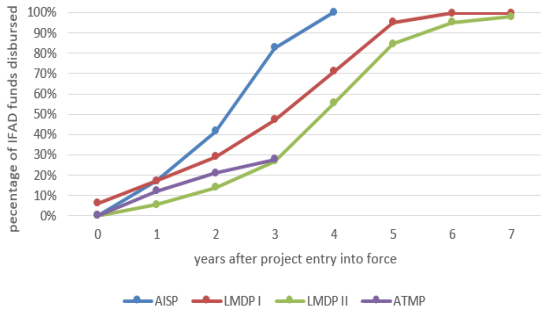
Source: CSPE analysis based on IFAD data (Oracle Business Intelligence).

136. **Disbursement performance has shown a declining trend over time.** Delays are particularly notable in ATMP: recording only about 30 per cent of disbursement of IFAD financing (as of August 2022) after four years of implementation (figure 2); and with only one year left before original completion date, necessitating a one-year extension. The periodical self-ratings by supervision missions have also worsened for each project (figure 3). The projects have mostly followed the pattern of accelerated disbursement after the relatively slow pace up to MTR. A similar trend was also observed for the PLMIP funded by the World Bank (World Bank 2019). This may also reflect the fact that approximately half of IFAD funding has been allocated as grants

[96] The sub-region average includes the projects approved between 2009 and 2019 in Armenia, Azerbaijan, Georgia, Moldova, Tajikistan and Uzbekistan. Among these, Uzbekistan is an outlier with a long time between approval and signing (16.8 months). Without Uzbekistan, the average time between approval to entry into force reduces from 8.2 to 5.9 months.

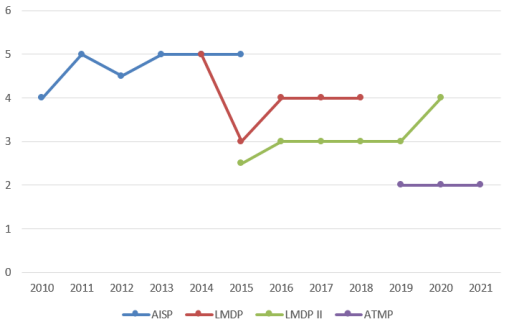
to the communities (LMDPs), the private sector operators and farmer groups (ATMP) – as these potential grant recipients/applicants would need to first develop proposals and plans before accessing the funds.

Figure 2
IFAD financing disbursement trends by project after entry into force



Source: CSPE elaboration based on IFAD data (Oracle Business Intelligence).

Figure 3
Supervision mission ratings on disbursement performance



Source: CSPE elaboration based on IFAD data (Operational Results Management System).
Rating on a scale of 1-6, with 6 being the highest score.

137. **The pace of implementation has been inconsistent between components and projects.** In general, activities related to pasture management and veterinary services have been undertaken in a timely manner, even if there were some delays in procurement and other processes.[97] This is due to the accumulated experience of APIU, ARIS and other implementing partners in similar activities. On the other hand, the implementation of interventions around market-oriented initiatives and value chain development (since LMDP) has been particularly slow. Given the original intention to focus on the milk value chain in LMDPs, the accession to the EAEU and the milk export ban temporarily imposed by Kazakhstan were consistently cited as factors explaining the delays of the market component.[98] However, the CSPE finds that the major issues have been the lack of clarity and shared understanding on strategy and approach, which in turn have stalled implementation.

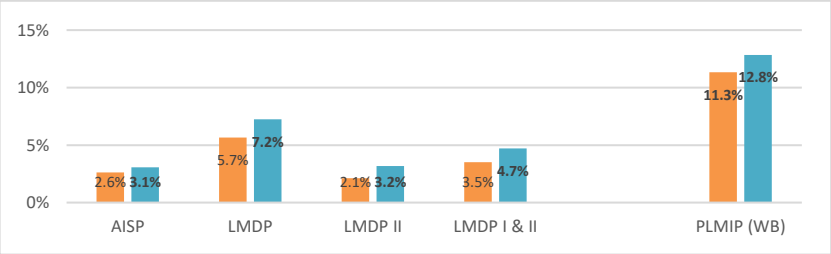
138. **Business processes have been handled mostly efficiently**. The continuity in institutional arrangements for project management and coordination since AISP (with APIU and ARIS) has contributed to capacity retention and experience in handling fiduciary aspects. Supervision missions have rated procurement performance as largely satisfactory in all projects (figure XI-3(b), annex XI). However, there were also instances of delays and shortcomings, for example, in the recruitment of the APIU director (two years to fill the position), or other positions (e.g. during ATMP).[99]

139. **Project management cost has been low, indicating efficiency – even though it was likely to be underreported.** The actual proportion of project management cost against the total project cost for the completed projects has been relatively low, even though slightly higher at completion than planned at design (figure 4). The low project management costs can be, in part, explained by the implementation modality benefiting from the existing structures and project implementation experience of APIU and ARIS. It should, however, also be noted that the costs incurred by ARIS have been put under a technical component rather than the project management component and categorized as technical assistance. This practice differs from how

[97] For example, the LMDP MTR mentions a "significant delay" in guidelines preparation for microprojects, and "huge delays in the procurements process," lowering the effectiveness of the communication campaign. CSPE respondents regularly referred to the delays in finalizing the project manual and road map/grant proposal formats.
[98] However, there were already cases of bans and border restrictions on milk imports imposed by Kazakhstan by the time of the LMDP I and II designs.
[99] "The internal disturbances within the key implementing partners" (i.e. APIU and ARIS, 2019 LMDP II supervision mission) between 2017 and 2019 caused some procurement delays and contributed to the extension of both projects, in addition to other factors such as the delays related to microprojects (LMDPs) and COVID-19 for LMDP II (2020 supervision mission report).

the costing was presented in the World Bank-financed PLMIP (which was comparable to LMDPs and also managed under APIU), where the project management component integrated the cost for ARIS, hence the proportion of project management cost (over 10 per cent) being notably higher. At the same time, it is also likely that the LMDPs benefited from greater economies of scale compared to PLMIP: the total project cost for LMDP I and LMDP II combined was US$55.9 million, compared to US$10.9 million in PLMIP.

Figure 4
Proportion of project management cost against total cost (IFAD-financed projects and PLMIP financed by the World Bank)



Source: Project design reports, project completion reports. PLMIP completion report (World Bank 2019).
LMDP I & II presents the merged figure for two projects, given that they ran concurrently for most of the period.

140. The cost difference between LMDP I and LMDP II is because part of the "project management cost" was absorbed under LMDP I (e.g. some project staff positions), given the overlapping implementation periods for these projects managed under the same APIU (LMDP I 2013–2019, LMDP II 2014–2021).

141. **The completed projects have been considered economically viable, even if at a lower degree than projected at design**. The LMDPs' PCRs estimated the economic internal rate of return at 18 per cent and 16 per cent, respectively, against the design estimates of 28 per cent and 26 per cent; still higher, therefore, than the opportunity cost of capital (assumed at 12 per cent). Ex post economic and financial analyses incorporated some adjustments to reflect actual implementation processes and results, for example, in terms of the models used and phasing-in of benefits.

142. The economic and financial analyses at completion of AISP and the LMDPs show that the main driver of economic benefits was the increased livestock production, with other benefit streams making relatively limited contributions (such as market and value chain initiatives, early warning systems reducing the livestock loss, and increased production of fodder crops). Increased milk and meat production was assumed as a result of better access to pasture and feeding of animals, and improved animal health due to project interventions. Triangulation of the collected data confirmed that the key assumptions on increased livestock production used in the analyses seem reasonable in view of the statistical data and also comparable to the estimate in the World Bank-funded PLMIP.[100, 101] It should be noted that the increased number of animals was a much greater contributing factor to increased production than improved productivity (IFAD 2021 impact assessment) (see also impact section). Some economic benefits may not have been well reflected, for

[100] The key assumption for meat production used in LMDP II ex post economic and financial analysis was a 5 per cent increase in full-development stage (from year 5 onwards), i.e. a 1.2-1.3 per cent annual increase, compared to the without-project scenario (which was assumed as constant). This is more conservative than the data from the National Statistical Committee (2021), which shows that the annual growth rate in meat production in LMDP II area was around 3 per cent over the period of 2014-2021. To compare, it is also worth noting that a 2 per cent annual incremental increase in livestock production was assumed by the PLMIP projects in Talas and Chuy *oblasts* (World Bank ICR Review 2019).
[101] As for milk production, an increase of 23 per cent in full-development stage (from year 5 onwards) was assumed compared to the without-project scenario. While milk yield per cow is assumed to remain stable at 6 litres per cow, the increase was driven by a longer lactation period (increase of 23 per cent from 122 days to 150 days). This is translated into a 5 per cent annual increase up to full-development stage (year 5), which is notably higher than national statistical data for the project area (2 per cent per cent, NSC 2021), as well as the PLMIP analysis (2.5 per cent). However, given that the historical trend of milk production in Kyrgyzstan is increasing, the assumption of a 5 per cent average increase up to year 5, followed with no change in the consequent years in the LMDP II ex post analysis, may be reasonable.

example, economic benefits from reduced incidence in humans of zoonoses (in the AISP analysis, but not for LMDPs).[102] On the other hand, there are uncertainties regarding the estimated economic benefits from carbon sequestration in the LMDP analysis, given that unclear or modest impact on the pasture and the possible costs associated with pasture degradation due to expansion of access are not reflected.

143. **Summary**. In general, business processes in the investment projects have been handled efficiently, such as procurement and financial management. However, some of the efficiency indicators on projects have generally and gradually worsened over the evaluation period – in particular, the disbursement performance and the pace of implementation. Market initiatives and value chain development support (LMDPs and ATMP) have particularly suffered from significant implementation delays. Project management costs have been low, although they were likely underreported. The completed projects are assessed to have been economically viable. Efficiency is rated **moderately satisfactory (4)**.

E. Impact

144. This section presents the CSPE assessment of the impact of the country programme in the domains of: (i) incomes, assets and productive capacity; (ii) human and social capital; (iii) household food security and nutrition; and (iv) institutions and policies.

Incomes assets and productive capacities

145. The main contribution to household incomes was expected to be improved livestock production (mostly milk and meat), followed by their sales in greater quantities and in better quality.[103] The following outcomes were to contribute to increased livestock production: (i) better animal feeding (mainly through improved pastures but also use of fodder); and (ii) improved veterinary services and animal health. These were to be complemented by improved access to markets, leading to greater returns to productive activities.

146. **The evidence indicates increases in overall household incomes and livestock-related incomes, but the extent of the project contribution is unclear due to confounding factors and inconclusive data** (see table below). The projects achieved better animal health and better animal feeding, which are likely to have contributed to improved livestock productivity and production. In the CSPE field interviews, the pasture users also shared their perception of better milk yield and higher livestock weights. However, the evidence is mostly anecdotal, with insufficient evidence of a significant or widespread productivity increase. An important gap in the efforts to improve productivity is related to the lack of progress in improving the quality of animal breeds (see also paragraphs 116-117). In sum, while livestock productivity may have improved to some extent, its depth and breadth are not significant, and increased livestock production was driven by a greater number of animals. This was mainly also due to remittance inflows that tend to be invested in buying more animals.[104]

[102] Other benefits that were not incorporated in the analysis include: income generated through the fodder and seed sales on the basis of the community seed funds, increased incomes by veterinarians and benefits from machineries and equipment funded under the microprojects, In the analysis for LMDPs, fodder production was demonstrated in the activity models, but was not included in the calculation of the economic internal rate of return and net present value.
[103] In AISP, there was no element in the project development objectives nor any indicators in the results matrix (used by the World Bank) directly associated with household incomes and assets. (AISP PPA).
[104] The midterm outcome assessment for ATMP found that compared to the baseline, livestock production played a more prominent role in household income, and has doubled in monetary terms. Besides macroeconomic factors (e.g. prices for livestock products), this change was mainly due to the increase in livestock numbers. Given that the ATMP-supported investments in value chains had hardly started, increased livestock number nor increased livestock incomes cannot be linked to the project.

Table 6
Data on household incomes in impact assessments (LMDP I and LMDP II)

Source	Survey results on household incomes	CSPE comments
LMDP I outcome survey	Average monthly household income increased by KGS 6,062 (from KGS 13,144 in 2014 to KGS 19,206 in 2018), an increase of 46 per cent (no control group)	If inflation was factored in, the increase would be smaller, estimated at 16 per cent. The survey data also show that non-agricultural income sources had a greater contribution to the income increase (increase by 100 per cent in nominal terms).
LMDP II impact assessment	Increase in household gross total income of 43 per cent (equivalent to an average increase of US$2,867 PPP per year,[105] or KGS 55,604) compared to the control group,[106] attributed to a large increase in gross income from livestock of 125 per cent, equivalent to an average increase of KGS 14,528. Increase in number of animals (by 49 per cent) was the predominant driver for the increased livestock incomes.[107]	Outmigration is a common phenomenon among poor rural households, especially in the south (LMDP II area). The study also found that 43 per cent of gross income came from transfers (compared to 26 per cent in the control area), and only 29 per cent from herding/livestock activities. Field interviews and discussion with key informants indicated that remittances were typically used by rural households to buy more animals

Source: RichResearch 2019 (for LMDP I); IFAD 2021 (for LMDP II); CSPE field interviews and analyses.

147. **The contribution to incomes through improved access to markets has been insignificant**. The business initiatives supported under market linkage components in the LMDPs were likely to have had a positive impact on the incomes of the benefiting entrepreneurs, as well as linked farmers and employees to some extent. However, the outreach was extremely small. The LMDP II PCR provides anecdotal evidence on the positive income impact on farmers who were able to sell more regularly to the nearby milk collection and cooling centre supported by the project. This contributed to savings on transportation costs and reduced milk spoilage. There was only one milk collection and cooling centre supported under LMDP II, while LMDP I covered nine. Other types of businesses, such as fruit orchards operated by individual entrepreneurs, would have increased their business profits and generated employment, but there were targeting issues and it was not inclusive of other farmers, as was the case with milk collection or processing enterprises (see effectiveness section).

148. ATMP prepared a midterm outcome assessment, which reported an increase in livestock products sold. As hardly any concrete project investment was on the ground at the time of this survey, the result was likely related to increasing livestock numbers and not at all to ATMP. In fact, the rationale for undertaking an outcome assessment, when inputs and activities had hardly taken off, is unclear. On the other hand, it is also possible that the results of earlier projects on the enabling environment, for example, on improved access to veterinary services and animal disease control, or improved access to pasture, continue to pay dividends. At the same time, the milk processing industry was growing, even without project support, and driving demand and prices.

149. **Some microprojects contributed to reductions in time and expenditures.** Better infrastructure (e.g. bridges, roads) provided improved access to distant pastures at reduced time and costs. There were examples of veterinary clinics and pharmacies established for the first time in the villages. Livestock farmers no longer had to spend time and money to travel as they were able to purchase veterinary medicines locally. Animal health microprojects (e.g. cremators, burial pits),

[105] All monetary values were expressed in deflated 2015 PPP (purchasing power parities) US dollars. (IFAD 2021).
[106] The World Bank-funded PLMIP project area (Chuy and Talas regions in the north) was used as a control group.
[107] The results on increased income "should be put into perspective with evidence of an increase in the number of livestock of 49 per cent, which was not accompanied by a significant change in productivity. This can potentially be a threat to the realization of the project's first objective of sustainable improvements in pasture quality." (IFAD 2021).

combined with better veterinary services, contributed to the reduction in animal and human diseases, or the lack of severe epidemics (see paragraphs 110-112, 159), in turn, saving the associated costs. Furthermore, the established facilities also serve as an income source for the veterinarians.

150. **There is little impact data on household assets, and for what is available, it is difficult to assess the linkage with the projects.** The logframe for the LMDPs had an indicator on "additional improvement in household assets ownership index."[108] Their PCRs, both based on the outcome surveys at completion, provide some figures, but it is not clear how the data were put together and how they can be interpreted.[109] As also acknowledged by the PCRs, it is not possible to link these figures to the projects. IFAD's Research and Impact Assessment Division's (RIA) impact assessment of LMDP II did not detect significant differences in asset ownership between the project participants and the control group.

Household food security and nutrition

151. In the portfolio, two possible – implicit – pathways to improved food security and nutrition are identified: (i) increased meat and milk production – important components of household daily ration in Kyrgyzstan; and (ii) higher incomes enabling the purchase of (nutritional) food products.

152. **The evidence and data on project impact on food security is neither consistent nor conclusive**. The overall data for Kyrgyzstan show that the prevalence of severe and moderate food insecurity indicators have been relatively low, 1.1 per cent and 7 per cent respectively (FAO *et al*. 2021), in contrast to 3.1 per cent and 15 per cent for Central Asia. The project data also show a relatively low level of food insecurity, except for the 2020 figure from the LMDP-II completion survey, as follows:

- The LMDP I outcome survey (RichResearch 2018) reported that the proportion of households that experienced food shortage over the previous 12 months decreased from 8.2 per cent (2014) to 6.7 per cent (2018).
- On the other hand, LMDP II outcome survey reported the situation worsened: the proportion of households that experienced food shortage over the previous 12 months increased considerably, from 5.1 per cent (2016) to 24.2 per cent (2020) (see table XI-6, annex XI). It is not clear whether it could have been related to COVID-19, or to the drought conditions of 2019 and 2020.
- The RIA impact assessment of LMDP II (2021) reported a relatively low level of food insecurity among project participants, with a high level of dietary diversity. Eight per cent of households had a food insecurity level of moderate or above and less than 2 per cent were considered to be severely food-insecure. The report noted that the (general) high level of food security may explain the absence of detectable impact on diet diversity or food shortage experience.

153. **The data on nutrition are also inconsistent, with difficulties in establishing the linkage with the project, either negative or positive**. Anthropometric measurements in the LMDP I outcome survey showed an improvement (RichResearch 2019),[110] but that was not the case in the LMDP II survey

[108] The target was initially set with the absolute number of households (27,500 and 95,000, respectively, estimated to be 25 per cent of the targeted households), but during the course of the implementation, the indicator was modified as a *percentage* of targeted households, with additional improvement in the household assets ownership index, but without a clear target.

[109] The LMDP I PCR stated that "according to the outcome survey results, 10.2 per cent targeted households reported an increase in their asset ownership," while the PCR for LMDP II noted that "surveyed households registered an increase in asset ownership index by 8.5 per cent). In both cases, there are data on the percentages of households owning around 10 different types of assets (e.g. cars, satellite antennas, refrigerator, TV) at baseline, midterm and at completion. In the case of LMDP II, it appears that the difference in percentage points between the baseline and completion point were averaged out to arrive to 8.5 per cent.

[110] A decline in the proportion of children with chronic malnutrition from 30.9 per cent to 20.2 per cent. Two-hundred-and-fifty children under 5 years old were included in the survey.

(RichResearch 2020).[111] A fundamental issue is that the project designs did not articulate the pathways to achieve results on balanced nutrition,[112] even though the project logframes included such an indicator.[113] Apparently, it was assumed that increased livestock production and/or increased incomes would lead to increased consumption of meat and dairy products, which would contribute to better nutrition (although with little consideration of dietary diversity needs). However, deliberate efforts to improve maternal and child nutrition, particularly targeting poorer households prone to nutrition deficiency, were largely absent, with some limited activities undertaken only towards the end of LMDP II.[114] This may also reflect the fact that IFAD's efforts to mainstream nutrition in projects became explicit after LMDPs were designed.

Human and social capital

154. **AISP and the LMDPs contributed to developing the human capital of a core group of community members involved in pasture management.** According to ARIS, the first cohort of PC heads were carefully selected, all of whom had higher education. The projects made significant investments in human capital by providing leaders and members of PCs with training and technical assistance and supporting networking and exchange of experience. One manifestation of the increased human capital of this group is that about one third of the people who were elected as PC heads after the 2009 Pasture Law later became heads of *ayil okmotu* (local government). CSPE field visits substantiated that PCs were well-organized and effectively partnering with the *ayil okmotu*, and working on diversification of their income streams (e.g. using pasture for tourism, renting equipment).

155. **IFAD interventions made a positive contribution in building social capital, although gaps remain.** According to the interviews conducted during the CSPE field visits with *ayil okmotu* and PCs, livestock owners have increased their sense of ownership over pasture management. This has been evident from the increased participation in the PUU meetings and other activities (e.g. pasture infrastructure construction),[115] as well as improved pasture fee collection (though not consistent). The recent case with pasture users uniting to confront attempts to compromise the community-based pasture management also demonstrates the empowerment of pasture users' institutions.

156. **There are reports that pasture mapping support with a clearer definition of the boundaries contributed to reduced conflicts, but the data are not conclusive.** The two outcome surveys at completion for LMDPs indicated different pictures. In LMDP I, the share of respondents who said that there were disputes and conflicts decreased from 42 per cent in 2014 to 23 per cent in 2016, and then to 21 per cent in 2018. Conversely, LMDP II outcome survey reported that the share of those who opined that there were pasture conflicts in his/her area increased from 20 per cent in 2016 to 38 per cent in 2020. The latter may be explained by the fact that there is generally greater pressure on pasture areas in the south (LMDP II areas; see table 2, annex VII) and that there were droughts in 2019 and 2020. The data do not reveal how easily conflicts may have been addressed or not addressed.

[111] Chronic malnutrition increased in Batken (from 27.6 per cent to 44.9 per cent) and in Jalal-Abad (from 21.7 per cent to 38.5 per cent). Only in Osh, there was a small decrease (from 17.9 per cent to 14.4 per cent). In the LMDP II survey, 427 children were covered. The same report also showed that the consumption on meat, milk and dairy products increased, but the question was about the consumption in the previous 7 days and therefore, there may be some possible seasonal differences in access to food. It is also not clear whether the surveys at different points were undertaken at comparable timing.

[112] The logframe of the LMDPs had the following indicator at the level of development objective: "15 per cent of poor households have improved nutrition and food security from increased consumption of meat and dairy products".

[113] This was also recognized by the 2021 LMDP II supervision mission: "the impact pathway for nutrition has not been specified and the assumption was that increased production of animal products will lead to improved child nutrition".

[114] In summer 2020, nutrition posters were prepared and displayed in *oblast* public places, and were produced on the basis of a survey undertaken on households' dietary habits (2021 SV LMDP II).

[115] There have been cases of PUUs replicating the construction of infrastructure (e.g. bridges, roads) using their own funds and community labour.

Nonetheless, the fluctuation of conflict incidences may also indicate a need for resilient conflict resolution mechanisms and institutions.

157. **Application of GALS made a strong positive impact on the empowerment of women involved in JP-RWEE and their family members.** Women who participated in GALS sessions reported increased status in the family and more involvement in making decisions about use of family income. They also experienced improved status in the community (UN Women report; see also sections on innovation and GEWE). However, it is noted that the scale is limited to date.

158. **The efforts to promote cooperation among smallholder farmers to improve access to services or markets have not resulted in sustainable organizations beyond the intervention lifetime.** AISP provided financial incentives for the establishment and operation of 458 farmer unions to enable farmers to collectively procure advisory services. This benefited 26,000 farmers, but they were not sufficiently willing to pay for services once project funding declined. At project completion, it was estimated that 90 per cent of the farmer unions had ceased (or would cease) operations. Under ATMP, most of the farmer groups were established within the project framework, and its members had not worked together before. In some cases, the composition of groups changed while they were waiting for approval of their grant proposals. All groups had to legally register as cooperatives, but many groups met by the CSPE mission did not have a full understanding of what it means to be in a cooperative, nor of the operational implications of such registration. After the MTR in late 2021, ATMP has increased emphasis on capacity-building and governance of farmer groups/cooperatives, but such activity would ideally have come before registration of the cooperatives.

159. **IFAD support contributed to greater human capital in the veterinary system**. Support to veterinary education under LMDPs has led to 114 students from poorer backgrounds in remote areas getting scholarships for veterinary training in the Kyrgyz National Agrarian University, and 104 graduating. The majority of graduates have returned to provide improved veterinary services in local areas. The CSPE survey of private veterinarians revealed that the capacity development through IFAD-supported projects provided useful knowledge, with evidence of applying the acquired knowledge in practice and subsequent exchange with other veterinarians (see annex IX).

160. **There is evidence of positive impact on human health due to improved zoonotic disease control**. Cases of zoonotic diseases are more often diagnosed in humans than in livestock, making them easier to monitor. As a result of vaccination, monitoring and surveillance, public awareness-raising with communication materials, and good collaboration between the public veterinary service and the Ministry of Health (see also paragraph 112), there has been a decrease in human brucellosis and human echinococcus cases (dramatic initially, now plateaued or slight increase). An increase in reported human echinococcus cases in 2021 was thought to be due mainly to the COVID-19 pandemic reducing access of veterinarians to farms to treat dogs.[116]

[116] The doses administered reflect this, with the doses administered in 2021 (258,106) falling to less than 27 per cent of those given in 2020 (1,042,900) (APIU Outcome Report on ATMP, 3.2022). However, it is also noted in the data from APIU that ATMP did not purchase any anthelmintics in 2021, only resuming in 2022. This demonstrates a seeming dependency on donor purchases.

Figure 5
Human morbidity with brucellosis (cases per year, 2010–2021)

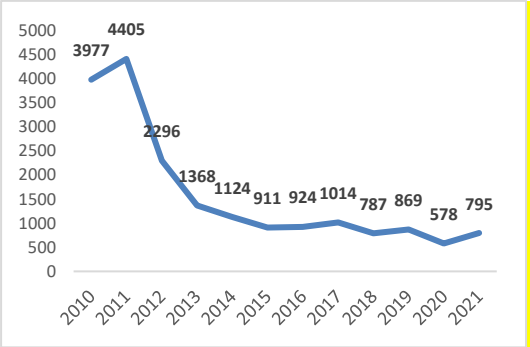
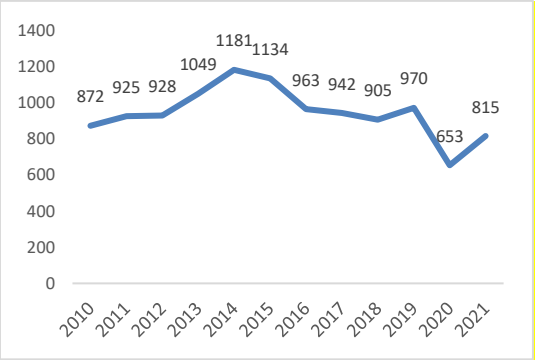


Figure 6
Incidence of human echinococcosis (cases per year, 2010–2021)



Source: Veterinary services under the Ministry of Agriculture of the Kyrgyz Republic.

Institutions and policies

161. **The portfolio had a substantial impact on institutions and policies around pasture management in support of the pasture governance reform following the passing of the Pasture Law in 2009.** LMDPs supported alignment between the Pasture Law and the 2017 Budget Code, as well as the development of the National Pasture Programme 2012–2015 and the following one, which was not adopted because of changes in leadership. By and large, the pasture reform has been undergirded by national leadership, but changes in leaderships in the government and parties with vested interest remain a risk factor (see also paragraphs 183, 215).

162. AISP and LMDPs contributed to institutional strengthening of PCs, since their establishment after the 2009 Pasture Law, with significant investments in multiple areas (e.g. pasture management planning; see also section on effectiveness). LMDPs also supported the establishment and capacity-building of district associations of PCs and the national association uniting all district ones.[117] Several sets of data indicate that pasture users' institutional arrangements have been increasingly accepted by the community members. According to surveys by the projects, the proportion of households not paying pasture fees decreased over time.[118] In LMDP II area, the share of households that were at least satisfied with the PC performance increased from 43.1 per cent (2016) to 68.3 per cent[119] (2020). In the PUU/PC institutional assessments conducted at different times in the project, the score for most of them increased.[120] However, the community participation/involvement in the PUUs/PCs may still be suboptimal.

163. **Impact on the veterinary systems and institutions and the enabling framework has also been significant.** The achievements are multifaceted, ranging from the policy and legislative framework (e.g. to support private services, the Veterinary Chamber, animal identification, food safety and public health) and operationalization of these aspects (e.g. support to adapt and improve on the animal identification and tracking system), strengthening of the veterinary education systems with Kyrgyz National Agrarian University, setting up of the Veterinary

[117] For example, LMDP I provided grants for nine microprojects implemented by seven district associations to improve infrastructure, mainly roads, across rural municipalities. This support helped to reinforce the legitimacy and the capacities of district associations.
[118] In Issyk-Kul and Naryn regions (LMDP-I), the share of households that reported not paying pasture fees dropped from 17.6 per cent in 2016 to 7.8 per cent in 2018 (RichResearch, 2019). In LMDP II, the same dropped from 32.4 per cent in 2016 to 4.2 per cent in 2020 (RichResearch 2020). (see also table xxx in annex XI)
[119] There were six options for answers: in the order of the level of appreciation, "very pleased", "pleased", "satisfied", "dissatisfied", "highly dissatisfied" and "I do not know". The 2020 data were recalculated based on the valid responses.
[120] According to the PUU/PC consecutive institutional assessments, 88 per cent of PC supported by the LMDP-I and 97 per cent of PCs supported by LMDP-II demonstrated positive dynamics in their institutional capacity. An average PC gained 11 points on the institutional development scale within the framework of LMDP-I and almost 20 points within the framework of LMDP-II.

Chamber (the first of its kind in the CIS region). Strategic collaboration with technical assistance from OIE was one of the major success factors.

164. **IFAD support to the development and strengthening of advisory services to improve farmers' access to relevant information and know-how did not lead to sustainable results.** The AISP supported the institutional development of the Rural Advisory Services (RAS), established under the Agricultural Support Services Project financed by IFAD and the World Bank, also with the support from the Swiss Development Corporation.[121] The project provided grants to farmer unions to engage services of the institution, but farmers were not ready to continue procurement of RAS services without the project support.

165. LMDPs (also PLMIP) supported training of a group of pasture advisors, with the expectation that PCs would eventually hire them using their own funds. With the LMDP support, the Kyrgyz National Agrarian University launched a programme on pasture management (bachelor's level). However, even though many PCs needed help to develop the next iteration of the five-year community pasture management plans, they were expecting to get help from the next IFAD-funded project rather than commission an advisor themselves. In one case, when a person trained by LMDP-I as a pasture advisor continued to provide services to PCs, he was doing it for free as a head of a district association of PCs.

Summary – impact

166. Overall, interventions supported by IFAD made a significant, far-reaching impact on policies related to veterinary service and pasture management, as well as on the institutions involved and the capacity of individuals. While the portfolio had a positive impact on social capital, especially relating to pasture users' institutions, efforts to promote cooperation between farmers so far did not produce sustainable results. There is no conclusive evidence of impact on household income, assets, food security, nutrition and agricultural productivity. On balance, the CSPE rates impact as **moderately satisfactory (4).**

F. Gender equality and women's empowerment

167. The three main objectives of the IFAD policy on gender equality and women's empowerment (IFAD 2012) are: (i) promote economic empowerment (ii) enable women and men to have equal voice and influence; and (iii) achieve a more equitable balance in workloads and in the sharing of economic and social benefits. Recently, there has been an increasing emphasis on gender-transformative approaches at the corporate level (e.g. IFAD 2019).

168. **There has been a lack of strategic approach at the country programme or project levels to promote gender equality and women's empowerment**. The 2018 COSOP for Kyrgyzstan only generally mentioned awareness-raising, capacity-building for women's groups, quotas for women's participation in PCs, and GALS as "gender targeting strategies." Arguably, activities in the livestock sector are dominated by men (except for some aspects, such as milking).

169. **The portfolio did not make adequate efforts to challenge the social norms that have limited women's participation in project activities and decision-making**. Female membership in PCs is generally low,[122] and most of them are present in their capacity as members of the *ayil kenesh* (local council) or *ayil okmotu* (local municipality office). The LMDP II impact assessment study reported the average share of women in PCs as 17 per cent. Only 2 PCs out of 26 met by the CSPE team had a female chairperson. The majority of the community members (male

[121] The AISP supported 32 trainings of trainers in the regional RAS offices and produced about 50 different brochures and leaflets (200-250 copies of each) on topics related to livestock husbandry and pasture management.
[122] In the PCs met during the CPSE field visits, the female membership of the PCs was around three to five. The CSPE survey of PCs indicated that the PC membership varied between 10-30 members, with an average of 16. The PC survey indicated that the female representation was lower than 30 per cent in 86 per cent of the PCs surveyed.

and female) and partners argued that the requirement for the PC members, and especially the chairperson, to travel to distant pastures for monitoring and collection of pasture ticket payments made it unsuitable for women. However, there are also examples of active women leading or participating in PC affairs or even breaking some gender roles.[123] These examples, even though limited, indicate that focused efforts are needed to challenge social norms in order to promote gender-transformative approaches. The design of the latest RRPCP, which has not yet started, also recognized that quotas are insufficient and should "be integrated with targeted awareness-raising, capacity-building and economic incentives to ensure women's meaningful participation."

170. Women are also relatively absent in technical and professional roles that were supported in the portfolio. For instance, although female students make up around half of the current veterinary faculty cohort, most move into jobs in the city or in laboratories, rather than work with livestock. One female veterinarian responded to the online survey (total of 133 responses), and three were interviewed in person or online (two veterinary doctors, one paravet from IFAD-supported projects, and one paravet from PLMIP). All female respondents confirmed that they were comfortable dealing with all cases and were respected by herders. One noted that the greatest barrier she faced was time, as after a long day of work she needed to care for her four children at home.

171. **There were limited inputs and evidence on women's economic empowerment, apart from those on a small scale under grant-funded projects**. The two regional grants that supported women's income generating activities in animal fibre processing and handicraft[124] and JP-RWEE (see below) had led to incomes generated and controlled by women. LMDPs supported businesses by women under the market component,[125] but they were on a limited scale and little data and evidence are available on any gender results. The LMDP II impact assessment (IFAD 2021) also reported a lack of project impact on women's participation in income (and household) decision-making.

172. **The most notable gender results have come from IFAD's support to GALS within the framework of grant-funded JP-RWEE**. The GALS/BALI tools (see box 8) have been highly successful, bringing economic benefits, as well as social and power dynamic changes in their households and community, and more balanced workloads between sexes and age groups. Both mothers-in-law and daughters-in-law reported to the CSPE team in meetings that their relationships, and those with others within their households, had improved, with the daughter-in-law no longer subordinate to all others. There is now better and fuller participation by all members of households in discussions and decision-making. GALS and BALI participants were given training and reported that they have gained knowledge on livestock-raising, processing of products such as felt, and other non-livestock related activities, and aspects of business development, banking and marketing. Women working outside the home has increasingly been accepted. In some cases, the supported groups have proceeded to establish cooperatives, and have applied to the local governor for further project support.[126]

[123] The female PC chair met during the mission (in Mombekov, Jalal-Abad) said that she had no difficulties with this, and she encouraged other female PC members to work in the field. Sary Bulak (in Issyk-Kul) is another example of the head and the majority of members being women. The Sary Bulak PC head shared with the CSPE team that it was not easy at the beginning to break the social norm, but with time she has become comfortable and confident in the position.
[124] One training 70 women artisans and the other covering 100 beneficiaries in Naryn.
[125] The PCRs refer to "women's groups" and "groups (or business plans) led by women" and the differentiation, if any, is unclear. There are also no data on the number of members involved in groups.
[126] For instance in Beshik Zhon, Jalal-Abad, an ex-JP-RWEE group met by the CSPE had formed a cooperative and were requesting financial support from the Governor for an irrigation system for crops to benefit four villages. Following BALI training, they had also successfully written a project proposal for funds from the Embassy of Japan for fruit drying and packing equipment, giving them better quality and, thus, higher prices for their produce. Thirty-three of their cooperative members have become members of rural municipality councils.

Box 8
GALS in Kyrgyzstan

GALS was introduced in Kyrgyzstan under JP-RWEE in 55 communities through the local NGO CDA (see also section on innovation). GALS work began with training of ***change catalysts*** or ***champions*** at the community level. They then worked at the **household level** to support the **family** (all members) to **analyse their current situation** – including gender inequalities – in order to address current constraints and develop a **shared vision** for their and the household's future and a corresponding **action plan. The activities were rolled out with a pyramid approach.** GALS enabled households and communities to reflect on their current situation in relation to the opportunities and barriers faced by women and men. The techniques were adapted to fit local conditions (literacy levels, communication). Interestingly, many GALS beneficiaries reported in group discussions that the requirement to draw their dreams had been a surprising but valuable way to release emotions and allow them to prioritize their own needs.

Source. CSPE, based on documents review and field discussions.

173. The confidence of participating women has greatly increased, and some have gone on to stand successfully for election to the *ayil kenesh*. In the groups interviewed, many are now local politicians, and are actively involved in changing their communities, including promoting the role of women. In some areas (particularly in the southern border areas), respondents reported that working together closely had also been a good way to improve multi-ethnic cooperation. The end-line assessment of JP-RWEE[127] found that women who participated in the GALS/BALI interventions experienced positive impacts in all dimensions of empowerment. This was confirmed by the CSPE.

174. However, as with household methodologies of all types, there have been only a small number of households taken through GALS under the JP-RWEE,[128] at a relatively high cost per household. A final evaluation of JP-RWEE in Kyrgyzstan commissioned by UN Women (2021) found positive changes on livelihoods, incomes, food security and leadership roles of participating women, but also pointed out that, given the small coverage and one-time selection in a given village (estimated to be 15-25 per cent of eligible poor people), JP-RWEE worked with "early adopters" who are eager to try new things and were able to afford time and cash contribution for the self-help group, even though it was small (US$0.3-0.7 per month). Many JP-RWEE group members who the CSPE team met appeared relatively better-off, in local terms – but in absence of baseline and impact data, and also with other confounding factors (e.g. remittances), it is difficult to establish whether their economic status improved due to GALS/JP-RWEE or something else, or whether the initial selection criteria (including being a social passport holder) were not rigorously followed.[129]

175. **Summary.** The GALS and BALI initiatives under JP-RWEE have been highly successful in achieving women's economic and social empowerment. However, they have had limited coverage and the inclusion of GALS in the investment projects has been slow. Beyond GALS/BALI, women are relatively absent in decision-making at household level or in community roles, and limited efforts have been made to challenge social norms regarding the role of women. The CSPE assesses the criterion of gender equality and women's empowerment as **moderately unsatisfactory (3).** The rating reflects continuous lack of gender consideration in the country portfolio over the evaluation period – despite the experience with GALS/BALI in JP-RWEE.

[127] UCA-University of Central Asia, JP-RWEE End-line assessment report, 2021.
[128] JP-RWEE Final Evaluation Report Kyrgyzstan reported 5,817 direct beneficiary household members, 2,540 women, and 11,634 persons, including indirect beneficiaries, but the number participating in GALS was not specified.
[129] The JP-RWEE Final Evaluation Report noted that although there was a focus on the poor, the recruitment strategy leaves behind vulnerable households without sufficient land or money or who are unable to work, including due to disability.

G. Sustainability

176. Sustainability measures the extent to which the net benefits of the intervention or strategy continue and are scaled up (or are likely to continue and be scaled up) by government authorities or other partners. It includes issues of institutional, environmental and social sustainability. Specific domains of sustainability are: (i) environment and natural resources management and climate change adaptation; and (ii) scaling up.

177. **The sustainability prospect for the results of the pasture reform is mixed, with both enabling factors and threats.** There are several factors (institutional and financial) that support the sustainability of the community pasture management model**.** Firstly, it is governed by the national legislation, making it more difficult to overturn, though not impossible. Integration of PUUs/PCs with local authorities, where the PCs' budgets are approved by the local council, further legitimizes their operation. A relatively stable source of funding (i.e. pasture fees) is a positive factor.[130] In addition to pasture fees, some PCs have diversified income sources (e.g. running tourist camps, renting pastures to beekeepers, growing seeds). Integration of animal health issues into the mandate of the PCs also supports the sustainability of their operations, for example, veterinary certificates necessary for sale of animals are issued only to pasture users who paid pasture fees. Lastly, in the rural municipalities visited, the CSPE team found that all infrastructure and equipment financed in completed projects are used and well-maintained, as PCs and/or other main users or operators (e.g. veterinarians) are technically and financially capable of sustainable operations and maintenance.[131]

178. Nonetheless, there are challenges and threats to sustaining the achievements of the pasture reform. There are concerns about the extent to which PCs will continue to effectively discharge their responsibilities without external support and push, especially relating to pasture management planning and monitoring. The work of PC heads requires a significant capacity and specialized knowledge and skills related to pasture management. The turnover of PC heads, who have been trained, can lead to the loss of this capacity.[132] While democratic changes in the PC leadership is a healthy process, the lack of institutional mechanisms for building knowledge and skills of newly elected heads and the technical support to them can potentially undermine sustainability of community pasture management. Even though a cadre of pasture advisors has been trained under LMDPs and PLMIP, the PCs' willingness to pay for their services appears to be low so far (see also paragraph 165).

179. It is noted that many PCs are not regularly undertaking pasture monitoring activities. For example, the evaluation team did not find any reports of pasture monitoring dated after 2018 in the LMDP I[133] sites visited (though more recent evidence was available in the LMDP II[134] visits). According to the CSPE online survey of the PC heads, more than half of the PCs reported undertaking pasture monitoring within the last 12 months, and 34 per cent conducted it within the last four months. The CSPE field visit also observed that some PCs did not make any changes to maps of herds' allocation to pasture sites developed years earlier with the project support. While

[130] According to the PC survey conducted by the CSPE, between 2010 and 2021, the majority of the PCs increased pasture fees per animal and, combined with a better collection rate and a greater number of animals, the PC budget increased gradually over time, although with some fluctuations (see figures XI-4(a) and 4(b), annex XI).
[131] For example, animal dips build and repaired with IFAD support are managed by private vets who procure the necessary chemicals and charge a small fee (KGS 10 per animal) for the service. In some of visited rural municipalities a fraction of this fee goes to the PC. Machineries and equipment may be rented to selected local individuals who assumes the responsibility for maintenance. For the works needed by the PC/PUU, the operator may provide services without charge, whereas the fuel is paid for by the PC budget. The operators may receive salaries from the PC or part of the fees when providing services for local people. It appears that arrangements vary depending on the agreement between the PC, *ayil okmotu* and the operators.
[132] The RIA Impact Assessment Report data indicates that in the LMDP-II target regions between 2016 and 2020, PC heads changed in 55 per cent of PUUs, and the average turnover rate was 2.3 times. According to the CSPE survey of PC heads, 39 per cent of current heads were elected in 2020 and later (see annex VIII).
[133] LMDP I was completed in 2019.
[134] LMDP II was competed in 2021.

certain aspects of the PC operations are relatively well-established and likely to be sustainable (e.g. pasture fee collection, budgeting process, infrastructure maintenance), the challenge is how to ensure continuous focus and work on pasture use planning and monitoring with adequate technical inputs.

180. At the same time, the financial sustainability of PC operations is also not risk-free. Now, the pasture fees collected must be sent to the central government treasury, which are then remitted to rural municipalities. The local authorities are entitled to retain 30 per cent of the funds and the rest are to be returned to PCs. This system, introduced in 2017/2018, can entail delays in transfers at different stages. The CSPE survey of PC heads has indicated that 26 per cent of respondents reported facing problems with budgets because of delayed collection of pasture fees and low collection rates, although this has reportedly improved.

181. The relationship between PCs and *ayil okmotu* is an important factor in the sustainability of PCs' operations. The CPSE mission heard stories of PCs not being able to access the equipment because it was taken over by local authorities, and of PCs facing difficulties in getting the funding from *ayil okmotu*. On the other hand, in some municipalities visited by the CPSE team, local authorities released more funds to PCs or even provided additional funding from the local budget to support improvement of pasture infrastructure.

182. Suboptimal community involvement in pasture management issues is also a concern.[135] The attendance at PUU meetings is relatively low: only 26 per cent of households participated in a PUU meeting over the last five years, and 15 per cent over the last 12 months (IFAD 2021d). The surveys commissioned by the APIU give a better picture, but still not very high: in the LMDP II areas, the share of households that participated in PC meetings was 42.6 per cent (RichResearch 2020), whereas the LMDP I survey conducted in 2019 reported 43.6 per cent (RichResearch 2019). Members of PCs and animal health subcommittees conduct outreach activities with local residents and organize meetings, but attendance is often low.[136] Some PCs collect pasture fees through shepherds, who include them in the overall fee for their service to livestock owners. To some extent, this explains the lack of interest among pasture users to participate in PUU meetings.

183. **Attempts to push back on pasture reform by stakeholders with a vested interest continue to be a threat.** These come from mostly powerful individuals with political connections who are large-scale animal owners – but not necessarily rural residents. The most recent attempt to modify the system was in December 2021,[137] with a bill presented to the parliament. The Kyrgyz Jayity launched a successful advocacy campaign against the bill, including signing protest letters and mobilizing PC heads to visit and talk to members of parliament. This can be seen as an indication of the Kyrgyz Jayity's empowerment and sense of ownership through the pasture reform. However, the political risks to the sustainability of the community pasture management model remain high.

184. **Improvements to the institutional and legislative arrangements of the veterinary services and veterinary education are likely to be sustainable**. There have been recent changes in the public veterinary service, moving from the Ministry of Agriculture to being a free-standing Veterinary Inspectorate (following the recommendation of OIE), to be merged back into the Ministry of Agriculture. This may have reduced its independence somewhat, but it continues to function

[135] For example, the RIA Impact Assessment (IFAD, 2021, p 51) has found that in the LMDP-II area, only 41 per cent of households were aware of PC activities and 37 per cent have heard about the pasture management plan.
[136] The RIA Impact Assessment (IFAD, 2021, p 51) found that the main reason for not participating in PUU meetings was lack of interest, with lack of information being the second most common reason.
[137] On December 9, 2021, the Ministry of Agriculture of the Kyrgyz Republic submitted a bill "On Amendments to Certain Legislative Acts of the Kyrgyz Republic (to the Land Code of the Kyrgyz Republic, the Law of the Kyrgyz Republic "On Pastures")", which was considered by the *Jogorku Kenesh* (Supreme Council) in the first reading. The proposal entails the development of "unproductive and degraded pastures" of 476,000 hectares for agricultural (e.g. horticulture, fishing) or other use (e.g. tourism). A number of questions arise, for example, what is meant by "low productive pastures".

reasonably well. IFAD has supported continuing development of the veterinary legislation, to bring it in line with recommended practice globally. The support to the development of the veterinary faculty at the Kyrgyz National Agrarian University – in terms of curriculum development, teaching methods and facilities/equipment – has improved the quality of veterinary education and should be a sustainable development.

185. **Farmers' willingness to pay for private veterinary services is a positive indication of sustainability**. Over the last thirty years, provision of veterinary services has totally changed, from the government system of veterinarians working for the *kolkhoz* with strong central management to a decentralized privatized system. Despite some nostalgia by herders and veterinarians for the former system, most veterinarians are able to provide services to livestock owners. However, many have to rely on other businesses for part of their livelihoods, and they express frustration with the need to chase herders for payment for public health services. Several respondents commented that a better process would be for government staff to collect the service fee on behalf of the veterinarian for activities that serve the overall herd health, such as vaccination or health certificates, while other veterinary tasks would be managed by the veterinarian.

186. At present, IFAD is still supplying echinococcosis prophylaxis and brucellosis vaccines. Further budgetary inputs from the Government are required, in order to replace other funding sources and move these activities to a more sustainable basis. Alternatively, animal owners will need to pay for medications. However, in this case, the treatment programmes risk breaking down.

187. **Challenges remain in attracting young veterinarians to rural areas, especially very remote areas.** This is a worldwide problem, and likely to cause continuing difficulties (especially as young vets have the alternative of working in Russia), though commendable efforts have been made. The improvements in education and the mentoring system for new graduates are good steps. In addition, IFAD has been able to support the vets with IT services, vehicles, equipment and infrastructure, which could attract them to rural areas. However, the lack of security of income is a deterrent, as is the distance they need to travel in difficult conditions.

188. **The most serious concerns for sustainability of the achievements in the veterinary services lie with the Veterinary Chamber.** This is a key regulatory arm of animal health. Initially, veterinarians were registered for no charge, but since they have been required to pay, many are not showing interest in paying their membership. This undermines the financial sustainability of the Chamber, which has been supported by development partners until now. Without enforcement of registration (as in many western countries, for instance, where it is illegal to perform an act of veterinary science without being registered), it is unlikely that the system will continue indefinitely.

Environment and natural resource management and climate change adaptation

189. **The IFAD-supported portfolio facilitated a more balanced use of pasture ecosystems.** AISP, LMDPs and the World Bank-supported PLMIP played a critical role in implementation of the pasture reform that entrusted management of all types of pastures to local communities (see also annex VIII). Combined with financial support for rehabilitation of pasture infrastructure, this opened access to spring-autumn and summer pastures to all community members. Development of community pasture management plans supported a more environmentally sound distribution of animals by pasture sites based on carrying capacity. In spring and summer bulls, young cattle and small ruminants are moved out of near-village pastures, and in winter, livestock has to be kept out of pastures. At the same time, the near-villages pastures are still used in summer to graze milking cows.

190. **However, resuming of seasonal pasture rotation has not been sufficient to reverse or even halt deterioration of pasture productivity.** The study that used satellite images analysis to compare the average pasture conditions in 2000–2004 and 2016–2020 (IFAD 2021c) has found a consistent degradation pattern for all types of pastures (see figures X-10 and X-11 in annex X; table 1 in annex VII). National data also indicate that productivity of all types of pastures declined between 2009 and 2015 (figure 2 in annex VII). The most plausible reason for this decline is overgrazing of pastures because of steadily growing livestock numbers. In 2010, the livestock load already exceeded pasture capacity by 1.5-2 times (Government of Kyrgyz Republic, 2012), and, since then, the number of livestock continued to grow. While the "without project" scenario could be even worse, there has not been adequate attention to address this issue. Instead, considerable investment has been made to open up access to remote pastures. A continued and substantial increase of livestock numbers in past years is contrary to the "few livestock of better quality" mantra espoused by most PUU members.

191. Under microprojects supported by the projects, PCs piloted pasture restoration measures including pasture reseeding, fencing and resting. The CSPE has found that these measures were effective, but they were implemented on too small a scale to have any significant effect on the state of pasture ecosystem.

192. **There is evidence of application of environmental safeguards in the course of construction and operation of infrastructure elements.** Reportedly, the construction works implemented with IFAD support strictly observed environmental regulations. All livestock dips visited by the CSPE mission have tanks for collection of disposed chemicals and vets reported responsible and environmentally sound management of used chemicals.

193. **Design of IFAD-supported projects was informed by rigorous analysis of the effects climate change on pastures.** As part of the LMDP II design process, IFAD commissioned a study of the expected impacts of climate change on livestock and pasture systems in Kyrgyzstan (IFAD, LMDP-II PDR Working Paper 6, 2013). According to this study, pastures on low altitudes (below 1,500 meters above sea level) are highly vulnerable to climate change because of increased heat stress on vegetation and livestock in summer. Pastures at middle altitude (1,500-2,500 meters above sea level) and high altitude (above 2,500 meters above sea level) were regarded as less vulnerable.

194. **Restart of seasonal mobility for pasture use served as an adequate climate change adaptation measure.** Driving livestock out of low-altitude near-village pastures that are highly vulnerable to climate change to higher pastures in summer is a sound climate change adaptation strategy. LMDPs made efforts to explicitly integrate climate change considerations in community pasture management. Some of the community pasture management plans for 2018–2022 include discussion of climate change effects and possible climate change adaptation measures, such as reducing the pasture stocking rate[138] by 10 to 30 per cent. However, the CSPE did not find evidence that these measures were actually implemented.

195. **The early warning system is also an important measure for climate change adaptation.** The system generates 10-day weather forecasts specifically for pasture areas and issues weather alerts (see also paragraph 104, box 4), thus is very important for herders to avoid or reduce livestock losses due to extreme weather. However, use by shepherds should be further encouraged in order to fully benefit.

196. **It is noteworthy that IFAD also paid attention to climate change mitigation.** In the planning for the new project RRPCP, FAO and IFAD calculated the potential reductions in emissions achievable. GLEAM-*i* looks at herd level emissions, and how

[138] Number of animal units are hectares of pasture land.

they could be minimized. The results were used to support the Government in updating the nationally determined contribution (see also paragraph 73).

Scaling up[139]

197. **One approach that began as a pilot by IFAD and has been successfully scaled up is GALS.** It was introduced with IFAD support on a small scale within the JP-RWEE. In Kyrgyzstan, the GALS methodology was translated and adapted into the local context by a national NGO (CDA) that was the key implementing partner for the JP-RWEE (see also paragraph 130). CDA is including GALS in its own projects. UN agencies working in Kyrgyzstan, especially UN Women, started to integrate GALS in their interventions building on the CDA capacity; as did USAID.[140] CDA was also invited to support GALS application within the framework of the EU-funded Spotlight Programme in Tajikistan, implemented by several UN agencies.

198. **Given the investment portfolio with national coverage, there was little room for scaling up by other actors in the country; instead, scaling up was in the form of the Government and other partners institutionalizing the approaches and practices promoted.** AISP supported interventions for community-based pasture management to implement the 2009 Pasture Law, as well as veterinary service delivery in all rural municipalities, covering all PCs/PUUs in the country. LMDPs and the World Bank-funded PLMIP continued to work with all rural municipalities. The fact that many of the approaches and innovations have hinged upon and been supported by the policy and institutional changes, and improvement has served as an effective scaling up pathway.

199. **It is worthwhile highlighting that a number of approaches and practices supported by IFAD are replicated and used in other countries**. Community-based pasture management and the Pasture Law have influenced similar processes in Tajikistan, Turkmenistan, Uzbekistan, Mongolia, Armenia and Georgia – in some cases, but not only, facilitated by IFAD (see also paragraph 126). Curriculum development (with innovative subjects and teaching methods supported by IFAD and OIE) is being replicated internationally by the Kyrgyz National Agrarian University, particularly in CIS countries.

Summary - sustainability

200. While there are enabling factors for the sustainability of community-based pasture management, there are also concerns and risks, including of a technical, institutional and political nature. The sustainability prospects for veterinary services is good overall, but a shortage of young veterinarians in rural areas and the sustainability of the Veterinary Chamber are a concern. The portfolio facilitated a more balanced use of pasture ecosystems, but inadequate attention to pasture improvement and *sustainable* management can threaten environmental sustainability. Pasture management activities, particularly seasonal rotation, served as an adequate climate change adaptation strategy.

201. GALS under JP-RWEE has been successfully scaled up. As for the approaches and practices supported in the investment portfolio with national coverage, changes and improvements in policy and legislative frameworks helped their institutionalization, which can be seen as scaling up. A number of approaches and practices supported by IFAD have been taken up by other countries.

[139] According to the revised IFAD evaluation manual, "scaling up takes place when: (i) bi- and multilateral partners, the private sector and communities adopt and disseminate the solution tested by IFAD; (ii) other stakeholders invest resources to bring the solution at scale; and (iii) the government applies a policy framework to generalize the solution tested by IFAD (from practice to policy)" (IFAD 2022).

[140] For example, GALS was used within the framework of the project "Across Generations and Gender Borders – Communities Combatting Gender-Based Violence in Kyrgyzstan" implemented in 2018-2020 by UN Women in partnership with two local NGOs. The project engaged 11,457 people into GALS sessions and trained representatives of several local NGOs as GALS trainers. This supported further dissemination of GALS in Kyrgyzstan because these NGOs started using GALS within the framework of other projects, such as those initiated by the United Nations Office on Drugs and Crime and the International Organization for Migration.

202. In sum, the CSPE rates the criterion on **environment and natural resource management and climate change adaptation** as **moderately satisfactory (4)** and **scaling up** as **satisfactory (5)**. Overall, **sustainability** is rated as **moderately satisfactory (4)**.

Key points

- The country strategy and programme, predominantly around pasture management and veterinary services, as well as food safety issues, has been highly relevant. Interventions have been comprehensive, encompassing multiple levels and national partners.
- Given the nature of interventions, the investment portfolio has been the main and effective vehicle for policy engagement. Within the framework of the investment portfolio and beyond, IFAD has pursued collaboration with various partners, which encompassed joint initiatives on knowledge generation and dissemination (e.g. pasture, climate), joint studies with implications for the Government's policies and strategies, and joint support to the Government's priority areas.
- The country programme has generated significant results and impact in pasture management and veterinary services. The impact on policy and legislative frameworks, institutions and systems is far-reaching. The achievements were supported by innovations and collaboration with other partners.
- A shift from production to market-oriented production in the livestock sector was a logical progression. However, there is a lack of conceptual clarity in the approach to value chain development support and a lack of careful reflection on additionality.
- Support for community-based pasture management and veterinary services has been inclusive and extensive overall, given that most rural households derive livelihoods from livestock to a varied extent. However, without adequately targeted measures on poor and disadvantaged households, the benefits would have been proportionated to the livestock ownership. A weakness in targeting has become more prominent with market-oriented interventions.
- JP-RWEE, especially GALS, has been seen as a success and has been scaled up by other partners. However, the incorporation of the methodology in the investment portfolio was delayed. In the investment projects, there were limited activities aimed at addressing gender inequality and challenging the social norm, with the predominant approach being the use of a quota.
- While there are positive factors for the sustainability of community-based pasture management, such as the legal framework, there are also concerns and risks. The prospect of veterinary services is good overall, generally with a demonstrated willingness to pay for services, but a shortage of young veterinarians in rural areas is a concern.
- IFAD support facilitated a more balanced use of pasture ecosystems with the restart of seasonal pasture rotation. Though, an important shortcoming has been the inadequate attention and efforts on controlling the number of animals with better quality, pasture improvement and *sustainable* management.
- As the investment portfolio has national coverage, there was little room for scaling up by other actors; rather, scaling up was in the form of the Government and other partners institutionalizing the approaches and practices promoted.

IV. Overall achievement of IFAD's country strategy and programme

203. Over the evaluation period, IFAD has consistently and principally supported the livestock sector, especially around pasture management, veterinary services and food safety. In addition, there have been increasing attention to and support for market-oriented interventions. These strategic thrusts were captured in the 2016 country strategic note and the 2018 COSOP. Before 2016, IFAD had not prepared a formal country strategy after the one prepared in 1996. The 2016 and 2018 strategy documents basically reflected the past, ongoing and planned portfolio at the time (i.e. AISP, LMDPs, ATMP and RRPCP).

204. The project interventions in pasture management and veterinary services were strategic and comprehensive – encompassing policy, legislative and institutional framework as well as field-level activities, and were effectively implemented through multiple partners. Increasing attention to access to markets in the portfolio was a logical progression, but the design and implementation of interventions were met with challenges. As a cross-cutting issue, a poverty and gender focus has been weak, except for some examples in grant-funded projects.

205. Overall, the achievements of the country programme were outstanding and far-reaching in the core areas that IFAD has consistently supported. However, there were some areas of underperformance. The overall achievement lies between satisfactory and "moderately" satisfactory. Table 7 below provides a summary of the CSPE ratings for applicable criteria.

Table 7
CSPE ratings

Evaluation criteria	Rating
Relevance	5
Coherence	5
• Knowledge management	5
• Partnership development	5
• Policy dialogue	5
Effectiveness	4
• Innovation	5
Efficiency	4
Impact	4
Gender equality and women's empowerment	3
Sustainability	4
• Scaling-up	5
• Natural resources management and climate change adaptation	4
Overall country programme achievement	4.46*

* Arithmetic average of above 13 ratings.

V. Performance of partners

206. This section assesses the extent to which IFAD and the Government (including central and local authorities and executing agencies) supported design, implementation and the achievement of results, a conducive policy environment, and the impact and sustainability of the intervention/country programme.

A. IFAD

207. **During the evaluated period, IFAD visibly increased its technical leadership over the portfolio.** In the initial period of its operations in the country (i.e. from 1995 to around 2010/2011), IFAD cofinanced three projects[141] designed and supervised by the World Bank. In general, IFAD's role in the portfolio affairs was minimal, but this gradually changed during AISP as it participated more in World Bank-organized missions. IFAD fully led the design and supervision of subsequent projects, starting with LMDP I (the design process undertaken in 2012). The initial idea of having another, larger, co-financed project with the World Bank (with much greater technical involvement by IFAD) did not materialize due to resource allocation timing in both institutions, but the involvement of the previous and current World Bank task leaders in the design of LMDP was a positive step to ensure design consistency of similar projects in different geographical areas. This way, LMDPs and PLMIP covered the entire country, without overlaps.

208. **The portfolio has maintained a consistent focus on the livestock sector, supporting interventions in critical areas with the right partners.** Long-term engagement in pasture management and veterinary services in successive projects allowed IFAD to build upon the experiences, introduce innovations, and advance and consolidate the achievements, while working with relevant national institutions that were being supported and strengthened over time. IFAD also successfully fostered partnerships with international organizations (see also section on partnership building) and national partners (many mostly within the project framework, but also beyond contractual relationships, e.g. Camp Alatoo).

209. **The conceptualization of market-oriented and value chain development interventions had some weaknesses.** Interventions in these areas require working with the private sector and are arguably more complex and challenging than production-oriented support. They require a different set of technical and managerial expertise to manage and coordinate the project teams and partners. This shift from production focus to market-orientation has not been accompanied by critical reflection on the strategy and approach based on a rigorous situation analysis. The project/component designs did not fully recognize what it takes to transition from the "comfort zone" where the implementing partners accumulated experiences over a decade. The ATMP's core concept of partnering with agribusiness companies ("leading entities") as a pull factor for small-scale livestock production is logical, but the additionality of the project support (leveraging effects) and the rationale and eligibility for grant support (private sector, farmers groups and veterinarians) lacked clarity (see relevance section). Compared to broad community-based interventions, it would have required a clearer targeting strategy, with a granular understanding of the rural poverty situation and the opportunities for different segments of rural households.

210. **Overall, there has been a good degree of continuity in the IFAD team composition supporting the Kyrgyzstan portfolio, with regular in-country missions.** IFAD has managed the portfolio from Rome and later from the sub-regional hub (now called a multi-country office) in Istanbul.[142] IFAD also had national

[141] Sheep Development Project (1996-2022), Agricultural Support Services Project (1988-2007), and AISP (2009-2014).
[142] There was a plan to open a country (or subregional) office in Bishkek, Kyrgyzstan. A lot of preparatory work and discussion took place. However, in the end, it did not materialize because IFAD and the Government did not reach a consensus on the host country agreement.

consultants as a proxy country presence up to the end of 2021,[143] but only on a part-time basis and with specific tasks such helping to organize missions or, at times, participating in donor meetings. Since 2009, three IFAD staff members have served as country director (the position previously called country programme manager); this is considered a reasonable turn-over rate at IFAD.[144] The IFAD country director who served between 2018 and 2020 was previously the programme officer for Kyrgyzstan working alongside the former country director (who held the role from 2009 to 2018), which also helped continuity.

211. Since LMDP I, IFAD has regularly fielded supervision missions, normally once a year, and sometimes with an additional implementation support and follow-up mission. The team composition for missions showed continuity, with some staff or consultants from the FAO Investment Centre having consistently served as the lead or core members. This continuity of team members, good relationships with the main partners (APIU, ARIS and others) and the continuation of similar interventions that these partners are familiar with, may explain why a lack of or limited country presence was not so critical for the overall portfolio implementation performance – at least until ATMP. On the other hand, while the involvement of the same members has contributed to good rapport with in-country partners and the consistency of mission findings and recommendations, it also led to some oversight or delays in identifying design or implementation issues. For example, the lack of pro-poor consideration in the LMDPs' market component was flagged as an issue only at LMDP II completion mission.

212. **IFAD's efforts and outputs outside the investment portfolio have increased in recent years.** Despite having no country presence, IFAD has performed well in knowledge management, partnership-building and policy engagement linked to the portfolio experience, as discussed in the coherence section. The evaluation notes a number of possible contributing factors, including: (i) the small, focused portfolio; (ii) the continuity in IFAD teams; (iii) good relationships (some over a long term) with technical/knowledge partners, such as GIZ working on pasture management, regularly interacted with during in-country missions; (iv) collaboration with other IFAD technical staff (livestock, environment, gender); (v) mobilization of non-project resources (grant, administrative budget); and (vi) well-established donor coordination platform and channels for information-sharing in general in Kyrgyzstan. The fact that online meetings became the norm inside and outside the country due to the COVID-19 pandemic in the last two years may also have helped. While there was a lack of synergies and linkages between the grants and the investment portfolio in some cases (notably including JP-RWEE), also given that a number of grants were conceived and managed by different staff/sections, this aspect has shown improvement.

213. **Summary.** Over the evaluation period, IFAD increased its technical leadership over the portfolio. Consistent support to the livestock sector, long-term engagement with appropriate national institutions and collaboration with international partners contributed to the portfolio achievements, and also to good performance of non-lending activities despite a lack of or limited country presence. IFAD's inputs outside the investment portfolio have also increased in recent years. On the other hand, the conceptualization of a market-oriented intervention had some weaknesses, and the poverty focus was generally weak. IFAD's performance is rated as **satisfactory (5)**.

B. Government

214. **The Government's overall support and collaboration for pushing the reform agenda has been crucial for the portfolio achievements.** The Pasture Law passed in 2009 is considered to be a unique and innovative example of a legislative

[143] Between 2010/2011 and 2021, at least four national consultants were engaged as a proxy presence.
[144] For a comparison, in Uzbekistan, between 2013 and 2021/2022, seven IFAD staff members served as country director / country programme manager (Uzbekistan CSPE).

framework for participatory, decentralized and sustainable pasture management – regionally and internationally (see section on innovation). In the period leading to the passing of the Pasture Law and AISP, the Pasture Department director at that time championed broad consultations and was instrumental in ensuring the conceptual, technical and political/legal thrust of the pasture reform. On the side of veterinary services, the State Veterinary Inspectorate (now the Veterinary Service of the Ministry of Agriculture) was "very proactive in supporting the privatization of veterinary services and in working in partnership with the private veterinarians supported by the projects" (LMDP I PCR). Support for increasing food safety of livestock products has also hinged on the Government's interest and commitment, given their importance for exports and the country's economy.

215. **At the same time, the Government's support for the pasture reform has not been consistent.** There have been repeated attempts by the Government to reduce the autonomy of the PUUs/PCs and to privatize the use of pastures by leasing to individuals – also with some successes (box 9).

Box 9
Government initiatives that could undermine the pasture reform achievements

The IFAD mission in 2017 noted that several changes were made to the Pasture Law, including the requirement to remit the collected pasture fees to the Government (treasury first, which then disburses the funds to local governments' accounts, where not less than one third of the amount was to be retained). The "legal collision led to the confusion on the ground not only among the pasture committees but also bodies of the local government and treasury branches" (LMDP II 2017 MTR). According to the 2018 supervision mission, "the problem created by the changes to the Budget Code … have been tackled by the project through awareness activities," though the issue was not fully resolved. IFAD missions noted a number of related factors underlining these changes, including the departure in 2015 of the Pasture Department director who had championed the pasture reform, as well as "growing pressure from the individual heads of the local government on central government to subordinate PCs and direct pasture user fees into the local budget" (LMDP II MTR 2017).

Apart from a change in handling the collected pasture fees, there was also an attempt to exert more influence in the management of pasture committees, by putting the *ayil okmotu* head to serve as a PC chairperson. Apparently, this provision was "revoked but the practice of *ayil okmotu* heads [as] *de facto* supervision [of] the PCs has remained." (LMDP II supervision mission 2019).

Based on various interviews by the CSPE team, there seem to be different views on the involvement of *ayil okmotu* in the PC affairs (with *ayil okmotu* representatives being members of the PC). Some key informants thought that it was not necessarily negative, as it could strengthen the checks and balances on the PCs and support sustainability. Others felt that it unduly increases local government and political influence. What appears to be clear is that the changes (e.g. on the budget code) were not well handled, creating confusion.

Source: IFAD supervision mission and MTR reports for LMDP I and LMDP II (2017, 2018, 2019).

216. **Changes in the Government and high turnover of senior government officials have posed challenges**. IFAD missions noted inadequate understanding of the pasture reform by Government stakeholders, partly due to a high turnover of officials at all levels – central, regional, districts and also in the parliament. This underlined the importance of information dissemination campaigns on pasture reform to raise awareness (LMDP MTR 2016). High turnover of senior government officials in all ministries, not only in agriculture, has been repeatedly mentioned as one of the key challenges by the stakeholders and other development partners interviewed. Since 2011 to date, the Minister of Agriculture changed at least eight times (the current minister serving the position twice).

217. **Long delays in project processing indicate uncertainties about the level of the Government's involvement and ownership**. For example, the detailed design mission for RRPCP was undertaken in March 2019 with submission to the IFAD

Board planned for the end of 2019, but it took two more years before eventual submission and approval. This was due to delays in the Government's internal clearance process before negotiations on the financing could take place.[145] Even following the IFAD Board approval in December 2021, by the time of the CSPE (August 2022), the RRPCP financing had not yet been ratified by the parliament. It has required a number of explanatory sessions and field visits for the parliamentarians to LMDP's pasture management activities for them to better appreciate what RRPCP would encompass. It should, however, be noted that delays in project processing are issues experienced also by other development partners.[146]

218. **The evaluation did not find evidence indicating effective oversight and strategic guidance by the Government during project implementation**. In LMDPs, the Policy Coordination and Reference Group was established.[147] The group reportedly met regularly (though not quarterly as stipulated in the financing agreements), except for a period when the APIU director position was vacant (2017–2018).[148] However, there is little documentation on the discussions and decisions taken. As for ATMP, the Project Coordination Group was established in 2019[149] and was expected to meet twice a year, but the first meeting was held only in March 2022, chaired by the First Deputy Minister of Agriculture. This delay was attributed to reasons such as COVID-19 and structural changes in the Government,[150] but it is not clear whether these are sufficient as justifications. The ATMP design document envisaged that the Ministry's steering committee (as well as that of ARIS, both presumably covering different projects) would also serve as a forum to discuss ATMP issues, but there is no report on this.

219. **Counterpart fund contribution by the Government has mostly been satisfactory**. The counterpart funding has mainly been to cover taxes, but also the cost associated with the state veterinary systems (e.g. cost of vaccines with the phasing out of IFAD financing in LMDP I and LMDP II, and the cost of operations and maintenance at the State Veterinary Inspectorate in ATMP). The supervision missions reported that the Government contributions to cover taxes were transferred in a timely manner.

220. **Fiduciary aspects for the investment projects have been mostly satisfactory**. The historical project performance assessment by IFAD provided satisfactory or moderately satisfactory ratings, with some exceptions (see figures XI-3 in annex XI).[151] While procurement was mostly rated as satisfactory or moderately satisfactory, IFAD mission for LMDP II identified problems with the selection process

[145] The Government sent suggestions for design adjustments in December 2020, to which IFAD responded in February 2021.
[146] The World Bank noted "effectiveness delays, protracted decision making by an implementing agency, slow project implementation" as "most systemic portfolio issues" (World Bank Group 2018).
[147] LMDP II Financing Agreement: The Group was "to provide guidance for programme management." The membership was to include: programme parties (including ARIS, Pasture Department, State Veterinary Inspectorate, research institutes); the Committee on Agrarian Policy of the Parliament, Kyrgyz Government office in the *oblasts* involved in programme implementation, representation from the pasture committee level and stakeholders from the private sector.
[148] The LMDP 2015 supervision mission noted that four meetings of the Policy Coordination and Reference Group had taken place, the November 2016 mission indicated six, and the August 2017 mission indicated seven meetings. But the September 2018 mission reported that no meeting of the group had been held for the last year "probably because of lack of leadership in the APIU" and the schedule of the Ministry's senior management. The LMDP II supervision mission (September to October 2019) noted that the meeting resumed in September 2019. This followed the appointment of a new APIU director in the same month.
[149] The responsibilities of the Policy Coordination Group include: (i) reviewing project progress; (ii) being a sounding board for discussing issues that arise during implementation and providing insight and advice; and (iii) providing feedback on new ideas or approaches that are considered for introduction (based on the ATMP financing agreement).
[150] The minutes of the meeting held on 18 March 2022.
[151] For example, LMDP II PCR rated procurement as moderately unsatisfactory – this is the only moderately unsatisfactory rating for procurement across the projects. The quality of project management was rated moderately unsatisfactory for the first time in ATMP MTR mission in November 2021.

for the APIU director which was led by the Ministry. The issues with the recruitment process[152] and delays resulted in the position being vacant for two years.

221. **The project management and coordination has performed well overall.** The APIU and ARIS have been the main implementing agencies. They worked well in collaborative arrangements with many other institutions (e.g. research, academic). These long-running arrangements have worked reasonably well in the field of pasture management and veterinary services. In the earlier projects, the role and strengths of ARIS were clear with regard to community-level work.

222. **However, project management coordination has turned out to be more challenging for value chain development activities**. The challenges with ATMP are at least in part related to the nature of the project, as well as a reflection of insufficient preparatory works (e.g. governing frameworks). The way the market-oriented/value chain interventions are designed puts significant onus on APIU and ARIS to manage new kinds of processes (e.g. selection of leading entities, reviewing and evaluating road maps and grant proposals), which are quite different from what they were used to.

223. IFAD often questioned the quality of submitted road maps and grant proposals in ATMP. Several stakeholders complained about the lack of information-sharing[153] and long processes (including changes in the format and repeated requests to revise the road maps/grant proposals).[154] Some respondents met by the CSPE team reported that the procedures in ATMP were slow and bureaucratic compared with projects of other financiers. There have also been difficulties in coordinating activities between implementing agencies, e.g. ARIS, responsible for community mobilization and farmer group formation process and a consulting firm tasked to support farmer groups in developing grant proposals.

224. **Summary.** The Government's overall support and collaboration for pushing the reform agenda have been crucial. At the same time, its support for the pasture reform has not been consistent and is also affected by the high turnover of senior government officials. Additionally, long delays in project processing indicate a lack of clarity in the Government's ownership. Project management and coordination has performed well overall, but it became more challenging with value chain development activities. Government performance is rated as **moderately satisfactory (4).**

Key points

- Over the evaluation period, IFAD's performance has been satisfactory. IFAD increased its technical leadership, built on the experience and provided consistent and coherent support to the livestock sector. Long-term engagement with appropriate national institutions and collaboration with international partners contributed to the portfolio achievements.
- The Government's overall support and collaboration for pushing the reform agenda have been crucial, but that support has not been consistent, and has been affected by the high turnover of senior government officials.
- The project management and coordination performed well overall, with interventions supporting pasture management and veterinary services. However, there have been more challenges with market-oriented and value chain development activities.

[152] According to the LMDP II PCR, the Ministry first proposed direct hire of candidates that did not fulfil the minimum criteria and then the Tender Committee established by the Ministry proposed candidates that did not fulfil the minimum criteria.
[153] At the only meeting of the Policy Coordination Group for ATMP held so far (more than two years after the start), Deputy Representatives of the President in several regions complained about not having been provided with any information on the work of ATMP in the regions.
[154] A number of grant applicants withdrew as they were too frustrated with the processes.

VI. Conclusions and recommendations

A. Conclusions

225. **Over the evaluation period (2009–2021), IFAD has increased its technical leadership in supporting the livestock sector**. From the start of its operations in 1996, over the initial decade, IFAD was a cofinancier of the projects designed and supervised by the World Bank, with few technical inputs. This changed during the AISP operations (2009–2014), as IFAD increased its involvement in technical and operational aspects. Building on the AISP experience, IFAD went on to design and directly supervise the implementation of the two follow-up projects (LMDP I and II) and continued providing critical support to the livestock sector, alongside the World Bank and other partners. Within and beyond the investment portfolio, IFAD has successfully fostered partnerships and provided increasing inputs to knowledge management on livestock-related issues, especially in recent years.

226. **The performance and achievements in support of pasture management and veterinary services have been remarkable overall.** IFAD's consistent focus on these areas has been highly relevant, given their importance to rural livelihoods and the national economy. Pasture resources are an important foundation for Kyrgyz's livestock production system, which is mostly supported by seasonal rotation of pasture use. Sustainable management of pasture resources is crucial for optimizing livestock-raising and secondary uses, reducing conflicts over natural resources, and carbon sequestration.

227. Interventions were comprehensive and encompassed multiple levels, from policy and legislative frameworks, institutional development, research and education at the national level, to concrete activities at the field level. Pasture management and animal health support activities were well-integrated at the field level, with PCs being an anchor. Multiple sets of activities with many national partners were mostly well-implemented, with significant results on the ground, ranging from access to improved veterinary services and reduced incidence of animal (and human) diseases, better access to remote pastures and better-planned pasture use. Long-term engagement with national stakeholders through consistent support while continuing to build on the results has contributed to successful implementation and achievements. Associated with these results were innovations introduced and promoted in collaboration with other partners.

228. The impact on institutions and policies around pasture management and veterinary services is particularly far-reaching. There are many examples of the portfolio's contribution to institutions and policies, including the advancement of the pasture reform with community-based pasture management, continued development of legislation related to private veterinary service provision and the regulatory body (the Veterinary Chamber), and expansion and improvements to university curriculum and continuing education (veterinary and pasture management). Kyrgyzstan is considered a pioneer in the region in terms of pasture reform and the privatization of veterinary services. IFAD's support, in effective collaboration and coordination with other partners such as FAO, GIZ and OIE, made a visible contribution to the Government's achievements.

229. **Emerging challenges in the livestock sector have not been strategically tackled in the country programme and can undermine the sustainability of the achievements made.** The support by IFAD and other partners has facilitated a more balanced use of pasture ecosystems and expanded accessible pastures. However, despite these efforts, this has not translated into sustainable pasture use and management, due to – though not limited to – the increasing number of livestock. With regard to veterinary services and animal health, the looming issue of ageing veterinarians is a significant risk. IFAD has provided innovative support to the veterinary education system and capacity-building of new veterinarians in the field, but without an enabling environment with Government support, there will be a

lack of veterinary service providers in the rural areas in the future. Furthermore, better enforcement of regulations would be critical to sustain the achievements on animal disease control and ensure food safety (for consumers and for facilitating market access). Since opening access to intermediate and remote pastures, the role of professional shepherds has increased – in pasture use/management, animal health and animal husbandry.

230. **While the majority of rural households with livestock have benefited from improved access to pastures and veterinary services, the portfolio did not sufficiently integrate targeted measures for the poor and the vulnerable.** The pasture reform has contributed to reducing inequality in access to pasture resources through community-based management. In this sense - and through improved veterinary services and improvements in public health - the interventions were inclusive overall. On the other hand, without adequately targeted measures for a poorer segment of the rural communities, the benefits were proportionate to livestock ownership - i.e. households with fewer animals would benefit less than those with a larger herd. The approach to include poorer or disadvantaged community members (such as women, youth) mostly relied on a quota. There have not been thorough, differentiated poverty and livelihoods analyses. Instead, there was a general premise that most rural households own livestock and, therefore, most would benefit without adequate monitoring. As the support shifts towards market-oriented interventions, the lack of a differentiated targeting approach and clear impact pathways for different target groups has made it more difficult to ensure the poorer and disadvantaged households would be supported and benefit adequately.

231. **The innovative GALS and BALI methodologies have been successful in terms of women's economic empowerment, but this success did not transcend to the investment portfolio in a timely manner.** These methodologies introduced under JP-RWEE were innovative in the Kyrgyz context and could be considered gender transformative. The outreach of GALS and BALI within the JP-RWEE framework has been on a small scale. Multiple evaluations assessed the JP-RWEE programme as successful in economically and socially empowering rural women (though not often in the livestock sector). GALS and BALI have been scaled-up by national and development partners in Kyrgyzstan. On the other hand, the performance on gender equality and women's empowerment in the investment portfolio has been wanting. There have been limited gender considerations and strategies, with the use of quotas for women and occasional workshops being the main approach.

232. **Support to value chain development has faced numerous challenges and has not been successful by the time of the CSPE**. Overall, there was a lack of conceptual clarity, especially in terms of additionality - i.e. how the interventions were expected to leverage investments and facilitate pro-poor value chain development, instead of subsidizing the operations which were ongoing or would have occurred anyway without the project. Agribusinesses and better-off farmers are already investing in livestock value chains in response to the strengthening markets. Farmer group formation and registration as cooperatives were largely project-driven, with few efforts to nurture a shared understanding and vision on working together. There is now increased attention to organizational capacity and governance issues of cooperatives, although such efforts should have preceded group formation and formalization. ATMP's progress has been slow and bureaucratic, specifically regarding the preparation and processing of roadmaps, grant proposals and agreements, leading to frustration by agribusinesses, farmer groups and veterinarians.

B. Recommendations

233. Based on the evidence gathered, the analyses performed and the conclusions drawn, this CSPE offers the following recommendations:

234. **Recommendation 1. Carefully revisit the strategic thrusts – a mix of thematic, sectoral and geographic focus – of the country programme with a view to strengthening the poverty focus.** In preparation for the new COSOP, IFAD should conduct a diagnostic analysis of rural poverty and livelihoods. There is need for a more granular analysis of the socioeconomic situation in rural areas in different parts of the country and within certain geographical areas. Based on the poverty and livelihoods analysis, prevailing economic opportunities and constraints, IFAD and the Government should identify appropriate entry points, interventions, commodities or value chains that are the most relevant for the rural poor to sustainably diversify livelihoods and build wealth and resilience. This may point to continued support for livestock-related interventions but with more targeted measures focusing on poor households, or the need for supporting non-livestock (e.g. crop, off-farm) economic opportunities. IFAD should explore opportunities for pro-poor innovations that may be scaled-up.

235. **Recommendation 2. Adopt a strategic approach to pro-poor value chain and cluster development, articulating the additionality and impact pathways for the rural poor.** IFAD and public sector support should focus on how to facilitate the participation of poorer households in priority clusters, for example by strengthening inclusive multi-stakeholder platforms, or enabling those households to improve their productive capacity and practices or build their business orientation and skills. While better-off and/or more entrepreneurial rural households are not to be excluded, how their participation would benefit the poor (e.g. job opportunities) should be clarified and properly monitored. Support to farmer groups or cooperatives should be a gradual, demand-driven and an organic process based on their understanding of the advantages of being in a group with a clear vision. IFAD should also explore opportunities to facilitate the use of remittance in-flows for productive investment in value chains (other than purchasing more animals), which should also contribute to reducing the pressure on pastures.

236. **Recommendation 3. Focus on consolidating the achievements in pasture management and veterinary services and their sustainability**. With important progresses made in policy and legislative frameworks and institutional development (e.g. community-based pasture management, private veterinary services), it is crucial to ensure their effective implementation, compliance and enforcement. Strategies need be developed and acted on to address the gaps in a number of areas, such as: promoting more sustainable management of pasture resources; disincentive to large herd ownership; timely payment of pasture fees by all; enforcing the link between registration of veterinarians and their rights to practice and to be contracted to deliver the vaccination programme; enforcement of animal health checks for herd movements; and exploring ways to institutionalize the incentives for young veterinarians to work in rural areas. With the growing role of shepherds in all these areas, there should be more attention to their training and capacity-building. The importance of securing continuous funding for vaccination and treatment programmes for key animal diseases cannot be overemphasized, as a failure in this can jeopardize the progresses made.

237. **Recommendation 4. Strengthen the approach to supporting gender equality and women's empowerment**. Activities to address gender inequality need more facilitation and hands-on support to overcome social and gender constraints, including the promotion of women economic empowerment in other value chains which go beyond traditional gender roles. The use of quotas for women participation is insufficient. Successful experience with GALS/BALI/JP-RWEE needs to be considered in the ongoing and future investment portfolio, finding cost-effective solutions. Given that the role of women in livestock production is relatively limited (other than milking), diversification of activities (e.g. processing and value addition in livestock value chains, poultry, gardening, and off-farm income-generating activities) might provide more opportunities for their economic empowerment.

Definition of the evaluation criteria used by IOE

Evaluation criteria	Ratings
Relevance The extent to which: (i) the objectives of the intervention/ strategy are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies; (ii) the design of the interventions / strategy,* the targeting strategies adopted are consistent with the objectives; and (iii) the intervention / strategy has been (re-) adapted to address changes in the context. * Evaluations will analyse the strategy pursued whether explicit (written) or implicit.	Yes
Coherence (mainly for country level and strategic evaluations) This comprises two notions (internal and external coherence). Internal coherence is the synergy of the intervention/country strategy with other IFAD-supported interventions in a country, sector or institution. The external coherence is the consistency of the intervention/strategy with other actors' interventions in the same context. Non-lending activities are specific domains to assess coherence	Yes
Knowledge management The extent to which the IFAD-funded country programme is capturing, creating, distilling, sharing and using knowledge	Yes
Partnership building The extent to which IFAD is building timely, effective and sustainable partnerships with government institutions, private sector, organizations representing marginalized groups and other development partners to cooperate, avoid duplication of efforts and leverage the scaling up of recognized good practices and innovations in support of small-holder agriculture	Yes
Policy engagement The extent to which IFAD and its country-level stakeholders engage to support dialogue on policy priorities or the design, implementation and assessment of formal institutions, policies and programmes that shape the economic opportunities for large numbers of rural people to move out of poverty	Yes
Effectiveness The extent to which the country strategy achieved, or is expected to achieve, its objectives and its results at the time of the evaluation, including any differential results across groups. A specific sub-domain of effectiveness relates to: **Innovation,** the extent to which interventions brought a solution (practice, approach/method, process, product, or rule) that is novel, with respect to the specific context, time frame and stakeholders (intended users of the solution), with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction.[1]	Yes Yes
Efficiency The extent to which the intervention or strategy delivers, or is likely to deliver, results in an economic and timely way "Economic" is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).	Yes
Impact The extent to which an intervention/country strategy has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. The criterion includes the following domains: - changes in incomes, assets and productive capacities - changes in social / human capital - changes in household food security and nutrition - changes in institution and policies	No

[1] Conditions that qualify an innovation: newness to the context, to the intended users and the intended purpose of improving performance. Furthermore, the 2020 Corporate-level Evaluation on IFAD's support to Innovation defined transformational innovations as "those that are able to lift poor farmers above a threshold, where they cannot easily fall back after a shock". Those innovations tackle simultaneously multiple challenges faced by smallholder farmers. In IFAD operation contexts, this happens by packaging / bundling together several small innovations. They are most of the time holistic solutions or approaches applied of implemented by IFAD supported operations.

Evaluation criteria	Ratings
The analysis of impact will seek to determine whether changes have been transformational, generating changes that can lead societies onto fundamentally different development pathways (e.g. due to the size or distributional effects of changes to poor and marginalized groups)	
Sustainability The extent to which the net benefits of the intervention or strategy continue and are scaled-up (or are likely to continue and scaled-up) by government authorities, donor organizations, the private sector and other agencies. Note: This entails an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. It involves analyses of resilience, risks and potential trade-offs. **Specific domain of sustainability:**	No
Environment and natural resources management and climate change adaptation. The extent to which the development interventions/strategy contribute to enhancing the environmental sustainability and resilience to climate change in small-scale agriculture.	Yes
Scaling-up* takes place when: (i) other bi- and multi laterals partners, private sector, etc.) adopted and generalized the solution tested / implemented by IFAD; (ii) other stakeholders invested resources to bring the solution at scale; and (iii) the government applies a policy framework to generalize the solution tested / implemented by IFAD (from practice to a policy). *Note that scaling up does not only relate to innovations	Yes
Gender equality and women's empowerment The extent to which IFAD interventions have contributed to better gender equality and women's empowerment. For example, in terms of women's access to and ownership of assets, resources and services; participation in decision making; workload balance and impact on women's incomes, nutrition and livelihoods; and in promoting sustainable, inclusive and far-reaching changes in social norms, attitudes, behaviours and beliefs underpinning gender inequality. Evaluations will assess to what extent interventions and strategies have been gender transformational, relative to the context, by: (i) addressing root causes of gender inequality and discrimination; (ii) acting upon gender roles, norms and power relations; (iii) promoting broader processes of social change (beyond the immediate intervention). Evaluators will consider differential impacts by gender and the way they interact with other forms of discrimination (such as age, race, ethnicity, social status and disability), also known as gender intersectionality.[2]	Yes
Performance of partners (assessed separately for IFAD and the Government) The extent to which IFAD and the Government (including central and local authorities and executing agencies) supported design, implementation and the achievement of results and impact and the sustainability of the intervention/country programme. The adequacy of the Borrower's assumption of **ownership and responsibility during all project phases**, including government, implementing agency, and project company performance in ensuring quality preparation and implementation, compliance with covenants and agreements, establishing the basis for sustainability, and fostering participation by the project's stakeholders.	Yes

[2] Evaluation Cooperation Group (2017) Gender. Main messages and findings from the ECG Gender practitioners' workshops. Washington, DC. https://www.ecgnet.org/document/main-messages-and-findings-ieg-gender-practitioners-workshop

Information on IFAD-financed investment projects

Table II-1
List of IFAD supported projects since 1996 (figures in millions of United States dollars)

Project ID	Project name	Approval	Entry into force	First disbursement	Completion Date	IFAD total	Government	Beneficiary	International co-financing	Other	Total cost
1100000479	Sheep Development Project (SDP)	14.09.1995	02.05.1996	20.03.1997	31.12.2002	3.53	1.65	-	11.58 (IDA)		16.76
1100001065	Agricultural Support Services (ASS)	23.04.1998	18.09.1998	29.01.1999	30.06.2007	7.92	2.01	1.25	16.33[1]		27.51
1100001434	Agricultural Investments and Services Project (AISP)	11.09.2008	01.07.2009	01.03.2010	30.09.2014	9.00 (DSF)	0.49	3.06	10.85[2]		23.40
1100001626	Livestock and Market Development Programme (LMDP)	17.12.2012	17.07.2013	10.09.2013	30.09.2019	20.00 (HC DSF grant)	0.61	5.19	-	0.09	25.88
1100001709	Livestock and Market Development Programme II (LMDP II)	11.12.2013	06.08.2014	21.05.2015	31.03.2021	32.00 (HC/DSF grant, ASAP)	0.27	7.08	-	0.18	39.53
2000001232	Access to Markets Project (ATMP)	14.12.2016	05.06.2018	10.05.2019	30.06.2023	25.40 (HC/DSF grant)	1.75	8.39	20.00[3]		55.55
2000001978	Regional Resilient Pastoral Communities Project (RRPCP)	29.12.2021	-	-	31.03.2028	31.28 (HC/DSF) grant)	0.75	-	19.20[4]	13.97	65.20
Total Financing						129.13	7.53	24.97	77.96		

DSF: Debt Sustainability Framework; HC: highly concessional terms; IDA: International Development Association.
Source: IFAD GRIPS 2021.

[1] IDA, GIZ, Swiss Development Corporation and Know-How Fund.
[2] IDA, Swiss Development Corporation.
[3] Russian-Kyrgyz Development Fund.
[4] Russian-Kyrgyz Development Fund, Adaptation Fund.

Table II-2
Basic information on investment projects covered in CSPE

Project Project areas	Target group	Goal/objectives	Components	Project lead/implementing agencies, implementation arrangements
AISP National coverage	Poor segments of the population and more specifically livestock and crop farmers, herders and other poor pasture users. The project was designed to cover 475 rural communities.	Goal: provide capital investments, strengthen key support services, deliver appropriate know-how, facilitate and support effective and sustainable management of pasture resources, to: (i) improve pasture infrastructure and quality; (ii) expand access to farm and livestock support services; and (iii) increase livestock productivity Objectives: improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector	Component 1. Pasture Management and Improvement Component 2. Development of Agricultural Support Services Component 3. Project Management, Coordination, Monitoring and Evaluation	Key implementing partners: Ministry of Agriculture, Water Resources and Processing Industry (through APIU), ARIS and the communities
LMDP I Issyk-Kul and Naryn *oblasts*. Both are major livestock areas and among the poorest *oblasts* in the country. The population of the two *oblasts* is 692,130, or 154,075 households, with 71 per cent living in rural areas, most of whom are livestock farmers.	Vulnerable households primarily among small-scale livestock producers; women-headed households that are becoming increasingly prevalent due to the rise in migration of men in search of work; other livestock producer households that are members of the PUUs, and private veterinarians in Issyk-Kul and Naryn *oblasts*. Beneficiaries are households in the 125 Pasture Committee areas in the two *oblasts*. Some 110,000 households to benefit directly and indirectly from the project.	Goal: contribute to the reduction in poverty and enhanced economic growth in pasture communities. Objective[5]: generate livestock productivity in Issyk-Kul and Naryn *oblasts*, reflected in (i) more productive and accessible pasture areas and increased supplementary feed available to community livestock; (ii) healthier livestock with lower levels of mortality; and (iii) market partnerships in the milk value chain providing incentives for productivity increases.	Component 1: Community based pasture management SC 1.1. Community Pasture Management and Investments SC 1.2. Pasture Institutional Strengthening Component 2: Livestock Health and Production Services SC 2.1. Strengthening Veterinary and Community Animal Health Services SC 2.2: National Disease Control Programme SC 2.3: Animal Health Education and Capacity Building Component 3: Market/Value Chain Initiatives SC 3.1: Programme Development and Implementation SC 3.2: Milk Value Chain Investments Component 4: Programme Management	The Lead Programme Agency: Ministry of Agriculture and Melioration acting through the APIU. Additional project parties: ARIS, Centre for Certification of Veterinary Drugs under the MOAM, Veterinary Chamber, Pasture Department, State Veterinary Surveillance Department, Kyrgyz Livestock and Pasture Research Institute, National Federation of Community Seed Funds, KNAU, Kyrgyz Scientific Research Veterinary Institute (the “KSRVI”), Ministry of Health (the “MOH”), Republican Centre of Veterinary Diagnostics, and Association of Village Health Committees.

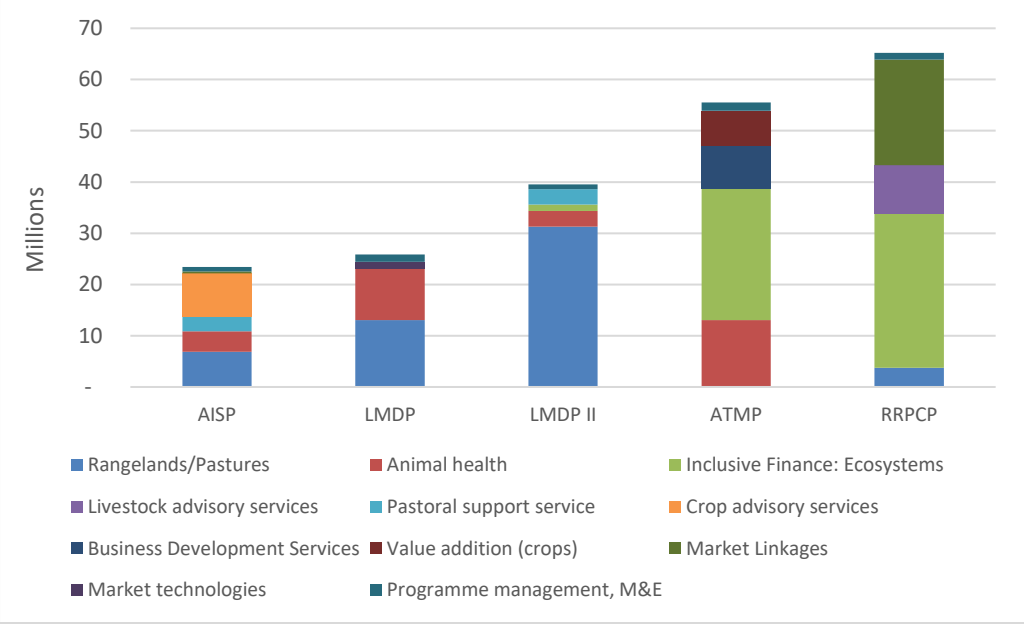
[5] In the President`s report for LMDP I the programme objective is “to generate livestock productivity gains in Issyk-Kul and Naryn *oblasts*, reflected in improved and equitable returns to livestock farmers”.

LMDP II Batken, Jalal-abad and Osh regions	Vulnerable households; women headed households; other livestock producer households; and private veterinarians The main benefits were planned to go to households in the 190 PUU areas in the selected regions. Some 304,000 households were expected to benefit directly and indirectly from the project's interventions.	Goal: contribute to the reduction in poverty and enhanced economic growth in pasture communities. Objectives: improve livestock productivity and to enhance climate resilience of pasture communities reflected in improved and equitable returns to livestock farmers.	Component 1: Community-Based Pasture Management and Vulnerability Reduction SC 1.1: Community Risk-mitigation Pasture Management and Investments SC 1.2: Pasture Institutional Strengthening Component 2: Livestock Health and Production Services SC 2.1: Strengthening Veterinary and Community Animal Health Services SC 2.2: Animal Health Education and Capacity Building Component 3: Diversification and Market/Value Chain Initiatives Component 4: Programme Management	The Lead Programme Agency: Ministry of Agriculture and Melioration acting through the APIU. Additional project parties: ARIS, Pasture Department, State Inspectorate for Veterinary and Phytosanitary Security; Kyrgyz Livestock and Pasture Research Institute, Kyrgyz Jayity, National Federation of Community Seed Funds, KNAU, Kyrgyz Scientific Research Veterinary Institute, Veterinary Chamber, Kyrgyzhydromet – Agency for Hydrometeorology under the Ministry for Emergencies.
ATMP National coverage	Smallholder livestock farmers who participate in and benefit from improved value chains, comprising: (i) poor livestock farmers; (II) female members of livestock owning households; and (iii) other smallholder livestock farmers. Particular attention is to be given to the participation of women and youth. The project is expected to reach approximately 28,000 households with its activities and investments.	Goal: contribute to increased incomes and enhanced economic growth in pastoralist communities. Objectives: improve access and integration of smallholder livestock farmers with remunerative markets for their products, leading to improved and equitable returns	Component 1. Livestock Value Chains Development SC 1.1. Capacity Building of Livestock Value Chain Stakeholders. SC 1.2. Product Aggregation Enhancement. SC 1.3. Platform for Public-Private-Producers Partnerships Development and Knowledge Management. Component 2: Livestock Value Chains Financing. SC 2.1. Access to External Credit Lines SC 2.2. Innovative Financial Products. Component 3: Upgrading the Kyrgyz Livestock Sanitary System. SC 3.1. Strengthening the State Veterinary Sanitary System. SC 3.2. Strengthening the Private Veterinary Practice System. SC 3.3. Strengthening the Supporting State Institutions. Component 4: Project Management	The MAFIM is the Lead Project Agency for the Project acting through the APIU. ARIS has the overall responsibility for all Project implementation at the community level, focused on Pasture Users Unions and smallholders' groups including the administration of all Project grant funds.
RRPCP National coverage	(i) Households practising mobile extensive livestock rearing; (ii) households extracting forest products; (iii) households producing fodder; and (iv) rural women and youth	Goal: contribute to rural poverty alleviation in the country through increased resilience and incomes and enhanced economic growth in rural farming communities	Component 1: Sustainable community-based integrated forest-rangeland ecosystem management Component 2: Strengthening the food safety system Component 3: Climate-resilient value chains for women and youth	The Ministry of Agriculture will have overall responsibility for project management on behalf of the Government. The APIU of Ministry of Agriculture and ARIS will have the primary responsibility for implementation of

	The project is expected to reach at least 557,000 rural households organized in 454 pasture user unions (PUUs) and 141 forest user associations and 200 value chains.	Objective: improved livestock and pasture health and productivity, and enhanced climate resilience of pastoral communities, reflected in improved and equitable returns to pastoral farmers	Component 4: Project management.	RRPCP. The project will work under the guidance of a steering committee with representatives from Ministry of Agriculture (committee chair), SAEPF (national designated authority and committee co-chair), Ministry of Emergency Situations, SALSGIER and the State Agency of Architecture, Construction, Housing and Communal Services.

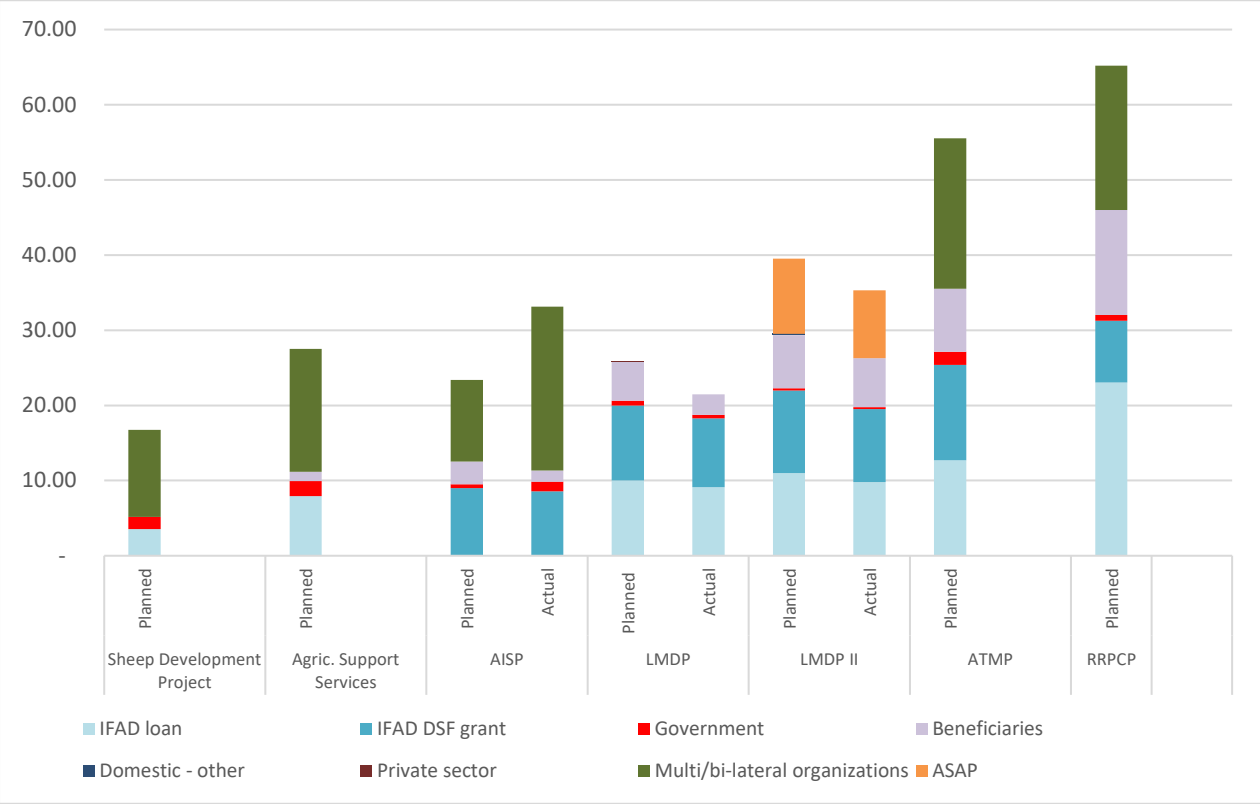
Source: IFAD Financing agreements and President's reports for projects.

Figure II-1
Project costs at design by subcomponent type (millions of United States dollars)



Source: Elaboration by CPSE based on IFAD Oracle Business Intelligence data.

Figure II-2
Project costs (at design and at completion) by financier (millions of United States dollars)



IFAD-funded grant projects covering Kyrgyzstan (since 2009)

A. Grants financed by IFAD (all are global and regional)

Grant ID	Grant title	Grant recipient	Benefiting countries	Effective	Closing date	IFAD financing USD
1000003374	Improving Livelihoods of Small Farmers and Rural Women Through Value Added Processing and Export of Cashmere, Wool and Mohair	International Center for Agricultural Research in the Dry Areas (ICARDA)	Iran, Kyrgyzstan, Tajikistan	28/07/2009	16/06/2014	1 500 000
1000004004	Inter-regional Learning on Animal Fine Fibre Processing and Niche Markets	League for Pastoral Peoples and Endogenous Livestock Development (LPP)	Mongolia, Bolivia, Tajikistan, Kyrgyzstan	13/05/2011	12/07/2013	200 000
1000004410	Knowledge Management in CACILM II (Central Asian Initiative for Land Management)	International Center for Agricultural Research in the Dry Areas (ICARDA)	Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan	01/02/2013	31/01/2017	1 400 000
1000004386	Mobilizing Public-Private Partnerships in Support of Women-led Small Business Development	Aga Khan Foundation (AKF)	Afghanistan, Kyrgyzstan, Tajikistan	06/02/2013	30/09/2017	1 300 000
2000000112	South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa and Europe (NEN) Region	United Nations Office for South-South Cooperation (UNOSCC)	Algeria, Hungary, Kyrgyzstan, Morocco, Sudan, Tunisia, Turkey and Uzbekistan	21/05/2014	31/12/2019	1 800 000
2000001310	Strengthening Capacity for Assessing the Impact of Tenure Security Measures on Outcomes of IFAD Supported & Other Projects in SDGs	United Nations Human Settlements Programme (UN-HABITAT)	Ecuador, Rwanda, Guatemala, Mozambique, Ethiopia, Kyrgyzstan, Pakistan, Uganda, Tajikistan, Peru, Vietnam, Senegal, Bolivia, Haiti, India, Philippines, Madagascar, Georgia, El Salvador, Sudan, United Republic of Tanzania, Bangladesh, Mongolia, Mauritania, Colombia, Tunisia, Niger, Burkina Faso, Eswatini, Mali	20/01/2017	30/06/2020	220 000

Grant ID	Grant title	Grant recipient	Benefiting countries	Effective	Closing date	IFAD financing USD
2000002365	Sustainable Rural Development for the Asian Pacific Farmers' Programme	Asian Farmers' Association for Sustainable Rural Development	China, Indonesia, Cambodia, Papua, New Guinea, Thailand, Philippines, India, Bangladesh, Solomon Islands, Lao People's Democratic Republic, Mongolia, Timor-Leste, Myanmar, Nepal, Malaysia, Samoa, Pakistan, Sri Lanka, Afghanistan, Viet Nam, Tajikistan, Cook Islands, Tonga, Kyrgyzstan, Fiji, Maldives, Bhutan, Vanuatu	05/07/2019	31/03/2025	3 000 000
2000003133	Global Initiative to Secure Women's Land Rights through Gender Transformative Approaches	Center for International Forestry Research (CIFOR)	Bangladesh, Ethiopia, Uganda, Colombia, Kyrgyzstan, Niger, Gambia	25/01/2021	30/09/2024	2 000 000
2000003738	Digital Advisory Support Services for Accelerated Rural Transformation	Development Gateway	Botswana, Eswatini, Morocco, Yemen, Namibia, Tajikistan, Kyrgyzstan, Moldova, Uzbekistan, Egypt, Bosnia and Herzegovina, Turkey, Uganda, Malawi, Lebanon	17/02/2022 (expected)	30/09/2025	2 000 000

B. Non-IFAD grants

Grant ID	Grant title	Grant recipient	Benefiting countries	Effective	Closing date	Grant source	Grant financing USD
1000004106	Development of Social Payment and Remittance Services Through Postal Networks in Underserved Areas in the Central Asia Region	Universal Postal Union	Kazakhstan, Tajikistan, Uzbekistan, Kyrgyzstan	31/10/2011	30/01/2014	European Commission	225 000
N/A	Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women (JP RWEE)	Multi-Partner Trust Fund (MPTF) Office in UNDP	Ethiopia, Guatemala, Kyrgyzstan, Liberia, Niger, Nepal and Rwanda	Start date: 15/10/2012	End date: 31/12/2021	IFAD	2 826 695[1] (584 500 for Kyrgyzstan)

[1] As per JP-RWEE project document, total approved budget is US$35,000,000, out of which US$26,657,307 is MPTF`s contribution (US$4,238,255 is for Kyrgyzstan).

Grant ID	Grant title	Grant recipient	Benefiting countries	Effective	Closing date	Grant source	Grant financing USD
2000002713	South-South Cooperation in Green Economy for Agricultural Development and Enhanced Food Security	United Nations Office for South-South Cooperation	Turkey, Algeria, Tunisia, Kyrgyzstan, Uzbekistan, Sudan, Hungary, Morocco	20/11/2019	31/03/2022	China-IFAD South-South Cooperation Facility (SSCT)	459 000
2000003434	Low Carbon and Resilient Livestock Development Strategies for Climate Informed Investments	Food and Agriculture Organization of the United Nations	Lesotho, Kenya, Ethiopia, Tajikistan, Kyrgyzstan	02/03/2021	31/07/2023	ASAP2 Trust Fund	402 539

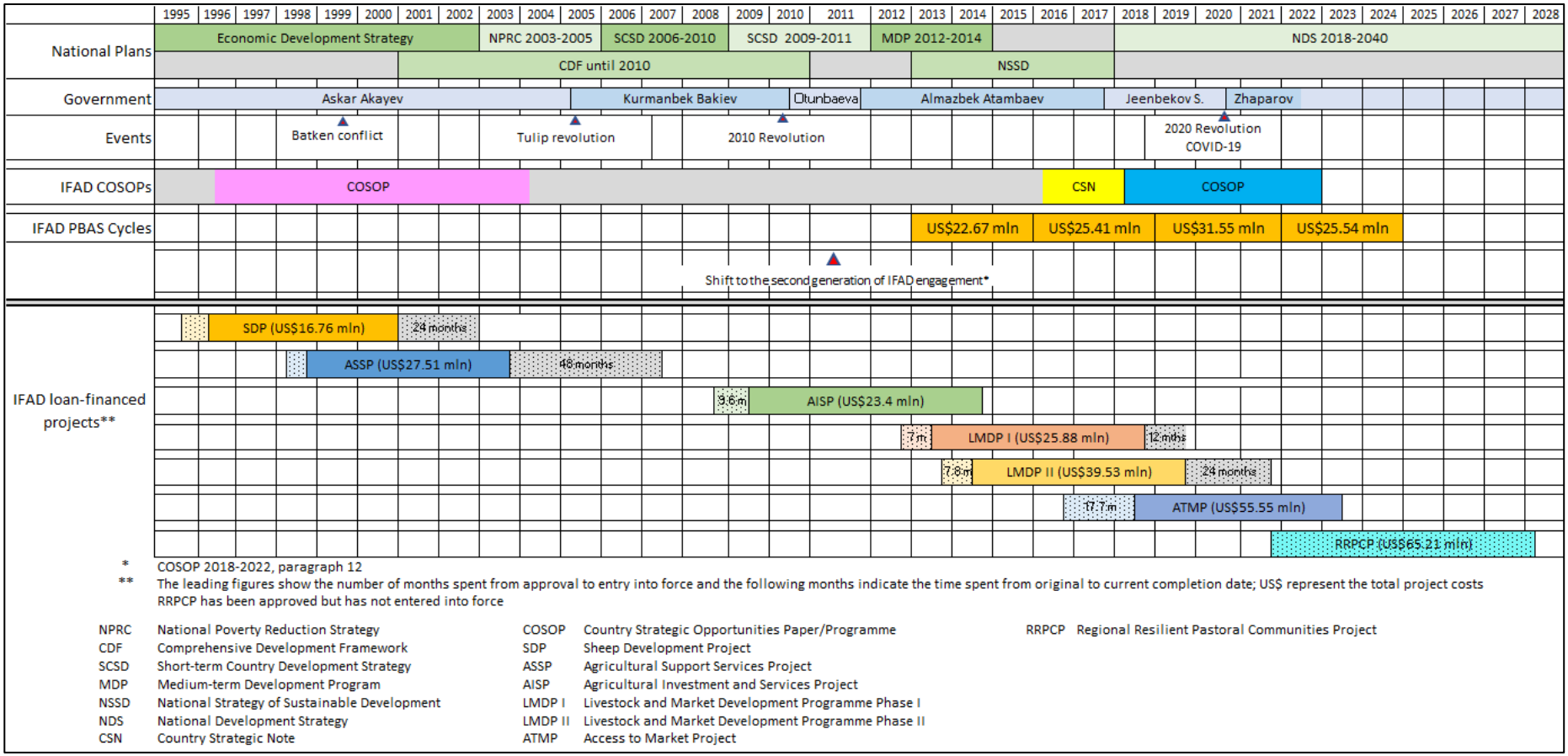
C. Grants financed through International Land Coalition (ILC)

Grant ID	Grant title	Grant Recipient	Benefiting countries	Effective	Closing date	Grant financing USD
2000000790	Popularizing the VGGT (Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, in the Context of National Food Security) among Small-scale Farmers` Organizations, Relevant National, Government and Inter-government Agencies (ILC NFC 1411 AFA)	Asian Farmers Association for Sustainable Rural Development (AFA)	Kyrgyzstan, Bangladesh, Cambodia	28/08/2014	01/12/2015	70 000
2000001880	People Centered Land Governance: Securing Rights to Commons for Improved Livelihoods of Local Communities in Asia (CBI 1708 KAFLU)	Kyrgyz Association of Forest and Land Users (KAFLU)	Kyrgyzstan	13/06/2017	30/06/2018	89 812
2000002046	Pilot, Scale-up and Advocate Solutions: People-Centered Ecosystem Management (CBI 1720 RDF)	Rural Development Fund (RDF)	Kyrgyzstan	15/11/2017	14/03/2019	70 000
2000002450	Sustainable Land Governance and Use (NES[2] 1812 KAFLU)	Kyrgyz Association of Forest and Land Users (KAFLU)	Kyrgyzstan	01/08/2018	31/07/2019	55 340
2000003212	Sustainable Land Use Governance (NES 1909 KAFLU)	Kyrgyz Association of Forest and Land Users (KAFLU)	Kyrgyzstan	16/12/2019	31/05/2022	206 582

Source: IFAD Operations Document Centre 2022; grant documents.

[2] National Engagement Strategy.

Timeline



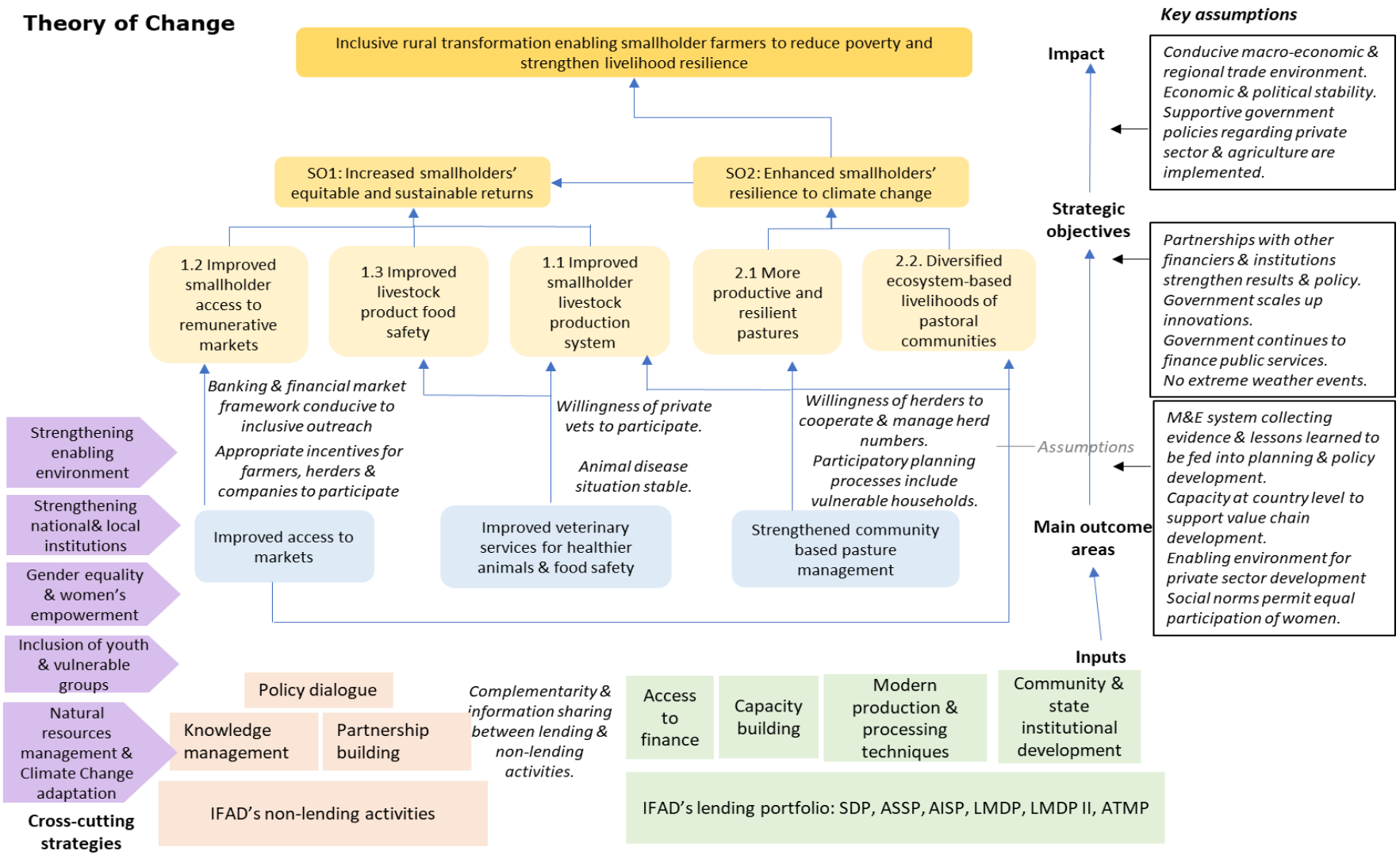
* COSOP 2018-2022, paragraph 12

** The leading figures show the number of months spent from approval to entry into force and the following months indicate the time spent from original to current completion date; US$ represent the total project costs
RRPCP has been approved but has not entered into force

NPRC	National Poverty Reduction Strategy	COSOP	Country Strategic Opportunities Paper/Programme	RRPCP	Regional Resilient Pastoral Communities Project
CDF	Comprehensive Development Framework	SDP	Sheep Development Project		
SCSD	Short-term Country Development Strategy	ASSP	Agricultural Support Services Project		
MDP	Medium-term Development Program	AISP	Agricultural Investment and Services Project		
NSSD	National Strategy of Sustainable Development	LMDP I	Livestock and Market Development Programme Phase I		
NDS	National Development Strategy	LMDP II	Livestock and Market Development Programme Phase II		
CSN	Country Strategic Note	ATMP	Access to Market Project		

Source: IOE elaboration based on national strategy documents, IFAD Oracle Business Intelligence.

IFAD country programme in Kyrgyzstan: theory of change



Evaluation framework

Evaluation criteria	Key questions	Sources of data and data collection methods
Relevance: The extent to which: (i) the objectives of the intervention/strategy are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies; (ii) the design of the interventions/strategy, the targeting strategies adopted are consistent with the objectives; and (iii) the intervention/strategy has been (re-) adapted to address changes in the context.	• To what extent and in what ways was the country strategy and programme relevant and aligned to: (a) the country's development needs and challenges, national policies and strategies in the evolving context; (b) IFAD's relevant strategies and priorities; (c) the needs of the target group? • How appropriate was the targeting strategy, with attention to gender, youth, persons with disabilities and other marginalized groups? • Was the design quality in line with available knowledge? Were lessons from previous interventions adequately taken into consideration in the design? • To what extent and how were the institutional arrangements appropriate to ensure the effectiveness and efficiency of the implementation? • To what extent and how well was the design re-adapted to changes in the context?	AISP project performance assessment (PPA), LMDP PCR/PCRVs In-depth desk review of national policies, IFAD design reports, supervision mission reports, etc. Interviews with IFAD staff and national stakeholders Interviews and focus groups with beneficiaries during field visits Survey of PC heads
Coherence: This criterion comprises the notions of external and internal coherence. The external coherence is the consistency of the strategy with other actors' interventions in the same context. Internal coherence looks at the internal logic of the strategy, including the complementarity of lending and non-lending objectives within the country programme.	• To what extent were there synergies and interlinkages between different elements of the country strategy/programme (i.e. projects, non-lending activities)? • To what extent and how did the country strategy and programme take into consideration other development initiatives to maximize the investments and efficiency and added value?	In-depth desk review of IFAD documentation (e.g. 2016 CSN, 2018 COSOP, COSOP review) as well as information about projects supported by other development partners Interviews with IFAD staff, national stakeholders and representatives of other development agencies Interviews and focus groups with beneficiaries during field visits
• **Knowledge management**: The extent to which the IFAD-funded country programme is capturing, creating, distilling, sharing and using knowledge.	• To what extent lessons and knowledge have been gathered, documented and disseminated? How relevant were these knowledge materials to the target audience?	In-depth desk review of IFAD documentation (e.g. studies, knowledge products, information on knowledge-sharing activities, communication materials Interviews with IFAD staff, national stakeholders and other development partners Interviews and focus groups with beneficiaries during field visits
• **Partnership development**: The extent to which IFAD is building timely, effective and sustainable partnerships with government institutions, international organizations, private sector, organizations representing marginalized groups and other development partners to cooperate, avoid duplication of efforts and leverage the scaling up	• How did IFAD position itself and its work in partnership with other development partners? To what extent, what types, and how did IFAD foster partnerships with other partners, and for what end?	In-depth desk review of IFAD documentation (e.g. COSOP-related documents, knowledge products, documentation on joint initiatives/ programmes) Interviews with IFAD staff and national stakeholders

of recognized good practices and innovations in support of smallholder agriculture and rural development.		Interviews with other development partners (past and current partners, partners active in agriculture/rural development)
• **Policy engagement**: The extent to which IFAD and its country-level stakeholders engage, and the progress made, to support dialogue on policy priorities or the design, implementation and assessment of formal institutions, policies and programmes that shape the economic opportunities for large numbers of rural people to move out of poverty.	• To what extent and how did IFAD contribute to policy discussions drawing from its programme experience (for example, including but not limited to pasture governance reform and pasture management, climate change mitigation/adaptation, veterinary services)?	In-depth desk review of IFAD documentation (e.g. documentation on policy discussions/policy development, COSOP-related documents, supported policy briefs, etc.) Interviews with IFAD staff and national stakeholders Interviews with other development partners
Effectiveness: The extent to which the intervention/country strategy achieved, or is expected to achieve, its objectives and its results at the time of the evaluation, including any differential results across groups. .	• To what extent were the objectives of the intervention/country strategy and programme (outcome-level) achieved or are likely to be achieved at the time of the evaluation? • Did the interventions/strategy achieve other objectives/outcomes or did it have any unexpected consequence? • What factors had positive or negative impact on the achievement of the intended results? How effectively were the implementation issues addressed?	In-depth desk review of IFAD documentation (AISP PPA, LMDP (I & II) PCRV/PCR; ATMP supervision mission reports; analysis of M&E data from APIU/ARIS) Secondary data for benchmarking (e.g. livestock productivity, animal disease statistics) Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits Survey of PC heads
• **Innovation**: The extent to which interventions brought a solution (practice, approach/method, process, product, or rule) that is novel, with respect to the specific context, timeframe and stakeholders (intended users of the solution), for improving performance and/or addressing challenge(s) in relation to rural poverty reduction.	• To what extent did the programme or project support/promote innovations, aligned with stakeholders' needs or challenges they faced? In what ways were these innovative in the country/local context? • Were the innovations inclusive and accessible to different groups (in terms of gender, youths, and diversity of socio-economic groups)? • To what extent and how have those innovations led to positive outcomes?	In-depth desk review of IFAD documentation Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits Survey of PC heads
Efficiency: The extent to which the intervention or strategy delivers, or is likely to deliver, results in an economic and timely way "Economic" is the conversion of inputs (e.g. funds, expertise, natural resources, time) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).	• What is the relation between benefits and costs (e.g. net present value, internal rate of return)? • Are programme management cost ratios justifiable in terms of intervention objectives, results achieved, considering contextual aspects and unforeseeable events? • Is the timeframe of the intervention development and implementation justifiable, taking into account the results achieved, the specific context and unforeseeable events? • Were the financial, human and technical resources adequate and mobilized in a timely manner?	In-depth desk review of IFAD documentation and database (e.g. Oracle Business Intelligence), including: historical project status reports, project financial statements, disbursement data, project financing data, economic and financial analyses in LMDPs, information on project timeline, etc. M&E data from APIU/ARIS Cost and benefit data from other, similar project (e.g. PLIMP) Interviews with IFAD staff and national stakeholders

	• Are unit costs of specific interventions (e.g. infrastructures in microprojects) in line with recognized practices and congruent with the results achieved? • What factors affected efficiency of IFAD interventions?	Interviews and focus groups with direct and indirect beneficiaries during field visits, spot validation of reported costs, benefits
Impact: The extent to which an intervention/country strategy has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. The criterion includes the following domains: -changes in incomes, assets and productive capacities -changes in social/human capital -changes in household food security and nutrition -changes in institution and policies The analysis of impact will seek to determine whether changes have been transformational, generating changes that can lead societies onto fundamentally different development pathways (e.g. due to the size or distributional effects of changes to poor and marginalized groups)	• What are the observed changes in household incomes, assets, food security and nutrition, human and social capital for the target group? And in terms of institutions at different levels and policies? How did the intervention result in or contribute to those changes? • To what extent did IFAD interventions contribute to increased resilience of rural communities? • From an equity perspective, to what extent has the interventions had positive impact on the very poor/marginalized groups, and how? • Were there any unintended impacts, both negative and positive?	In-depth desk review of IFAD documentation, including baseline and endline impact surveys (LMDP I & II) Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits Survey of PC heads Secondary statistical data on poverty, household incomes and nutrition where available and relevant (possible benchmark)
Sustainability: The extent to which the net benefits of the intervention or strategy continue and are scaled-up (or are likely to continue and be scaled-up) by government authorities, donor organizations, the private sector and other agencies. Note: This entails an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. It involves analyses of resilience, risks and potential trade-offs.	• To what extent did the intervention/country strategy and programme contribute to long-term institutional, environmental and social sustainability? • Did/would community-level institutions (PUUs/PCs, animal health groups, producer groups, private veterinarians, etc.) continue operation without external funding? What are the explaining factors? • Are the infrastructure microprojects financed by the projects likely to be maintained? And what about the outcomes of other types of microprojects? • Did/would national-level institutions continue activities they initiated with IFAD support? What are the explaining factors?	In-depth desk review of IFAD documentation Interviews with IFAD staff and national stakeholders Interviews and focus groups with direct and indirect beneficiaries during field visits M&E data from APIU/ARIS, or data by *Kyrgyz Jaiyty*. Survey of PC heads Interviews with other development partners with similar/relevant support
Environment and natural resources management and climate change adaptation. The extent to which the development interventions/strategy contribute to enhancing the environmental sustainability and resilience to climate change in small-scale agriculture.	• To what extent did IFAD interventions contribute to a more sustainable pasture management? • To what extent did IFAD interventions contribute to more productive and resilient pastures? • Did IFAD interventions have any positive or negative effects on other ecosystems (forests, non-pastoral agricultural landscapes)? • To what extent and how did IFAD-supported interventions contribute to adaptation by the target group rural population to	In-depth desk review of IFAD documentation Interviews with IFAD staff and national stakeholders Interviews and focus groups with beneficiaries during field visits Time-series analysis of maps based on satellite images to track changes in pasture conditions linked to implemented activities Survey of PC heads

	climate change and minimizing the damage linked to climate change (e.g. livestock production)?	
• **Scaling up**: takes place when: (i) bi- and multi-laterals partners, private sector, and communities adopt and diffuse the solution tested by IFAD; (ii) other stakeholders invest resources to bring the solution to scale; and (iii) the government applies a policy framework to generalize the solution tested by IFAD (from practice to policy).	• To what extent were results scaled-up or likely to be scaled-up in the future? • Is there an indication of commitment by the government and key stakeholders to scale up interventions and approaches, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro-poor policies and participatory development approaches, and institutional support?	In-depth desk review of IFAD documentation Interviews with IFAD staff, national stakeholders and other development partners
Gender equality and women's empowerment: The extent to which IFAD interventions have contributed to better gender equality and women's empowerment. For example, in terms of women's access to and ownership of assets, resources and services; participation in decision-making; workload balance and impact on women's incomes, nutrition and livelihoods; and in promoting sustainable, inclusive and far-reaching changes in social norms, attitudes, behaviours and beliefs underpinning gender inequality. Evaluations will assess to what extent interventions and strategies have been gender transformational, relative to the context, by: (i) addressing root causes of gender inequality and discrimination; (ii) acting upon gender roles, norms and power relations; (iii) promoting broader processes of social change (beyond the immediate intervention). Evaluators will consider differential impacts by gender and the way they interact with other forms of discrimination (such as age, race, ethnicity, social status and disability), also known as gender intersectionality.	• What were the contributions of IFAD-supported interventions to changes in: (i) women's access to resources, income sources, assets (including land) and services; (ii) women's influence in decision-making within the household and community; (iii) workload distribution (including domestic chores); (iv) women's health, skills, nutrition? • Were there notable changes in social norms, attitudes, behaviours and beliefs and policies/laws relating to gender equality? • Was attention given to programme implementation resources and disaggregated monitoring with respect to gender equality and women's empowerment goals?	In-depth desk review of IFAD documentation Available evaluations on JP-RWEE (global and Kyrgyzstan) Interviews with IFAD staff and national stakeholders Interviews with other partners of JP-RWEE Interviews and focus groups with beneficiaries during field visits Survey of PC heads
Performance of partners (IFAD & government): The extent to which IFAD and the government (including central and local authorities and executing agencies) supported design, implementation and the achievement of results, conducive policy environment, and impact and the sustainability of the intervention/country programme. The adequacy of the borrower's assumption of ownership and responsibility during all project phases, including government and implementing agency, in ensuring quality preparation and implementation, compliance with covenants and agreements, supporting a conducive policy environment and establishing the basis for sustainability, and fostering participation by the project's stakeholders.	IFAD: • How effectively did IFAD support the overall quality of design, including aspects related to project approach, compliance, and operational aspects? • How proactively did IFAD identify and address threats to the achievement of project development objectives? • How effectively did IFAD support the executing agency on project management, financial management, and setting up project-level M&E systems? • How did IFAD position itself and its work in partnership with other development partners? Government:	In-depth desk review of IFAD documentation, including the quality of design, frequency and quality of supervision and implementation support mission reports, project status reports, PCRs, key correspondences (IFAD-government), COSOP and COSOP review, AISP PPA, LMDP PCRV Interviews with IFAD staff and national stakeholders Project M&E data and systems (LMDP and ATMP)

- How tangible was the government's commitment to achieving development objectives and ownership of the strategy / project?
- Did the government adequately involve and consult beneficiaries/stakeholders at design and during implementation?
- How did the government position itself and its work in partnership with other development partners?
- How well did the APIU manage start up process, staff recruitment, resource allocation, implementation arrangements and coordination with other partners?
- How timely did the APIU identify and resolve implementation issues? Was project management responsive to context changes or the recommendations by supervision missions or by the Project Steering Committee?
- How adequate were project planning and budgeting, management information system/M&E? Were these tools properly used by project management?
- How well did the APIU fulfil fiduciary responsibilities (procurement, financial management)?

Geospatial analysis of pasture sites survey

Background

1. Kyrgyzstan's pasture ecosystem includes three types of pastures: low-altitude valley pastures, mid-altitude pastures and high-altitude alpine meadows. Before the 1930s, when the Soviet government enforced collectivization and settling of Kyrgyz herders in permanent villages, the pasture ecosystem was evolving under condition of transhumant pasture use. Herders migrated with their livestock and low-altitude pastures were used in winter; mid-altitude ones – in spring and autumn; and high-altitude ones – in summer. Kyrgyz herders had traditional ways of monitoring and preserving pasture quality. For example, they left small areas of pastures untouched by cattle to let pasture grasses produce seeds, collected the seeds, and spread them over broad pasture areas in autumn.

2. During the Soviet era, the seasonal model of pasture use was maintained. Pasture monitoring and reseeding efforts were centralized - for instance, agricultural aviation was used to spread pasture grass seeds and fertilizers over pastures at large scale. After the fall of the Soviet Union, collective farms were dissolved and their assets were distributed among rural residents who became smallholder farmers. Pastures remained the State's property, and control over different types of pasture was divided between local, district and regional authorities. Rural municipalities were in charge of winter pastures, district authorities – of spring-autumn pastures, and regional authorities – of summer pastures. The spring-autumn and summer pastures were often rented to affluent owners of big herds which closed access for smallholder farmers. Smallholder farmers were grazing their livestock on near-village pastures year-round, leading to significant degradation of the pastures as they are relatively small. At the same time, summer pastures were underused, leading to spreading of inedible weeds and shrubs.

3. Since 2009 IFAD-supported project and PLMIP helped to restart the seasonal pasture rotation. But this has not stopped the pasture degradation. The joint study conducted by the Climate Resilience Cluster of the Earth Observation for Sustainable Development (EO4SD CR) initiative, a programme of the European Space Agency, IFAD and GIZ compared the state of Kyrgyzstan pastures between the periods of 2000 to 2004 and 2016 to 2020 based on the analysis of satellite images. The study has found a consistent degradation pattern: for every season only a small share of pastures used during this season showed no degradation between 2000 and 2004, and between 2016 and 2020 (table 1). Degradation was most pronounced for pastures used in winter: 82.3 per cent of them were severely degraded between 2000 and 2004, and between 2016 and 2020.

Table 1
Extent of pasture degradation between 2000–2004 and 2016–2020 on seasonally used pastures

	Severely degraded	Moderately degraded	No variation	Enhanced
Winter	82.3	11.8	5.6	0.3
Spring	33.5	54.3	12.1	0.1
Summer	43.2	50.0	6.7	0.1
Autumn	29.4	61.7	8.9	0.1

Source: IFAD 2021c.

4. The findings of this study are coherent with the national data that carrying capacity of Kyrgyzstan pastures was exceeded at least since 2010. For example, the Pasture Development Programme 2012–2015 noted that the pressure on some winter pastures, especially in the south, exceeded their carrying capacity by 3 to 4 times.

5. The National Report on the State of Environment for 2015–2018 presented a detailed assessment of the livestock pressure on pastures, taking into account differences in pasture carrying capacity between the spring and mid-summer period, when pasture productivity is higher due to higher rainfall, and a dry late-summer to autumn period, when pasture productivity falls (table 2). Estimates assume that all available pasture area is used during each period. These estimates show that pasture carrying capacity was substantially exceeded in all but two regions. This means that it is not feasible to use pasture rotation and pasture resting as instruments of sustainable pasture management in most regions.

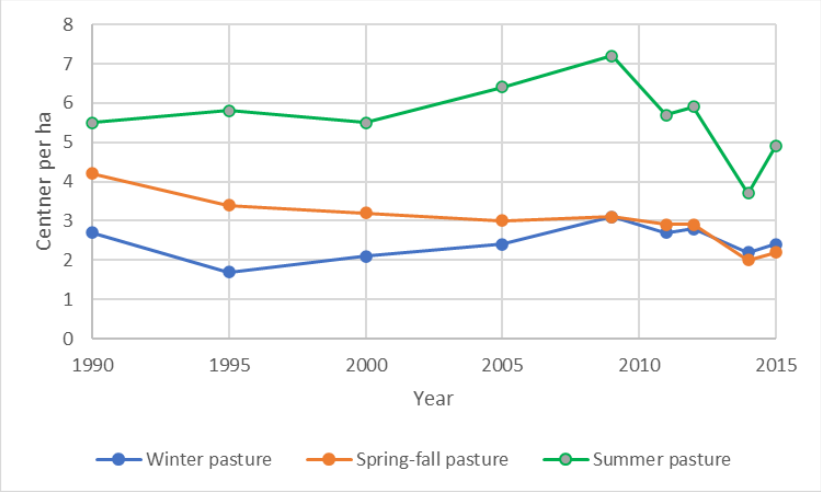
Table 2
Pasture pressure (per cent of carrying capacity) by region in 2018

Region	April 15 – July 15	July 15 – October 15
Batken	76.8	167.5
Jalal-Abad	63.4	138.4
Issyk-Kul	58.8	128.3
Naryn	29.6	64.6
Osh	76.6	167.2
Talas	42.4	92.6
Chuy	90.0	196.4
Kyrgyzstan	**56.5**	**123.2**

Source: SAEPF. 2020. National Report on the State of Environment for 2015-2018, page 129.

6. Productivity of all types of pastures declined between 2009 and 2015 (figure 1) which is attributed to consistent overgrazing.

Figure 1
Pasture productivity (centres per ha) dynamics – 1990–2015



Source: Kyrgyprozem.

7. **Study rationale and methodology.** Within the framework of LMDP-I and II, IFAD planned to provide grants to Pasture User Unions for restoration of degraded pastures through rotation and fencing, and improvement of vegetation cover and pasture productivity with highly diverse native plant species (grasses, leguminous plants, small bushes), tolerant to climate constraints (e.g. summer drought) (IFAD, LMDP-II PDR, 2013). However, the actual number of supported microprojects that invested in pasture restoration was small and they covered small pasture areas.

8. The CSPE tested the hypothesis that these microprojects could have had a positive effect on pasture productivity. In the course of the CSPE mission, the evaluation

team collected data on types and timing of the restorative activities implemented at visited sites and recorded site coordinates. For bigger sites, coordinates were obtained from ARIS, which holds the database on all pasture sites in LMDP-I and II target regions. Then, the analysis of the Normalized Difference Vegetation Index (NDVI) for these sites was conducted, using data from the Kyrgyzstan SIBELIUs Data Cube. The latter provides open access to the data derived from satellite images.

9. The NDVI is used to estimate the density of green on an area of land: a typical NDVI for a bare soil is 0.025, for sparse vegetation – 0.5, for dense vegetation - 0.7. Research suggests that the NDVI effectively measures the density of chlorophyll in vegetation (how green the vegetation is). This makes the NDVI the best predictor of grassland ecosystem attributes. The NDVI increases as pasture vegetation starts its growth cycle, and reaches its peak when the plants are flowering. It then decreases as the plants reach the end of their annual cycle. Since most nitrogen in plant tissue is contained in chlorophyll-protein complexes, NDVI serves as a good proxy for nitrogen and protein content in the vegetation. Adequate presence of protein in livestock's diet is essential for its maintenance, growth, lactation and reproduction. Hence, the NDVI can be used as a proxy for pasture vegetation nutritional value (Serrano et al., 2021).

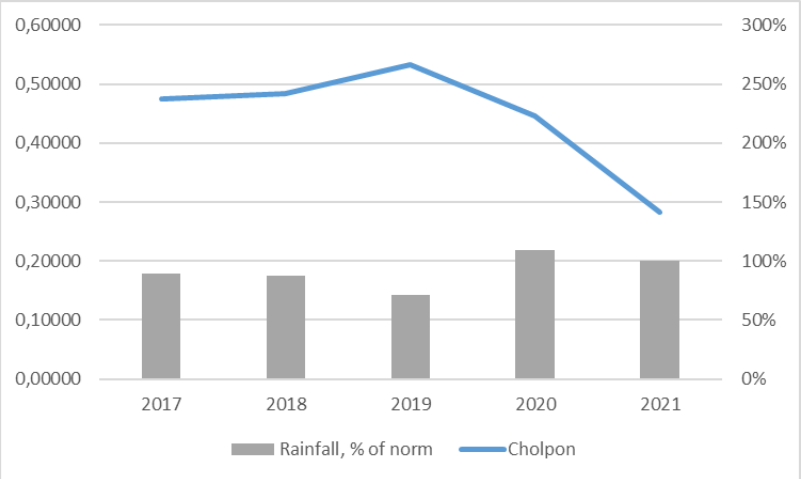
10. In Kyrgyzstan, the intensive growth of pasture vegetation takes place from mid-April to mid-July, and drops in the second half of the plant annual cycle, from mid-July to mid-October/November. Local farmers have advised the evaluation team that pasture vegetation reaches its peak vigour in June.

11. For each site, an average NDVI value was computed for the period from May 21 to June 21 for several years, when a restorative intervention tool was placed to see if and how it affected pasture vegetation vigour. The analysis of the NDVI dynamics also took into account the publicly available data on rainfall in May and June of 2017 to 2021 at the meteorological station closest to the site under analysis.

Findings

12. Figures 2 to 6 present the dynamics of the average NDVI values for pasture sites before and after the interventions implemented in most cases, within the framework of IFAD-supported projects (AISP and LMDP).

Figure 2
NDVI dynamics for a near-village pasture site in Cholpon rural municipality, Kochkor district, Naryn region (2017–2021)

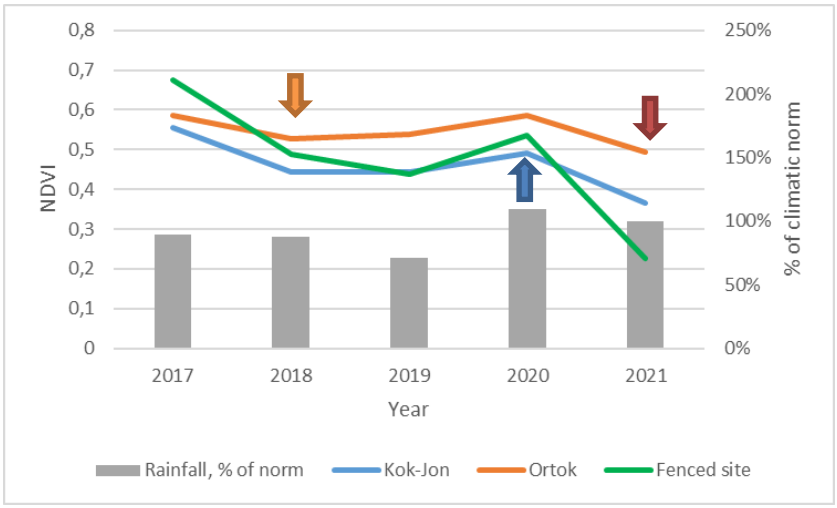


Source: developed by IOE team.

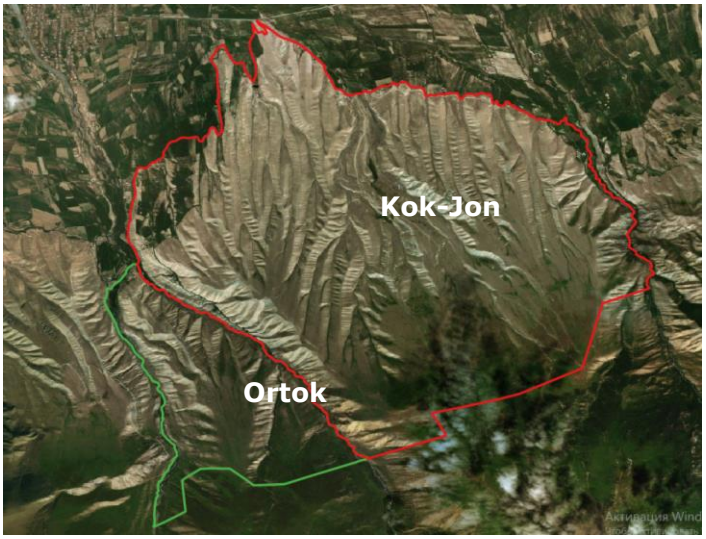
13. The analysed site is part of the near-village pasture used until June 15. In 2019, the site was left fallow. Over the analysed, period the number of livestock in this rural municipality doubled.

14. Before 2019, the NDVI values were somewhat below 0.5, which is a typical value for sparse vegetation. The NDVI increased in 2019, when the site was reportedly left fallow – even though the precipitation in May and June of this year was lower than the climate average and lower than in the previous two years. However, once the grazing resumed in 2020, the NDVI started falling despite the increased amount of rainfall. This may indicate that the pasture was overgrazed, most likely as a result of exceeding the carrying capacity, as the livestock numbers that the pastures have to accommodate increased.

Figure 3
NDVI dynamics for sites on summer-autumn pasture in Acha-Kayendy rural municipality, At-Bashi district, Naryn region (2017–2021)



Arrows mark years when restorative interventions were implemented. Arrow colour corresponds to the colour of the NDVI dynamics line for a specific studied site.



Source: developed by IOE team.

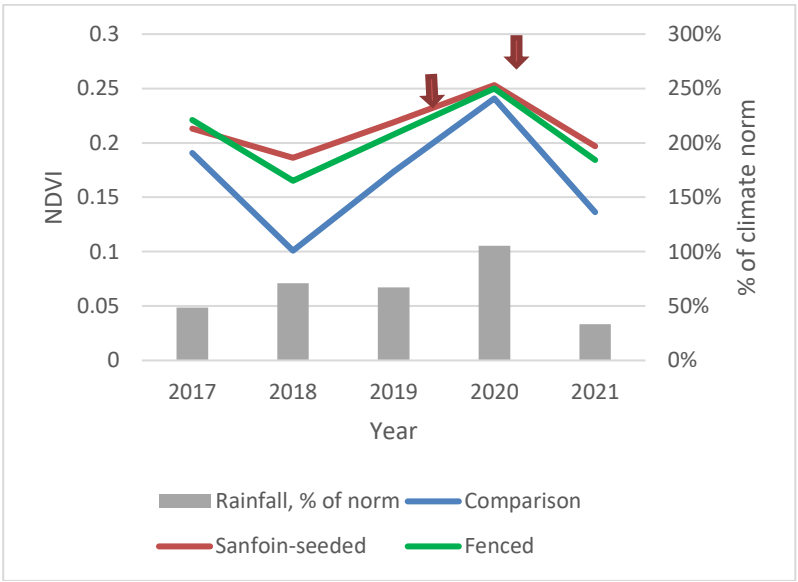
15. The three measured sites are part of a summer-autumn pasture area. The Kok-Jon site was left fallow in 2020. The Ortok site was left fallow in 2021. The fenced site was established on the pasture site east of the Ortok site in 2018. According to the representative of the Pasture Committee interviewed by the CSPE mission, though the site is fenced, shepherds that use the area around it regularly break in and graze livestock inside the fenced area.

16. The NDVI values for all three sites follow the dynamics of the precipitation. The fenced site responded better to the increase in precipitation in 2020. The next year, the NDVI for the fenced site sharply declined. The representative of the Pasture Committee reported to the CSPE mission that shepherds grazing livestock near the fenced site regularly broke in and grazed livestock inside.

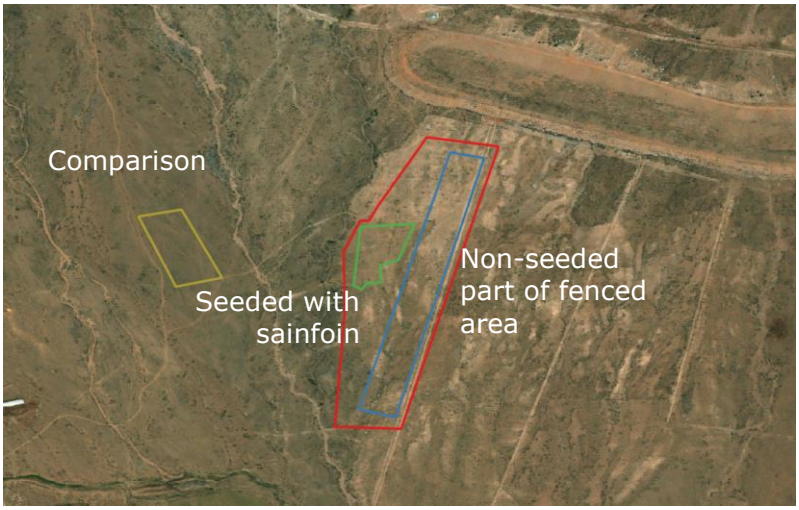
17. It is not clear if leaving the Kok-Jon and Ortok sites fallow had some positive effect, though in 2021, when the Ortok site was reportedly left fallow, the NDVI decline for this site was less significant than at the grazed Kok-Jon site: 16 per cent versus 25 per cent.

Figure 4

The NDVI dynamics for sites on near-village pasture in Kara-Oy rural municipality, Issyk-Kul district, Issyk-Kul region (2017–2021)



Arrows mark years when restorative interventions were implemented.



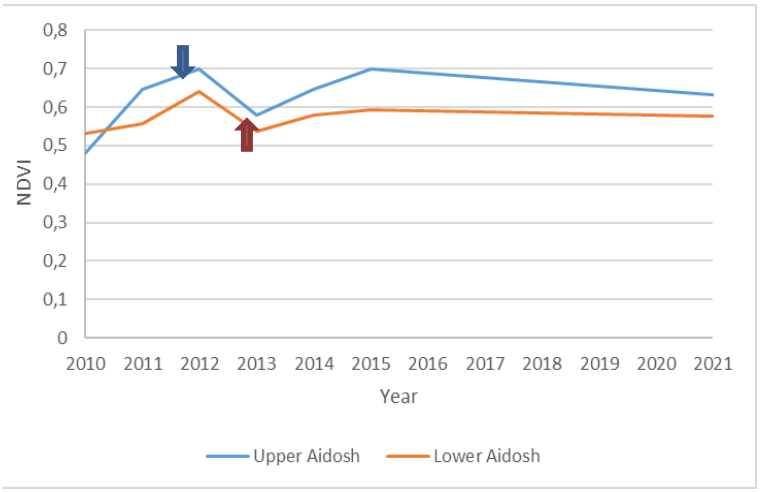
Source: developed by IOE team.

18. The site on the near-village pasture was fenced in 2019. In spring 2020, a small area inside the fence was seeded with sainfoin. The rest of this pasture area is used until the start of April.

19. The NDVI was measured separately for the area seeded with sainfoin and for the rest of the fenced site, as well as for a site on the nearby pasture open for grazing. When taking coordinates for the fenced site, the CSPE mission noted evidence of regular grazing inside the fenced area.

20. The NDVI dynamics is linked with the dynamics of precipitation. It is not clear if fencing and seeding had an effect on the pasture vegetation.

Figure 5
The NDVI dynamics for sites on summer pasture in Mombekovo rural municipality, Nooken district, Osh region (2010–2021)



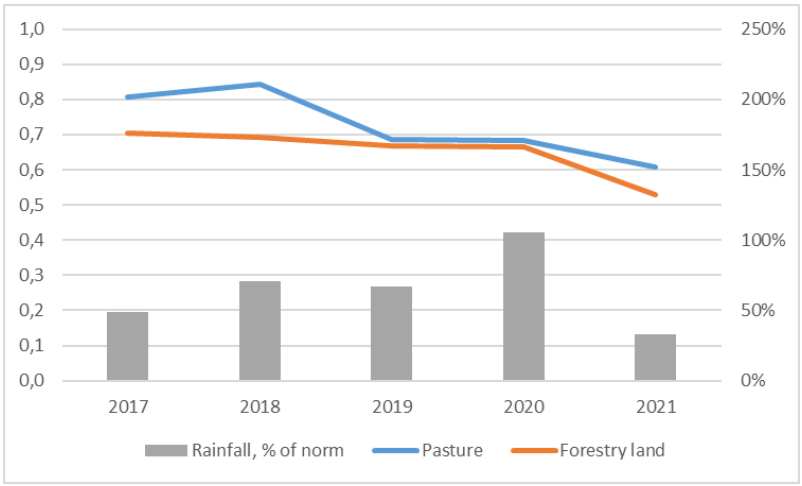
Arrows mark years when restorative interventions were implemented. Arrow colour corresponds to the colour of the NDVI dynamics line for a specific studied site.

Source: developed by IOE team.

21. Upper Aidosh and Lower Aidosh are summer pasture sites. Sites were reseeded with pasture grasses in 2011 and 2012.

22. The data on precipitation before 2017 was not available. The NDVI demonstrates very close dynamics for the two pasture sites, except in 2011, when the Upper Aidosh site was seeded with pasture grass seeds and demonstrated a significant increase in NDVI. There was no similar increased in the Lower Aidosh site. The Lower Aidosh site was seeded in 2012.

Figure 6
NDVI dynamics for sites on spring-autumn and forestry pastures in Sary-Bulak rural municipality, Tyup district, Issyk-Kul region (2017–2021)



Source: developed by IOE team.

23. The NDVI was measured for a site on a spring-autumn pasture in the upper part of the narrow valley, and in the meadow area on the forestry lands located between the near-village pasture and the spring-autumn pasture.

24. According to the head of the Sary-Bulak Pasture Committee and the forester, meadows on the forestry land were heavily damaged by livestock going to the spring-

autumn pasture in the upper part of the valley. Hence, about 10 years ago, the Forestry Service (with FAO support) built a fence between the pasture and forestry lands. This intervention facilitated restoration of the grass vegetation on the forest land. The Sary-Bulak Pasture Committee also carefully controls the grazing pressure of the spring-autumn pasture site.

25. The NDVI data indicates high density of vegetation on both sites. The condition of the forestry meadow that is not used for grazing looks more stable compared to the pasture.

26. While the number of analysed sites is too small to draw any definitive conclusions, the data suggests that:

- Grazing combined with low rainfall has a stronger negative effect on pasture vegetation vigour than low precipitation by itself.
- Fencing and leaving the pasture fallow has some positive effect on vegetation vigour.
- The positive effect of pasture resting from one year is lost once grazing resumes.
- Reseeding with pasture grasses has a positive effect on vegetation vigour.

27. In addition, the collected data indicates that on all analysed sites, the vegetation vigour declined between 2017 and 2021.

Summary note on the CSPE survey of pasture committees in Kyrgyzstan

Introduction

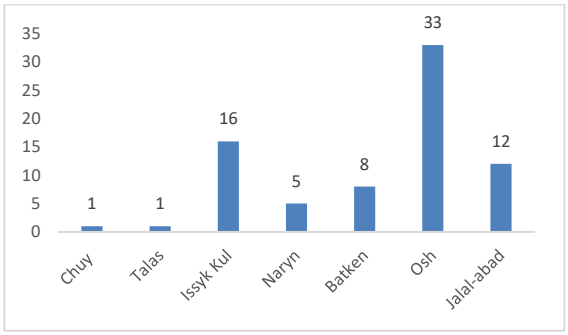
1. By the completion of AISP, 454 pasture committees (PCs) were established in Kyrgyzstan, and 316 of them were further supported by LMDP I and II projects covering Naryn, Issyk Kul, Batken, Osh and Jalal-Abad regions. The CSPE team organized an anonymous online survey of the heads/representatives of the PCs, to gather data on the current status and impact of the portfolio interventions. ARIS and the National Association of Pasture Users of Kyrgyzstan, "Kyrgyz Jaiyty", facilitated the distribution of the link to the survey and a letter explaining the objectives of the survey using WhatsApp groups and mobile numbers of the heads of pasture committees. The survey was conducted using a structured questionnaire (consisting of 14 questions) in Google Forms which was pre-tested with five respondents.

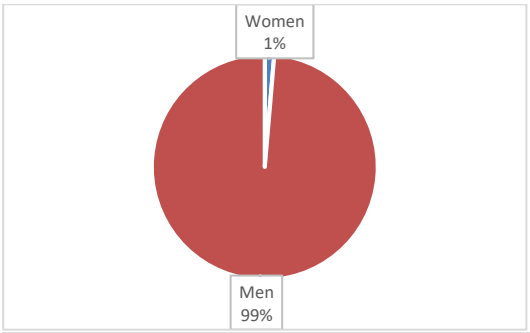
Descriptive data

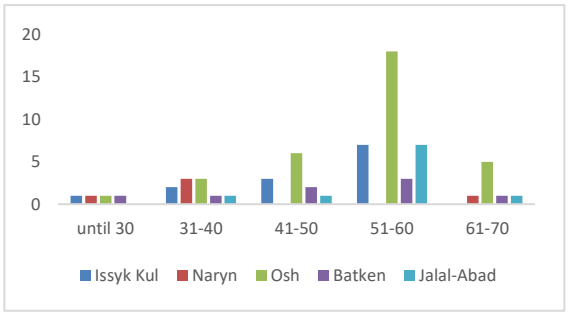
2. In total, 81 responses were collected. At the data-cleaning stage, due to the duplication in answers and incorrect submissions, five responses were deleted. Representation by region (*oblast*) was sporadic, with only one response each received from Chuy and Talas regions. For the consistency of the analysis and given that IFAD-financed projects focused on pasture management and did not cover the Chuy and Talas regions after the AISP, it was decided to exclude these regions, leaving 74 responses for the analysis. The number of responses collected from Naryn (5) and Batken (8) is also low and, thus, the results for these regions should be interpreted with caution (figure 1).

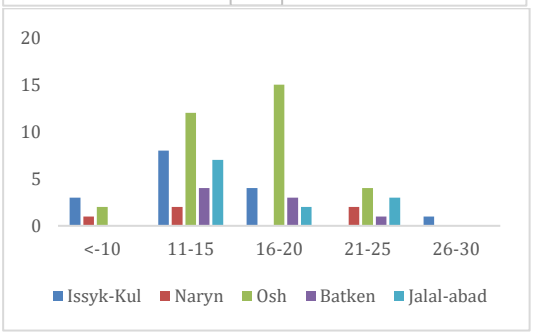
- Only one response was received from a female head of the PC while the other 73 were submitted by their male counterparts (figure 2).
- The average age of the heads of the PC is 51 years, which is close to the median age of 53 years in the sample. The PC heads with the lowest average age in the sample are based in the Naryn region (41 years old) (figure 3). The youngest PC head was observed in Issyk Kul region (29 years old) and the oldest one was reported in Osh region (68 years old).
- More than half of the PCs in each region have up to 16 people as PC members. The smallest PCs in the sample were reported in the Issyk Kul, Naryn and Osh regions, with 10 or less members only. The largest PC was in the Issyk Kul region, with 30 members (figure 4).

Figures 1-4
Descriptive data on region, gender and age of the PC head and number of PC members





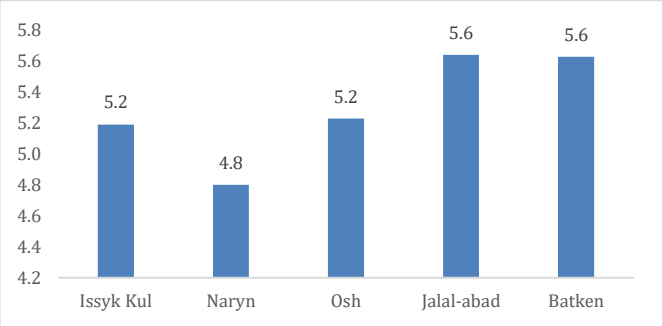




Results

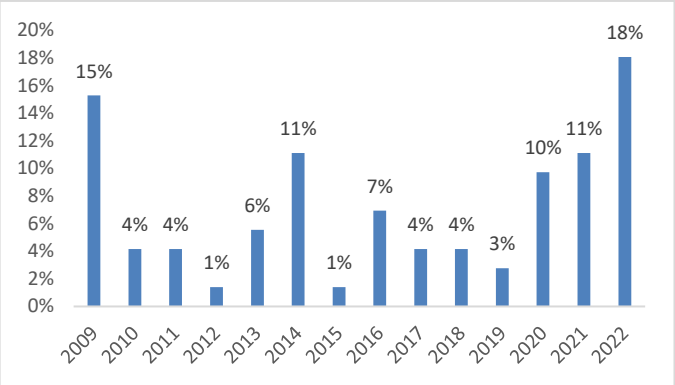
3. Regarding the usefulness of the IFAD-financed interventions, the overall rating was positive (average score of 5.3 out of 6.0). The most positive feedback was provided by PCs in Batken and Jalal-Abad (average – 5.6), while the lowest rating was observed in Naryn (4.8) (figure 5).

Figure 5
"How would you rate the usefulness of the AISP, LMDP I/II on a scale of 0 to 6?"



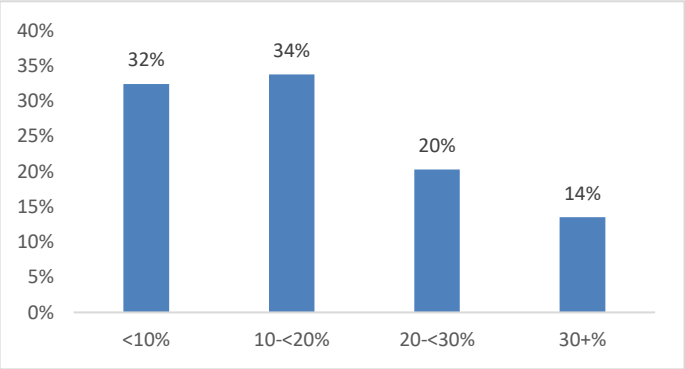
4. The average year of election for currently serving PC heads is 2016 and is spread over the period. While 29 per cent of PC heads started recently (after 2020), 15 per cent have been serving as PC head since 2009 (figure 6).

Figure 6
When was the current PC head elected for the first time?



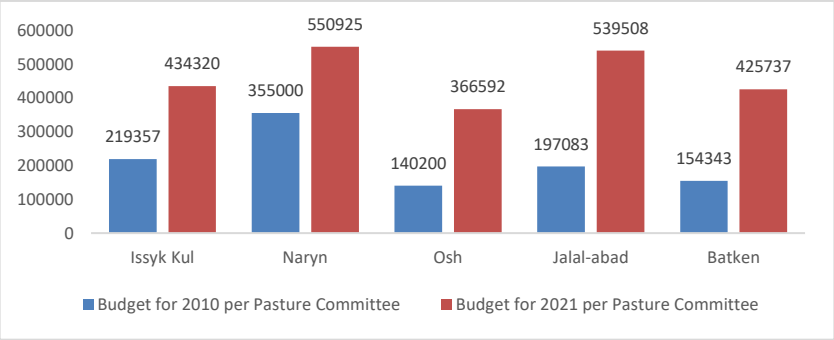
5. **Female presence**. Among the majority of the respondents (86 per cent) the share of female members in the PC is lower than 30 per cent (figure 7). The maximum presence of women in a pasture committee was 50 per cent (in two pasture committees). At the same time, 14 PCs (19 per cent) had no women at all. About 61 per cent of the total female PC members are the elected members of local *kenesh* and *ayil okmotu*, 35 per cent and 26 per cent, respectively.

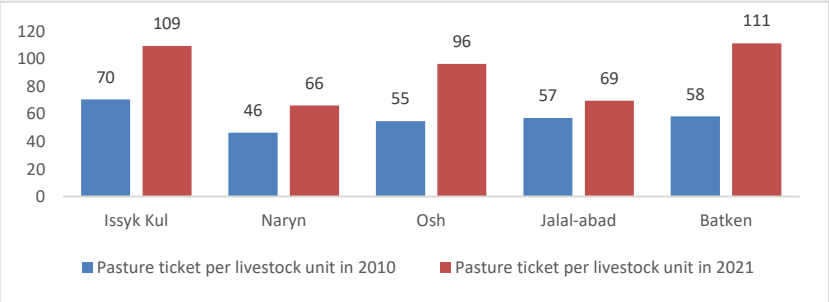
Figure 7
The distribution of pasture committees by female membership



6. **PC budget.** In terms of budget changes for the PCs, during the period between 2010 and 2021, the average increase in the budget was KGS 259,069 per PC. In terms of the regions, the largest increase was seen for Jalal-Abad, with an average increase of around KGS 369,000 per PC. All other regions also demonstrated growth (figure 8). During the same period, the average pasture ticket per the livestock unit increased from KGS 59 to KGS 95 (78 per cent). The highest increase was observed for Batken (91 per cent) and Osh (76 per cent) regions (figure 9). The increase in the PC budget as per the interviews and desk reviews was mainly driven by the increase in the number of livestock. The increase in the collected pasture fees was also linked to better buy-in and compliance by pasture users just after the introduction of the Pasture Law (AISP PPA). However, this effect was visible perhaps only in the earlier years. The survey also noted (as reported below) that the low rate of pasture fees collection was mentioned as one of the problems.

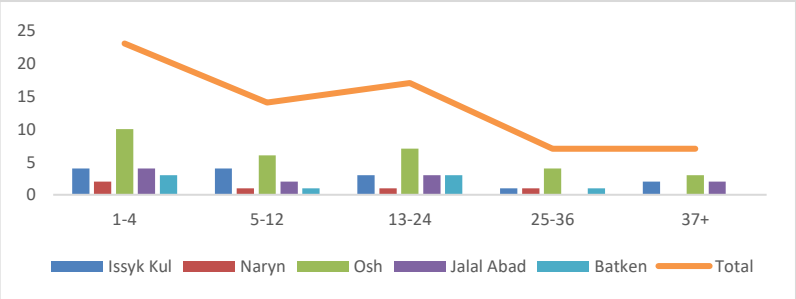
Figures 8-9
Changes in PC budget during 2010–2021, and in pasture ticket per livestock unit





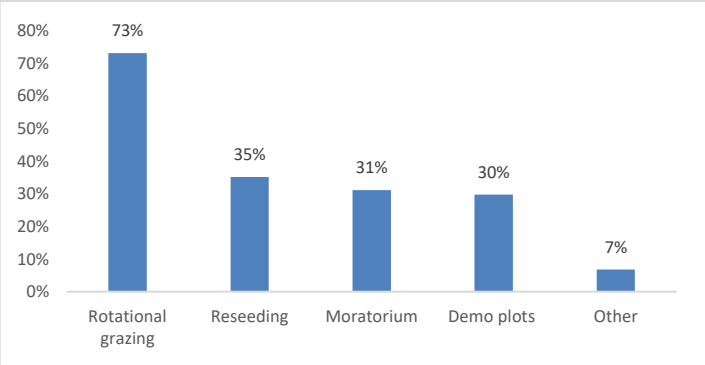
7. **Pasture monitoring and improvement activities.** The average time passed since the latest pasture monitoring activity is 15 months. More than half of the PC heads from all regions reported that the pasture monitoring activity was undertaken within last 12 months, and 34 per cent reported such activity within the past four months. There was also a case of no pasture monitoring for over six years (in Issyk Kul region).

Figure 10
Number of months passed since the latest pasture monitoring activity (in number of respondents)

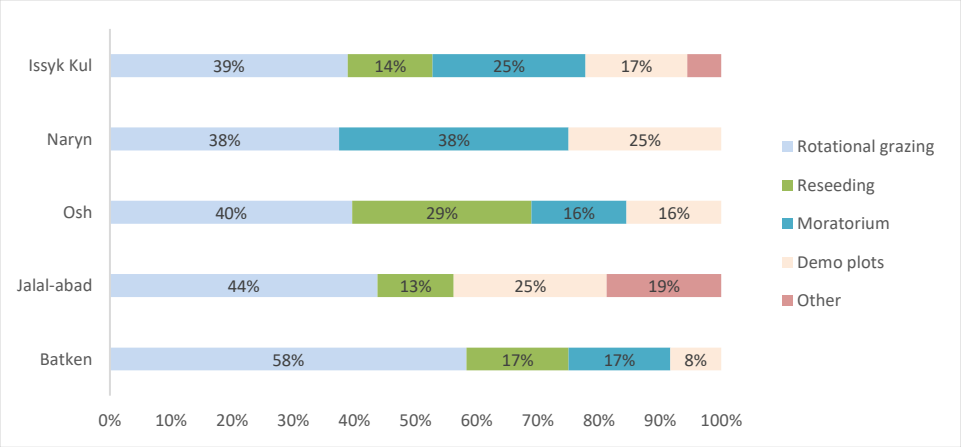


8. The most common activities carried out to improve pastures were rotational grazing (73 per cent), reseeding (35 per cent), moratoriums (31 per cent) and demonstration plots (30 per cent) (figure 11). In terms of the regions, rotational grazing was the most popular activity in Batken (58 per cent), Jalal-Abad (44 per cent), Osh (40 per cent) and Issyk Kul (39 per cent). Reseeding was the most common for Osh (29 per cent), while moratoriums were most frequently mentioned for Naryn, along with rotational grazing (38 per cent each). The highest occurrence of the demo plots was observed in Naryn (25 per cent) and Jalal-Abad (25 per cent) (figure 12).

Figures 11-12
What type of pasture improvement activities are carried out in your PC?



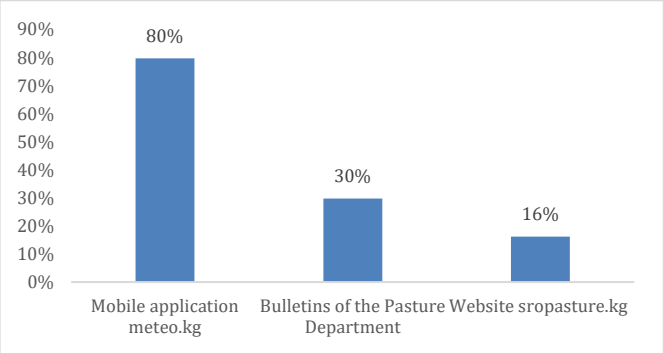
Note: Multiple responses were possible. Only one respondent did not answer this question.



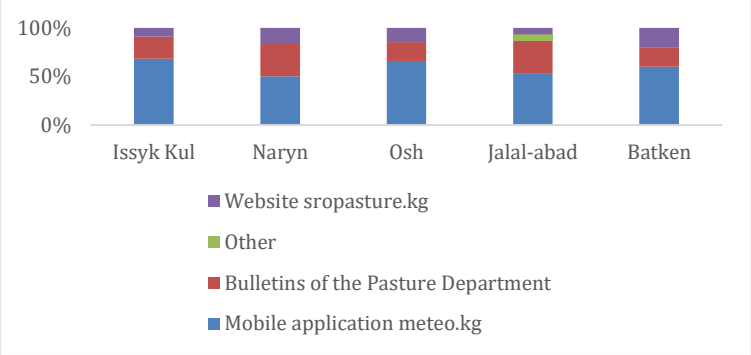
9. **Early warning system (EWS).**[1] The majority of respondents (80 per cent of total) reported that they use the mobile application meteo.kg to receive information about the weather on pastures, while 30 per cent indicated bulletins of the Pasture Department, and 16 per cent mentioned the website sropasture.kg as their source of information. More than 60 per cent of the PC heads in each region reported using meteo.kg, while the use of the bulletins was even between the regions, except for Batken where the bulletins and website received the same number of responses (figures 13-14). In addition to the EWS tools, there was one response from Jalal-Abad mentioning a group of herders on WhatsApp as a resource to receive such information. For the purposes of keeping the questionnaire short, questions on the frequency of the use and effectiveness of the tools were not included.

[1] The Early Warning System (EWS), a mechanism for generating and distributing 10-day weather forecasts for pasture areas was established to inform the communities of extreme climatic events. In September 2019, EWS consisted of a website (https://sropasture.kg) and forecast bulletins. In April 2021, a mobile application was developed. The Early Warning System is hosted by the Pastures Department and is provided with weather information and alerts from Hydromet (LMDP II PCR 2021).

Figures 13-14
How do you receive information about the weather conditions in pastures?

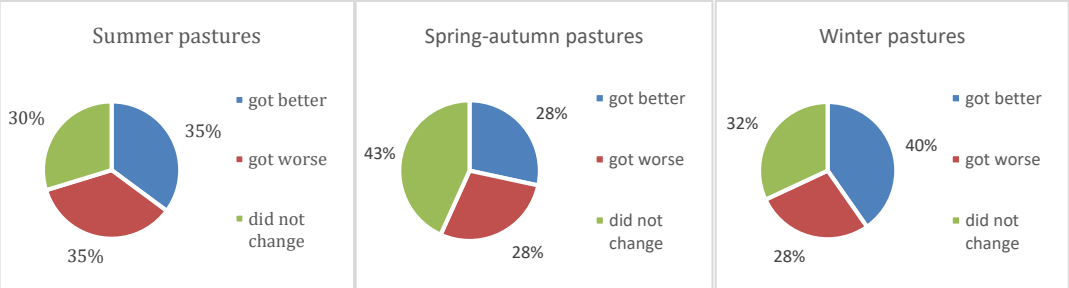


Note: Multiple responses were possible.



10. **Perception of pasture degradation.** A relatively even distribution of the responses was collected on the condition of the summer pastures, compared to 2009. Twenty-six respondents (35 per cent) stated that the pasture conditions had improved, while 26 (35 per cent) reported that it had worsened and the remaining 22 respondents (30 per cent) that there was no change. Most of the PCs (43 per cent) rated the state of spring-autumn pastures as the same as in 2009. On the other hand, 28 per cent reported some improvement, while the remaining 28 per cent noted deterioration of the pastures. Forty per cent of the PCs reported an improvement in the state of winter pastures compared to 2009. Thirty-two per cent believed that it had remained the same, while the other 28 per cent considered that the state of winter pastures had declined over the last decade (figures 15-17). Respondents commented that the pasture conditions depended significantly on the climatic situation, with a better state of pastures observed during seasons with higher rainfalls.

Figures 15-17
How would you assess the condition of the pastures compared to 2009?



An analysis of the perception of the trends in pasture conditions by region has revealed a number of differences between regions (figures 18-19).

11. The majority of respondents from Naryn region reported an improvement in the conditions of winter near-village and spring-autumn pastures. Perception of the

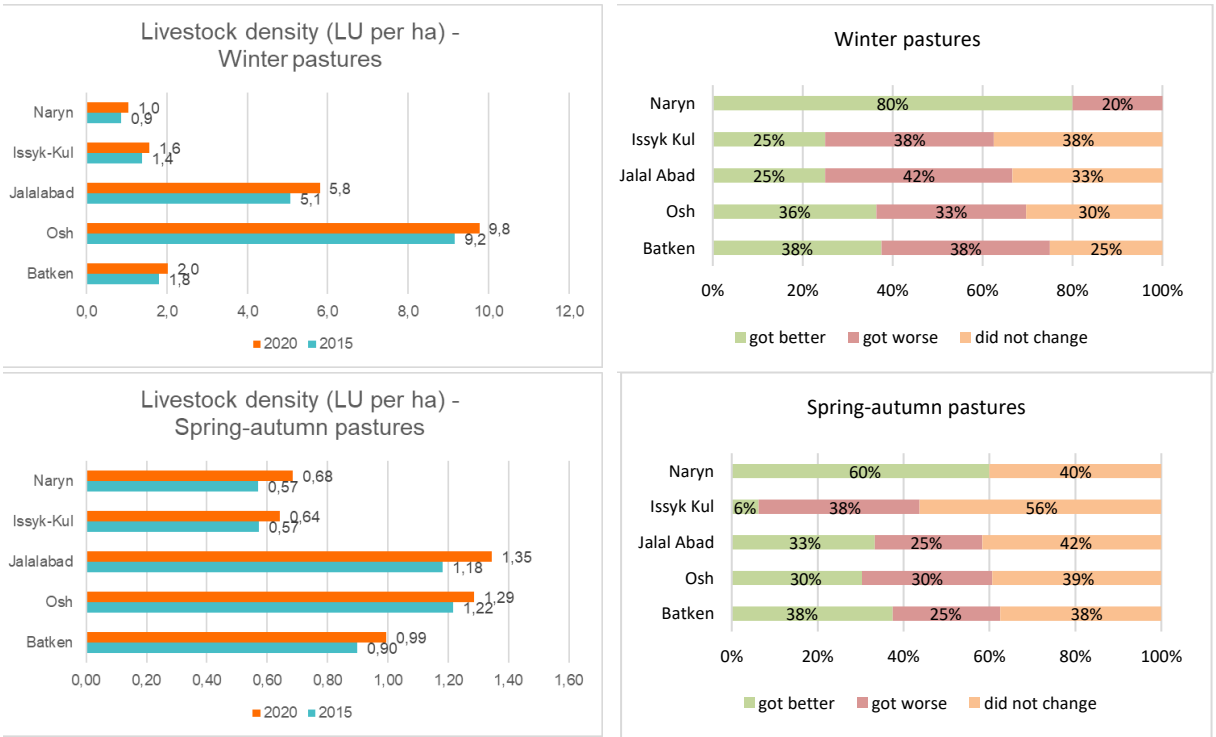
improvement of summer pastures was not particularly high. However, Naryn remained the region with the lowest percentage of respondents who thought that pasture conditions had deteriorated. Nonetheless, these percentages should be taken with caution, as the number of respondents in Naryn was small (only eight). For the Issyk-Kul region, 25 per cent reported an improvement in the state of the winter pasture, and only 6 per cent in the state of spring and autumn pastures. A significant share of respondents (43 per cent) saw an improvement in the state of the summer pasture.

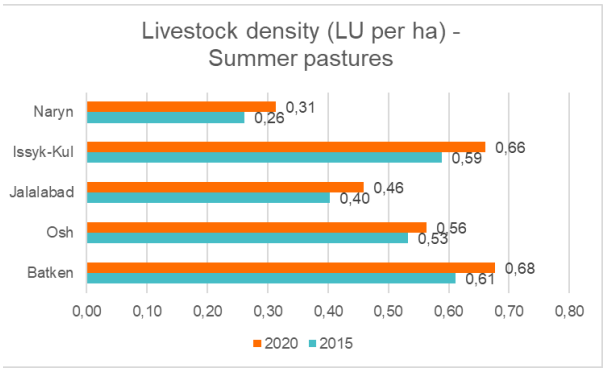
12. In the south, Jalal-Abad region stands out, as it has a high prevalence of perception of deterioration of winter (42 per cent) and summer (58 per cent) pastures. A relatively high proportion of the Pasture Committee heads from Batken and Osh, compared to other regions, reported improvement of the summer pasture (50 and 45 per cent, respectively) and a low perception of their deterioration (0 and 21 per cent, respectively).

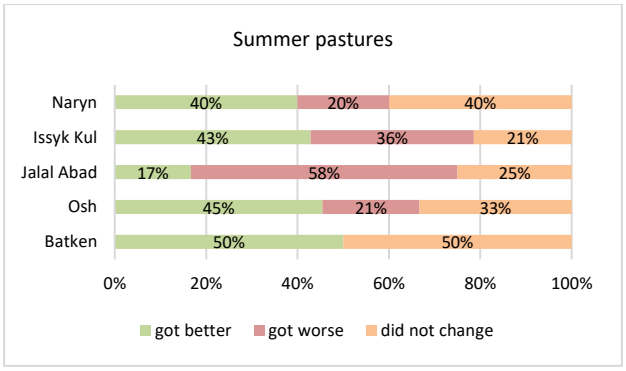
13. While Naryn experienced the highest increase in number of livestock between 2015 and 2020, the pressure on pastures (estimated number of Livestock Units per ha) remains the lowest among the regions targeted by IFAD-supported interventions, and below the carrying capacity of pastures. Therefore, improved pasture management, especially seasonal rotation of livestock, is likely to have had a positive impact on pasture conditions and may explain the observed pasture quality perception pattern.

14. In the south, the estimated pressure on summer pastures is the lowest in Jalal-Abad region. The highest prevalence of the perception that summer pastures deteriorated in Jalal-Abad region could be explained by low rainfall in Jalal-Abad region during the active pasture vegetation season (May and June) in 2020 and 2021. In Osh and Batken regions, the rainfall was close to the norm.

Figure 18
Estimated livestock density (in 2015 and 2020) and perception of changes in pasture conditions – by pasture type and region

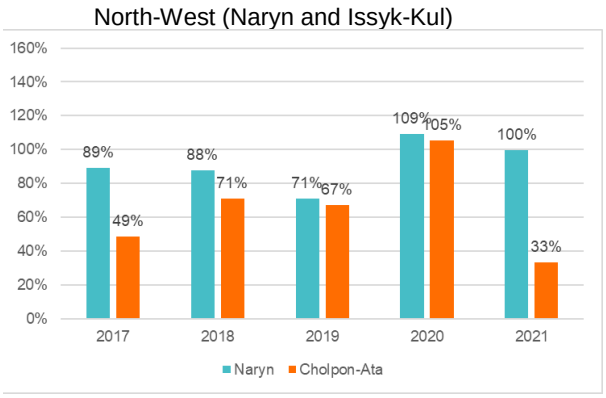


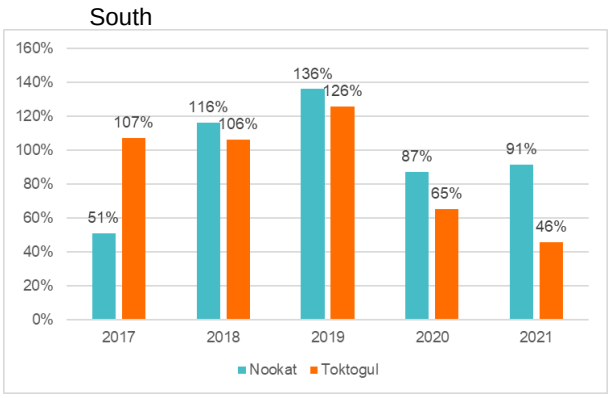




Source: developed by the evaluation team.

Figure 19
Trends in May–June precipitation in the south and north-west of Kyrgyzstan

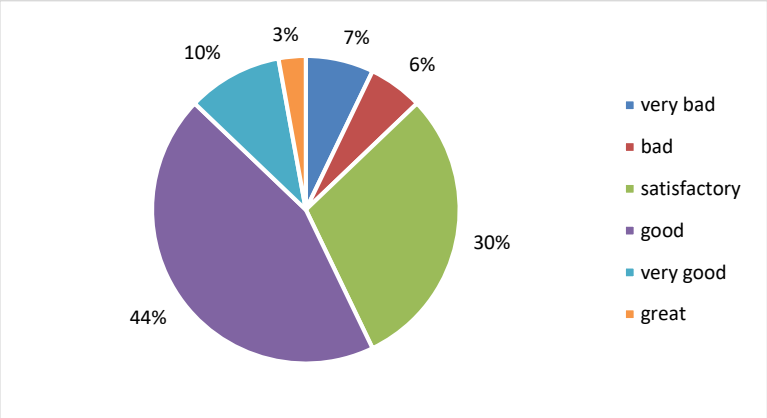




Source: developed by the evaluation team based on Kyrgyzhydromet data.

15. **Veterinary services.** The majority of the respondents (44 per cent) rated the work performed by private vets in their *Ayil Aimaks* as "good," while 30 per cent of the respondents rated it as "satisfactory," and 10 per cent as "very good" (figure 20). The average rating was satisfactory-good, which was consistent across the different regions.

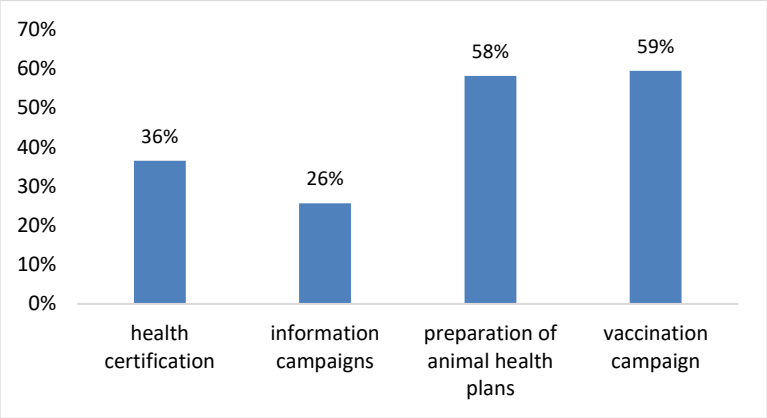
Figure 20
How would you rate the work of private veterinarians in your AA?



16. Regarding the activities performed by animal health subcommittees (AHSCs), more than 50 per cent of the total number of survey respondents indicated preparation of animal health plans and supporting the vets and farmers to organize vaccination campaigns. Around 36 per cent mentioned assisting the vets with health certification prior to going to pasture or slaughter, while conduct of information campaigns for the community (e.g. on echinococcosis, etc.) was highlighted by 26 per cent (figure

21). Also around, 2 per cent of PC heads reported that AHSCs are not active in the *Ayil Aimak*.

Figure 21
What are the activities performed by the AHSC in your PUU?



Problems

17. **The most commonly stated problem for PCs related to their budget (mentioned by 26 per cent of respondents).** Untimely collection of pasture fees and low collection rates were highlighted as the main issues concerning most PCs. One respondent shared his opinion: *"Since one third of the funds collected from the pasture committee remains in the budget of the rural government, we experience a lack of funds for the development of pasture infrastructure."*

- **Border disputes (16 per cent) and increase in livestock number (12 per cent) were reported as the next major issues for the PCs.** Due to the increase in number of livestock, the pressure on the capacity of grazing land is increasing. Respondents also highlighted that the number of livestock is increasing, but the quality is not. As a result of the insufficient availability of pasture lands in the local areas, there are cases when livestock is grazed in the neighboring pasture areas, which in turn results in disputes. Disputes with *leskhozes* were mentioned several times by the respondents as a point of particular concern.
- **Other mentioned issues** included the pasture infrastructure (roads, bridges, etc.), insufficient equipment and transportation (especially with a capacity to reach distant pastures), climatic issues (e.g. mudflows), shepherds not sticking to the grazing schedules, difficulty in taking action against grazing law violators and lack of understanding/capacity among pasture users.
- Nine per cent of the PC heads noted the absence of any major issue in their locations.

Key points

- **Women's participation in PCs.** The presence of women in PCs is lower than 30 per cent, and women were mainly present as they were elected members of the local council and *ayil okmotu*.
- **Sustainability**
  - Increases in PC budget was observed in all regions. This is linked to various factors such as an increase in livestock number, and better buy-in and compliance by pasture users. However, untimely collection of pasture fees and low collection rates were still highlighted as the main issues concerning most PCs.
  - The regularity of pasture monitoring is lower than envisaged by the project. However, it is to be acknowledged that pasture improvement activities have gained importance, with almost all pasture committees taking some type of action towards it.
  - EWS has been a relevant and important measure, given the climatic risks and high costs associated with livestock mortality. Almost all PCs reported using some type of EWS tools (mobile applications/bulletins/website) to receive information about the weather on pastures. Mobile applications have been the most widely used tool. This can be attributed to better access and the convenience of use by shepherds and the rural population in general.
- **Increase in livestock number.** Due to the increase in the number of livestock, the pressure on the capacity of grazing land is increasing. As a result of the insufficient amount of pasture lands in the local areas, livestock is sometimes grazed in the neighbouring pasture areas. This, in turn, results in border disputes. Higher livestock numbers are not bringing better quality.

CSPE survey on private veterinarians

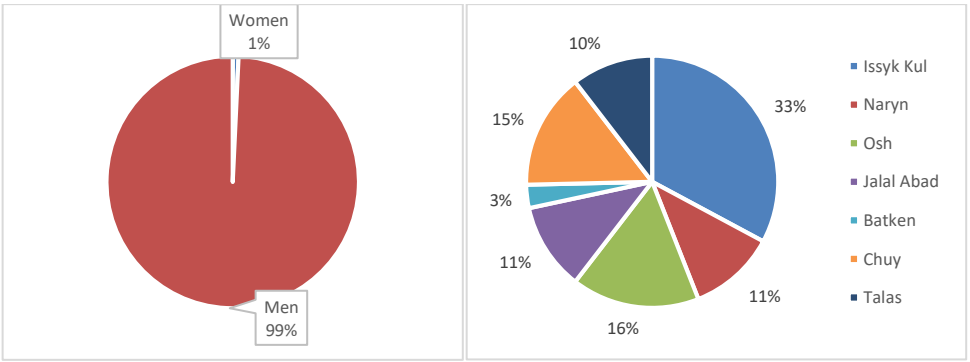
Introduction

1. According to the Veterinary Chamber, currently,[1] Kyrgyzstan has 905[2] registered private veterinarians,[3] 100 of whom are women. The CSPE team organized an anonymous online survey of the private veterinarians to gather data on the current status and impact of the IFAD-supported projects in Kyrgyzstan (AISP, LMDP I and II, and ATMP). The Republican Veterinary Association (RVA) and ARIS facilitated the distribution of the link to the survey and a letter explaining the survey objectives, using RVA's WhatsApp group and the mobile numbers of the veterinarians. The survey was conducted using a structured questionnaire (consisting of 11 questions) in Google Forms, which was pre-tested with three respondents.

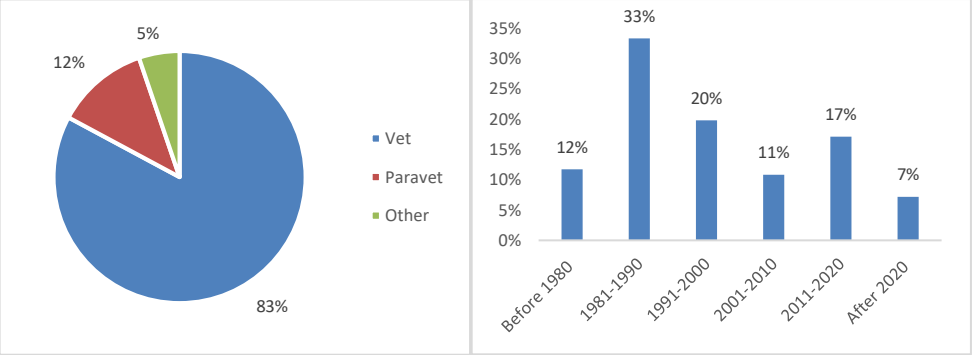
Descriptive data (figures 1-4)

2. In total, 133 male and one female veterinarian responded to this questionnaire (figure 1). Around 44 per cent of the respondents come from the LMDP I area (44 people from Issyk Kul and 15 people from Naryn regions), 30 per cent from Osh, Jalal-Abad and Batken regions (LMDP II area) and about 25 per cent represent Chuy and Talas regions (PLMIP area) (figure 2). In terms of occupations, 83 per cent of respondents are private veterinarians, 12 per cent are paraveterinarians and the remaining 5 per cent work in other roles, such as assistant to a veterinarian (figure 3). More than half of the respondents graduated before 2000 (figure 4) and the majority of them are based in Issyk Kul region. Jalal-Abad region stands out for having a higher proportion of respondents who graduated after 2011 and are, thus, likely to be relatively young.

Figures 1-4
Descriptive data on gender, region, occupation and graduation year distribution



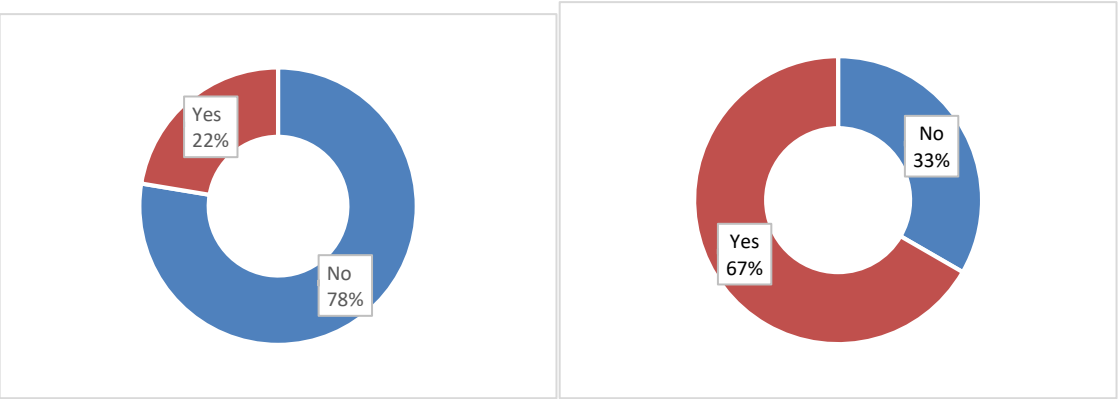
[1] As noted at the time of the CSPE interview with the Veterinary Chamber, which is May 31, 2022.
[2] According to data from the Republican Veterinary Association (2021), approximately 1,800 veterinarians are registered and working in *rayon* associations throughout the country.
[3] A private veterinarian is considered registered once the certificate of registration is issued. The registration is valid for two years, after which the private veterinarian has to repay a fee (KGS 1,500) for re-registration. Private veterinarians who have not performed private veterinary practice in the past two years or more must take a mandatory test. Criteria for assessment of the qualifications of veterinarians are developed by the Veterinary Chamber and issued by the Veterinary Council of the Veterinary Chamber. http://cbd.minjust.gov.kg/act/view/ru-ru/12071



Results

3. **Capacity development.** The majority of respondents (78 per cent) did not receive any scholarship or support from the project or local government to complete their studies (figure 5). Sixty-seven per cent of scholarship or other support recipients reported that they were contractually required to return and work in their local areas following graduation (figure 6). Out of the 11 respondents who graduated during the period 2019–2022, only two reported receiving scholarships or similar support from the project or local government for financing their education, and both respondents confirmed that they were required to return to provide veterinary services in the rural area.

Figures 5 and 6
"Have you received any scholarship or support from the project or local government to complete your studies?" and "If you received a scholarship, were you contractually required to come back and work in your local area following graduation?"



4. Eighty per cent of respondents reported that they received some kind of training, mentoring or continuing education support through the AISP, LMDP or ATMP,[4] together with KNAU or the Veterinary Department or other partners (figure 7). As for the type of support, 73 (54 per cent of the total respondents) reported that they received training, 42 (31 per cent) participated in seminars, 17 (13 per cent) received continuing education, 11 (8 per cent) did exchange/field visits and 5 (4 per cent) had internship/student incentive programmes (figure 8).

[4] It is possible that the respondents in Chuy and Talas regions received the support through PLMIP. They might have provided positive responses due to the similarities in activities between PLMIP and LMDP I/II.

Figure 7
"Have you received any continuing education, mentoring or training via AISP, LMDP I or II, ATMP, together with KNAU or Veterinary Department or other partners?"

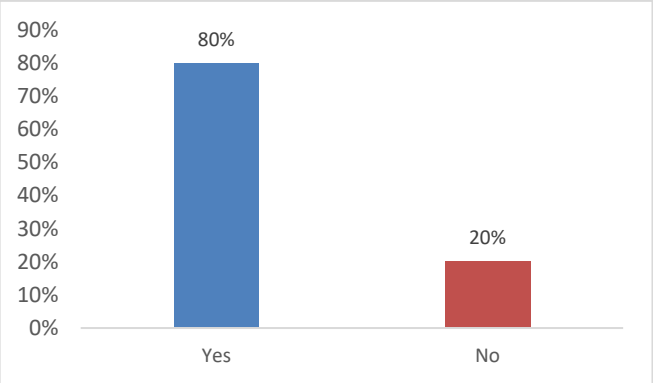
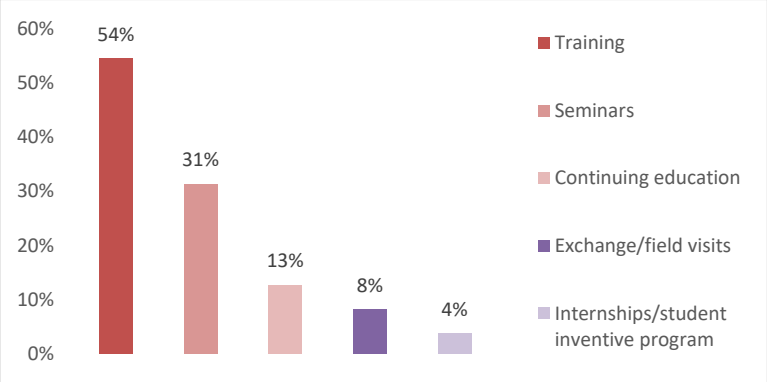


Figure 8
"If yes, what sort of education?"

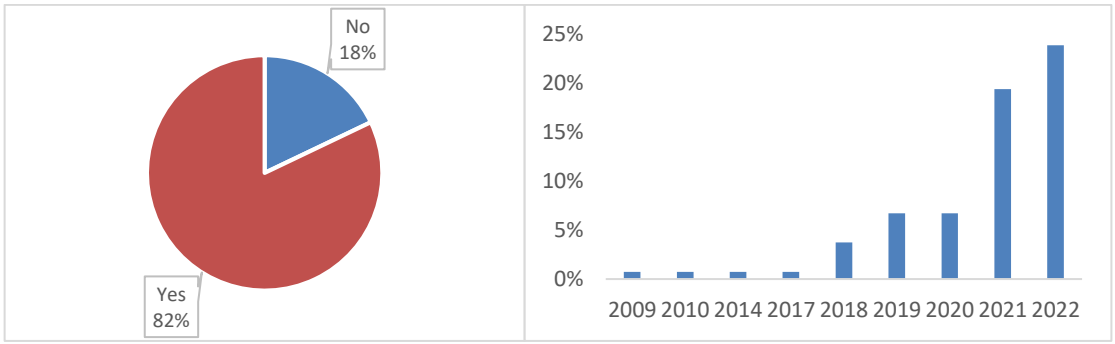


Note: Multiple responses were possible.

5. Participants were exposed to a wide range of topics, including the prevention and treatment of different types of diseases (e.g. foot and mouth disease, smallpox, anthrax, rabies, echinococcosis, alveococcosis), artificial insemination, surgery performance (e.g. Caesarean section, sterilization), hygienic and animal identification. A few complained that there was no practical use from the training that they attended, but the majority commented that the training sessions were valuable for improving their knowledge and getting practical tips. One veterinarian shared that training was particularly relevant for him, as now he can apply his knowledge in practice and share his learnings with interns. There were also suggestions to conduct more training for veterinarians due to the increasing number of animal diseases.

6. **Institutions.** Eighty-two per cent of the veterinarians shared that they were registered with the Veterinary Chamber (figure 9). Most responded that they made their latest registration payment during the period 2020–2022. However, 12 respondents (9 per cent) stated that they did not pay the registration fee at all, while remaining respondents indicated that they made their latest payments before 2020 and did not renew their memberships since (figure 10). Not having a clear understanding of the role and activities performed by the Veterinary Chamber, and the expensive registration fee, were the most common reasons mentioned by the veterinarians who did not do or renew their registration. A few veterinarians revealed that they thought it was a one-time payment registration process (instead of every two years).

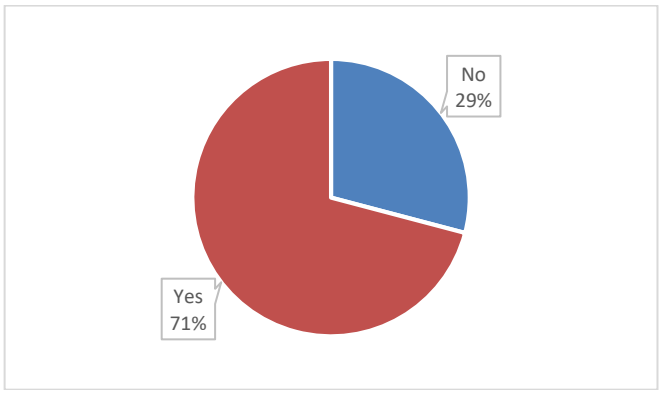
Figures 9-10
"Are you registered with the Veterinary Chamber?" and "If yes, when did you last pay the registration fee?"[5]



Note: Percentages in figure 6 are out of the total number of respondents.

7. The majority of the veterinarians (71 per cent) reported that they are members of the veterinary association (figure 11). Most of the members stated that they do not receive much benefit from their membership. However, there were respondents who highlighted the positive aspects of membership, such as "opportunity to exchange information and best practices with veterinarians from other areas, discuss fees for providing services to the livestock owners and protect their rights together." In addition, several respondents reported that they received equipment and recognition medals in appreciation of their work by the association. Some respondents without association membership stated that they did not have sufficient information about the work of the associations. One respondent commented that "only few people get the benefits from the association" and for this reason he is thinking of "creating another district level association."

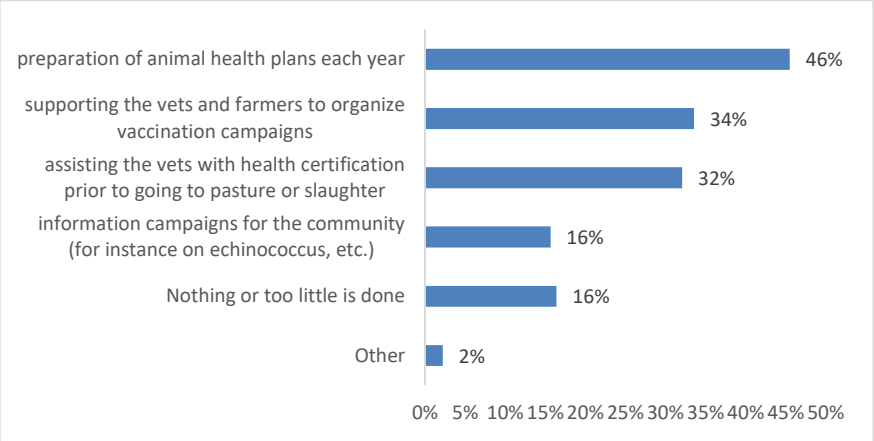
Figure 11
Are you a member of the veterinary association?



8. Regarding the role of Animal Health Subcommittees (AHSCs) in the communities, 46 per cent responded that AHSCs do the preparation of animal health plans each year, 34 per cent that AHSCs support the veterinarians and farmers to organize vaccination campaigns, while 32 per cent that AHSCs assist the veterinarians with health certification prior to going to pasture or slaughter. Sixteen per cent of respondents reported that the AHSCs are not active or that the amount of work they do is insignificant in their communities (figure 12).

[5] According to the Veterinary Chamber, until 2014, veterinary practice was classified as a licensed activity, requiring veterinarians to obtain licenses from the State Veterinary Department at a price of KGS 300.

Figure 12
"What are the activities performed by the AHSC in your PUU?"



Note: multiple responses were possible.

9. **Connection with the government veterinary services.** The connection with the government veterinary service was rated on three dimensions and on the scale from "0 - none" to "4 - very good." On the sufficiency of the information received, almost 30 per cent gave the highest rating of "4 - very good" (figure 13). On timely provision of vaccinations the variation between the responses was high with 33 per cent giving the highest rating of "4" while 30 per cent rating it as "1" (figure 14). On the other hand, the distribution of the responses on rating the role of the state on veterinary services in education was quite even (20-25 per cent each) except for "3", which was reported by only 9 per cent of the respondents (figure 15). Private veterinarians suggested that the joint plan for veterinary preventive measures should be developed, and that the informational and experience exchange between the state and private veterinarians need to be improved.

Figure 13
How would you rate (from 0 to 4) your connection with the government veterinary service (on adequacy and sufficiency of information from them)?

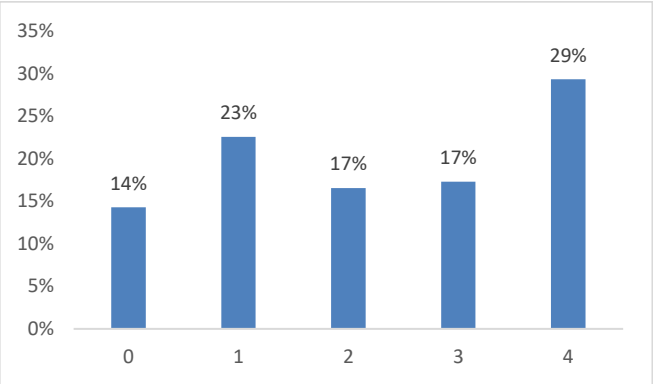


Figure 14
How would you rate (from 0 to 4) your connection with the government veterinary service (on vaccinations)?

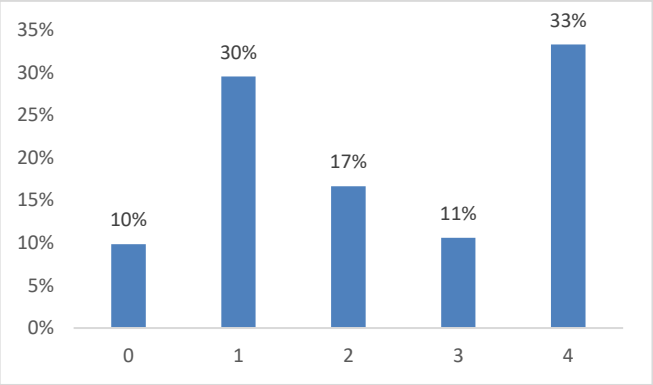
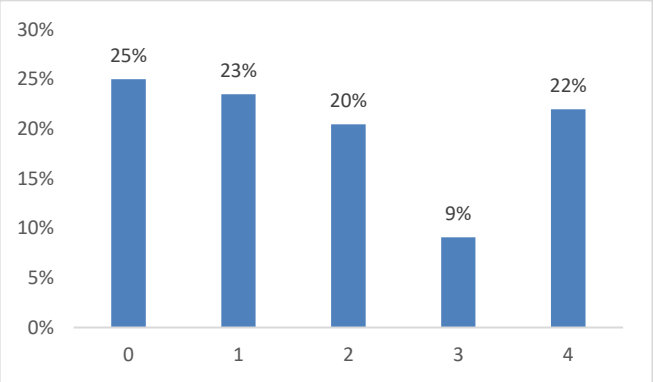


Figure 15
How would you rate (from 0 to 4) your connection with the government veterinary service (on trainings)?



10. **Artificial insemination (AI).** The provision of AI services seems less common since a large number of respondents (78 per cent) indicated that they do not perform such techniques (figure 16). The number of inseminations in 2021 ranged from 23 to 1034 (in one case only). These low numbers tend to lower the likely success rate also, as regular practice is needed to achieve conception. However, it appears that the successful conception rate has increased, since estimates earlier were of only 50-60 per cent, compared with a rate of 70-80 per cent now (according to interviews during the CSPE). The survey also indicated a significant geographic variation in the use of AI, with none of the respondents in Naryn reporting that they practice AI, and but 26 per cent in Talas and 33 per cent in Jalal-Abad (figure 17).

Figure 16
"Are you performing artificial insemination?"

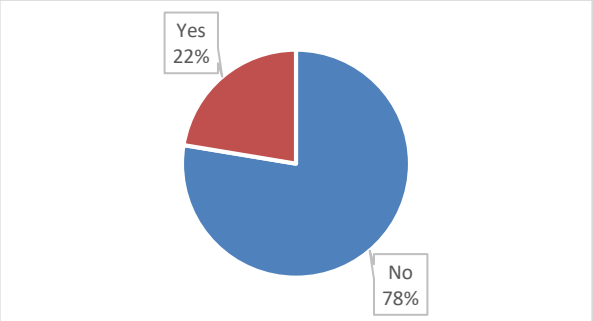
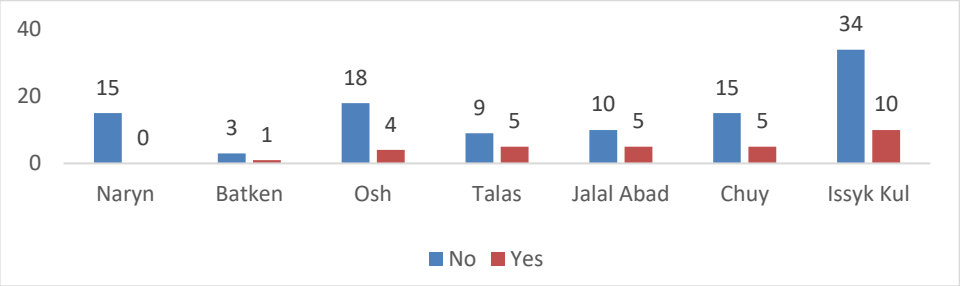
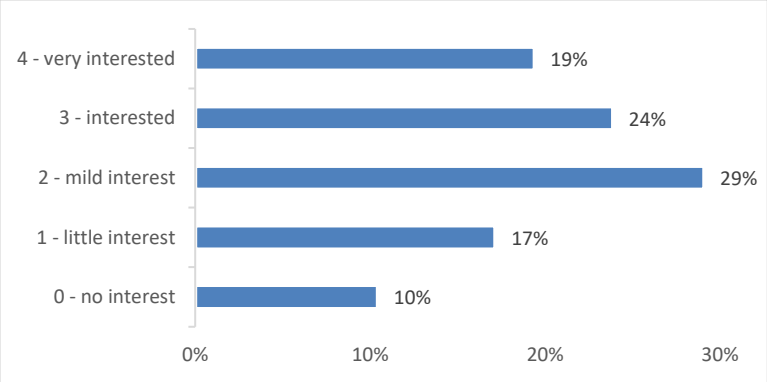


Figure 17
Number of veterinarians by region reporting that they perform AI



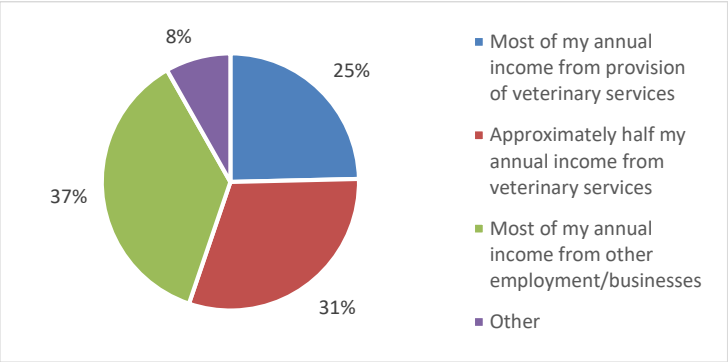
11. The reasons provided for the low rates or absence of inseminations included COVID-19 and a lack of necessary equipment. One respondent commented: "If there was an AI point, I would have provided AI services." At the same time, the private veterinarians confirmed the presence of interest among farmers for increased use of AI, although the degree of interest varies (figure 18).

Figure 18
"How would you rate the interest among farmers to increase the use of AI? (0 to 4)"



12. **Income.** Responses to the question "Do you earn most of your income from payments for services to farmers, or from other employment/businesses?" revealed that veterinary services constitute a major part of the annual income only for a quarter of the surveyed veterinarians. Thirty-seven per cent stated that most of their income comes from other employment/business, while 31 per cent reported that approximately half of their annual income comes from veterinary services (figure 19).

Figure 19
"Do you earn most of your income from payments for services to farmers, or from other employment/businesses?"



Problems

13. The majority of the problems shared by private veterinarians (19 per cent) are related to the **insufficiency of veterinary facilities and equipment** (e.g. slaughterhouses, crushes, dips, Beccari pits, ultrasound, AI, etc.).

    - *"Due to the absence of slaughterhouses in villages, livestock owners slaughter animals in their yards - this complicates control and contributes to the spread of animal diseases."*

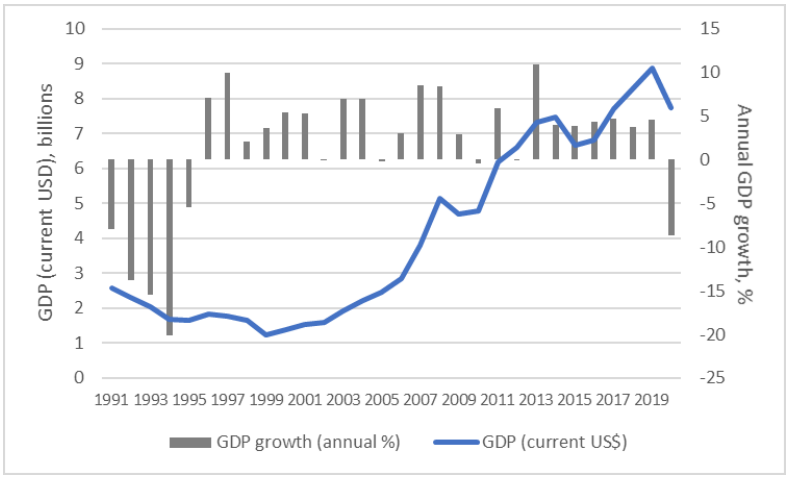
- The next most common concern was associated with the **quality and delivery time of vaccines and medicine** to villages (11 per cent). Delayed provision of vaccines and lack of effectiveness was mentioned a few times by the respondents.
- Another source of difficulty for veterinarians was **negligence demonstrated by the owners of livestock** (9 per cent). Private veterinarians suggested that there is a need to improve the capacity of farmers, since they demonstrate lack of responsibility when treating their livestock and do not always have a good understanding of the factors affecting the livestock health.
    - *"Local population purchase medicine, vaccines, and antibiotics from the veterinary pharmacy and inject them as they want. They do not understand the harmfulness of antibiotics. There is no regulation on activities of veterinary pharmacies."*
    - *"In our country, farmers buy vaccines from pharmacies themselves, and they do not use thermal bags, even if the vaccine does not work. If the state bans pharmacies that sell vaccines, then the credibility of the veterinarians will be improved. There is also a lot of opposition to vaccination by farmers."*
- **Lack of support from the local government** was also raised as an important issue: "Local authorities do not provide working conditions for private veterinarians which discourages us. To give an example, while chipping horses and vaccinating livestock, due to the lack of safe conditions, private veterinarians receive injuries from horses."
- **Compensation for private veterinarians in rural areas** is also a crucial problem, since many private veterinarians are not able to make enough money and have to rely on other sources of income. Respondents mentioned the low paying capacity of the population for the veterinary services and resulting lack of financial stability as a concern. Some veterinarians suggested that "at least some minimum salary of a few thousand soms should be paid to make the job more attractive, especially for youth." Another relevant comment was that "The job does not provide stability. After the surgery that I had, I was not physically able to work for 8 to 9 months and had no income during all this time."
- Others indicated that problematic issues include the **high livestock density in pasture areas, poor organization of informational campaigns and explanatory work to the population, insufficiency of transportation, shortage and low capacity of veterinarians.**

Key points

- **Capacity development of animal health and veterinary services contributed to improved social and human capital.** A significant number of respondents reported that they received training, mentoring or continuing education support through the AISP, LMDP II or ATMP, and the majority of them had a positive impression about their learning experience. There was reported evidence of applying the acquired knowledge in practice and subsequent exchange with other veterinarians.
- **Lack of fair compensation and income insecurity is problematic.** Only a quarter of the surveyed veterinarians received the majority of their annual income from provision of veterinary services, while a considerable number of remaining veterinarians reported that they have to rely on income from other employment or business. This is especially concerning in attracting the youth to practice veterinary services in rural areas (especially when they are able to practice veterinary science in Russia for higher income).
- **Institutions.** Sixteen per cent of respondents reported that the AHSCs are not active or that the amount of work done by them is insignificant in their communities. Though the major proportion of respondents reported that they are members of the Veterinary Chamber and association, there has been a notable amount of criticism, and lack of understanding about the roles of these institutions, which puts their sustainability under threat.
- **Pastures Committees.** The lack of pastures and uncontrolled grazing have been mentioned as important factors in spreading animal diseases. This demonstrates that the ineffective work of the Pasture Committees has a negative impact on the animal health situation, making the environment unconducive for the veterinarians.
- **State veterinary services.** The rating of the connection with the state veterinary services on the main dimensions (information, vaccines and training) revealed uneven results. The quality and delivery time of the vaccines and medicine as well as the lack of their control on use are worrisome.
- **Livestock owners.** Negligence and inadequate responsibility by livestock owners are problematic for the private veterinarians. This is also an important factor of the willingness to pay for the veterinary services in general.

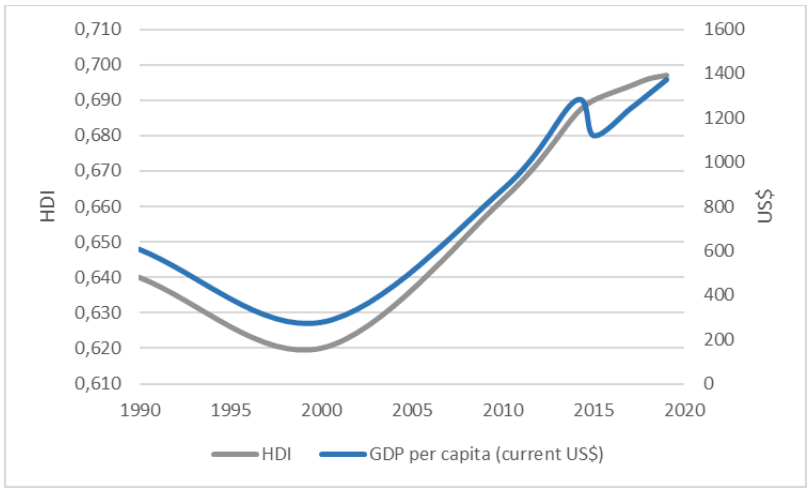
Complementary data – country context

Figure X-1
Kyrgyzstan GDP (United States dollars) and GDP annual growth rate (%)



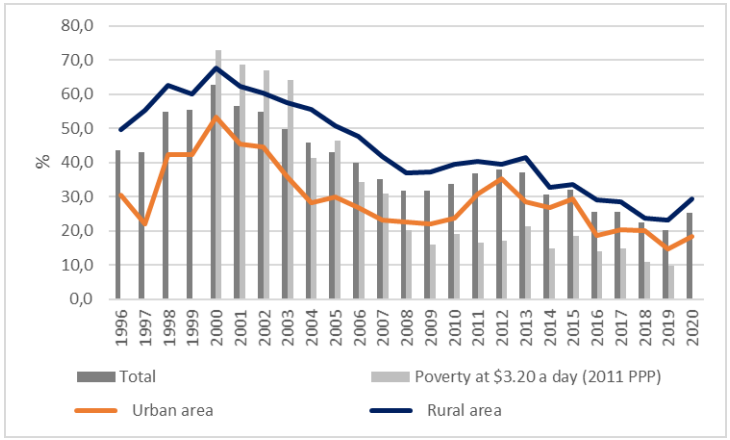
Source: IOE elaboration based on the World Bank DataBank.

Figure X-2
GDP per capita (United States dollars) and human development index



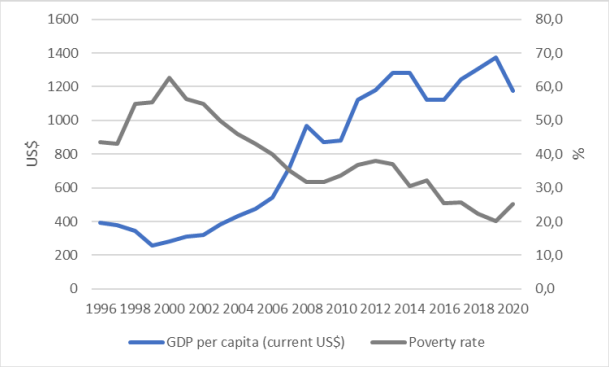
Source: IOE elaboration based on the World Bank DataBank.

Figure X-3
Poverty rate (percentage of the population) 1996–2020



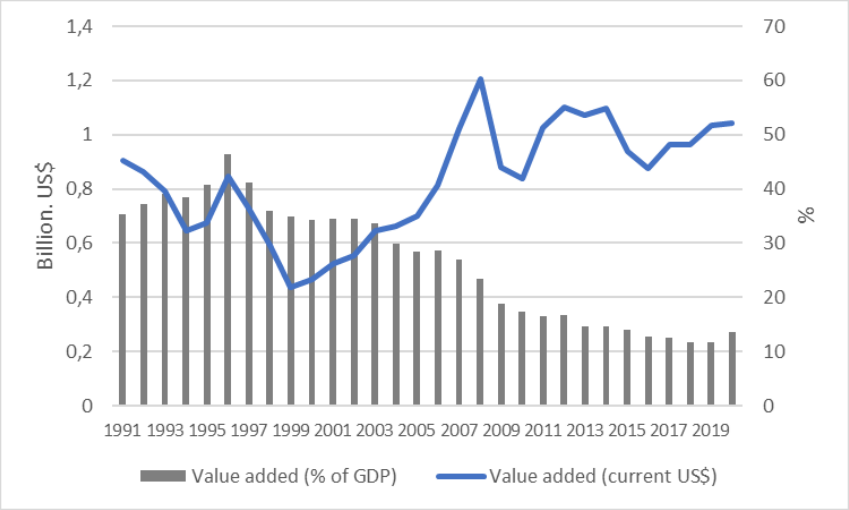
Source: IOE elaboration from data of the National Statistical Committee of the Kyrgyz Republic and the World Bank.

Figure X-4
Poverty rate and GDP per capita



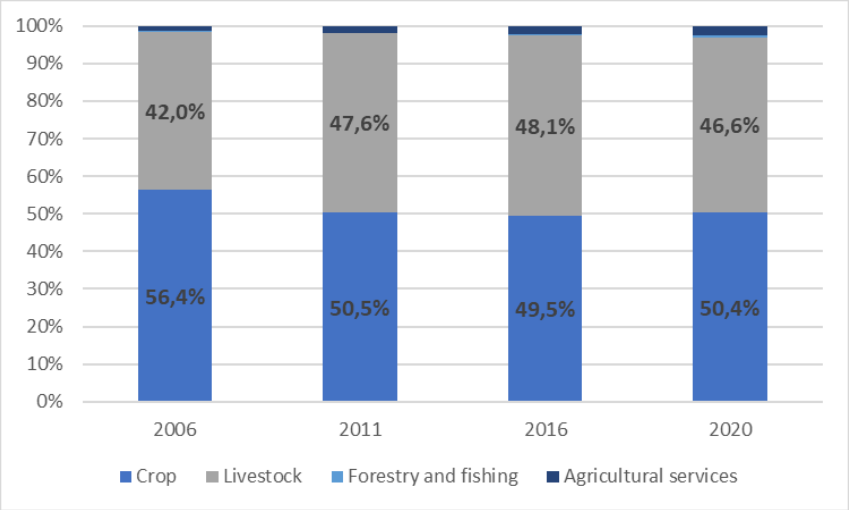
Source: IOE elaboration from data of the National Statistical Committee of the Kyrgyz Republic and the World Bank.

Figure X-5
Agriculture, forestry and fishery production: total value added (current United States dollars), value added as share of GDP



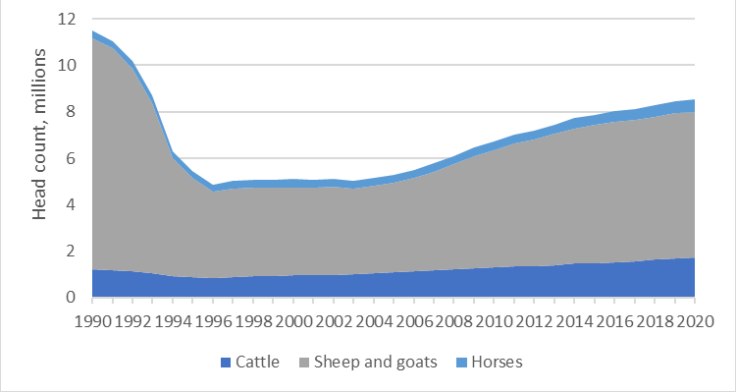
Source: IOE elaboration based on the World Bank DataBank and NSC data.

Figure X-6
Share of crop, livestock, forestry and agricultural services in total value added (%)



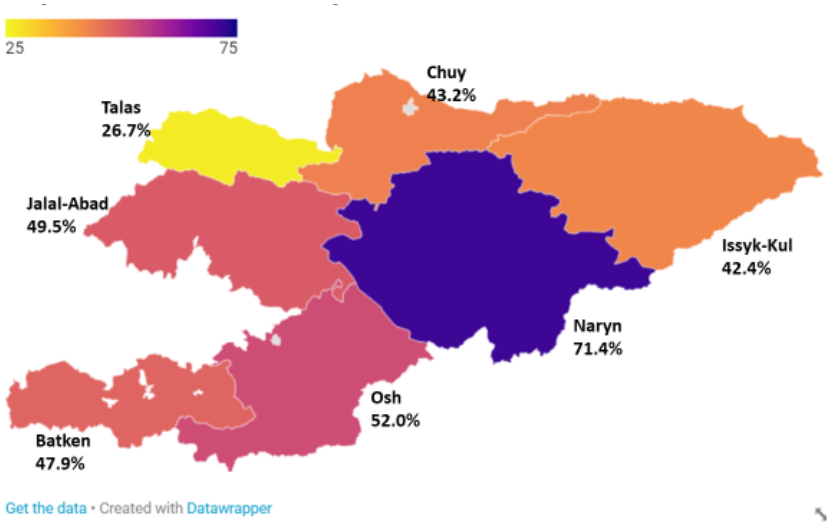
Source: IOE elaboration based on the World Bank DataBank and NSC data.

Figure X-7
Number of livestock using pastures



Source: IOE elaboration based on NSC data.

Figure X-8
Livestock production share in the value added by agriculture, forestry and fishery production by region



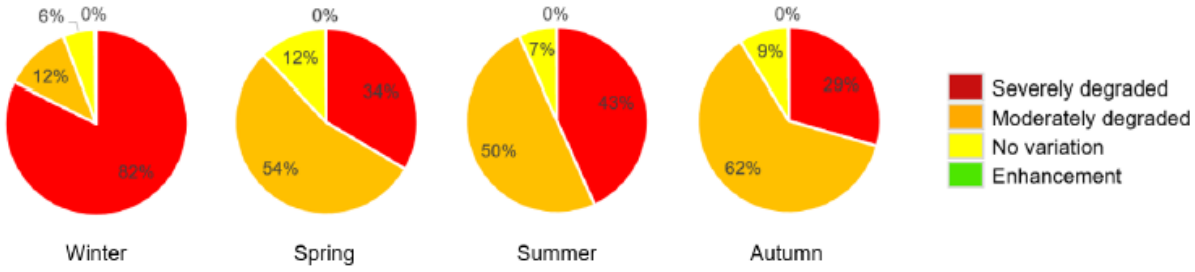
Source: IOE elaboration from NSC data for year 2020

Table X-9
Seasonal area (ha) and percentage of total grazing area in that season, by pasture condition

Degradation level	Winter		Spring		Summer		Autumn	
	ha	%	ha	%	ha	%	ha	%
Severely degraded	420,270	82.3	974,410	33.5	2,529,140	43.2	865,463	29.4
Moderately degraded	60,374	11.8	1,583,127	54.3	2,924,358	50.0	1,816,875	61.7
No variation	28,828	5.6	352,074	12.1	394,405	6.7	260,937	8.9
Enhancement	1,349	0.3	3,241	0.1	4,368	0.1	2,571	0.1
Total	**510,821**	**100**	**2,912,852**	**100**	**5,852,271**	**100**	**2,945,846**	**100**

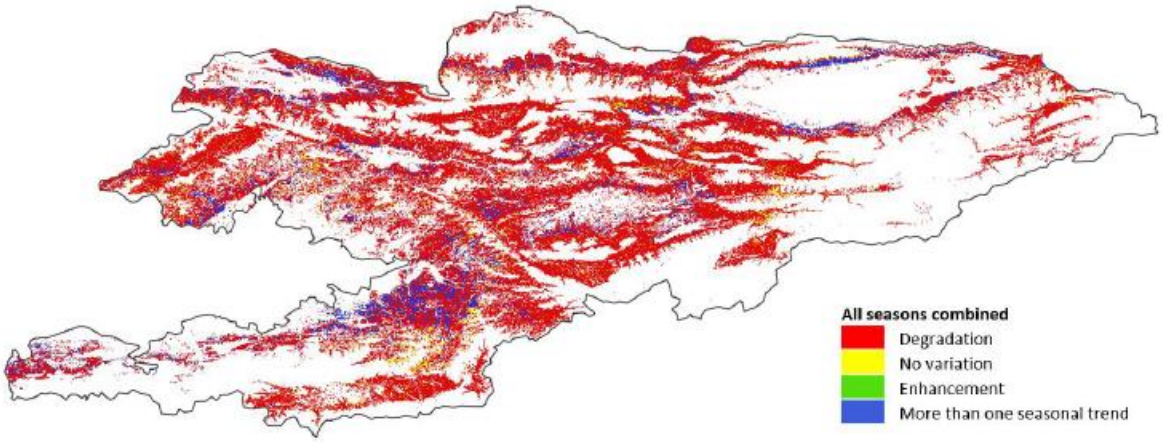
Source: IFAD 2021c.

Figure X-10
Percentage change in pasture condition between 2000 and 2004, and between 2014 and 2020



Source: IFAD 2021.

Figure X-11
Combined pasture condition map of all four seasons comparing the periods 2000–2004 and 2014–2020



Source: IFAD 2021.

Supporting data for CSPE assessment

Box XI-1
Relevance of core thematic areas of IFAD-supported interventions

Livestock. National Strategy for Sustainable Development (NSSD) and National Development Plan (NDP) outline livestock as one of the key subsectors and highlight the need to focus on increasing productivity. The portfolio was expected to contribute to the objectives of the National Strategy on Livestock Breeding (2011–2015)[1] through "improvement of the genetic potential of livestock," "promotion of rational use of pastures and increase in fodder production," "development of seed production of fodder crops" and "sustainable growth in the production of livestock products." The early strategies also mention the importance of supporting the development of private veterinary services, though the National Development Strategy (NDS) no longer mentions this (perhaps as it was already substantially achieved with the Veterinary Law of 2014).

Pasture management. The focus on pasture management in the IFAD portfolio has been especially well-aligned with the NSSD and NDS, which promote pasture management on the basis of "reasonable balance between the economic return and prevention of degradation." NSSD, NDS and the Regional Policy Concept (2018–2022) draw attention to the need for "reduction of border conflicts over natural resources." NDS describes "civil society as the basis for effective and efficient local self-government formation" and that "broad involvement of the population in managing community affairs" is important. Participatory pasture management activities (AISP, LMDP I and II) aimed at involving the community of pasture users made a significant contribution in this respect.

Climate change and adaptation. The NDP, until 2026, stresses the risk that climate change might worsen the situation with land degradation. The early warning system activities promoted in LMDP I and II were in line with the NSSD's[2] goal to "improve the monitoring and early disaster warning in the country" as well as to "reduce consequences of disasters by improving education and sharing knowledge."

Source: CSPE based on the government policy and strategy documents.

Table XI-1
LMDPs survey data on livestock ownership and use of pasture

LMDP II	2016	2020
Own cattle	62.7%	81.9%
Own sheep	40.8%	55.1%
Graze cattle	63.8%	
Graze livestock on pasture		87%

LMDP I	2014	2019
Graze cattle	85.5%	82.5%
Own cattle	82%	NA
Of which owning up to 5 heads	87% (of the above)	
Own sheep	78%	NA

Source: RichResearch 2019 and 2021.

[1] http://cbd.minjust.gov.kg/act/view/ru-ru/95187
[2] Also in line with the National Strategy for Ensuring Comprehensive Security of the Public and Territories of the Kyrgyz Republic in Emergencies and Crises for 2010–2015, as adopted by the Government of the Kyrgyz Republic in 2012.

Table X-2
Knowledge products prepared with IFAD support

What (year, partners)	Notes / comments
Publication: Technical note: Pasture condition maps in Kyrgyzstan (July 2021) – produced by EO4SD CR3 initiative, in partnership with IFAD, GIZ and the state agency on land resources of the Government	
Publication: Technical note – Low carbon livestock development in Kyrgyzstan: Quantifying the future impact of the Regional Resilient Pastoral Communities Project on greenhouse gas emissions (IFAD and FAO, July 2021)	
Publication: Analysis of livestock and pasture sub-sectors for the NDC revision in Kyrgyzstan (July 2021) by GIZ and Min of Economy. In cooperation with IFAD, FAO and UNDP	By ASAP2 funding
Policy brief on low carbon and resilient livestock development in Kyrgyzstan (IFAD and FAO)	
Webinar: https://www.ifad.org/en/web/latest/-/webinar-pasture-in-kyrgyzstan-remote-sensing-and-climate-policy 13 July 2021	
Information session (zoom): Using remote sensing for the NDC update (organized by UNDP Kyrgyzstan, GIZ and IFAD) 3 Feb 2021 https://www.undp.org/kyrgyzstan/press-releases/using-remote-sensing-ndc-update https://ifad-un.blogspot.com/2021/02/using-remote-sensing-for-ndc-update.html	
Publication: Catalogue – Geospatial tools and applications for climate investments. Prepared for the ShareFair event at COP26 on 9 November	"Pasture mapping and assessment: strengthening pastoral and herder resilience in Kyrgyzstan" – one of the eight case studies
Event: "From knowledge to results to policies: creating an evidence base for supporting low-emission and resilient livestock development" (3 November 2021)	Speakers from IFAD, FAO, GIZ, Global Dairy Platform, Government representatives

Source: Based on CSPE desk review.

[3] Climate Resilience Cluster of the Earth Observation for Sustainable Development initiative, a programme of the European Space Agency.

Table XI-3
Outreach data in completed projects supporting pasture management

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Project (period)	Geographical coverage (*oblast*)	Rural population (approx.)	Rural HHs (number)	PUUs number (target & achieved)	Targeted HHs (number)	Additional target indicated [c]	Outreach reported in PCRs (HHs)	Number of direct beneficiaries of microprojects (double-counting included)	CSPE comments
AISP [a] (2009–2014)	National (rural municipalities in 7 *oblasts*)	3 525 000	783 333	454	Not clear		NA		Little data to indicate the outreach. Based on the conservative assumption that 60-70 per cent of the rural HHs own grazing livestock, it can be roughly estimated **467,000–548,000 HHs.**
LMDP I (2013–2019)	Issyk-kul, Naryn	545 000	121 322	125	110 000	27,500 HHs with additional improvement in household assets ownership index	27 500	734 883	In the design report, (6) was the expected number of HHs to benefit, and (7) was the indicator for assessing the achievement of the goal (i.e. for a sub-set of HHs to benefit, 25 per cent of the targeted households). The notion of "additional improvement in household assets ownership index" was vague. It also seems that (7) has been taken as the outreach target, rather than the target for HHs experiencing a certain level of benefits. In both LMDPs, exact 100 per cent achievement on (7) was reported (column (8)), but how the figures were generated is not clear. It is likely that the actual outreach was higher – at least 60-70 per cent of rural households: **294,000–343,000 HHs** in two projects.
LMDP II (2014–2021)	Batken, Jalal-Abad, Osh	2 135 000	464 130	190	380 000	95,000 HHs with additional improvement in household assets ownership index	95 000	944 718	
Non-IFAD									
PLMIP [b] (2015–2019)	Chuy, Tallas	876 000	194 667	140	190 000	NA	197 268		The target was 190,000 households (10 per cent female-headed households) (World Bank 2014). However, ICR seems to report the number of direct beneficiaries (persons)[1] and yet compare the data with the target with different unit.

Source: (3) National Statistical Committee; (4) estimates based on (3); (5)-(8) PDRs for IFAD-financed projects; (9) PCRs and M&E data for IFAD-supported projects; PLMIP ICR.
[a] Cofinanced by IFAD and the World Bank.

[1] "Direct project beneficiaries – 197,268, of which 49.6 per cent female (target was 190,000 of which 10 per cent female beneficiaries); this number includes number of households' residents, members of PUU. (PLMIP ICR para 25).

[b] Financed by the World Bank (presented for comparison purpose).

Figure XI-1
Microprojects financed by LMDP I by types (total costs in KGS million and number)

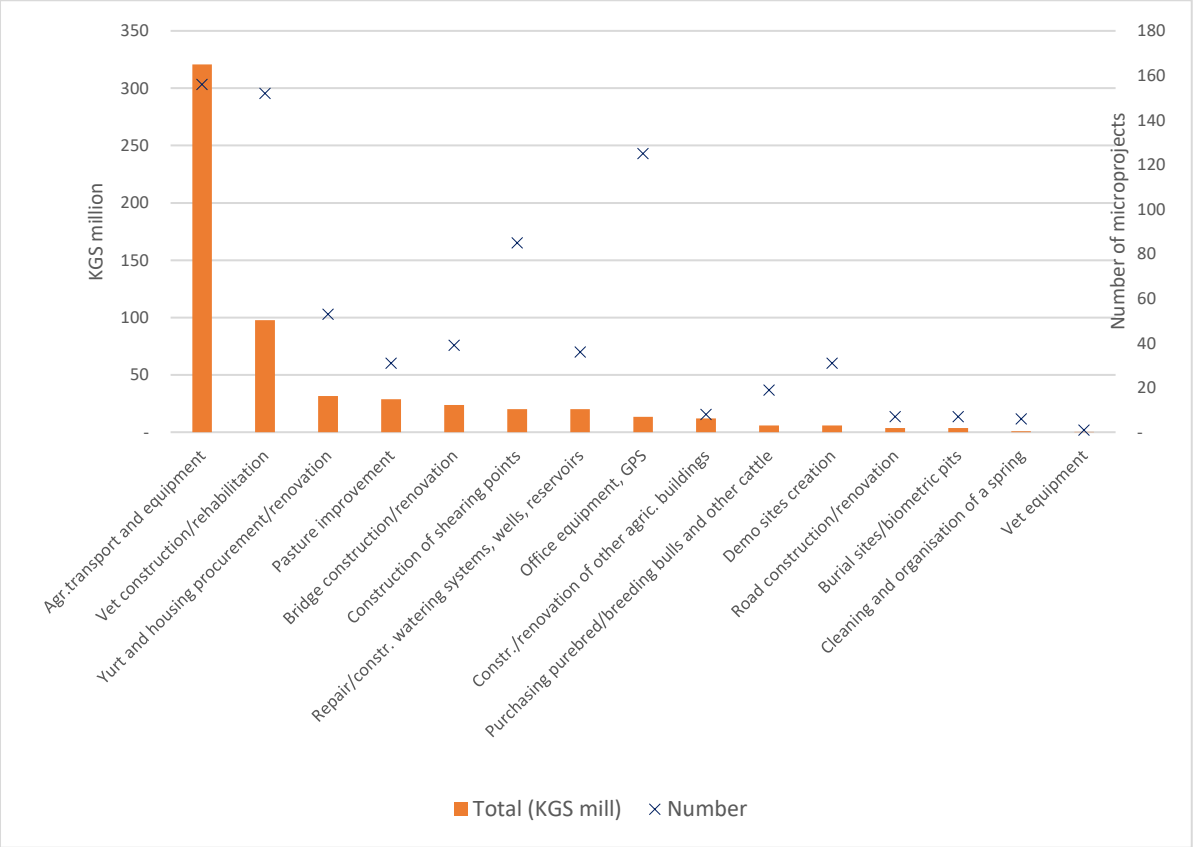


Figure XI-2
Microprojects supported under LMDP II by types (cost in KGS million and number)

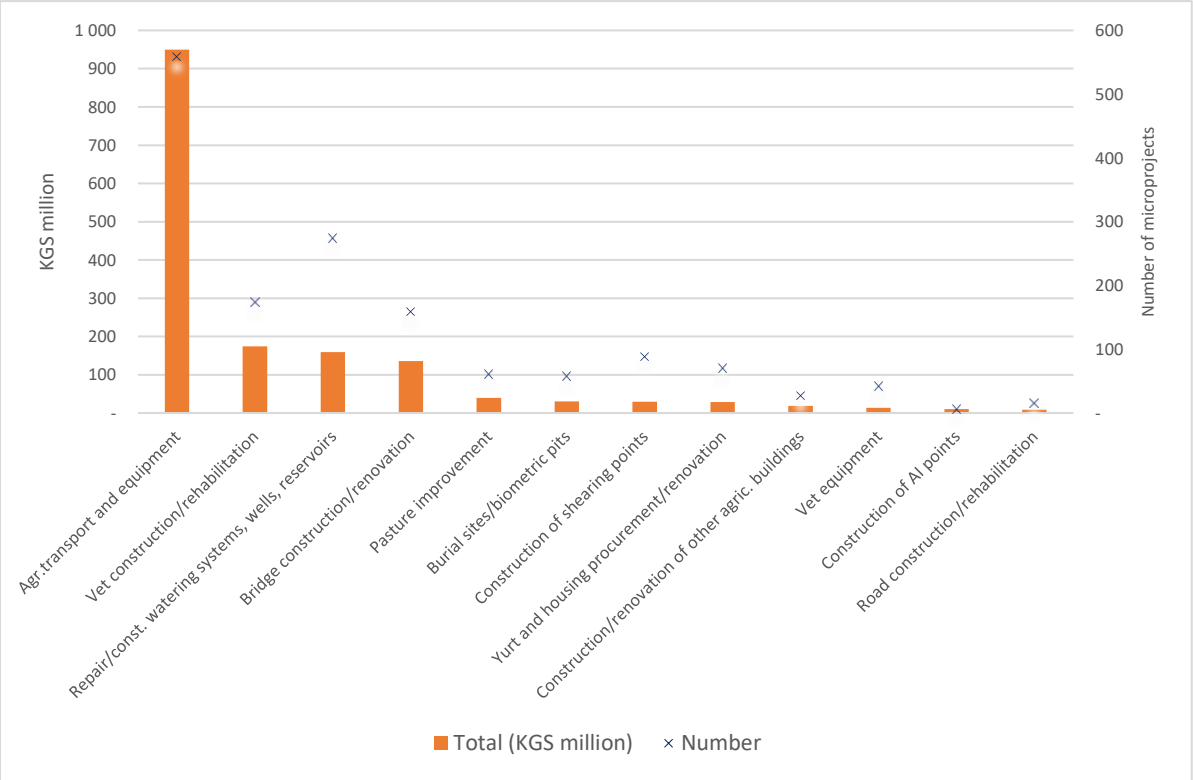


Table XI-4
Pasture use in summer and spring/autumn[1]

	Baseline	Midterm	Completion
LMDP II – pasture use in summer	*2016*	*2017*	*2020*
Near settlements	86% (286/330)	74% (306/414)	9.3% (49/527)
Medium pasture	-	1.9% (8/414)	40.8% (215/527)
Distant pasture	3.3% (11/330)	-	48.4% (255/527)
LMDP II – pasture use in spring and autumn	*2016*	*2017*	*2020*
Near settlements	86.2% (281/326)	82.6% (342/414)	19.7% (102/527)
Medium pasture	-	3.4% (14/414)	42.1% (222/527)
Distant pasture	2.8% (9/326)	-	31.5% (166/527)
LMDP I – pasture use in summer	*2014*	*2016*	*2018*
Near settlements	13.2%	-	11.6%
Medium and distant pastures	81.4%	93.3%	86.2%
LMDP I – pasture use in spring and autumn	*2014*	*2016*	*2018*
Near settlements	20.5%	-	4%
Medium and distant pastures	69.6%	88.9%	92.6%

Source: RichResearch 2019 and 2020.

Table XI-5
Number and types of business activities funded under LMDP market component

Types of businesses	LMDP I	LMDP II
Wool processing	9	4
Milk collection and processing	8	1
Slaughterhouse	1	
Horticulture, greenhouse, intensive gardening	11	12
Beekeeping		6
*Kurut**		3
Fruit drying		1
Logistics centre		3
Others	2	
TOTAL (number)	31	30
Total value of business plans (KGS)	*NA*	*56,673,568*
Average value (United States dollars)	*NA*	*Approximately 27,000*

Source: LMDP I and LMDP II PCRs
* Traditional Kyrgyz snack made from sour milk or yoghurt

[1] For LMDP II, the data (%) presented in the report included non-valid responses (recorded as “system gaps”). Here, recalculated figures based on the number of effective responses.

Box XI-2
Some examples of LMDP I and II component 3 experiences

In the case of a milk collection and cooling point supported under LMDP I in the Issyk Kul region, the installation of tanks with separated storage of the evening and morning milk resulted in reduced spoilage and, thus, improved quality of supplied milk. Equipment for scanning the milk reduced the time spent to perform the analysis on density and fatness indicators of the milk. The operator was able to increase the collected milk amounts by three times and raise farmgate prices. In addition, he has supported his suppliers by providing them with training on feed preparation and livestock care (which is an unintended benefit of the project). According to him, "Farmers are gradually learning to improve the productivity of their cattle rather than focusing only on quantity."

A wool equipment beneficiary of LMDP I complained that the equipment she had included in her proposal was not delivered, and that the equipment provided instead was not appropriate, thus remaining mainly unused.

The CSPE team also visited two fruit orchards supported by LMDP II. These were successful, and the beneficiaries were positive regarding the process and likely sustainability. They provide some work for local labourers and have good markets for produce. However, the main beneficiaries were well-connected and relatively wealthy (one was a deputy of an *ayil okmotu* and one was an ex-ARIS employee with many other investments).

Source: CSPE field visits, June-July 2022.

Box XI-3
Experiences of some farmer groups and lead entities involved in ATMP

A positive experience encountered during the CSPE field visits was with a honey product producer and beekeepers, which matches the value chain development concept fairly well. The company is pleased to have the opportunity to purchase equipment and expand its business, both in quantity and to reach new markets. They were working with some of the beekeepers earlier, but are now attracting more and have worked with the beekeepers to develop their proposals. The beekeepers were generally happy to receive additional equipment, and to have a new channel for marketing their honey. The grant proposals for two groups have been approved, and they have signed contracts, but as of the visit, the company is still waiting for their own contract. It is noted that due to the nature of the business, there is only one female member of the beekeeping groups, though there are more youth members. On the other hand, there are female employees in the company's plant.

In another case, a dairy company has become frustrated with communication problems and the slow process of preparing its road map and grant proposal over the last two years. The company took a loan to use as their cash contribution, but the delays have led to high interest charges without a result (the owner complained that USAID was very quick to approve support, but IFAD procedures are very slow). They have reached the no-objection stage, though had some complaints regarding the changes made unilaterally to their proposals. Many had already been supplying the LE, though they hoped that with project support they would get firm contracts, as well as support to increase production via a move to a more traditional intensive milk production cooperative.

Similarly, in another dairy value chain, the farmer group members were already selling milk to the lead enterprise (LE). The farmers heard about the opportunity from the LE, and hoped to increase their yields, both through improved breeding and better nutrition. The LE's main interest is to improve the milk collection system, via chilling equipment and improved hygiene, as well as increase the number of associated farmers. The farmers plan to purchase equipment for milking and fodder production, which will be managed by the leader. The LE hopes to use some finance from their grant to provide cooling tanks to the farmer groups (FGs). The greatest difficulty faced was the household contribution, as finding cash, rather than in-kind contributions, was problematic. In addition, they found the organizational arrangements difficult and individuals were reluctant to become the leader of the group. This led to some individuals and groups dropping out.

Within ATMP, the third group to benefit from grants is veterinarians. The veterinarians interviewed by the CSPE were interested in purchasing artificial insemination equipment and ultrasounds, along with other equipment. The purpose was to improve the technical quality of their services. They complained about the delays and confusing information. In one case, this led to the

veterinarian purchasing the equipment himself, as he couldn't wait. Interestingly, there was a large variation in the prices of the equipment – with one planning to purchase equipment from Europe and another from China.

Source: CSPE field visits and telephone interviews, June–July 2022.

Figures XI-3
Historical supervision mission ratings on selected parameters

Figure XI-3(a)
Coherence between AWPB and implementation

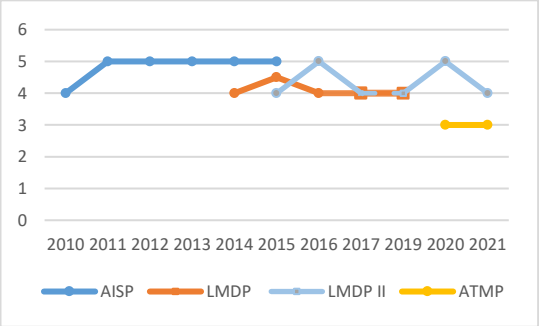


Figure XI-3(b)
Procurement

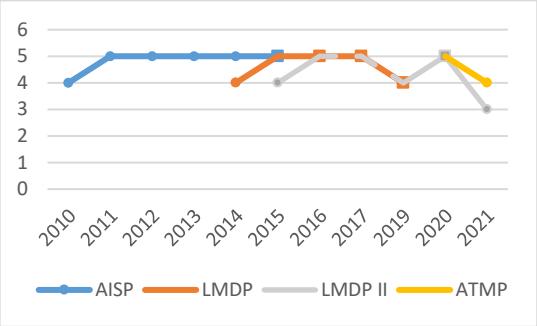


Figure XI-3(c)
Financial management

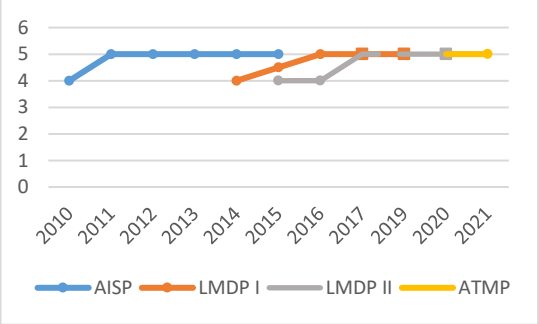


Figure XI-3(d)
M&E

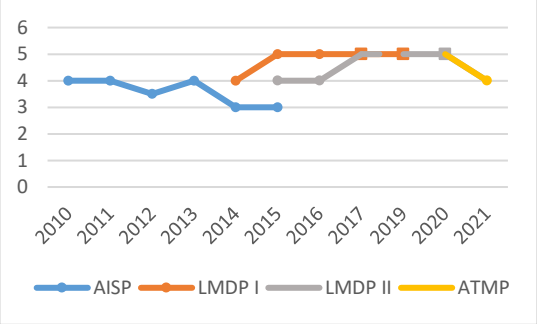


Figure XI-3(e)
Project management

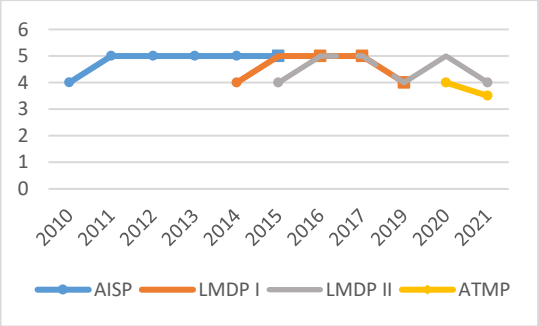


Figure XI-3(f)
Audit

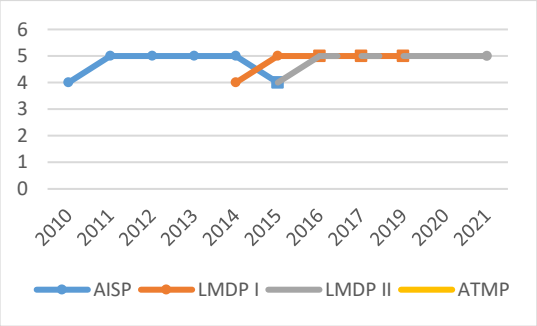


Figure XI-3(g)
Counterparts funds

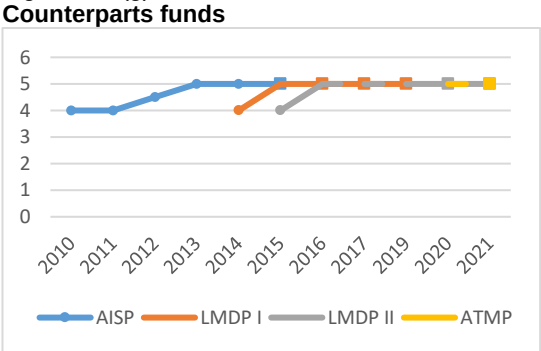
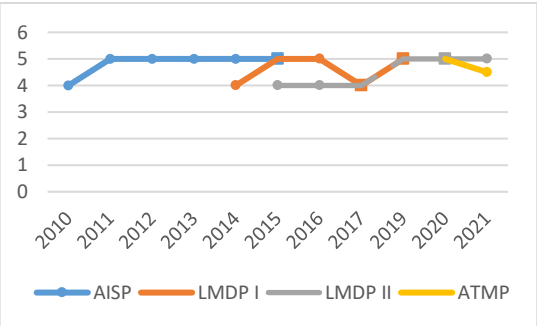


Figure XI-3(h)
Loan covenants



Source: CSPE elaboration based on IFAD data (Operational Results Management System).
Rating on a scale of 1-6, with 6 being the highest score.

Table XI-6
Selected data from LMDP II outcome survey at completion

Questions and response options	2016	2017	2020
Has your household experienced food shortage for some time in the last 12 months?	(N=608)	(N=608)	(N=608)
Yes (number of response and %)	31 5.1%	35 5.8%	147 24.2%
No (number of responses and %)	577 94.9%	573 94.2%	461 75.8%
What food products did your HH consume during the last week (7 days)	(N=608)	(N=608)	(N=608)
Fresh meat	526 86.5%	521 85.7%	585 96.2%
Fresh milk	252 41.4%	259 42.6%	408 67.1%
Dairy products	185 30.4%	101 16.6%	247 40.6%
Does your HH own livestock? (selected animal types)	(N=608)	(N=608)	(N=608)
Sheep	248 40.7%	269 44.2%	335 55.1%
Goats	96 15.8%	66 10.9%	74 12.2%
Cattle	381 62.7%	378 62.2%	498 81.9%
Horse	93 15.3%	89 14.6%	122 20.1%

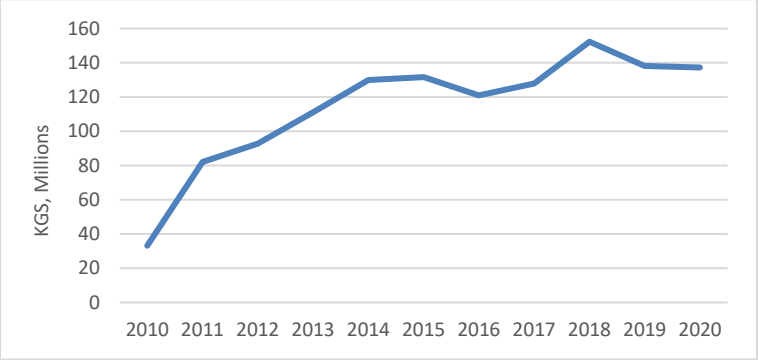
Source: RichResearch 2020.

Table XI-7
Pasture fees and satisfaction with PCs

	Baseline	Midterm	Completion
LMDP II	*2016*	*2017*	*2020*
% who did not pay for grazing	32.4	21.5	4.3[2]
LMDP I	*2014*		*2019*
% who did not pay for grazing	17.6		7.8
"How satisfied are you with the work of PC?" – LMDP II	*2016*	*2017*	*2020*[3]
Very pleased	2	1.6	8.3
Pleased	28.1	25	50.6
Satisfied	13	29.9	9.4
Dissatisfied	5.1	3.9	11
Highly dissatisfied	2	0.2	1.1
I do not know	49.8	39.3	19.5

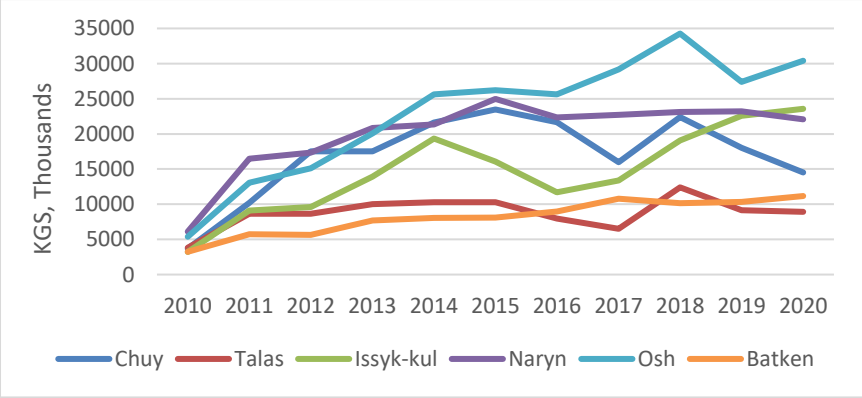
Source: RichResearch 2019 and 2020.

Figure XI-4(a)
Pasture fee collected during 2010-2020 in Kyrgyzstan (in KGS, millions)



Source: Based on data obtained from Pasture Department.

Figure XI-4(b)
Pasture fee collected during 2010-2020 in Kyrgyzstan by regions (in KGS, thousands)



Source: Based on data obtained from Pasture Department.

[2] The report indicated 3.8 per cent, seemingly including non-valid responses (81). Not including non-valid responses, the figure becomes 4.3 per cent.
[3] Calculated without no answer (recorded as "system gaps").

CSPE mission programme

Meetings in Bishkek (May 29 – 31, 2022)

Time	Location	Activities
		May 29, 2022 (Sunday) – Bishkek
9:00-10:30	Bishkek	Interview with Zholdoshbek Dadybaev, who previously participated in IFAD missions as veterinary specialist
12:00-14:30	Bishkek	Interview with ex-APIU director, Mairambek Tairov
		May 30, 2022 (Monday) – Bishkek
9:00-12:30	APIU office	Meeting with APIU and ARIS
14:00-15:30	KNAU	Interview with KNAU
14:00-15:30	Bishkek	Interview with Elzarbek Sharshenbek, Coordinator for LMDP I and II, ex-APIU
	AKJ office	Interview with AKJ
		May 31, 2022 (Tuesday)
9:00-11:00	KSRLPI building	Interview with KSRLPI
14:00-15:00	KSRVI building	Interview with KSRVI
15:30-16:30	MoA building	Interview with the Veterinary Chamber
16:30-17:30	APIU office	Interview with APIU staff re ATMP
15:30-16:30	Camp Alatoo office	Interview with Camp Alatoo

CSPE in-country field mission in the southern regions (Osh and Jalal-Abad)

Time	Village/AA, district	Projects	Activities
		June 3, 2022 (Friday) – Osh region	
9:00-10:00	Osh town	ATMP	Interview with the management of LLC "Alayku Organics" Milk processing plant
10:00-12:00	Zhoosh village, Kara-Suu district	AISP, LMDP II	✓ Interview with the PC of Zhoosh PUU ✓ Visit of MP "Acquisition of special equipment"
12:00-13:00	Zhoosh village, Kara-Suu district	JP RWEE	Interview with the JP RWEE members from Zhoosh village
15:00-17:00	Mady village, Kara-Suu district	LMDP II	✓ Interview with the PC of Mady PUU ✓ Visiting MP "Construction of veterinary clinic" ✓ Visit to bridge construction (Top Telek village) ✓ Interview indirect beneficiary
		June 4, 2022 (Saturday) – Osh region	
10:00-12:00	Myrzake village, Uzgen district	AISP, LMDP II	✓ Interview with the private veterinarian and PC/AO members of the Myrzake, Salam-Alik and Kyzyl-Too PUUs ✓ Visiting MP "Construction of a gateway-regulator on the Ak-Turpak canal"
13:30-16:30	Kara-Kulzha village, Kara-Kulzha district, Zhumabay site of Biimyrza village, Kara Kulzha district	AISP, LMDP II	✓ Interview with the PC/AO members of the Kara-Kulzha PUU ✓ Visit to the MP "Construction of a dip"
		June 5, 2022 (Sunday) – Osh region	

10:30-11:30	Kulatov AA, Nookat district	AISP, LMDP II	✓ Interview with the PC/AO members of Kulatov PUU ✓ Visit to an apple orchard and interview with the IE "Boidonov S." supported through component 3 of LMDP II
13:00-16:00	Abshyr-say village, Kulatov AA, Nookat district	AISP, LMDP II	✓ Interview with the PC/AO members of Kulatov PUU ✓ Visit to MP "Construction of the bridge" ✓ Interview two herders ✓
June 6, 2022 (Monday) – Jalal-Abad region			
8:30-10:00	Departure from Osh to Jalal-Abad region		
10:00-10:50	Zhar-Kyshtak village, Suzak district	AISP, LMDP II	Interviewing the members of the PUU and PC of Yrys AA
10.55-11.50	Yrys village, Suzak district	AISP, LMDP II	Site visit of the MP “Reconstruction of the building for a veterinary station for artificial insemination, vaccination of agricultural animals at the site"
12.25-13.25	Zhany-Dyikan village, Suzak district	JP RWEE	Interview with the members of the JP RWEE from Zhany-Dyikan village, Suzak AA and Munduz (Blagoveshchenka) village of Kyzyl-Tuu AA
15.30 – 16.30	Oktyabrskoe village, Bagysh AA, Suzak district	AISP, LMDP II	✓ Interviewing the members of the PUU and PC of Bagysh AA ✓ Site visit of carcass pit ✓ Visit pasture fencing plot ✓ Interview horse herder
16.30 – 17.00	Oktyabrskoe village, Bagysh AA, Suzak district	LMDP II	✓ View a loader for the maintenance of the roads ✓ View procured vehicles, equipment wheel loader for road maintenance ✓ View agricultural equipment acquired to improve the fodder base
June 7, 2022 (Tuesday) – Jalal-Abad region			
9:00-11.00	Bai-Munduz village, Beshik-Zhon AA, Bazar-Korgon district Suu-Chykkan site in Bai-Munduz village, Beshik-Zhon AA, Bazar-Korgon district	AISP, LMDP II, JP RWEE	✓ Interviewing the members of the Beshik-Zhon PC/AO ✓ Interviewing the members of the JP RWEE from Beshik-Zhon, Bai-Munduz and Zhon villages ✓ Site visit "Rehabilitation of an existing well, a reservoir and a drinking place, arrangement of a sanitary protection zone for a well”
11:00-12:00	Zhany-Akman village, Akman AA Bazar-Korgon district	AISP, LMDP II	✓ Interviewing the members of the Akman PUU and PC ✓ Site visit of veterinary service construction in Akman village and acquired front loader for district administration
12:00-13:00	Jarake village, Akman AA, Bazar-Korgon district	LMDP II	Site visit of intensive gardening (supported through LMDP II component 3)
14:00-15:00	Kaba village, Taldy-Bulak AA, Bazar-Korgon district	AISP, LMDP II	✓ Interviewing the members of the Taldy-Bulak PUU ✓ View a feed crusher for provision of a forage base

15:00-16:00	Kaba village, Taldy-Bulak AA, Bazar-Korgon district	JP RWEE	FGD with the members of the JP RWEE from Kaba village
16:00-17:00	Jalal-Abad town	ATMP	Interview with the ATMP potential LE: Ak-Tilek LLC, dairy enterprise
June 8, 2022 (Wednesday) - Jalal-Abad region			
10:00-12:00	Shaydan and Alma villages, Shaidan AA, Nooken district	ATMP	FGD with ATMP farmer groups from Shaydan and Alma villages
13:00-15:00	Shaidan AA, Nooken district	AISP, LMDP II	Interviews with members of the Shaidan PUU
15:00-16:00	Tashtak site, Nooken district	AISP, LMDP II	✓ Interviews with members of the PC of Mombekov PUU ✓ Site visit of a veterinary clinic at the Tashtak site
Departure to Bishkek			

CSPE in-country field mission in the northern regions (Chuy, Issyk-Kul and Naryn)

Time	Village/AA, district	Projects	Activities
		June 1, 2022 (Wednesday) – Chuy region	
10:30-11:30	Alekseevka village, Zhayil district	ATMP	Interview with a representative of “Zhaiyl” cooperative
11:30-12:30	Alekseevka village, Zhayil district	ATMP	FGD with members of Alekseevka village linked to LE “Zhaiyl” cooperative
14:00-15:30	Kalininskaya village, Zhaiyl district	AISP, PLMIP	✓ Interview with members of the Krasnovostochny PUU ✓ MP “Acquisition of special equipment (excavator-bulldozer) for Krasvostochny AA”
16:00-17:30	Kaldyk village, Zhayil district	JP RWEE	FGD with members of the JP RWEE from Kaldyk village
		June 2, 2022 (Thursday) – Chuy region	
9.30-12.00	Kun-Tuu village, Sokuluk district	ATMP	Interview with representatives of LE “Nur Bal LLC” (beekeeping)
10.30-12.00	Madaniyat village, Sokuluk district	ATMP	FGD with beekeepers from Chuy linked to LE “Nur Bal LLC”
14.50-16.30	Kegeti village, Chuy district	ATMP	FGD with the FG Kegeti village linked to LE "Zhyrgal-Sut" APF
12.00-15.00	Bishkek	ATMP	Interviews with the key ATMP project staff
15.00-18.00			Departure to Osh region (Team South)
		June 3, 2022 (Friday) – Issyk-Kul region	
10:00-12:30	Kara-Oi village, Issyk Kul district	AISP, LMDP I	✓ Interviews with the members of the Kara-Oi AO/PC ✓ Site visit to the MP: “Reducing degradation processes by sowing perennial grasses, planting fast-growing tree species and fencing”, ✓ MP visit: "Reconstruction of the crossing bridge"
14:45-17:30	Balbay village, Tyup district	AISP, LMDP I	✓ Interviews with members of the Sary-Bulak PUU ✓ Site visit of MP: «Creation of mountain reclamation (anti-erosion and anti-mudflow) plantings" ✓ Site visit of MP "Major overhaul of the dip at the Kichi-Sary-Bulak section", ✓ Site visit of MP "Major overhaul of the drinking system at the Chon Sary Bulak site", ✓ MP visit: «Reconstruction of the crossing bridge to the pastures of Ak-Bulak village"
14:00-15:30	Grigorievka village, Issyk Kul district	AISP, LMDP I	✓ Interview with the members of the Sadyr-Akinsk PC/AA (head of PC, head of AO and private veterinarians) ✓ Site visit to the MP: “Acquisition of the YAMAL-1000 K cremator” ✓ Site visit to the MP: “Creation of splits for the implementation of preventive measures for cattle, small ruminants”
15:45-17:00	Semyonovka village, Issyk Kul district	LMDP I Component 3	Site visit of MP "Milk collection and cooling center (MCCC)" and interview with the beneficiary
		June 4, 2022 (Saturday) – Issyk-Kul region	
9:30-10:30	Ak-Kochkor village, Djety-Oguz district	ATMP	FGD with the members of the Ak-Kochkor Village Farmer Group linked to the Leading Entity Ak-Zhalga CJSC

10:30-11:00	Ak-Kochkor village, Djety-Oguz district	AISP	Site visit of the veterinary pharmacy and interview with the private veterinarian
11:00-11:40	Ak-Kochkor village, Djety-Oguz district	ATMP	Interview with the representative of Ak-Zhalga CJSC
11:55-13:30	Zhele-Dobo village, Djety-Oguz district	ATMP	FGD with members of the Farmer Group of Zhele Dobo village linked to the Leading Entity Reyna Kench PF
15:00-15:50	Karakol town, Ak-Suu district	ATMP	Site visit and interview with the Managing Director of the Reina Kench PF
16:00-17:00	Karakol town, "Ak-Bulak +" plant	ATMP	Site visit and interview with the dairy technologist of LE Ak-Bulak + (Molzavod), dairy enterprise
		June 5, 2022 (Sunday) – Issyk-Kul region	
10:00-12:00	Kichi-Zhargylchak village, Djety-Oguz district	AISP, LMDP I	✓ Interviews with the PUU members of the Zhargylchak AA ✓ Site visit of MP «Acquisition of special equipment (backhoe loader) for maintenance of pasture roads" ✓ Site visit of MP: «Improving the productivity of pastures through the application of biological fertilizers"
15:00-16:00	Bokonbaevo village, Ton district	LMDP I	Site visit of vegetable storage building supported through LMDP I component 3
16:00-17:00	Kara-Tala village, Ton district	AISP, LMDP I	Interview with members of the Ulakhol PUU
		June 6, 2022 (Monday) – Naryn region	
9:30-11:30	Cholpon village, Kochkor district	AISP, LMDP I	Interviews with members of the Cholpon AO and PUU ✓ Site visit of MP “Acquisition of equipment for the production of mixed fodder of the feed mill of the granulation line and repair of the premises of the feed workshop of the Cholpon PUU” ✓ Site visit of MP “Entity of the veterinary and preventive center of the Cholpon PUU” and ✓ Site visit of MP “Major overhaul of the old dipping bath at the Ak-Bel site”
10:30-11:30	Cholpon village, Kochkor district	LMDP I	✓ Site visit of pasture demo plot (left fallow for one year)
14:30-15:30	Ornok village, Min-Bulak AA, Naryn district	AISP, LMDP I	✓ Interviews with members of the PUU and PC of Min-Bulak AA ✓ Visit to the MP: “Repair of the cattle market at Ornok site”
16:30-18:00	Dobolu village, Dobolu AA, Naryn district	AISP, LMDP I	✓ Interviews with members of the PUU and PC of Dobolu AA ✓ Site visit to the MP: “Creation of a veterinary complex for the Dobolu AA”
		June 7, 2022 (Tuesday) – Naryn region	
9:30-11:30	Acha Kaiyndy village, At Bashi district	AISP, LMDP I	✓ Meeting with members of the PUU/AO of Acha Kaiyndy AA ✓ Site visit of the MP “Construction of a veterinary station in Acha-Kaiyndy village” ✓ Site visit of the MP “Acquisition of special equipment for the Acha-Kaiyndy PUU” ✓ Site visit of the MP “Mobile shearing point”
11:00-13:00	Acha-Kaiyndy village, At Bashi district		✓ Site visit of the MP “Rehabilitation of cultivated pastures for the Acha-Kaiyndy PUU”

11:30-13:00	Acha Kaiyndy village, At Bashi district	ATMP	FGD with the farmer group of Acha-Kaiyndy village "Ishmer ayimdar" linked to LE CJSC "At-Bashy Sut"
14:00-15:00	At Bashy village, At Bashi district	JP RWEE	FGD with members of the JP RWEE from At Bashy village
15:00-16:00	At Bashy village, At Bashi district	LMDP I	Site visit of the wool equipment supported through LMDP I component 3
16:00-17:00	At Bashy village, At Bashi district	ATMP	FGD with the farmer group At Bashy Taza Bal linked to LE Nur Bal LLC
		June 8, 2022 (Wednesday) – Naryn region	
10:30-12:30	Terek village, Ak Tala district Terek-Sai site, Ak Tala district	AISP, LMDP I	✓ Interview with members of the Terek PUU ✓ Site visit of the MP “Strengthening the banks of the Terek Sai River” ✓ Site visit of the Bekkari Pit ✓ View acquired special equipment in the Terek PUU
15:00-16:30	Al-Tala village, Ak-Tala district	AISP, LMDP I	✓ Interview with members of the Ak-Tala PUU ✓ Site visit of the MP “Construction of a veterinary complex”
15:00-16:30	Al-Tala village, Ak-Tala district	LMDP I	Site visit of grain cleaner acquired for CSF in Ak Tala district
15:00-16:00	Baetov village, Ak-Tala district	LMDP I component 3	Site visit of wool equipment and interview with the beneficiary
		June 9, 2022 (Thursday) – Chuy region	
10:00-11:30	Kenesh village, Issyk Ata district	ATMP	Interview with the LE “Barkad LLC”
11:45-13:00	Kant village, Issyk Ata district	ATMP	Interview with the LE “Kant Sut LLC”
13.00-14.00	Kant village, Issyk Ata district	ATMP	Interview with farmers from Jailmaa tuz FG of the Kant Sut VC

Meetings in Bishkek (June 9-14 2022)

Time	Village/AA, district	Activities
	June 9, 2022 (Thursday) - Bishkek	
15:00-18:00	ARIS office	Interview with ARIS staff and view M&E system
	June 10, 2022 (Friday) - Bishkek	
9:00-10:00	APIU office	Online interviews with the PUUs of Toguz-Toro district, Jalal-Abad region.
9:00-10:00	ABCC office	Interview with Agribusiness Competitiveness Centre team
10:00-12:00	APIU office	Interview with representative from Ayil Bank and ATMP disbursement specialist
10:30-12:00	MoF office	Interview with the representatives of the Ministry of Finance
13:30-15:00	MoA building	Interview with the representatives of Forestry Service of the Ministry of Agriculture
13:30-15:00	MoA building	Veterinary Service of the Ministry of Agriculture
13:30-15:00	APIU office	Interview with the APIU Director and ATMP Coordinator
15:00-17:00	MoA building	Interview with the Center for Veterinary Diagnostics and Expertise of the Veterinary Service of the Ministry of Agriculture
	June 11 and 12 (Saturday and Sunday) – internal team meeting	
	June 13, 2022 (Monday) - Bishkek	

9:00-10:30	MoA building	Meeting with representatives of the Department of Pastures and Livestock Breeding under the Ministry of Agriculture (EWS - early warning system)
11:00-12:30	MoA building	Meeting with representatives of the Hydrometeorological Service under the Ministry of Emergency Situations (MES)
14:00-16:00	APIU office	Desk work (preparation for wrap-up meeting)
		June 14, 2022 (Tuesday) - Bishkek
10.00-11.00	APIU office	Interview with APIU staff on dissemination
13:00-14:00	MoA building	Meeting with the Minister of Agriculture and Deputy Minister of Agriculture
15:00-17:00	MoA building	Wrap-up meeting
		June 15, 2022 (Wednesday) - Departure of the mission members

List of key persons met

Government

Askarbek Dzhanybekov, Minister, Ministry of Agriculture

Murat Baydyldaev, Deputy Minister, Ministry of Agriculture

Nurbek Akzholov, Director, International Cooperation Department, Ministry of Economy and Finance

Almazbek Karakozhaev, Advisor, Ministry of Agriculture (wrap-up participant)

Almaz Sharshenbekov, Director, Veterinary Service under the Ministry of Agriculture

Ashyrbay Jusupov, Deputy Director, Veterinary Service under the Ministry of Agriculture

Jyldyzbek Orozbaev, Head of Traceability and Identification Department, Veterinary Service under the Ministry of Agriculture

Almaz Dzhunushbaev, Center for Veterinary Diagnostics and Expertise, Veterinary Service under the Ministry of Agriculture

Zhanybek Kerimaliev, Director, Department of Pasture and Husbandry Department, Ministry of Agriculture

Maksatbek Mamytbekov, Deputy Director, Department of Pasture and Animal Husbandry, Ministry of Agriculture (wrap-up participant)

Malik Bekenov, Climate Change Specialist and Acting Head of GIS Unit, Department of Pasture and Animal Husbandry, Ministry of Agriculture

Nurlan Duisheev, Head of Unit on Introduction of Biotechnology in Animal Husbandry, Department of Pasture and Animal Husbandry, Ministry of Agriculture

Asylbek Baidolotov, Lead Specialist, Department of Pasture and Animal Husbandry, Ministry of Agriculture

Myrzakhmatov U.A., Head of Department of Pasture and Animal Husbandry, Ministry of Agriculture (wrap-up participant)

Bermet Omurova, Head of Department of International Cooperation, Ministry of Agriculture

Baktybek Yrsaliev, Deputy Director, Forestry Service under the Ministry of Agriculture

Baglan Salkmambetova, Head of the International Affair Sector, Forestry Service under the Ministry of Agriculture

Almaz Abdiev, Director, the State Land Management Institute under the State Agency on Land Resources

Irina Skikas, Head of Pasture Monitoring Department, the State Land Management Institute under the State Agency on Land Resources

Asylkan Rakhmankulova, Deputy Director, Hydrometeorological Service under the Ministry of Emergency Situations

Tatyana Chernikova, Head of Hydrometeorological Center, Hydrometeorological Service under the Ministry of Emergency Situations

Rakhat Sarybayeva, Head of IT Technologies Department, Hydrometeorological Service under the Ministry of Emergency Situations

Asylbubu Matkerimova, Head of Weather Forecast Department, Hydrometeorological Service under the Ministry of Emergency Situations

Ryskuliev B.A., Chamber of Accounts of the Kyrgyz Republic (wrap-up participant)

Bagdenov N.T., Chamber of Accounts of the Kyrgyz Republic (wrap-up participant)

Kadyrbek Bukeev, Director, Agrosmart under the Ministry of Agriculture (wrap-up participant)

Esenbai Seitov, Veterinary Specialist, ATMP

Emil Akybaev, Epidemiologist, ATMP

Tamchybek Tuleev, Director of APIU
Mirlan Aitkaziev, ATMP Coordinator, APIU
Kubanychbek Abdyrasulov, Sustainability and Knowledge Management Specialist, APIU
Damira Isakulova, APIU, Translator/M&E Junior Specialist, APIU
Erkin Bayalieva, Monitoring and Evaluation and Gender Specialist, APIU
Denis Mezheritsky, Disbursement Specialist/Rural Finance Specialist, APIU
Urmat Akmatov, Value Chain Development Specialist, APIU
Irena Baytanaeva, Communication Specialist, APIU
Baktyar Jumashev, Public-Private-Partnership Specialist, APIU
Kanat Askarov, Innovation Grant Specialist, APIU
Torogul Bekov, Director, Agribusiness Competitiveness Center
Aizada Niyazova, Deputy Director, Agribusiness Competitiveness Center
Chyngyz Turdkuov, Assistant, Agribusiness Competitiveness Center
Aigul Tolochieva, Coordinator of Component 2, Integrated Dairy Productivity Improvement Project, Agribusiness Competitiveness Center
Asel Karyibekova, Finance Manager, Agribusiness Competitiveness Center

Implementing partners

Bakytbek Nurjanov, LMDP and ATMP coordinator, ARIS
Mirbek Dosuev, Social Mobilization Specialist, ARIS
Gulaiym Tologonova, M&E and Gender Specialist, ARIS
Nazgul Ismailova, Grant Management Specialist (earlier M&E for LMDP), ARIS
Natalia Barakanova, Pasture and Climate Change Specialist, ARIS
Erik Zheentaev, GIS Specialist, ARIS
Bakytbek Ishenaliev, Procurement Specialist, ARIS
Umut Raimov, Ecologist, ARIS
Talant Khaitkulov, Disbursement Specialist, ARIS
Melis Eshperov, Coordinator in Issyk Kul region, ARIS
Talant Rysbaev, Coordinator in Naryn region, ARIS
Maratbek Sagynbaev, Coordinator in Osh region, ARIS
Saparbek Tokoev, Coordinator in Jalal-Abad region, ARIS
Taailaibek Mursaliev, Consultant on Value Chain Development in Chuy region, ARIS
Baktyar Kaldybaev, Consultant on Value Chain Development in Issyk Kul region, ARIS
Zhenish Alybaev, Consultant on Value Chain Development in Naryn region, ARIS
Dovranbek Abdullaev, Consultant on Value Chain Development in Osh region, ARIS
Zhenish Esenbaev, Social Mobilization Specialist, ARIS
Aibek Kasymov, Social Mobilization Specialist, ARIS
Daniyar Ashiraliev, Social Mobilization Specialist, ARIS
Satarova A., Social Mobilization Specialist, ARIS
Tatkulov B., Social Mobilization Specialist, ARIS
Tootaev B., Social Mobilization Specialist, ARIS
Isamov R., Social Mobilization Specialist, ARIS

IFAD (staff and consultants)

Samir Bejaoui, Country Director for Kyrgyzstan (since 5/2020)
Mikael Kauttu, previous Country Program Manager, Kyrgyzstan (10/2018 - 5/2020)
Frits Jepsen, previous Country Program Manager, Kyrgyzstan (10/2009 - 9/2018)

Antonio Rota, Lead Global Technical Specialist

Oliver Mundy, Environmental Specialist/Independent Consultant

David Ward, Livestock Consultant

Kanat Sultanaliev, ex-IFAD Country Presence

Kubanychbek Ismailov, ex-IFAD Country Presence

Sarina Abdysheva, Strategy and Planning Officer, FAO (ex-IFAD Country Presence)

Sardar Abdyshev, Coordinator of Regional Economic Development (RED) Project in Osh Region, Agribusiness Competitiveness Center (ex-IFAD Country Presence)

Asyl Undeland, Fund Manager (EnABLE), World Bank (previously IFAD consultant participating in missions as Community Development, Pasture Management and Institutions Specialist)

Anara Jumabayeva, Senior Economist, FAO Investment Center (previously IFAD consultant participating in missions as Senior Economist, Team Leader)

Elena Isaeva, Agribusiness Consultant, FAO Investment Center (previously IFAD consultant participating in missions as Agribusiness specialist)

International and donor institutions (staff and consultants)

Peter Goodman, Senior Agricultural Economist, World Bank

Melissa Brown, Senior Agricultural Economist, World Bank

Tahira Syed, Senior Rural Development Specialist, World Bank

Talaibek Koshmatov, Agriculture Specialist, World Bank

Meerim Kudabaeva, Expert in the Department of International Projects, RKDF

Maya Eralieva, Project Advisor, GIZ

Marat Asanaliev, Country Coordinator, and Integrated Climate Advisor, GIZ

Edith Koshkin, Project Manager, Conservation and Poverty Reduction via Pastures, GIZ

Dinara Rakhmanova, Assistant Representative, FAO Kyrgyzstan

Cholpon Alibakieva, National Technical Facilitator, FAO Kyrgyzstan

Maripa Kichinebatyrova, Animal Health Expert, FAO Kyrgyzstan

Gulzhan Nizaliyeva, Community Development Specialist, UN Women

Hilke David, Deputy Director, WFP in Kyrgyzstan

Bakai Zhunushov, Principal Manager, European Bank for Reconstruction and Development (EBRD) Advice for Small Businesses

Joshua Templeton, Director of Economic Development Office, USAID

Altynbek Kadyrov, Agriculture Specialist, USAID

Kanokpan (Gem) Lao-Araya, Country Director, Kyrgyz Republic Resident Mission, Asian Development Bank (ADB)

Gulkayr Tentieva, Agronomic Unit Head, Kyrgyz Republic Resident mission, ADB

Aisulu Mambetkazieva, Aid for Trade Project Coordinator, UNDP

Hiroyuki Ikeda, Representative of JICA in the Kyrgyz Republic, JICA

Esentur Bektursun uulu, Program Assistant, JICA

Cosimo Lamberti Fossati, Programme Manager, Delegation of the European Union to the Kyrgyz Republic

Marc-Antoine Adams, AKF Partnerships Director, Aga Khan Development Network

Sagyndyk Emilbek-Uulu, AKF Agriculture and Food Security Manager, Aga Khan Development Network

Zholdoshbek Dadybaev, Technical Advisor on Agricultural Sector, Aga Khan Development Network (previously IFAD consultant participating in missions as veterinary specialist)

Azamat Isakov, Project Coordinator, UNDP (ex Camp Alatoo director)

Non-governmental organizations and associations

Kubatbek Mamatkulov, Director, Veterinary Statutory Body (Veterinary Chamber)

Gulshan Mullakeldieva, Specialist on Continuous Professional Development, Veterinary Statutory Body (Veterinary Chamber)

Abdymalik Egemberdiev, Head, Association of Pasture User Unions "Kyrgyz Jaiyty"

Baibek Usubaliev, CSF Coordinator, Association of Pasture User Unions "Kyrgyz Jaiyty"

Ainura Karagaldayeva, Finance Specialist, Association of Pasture User Unions "Kyrgyz Jaiyty"

Jusur Alymbaeva, Project Manager, Agrolead

Assel Kuttubaeva, Project Manager, Community Development Alliance

Aigul Musaeva, Chair, Community Development Alliance

Kyial Tilebaldieva, Project Specialist and Manager, Community Development Alliance

Marat Sydygaliev, Executive Director, Republican Veterinary Association

Samat Aliyev, Chairman, Veterinary Alliance

Aliya Ibraimova, Director, Camp Alatoo

Maksan Nazarov, Pasture Project Coordinator, Camp Alatoo

Salamat Jumabaeva, Climate Change and Adaptation Project Coordinator, Camp Alatoo

Aitkul Burkhanov, Team leader, KAFLU

Sanatbek Iuldashev, National Engagement Strategy Platform Coordinator, KAFLU

Savetskaya E.S., representative of Kyrgyz Union of Beekeepers (wrap-up participant)

Tilekeev A.Zh., representatitive of Kyrgyz Et association (wrap-up participant)

Saimyk Taichabarov, representative of Business Association on Dairy Cooperation (wrap-up participant)

Research and training institutions

Irgashev Almozbek Shukurbaevich, Professor, Kyrgyz National Agrarian University

Aknazarov Bekbolsun Kamchybekovich, ex-Dean, Kyrgyz National Agrarian University

Chortonbaev Turgut Djumalievich, Kyrgyz National Agrarian University

Maksatbek Ahmatshonov, Project Specialist, Kyrgyz National Agrarian University

Natalya Kilyazeva, Head of Pasture and Forage Department, Kyrgyz Scientific Research Livestock and Pasture Institute (KSRLPI)

Maksatbek Nurdinov, Director, Kyrgyz Scientific Research Livestock and Pasture Institute (KSRLPI)

Nina Dasaeva, Scientific Secretary, Kyrgyz Scientific Research Livestock and Pasture Institute (KSRLPI)

Zhailaubek Orozov, Director, Kyrgyz Scientific Research Veterinary Institute

(KSRVI)

Mambetali Tursunbetov, Deputy Director, Kyrgyz Scientific Research Veterinary Institute

(KSRVI)

Salamat Chegirov, Head of Laboratory on Brucellosis, Kyrgyz Scientific Research Veterinary Institute (KSRVI)

Talgat Tursunov, Head of Laboratory on Parasitology, Kyrgyz Scientific Research Veterinary Institute (KSRVI)

Mamytova, Head of Laboratory on Virology and Biotechnology, Kyrgyz Scientific Research Veterinary Institute (KSRVI)

People met during field visits[1]

Group meetings - PCs / PUUs, local government representatives, private veterinarians

PUU location (AA)	Region	# of men	# of women
Krasnovostochnyi	Chuy	8	8
Kara-Oi	Issyk Kul	10	8
Sary-Bulak	Issyk Kul	2	3
Sadyr-Akinsk	Issyk Kul	4	0
Ulakhol	Issyk Kul	8	0
Cholpon	Naryn	3	12
Dobolu	Naryn	13	10
Min-Bulak	Naryn	22	2
Terek	Naryn	7	1
Acha Kaiyndy	Naryn	4	2
Jargylchak	Naryn	7	1
Ak-Tal	Naryn	12	6
Zhoosh	Osh	13	5
Mady	Osh	20	0
Myrzake	Osh	11	0
Kara-Kulzha	Osh	8	2
Kulatov	Osh	10	0
Yrys	Jalal-Abad	10	0
Suzak	Jalal-Abad	7	0
Bagysh	Jalal-Abad	9	0
Akman	Jalal-Abad	10	0
Beshik-Zhon	Jalal-Abad	8	0
Taldy-Bulak	Jalal-Abad	8	0
Alma Shaydan	Jalal-Abad	5	0
Mombekov	Jalal-Abad	13	2
Atay	Jalal-Abad	3	0

JP-RWEE groups

Kaldyk village, Jayil district, Chuy region (6 women)

At Bashy village, At Bashy district, Naryn region (one man and 6 women)

Zhoosh village, Kara-Suu district, Osh region (3 women)

Zhany-Dyikan village, Suzak AA and Munduz (Blagoveshchenka) village, Jalal-Abad region (3 women)

Kaba village, Taldy-Bulak AA, Bazar-Korgon district, Jalal-Abad region (8 women)

Beshik-Zhon, Bai-Munduz and Zhon villages, Beshik-Zhon AA, Bazar-Korgon district, Jalal-Abad region (8 women)

[1] Except for Atay PUU, leaders of farmer groups Bashbulak and Mangyt and private veterinarians with whom phone interviews were conducted.

Entrepreneurs (LMDP I & II component 3 beneficiaries) and individuals

Saparbek Boidonov (and other group members, 4 men, 1 woman), Baghlan village, Osh region – intensive gardening

Arzikan Jorobaeva, Top Telek village, Osh region - benefiting from bridge

Usenov Erkinbek Tynychebkovich, Jarake village, Jalal-Abad region – intensive gardening

Ravkat Nasibulin, Semyonovka village, Issyk Kul region - milk collection and cooling point

Toktonalieva M., Baetov village, Ak-Tala district, Naryn region - wool combing

Damir Borkeshunly, shepherd, Kulatov PUU, Abshyr-Sai village, Osh region

Aman Mamyshev, individual entrepreneur and shepherd, Bagysh, Jalal-Abad region

Maksat Usupbaeva, private veterinarian, Jeti Oguz district, Issyk Kul region

ATMP Lead enterprises and associated farmers groups and veterinarians

Doolontbai Avazkanov, Director, Zhayil APC, Chuy region

FG Zhayil Village (3 men and one woman) linked to LE Zhayil APC, Jayil district, Chuy region

FG Kaldyk Village (6 women) linked to LE Zhayil Milk LLC, Zhayil district, Chuy region

Ernisbek Beishenbekov, Director, Nur Bal LLC, Kun-Tuu village, Chuy region (beekeeping)

Milek Tarambekov, Accountant, Nur Bal LC, Kun-Tuu village, Sokuluk district, Chuy region

FG Chuy region (5 men) linked to LE Nur Bal LLC, Sokuluk district, Chuy region

FG At Bashi taza bal (5 men) linked to LE Nur Bal LLC, At Bashi district, Naryn region

Nurbek Dzhyrgalbaev, Director, Zhyrgal-Sut APF, Chuy region

FG Kegety (2 men and 2 women), linked to LE Zhyrgal Sut LLC, Chuy region

Davlatov Khusrav, Construction Director, Barkad LLC, Kenesh village, Chuy region (meat plant)

Dzhon Dzhambul - General Director, Kant Sut LLC, Kant village, Chuy region

FG Tuz (2 men, one woman) linked to LE Kant Sut LLC, Yssyk Ata district, Chuy region

Mr. Nurmuhamed Aksarbekov, Managing Director, Reina Kench PF, Karakol town, Ak-Suu district, Issyk-Kul region (meat plant)

Mr. Rinat Azamatovich, Representative, Ak-Zhalga CJSC, Djety-Oguz district, Issyk Kul region

FG Ak-Kochkor, linked to LE Ak-Zhalga CJSC, Djety-Oguz district, Issyk Kul region

Klara Ismailkonova, Technologist, Ak-bulak Plus LLC, Issyk Kul region

Bakyt Sheraliev, veterinarian linked to LE Ak-bulak Plus LLC, Tyup district, Issyk-Kul region

Nurlan Turatbek uulu, veterinarian linked to LE Ala Too Sut AC, Jeti-Oguz district, Issyk Kul region

FG Ishmer ayimdar (6 women) linked to LE CJSC At-Bashy Sut, Acha Kayindy village, Naryn region

Mirzokhid Sabitov, Managing Director, Alaiku Organics LLC, Osh region

Kylychbek Mirzakarimov, leader of FG Bashbulak village linked to LE Alaiku Organics LLC, Kara Suu district, Osh region

Baartyberk Mamatov, leader of FG Mangyt village linked to LE Alaiku Organics, Aravan district, Osh region

Gulgan Toktosunova, Owner and Director, Ak Tilek LLC, Dairy Enterprise, Jalal-Abad Region

FG from Shaidan village and Alma village (16 men and 7 women) linked to LE Ak Tilek LLC

Other resource persons[2]

Francois Gary, Managing Partner, Phylum (OIE consultant)
Mairambek Tairov, Director, ex-APIU
Elzarbek Sharshenbek, Coordinator for LMDP I and II, ex-APIU
Alymkul Karbozov, PLMIP Coordinator, ex-APIU
Aybek Sultanov, Head of the Investment Mobilization Department, Ayil Bank (ATMP)

[2] Interviews with Francois Gary and Alymkul Karbozov were conducted remotely.

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Key project related documentation

Project design documents

Documentation from project design review processes (quality enhancement, quality assurance)

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Financing agreements and amendments

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