

Kyrgyz Republic

Agricultural Investments and Services Project

PROJECT PERFORMANCE ASSESSMENT



Kyrgyz Republic
Agricultural Investments and Services Project
Project Performance Assessment

Photos of activities supported by the Agricultural Investments and Services Project

Front cover: Community members from three Pasture Users Unions (e.g. herders, animal owners, private veterinarians and local council officials) gathering to meet with the project performance assessment mission around the spring-autumn pasture areas of the Onbir-Jylga Pasture Users Union in Chuy Rayon, Chuy Oblast. ©IFAD/Fumiko Nakai

Back cover: Livestock watering point rehabilitated with project support in Akmoiun Ayil Aymak, At-Bashi Rayon, Naryn Oblast. Before this watering point was rehabilitated, animals and herders had to travel a longer distance to another place and the pasture around the watering point in the photo was under-grazed. ©IFAD/Mirbek Dosuev (left); Women members of the health sub-committee in Bash-Kaindy Ayil Aymak, At-Bashi Rayon, Naryn Oblast. They undertake activities for health-related information dissemination and also coordinate with the pasture committee for prevention of zoonotic diseases. ©IFAD/Fumiko Nakai (right).

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Preface

This report presents the findings of the project performance assessment of the Agricultural Investments and Services Project in the Kyrgyz Republic, undertaken by the Independent Office of Evaluation of IFAD (IOE). The project was cofinanced by the World Bank, IFAD and the European Union, and implemented between 2008 and 2013.

The project contributed to advancing pasture governance reform in the country. The decisive feature of the reform is the decentralization of governance responsibility over pasture land from regional (oblast) and district (rayon) levels to the local self-government bodies (ayil okmutu) and pasture users. In particular, the project contributed to improved and more equitable access to pastures by livestock farmers and herders, based on a combination of an enabling legislative framework following the passing of the Pasture Law, broad-based inclusive social mobilization, local capacity-building activities and support to pasture infrastructure. The project's impact on community empowerment and institutions, and on policies relating to the pasture governance reform has been significant and far-reaching.

While the achievements with the pasture reform to date serve as a good basis for enhancing the sustainability of community-based pasture management, it is important to continue with awareness-building and capacity-building of pasture committee members and pasture users to promote more sustainable management of pasture resources. Such efforts should integrate a shift from the prevailing approach of maximizing the extraction of biomass from pastures to a long-term approach of proactively nurturing and enhancing the pasture quality in a sustainable manner.

Notable achievements have also been made in the area of zoonotic disease control, resulting in a dramatic reduction in incidence of human brucellosis, and in the development of private veterinary services. However, without more decisive commitment and sufficient budget allocation by the Government, benefits generated could be lost.

This project performance assessment was conducted by Fumiko Nakai, IOE Senior Evaluation Officer and lead evaluator, with contributions from Samuel Jutzi, senior consultant. An internal peer reviewer from IOE (Ashwani Muthoo, Deputy Director), as well as an external reviewer (Mona Bishay, consultant), provided comments on the draft report. Laure Vidaud, Evaluation Assistant, provided administrative support.

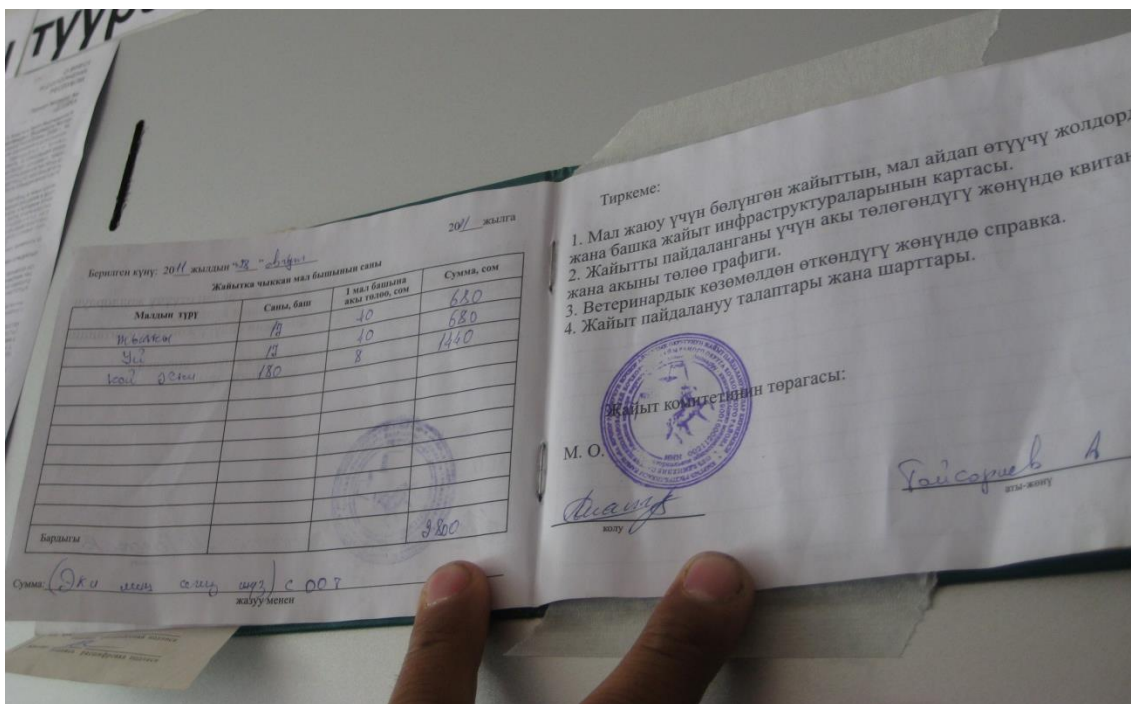
IOE is grateful to IFAD's Near East, North Africa and Europe Division, the Government of the Kyrgyz Republic, as well as in-country stakeholders and partners for their insightful inputs at various stages of the evaluation process and the support they provided to the mission. I hope the results generated by this assessment will be of use to help improve IFAD operations and development activities in the Kyrgyz Republic.



Oscar A. Garcia
Director
Independent Office of Evaluation of IFAD

The chairperson of the pasture committee in Ulakhol *Ayil Aymak* (Ton *Rayon*, Issyk-kul *Oblast*) explaining the maps indicating seasonal grazing plans (top). An example of a "pasture ticket" put up on an announcement board in local council office where the office of pasture committee is located. The page on the left shows the number and pasture fees for different types of animals (bottom).

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Currency equivalent, weights and measures

Currency equivalent

Currency unit = Kyrgyzstani som (KGS)

February 2008: US\$1 = KGS 36

February 2011: US\$1 = KGS 47

February 2014: US\$1 = KGS 51.11

May 2015: US\$1 = KGS 59

Weights and measures

1 hectare = 2.47 acres

1 acre = 0.4047 hectares

Abbreviations and acronyms

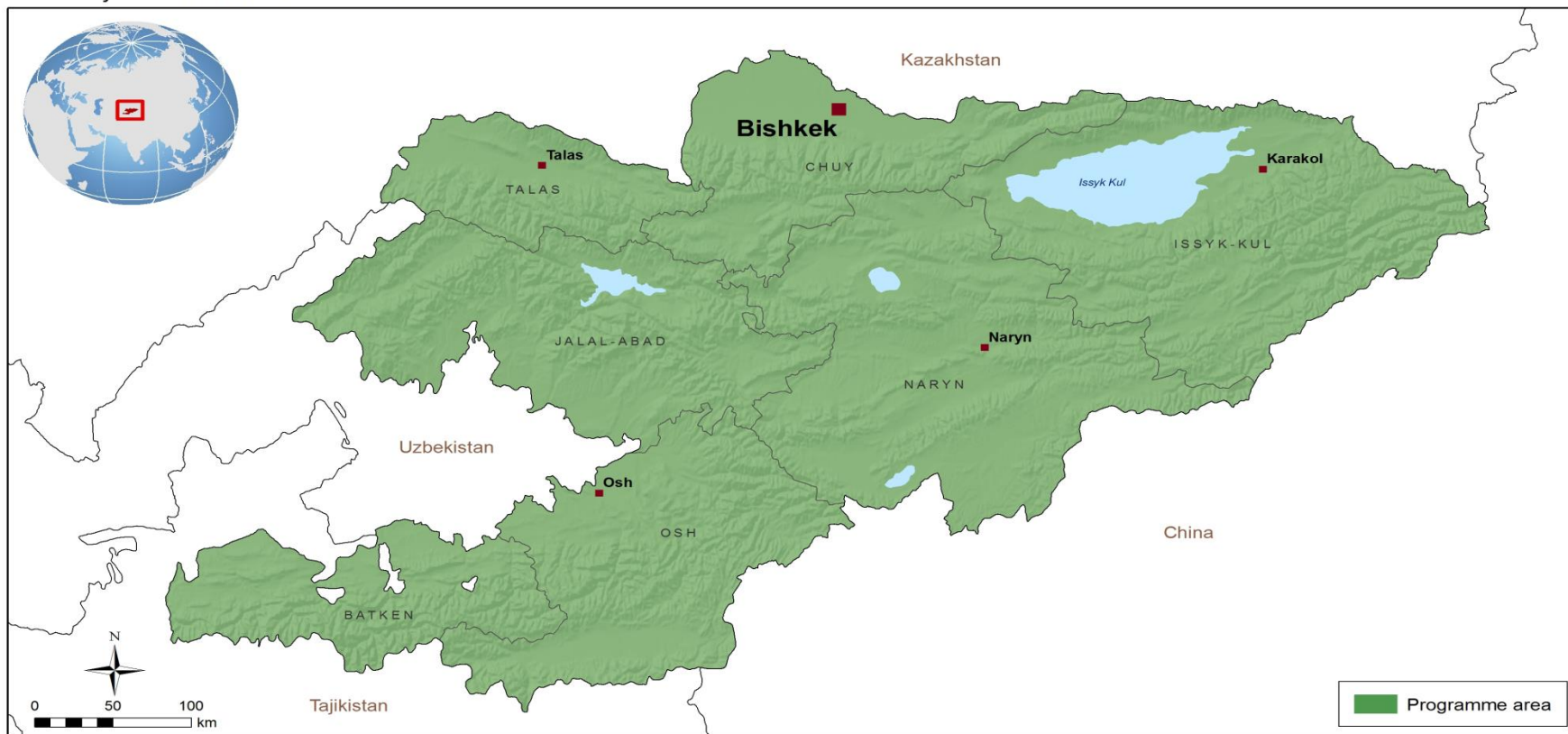
AISP	Agricultural Investments and Services Project
AO	<i>ayil okmutu</i> (local administration)
APIU	Agricultural Projects Implementation Unit
ARIS	Agency for Community Development and Investment
ASSP	Agricultural Support Services Project
CPMP	community pasture management plan
CSF	community seed fund
CFSF	community fodder seed fund
FK	farmer <i>koshuun</i> (farmer union)
GDP	gross domestic product
ICR	implementation completion report
IDA	International Development Association
IEG	Independent Evaluation Group (of the World Bank)
IFAD	International Fund for Agricultural Development
IOE	Independent Office of Evaluation of IFAD
LMDP	Livestock and Market Development Project
M&E	monitoring and evaluation
MOAM	Ministry of Agriculture and Melioration
NEN	Near East, North Africa and Europe Division (of IFAD)
PAD	project appraisal document
PCR	project completion report
PCRV	project completion report validation
PLIMP	Pasture and Livestock Improvement Project
PPA	project performance assessment
PMD	Programme Management Department (of IFAD)
PUU	Pasture Users Union
SDC	Swiss Agency for Development and Cooperation
STD	State Veterinary Department
US\$	United States dollar

Map of the project area

Kyrgyz Republic

Agricultural Investments and Services Project

Project Performance Assessment



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 | 19-01-2016

Executive summary

1. **Background.** The Independent Office of Evaluation of IFAD (IOE) undertook a project performance assessment (PPA) of the Agricultural Investments and Services Project (AISP) in the Kyrgyz Republic with the objective to assess the overall results of the project and generate findings and recommendations for the implementation of ongoing operations in the country and the design of future operations. This assessment is based on a review of project-related documents and a mission to the Kyrgyz Republic in May 2015, which visited selected project sites (three out of the seven *oblasts* in the country – Chuy, Issyk-Kul and Naryn) and held interviews and discussions with beneficiaries and other key stakeholders.
2. Prior to the mission, a small questionnaire-based survey prepared by the PPA team was conducted with representatives of 90 pasture committees, with collaboration from the project implementing agencies. The survey was intended to generate indications on the project achievements and quantify beneficiaries' perceptions on the project, given the scarcity of such data in the available documents.
3. Two points need to be noted for this PPA. First, as the project was initiated, cofinanced and supervised by the World Bank, the assessment of issues related to IFAD's specificity (e.g. targeting, gender) needed to take account of this and look at the IFAD's role in integrating such issues. Second, there are three follow-on projects of AISP, one financed by the World Bank, and two financed by IFAD (Livestock and Market Development Project, Phase I (LMDP I) and Phase II (LMDP II), with each covering 2-3 *oblasts* and altogether covering the whole country. Therefore, the PPA also took into consideration, as appropriate, the design of LMDP, especially in the eventual formulation of recommendations.
4. **The project.** After the Kyrgyz's independence in 1991, fragmentation of responsibilities over pastureland between different levels of government authorities provided ample opportunity to wealthy and influential farmers to acquire exclusive access rights to the most productive pasture areas. This led to over-grazing of winter pastures near villages, reduced attention by communities to the maintenance of vital pasture infrastructure, and under-grazing of summer pastures, leading to degeneration of pasture composition and quality. The pasture governance reform supported by the project sought to address these issues in a comprehensive manner through decentralized community-based pasture management. The Pasture Law of 2009 represents a milestone that provides a legal basis for this.
5. The original project objective was to "improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector". The objective statement was reformulated twice on the side of the World Bank to reflect the additional financing from the World Bank and the European Union, but the thrust of the original objective was maintained throughout.
6. The project was initially designed with three components: (i) pasture management and improvement (including support to organizations of pasture users, pasture infrastructure and legal framework); (ii) agricultural support services (extension services, animal disease control and veterinary services); and (iii) project management. In light of the food price crisis in 2008-09, additional financing (US\$4 million) was mobilized from the World Bank's Global Food Crisis Response Programme. With this additional financing, a new (fourth) component, "improvement of food security", was introduced. An additional Euro 6.7 million (US\$9.1 million) was mobilized from the European Union, mainly financing the activities related to animal disease control and veterinary services.
7. The project design was led by the World Bank, and the original planned total cost at appraisal was US\$23.4 million, including US\$9 million each from the World Bank

and IFAD. The grant financing by the World Bank became effective in August 2008, with the closing date of 30 June 2013. The IFAD grant (under the Debt Sustainability Framework) was approved on 11 September 2008 and became effective on 1 July 2009. For IFAD, the project completion date was 30 September 2014. With the additional financing in response to food price crisis, the actual total project cost was US\$33.1 million.

8. **Performance assessment.** While the project objective statement was not well-articulated, the **relevance** of what it sought to achieve was high with respect to the country's needs, sectoral context and beneficiary needs. The key elements of the project were geared towards promoting more sustainable pasture management to tackle severe pasture degradation, and strengthening of veterinary and agricultural advisory services, which were among the well-recognized priorities.
9. The prominent project design features were highly relevant to advancing community-based pasture management. Among the features were inclusive social mobilization, capacity-building and empowerment, support for a conducive environment, as well as the grant support to cofinance micro projects that the communities identified. The key design elements were also relevant in relation to animal disease control, such as support to a legislative framework, establishment of the Veterinary Chamber, major animal disease control strategies, and support to private veterinarians. The project implementation arrangements were a key factor for satisfactory project implementation performance.
10. As for **effectiveness** in light of the project objectives, the most outstanding achievement was the progress made with the pasture governance reform, involving the devolution of pasture land governance to local communities. The project contributed to putting in place a basis for more equitable and sustainable pasture use and management through inclusive social mobilization, capacity-building of pasture users and better pasture use and management planning. Through investments in micro projects for improving pasture infrastructure based on community pasture management planning, an estimated additional 430,000 hectares of intensive and summer pastures were made accessible to about 1 million pasture users. Significant beneficiary contributions to infrastructure investments and a steady increase in pasture fees collected are a clear indication of their sense of ownership and empowerment.
11. Significant progress was made in strengthening the institutional environment for improved operations of veterinary services and reduction in animal and zoonotic diseases. However, the country's veterinary services still lack necessary capacity and mandate clarity. Another area of weak performance was the project support to agricultural support services: farmer unions were organized across the country, but after project completion, most of them started to cease operating. At the same time, it is noted that the project activities and resources related to agricultural support carried much less weight compared to those for pasture management and veterinary services.
12. As for the project's **efficiency**, the veracity of the data used for economic and financial analysis may be questioned, although high returns for improved pasture management and brucellosis control are indeed plausible. The pace of disbursement and implementation, as well as the data on project management cost, provide favourable indications on the assessment of efficiency.
13. The project achieved remarkable **impact** on social capital and empowerment. The project supported the organization and capacity-building of community-level institutions (454 Pasture Users Unions with pasture committees), which coordinate pasture management planning processes, collect pasture fees, and manage the budget and accounts. Small livestock owners are fairly well-represented in pasture committees. Grazing of animals of small-scale livestock owners in spring and autumn (intensive) and summer (distant) pastures (undertaken by herders) are

now better organized through pasture committees. Thus, the project contributed to enhancing equality in access to pastures and in pasture users' participation in decision-making.

14. A drastic reduction in brucellosis incidence in humans (from 4,405 cases in 2011 to 1,139 in 2013) is another significant impact in the area of human capital.
15. The project also had a strong impact on institutions and policies around pasture governance reform. The project facilitated the development and operationalization of the policy, legal and regulatory and institutional frameworks at all levels for the successful implementation of the national reform. At the same time, there were areas where the project impact on institutions and policies was not realized to the expected extent, such as veterinary services and farmer unions.
16. While the impact on household incomes and assets, food security and agricultural productivity, and natural resources is rated moderately satisfactory, the impact made on human and social capital and empowerment, and institutions and policies has been fundamental and far-reaching.
17. With the overall enabling framework and community empowerment, there is a good basis for **sustainability** of the benefits of enhanced community-based pasture management. At the same time, it is important to continue with awareness-building and capacity-building of pasture committee members and pasture users to promote more sustainable management of pasture resources. Such efforts should integrate a shift from the prevailing approach of maximizing the extraction of biomass from pastures to a long-term approach of proactively nurturing and enhancing the pasture quality in a sustainable manner. As for the achievements made with zoonotic disease control, more decisive commitment and securing of sufficient budget, particularly for the procurement of strategic vaccines and drugs, would be needed to prevent the trend from reversing.
18. The Kyrgyz experience in community-based pasture management is considered **innovative** and exemplary to the extent that there is interest from other countries to learn. The project made a substantial contribution to putting in place and operationalizing an innovative and coherent legal and institutional framework for community-based pasture management in a comprehensive manner. Since the project supported the country-wide pasture governance reform, there is little room for horizontal/geographical scaling up, but the project has laid down a good basis for other types of scaling up to deepen community-based and participatory rural development.
19. The inclusive social mobilization approach enhanced women's participation in project consultation processes and access to pasture by small animal owners, including women. The added project component on food security supported activities that directly contributed to women's economic empowerment and food security. However, there could have been more careful and explicit attention given to the issue of **gender and women's empowerment**, for example in relation to women's participation and roles in pasture committees and decision-making processes.
20. **Recommendations.** Key recommendations for consideration by IFAD and the Government are given below. To some extent, these have been reflected in the design of follow-on ongoing projects financed by the World Bank and IFAD. Therefore, most of the following recommendations reiterate the issues that would require particular attention in the implementation of these projects.
 - **Build sufficient professional capacity at the local level for designing, implementing and monitoring community pasture management plans** so as to address/revert pasture and soil degradation. Community pasture management plans require advanced technical and logistical skills which need to be available to Pasture User Unions on a continuous basis.

- **Strengthen the conditions for private veterinary service delivery while focusing the public veterinary authority function on regulatory dimensions.** The network of private veterinarians needs to be enabled and strengthened to undertake fully, in principle on a cost-recovery basis, veterinary support to farmers and enterprises. The national veterinary authority is expected to establish the rules for the operation of private veterinarians and for their links to the public services.
- **Ensure adequate monitoring and evaluation and systematic efforts in ongoing projects to provide data on outcomes and impact.** In particular, these should include impact on livestock productivity and farm incomes and changes in pasture conditions.
- **Ensure close coordination with the World Bank-financed follow-on project to ensure consistency in approaches.** Some areas where consistency may be important are: key monitoring and evaluation indicators and approaches to measure them; impact assessment; guidance documents for activities related to community-based pasture management (e.g. social mobilization strategy, gender strategy, guidelines for pasture use and management plans). Participation in each other's supervision missions (between the Bank and IFAD) or at least regular contact and sharing of experience and key issues would be valuable.
- **Ensure adequate diagnostic poverty and gender analysis and sound targeting strategies in the design stage, and monitor the implementation of the strategies.** This is a broad recommendation presented to IFAD, in particular in cofinanced/co-designed projects. It is important that sufficient budget be allocated for IFAD's participation in design, supervision missions, mid-term review and project completion report preparation to ensure that issues of concern to IFAD are addressed and followed up, even in cofinanced projects supervised by another organization.

IFAD Management's response

1. Management welcomes the project performance assessment of the Agricultural Investments and Services Project (AISP), Kyrgyz Republic, which provides an in-depth evaluation and useful insights into the many complex nuances of the project context that will help the Near East, North Africa and Europe Division (NEN) and IFAD better understand the achievements and challenges of the AISP. Management notes with appreciation the close cooperation between IOE and NEN during the evaluation process.
2. In general, Management concurs with the findings and recommendations contained in the PPA report, and is pleased to note the positive assessment made by the PPA of the project's performance and its impact on project communities. The PPA captures well the significant and far-reaching contribution to the pasture governance reform made by the project, and the resulting outstanding impact on empowerment, and institutions and policies relating to the pasture reform. Also, the notable achievements registered in the area of zoonotic disease control resulting in remarkably reduced human brucellosis incidence are well analysed.
3. Management takes note of the shortcomings of the project in terms of attention to key issues of IFAD's concerns, in particular gender and targeting, that is a recurring issue in projects initiated and supervised by other institutions and cofinanced by IFAD.
4. As mentioned in the PPA, some of the key recommendations have already to some extent been addressed and incorporated into the design of the Livestock and Market Development Programme – Phase I (LMDP I) and Phase II (LMDP II), wherefore most recommendations reiterate the issues that would require particular attention in the implementation of these projects. Management find all recommendations pertinent and useful and agrees with all of them, and wishes to highlight two recommendations that are given high priority in implementation:
 - The recommendation to ensure adequate monitoring and evaluation (M&E) and systematic efforts in the ongoing projects to provide data on outcomes and impact, in particular impact on livestock productivity, farm incomes and changes in pasture conditions is highly relevant. While the benefits from the pasture reform may be self-evident to the pasture users and local communities, the continued political commitment and support for the new pasture management regime will be dependent on tangible evidence that the regime actually contributes to the development of the rural economy and the effective use and conservation of the country's pasture resources. In the same way, tangible evidence of the benefits of the implementation of the national animal disease control strategies and of the veterinary service will be determining for the prospects of public funding for - and sustainability of - the public goods aspects of animal health. Several initiatives are underway at the corporate level to assist projects with better M&E.
 - Also the recommendation to ensure close coordination with the World Bank-financed Pasture and Livestock Management Improvement Project, (PLIMP) to ensure consistency in approaches is highly relevant. The implementation of the LMDP I, LMDP II and the PLIMP as one coherent programme with national coverage in support of the pasture reform and animal disease control is of utmost importance for both the effectiveness of the projects and for the future sustainability of benefits.

Kyrgyz Republic

Agricultural Investments and Services Project

Project Performance Assessment

I. Objectives, methodology and process

1. **Background.** The Independent Office of Evaluation of IFAD (IOE) undertakes project performance assessments (PPAs) for a number of selected completed projects.¹ The Agricultural Investments and Services Project (AISP) in the Kyrgyz Republic was selected for a PPA based on a number of considerations, including the innovative approaches introduced under the project (i.e. introduction of the Pasture Law for decentralized pasture management), while also taking into consideration geographical/regional balance.
2. **Objectives and focus.** In general terms, the main objectives of PPAs are to:
(i) provide an independent assessment of the overall results of projects; and
(ii) generate lessons and recommendations for the design and implementation of on-going and future operations within the country. Amongst others, this PPA focused on selected key issues that emerged from desk review, including capacity and sustainability of community-based organizations as well as their support structures, sustainability, and gender equality and women's empowerment.
3. **Specific points to be noted for this PPA.** There are a couple of points that needed to be kept in mind specifically for this PPA. First, the project was initiated, cofinanced and supervised by the World Bank. Hence, the assessment of issues related to IFAD's specificity (e.g. targeting, gender) needed to take cognisance of this and look at the IFAD's role in integrating such issues. Second, there are three follow-on projects of AISP, one financed by the World Bank (Pasture and Livestock Improvement Project, PLIMP) and two financed by IFAD (Livestock and Market Development Project, LMDP and LMDP II), with each covering 2-3 *oblasts* (regions)² and altogether covering the whole country. Therefore, the PPA has also taken into consideration, as appropriate and to the extent feasible, the design of LMDP, especially in the eventual formulation of recommendations.
4. **Methodology.** The PPA follows the IFAD's Evaluation Policy,³ the IFAD/IOE Evaluation Manual⁴ and the Guidelines for project completion report validations (PCRVs)/PPAs.⁵ It adopts a set of internationally recognized evaluation criteria (annex V) and a six-point rating system (annex I, footnote a). Prior to the PPA mission, a desk review of available documents was undertaken.⁶ The project-related documents reviewed were mostly those produced by the World Bank, which was a cofinancier and a cooperating institution.
5. Prior to the mission, a small questionnaire-based survey with representatives of 90 Pasture Users Unions (PUUs, specifically, pasture committee or *jayit* committee which is an executive body of PUUs) was organized with collaboration from the project implementing agencies (hereinafter referred to as "PUU survey", see also annex VIII for more details). The PUU survey was intended to generate some indications on the project achievements and quantify beneficiaries' perception on the project, given the scarcity of such data in the available documents and recognizing the limit to the extent to which the PPA team could interact with PUU members in the field. During the PPA mission's field work, further primary data was

¹ The selection criteria for PPA include: (i) synergies with forthcoming or ongoing IOE evaluations; (ii) novel approaches; (iii) major information gaps in PCRs; and (iv) geographic balance.

² There are seven *oblasts* in the country.

³ <http://www.ifad.org/pub/policy/oe.pdf>.

⁴ http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf.

⁵ http://www.ifad.org/evaluation/process_methodology/doc/pr_completion.pdf. See annex IV for an extract from the guidelines, "Methodological note on project performance assessments".

⁶ See annex VII for bibliography.

collected to validate documented information. In addition to the PUU survey, key data collection methods included individual interviews and group discussions with beneficiaries (mixed or separate with different groups such as women, herders, veterinarians, etc.) and other key stakeholders in project sites, Bishkek and Rome. Telephone interviews were conducted with the former World Bank's task team leader and a consultant who were closely involved in the conceptualization of the project and implementation support from the Bank's side to gain their insights.

6. **Data availability and limitations.** There were weaknesses in the project monitoring and evaluation (M&E) and scarcity of data on results and impact as was also recognized in the implementation completion report (ICR) prepared by the World Bank. In general, there was lack of data beyond output-level and little systematic efforts to assess outcomes and impact. This is partly due to the absence of well-articulated theory of change and well-defined indicators, but the situation was even more confounded by repeated restructuring of the project (i.e. reformulated objectives, additional sets of interventions - see also paragraph 24, 50-51 and annex IX).
7. The ICR was prepared by the World Bank and therefore did not follow the standard IFAD outline for project completion reports. The quality of ICR was found to be satisfactory overall (see annex I) and this is also in line with the assessment by the Independent Evaluation Group (IEG) of the World Bank Group which undertook the ICR review. From IFAD's perspective, however, there was little information in the ICR on some key issues of its specific concern, in particular, gender and targeting.
8. For this PPA, data and information from different sources⁷ were reviewed, analyzed and triangulated to assess project performance and to obtain evidence or indications in support of (or not in support of) findings and conclusions in the ICR and other reports. Nonetheless, the limitations with data availability and reliability (especially for outcomes and impact) described above should be kept in mind.
9. **Process.** The PPA mission⁸ was undertaken from 11 to 23 May 2015. Following meetings with stakeholders in the capital (Bishkek), between 14 and 19 May 2015, the team visited three out of the seven *oblasts* in the country: Issyk-Kul, Naryn and Chuy, in the eastern and central-northern parts of the country. Issyk-Kul and Naryn are amongst the *oblasts* considered to be major livestock areas and it is also the two *oblasts* covered by LMDP. Chuy is one of the three *oblasts* covered by the follow-up project financed by the World Bank (hence, no follow-on activities yet after AISP completion, since PLIMP financed by the World Bank had not started). In the field, the team met with representatives of local government administration (*ayil okmutus* [AOs], typically covering 3-4 villages) and local councils (*ayil kenesh*), chairperson and members of pasture committees, pasture users (herders and animal owners), members of village health committees (often women), beneficiaries of community seed funds (CSFs, including those without livestock), state and private veterinarians, field staff from the Agency for Community Development and Investment (ARIS), etc. In total, the team met with various stakeholders and representatives from 11 AOs. See annex VI for the list of key people met and interviewed.
10. At the end of the mission, a meeting was organized for the PPA team to share its preliminary findings with Kyrgyz project stakeholders and IFAD. Following the mission, further analysis of the data and findings was conducted to prepare the draft PPA report. The draft report was first subjected to a peer review within IOE. It was thereafter shared with IFAD's Near East, North Africa and Europe Division and the Government of Kyrgyz Republic for comment before being finalized and published.

⁷ Including supervision mission aide memoires, mid-term review report, APIU records and reports, discussions in the field and interviews with key informants.

⁸ The mission consisted of Fumiko Nakai (lead evaluator, IOE) and Samuel Jutzi (IOE consultant).

II. The project

A. The project context

11. **Country context.**⁹ The Kyrgyz Republic is a mountainous¹⁰ and landlocked country with the population of 5.5 million and an area of 198,000 km² located in Central Asia, bordered by Kazakhstan, Uzbekistan, Tajikistan and China. In 2013, its gross domestic product (GDP) was the lowest and GDP per head was the second lowest (after Tajikistan) of the fifteen former Soviet Republics. Amongst the neighbouring countries, Russia and Kazakhstan are particularly important to the Kyrgyz Republic both as source of remittances from its close to one million migrant workers and as markets.¹¹ The recent decision of the Kyrgyz Government to join the Eurasian Customs Union will further strengthen this regional integration.
12. A parliamentary democracy has been evolving in the Kyrgyz Republic. In April 2010, the government was overthrown, followed by ethnic conflict particularly in the south in June 2010. Parliamentary and presidential elections followed in October 2010 and October 2011, respectively. According to the 2014 democracy index by the Economist Intelligence Unit (EIU),¹² the Kyrgyz Republic is ranked 95th of 167 countries, with the highest score among the five former Soviet Central Asian states.¹³
13. As a result of broad post-independence economic reforms, poverty in the Kyrgyz Republic declined significantly between 2000 and 2008. Official poverty estimates (based on expenditure per capita) decreased from 52 per cent of the population in 2000 to 41 per cent in 2003 and 32 per cent in 2009. However, political crises and instability since 2010 have negatively affected the economy, and poverty climbed back to 33 per cent in 2010 and 38 per cent in 2012. Those considered in extreme poverty rose by 2.2 percentage points to 5.3 per cent between 2009 and 2010, and then dropped slightly to 4.5 per cent in 2011. In 2012, the country's Human Development Index (HDI) score was 0.622, ranked 125th out of 187 countries.
14. Poverty is especially high in rural areas. The rural population includes three-quarters of the country's poor, who live mainly in remote and mountainous areas, where there are limited economic opportunities, infrastructure is poor and there is little or no access to markets and social and financial services. In addition to regional socio-economic disparities, there have been increasing inequalities between rural households also within the same locality.¹⁴ Vulnerability and wealth disparities in rural areas are often related to the size of animal holding. The poorest and the poorer may own no livestock or only small stocks and hardly any cattle or horse. Farmers in the middle range – many of them still poor – may own a small number of horses and cattle in addition to sheep and goats. Remittances from family members working in neighbouring countries such as Kazakhstan or Russia play an increasingly important role in supporting rural livelihoods.

⁹ Based mainly on the following sources: (i) Economic Intelligence Unit (EIU). 2015. Country Report - Kyrgyz Republic; (ii) World Bank 2006.

¹⁰ Ninety-four per cent of the land area is higher than 1,000m above sea level, 40 per cent above 3,000m above sea level.

¹¹ In 2011, Kazakhstan and Russia accounted for 11 and 13 per cent of the Kyrgyz Republic's exports respectively (EIU 2015).

¹² EIU 2015.

¹³ "The conduct of a reasonably free and noticeably fairer presidential election in late 2011, as well as the smooth handover of power between presidents and governments, bolstered the Kyrgyz Republic's image as the most democratically advanced country in the Central Asian region" (EIU 2015). The five former Soviet Central Asian countries are: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

¹⁴ For example, a detailed case study (Steimann, 2012) in two villages of the Naryn oblast showed significant diversity in animal ownership: 16.4 and 13 per cent of the surveyed households in each of the two villages surveyed had no or little livestock (less than 1.0 livestock unit (LSU), which is equal to 5 sheep/goats, 1 cow or 0.8 horses), whereas 2.5 and 3.1 per cent of the households in respective villages owned more than 70 LSU. A largest proportion of the households (55 and 41 per cent of the households in respective villages) owned between 1.1 and 10 LSU.

15. The Kyrgyz Republic is amongst the 55 countries listed by the Food and Agriculture Organization of the United Nations as "low-income food-deficit"¹⁵ in that it depends on imports to cover about one-quarter of its consumption requirements. Consequently, global food price movements are readily transmitted, rendering the country highly vulnerable to external shocks as it happened in 2008.
16. **Agricultural and livestock sector.** The contribution of agricultural sector to GDP has declined considerably in the past years (from 33 per cent in 2007 to 17.7 per cent in 2013), also due to negative impact of the 2010 political crisis, several droughts and a generally weak business environment. Still, the sector remains important for rural livelihoods. The livestock sub-sector provides roughly half the contribution of agriculture sector to overall GDP; this figure accounts only for the sub-sector's food, wool and hides & skin commodities, and it omits the important non-food functions and services of the sub-sector dominated by smallholders (i.e. farm assets, social safety net, animal power for transport of goods and people, and manure for crop fertilization and for fuel). Livestock productivity is low and there is great potential to improve this.
17. Poor animal health and the lack of an effective veterinary service are important factors limiting the development of the livestock sub-sector. Poor animal health not only negatively affects animal productivity, but also poses serious public health risks and limits the country's export potential. There are also serious concerns with respect to food quality.
18. **Pasture use and management.** Given the predominantly mountainous, high altitude geography of Kyrgyzstan with low forest cover (5 per cent of total area), native pasture management is the primary land use (87.3 per cent of agricultural land or 44 per cent of total are), with only 6.8 per cent of total land or 11.6 per cent of the agricultural land used for crop cultivation. Despite its importance for livestock production, watershed management and landscape, 49 per cent of total pasture land is reportedly degraded, in particular in the areas closer to villages.
19. Kyrgyz livestock owners have historically engaged in pastoral transhumance (i.e. seasonal migration of livestock and those who tend livestock between summer and winter pastures – see annex VII), taking advantage of the different types of pastures that are suitable for grazing at different times of the year. During the 1920s and 1930s, these livestock ownership and pasture use patterns changed dramatically as pasture land (and crop) management became exclusive responsibility of large state and cooperative farms (*sovkhos* and *kolkhos*).
20. After the Kyrgyz's independence in 1991, much of the crop land and livestock formerly controlled by *kolkhos* and *sovkhos* farms were distributed to their employees and dependants. The individualization of livestock holdings, which resulted in large numbers of households with small numbers of animals, tended to push grazing to local pastures year-round. Pasture land remained property of the state and was entrusted for its governance to regional, sub-regional and local government authorities, and such fragmentation of administrative responsibility provided ample opportunity to wealthy and influential farmers to acquire exclusive access rights (long-term lease contracts) for the most productive pasture areas and to thus exclude or marginalize small farmers and herders. This in turn led to reduced attention of the village community to the maintenance of vital pasture infrastructure (animal tracks, bridges, watering points). In general, winter pastures were over-grazed and severely degrading, while some summer pastures were under-grazed, leading to degeneration of pasture composition and quality.

¹⁵ Food and Agriculture Organization of the United Nations, <http://www.fao.org/countryprofiles/lifdc/en/> accessed June 2015.

21. The pasture governance reform - that had already been set in motion before the project and was supported by the project – sought to address these shortcomings in a comprehensive manner through decentralized community-based pasture management. The Pasture Law of 2009 represents a milestone that provides a legal basis for this. The Government's continued commitment to the implementation of this pasture reform is also reflected in the National Sustainable Development Strategy 2013-17.
22. **Changes and issues in the context.** The winter of 2007/08 – before the project was approved on the side of the World Bank - was the worst experienced in Kyrgyzstan for 44 years. The subsequent locust infestation, hail storms, lack of precipitation and spring frosts inflicted severe damage to the agriculture sector, which employs 65 percent of the country's workforce. This, combined with soaring food and fuel prices, and declining remittances resulting from the global economic slowdown contributed to a precarious food security situation for many vulnerable households in Kyrgyz Republic.¹⁶ Consequently, sizable additional financing for the project materialized from two sources in response to food price crisis: the World Bank and the European Union.
23. The year 2010 witnessed political instability and conflict. Protests that started in April 2010 ousted then president Bakiyev. This was followed by increasing ethnic tension and violence between Kyrgyz people and Uzbeks which escalated in June 2010, resulting in deaths and displacement, especially in the southern provinces of Osh and Jalalabad. These events affected the project implementation, including the delayed signing of additional financing from the European Union. Subsequently part of the European Union funding had to be reassigned to other activities to enable full disbursement before closure of the funding.

B. Project implementation

Project description

24. **Project objectives.** The original project objective statement was "**to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector**".¹⁷ The project was restructured four times (2008, 2010, 2011 and 2013) including two revisions of the project development objective as well. **The final reformulated project objectives** (as reflected in the amendment of the financing agreement by the World Bank in 2010) were to: (i) improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock and crop production by pasture users and smallholder farmers; and (ii) reduce the economic impact of the zoonotic disease burden in the human population. The revision of the objective was not processed at IFAD, but it should also be noted that: (a) the reformulation of objective was to *add* specific objectives to give visibility to what was expected from the additional financing; (b) the thrust of the original objective was maintained (as the first part of the reformulated objectives); and (c) there was no change to how the IFAD grant proceed was to be applied. See annex IX for a comparison of objectives and outcomes as laid out in the basic project documents of IFAD and the World Bank.
25. **Project area and target group.** The project was to cover all rural communities. According to the IFAD president's report and the grant agreement, the project was to "target poor segments of the population, specifically livestock and crop farmers,

¹⁶ Food and Agriculture Organization of the United Nations (FAO) in emergencies: <http://www.fao.org/emergencies/appeals/detail/en/c/149356/>.

¹⁷ According to the Project Appraisal Report (PAD) of the World Bank, IFAD's President's Report, and the IFAD project grant agreement. As higher level goals, the IFAD grant agreement provided that "the goals of the project are to provide capital investments, strengthen key support services, deliver appropriate know-how, facilitate and support effective and sustainable management of the Recipient's pasture resources, to: (i) improve pasture infrastructure and quality; (ii) expand access to farm and livestock support services; and (iii) increase livestock productivity". In fact, the way the goal was stated does not seem to be at the level higher than "project objectives". The second half of the goal statement is called "key outcome indicators" in the PAD.

herders and other poor pasture users." Such definition of the target group is found only in the IFAD documents and not in the project appraisal document (PAD) prepared by the World Bank.¹⁸ The IFAD president's report stated that the project would build on successful approach of the previous World Bank financed project (i.e. Village Investment Project), "which placed an emphasis on inclusion". Community-based institutions such as Pasture Users Unions (PUUs) and farmer *koshuuns* (FKs, farmer unions) were seen as key to empowering and generating benefits for IFAD's target group. The approach involved improved transparency of pasture resource allocation and thus exposed or limited any misappropriation of pasture land by wealthy members of the village. The community mobilization process was expected to "ensure that the needs and priorities of the poor and vulnerable households [would be] addressed in the extension programme."

26. **Project components.** The project was initially designed with the following **three components**: (i) **pasture management and improvement** (including support to organizations of pasture users, pasture infrastructure, legal, regulatory and institutional framework for community-based pasture management); (ii) **agricultural support services** (extension services, animal disease control and veterinary services); and (iii) **project management**. At the very onset of the project,¹⁹ in light of the food price crisis in 2008-09 the World Bank provided additional funding (US\$4 million) from its Global Food Crisis Response Programme. With this additional financing, **a new (fourth) component, "improvement of food security"**, was introduced. Further additional Euro 6.7 million was mobilized from the European Union Food Crisis Rapid Response Facility Trust Fund to support mainly the second component (for veterinary services) but also the first component to a limited extent (for pasture infrastructure).
27. **Timeframe.** The IFAD grant for AISP was approved by the Executive Board on 11 September 2008 for SDR 5.58 million. The project grant agreement was signed in January 2009 and the grant became effective on 1 July 2009. The project was completed on 30 September 2014 as per the grant agreement. As for the World Bank, two financing agreements (the second one for additional financing) had been signed on 20 June 2008 and become effective on 22 August 2008. The closing date was 30 June 2013.
28. **Implementation arrangements.** Overall project coordination and fiduciary management was the responsibility of the Agricultural Projects Implementation Unit (APIU) of the Ministry of Agriculture and Melioration (MOAM).²⁰ The ARIS²¹ was entrusted with mobilizing communities for the formation of pasture management and farmer extension groups. The project funds – from the World Bank and IFAD - were disbursed to two sets of special/designated accounts, one managed by APIU and the other by ARIS. Other key implementation partners included the following: Pasture Department of MOAM; State Veterinary Department (SVD); Rural Advisory Service (RAS, see footnote 29); Training Advisory and Innovation Center; and Public Union of Community Seed Funds.²²
29. **Supervision arrangements.** The World Bank, which also cofinanced the project, was appointed as a cooperating institution for IFAD and undertook the responsibilities for supervision of the project.²³ IFAD's country programme

¹⁸ Project documents by the World Bank and their financing agreements normally do not provide clear definitions of the target group as in the case of IFAD. The project development objective in the PAD (also used by IFAD for its grant agreement) referred to "farmers and herders", with an emphasis on livestock farmers.

¹⁹ The agreement for additional financing was signed on the same day as the original financing (June 2008).

²⁰ At the design stage, it was called Ministry of Agriculture, Water Resources, and Processing Industry (MAWRPI).

²¹ 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 (VIP) so that it would serve as a competent implementing agency.

²² Public Union of Community Seed Fund (also called the National Federation of Community Seed Funds) was formed in 2006, with the individual CSFs as members, to act as an overall body responsible for continued monitoring, operational support, liaison with donors, and promotion of the interests of the CSFs at the national level (AISP PAD).

²³ Cooperation Agreement between IFAD and IDA dated 14 January 2010.

manager (or IFAD consultant) participated in the mid-term review mission and some supervision/implementation support missions.

30. **Project financing data.** The original planned total cost at appraisal was US\$23.4 million (US\$21.5 million excluding the parallel financing by the Swiss Agency for Development and Cooperation, SDC). This included an International Development Association (IDA) grant of SDR5.7 million (equivalent to US\$9 million) and an IFAD grant (under Debt Sustainability Framework)²⁴ of SDR 5.58 million (equivalent to US\$9 million). With sizable additional financing in response to food price crisis, the actual total project cost was US\$33.1 million (including the support by SDC through parallel financing).

Table 1
Project budget and actual cost by financier (US\$)

	IFAD grant	IDA grant (original)	IDA grant (additional)	European Union grant	Government of the Kyrgyz Rep.	Beneficiaries, other income	Total
Budget							
Budget - appraisal	9 000 000	9 000 000			500 000	3 000 000	21 500 000*
Budget - additional financing			4 000 000	9 100 000			13 100 000
BUDGET TOTAL							34 600 000
Actual cost by component							
Pasture management and improvement	4 187 300	4 274 402		1 905 296	23 475	1 501 086	11 891 559
Agricultural support services	3 724 654	4 244 826		6 862 593	1 210 823	1 601	16 044 497
Food security			3 837 204		3 203	365	3 840 772
Project management**	679 404	327 422	24 294		6 285		1 037 405
ACTUAL TOTAL***	8 591 358	8 846 650	3 861 498	8 767 889	1 243 786	1 503 052	32 814 233
SDC (parallel funding) - actual							324 414
TOTAL WITH SDC							33 138 647

Source: APIU.

* Not including US\$1.9 million contribution by SDC in parallel financing as per initial plan.

** The different level of actual expenditures between IFAD and IDA grants was explained to be in part due to the lag in effectiveness and closing dates of these two grants and expenditure patterns during the project life.

*** The disbursement rate for the IFAD grant and two IDA grants was 100 per cent. The difference between the budget and actual expenditures in US dollar terms is due to fluctuation in the exchange rates between SDR and US dollar.

Implementation by component

31. **Component 1: Pasture management and improvement.** Though this component, the project was to foster integrated, equitable, socially and environmentally sustainable pasture use and management by devolving responsibility to the local level and applying a community-based approach to their management.
32. Under the subcomponent *Legal and Regulatory Reforms*, the project supported the process and activities for laying down the legislative and regulatory frameworks to advance the pasture reform, including: a new law "On Pastures" (also called "Pasture Law"), amendments to a number of laws (Customs Code, Administrative Code, etc.), pasture usage rules, international agreements with the Tajik Republic,

²⁴ At the time of design, the Kyrgyz Republic was classified as "red" under the debt sustainability framework, i.e. low debt sustainability, hence IFAD financing (as well as IDA financing) was provided as 100 per cent grant.

agreements between the Environment and Forestry Protection Agency and the Pasture Department, guidelines for development of pasture usage plans, pasture assessment, printing and distribution of pasture tickets, pasture demarcation between *ayil akmaks* (for 440 PUUs/pasture committees), etc.

33. The subcomponent *Capacity-Building for Community-Based Pasture Management* provided information and training to pasture users, local self-governments and the communities as a whole supported awareness. The project helped establishing 454 PUUs in all AOs with pasture resources in the country. PUU is defined as a community-based organization in the territory of a local self-government, which represents the interests of pasture users of corresponding administrative-territorial unit with regards to pasture use,²⁵ automatically including all pasture users in the area (instead of being an organization of self-selected members). The primary mechanism for ensuring social inclusion was focus group discussions conducted by ARIS, which was to help appropriate consideration of views and interests across diverse groups, including the poorer and the vulnerable. Through effective social mobilization work led by ARIS with extensive network of field staff,²⁶ most of these PUUs with pasture committees were in place already in the initial years of the project.²⁷ Various activities supported under the subcomponent included: training of community members on various topics (including one for preparing community pasture management plans, CPMPs); preparation, printing and dissemination of educational brochures;²⁸ roundtables and study tours between *rayons* and *oblasts* for experience exchange. According to the ICR, 23,000 people participated in trainings (over 1200 sessions), and 400 CPMPs were prepared, i.e. by 88 per cent of all PUUs established.
34. The sub-component *Community Pasture Investment Grants* included grant support to pasture committees for pasture infrastructure improvement (see table 1 for physical outputs). 452 pasture committees received 899 grants to implement 1,003 micro-projects for the total amount of KGS 271.2 million of which KGS 68.8 million was beneficiary contribution (in kind and in cash). The grant funds were disbursed in 2011 (KGS 200,000 or about US\$4,200 per PUU) and 2012 (KGS 250,000 per PUU) and most PUUs received two grants. The grant programme was accompanied by seminars, focus groups meetings, information campaigns and secondary groups meetings; training sessions were organized on monitoring, procurement, accounting and other related subjects for pasture committee members.

Table 2

Community pasture investment grants

Type of micro project	2011	2012	Total
Bridges rehabilitated (no of bridges)	316 (68 for walking, 248 for vehicles)	216 (46 for walking, 170 for vehicles)	532
Pasture roads rehabilitated	743 km	751 km	1 494 km
Watering points rehabilitated	136	107	243
Re-seeding of grass, fertilizing the pastures, etc. (no. of micro project)	19	33	52
Total no. of micro projects	522	481	1 003
Total cost (with beneficiary contribution)	KGS 124.6 million	KGS 146.7 million	KGS 271.3 million

Source: APIU.

²⁵ According to the Pasture Law 2009.

²⁶ Community Development Support Officers (CDSOs) working under regional specialists at *oblast* level. There were about 80 CDSO positions, with each CDSO covering about 3 *ayil aymaks*.

²⁷ The September 2009 supervision mission expressed its satisfaction with the work by ARIS and the significant progress achieved in social mobilization process within a short period of time. According to the aide memoire of the supervision mission from 15 March – 2 April 2010, by then, ARIS had nearly completed social mobilization and 445 PUUs had been established and registered covering 1,731 villages and over 3 million people.

²⁸ They were on "main pasture grasses", "effects of grazing on grasses", and on "pasture improvement techniques".

35. **Component 2: Agricultural support services.** The component aimed at improving farmers' access to relevant information and know-how (e.g. farm management and livestock related advisory advice, market information) and thereby strengthening their knowledge, understanding and adoption of sustainable and profitable practices. The scope of this component was substantially expanded by the additional European Union financing, specifically for veterinary services.
36. The subcomponent *Rural Advisory Services* was designed to "support, with annually declining funds, the final phase of institutional development of the Rural Advisory Services (RASs),²⁹ established with IFAD and SDC support under the Agricultural Support Services Project (ASSP)."³⁰ Technical assistance was to be provided for the reform of the regional RASs and for the conversion of the Advisory Training Center (ATC)³¹ into a national training institution. The project planned to establish FKs, which were to be provided, on an annually declining scale, grant funding for directly contracting extension services from RASs or other service providers according to their own extension needs.
37. According to the ICR, 458 FKs were organized with support from ARIS and these FKs contracted service providers using the grant funds provided by the project, delivering services to about 26,000 farmers. In addition, the special programme "Livestock and Pastures" organized 168 demonstration farms which conducted field days for 15,707 farmers. Under the special programme "rational soil use" (RSU), 252 demonstration sites were laid out for 1,457 field days showing RSU technology for 23,336 farmers.
38. The ICR reported that the subcomponent *Agricultural Market Information* supported the monthly edition of the "Bazar-Tamyry" magazine that included essential agriculture market information, but not much further information on this subcomponent was available nor perceptible during the PPA mission.
39. The design of the subcomponent *Community Fodder Seed Funds (CFSFs)* originated from CSFs that had been supported as a poverty alleviation initiatives piloted under the ASSP (see footnote 30). The aim of CSFs had been to provide quality seeds of different crops to village-level self-help groups, with recipients of seeds "repaying" in kind (i.e. seeds) to be provided in turn to other deserving farmers. These self-help groups eventually developed into CSFs as a legal entity registered with AOs. This subcomponent was to extend this model to forage crops for winter feeding of animals.
40. The project supported the establishment of 101 CFSFs (against the original plan for 100 according to PAD) with 1,754 farmer members, with the value of seeds procured totalling US\$245,443, mostly for spring barley. With the added component on food security with additional IDA funds, CSFs for food crops (see paragraphs 46-47) received much more support and financing compared to CFSFs (US\$ 3.25 million).
41. The scope of the subcomponent *Livestock and Veterinary Services* expanded substantially owing to the additional European Union financing. The project

²⁹ The origin of RASs was the Rural Advisory and Development Services Foundation (RADSF) which was established in 1998 as a non-governmental organization with support from IFAD, IDA and the Swiss Government. In 2001, RADSF was restructured and renamed Rural Advisory Service Foundation (RASf) and responsibility for service delivery was decentralized to the oblast level. In 2005-2006 the institution underwent further change, with the seven *oblast* RASs registering as autonomous public membership associations, each governed by a council. Initially entirely donor funded and with the revenue from paying clients averaging 4 per cent of expenses, the AISP design identified the need for further institutional reform that strengthens the system's responsiveness to its clients and its ability to generate revenue from its clients. The project was therefore intended to support this final phase of institutional development, with gradually declining external financial support and the cessation of donor funding for the RASs by the end of 2011. (AISP PAD).

³⁰ ASSP was cofinanced by the World Bank and IFAD. The project was approved in 1998 and after extensions, the eventual closing was 2007 for IFAD and 2008 for the Bank.

³¹ ATC was also originally borne out of RADSF and it was responsible for the development of training material and training of trainers. ATC was renamed as Training Advisory and Innovation Centre.

supported the drafting and consultation on relevant legislations,³² the preparation and implementation of control strategies for six priority animal and zoonotic diseases (*brucellosis*, *echinococcosis*, *rabies*, *anthrax*, *peste des petits ruminants*, and *foot-and-mouth disease*),³³ as well as the procurement of vaccines to implement these strategies. According to the ICR, about US\$2.1 million was spent on the purchase of vaccines, of which 46 per cent was for brucellosis.

42. The project also supported the institutional and capacity-building of private veterinarians and the public veterinary services. It facilitated the establishment of the Veterinary Chamber to support development of veterinary profession and private veterinarians. Equipment and materials were provided to 1,122 private veterinaries across the country, and so was training and consulting services to more than 1,000 of them.
43. Equipment and materials (e.g. refrigerators, generators, laboratory equipment) were provided to the State Veterinary Department (SVD) regional and rayon offices and the Kyrgyz Scientific Research Veterinary Institute amongst others. The national animal disease information system (NADIS) and the regional animal disease information system (RADIS) were established and implemented in all SVD structures for enabling disease monitoring nation-wide, supported by a large-scale communication campaign for public awareness of zoonotic diseases using various channels.
44. **Component 3: Project management.** The component financed staff costs, consultants, operating costs, technical assistance and training, M&E activities, etc. for coordination, monitoring and fiduciary functions of the APIU. Independent auditing firms annually conducted audits of the project financing activity. All tenders and procurement work were carried out according to the World Bank procedures. On a quarterly basis and by request of MOAM, the Ministry of Finance, and *Jogorku Kenesh* (parliament) received reports on the progress of the project.
45. **Component 4: Food security.** This new component was added with additional US\$4 million from IDA at the project onset in the wake of the global food price crisis which seriously affected Kyrgyzstan (thus no IFAD financing for this component). It was intended to support vulnerable farmers and raise productivity of farmers by providing high quality seeds of food crops and fertilizes.
46. Through 191 CSFs established with project support, seeds and fertilizers for wheat, barley and potatoes were provided (a total worth of US\$3.25 million), with 5,912 farmers (576 of which women) being the CSF beneficiaries. Support to CSF establishment and operations, procurement of seeds and fertilizer and monitoring of CSF performance was provided by the Public Union of Community Seed Fund.
47. Salient features of implementation arrangements for CSFs included the following.³⁴
 - (i) a CSF would be at AO or village level;
 - (ii) each CSF would consist of a Management Board and Audit Committee, each with three members to be elected by the members and with the chairperson being a respected member of the community;
 - (iii) members were to be from vulnerable groups engaged in farming activities (cereals and fodder crops) with no more than 5 ha of irrigated arable land or 10 ha of arable land (owned and/or leased); and
 - (iv) beneficiary farmers were

³² Including the Veterinary Law, the preparation of which was supported under AIPS, It was not passed during the project but was eventually passed in December 2014 with follow-up support by IFAD-financed LMDP.

³³ **Brucellosis** is a highly contagious, bacterial disease caused by ingestion of unpasteurized milk or undercooked meat from infected animals or close contact with their secretions; **echinococcosis** is a parasitic disease of tapeworms of the *Echinococcus* type; **rabies** is a viral disease that causes acute inflammation of the brain in humans and other warm-blooded animals; **anthrax** is an acute disease caused by the bacterium *Bacillus anthracis*. Most forms of the disease are lethal, and it affects mostly animals. It is not contagious but can be transmitted through contact or consumption of infected meat; **peste des petits ruminants** (PPR), also known as 'goat plague', is a viral disease of goats and sheep characterized by fever, sores in the mouth, diarrhea, pneumonia, and sometimes death; **foot-and-mouth disease** is an infectious viral disease that affects cloven-hoofed animals, including domestic and wild bovids. The virus causes a high fever for two or three days, followed by blisters inside the mouth and on the feet that may rupture and cause lameness.

³⁴ AISP PAD, Project Operational Manual (revised in November 2013).

to make a repayment (in grain) for the seeds received in amounts designated to maintain or increase the value of the initial supply of seeds. CSF members were provided with training.

48. In addition to CSFs, three programmes were run by the component: potato seeds for poor families (5,000 families supported in 508 villages with 200 tons of potato seeds); support to vulnerable women groups (>300 female headed families provided with vegetable seeds); and support to vulnerable families of labor migrants (provision of vegetable seeds and training to 1,490 families of labor migrants). A community based grain storage activity initially included in the component was not initiated and removed through project restructuring.
49. **Support from SDC (parallel financing).** Several twinning arrangements between SVD, Livestock and Pasture Research Institute, Training, Advisory and Innovation Centre and respective Swiss counterparts were financed by SDC. Reportedly, these contributed to the capacity-building and exchange of opinions. However, those programmes were curtailed, apparently due to the political turmoil in Kyrgyzstan in 2010, and due to SDC's strategic priority reorientation. Consequently, the actual contribution by SDC was less than the initial budget.

Key points

- The project design and supervision was led by the World Bank. The project was cofinanced by the World Bank, IFAD, the European Union and SDC (parallel financing).
- In light of the food price crisis of 2008, significant additional financing from the World Bank and the European Union (a total of US\$13.1 million, 38 per cent of the revised project budget) was mobilized. The former led to the introduction of a new component on food security and the latter served to significantly increase the project support to improve veterinary services and disease control (component 2).
- The project was restructured four times, including two revisions of the project development objectives to add – on top of the original objective - specific objectives in light of the additional financing. The revisions of the objectives were not formally processed at IFAD, but it should be noted the thrust of the original objective was maintained and there was no change to how the IFAD grant proceeds were to be applied.
- After the independence in 1991 following the Soviet era, the individualization of livestock holdings, which resulted in large number of households with small numbers of animals, coupled with fragmented administrative control over pastures, has concentrated grazing to local pastures year-round. As a result, remote pastures have become underutilized and the pasture near farms and settlements substantially degraded.
- The project covered both livestock and crop sectors, but support to the pasture governance reform and animal/zoonotic disease control were allocated with a bulk of project resources. The pasture governance reform sought to address deficiencies in the fragmented administrative responsibilities over pasture management that exacerbated the pasture conditions based on the decentralized community-based management approach.

III. Main evaluation findings

A. Project performance

50. The project objectives were revised twice, as formalized by the World Bank (see paragraph 24 and annex IX). These revisions were made basically to add specific objectives to the original objective statement (though somewhat reworded) in light of the additional financing (from IDA and European Union). Any of the original or reformulated project objectives, as well as outcomes and intermediate outcomes was not carefully formulated to articulate impact pathways and clearly demonstrate connections between building blocks of interventions and expected changes. The ICR review conducted by the World Bank's IEG commented that the original results matrix in the PAD did not clearly show the results chains that underpinned the project's proposed implementation programme and that furthermore, the matrix was not updated to reflect the different objectives. The indicators for project objectives and means of verification were largely inadequate for the purpose of measuring achievements.³⁵
51. As noted earlier, the revision of the project objective by the World Bank was not formally processed at IFAD. At the same time, the project restructuring nor the reformulation of the project objective processed by the World Bank had no implication on what IFAD was set out to support; the restructuring and the revision of the objective was mainly to cater for the expansion of the project scope and "additional" activities and not to drift away from the original design. Considering that: (i) the thrust of the original project objective ("to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector") was maintained throughout regardless of its revision; and (ii) there was no change to the scope of activities financed by IFAD grant, **the PPA uses the original project objective as a primary basis for assessment.**

Relevance

52. **Relevance of objectives.** While the objective statement was not well-articulated, overall the key elements therein and what they sought to achieve were in support of the country's needs, sectoral context and beneficiary needs. According to the PAD and IFAD's president's report, the AISP was in line with the Agrarian Policy Concept Paper of the Kyrgyz Republic to 2010 prepared by the Ministry of Agriculture, Water Resources and Processing Industry, which highlighted "the importance of introducing a more sustainable system of pasture management, of strengthening agricultural advisory and information services, and of improving veterinary service provision as priority tasks".³⁶ Particularly with regard to the livestock sector, the critical importance of pasture resources for the country, the need for tackling their severe degradation, as well as the need for improving animal disease control for improve livestock productivity and marketing and public health were amongst the well-recognized priorities.³⁷ These issues are of high importance to the rural population, whose livelihoods, to varied extent, depend on livestock and pastures. The majority of the rural households are small livestock owners³⁸ and the objective on institutional environment for more sustainable livestock production was very relevant to them as

³⁵ The indicators for project development objective were: (i) "improved pasture infrastructure and quality" as measured in terms of number of pasture committees with improved infrastructure (dropped during 2010 restructuring); (ii) "expanded access to farm and livestock support services" as measured in terms of the number of FKs that provided services to farmers (dropped during 2010 restructuring); (iii) "increased livestock productivity" (lambs surviving to age 4 months, milk yields; and (iv) "improved food supply for poor households in the programme area" (caloric food availability).

³⁶ AISP PAD paragraph 13.

³⁷ For example, World Bank 2006. Kyrgyz Republic: Livestock Sector Review: Embracing New Challenges.

³⁸ According to WFP 2012 (Food Security Assessment), 69 per cent of rural households owned some livestock. The World Bank's PAD for PLIMP (2014) indicated that 60 per cent of rural households own livestock. Most of livestock owners are small. According to the statistics from 2003, the average herd size per farm was 2.8 for cattle, 13.2 for sheep and goats, and 2.2 for horses, and the farms with less than 10 animals was 98 per cent for cattle, 57 per cent for sheep and goats, and 98 per cent for horses (Natstatcom, 2003 Livestock Census, cited from the WB's Livestock Sector Review 2007).

it also implied – as reflected in the project design – the intention to support more equitable access to pasture resources. It is important to note that improved access to and sustainable management of pasture resources are relevant also to non-livestock owners who may be amongst the poorer in rural areas, due to the role of secondary pasture use in their livelihoods (e.g. beekeeping, collection of herbs and berries).

53. IFAD has not had a country strategy for the Kyrgyz Republic but the objective and the key elements contained are fully in line with the Strategic Framework 2007-2010 operational at the time of AISP design. The project objective was in particular relevant to the Strategic Framework 2007-2010 in the areas of natural resources, improved agricultural technologies and effective production services, and local and national policy and programming processes.
54. **Relevance of design.** The first prominent feature of the project support was community-based pasture management. For this, AISP supported awareness-raising, inclusive social mobilization for establishing PUUs in every AO with pastures in the country (454 AOs in total), and empowerment of PUUs and pasture committee, along with a broad range of support for conducive environment (e.g. legislative framework, support for demarcating legal pasture boundaries, etc.). The grant support to cofinance micro-projects identified by the communities not only improved physical conditions of critical pasture infrastructure and improved access to distant (summer) pastures but also pushed and accompanied the empowerment process by providing opportunities for PUUs to see concrete benefits of the new pasture management institutional arrangements and to manage their own affairs and funds. Hence, these project design features were highly relevant, first in terms of promoting community-based pasture management, and second, in terms of enhancing the likelihoods of making pasture use and management practices more sustainable and equitable
55. The second prominent feature of the project was animal disease control. The project design elements in this area – including support to the legislative framework, the establishment of the Veterinary Chamber, the preparation and implementation of main animal disease control strategies coupled with veterinary professional development with support to private veterinarians – were also highly relevant.
56. The implementation arrangements were conducive and were a key factor for satisfactory project implementation performance. APIU has been staffed with competent personnel and ARIS, as a reputable organization with substantial experience in community mobilization and development, is also highly competent. The project facilitated participation of relevant technical agencies by supporting them with consultants working with them. As noted by the ICR, this was challenging given the administrative and staffing constraints in these government agencies but it helped ensure strong support of national and local level government and a consistent approach across the country, and helped build capacity in these institutions for their operations beyond the project.
57. Despite overall high relevance of the main design features, there were a couple of weaknesses in the design. First, institutional support to RASs coupled with grants to FKs (on a declining basis) to directly contract advisory service providers was not based on a realistic assessment. The ICR indicated that the majority of FKs (90 per cent) were expected to cease their operations after the project. It is worthwhile noting that the Technical Review Committee (TRC) of IFAD³⁹ had expressed concerns on this issue during the draft design review, projecting the likelihoods of reduced demand for services after subsidies are withdrawn.⁴⁰ According to the ICR, the original idea was to pilot the FK-model in selected areas

³⁹ TRC's role was to review and advise on the draft project design (normally prior to appraisal).

⁴⁰ TRC Panel report (TRC on 26 July 2007) and the Reviewers Recommendations Note.

to study farmers interest in such unions. However due to a delayed start-up of this activity, a decision was made to organize FKs on a nationwide basis from the start.

58. Second, in particular from IFAD's perspective, there was lack of clarity in the definition of the target group and targeting strategies. This was another key issue raised by the TRC on the draft design document. An example that indicates such lack of clarity is the project support for CSFs/CFSFs. The project was to extend the CSF model with food crops that had been implemented under an earlier project and seen as effective for poverty reduction to *fodder crops* (CFSF). The relevant section in the project operational manual mixes two types of CSFs and discusses them in the same manner, stating that beneficiaries would be from vulnerable groups. However, the target group for two types of CSFs were likely to be different, as the poor and vulnerable, who may have few or no livestock and/or have a small plot, are more likely to value access to improved food crop seeds than fodder crops. Support for CSF food crops in AISP was added only later with additional financing from the World Bank (the fourth project component). At the same time, it should also be recognized that the approach taken for the pasture governance reform and associated community mobilization was overall highly participatory, inclusive and empowering for small animal owners and was designed to redress inequality in access to pastures, even if it may not have been presented and articulated as part of a clear targeting strategy.
59. **Overall assessment of relevance.** Taking into account overall high relevance of objectives and design but with some weaknesses, relevance is rated as satisfactory (5). The ICR review by IEG assessed that the relevance of objectives and design (with regard to the both original and restructured objectives) as substantial. The rating by IFAD's Programme Management Department (PMD) self-assessment was also satisfactory (5).

Effectiveness

60. Project effectiveness is assessed by examining to what extent the intended project objectives were achieved at the time of evaluation. For the purpose of this PPA, the following objective statement is used as a basis: **"to improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock and crop production by pasture users and smallholder farmers."**⁴¹ This is dissected into two parts, livestock and crop, as presented in the following.

Objective part 1: Improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock production by pasture users and small farmers

61. In terms of what the project intended to achieve and the resource allocation, this objective part carried much more weight in the project than the second objective part. For a systematic assessment of the project achievements, this first part of the objective is further dissected into two elements: (i) improve the institutional environment; and (ii) improve the infrastructure (environment).
62. **Institutional environment for livestock production.** This involves institutional environment for pasture management, veterinary and advisory services. Firstly, for pasture management, the project effectively set up the foundation for the nationwide implementation of a fundamental reform of the vast pasture land governance. It facilitated the development and adoption of the *Law on Pastures* (or "Pasture Law", on 26 January 2009) by raising the awareness of decision makers, and recommended complementary legal and regulatory reforms, strategies,

⁴¹ This objective statement is as was stated in the results framework in the PAD and the logical framework in the IFAD president's report and maintained in the process of revision of the objectives by the World Bank. It differs slightly from how it was presented in the PAD text and the IFAD president's report ("to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector") in that it did not have an emphasis on the livestock sector.

institutional reforms and guidelines for enabling the reform implementation. The "Programme of pasture farming in the Kyrgyz Republic" (2012-2015) was approved by the Kyrgyz Government resolution #89 dated February 2012.

63. Key features of the new pasture governance arrangements included: (i) transfer of the authority for pasture land management from regional (*oblast*) and district (*rayon*) administrations to local self-government bodies at local AO level; (ii) delegation of pasture land management authority from local self-government bodies to PUUs and their executives established as pasture committees; (iii) more equitable access to pastures through broad-based representation in PUU general assemblies, in particular benefiting small livestock owners; (iv) preparation of CPMPs by pasture committees; (v) a shift from area-based to headage-based (based on animal numbers owned by farmers) pasture usage rights (pasture tickets issued to herders), helping to align stocking rates with pasture carrying capacity; and (vi) setting of pasture fees by pasture committees aimed at covering their operating and investment costs. There was some groundwork for the reform prior to the project, but the elaboration and operationalization of all of these were effectively supported by the project to a great extent and in a comprehensive manner.
64. The project funded social mobilization (through ARIS) as a basis for the establishment of a PUU for every AO which has pastures under its jurisdiction (454 in total), thereby putting in place governance arrangements across the entire nation at the local level. The project also helped prepare pasture boundary demarcation guidelines in cooperation with *Gosregister*⁴² and related agencies. The demarcation of pasture boundaries formally established the legal basis for the operation of the PUUs (implementation of CPMPs).
65. The project thus made significant progress in improving the institutional framework for reforming the governance of the country's vast pasture land, not only in legal and regulatory terms, but also in successfully helping Government and rural communities to set up the necessary institutional elements (PUUs, pasture committees) for the nation-wide implementation of the reform. The project has contributed to putting in place a fundamental basis for more equitable and sustainable pasture use and management through inclusive social mobilization, capacity-building of pasture users and better planning.
66. Secondly, with respect to animal disease control, the project has undertaken major efforts, in the legal/regulatory, institutional and the technical dimensions, to strengthen both the public (state) and private veterinary services and to clarify their respective roles. The project helped prepare national control strategies for six important animal diseases (see paragraph 41) with the four of these being diseases also affecting humans (*zoonoses*). The project supported their implementation by, *inter alia*, cofinancing the purchase of vaccines and drugs, capacity-building of over 1,000 private veterinarians performing the vaccination and treatment campaigns (also see paragraph 41-43). The additional European Union support allowed the up-scaling of the Brucellosis Control Programme to the national level with well-documented impact both on the animal and human side (see paragraph 96). The project also helped establish the Veterinary Chamber which is tasked with the regulation and ultimately with the licensing of private veterinarians.
67. The project also supported rural advisory services – not only on crop production but also on animal husbandry - through Farmers Field Schools and Special Programmes, as well as the establishment and support (through grants) of FKs which were expected to procure services for farmers. Most FKs are reported to have ceased operating after project closure.

⁴² *Gosregister* was responsible for *inter alia* registering the overall boundaries of pastures, surveying and preparation of all individual parcels of pasture land to be leased, registering leases.

68. In summary, important progress was made in strengthening institutional environment for improved operations of the national veterinary system (Veterinary Chamber,⁴³ private veterinarians associations, disease control strategies, etc.), but the achievements fell short of the intention.⁴⁴ The country's veterinary services (both public and private) still lack necessary strength and mandate clarity, Government commitment in animal and zoonotic disease control is insufficient for sustainably containing important diseases, and rural advisory and input services for both livestock and crop production are generally still weak. Such technical and institutional deficiencies reduce the opportunities of the livestock sector to achieve potential productivity and profitability.
69. **Infrastructure environment for livestock production.** The intention of "infrastructure environment" - the wording used in the objectives statement - is not clear and mere infrastructure could be simply at "output" level. Here, the assessment is made in terms of improved access to pasture resources by pasture users based on improved infrastructure (also broadly including the issue of sustainability, operations and maintenance).
70. In cooperation with the Pasture Department of MOAM, the project helped prepare community pasture management planning guidelines. CPMPs, prepared by all pasture committees and approved by the local authorities (*Ayil Okmutu / Ayil Kenesh*), were the condition for pasture committees to apply for small grants for pasture infrastructure improvements. Focuses of these investments were in particular spring/autumn ("intensive") and summer ("distant") pastures. The bridge, road and water point infrastructure of intensive and summer pastures across the country had suffered from significant neglect since independence, not least due to ineffective pasture land governance, i.e. pasture lease contracts issued by *oblast* (summer pastures) and *rayon* (intensive pastures) authorities, largely benefiting big herders and animal owners.
71. The 2009 Pasture Law delegated the authority for pasture governance to the local communities in a comprehensive manner. Significant beneficiary contributions to infrastructural investments, a steady increase of pasture fees collected (from KGS 33 million in 2010 to KGS 130 million in 2014) and full self-financing of some infrastructure rehabilitation after the grant support from the project are a clear indication of their empowerment and sense of ownership. According to the PUU survey, 52 per cent of the pasture committee/PUU representatives interviewed indicated that in their respective PUUs the majority of pasture users pay, and 30 per cent indicated that all pasture users pay. An estimated 430,000 ha of intensive and summer pastures were made accessible by the infrastructural investments through micro-projects for about 1 million pasture users through over 450 PUUs (exceeding the appraisal target of 350 PUUs). According to the PUU survey conducted in the context of this PPA, two thirds of the pasture committee/PUU representatives interviewed indicated that the use of intermediate and distant pasture use has improved significantly and one third indicating "small improvement" (annex VIII, figure 3). There was only one PUU that indicated no change in the use of intermediate (spring/autumn) and distant (summer) pasture use. The increased availability of pasture resources during spring, summer and autumn, and consequently the reduced grazing pressure on near-village (or winter pastures) are almost certain to have had positive effects on animal productivity as well as on individual herd/flock sizes (see paragraph 98).

⁴³ "The establishment of the Veterinary Chamber for the accreditation and professional development of veterinarians is an important Project achievement but the Law on Licencing will need to be reformed before responsibility for licencing can be transferred to the Chamber" (AISP 2013 supervision mission aide-memoire).

⁴⁴ In terms of the intention of the planned project support for livestock and veterinary services, PAD indicated that animal health services would be supported through "several measures, centered on regulatory and institutional reforms that foster a clear distinction in their respective roles and functions of public and the private veterinary service provides and effective collaboration between them."

72. Based on the above, the achievement of this first part of the objective is considered to be high.

Objective part 2: Improve the institutional environment for more productive, profitable and sustainable crop production by smallholder farmers

73. The project was intended to support the development and delivery of agricultural support services to assist farmers. FKs (membership-based groups of farmers interested in service provision and receiving grants from the project to procure advisory services from RAS and other providers on a competitive basis) were organized in all AOs across the country and were expected to identify priorities of community needs in consulting services. However, after the project, most FKs reportedly ceased operating – an indication of insufficient profit opportunities or alternatively of insufficient farmer demand for such services.
74. The project set up 101 CFSFs and 191 CSFs (the latter under the added component funded only by the World Bank) which were expected to inject new and improved plant germplasm in crop production; a majority of these institutions is reported to continue operating after the project closure (74 per cent according to the ICR), thus providing some indication of sustainability. But a long-term vision for and institutional role of CSFs/CFSFs (also that of Public Union of Community Seed Fund), if any, in supporting the poor farmers for productive, profitable and sustainable crop production is not entirely clear without an injection of inputs (improved seeds and fertilizer) from externally funded projects and after recycling of seeds over generations. In a short term, however, while the overall quantities of seed produced and fertilizers used are modest and the number of farmers involved is not very high, their contribution to crop genetic diversity and improvement is noteworthy.
75. FKs' activities during the project operations may have had the benefit of increasing the awareness of farmers of the presence of private service providers, but with uncertainty with their institutional sustainability, limited outreach of CSFs and lack of clarity of their institutional mandate, the progress towards this objective was rather limited. At the same time, it is noted that the project activities and resources related to this objective carried much less weight compared to the first objective part.
76. **Overall assessment of effectiveness.** The truly outstanding achievement of AISP is the significant advance made with the fundamental national pasture reform involving the devolution of the pasture land governance from the state to the local communities (pasture users) across the entire country, in line with the first part of the objective. The necessary policy/institutional, regulatory, legal and strategic conditions for this process were put in place effectively, and are likely to provide a firm foundation for the consolidation and strengthening of this process. The results of the PUU survey (annex VIII) demonstrate a significant sense of ownership of the achievements made by the target population in this process and the willingness to secure this achievement. Zoonotic disease control has also produced notable results including a substantial reduction in animal and human brucellosis incidence, and important progress was made in strengthening institutional environment for veterinary services, although not to the expected extent. Taking into consideration the significance of project achievements related to the pasture reform (major part of the project objectives) and veterinary services but also some weaknesses (institutional aspect of veterinary services and crop production), the overall assessment of effectiveness of project objective achievement is rated as satisfactory (5). The same rating was given by the PMD self-assessment.

77. The IEG's assessed the average achievement of objectives ("efficacy") as "substantial"⁴⁵ based on the three "core elements" of the objectives⁴⁶ derived from both the original and reformulated objectives.

Efficiency

78. Efficiency is a measure of how economically resources and inputs (funds, expertise, time, etc.) are converted into results. Here, this criterion will be looked at in the following aspects: (i) timeliness and process; (ii) cost of providing project services; (iii) unit cost of infrastructure; and (iv) benefits generated.
79. **Time dimension.** The key milestones for the projects/grants (IDA and IFAD) were as follows:

Table 3

Key dates for IDA and IFAD grants

	<i>Approval</i>	<i>Financing agreement signing</i>	<i>Effectiveness</i>	<i>Completion</i>	<i>Closing</i>
IDA (two grants)	29/04/2008	20/06/2008	22/08/2008	Not available	30/06/2013
IFAD	11/09/2008	29/01/2009	01/07/2009	30/09/2014	31/03/2015

Source: World Bank, IFAD.

80. The IFAD grant became effective 10 months after its approval and five months after the signing of the financing agreement. These are comparable to the average for the loans/grants approved between 2004-2008 in the countries in Central Europe and Central Asia.⁴⁷ In any case, these may not be very meaningful indicators given that the IDA grant was already effective and was already financing the project activities before the IFAD grant was approved. The disbursement rates of the IFAD grant remained notably higher than the expected disbursement rates over the project life.⁴⁸ The disbursement rate as of February 2013 was already 93 per cent in February 2013, within less than 4 years after the effectiveness and almost 18 months before the scheduled completion date. Such satisfactory disbursement performance was despite political instability during 2010.
81. **Project management cost.** According to the financial data obtained from APIU, the expenditures under the project management cost was very low at 3.16 per cent of the total project cost, while this was even lower at 2.6 per cent in the budget at design. This could be partly because the ARIS costs were budgeted and expended under other components although some of these costs could be considered to be for project management and administration.⁴⁹
82. **Cost of pasture infrastructure.** The average cost for a micro-project was about US\$4,900, of which about 25 per cent was beneficiary contribution. Based on the APIU record, the average cost for 1 km of road rehabilitation (about one third of the micro-projects) was about US\$1,150. Although it is difficult to make a comparison due to many diverse factors (types, conditions, access to sites, etc.),

⁴⁵ "...in terms of the extent to which the original and restructured objectives were achieved, the average achievement was substantial" (ICR review by IEG). The ratings are provided on a 4-point scale: high, substantial, modest and negligible.

⁴⁶ They were: (i) more productive, profitable and sustainable crop and livestock production (relevant to the original and restructured objectives) – *modest*, mainly based on lack of data on the aspects of profitability and sustainability despite the evidence on improved productivity; (ii) reduced instability of food prices and improved food security (relevant to the original and restructured objectives) - *substantial*; and (iii) reduction in zoonotic diseases such as brucellosis in the human population - through improvement in veterinary services (relevant to the restructured objective) - *substantial*.

⁴⁷ Armenia, Azerbaijan, Georgia, Moldova, Kyrgyzstan and Moldova (9 projects).

⁴⁸ According to the portfolio review reports.

⁴⁹ In the follow-on project financed by IDA, the project management component finances APIU project management as well as ARIS project management and the component budget is 11 per cent of the total project cost. In LMDP and LMDPII financed by IFAD, ARIS costs are mostly – if not entirely – budgeted under technical components and the budget for project management component is 5 and 2.3 per cent of the total project cost, respectively.

this appears to be extremely low by any standard – but then, this could also be a reflection of rather rudimentary and simple types of works performed, with possible implications on the need for maintenance in the future. Indeed, demand for machinery and equipment to allow them to perform simple works and for better maintenance of infrastructure is high and consistent in many pasture communities met by the PPA team.

83. **Benefits.** An economic and financial analysis (EFA) was carried out for the ICR for the following three major project investments: pasture improvement, brucellosis control, and rural advisory services. For pasture improvement, key assumptions in the "with-project" scenario that were revised at the ICR stage based on actual data were related to investments in pasture infrastructure providing access to larger pasture areas (an increase of 4.84 per cent instead of 20 per cent assumed in design), which would have resulted in reduced stocking rates (2.39 LSU/ha with-project in year 5 compared to 2.46 LSU/ha without project) and consequently better livestock productivity (1.5 per cent and 4.5 per cent increase for meat and milk production respectively).⁵⁰ The EFA at the ICR estimated that with an incremental gross margin per hectare of pasture area of US\$3, over 20 years, the project would generate an economic internal rate of return (EIRR) of 143 per cent (against the appraisal estimate of 171 per cent) with (economic) cost/benefit ratio of 20 (against the appraisal estimate of 32). Both the appraisal and the ICR estimates seem to be on the high side, also compared to the EFA results of the follow-on projects LMDP and PLIMP, which make investments in a similar set of activities.⁵¹ While high returns from improved livestock productivity resulting from relatively small investments in pasture infrastructure with better organized pasture use and management is plausible, there may be underestimation or overestimation of assumed incremental change in key parameters, costs or benefits.⁵²
84. With regard to the Brucellosis Control Programme, the EFA carried out for the ICR generated an EIRR of 69 per cent and financial net incremental benefits of US\$38 per farm. The main factors included in the consideration were higher livestock productivity (reduced mortality and higher birthing rate) and reduced incidence in humans resulting in reduced treatment and care costs and losses from labour due to illness. Based on the evidence indicating that brucellosis incidence in humans reduced substantially (see paragraph 96), it is highly likely that the programme had very positive financial and economic returns.
85. The ICR's EFA on the project investment in rural advisory services estimated the EIRR of 118 per cent (compared to the appraisal estimate of 195 per cent), financial net incremental benefits of US\$61 per farm in the south (compared to US\$121 at appraisal) and US\$132 per farm in the north (compared to US\$226 at appraisal). Net incremental benefits were generated primarily through extension advice and training to farmers which resulted in higher crop and livestock yields, but the ICR explained that its estimates were lower due to lower crop yields than

⁵⁰ The livestock stocking rates were assumed at appraisal stage were lower (1.67 LSU/ha in the with-project scenario in year 5 compared to 2.19 LSU/ha without project). The figures were revised upward at the ICR stage because the increase in additional pastures resulting from pasture infrastructure improvement was less than initially envisaged (4.84 per cent actual compared to 20 per cent assumed at appraisal) and the livestock number growth was higher (4.51 per cent compared to estimated 3 per cent).

⁵¹ For LMDP and LMDPII, an EFA was conducted for CPMP implementation with the results of EIRR of 28 and 26 per cent, respectively. The EIRR for PLIMP was calculated as 52.4 per cent.

⁵² For example, the growth in livestock population was assumed at the same level with and without project (both with 4.51 per cent increase in year 5 from year 0). Interaction with farmers in the field indicated that in general the herd size increased due to better access to intermediate and distant pastures (and improved veterinary services). There could therefore be an argument that livestock population growth may have been less *without* project compared to *with-project* scenario as farmers are aware of limited capacity of pasture resources to feed animals – in terms of the area and quality.

was estimated at appraisal.⁵³ The analysis was based on the number of clients served under the component 2 (rural advisory services), i.e., 43,717 farmers covering the total area of 170,000 ha or 14 per cent of the national arable land. There may be some uncertainties with the data on incremental changes in yields in crop, milk and lambing/calving rates, as well as the extent to which the farmers "covered" under the component actually adopted and achieved improved productivity.

86. **Overall assessment.** The ICR review by the IEG indicated that "while the indicators of efficiency for this the project presented in the ICR are very satisfactory, there are too many doubts about the veracity of the data to conclude that the project's efficiency was more than modest". The PPA agrees with IEG in terms of "doubts about the veracity of the data", although high returns for improved pasture management and brucellosis control are plausible. There are other indications that indicate high efficiency overall (implementation period, pace of disbursement and implementation, project management cost, etc.). Taking these into consideration, the PPA rating is provided as moderately satisfactory (4). The PMD self-assessment provided the same rating (4).

B. Rural poverty impact

87. Impact, or the changes that have occurred as a result of the project (whether positive or negative, direct or indirect, intended or unintended) in terms of rural poverty is assessed for the following five domains: (i) household income and assets; (ii) human and social capital and empowerment; (iii) food security and agricultural productivity; (iv) natural resources, the environment and climate change; and (v) institutions and policies.
88. The project had a rather weak M&E (also see paragraph 6) and there was no comprehensive impact assessment undertaken. This section is mainly based on triangulation of data and information in the ICR, a matrix on key results produced by APIU, further indications gathered through the PUU survey (annex VIII), and through the field visits undertaken by the PPA team.
89. **Household income and assets.** There is little empirical data generated by the project on actual changes in household income and assets. At the same time, it should also be recognized that there was no element in the project development objectives nor any indicators in the results matrix (used by the World Bank) directly associated with this impact domain.
90. Economic and financial analysis undertaken for ICR showed incremental gross margin per farm from all three sets of project interventions: pasture management, brucellosis control and rural advisory services (see sub-section on efficiency in section III.A.), although at lower level than had been envisaged at appraisal. The calculation was based on a combination of existing data either from the project or available at national level (e.g. additional pasture areas, livestock numbers, reduction in animal and human disease incidences, crop productivity) and assumptions on how different inputs were translated into productivity increase and gross margin increase, or less income losses due to less likelihood of people falling sick.
91. Based on the PPA's work, such scenarios presented in economic and financial analysis are highly plausible, even if there are quite a number of assumptions involved. In fact, the PPA team's discussions with rural community members indicated that it is very likely that the project had positive impact on household income and assets due to a combination of improved and more equal access to pastures and improved animal disease control both leading to increased livestock

⁵³ At appraisal, the following assumptions on increases in productivity were used: 10 per cent yield increase for crops, 5 per cent for milk, and 2 per cent in lambing and calving rates. The ICR used actual crop yields based on the National Statistics Agency data.

assets and livestock productivity. Less financial burden on household budget owing to better human health (i.e. less incidence of brucellosis) is a straightforward case. There were also testimonies from the beneficiaries of CSF – that were mostly targeted at the vulnerable segment of community members - with regard to improved crop productivity contributed to increased incomes. While the number of farmers involved and the quantities of the seed produced and distributed were not very large, the impact of this programme on the welfare of the target families was reportedly substantial.

92. PMD self-assessment did not provide a rating for this impact domain due to lack of information in the ICR. Nonetheless, in view of high plausibility of positive impact on household incomes and assets also based on the PPA's field work, but at the same time reflecting on the uncertainty with regard to the *extent* of change, PPA rates this impact domain as moderately satisfactory (4).
93. **Human and social capital and empowerment.** The decisive feature of the pasture reform implemented with project support is the decentralization of pasture land governance responsibility from the state (*oblast* and *rayon*) to the local authorities (local self-government bodies at AO level), and the delegation of that responsibility to the pasture users. There are now community-level organizations, PUUs with pasture committees (454 in total), which coordinate pasture management planning processes, set the amount of pasture fees for different types of animals, issue "pasture tickets" to herders, collect pasture fees, manage the budget and accounts and follow up on the implementation of CPMPs, etc. Social mobilization and capacity-building activities underlying this pasture reform with a focus on equality are all certain to have set in motion a vigorous and irreversible process.
94. It is important to underline the inclusive nature of the pasture reform and its contribution to reducing the inequality and lack of transparency in terms of access to pastures for animal owners and herders. For example, the PUU survey and the PPA team's interaction in the field showed that small livestock owners are well-represented in pasture committees, also due to the inclusive social mobilization process supported by ARIS (see also paragraphs 33, 63-65). According to the PUU survey, even though the patterns are varied in each committee, 43 per cent of the pasture committee members in the surveyed PUUs had less than 10 animal units, compared to 34 per cent with more than 30 animal units (the remainder supposedly falling in between). During the PPA team's field visits, it was also noted that grazing of animals of small livestock owners in intermediate and distant pastures (undertaken by herders) are now better organized through pasture committees. Earlier, there was no mechanism to assist small livestock owners in this regard and they just tended to keep their animals near villages, with negative impact on the condition of near-village pastures, as well as animal nutrition.
95. A broad-based support and buy-in for community-based pasture management by different types and sizes of pasture users are evident from data such as: (i) a sharp increase of pasture fees collected (four-fold increase from KGS 33 million in 2010 to KGS 130 million in 2014); and (ii) the PUU survey indicating that in over 80 per cent of the PUUs interviewed, the majority or all pasture users pay pasture tickets. There are high likelihoods that the bottom-up drive which supports the national pasture reform would be there to remain.
96. The project has invested heavily in setting up the necessary institutional and technical conditions for fighting against animal and zoonotic diseases with a strong emphasis on four priority animal diseases which also affect humans. The significant progress, for example, in the control of animal and human brucellosis and the advances made in the treatment and identification of dogs in the context of echinococcosis control, contribute both to improved animal and human health as well as to community awareness of health risk management opportunities. An

almost four-fold reduction in brucellosis incidence in humans was recorded from 4,405 cases in 2011 to 1,139 in 2013.

97. The project achievements in enhancing equality in access to pastures and in pasture users' participation in decision-making around pasture resource allocation and management are highly significant, in contrast to the situation before the project and the Pasture Law where influential large livestock owners had principally exclusive access to the most productive pastures and marginalized others (see paragraph 20). Well-represented pasture committees and strong buy-in and ownership indicated by increasing pasture fees collection demonstrate the project contributions to strengthening community-based organizations. Considering the highly positive results and impact achieved on building social capital, empowerment, inclusiveness and human health, the project is rated as highly satisfactory (6) for this impact domain.
98. **Food security and agricultural productivity.** The ICR reported that according to MOAM, lamb survival rate to age 4 months increased to 89 per cent from the baseline of 80 per cent and that cow milk yield increased to 1,960 kg/lactation from the baseline of 1,800 kg/lactation. Given that these figures were provided without any indication on flock/herd characteristics and in absence of a careful assessment of the project's impact, it is not certain to which extent such effects are attributable to the project activities or could be compared to counterfactuals. Nonetheless, the PPA team's interaction with pasture users in the field indicated that there was shared view amongst the farmers that livestock productivity has indeed increased due to better animal health and better access to pastures. This is certainly plausible considering improved and more equal access to pasture resources, as well as improved animal health.
99. The impact of the project activities in the crop sector on food security and agricultural productivity is less clear. The ICR noted that "thanks to the project activities on development of agricultural support services and expanding the access to update knowledge for farmers, the crop productivity of several thousand farmers was increased", but there is no reliable quantitative or qualitative data to support such statement therein. The ICR also reported that the calorific food availability for 8,650 CSF member farmers and poor families that received support from the project increased by 46 per cent, and yields of various crops including spring and winter wheat, barley, potato, etc. received by CSF members were higher than those who are not members of CSF and the national average provided by the Statistical Agency.⁵⁴ It is not surprising if those poor households that received improved inputs were actually able to improve their household food security - at least in a short term. But it is not clear to what extent such effects on food security and crop productivity have been or could be sustained by the same households in the following years. The project seems to have recorded the data on yields by farmers only in the year when the inputs were provided to them.
100. The project impact on food security and agricultural productivity is rated moderately satisfactory (4).
101. **Natural resources, the environment and climate change.** The main purpose of CPMPs is to facilitate rational use of all pasture land available to PUUs and to achieve a balance between carrying capacity of pastures and stocking rates to apply. However, so far, pasture users and CPMPs have tended to focus on pasture infrastructure improvement for access to larger pasture areas, with limited perspective and efforts for pasture quality improvement. The project support for pasture infrastructure has enabled pasture users to access larger pasture lands (additional 430,000 ha reported), in particular, to distant pastures. This is likely to

⁵⁴ "The average yield of wheat and barley of farmers-members of CSF is 2.6-3.1 t/ha higher than the non-farmers-members of CSF, and 1.6-2.1 t/ha higher than the average yield according to the National Statistical Committee of the Kyrgyz Republic" (ASIP ICR).

have reduced the pressure on village pastures and may have contributed to alleviating their degradation. This is consistent with the PUU survey and also, the PPA team's interaction with pasture users in the field and the PUU survey indicated that rural communities in general feel that this has been the case. But so far, there is little evidence of systematic efforts in a proactive manner to strengthen *pasture quality* (botanical composition management, weed control, consideration of differential grazing behavior of animal species, etc.).

102. The project impact on natural resources, the environment and climate change is rated at 4 (moderately satisfactory).
103. **Institutions and policies.** The project has facilitated the design, strengthening, and application of the legal and regulatory provisions, of the relevant policies and strategies, and of the institutions required at all levels for the successful implementation of the national pasture reform. Of crucial importance at the level of the project's work at the local community level was the decision to opt for an inclusive implementation mode which provided the conditions for involved organizations and institutions to identify with the objectives of the reform and to gain relevant professional and operational capabilities. A particular credit in this regard goes to ARIS which undertook broad-based community mobilization and awareness-building efforts at the level of the target local communities and their pasture users. Such an approach, associated with policies for social equality-based natural resource use, is recognized as appropriate for addressing rural poverty alleviation.
104. At the same time, there are also institutions and policies which are still lagging behind (mandate and operational modalities for veterinary services, Veterinary Chamber) or which sustainability is questionable (e.g. FKs).
105. Given the significance of impact on institutions and policies through the pasture governance reform, this impact domain is rated as satisfactory (5).
106. **Overall assessment: rural poverty impact.** The project is rated satisfactory (5) for overall rural poverty impact, particularly taking into consideration significant achievements with social capital and empowerment and institutions and policies with far-reaching influence, even in the face of more cautious and modest ratings for other impact domains.

C. Other performance criteria

Sustainability

107. Sustainability relates to the likelihood that the benefit streams generated by the project would continue after the project closure.
108. *Pasture reform.* The pasture reform implemented under AISP is rightly characterized as an exemplary, standard-setting process for governing communal pasture land centring on the principles of local community empowerment. There is clearly a strong sense of ownership of the reform process expressed by the local authorities (AOs) and pasture users. The record of rapidly increasing pasture fees collection – from KGS 33 million in 2010 to by KGS 130 million in 2014 – shows growing confidence by pasture users in the pasture reform and in the pasture committees and institutional development of pasture committees and PUUs.
109. The reform involved significant and fundamental changes in the institutional and governance arrangements for pasture management. There were those with vested interest opposing to the reform (including large animal owners who were "leasing" large tracts of pasture areas and then sub-leasing to others). The fact that the nation-wide reform - supported by all necessary legal, regulatory, policy, institutional, technical, communication and operational instruments - was successfully implemented during the AISP despite oppositions is therefore highly remarkable. Interference from the vested interest is unlikely to disappear, however

(e.g. in the context of the access to the highly valued forest [*Lezkhoz*] pasture areas). It was the strong political will at the national level (parliament) which managed to reign in opposition during the reform; such political will would continue to be crucial for sustainability, as well as further community empowerment.

110. With the overall enabling framework (e.g. legislations) and community empowerment, the devolution of governance responsibility to pasture users is likely to be irreversible and the achievements to date serve as a good basis for enhanced sustainability for community-based pasture management. However, it is important to continue with awareness-building and capacity-building of pasture committee members and pasture users. For sustainability of pasture management, such efforts should also integrate a shift from the prevailing approach on maximizing the extraction of biomass from pastures to an approach of long-term strengthening of the biological and physical basis of pasture land.
111. *Animal disease control and veterinary services.* There is still lack of clarity in mandates in veterinary services (both public and private); there is also insufficient national budget allocation to these services, particularly, but not only in the procurement of strategic vaccines and drugs. Continued reliance of the national veterinary services on external project funding is likely to continue if the gains on the animal health front achieved during AISP are not to be jeopardized.
112. *Agricultural support services and farmer koshuuns.* To promote direct and decentralized contracting of extension services, FKs were organized in all AOs across the country with the expectation that they would identify priorities of community needs and collectively procure advisory services accordingly – initially with grants from the project but eventually with their own funds. It turned out that most of the farmers were not sufficiently willing to pay for services from their pocket and the majority of FKs (90 percent) were expected to cease their operations after the project, which may be an indication of insufficient profit opportunities and/or insufficient farmer demand for such services. The project was also to support the institutional development of RASs and FKs were planned to be an important part therefor. Consequently, although some organizational changes in the RAS system were implemented, eventual success of the reform is not guaranteed given cessation of the majority of FKs.⁵⁵
113. Based on the foregoing, the project is rated as moderately satisfactory (4) for sustainability.

Innovation and scaling up

114. **Innovation.** The Kyrgyz pasture reform is highly innovative in at least two aspects: (i) the provisions of the 2009 Pasture Law and the supporting regulatory, policy and strategic measures on the devolution of the pasture governance responsibilities from national to local authorities were introduced and implemented country-wide, more or less uniformly, by national parliament and central government decision (top-down movement); and (ii) at the same time, local community authorities (*ayil okmutus*, AOs), and pasture users associations and their executives (pasture committees) in AOs accepted this responsibility, constituted themselves institutionally to assume related authority as per the provision of the 2009 Pasture Law, associated themselves with their peer pasture users in the rayon for representing their interests, thereby communicating full ownership of the process (bottom-up movement). The successful convergence of these two movements is probably the most innovative feature of the reform. Some pilot activities for community-based pasture management had been carried out before AISP, but they were largely at ground level and limited to certain localities. Following up on some groundwork done under ASSP, AISP made substantial contribution to putting in place an innovative and coherent legal and institutional

⁵⁵ AISP ICR.

framework for community-based pasture management in a comprehensive manner, with technical assistance under the project as well as inputs by the Bank team. It is important to note that the project could rely in the process of operationalizing the reform on the competent community mobilization capabilities of ARIS.

115. It was mentioned by a number of people with whom the PPA team interacted that one of the enabling factors for successful implementation of the reform is flexibility in the legal and regulatory framework. For example, pasture fees can be determined by each PUU. Recognizing the risk of having rigid pasture legislation which would pose constraints to adaptation to community-specific conditions, the PAD proposed as mitigation measures technical assistance for preparing the draft legislation that should define principles and guidelines, properly reflecting lessons from pilot activities.
116. **Scaling up.** In designing and testing the elements of community-based pasture management for successful scaling up to all pasture land of the country during the project life, AISP was importantly in a position to capitalize on the relevant experiences gathered under previous ASSP and by other agencies in selected pilot communities.⁵⁶ These experiences helped speed up the process and informed the strategic steps undertaken in the country-wide roll-out of the reform.
117. The project support for the country-wide pasture reform, including the establishment of PUUs and pasture committees in all AOs with pasture areas, means that there is little room for quantitative or horizontal/geographical scaling up of this activity (i.e. establishment of pasture institutions) within the territory of the Kyrgyz republic. However, the project has laid down a good basis for other types of scaling up (functional, organizational and political)⁵⁷ for deepening inclusive rural development, as is being supported under the follow-up projects (LMDP and PLIMP). For example, community-based planning and implementation for additional activities such as animal health and disease control or livestock improvement (in addition to pasture use and management plans) is being supported in the follow-up projects.
118. Finally, the Kyrgyz experience in community-based pasture management is seen as exemplary, and there is interest from other countries to learn from their experience.
119. On innovation and scaling up, the project is rated satisfactory (5).

Gender equality and women's empowerment

120. IFAD cofinanced the project along with the World Bank, which was in the lead role for design and responsible for supervision. From IFAD's perspective, key issues of IFAD's concerns – such as gender and targeting - were not sufficiently reflected upon and articulated in the design as might have been the case had IFAD been leading the design and supervision. However, in accordance with the IFAD president's report and the project operational manual,⁵⁸ the project employed an inclusive approach for social mobilization used by ARIS (e.g. focus group discussions with different social groups, including women, to capture their views and aspirations) and this has contributed to broad community consultations and

⁵⁶ For example, the Central Mountain Partnership (CAMP) Alatau, and the United Nations Development Programme (Suusamyrl Pasture Management project).

⁵⁷ Functional scaling up is expansion by increasing the scope of activity. Organizational (or institutional) scaling up means the expansion of the organization implementing the intervention, or the involvement of other existing institutions, or the creation of a new institution. This can involve both horizontal and vertical organizational expansion, the former involving similar institutions while the latter means going up the ladder from community to local to regional to national (and in some cases even supra-national) institutions. Political scaling up refers to expansion through efforts to influence the political process and work with other stakeholder groups, with state agencies, parliamentarians and political parties, etc. Through political scaling up, individual organizations can achieve greater influence, protect their efforts from countervailing political interests and affect political and institutional change that sustains scaled up interventions. (Hartmann, Arntraud and Johannes F. Linn. 2008).

⁵⁸ The project operational manual had a short annex on "promoting inclusion: social and economic targeting in AISP".

better sense of inclusion, including women. Through inclusive community-based institutions for pasture management supported under the project, small animal owners benefited from improved access to pastures, as pasture committees assisted in grouping and organizing herding of animals of small-scale animal owners, including women, by herders who are issued pasture tickets.

121. While it was reported that women have in general constituted between 20 and 25 per cent of participants in all activities,⁵⁹ women's participation in decision-making bodies for community-based pasture management was rather limited. Based on the PUU survey and the PPA team's field visit, there may be maximum 2-3 female members in a pasture committee which normally has the membership of about 15-18. If there were female pasture committee members, most of the time they are *ayil kenesh* (local council) deputies (thus, they are in the committee due to the positions they hold in a local council) rather than as representatives of pasture users. There does not seem to be a shared view on the desirability for having more women's participation in pasture committees. The most presented argument – from rural community members (including women) and project implementers – was that since pasture committee members are sometimes required to travel to distant pastures for monitoring purposes possibly overnight, it was not possible for women to be involved. In addition, many did not see the need for women to be members since they (wives) would also benefit through participation of their husbands. The counter-argument is that there is room for women to be involved in decision-making process related to pasture use and management and animal husbandry, e.g. related to milk production, secondary use of pastures, etc., even if they may not take up tasks such as travelling to distant pastures.
122. The ICR noted that "anecdotal evidences show that women play a notable leadership role in CSF governance as well as substantial capacity and knowledge that was gained from the training and activities associated with CSFs".
123. There is very little gender-related information in the ICR: the only data provided in the report is the number of female farmers who benefited from CFSFs (174 out of 1754 farmers) and CSFs (576 out of 5912 farmers) and female-headed households that benefited from the provision of vegetable seeds ("more than 300"). The latter was perhaps the only project activity with a specific attention on women (see paragraph 48). Even though limited in number and scale in the context of AISP, this activity is reported to have been successful, implemented through a non-governmental organization with impact on women's social and economic empowerment. The added component on food security (financed only by the World Bank with the project restructuring) indeed served as an opportunity to cater women's needs more directly and better than what would have been the case otherwise. There is no information on the change in workloads between men and women due to the project, but based on the type of project activities and achievements, the possibility of negative impact on the workload seems to be minimal.
124. The inclusive social mobilization approach enhanced women's participation in consultation process and access to pasture by small animal owners including women, and the added project component on food security supported activities that directly contributed to women's economic empowerment and food security. But there could have been more careful and conscious attention to the issue of gender and women's empowerment, including issues such as their participation and role in pasture committees and workload balance. The project is rated as moderately satisfactory (4) for this criterion.

⁵⁹ AISP Mid-Term Review (May-June 2011).

D. Performance of partners

125. **IFAD.** The project was initiated and cofinanced by the World Bank, which led its design, supervision and implementation support, as was the case for previous IFAD-financed projects in the Kyrgyz Republic. IFAD had a rather minor role and minimum involvement especially in earlier years of the project, except for the participation of an IFAD consultant in a supervision mission in 2009, until the new IFAD country programme manager, upon taking up the portfolio, fully participated in the mid-term review in 2011.
126. It is however worthwhile to note that during the design process, there was a good level of coordination and collaboration between IFAD and the World Bank. First, IFAD (including reviewers from the then Technical Advisory Division) participated as observers in the quality enhancement review meeting on 5 June 2007 and the decision meeting on 18 September 2008 on the side the World Bank. Second, the World Bank participated in the Technical Review Committee meeting on the IFAD's side (on 26 September 2007). These provided opportunities for both parties to hear concerns and issues raised by reviewers of the other organization. Third, prior to the negotiations on the financing agreement, in order to harmonize with the World Bank's policy that allows borrowing/recipient country governments to finance taxes, IFAD regional division⁶⁰ successfully processed and obtained an approval by the IFAD President to apply a waiver of the related section of its General Conditions. Fourth, the negotiations on the financing agreement were also held jointly with the World Bank in Bishkek in March 2008.
127. Based on the TRC comments⁶¹ and discussions during the negotiations,⁶² the issue of targeting and gender was tabled to the government and the World Bank and it was agreed that these issues would be addressed in the basic project documents. In fact, the project operational manual had a short annex "promoting inclusion: social and economic targeting in AISP", possibly due to the demand for such by IFAD. The IFAD's country programme manager also prepared an annex on poverty in the context of the mid-term review. As indicated earlier, the inclusive approach for social mobilization by ARIS is likely to have helped enhance social inclusiveness, but IFAD could have also been more proactive in pushing this agenda and monitoring the implementation.
128. IFAD's performance is rated as moderately satisfactory (4).
129. **Government.** The government performance can be analyzed mainly in terms of the following aspects.
130. First, the role of the Pasture Department, MOAM, in particular under strong leadership of its director, in championing the pasture reform has been exemplary. The ICR also noted "the strenuous efforts of the Pasture Department to maintain support for the pasture reform through periods of internal conflict in Kyrgyzstan" and that the Department "played a significant role in explaining benefits of the reform and guiding the process overall".
131. Second, the effectiveness of the vaccination programme was threatened by the government's practice and preference for buying vaccines from a local producer called "Altyn Tamyр", whose product, however, had been found by the World Organization for Animal Health (OIE) to be not in compliance with OIE standards. In the end, as a result of the Bank team's persistence, the problem was solved and the Government made uneasy decisions in favor of efficiency and long term project

⁶⁰ Asia and the Pacific Division was at the time responsible for the Kyrgyz Republic.

⁶¹ According to the TRC Panel Report, "it was agreed that the final version of the PAD and project implementation manual will reflect the concerns about the project's targeting strategy and mechanisms to IFAD's satisfaction".

⁶² According to the minutes of negotiations, "it was agreed that the results-and-impact indicators required by IFAD, especially on targeting and gender in relation to the target group indicated in Schedule I to the Project Grant Agreement, would be generated through the information management system of ARIS".

benefits, but their action was rather slow and it took the Bank a lot of efforts and follow-up.

132. Third, one of the decisive contributing factors to successful project implementation was the competent implementing agencies (APIU in MOAM and ARIS). The ICR noted – as confirmed by the PPA – that "the staff and management of both institutions were competent and committed to achieving project results". APIU took the approach of working with and through relevant technical agencies by placing consultants therein to support them rather than implementation the project itself. APIU successfully coordinated the work with various technical agencies. The role of ARIS and its contribution to effective social mobilization to organize PUUs/pasture committees for their capacity-building and empowerment was substantial. The responsibilities for fiduciary aspects, such as procurement and financial management, were carried out by APIU in a satisfactory manner as had been noted by the World Bank's supervision missions.⁶³
133. Despite satisfactory and commendable performance overall by the two main agencies, their only weaknesses related to project monitoring and evaluation. It should be noted, however, that this was in large part due to inadequate results framework, project restructurings, revision of project development objectives, revisions (additions) of a component and activities. As pointed out in the ICR, associated with the project restructuring, several indicators were introduced or dropped, which created confusion for APIU about which indicators to follow. The ICR also noted that "APIU in coordination with other implementing agencies was able to gather good information on project outputs but had insufficient resources to regularly assess project outcomes and impact of different activities."
134. On the side of the government, they accepted the implementation arrangements that largely hinged upon APIU and ARIS and provided space for them to carry out their responsibilities. MOAM supported the APIU on the daily basis and facilitated interaction with beneficiary agencies. Finally, the government contribution to the project more than doubled from US\$0.5 million to US\$1.2 million.
135. In view of generally satisfactory performance of the key implementing agencies but at the same time also some weaknesses, the performance of the Government is rated as moderately satisfactory (4).

E. Overall project achievement

136. The project made substantial contribution to the pasture governance reform. The key elements of the reform included: (i) delegation of pasture management responsibility to community-level institutions, with pasture committees representing PUUs; (ii) a shift from area-based to livestock headage-based pasture rights allocation; and (iii) integrated management of low, middle and upper altitude pastures allowing better seasonal movement of livestock. The project contributed to improved and more equitable access to pastures by users. The project impact on empowerment and institutions and policies relating to the pasture reform has been outstanding.
137. Notable achievements have also been registered in the area of zoonotic disease control resulting in, *inter alia*, remarkably reduced human brucellosis incidence, and the development of private veterinary service provision. Without more decisive commitment and sufficient budget allocation by the Government, however, benefits generated could be lost.
138. Regardless of minor shortcomings, given the significant achievements in the pasture reform which was indeed an important focus of the project, and far-

⁶³ Implementation progress on project management was assessed as satisfactory by most of the supervision missions, except for the final supervision mission in 2013, "mainly because of the late submission of the audit report". This, however, was due to the need to change the service provider as the Bank updated the list of eligible auditors and delays in preparation of the report by the new auditor, rather than the delays on the APIU's part.

reaching impact on the related institutions and policies as well as human and social capital and empowerment, the PPA's rating for the project's overall achievement is satisfactory (5).

Key points

- The project was highly relevant, both in terms of its objectives and design, even though there were some weaknesses as well.
- From IFAD's perspective, there was lack of clarity in the definition of the target group and targeting strategies, but owing to some design features and the experience and capacity of the main implementing agency responsible for social mobilization, the project implementation and benefits were inclusive of the poor.
- The most outstanding achievement of the project was the advance made with the pasture reform. The project made significant contribution to improving veterinary service delivery and reduction in animal and zoonotic disease incidence. The achievements on the objective of improving institutional environment for crop production were rather limited.
- Rural poverty impact is rated as satisfactory, with the project contribution most pronounced in terms of human and social capital and empowerment and institutions and policies.
- The progress made with the pasture reform, including the enabling framework and community empowerment, serve as a good basis for sustainability for community-based pasture management, but continued efforts are crucial to consolidate the achievements. While the project achieved notable reduction of animal and zoonotic disease incidences, the progress with strengthening the institutional environment was not sufficient to guarantee the sustainability of such benefits.

IV. Conclusions and recommendations

A. Conclusions

139. **The project made significant and far-reaching contribution to the pasture governance reform, with highly relevant design and implementation modality in this regard** (paragraphs 54, 56, 63-65, 76, 93-95, 97, 103, 108-110, 114, 136). The pasture reform and the conceptualization of project support were based on a series of consultations with a wide range of stakeholders, experiences and lessons from earlier pilot activities on community-based pasture management, inputs from the Bank team with various specialists, and social mobilization experience of ARIS.
140. **The reform was innovative and involved fundamental changes in the institutional and governance arrangements for pasture management** (paragraphs 63-65, 76, 103, 109, 114-117). Some groundwork for the reform and pilot activities on a limited scale had been in the making, but AISP was instrumental in helping put various elements together (including a critical legal and institutional framework) and implement the reform in a comprehensive manner. There were those with vested interest opposing to the reform. Therefore, wide consultations and information campaigns at all levels were key in fostering buy-in by different stakeholders. At community level, gaining their trust on what the new legislation and the project were trying to achieve was crucial – and so was ensuring that they themselves see the value, as much as the need for arresting pasture degradation. Now the rural communities feel and are empowered, taking the responsibilities for preparing and implementing CPMPs, issuing "pasture tickets" to herders, collecting pasture fees and managing the budget and accounts. **The pasture reform has improved transparency in pasture allocation and equality in access.** Small animal owners are fairly represented in the executive body of PUUs.
141. **Two implementing agencies are singled out for their decisive contributions to the nation-wide pasture reform** (paragraphs 56, 130, 132): (i) ARIS which conducted extensive work in social mobilization and in the coordination of grant activities for the improvement of pasture infrastructure; and (ii) the Pasture Department of MOAM whose director championed the initiative (even before the project was launched, in terms of spearheading wide consultations) and has been instrumental in ensuring the conceptual, technical and political/legal thrust of the national pasture reform. APIU also effectively coordinated the project and supported these agencies and others. In addition to the performance of the Kyrgyz institutions, support by the Bank team and high quality technical assistance had a crucial role for project implementation.
142. **Remarkable achievements made in legal and institutional framework still need to be translated into more sustainable pasture use and management and improved pasture conditions over a long term** (paragraphs 101,108-110). Pasture degradation is alarming in most areas (49 per cent of total pasture land). Pasture committees and pasture users have tended to focus on pasture infrastructure for access to larger pasture areas, which has contributed to reduced pressure on near-village pastures, with less attention to pasture quality improvement. In order to achieve long-term stewardship of the resources entrusted to them, there is need for a shift from the current approach on maximizing the extraction of biomass from pastures to an approach of long-term strengthening of the biological and physical basis of pasture land.
143. **With vested interest in access to pasture resources and in revenues generated unlikely to disappear as would be the case in any parts of the world, the growing sense of ownership of the reform process by pasture users' needs to be further nurtured and their capacity strengthened to**

guard against such risk (paragraphs 109-110). Further efforts are crucial (as being done under the follow-on projects by IFAD and the World Bank) in community mobilization, awareness-building and continuous capacity-building of pasture committee members and pasture users for them to increasingly assume comprehensive responsibility for pasture resource management and improvement, including the funding of pasture infrastructure, as well as of pasture improvement and management advice).

144. **The project also made notable contribution to zoonotic disease control and improvement of veterinary services (through private veterinarians)** (paragraphs 66, 76, 96, 111 and 137). The support in this area was included in the original project design, but the additional financing by European Union boosted the efforts in a considerable manner. Amongst others, AISP supported private veterinary service provision, and the brucellosis control (vaccination) programme has reportedly contributed to a significant reduction in the incidence of human brucellosis. Nonetheless, there is still lack of clarity in mandates for veterinary services (public and private) and insufficient national budget allocation.
145. **Although there was insufficient elaboration on poverty and target group analysis and targeting strategies from IFAD's perspective, the project benefited the poor to a great extent, especially from more equitable access to pastures, social capital and empowerment** (paragraphs 58, 65, 93-97). There are three factors that contributed in this regard: inclusive social mobilization approach of ARIS that had already been well-established in the context of other community development projects; reduction of inequality in access to pasture being an important principle and inherent element in the pasture governance reform as conceived (large vs. small animal owners); and the addition of food security component as a response to food crisis that was intended to target the vulnerable households. Based on the PPU survey and the PPA team's interaction in the field, small livestock owners are relatively well-represented in pasture committees. Women members in a pasture committee are estimated to be around 10-12 per cent: there may be room for enhancing their participation in the committees, as the value of listening to women's views and needs could be realized better if they were also involved in decision-making.
146. **During AISP, IFAD increased the involvement in implementation support and follow-up on the project** (paragraph 125). This followed its passive involvement in two earlier projects cofinanced with the World Bank,⁶⁴ mainly as a cofinancier but not as a contributor to implementation support. Based on the experience and lessons under AISP, IFAD designed LMDP and LMDPII. Initially, the World Bank and IFAD had planned to continue with cofinancing arrangements for a follow-on project, but due to the timing of resource allocation, this did not materialize and the two institutions designed and financed three separate projects. Nonetheless, the involvement of the previous and current task team leaders in the design of LMDP was a very positive step to ensure consistency and it is important to ensure continued coordination between these projects.

B. Recommendations

147. Provided below are some key recommendations for consideration by IFAD and the Government of Kyrgyz Republic. These have been incorporated into the design of LMDP and LMDPII to some extent. Therefore, most of the following recommendations reiterate the issues that would require particular attention in the implementation of these projects.
148. **Recommendation 1: Build sufficient professional capacity at the local (PUU) level for designing, implementing and monitoring CPMPs so as to address/revert pasture and soil degradation** (paragraph 101, 110, 143). The

⁶⁴ Sheep Development Project and ASSP.

alarming biological (pasture germplasm) and physical (soil, water) degradation of pasture land requires substantial, rapid and continuous efforts for establishing the conditions for sustainable natural resource use. CPMPs which satisfy such conditions, short- and long-term, require advanced technical and logistical skills which need to be available to PUUs on a continuous basis. The creation and provision of respective manpower for all PUUs is suggested to be priority attention of any project follow-up action; the opportunities of local/rayon-level vocational schools for involvement/commitment in such professional education are worth examining.

149. **Recommendation 2: Strengthen the conditions for private veterinary service delivery while focusing the public veterinary authority function on regulatory dimensions** (paragraphs 68, 111, 144). The network of private veterinarians needs to be enabled and strengthened (Veterinary Chamber, Veterinary Associations) to undertake fully, in principle on a cost-recovery basis, veterinary support to farmers and enterprises. The national veterinary authority is expected to assist the Veterinary Chamber and Associations in enhancing the professional capacities of private veterinarians; it also establishes the rules for the operation of private veterinarians and for their links to the public services at national and regional levels. In the response to epidemic disease emergencies and in the context of national disease control programmes in view of disease eradication (e.g. brucellosis, foot-and-mouth disease, *peste des petits ruminants* [animal disease, also known as "goat plague"], etc.), sufficient state budget (and state-mediated donor support) needs to be made available to the public animal health authority to finance effective vaccination campaigns carried out by private veterinarians.
150. **Recommendation 3: Ensure adequate M&E and systematic efforts in ongoing projects to provide data on outcomes and impact** (paragraphs 6, 88, 133). In particular, these should include impact on livestock productivity and farm incomes and changes in pasture conditions.
151. **Recommendation 4: Ensure close coordination with the World Bank-financed PLIMP to ensure consistency in approaches** (paragraph 146). Given that LMDP was designed with the participation of the World Bank and that the all projects are implemented through APIU and ARIS, there is high likelihood that sufficient coordination and consistency are maintained. The World Bank's PAD on PLIMP also indicates that these projects would have common terms of financing for communities and "a common project operating manual as far as possible". Some areas where consistency may be important are: key M&E indicators and approaches to measure them; impact assessment; guidance documents for activities related to community-based pasture management (e.g. social mobilization strategy, gender strategy, guidelines for pasture use and management planning processes). Participation in each other's supervision missions (between the Bank and IFAD) or at least regular contact and sharing of experience and key issues would be valuable.
152. **Recommendation 5: Ensure adequate diagnostic poverty and gender analysis and sound targeting strategies in the design stage, and monitor the implementation of the strategies** (paragraph 58, 120-124, 145). This is a broad recommendation presented to IFAD, in particular in cofinanced/co-designed projects with one common and integral design with one project document. It is important that sufficient budget be allocated for IFAD's participation (country programme managers, other IFAD staff or consultants) in design, supervision and implementation support missions, mid-term review and project completion report preparation to ensure that issues of concern to IFAD are addressed and followed up, even in cofinanced projects supervised by another organization.

Rating comparison

<i>Criteria</i>	<i>IFAD-Programme Management Department (PMD) rating^a</i>	<i>PPA rating^a</i>	<i>Rating disconnect</i>
Project performance			
Relevance	5	5	0
Effectiveness	5	5	0
Efficiency	4	4	0
Project performance^b	5	5	0
Rural poverty impact			
Household income and assets	NA	4	NA
Human and social capital and empowerment	5	6	+1
Food security and agricultural productivity	5	4	-1
Natural resources environment and climate change	4	4	0
Institutions and policies	5	5	0
Rural poverty impact^c	5	5	0
Other performance criteria			
Sustainability	4	4	0
Innovation and scaling up ^d	5	5	0
Gender equality and women's empowerment	4	4	0
Overall project achievement^e	5	5	0
Performance of partners^f			
IFAD	5	4	-1
Government	4	4	0
Average net disconnect			-0.08

^a Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; NA = not applicable.

^b This is not an average of ratings for relevance, effectiveness and efficiency.

^c This is not an average of ratings of individual impact domains.

^d The PMD rating was provided separately for "Innovation" (5) and "Replicability and scaling up" (5).

^e This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation and scaling up, and gender.

^f The rating for partners' performance is not a component of the overall assessment ratings.

Ratings of the implementation completion report (ICR) quality*

	<i>PMD rating</i>	<i>IOE rating</i>	<i>Net disconnect</i>
(a) Scope**	NA	NA	NA
(b) Quality (methods, data, participatory process)	5	5	0
(c) Lessons	5	5	0
(d) Candour	5	5	0
Overall rating ICR document	5	5	0

* In this specific case, it is the implementation completion report (ICR) prepared by the World Bank that was reviewed.

** Since the report was prepared by the World Bank, the outline of the report differs from that of IFAD, hence no rating provided.

Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; NA = not applicable.

Basic project data

			Approval (US\$ m)		Actual (US\$ m)	
Region	Near East, North Africa and Europe Division	Total project costs	23.4		33.1	
Country	Kyrgyz Republic	IFAD grant and percentage of total*	9	38.5%	8.59	26%
Grant number	DSF-8021-KG	Government	0.5	2.1%	1.24	3.7%
Type of project (subsector)	Agriculture	International Development Association (IDA)/World Bank**	9	38.5%	12.71	38.4%
Financing type		Swiss Agency for Development and Cooperation (parallel)	1.9	8.1%	0.32	1%
Financing terms ***	DSF grant	European Union (through IDA)	NA	NA	8.77	26.5%
Date of approval	11/09/2008	Beneficiaries	3	12.8%	1.5	4.5%
Date of loan signature	29 Jan 2009	Other sources				
Date of effectiveness	1 July 2009					
Grant agreement amendments	0	Number of beneficiaries	203 500 (PPMS)			
Grant closure extensions	0					
Country programme managers	Y. Tian (03/08-10/09) F. Jepsen (10/09-)	Grant closing date	31 March 2015			
Regional director(s)	T. Elhaut (APR) K. Bouzar (NEN)	Mid-term review			June 2011	
Project completion report reviewer	Fumiko Nakai	IFAD grant disbursement at grant closing (%)			100%	
Project completion report quality control panel	Ashwani Muthoo Mona Bishay	Date of the implementation completion report			24/06/2014	

Sources: IFAD records, APIU.

* The actual figure does not correspond to the disbursement rate of 100% (of the total budget of US\$9 million) due to fluctuation of exchange rate for SDR:US\$

** After the appraisal, the World Bank provided additional financing of US\$4 million.

*** There are four types of lending terms: (i) special loans on highly concessional terms, free of interest but bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 40 years, including a grace period of 10 years; (ii) loans on hardened terms, bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 20 years, including a grace period of 10 years; (iii) loans on intermediate terms, with a rate of interest per annum equivalent to 50% of the variable reference interest rate and a maturity period of 20 years, including a grace period of 5 years; (iv) loans on ordinary terms, with a rate of interest per annum equivalent to one hundred per cent (100%) of the variable reference interest rate, and a maturity period of 15-18 years, including a grace period of three years.

Terms of reference

I. Background

1. For completed investment projects financed by IFAD, its Independent Office of Evaluation (IOE) undertakes: (i) validation of project completion reports (PCRs) for all projects, based on a desk review of project completion reports (PCRs) and other documents; and (ii) project performance assessments (PPAs) involving country visits for a number of selected projects.¹
2. A PPA is conducted after a desk review of the PCR and other available documents, with the aim of providing additional evidence on project achievements and validating the conclusions of the PCR. In general terms, the main objectives of PPAs are to: (a) provide an independent assessment of the overall results of projects; and (b) generate lessons and recommendations for the design and implementation of on-going and future operations within the country. The Agricultural Investments and Services Project (AISP) in Kyrgyz Republic, cofinanced with the World Bank, has been selected for a PPA based on a number of considerations, including in particular to assess the innovative approaches introduced under this project (for example, related to Pasture Law).

II. Project overview

3. An overview of the project is provided below based on both the basic documents of the World Bank (mainly, the project appraisal document [PAD], financing agreements and their amendments, the implementation completion report [ICR]), as well as those of IFAD (president's report, financing agreement).
4. **Project area.** The Kyrgyz Republic, formerly known as Kirghizia, is a country located in Central Asia landlocked and mountainous, Kyrgyzstan is bordered by Kazakhstan to the north, Uzbekistan to the west, Tajikistan to the southwest and China to the east. Its capital and largest city is Bishkek. The AISP covered all the seven *oblasts* (regions) of the Kyrgyz republic i.e. Naryn, Issyk-Kul, Chui, Talas, Batken, Jalalabad and Osh.
5. **Project objectives. The original project objective** was "to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector".² According to the World Bank's ICR, the project was restructured four times (2008, 2010, 2011 and 2013) including a revision of the project development objective as well. **The reformulated project objectives** (as reflected in the amendment of the financing agreement by the World Bank in 2010) were to: (i) improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock and crop production by pasture users and smallholder farmers; and (ii) reduce the economic impact of the zoonotic disease burden in the human population (see also paragraph 7).
6. **Target group and targeting approach.**³ The project was to cover a total of 475 rural communities ("*Ayil Okmutus*", AOs). The IFAD president's report stated that

¹ The selection criteria for PPA include: (i) synergies with forthcoming or ongoing IOE evaluations (e.g., Corporate Level Evaluations, Country Programme Evaluations); (ii) novel approaches; (iii) major information gaps in PCRs; and (iv) geographic balance.

² According to the Project Appraisal Report (PAD) of the World Bank, IFAD's President's Report, as well as the IFAD project grant agreement. As higher level goals, the IFAD project grant agreement provided that "the goals of the project are to provide capital investments, strengthen key support services, deliver appropriate know-how, facilitate and support effective and sustainable management of the Recipient's pasture resources, to: (i) improve pasture infrastructure and quality; (ii) expand access to farm and livestock support services; and (iii) increase livestock productivity". In fact, the way the goal was stated does not seem to be at the level higher than "project objectives". The second half of the goal statement is actually termed as "key outcome indicators" in the PAD.

³ Based on the IFAD president's report and the financing agreement. There is no clear description on the target group for the project in the World Bank's PAD, except for the reference to the target group of community-level capacity-building being "various groups, including formal and informal institutions, such as local self-governments, CBOs and non-governmental organizations, entities created by participating communities such as the pasture management.

in line with the IFAD's targeting policy, IFAD would target poor segments of the population, specifically livestock and crop farmers, herders and other poor pasture users. It further stated that, with respect to the targeting approach, the project would "build on successful approach of an earlier project financed by the World Bank (Village Investment Project), which placed an emphasis on inclusion". Within AISP, community based institutions such as Pasture Users Unions (PUUs) and farmer *koshuuns* (farmer unions) were seen as key to empowering and generating benefits for IFAD's target group. The community mobilization process and the work of the community adviser were expected to "ensure that the needs and priorities of the poor and vulnerable households [would be] addressed in the extension programme."

7. **Project components.** The project was initially designed with three components ((a)-(c) below). However, in the light of the food price crisis in 2008-09 the World Bank provided additional funding (equivalent to US\$4 million) from its Global Food Crisis Response Programme for **mitigating** the effects of the crisis at the very onset of the project.⁴ With this additional financing, a new (fourth) component on food security was introduced ((d) below). Furthermore, additional Euro 6.7 million was also provided in 2010 from the European Union Food Crisis Rapid Response Facility Trust Fund for expansion of vaccination programme beyond the pilot test of Brucellosis vaccination in Naryn Oblast, to five other zoonotic diseases on a nationwide scale. The project components, as revised, were as follows:
- (a) **Pasture management and improvement**, including the promotion of community based groups, the provision of sub-grants to support in the implementation of Community Pasture Management Plans, as well as technical assistance and training to improve the legal, regulatory and institutional framework for community-based pasture management.
 - (b) **Agricultural support services**, including activities such as reforming and capacity-building of Rural Advisory Services (RAS), establishment and capacity-building of Community Seed Funds (CSFs), establishment of sustainable private veterinary services through conducive regulatory reforms and provision of capacity-building for private veterinarians. This component also involved funding for formulation of nationwide disease control strategies and vaccinations for six zoonotic diseases.
 - (c) **Project management.** The project was to support the coordination of the major project activities and the fiduciary functions of the Agricultural Projects Implementation Unit (APIU) in the Ministry of Agriculture, Water Resources and Processing Industry (MAWRPI).⁵ The project was to finance staff, consultants, operating costs, some technical assistance and training, M&E activities, special studies and impact assessments, information dissemination and annual audits.
 - (d) **Improvement of food security**, including the establishment of community seed funds (CSFs) for food crops, distribution of seeds to vulnerable communities and capacity-building of state material reserves to better cope with the food price crisis of 2008-09 and such shocks in the future.
8. **Project financing.** The planned total cost at the appraisal stage was US\$23.4 million, including an IFAD grant⁶ of SDR 5.58 million (equivalent to US\$9 million), a World Bank (IDA) grant of SDR 5.7 million (equivalent to US\$9 million), government contribution of US\$0.5 million, and beneficiary contribution of US\$3.1 million. In addition, Swiss Agency for Development and Cooperation (SDC) was to provide parallel financing to the tune of US\$ 1.9 million.

committees, but also community members at large." The ICR notes that "although the project did not target a specific group of farmers, individual farmers (usually small size family farms) were the main beneficiaries."

⁴ The agreement for additional financing was signed on the same day as the original financing (June 2008).

⁵ The APIU is also entrusted with managing other donors financed projects in the agriculture sector in Kyrgyzstan.

⁶ Under debt sustainability framework (DSF).

As mentioned earlier, sizable additional financing materialized from two sources in response to food price crisis: the World Bank (SDR 2.5 million or US\$4 million) and the European Union (Euro 6.7 million or US\$9.1 million).

9. According to the PCR, the total *actual* programme cost was US\$34.52 million, including US\$8.9 million by IFAD, US\$13.3 million from the World Bank (IDA), US\$8.8 million from European Union, US\$1.2 million from government and US\$ 1.2 million from beneficiaries. Only US\$0.3 million of the planned US\$ 1.9 million of the planned SDC parallel financing materialized. IFAD grant disbursement at the loan closing was at 100 per cent (SDR 5.58 million).

Table 1

Project financing by financier

<i>Financier</i>	<i>Appraisal estimate (in million US\$)</i>	<i>Additional financing not in the original design (million US\$)</i>	<i>Actual/latest (in million US\$)</i>
World Bank (IDA)	9	4	13.3
IFAD	9		8.9
European Union	0	9.1	8.8
SDC (parallel)	1.9		0.3
Borrower	0.5		1.2
Local Beneficiaries	3		2.12
Total	23.4		34.52

10. **Timeframe.** The IFAD grant for AISP was approved by the Executive Board on 11 September 2008 for a total of SDR 5.58 million. The project grant agreement was signed in January 2009 and the grant became effective on 1 July 2009. The project was completed on 30 September 2014 and closed on 31 March 2015, as per the financing agreement. As for the World Bank, two financing agreements (one for additional financing) had been signed on 20 June 2008, and according to the ICR, in the World Bank's system, the project was closed on 30 June 2013.
11. **Implementation arrangements.** Overall project coordination and fiduciary management was the responsibility of the Agricultural Projects Implementation Unit (APIU) of the Ministry of Agriculture, Water Resources, and Processing Industry (MAWRPI). The Community Development and Investment Agency (ARIS) were entrusted with mobilizing communities for the formation of pasture management and farmer extension groups. The Training Advisory and Innovation Center was entrusted with imparting extension trainings, mostly through demonstration using the Farmer Field School methodology.
12. **Supervision arrangements.** The World Bank was appointed as a cooperating institution and undertook the responsibilities for supervision of the project. IFAD's country programme manager (or IFAD consultant) participated in the mid-term review mission and some supervision/implementation support missions.
13. **Changes in the context.** The winter of 2007/08 was the worst experienced in Kyrgyzstan for 44 years. The subsequent locust infestation, hail storms, lack of precipitation and spring frosts inflicted severe damage to the agriculture sector, which employs 65 percent of the country's workforce. This, combined with soaring food and fuel prices, and declining remittances resulting from the global economic slowdown contributed to a precarious food security situation for many vulnerable

households in Kyrgyz Republic.⁷ Thus, additional financing from the World Bank's Global Food Crisis Response Programme materialized in 2008 to expand the scope of activities to provision of food seeds through Community Seed Funds (CSF) and improving capacity of the State Material Reserve (see paragraph 7).

14. The first half of 2010 also witnessed political instability and conflict, especially in the southern provinces of Osh and Jalalabad. This led to a delay in the implementation of the project's activities, especially for the signing of additional financing from the European Union towards animal health (vaccinations). Subsequently part of the European Union funding had to be reassigned to other activities to enable full disbursement before closure of the funding.

III. Methodology

15. The PPA exercise will be undertaken in accordance with the IFAD's Evaluation Policy,⁸ the IFAD Evaluation Manual⁹ and the Guidelines for PCR/PPA.¹⁰
16. **Scope.** In view of the time and resources available, the PPA is generally not expected to undertake quantitative surveys or to examine the full spectrum of project activities, achievements and drawbacks. Rather, it will focus on selected key issues. The PPA will take account of the preliminary findings of the PCR based on a desk review and interviews at IFAD headquarters. During the PPA mission, additional evidence and data will be collected to verify available information and each an independent assessment of performance and results.
17. **Evaluation criteria.** In line with the evaluation criteria outlined in IOE's Evaluation Manual (2009), added evaluation criteria (2010)¹¹ and IOE Guidelines for PCR and PPA (January 2012), the key evaluation criteria applied in this PPA will include:
 - (a) **Relevance**, which is assessed both in terms of alignment of project objectives with country and IFAD policies for agriculture and rural development and the needs of the rural poor, as well as project design features geared to the achievement of project objectives.
 - (b) **Effectiveness**, which measures the extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
 - (c) **Efficiency**, which indicates how economically resources/inputs are converted into results.
 - (d) **Rural poverty impact**, which is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a results of development interventions. Five impact domains are employed to generate a composite indication of rural poverty impact: (i) household income and assets; (ii) human and social capital and empowerment; (iii) food security and agricultural productivity; (iv) natural resources, environment and climate change; and (v) institutions and policies.
 - (e) **Sustainability**, indicating the likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
 - (f) **Pro-poor innovation and scaling up**, assessing the extent to which IFAD development interventions have introduced innovative approaches to rural

⁷ FAO in emergencies: <http://www.fao.org/emergencies/appeals/detail/en/c/149356/>.

⁸ <http://www.ifad.org/pub/policy/oe.pdf>.

⁹ http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf.

¹⁰ http://www.ifad.org/evaluation/process_methodology/doc/pr_completion.pdf. See Annex 1 to this document for an extract from the guidelines, "Methodological Note on Project Performance".

¹¹ Gender, climate change, and scaling up. See annex II of the document found on the following link: <http://www.ifad.org/gbdocs/eb/ec/e/65/EC-2010-65-W-P-6.pdf>.

poverty reduction and the extent to which these interventions have been (or are likely to be) replicated and scaled up by government, private sector and other agencies.

- (g) **Gender equality and women's empowerment.** This criterion is related to the relevance of design in terms of gender equality and women's empowerment, the level of resources committed, and changes promoted by the project.
 - (h) **Performance of partners,** including the performance of IFAD and the Government, will be assessed on an individual basis, with a view to the partners' expected role and responsibility in the project life cycle.
18. **Data collection.** The PPA will be built on the initial findings from a review of the ICR and other documents. For obtain further information, interviews will be conducted both at IFAD headquarters and in Kyrgyzstan. During the in-country work, additional primary and secondary data will be collected in order to reach an independent assessment of performance and results. Data collection methods will mostly include qualitative participatory techniques. The methods deployed will consist of individual and group interviews with project stakeholders, beneficiaries and other key informants and resource persons, and direct observations. The PPA will also make use – where applicable – of additional data available through the programme's monitoring and evaluation (M&E) system. Triangulation will be applied to verify findings emerging from different information sources.
19. **Stakeholders' participation.** In compliance with the IOE Evaluation Policy, the main project stakeholders will be involved throughout the PPA. This will ensure that the key concerns of the stakeholders are taken into account, that the evaluators fully understand the context in which the programme was implemented, and that opportunities and constraints faced by the implementing institutions are identified. Regular interaction and communication will be established with the Near East, North Africa and Europe Division (NEN) of IFAD and with the Government. Formal and informal opportunities will be explored during the process for the purpose of discussing findings, lessons and recommendations.

IV. Evaluation process

20. Following the PCRV based on desk review, the PPA will involve following steps:
- **Country work.** The PPA mission is scheduled for 11-22 May 2015. It will interact with representatives from the government and other institutions, beneficiaries and key informants, in Bishkek and in the field. At the end of the mission, a wrap-up meeting will be held in Bishkek to summarize the preliminary findings and discuss key strategic and operational issues. The country programme manager for Kyrgyz Republic is expected to participate in the wrap-up meeting.
 - **Report drafting and peer review.** After the field visit, a draft PPA report will be prepared and submitted to IOE internal peer review for quality assurance.
 - **Comments by NEN and the Government.** The draft PPA report will be shared simultaneously with NEN and the Government for review and comment. IOE will finalize the report following receipt of comments by NEN and the Government and prepare the audit trail.
 - **Management response by NEN.** A written management response on the final PPA report will be prepared by the Programme Management Department. This will be included in the PPA report, when published.
 - **Communication and dissemination.** The final report will be disseminated among key stakeholders and the evaluation report published by IOE, both online and in print.

V. Key issues for investigation

21. While basically covering all evaluation criteria mentioned in paragraph 17, the PPA will also seek to review a number of selected issues more closely. In reflecting upon key issues for focus, the following points are taken into consideration. First, the project was initiated, cofinanced and supervised by the World Bank. Hence, the assessment of issues related to IFAD's specificity (e.g. targeting, gender) needs to take cognisance of this and look at the IFAD's role in such aspects in the cofinanced project. Second, there are two on-going IFAD-financed projects as a follow-on of AISP (as well as one financed by the World Bank, each project covering specific geographical area and altogether covering the whole country). The PPA will therefore need to also take into consideration, to the extent possible and where appropriate, the design and progress under these IFAD-financed projects, especially in the formulation of recommendations.
22. The key issues that have been identified based on the initial desk review are presented in the below. These may be adjusted or revised based on further considerations or information availability, consultation with NEN and the Government.
- (a) Sustainability of community-based organizations.** The programme strategy centred on establishing and strengthening community-level/based organizations of pasture users and farmers across all the targeted *Ayil Okmutus* (AOs).¹² The Pasture User Unions (PUUs) remain instrumental in the decentralized management of pasture resources in the context of the pasture law. AISP's follow-on (ongoing) projects financed by IFAD and the World Bank build on the progress made under AISP in this regard to further strengthen the capacity of PUUs. The formation of Farmer *Koshuuns* (FKs) is/was considered instrumental in ensuring sustainable extension service provision in the context of declining public and donor funding towards agricultural extension in Kyrgyzstan. The PPA will review the issue of sustainability of these organizations formed, promoted or supported under AISP with a view to identify key issues and critical success factors for enhancing their sustainability.
- (b) Pasture Law.** The pasture law passed in 2009, based on multi-donor coordinated efforts and the AISP support, is considered to be a unique and innovative example of a legislative framework for participatory, decentralized and sustainable pasture management. The PPA will seek to identify key success factors leading to the passage of the legislation and for its implementation, and the potential role of donor-financed projects in such endeavour.
- (c) Sustainability of benefits generated from animal disease control interventions.** The project worked towards control and eventual elimination of selected (six) zoonotic diseases¹³ across the country. Typically these zoonotic diseases, especially brucellosis and echinococcosis, require sustained vaccination drives spanning 8-10 years to be completely eliminated failing which there remains a risk of sporadic outbreaks. The cost of nationwide vaccination drive for the zoonotic diseases is estimated at US\$6 million a year.¹⁴ This PPA will review the measures being taken to ensure continued funding, from communities/donor(s) and/or government, at sustained intervention towards that end.
- (d) Targeting, gender equality and women's empowerment.** IFAD cofinanced the project along with the World Bank, which was in the lead role

¹² Local administrative units comprising of a number of villages.

¹³ Diseases that can be transmitted from animals to humans.

¹⁴ Supervision Report 2012.

for its design and supervision. The review of the project design (i.e. the World Bank's PAD),¹⁵ supervision reports and ICR indicates that key issues of IFAD's concerns – such as targeting and gender - are not sufficiently reflected upon therein, even though these were flagged in the IFAD's internal design review process (e.g. OSC, TRC) and IFAD also prepared a paper on targeting during the design process. Consequently, the PPA will review: (i) relevance and effectiveness of the approach taken and interventions supported, if any, to target specific segment of rural community members; (ii) the extent of project results and impact on various groups of the rural communities, with attention to women; and (iii) the role of and efforts made by IFAD to incorporate the issues of targeting of gender in project design and also during implementation through supervision missions, mid-term review, etc.

VI. Evaluation team

23. Ms Fumiko Nakai, IOE Evaluation Officer has been designated as Lead Evaluator for this PPA and will be responsible for delivering the final report. She will be assisted by Dr. Samuel Jutzi (IOE consultant). Ms Laure Vidaud, IOE Evaluation Assistant, will provide research and administrative support.

VII. Background documents

24. The key background documents for the exercise will include the following:

General

- IFAD (2009). Evaluation Manual. Methodology and processes.
- IOE (2012). Guidelines for the Project Completion Report Validation (PCR) and Project Performance Assessment (PPA).
- IFAD (2011). IFAD Evaluation Policy.
- Various IFAD Policies and Strategies, in particular, Strategic Framework (2007-10), Targeting, Gender Equity and Women Empowerment.

IFAD/World Bank documents - project specific:

- AISP – World Bank Implementation Completion Report (2014)
- AISP – World Bank Project Appraisal Report (2008)
- AISP – IFAD President's Report (2008)
- Programme Loan Agreement (2008) and Amendments
- Supervision Mission Aide Memoire and Reports
- Mid-term review report (2011)

¹⁵ For example, while the design report summarily recognized the role of women in grazing and in supplementary income generation from land, there is lack of information on any specific interventions undertaken (e.g. in terms of access to rangelands, alternative livelihood activities carried out on the demarcated pasture land etc.).

Methodological note on project performance assessments

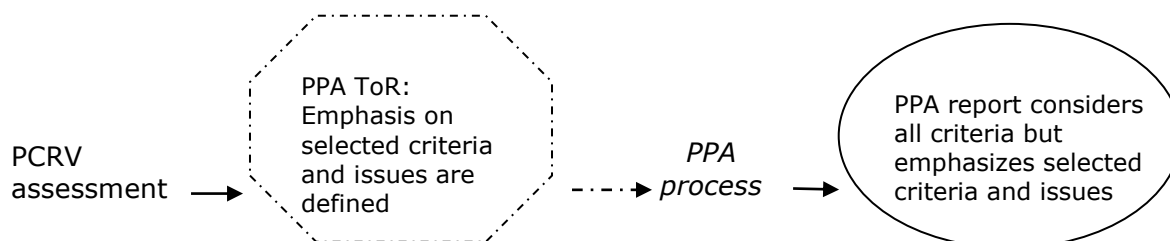
A. What is a project performance assessment?¹

1. The project performance assessment (PPA) conducted by the Independent Office of Evaluation of IFAD (IOE) entails one mission of 7-10 days² and two mission members.³ PPAs are conducted on a sample of projects for which project completion reports have been validated by IOE, and take account of the following criteria (not mutually exclusive): (i) synergies with forthcoming or ongoing IOE evaluations (e.g. country programme or corporate-level evaluations); (ii) major information gaps in project completion reports (PCRs); (iii) novel approaches; and (iv) geographic balance.
2. The objectives of the PPA are to: assess the results and impact of the project under consideration; and (ii) generate findings and recommendations for the design and implementation of ongoing and future operations in the country involved. When the PPA is to be used as an input for a country programme evaluation, this should be reflected at the beginning of the report. The PPA is based on the project completion report validation (PCR/V) results, further desk review, interviews at IFAD headquarters, and a dedicated mission to the country, to include meetings in the capital city and field visits. The scope of the PPA is set out in the respective terms of reference.

B. Preparing a PPA

3. Based on the results of the PCR/V, IOE prepares brief terms of reference (ToR) for the PPA in order to sharpen the focus of the exercise.⁴ As in the case of PCR/Vs, PPAs do not attempt to respond to each and every question contained in the Evaluation Manual. Instead, they concentrate on the most salient facets of the criteria calling for PPA analysis, especially those not adequately explained in the PCR/V.
4. When preparing a PPA, the emphasis placed on each evaluation criterion will depend both on the PCR/V assessment and on findings that emerge during the PPA process. When a criterion or issue is not identified as problematic or in need of further investigation, and no additional information or evidence emerges during the PPA process, the PPA report will re-elaborate the PCR/V findings.

Scope of the PPA



¹ Extract from the PCR/V and PPA Guidelines.

² PPAs are to be conducted within a budget ceiling of US\$25,000.

³ Typically, a PPA mission would be conducted by an IOE staff member with the support of a consultant (international or national). An additional (national) consultant may be recruited if required and feasible within the evaluation budget.

⁴ Rather than an approach paper, IOE prepares terms of reference for PPAs. These terms of reference ensure coverage of information gaps, areas of focus identified through PCR/Vs and comments by the country programme manager, and will concentrate the PPA on those areas. The terms of reference will be included as an annex to the PPA.

C. Evaluation criteria

5. The PPA is well suited to provide an informed summary assessment of project relevance. This includes assessing the relevance of project objectives and of design. While, at the design stage, project logical frameworks are sometimes succinct and sketchy, they do contain a number of (tacit) assumptions on mechanisms and processes expected to generate the final results. At the post-completion phase, and with the benefit of hindsight, it will be clearer to the evaluators which of these assumptions have proved to be realistic, and which did not hold up during implementation and why.
6. For example, the PPA of a project with a major agricultural marketing component may consider whether the project framework incorporated key information on the value chain. Did it investigate issues relating to input and output markets (distance, information, monopolistic power)? Did it make realistic assumptions on post-harvest conservation and losses? In such cases, staff responsible for the PPA will not be expected to conduct extensive market analyses, but might consider the different steps (e.g. production, processing, transportation, distribution, retail) involved and conduct interviews with selected actors along the value chain.
7. An assessment of effectiveness, the extent to which a project's overall objectives have been achieved, should be preferably made at project completion, when the components are expected to have been executed and all resources fully utilized. The PPA considers the overall objectives⁵ set out in the final project design document and as modified during implementation. At the same time, it should be flexible enough to capture good performance or under-performance in areas that were not defined as an objective in the initial design but emerged during the course of implementation.
8. The PPA mission may interview farmers regarding an extension component, the objective of which was to diffuse a certain agricultural practice (say, adoption of a soil nutrient conservation technique). The purpose here would be to understand whether the farmers found it useful, to what extent they applied it and their perception of the results obtained. The PPA may look into reasons for the farmers' interest in new techniques, and into adoption rates. For example, was the extension message delivered through lectures? Did extension agents use audio-visual tools? Did extension agents engage farmers in interactive and participatory modules? These type of questions help illustrate *why* certain initiatives have been conducive (or not conducive) to obtaining the desired results.
9. The Evaluation Manual suggests methods for assessing efficiency, such as calculating the economic internal rate of return (EIRR),⁶ estimating unit costs and comparing them with standards (cost-effectiveness approach), or addressing managerial aspects of efficiency (timely delivery of activities, respect of budget provisions). The documentation used in preparing the PCRV should normally provide sufficient evidence of delays and cost overruns and make it possible to explain why they happened.
10. As far as rural poverty impact is concerned, the following domains are contemplated in the Evaluation Manual: (a) household income and assets; (b) human and social capital and empowerment; (c) food security and agricultural

⁵ Overall objectives will be considered as a reference for assessing effectiveness. However, these are not always stated clearly or consistent throughout the documentation. The assessment may be made by component if objectives are defined by components; however the evaluation will try to establish a correspondence between the overall objectives and outputs.

⁶ Calculating an EIRR may be challenging for a PPA as it is time consuming and the required high quality data are often not available. The PPA may help verify whether some of the crucial assumptions for EIRR calculation are consistent with field observations. The mission may also help shed light on the cost-effectiveness aspects of efficiency, for example whether, in an irrigation project, a simple upgrade of traditional seasonal flood water canalization systems might have been an option, rather than investing on a complex irrigation system, when access to markets is seriously constrained.

productivity; (d) natural resources, the environment and climate change;⁷ and (e) institutions and policies. As shown in past evaluations, IFAD-funded projects generally collect very little data on household or community-level impact indicators. Even when impact data are available, both their quality and the methodological rigour of impact assessments are still questionable. For example, although data report significant increases in household assets, these may be due to exogenous factors (e.g. falling prices of certain commodities; a general economic upturn; households receiving remittances), and not to the project.

11. PPAs may help address the "attribution issue" (i.e. establishing to what extent certain results are due to a development intervention rather than to exogenous factors) by:
 - (i) following the logical chain of the project, identifying key hypotheses and reassessing the plausibility chain; and
 - (ii) conducting interviews with non-beneficiaries sharing key characteristics (e.g. socio-economic status, livelihood, farming system), which would give the mission an idea of what would have happened without the project (counterfactual).⁸
12. When sufficient resources are available, simple data collection exercises (mini-surveys) may be conducted by a local consultant prior to the PPA mission.⁹ Another non-mutually exclusive option is to spot-check typical data ranges or patterns described in the PCR by means of case studies (e.g. do PCR claims regarding increases in average food-secure months fall within the typical ranges recorded in the field?). It is to be noted that, while data collected by a PPA mission may not be representative in a statistical sense, such data often provide useful reference points and insights. It is important to exercise care in selecting sites for interviews in order to avoid blatant cases of non-beneficiaries profiting from the project.). Sites for field visits are selected by IOE in consultation with the government concerned. Government staff may also accompany the PPA mission on these visits.
13. The typical timing of the PPA (1-2 years after project closure) may be useful for identifying factors that enhance or threaten the sustainability of benefits. By that stage, the project management unit may have been disbanded and some of the support activities (technical, financial, organizational) terminated, unless a second phase is going forward or other funding has become available. Typical factors of sustainability (political support, availability of budgetary resources for maintenance, technical capacity, commitment, ownership by the beneficiaries, environmental resilience) can be better understood at the ex post stage.
14. The PPA also concentrates on IFAD's role with regard to the promotion of innovations and scaling up. For example, it might be observed that some innovations are easily scaled up at low cost (e.g. simple but improved cattle-rearing practices that can be disseminated with limited funding). In other cases, scaling up may involve risks: consider the case of a high-yield crop variety for which market demand is static. Broad adoption of the variety may be beneficial in terms of ensuring food security, but may also depress market prices and thereby reduce sale revenues for many households unless there are other, complementary activities for the processing of raw products.
15. The PPA addresses gender equality and women's empowerment, a criterion recently introduced into IFAD's evaluation methodology. This relates to the emphasis placed on gender issues: whether it has been followed up during

⁷ Climate change criterion will be addressed if and when pertinent in the context of the project, as most completed projects evaluated did not integrate this issue into the project design.

⁸ See also the discussion of attribution issues in the section on PCRVs.

⁹ If the PPA is conducted in the context of a country programme evaluation, then the PPA can piggy-back on the CPE and dedicate more resources to primary data collection.

implementation, including the monitoring of gender-related indicators; and the results achieved.

16. Information from the PCRV may be often sufficient to assess the performance of partners, namely, IFAD and the government. The PPA mission may provide further insights, such as on IFAD's responsiveness, if relevant, to implementation issues or problems of coordination among the project implementation unit and local and central governments. The PPA does not assess the performance of cooperating institutions, which now has little or no learning value for IFAD.
17. Having completed the analysis, the PPA provides its own ratings in accordance with the evaluation criteria and compares them with PMD's ratings. PPA ratings are final for evaluation reporting purposes. The PPA also rates the quality of the PCR document.
18. The PPA formulates short conclusions: a storyline of the main findings. Thereafter, a few key recommendations are presented with a view to following up projects, or other interventions with a similar focus or components in different areas of the country.¹⁰

¹⁰ Practices differ among multilateral development banks, including recommendations in PPAs. At the World Bank, there are no recommendations but "lessons learned" are presented in a typical PPA. On the other hand, PPAs prepared by Asian Development Bank include "issues and lessons" as well as "follow-up actions" although the latter tend to take the form of either generic technical guidelines for a future (hypothetical) intervention in the same sector or for an ongoing follow-up project (at Asian Development Bank, PPAs are undertaken at least three years after project closure).

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition^a</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
<ul style="list-style-type: none"> Household income and assets 	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
<ul style="list-style-type: none"> Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> Food security and agricultural productivity 	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
<ul style="list-style-type: none"> Natural resources, the environment and climate change 	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
<ul style="list-style-type: none"> Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> Sustainability 	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
<ul style="list-style-type: none"> Innovation and scaling up 	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.
<ul style="list-style-type: none"> Gender equality and women's empowerment 	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> IFAD Government 	

^a These definitions have been taken from the OECD/DAC *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

List of key persons met

A. Rome, IFAD Headquarters (prior to PPA mission)

Frits Jepsen, Country Programme Manager, Near East, North Africa and Europe Division
Antonio Rota, Lead Technical Adviser, Livestock, Policy and Technical Advisory Division

B. Bishkek, Kyrgyz Republic

Ministry of Agriculture and Melioration

Janybek Kalkanovich Kerimaliev, Deputy Minister
Abdimalik Egemberdiev, Pasture Department Director

Agricultural Project Implementation Unit (APIU), Ministry of Agriculture and Melioration

Mr Mairambek Tairov, APIU Director
Ms Asel Akimalieva, Deputy Director on Administrative Issues
Mr Elzarbek Sharshenbek U., LMDP Coordinator
Ms Gulmira Akhmatova, M&E, Gender Coordinator
Mr Saparbek Tynaev, Specialist on Pasture Management
Esenbai, Seyitov, Veterinary Specialists
Ms Irena Baitanaeva, Communications Specialist
Ms Meerim Toibaeva, Office Manager

Community Development and Investment Agency (ARIS)

Kubanychbek Ismailov, Executive Director, ARIS
Asel Mambetkulova, Deputy Director
Rakhat Junushova, Financial Manager
Mairambek Bayaliev, Project Coordinator, ARIS
Mirbek Dosuev, Specialist for Social Mobilization
Ulan Baigonchokov, M&E Specialist
Zuura Musaeva, M&E Specialist
Baktygul Jumasheva, Gender and Poverty Specialist
Maiya Beishenalieva, M&E Specialist, Village Investment Project (World Bank-financed)

State Inspectorate on Veterinary and Phyto-Sanitary Security (SIVPS)

Samir Osmonaliev, Director
Ashirbai Jusupov, Chief Inspector – Veterinarian
Murat Abdraev, Head of Animal Health Unit

Veterinary Chamber

Dr Zholdoshbek Dadybaev, Executive Director
Mr Nurlan Arstanbekovich Duishev, Liaison Specialist

Public Union of Community Seeds Fund

Jakshylyk Satiev, Executive Director

Agency of Development Initiatives

Chynara Biialieva, Programme Adviser
Aida Jamangulova, Project Manager

Rural Advisory Services (Chui-Talas)

Sherip Berdaliev, Chui-Talas RAS Manager

Training, Advisory and Innovation Centre

Shaibek Karasartov, Director

Embassy of Switzerland

Rene Holenstein, Ambassador

Bakyt Makhmutov, Senior Advisor / Policy and Water Resources

World Bank

Peter Goodman, former Task Team Leader for ASIP (on mission)

Talaibek Torokulovich Koshmatov, Senior Agricultural Specialist (World Bank Country Office)

IFAD country presence

Kanat Sultanaliev, IFAD consultant

Food and Agriculture Organization of the United Nations

Dorjee Kinlay, Representative

CAMP Alatoo (non-governmental organization)

Azamat Isakov, Director

Rural Development Fund (non-governmental organization)

Mirgul Amanalieva, Researcher

C. Field visits

Kochkor Ayil Aymak, Kochkor Raion, Naryn Oblast (14 May 2015)

Kerimkulov Nurlan, 1 Deputy Akim, Kochkor Raion

Israilov M., Head of Kochkor AO

Kazanbaev S., Chairperson, Kochkor PC

Tuleev Karybek, Head of Raion Department for Agrarian Development (RDAD)

Alybaev Jenishbek, CDSO ARIS

Tabyldiev Siyun, CDSO ARIS

Turdubekov Tilek, CDSO ARIS

Jergetal Ayil Aymak, Naryn Raion, Naryn oblast (15 May 2015)

Jumabekova Sh., Head of Jergetal, *ayil aymak*

Omurov A., Chairperson, Jergetal PC

Esengulov Bakai, Oblast ARIS Coordinator

Sydybaev E., CDSO ARIS, VIP

Jakypov Sh., Social Mobilization and Working Group Specialist, ARIS

Satarov T., CDSO ARIS

Dobolu Ayil Aymak, Naryn Raion, Naryn Oblast (15 May 2015)

Ibraimakun uulu Janybek, Head of Dobolu, *ayil aymak*

Isakov Kurmanbek, Chairperson of AK

Sultanov Janybek, Chairperson, Dobolu PUU

Orozakunov U., CDSO ARIS

Jakypov Sh., Social Mobilization and Working Group Specialist, ARIS

Murzabai u. Manas, Social Mobilization and Working Group Specialist, ARIS

Makaev Kuban, CDSO ARIS

Mambetjanova J., CDSO ARIS

Junusov Kurmanbai, Naryn RAS

Ak-Moiun Ayil Aymak, At-Bashy Raion, Naryn Oblast (16 May 2015)

Mambetov D., Head of Akmoiun, *ayil aymak* (local municipality/district)
Togozov Jailoo, Chairperson of *ayil kenesh* (local council)
Osmonbekov J., Akmoiun PC
Midinov K., Chairperson of SCF
Murzabai uulu J., Social Mobilization and Working Group Specialist, ARIS

Bash-Kaindy Ayil Aymak, At-Bashy Raion, Naryn Oblast (16 May 2015)

Shadybekov U., Head of Bash-Kaindy, *ayil aymak*
Kadyrmambetov P., PUU Chairperson
Asanaliev O., Chairperson of PC
Panaliev J., vet. Service
Mamaeva J., Village Health Committee member

Ulakhol Ayil Aymak, Ton Raion, Issyk-Kul Oblast (17 May 2015)

Alimbekov T., 1 Deputy Akim
Mambetkerimov A., Head of Ulakhol, *ayil aymak* (local municipality/district)
Kadyrmambetov P., Pasture Users Union Chairperson
Asanaliev O., Chairperson of PC
Abykanov E., Village Head
Karybaev K., Chairperson of Tilek CSF
Kanienova B., AHSC
Eshperov M., ARIS Oblast Coordinator
Kadyrov N.M., CDSO ARIS

Kara-Oi Ayil Aymak, Issyk-Kul Raion, Issyk-Kul Oblast (18 May 2015)

Tiulegenov A., Head of Kara-Oi, *ayil aymak* (local municipality/district)
Usenbekov B., Chairperson of *ayil kenesh* (local council)
Kadyraliev S., PC Chairperson
Kulchaev K., CDSO ARIS
Usubaliev E., CDSO ARIS
Osmonbekov B., CDSO ARIS

Kyzyl-Oktiabr Ayil Aymak, Kemin Raion, Chuy Oblast (18 May 2015)

Atanov T.A., Head of Kyzyl-Oktiabr, *ayil aymak*
Chylpakov M., Majakylova Sh., Jusupbekov T., *ayil kenesh* (local council) deputies
Mambetaliev Mairambek, PC Chairperson
Isabekov N., Oblast ARIS Coordinator
Niyazov A., CDSO ARIS

Iskra Ayil Aymak, Chuy Raion, Chuy Oblast (19 May 2015)

Duishenaliev A., Head of PC of Iskra, *ayil aymak*
Jumadilov S., PC Chairperson of Iskra PUU
Mamytov T., Member of Iskra Pasture Users Union
Absamatov K., Member of Iskra Pasture Users Union
Joroev M., Private veterinarian
Sultankulov T., Private veterinarian
Torobaev I., Pasture user
Usubekov M., Pasture user

Chuy Ayil Aymak, Chuy Raion, Chuy Oblast (19 May 2015)

Bekjanov J., PC Chairperson of *Chuy* Pasture Users Union
Karagulov B., Chairperson of *Adyl* CSF
Archybaev A., Pasture user
Asankulov B., Pasture user
Beishenaliev A., Pasture user

Japarov T., Pasture user
Kariev R., Pasture user
Tynaliev K., Pasture user

Onbir-Jylga Ayil Aymak, Chuy Raion, Chuy Oblast (19 May 2015)

Seitaliev A., PC Chairperson of *Onbir-Jylga* PUU
Kamalov T., Pasture user
Isakov N., Pasture user
Shopokov A., Pasture user /Deputy of AK
Alabaev T., Pasture user
Amanov S., Pasture user
Mambetkaziev T., Pasture user

D. Interviewed by phone (after the PPA mission)

Brian Bedard, livestock and veterinary services specialist, former World Bank task team leader for AISP
Asyl Undeland, community development and gender specialist (World Bank consultant involved in the AISP design, supervision and implementation support)

E. PPA Team

Samuel Jutzi, IOE senior consultant
Fumiko Nakai, Senior Evaluation Officer, Independent Office of Evaluation, IFAD

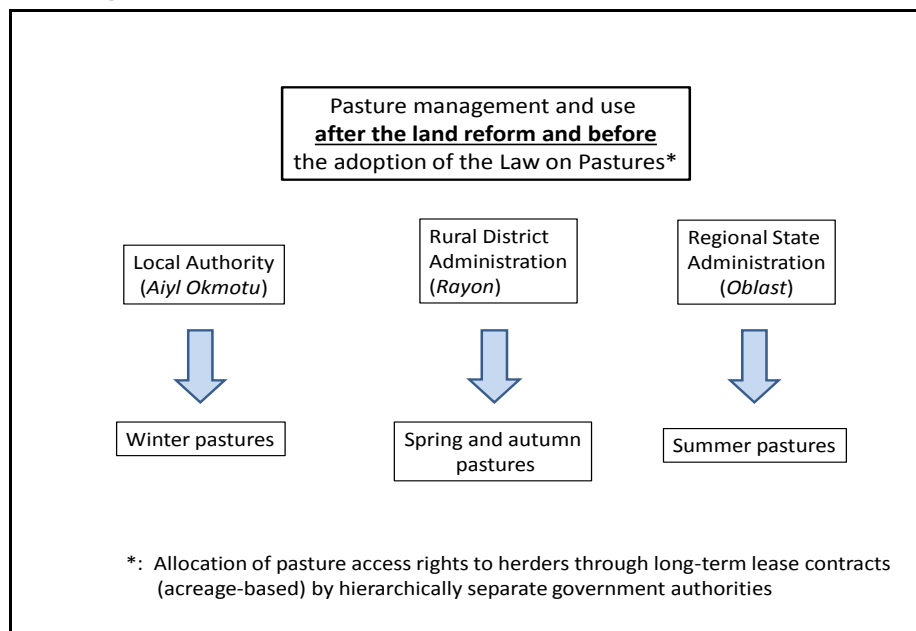
Pasture reform in the Kyrgyz Republic

1. Pasture management on the territory of the Kyrgyz Republic has undergone three distinct phases:¹ (i) traditional mixed herding and rotational pasture use patterns of the Kyrgyz prior to collectivization during the Soviet era; (ii) centrally-planned use of pastures and intensive industrial-style livestock production during the Soviet period; and (iii) post-independence mixture of various livestock ownership patterns, overlapping regulatory and administrative responsibilities among different government levels and entities.
2. Kyrgyz livestock owners have historically engaged in pastoral transhumance (i.e. seasonal migration of livestock and those who tend livestock between summer and winter pastures), taking advantage of the different types of pastures that are suitable for grazing at different times of the year. With such system, herders would spend winters in encampments in lower areas with no snow cover, then move with their animals to spring/fall pastures at medium altitudes, and eventually further up to summer pastures, returning again in the fall via spring/fall pastures to their valley camps. Thus, the key features of pasture management prior to collectivization during the Soviet era included: an absence of individual rights to pasture land and highly decentralized decision-making about grazing rights to pastures. Reportedly, "it enjoyed broad-based social acceptance and was environmentally sustainable."²
3. During the 1920s and 1930s, these livestock ownership and pasture use patterns were changed dramatically as pasture land (and crop) management became exclusive responsibility of large state and cooperative farms (*sovkhoz* and *kolkhoz*). The members of these farms no longer performed a broad range of activities linked to livestock and/or household management, but were assigned discrete functions and performed the related tasks according to instructions from a small number of specialists. This resulted in the loss of animal and pasture management skills for the majority. Centralized mapping, measurement and monitoring of pasture quality and carrying capacity by the State Land Management Committee (*Giprozem*) ensured relatively balanced but extremely intensive use. The objective of maximizing livestock production overshadowed that of sustainable use of pasture resources.
4. After the Kyrgyz's independence in 1991, much of the crop land formerly controlled by the 195 *kolkhoz* farms and 275 *sovkhoz* farms, and all their livestock were distributed to their employees and dependants in the land reform after independence, while all pasture land remained property of the state and was entrusted for its governance to regional, sub-regional and local government authorities.

¹ World Bank 2006.

² World Bank 2006.

Figure 1
Pasture governance after independence (land reform)



19. Pasture land governance as instituted in the post-independence land reform was characterized essentially by two important features:
- Three hierarchically different government authorities were given exclusive governance responsibility for the three main categories of pasture land: the seven regional authorities (*oblasts*) had responsibility for the summer pastures, distant from the settlements, normally at high altitude; the 40 district authorities (*rayons*) had responsibility for the intermediately distant ("intensive") pastures, used in spring and autumn, and the Local Self-Government Authorities (*Ayil Okmutus*) were to deal with the use of winter ("*Priselnye*") pastures.
 - The use of the pasture land was organized normally through (often long-term, multi-year) lease contracts issued to herders by the government authorities, again at hierarchically separate levels (*oblasts* and *rayons*, respectively).
20. This pasture land governance had two significant shortcomings:
- Disruption of the linkages between the three different pasture categories essential for the functioning of the transhumant resource use; this disruption was the consequence of inadequate attention / coordination by the regional and districts authorities to these linkages, and led to the deterioration of infrastructure (bridges, roads, water points) for access to and use of pastures. A serious consequence of this disruption was the under-utilization of distant pastures and the related over-grazing of pastures near settlement, both effects causing severe bio-physical degradation of pasture land.
 - The issue of acreage-based, long-term pasture use lease contracts: this practice was inherently biased in favour of large-scale and wealthy animal owners, and thus detrimental to social equity objectives of the Government; small farmers increasingly abstained from leading or sending their animals to spring, summer and autumn pastures, thus contributing to severe over-grazing of near-village pastures, thereby also curtailing winter feeding opportunities for their livestock.
21. The 2009 Pasture Law was designed and accepted to reverse such negative tendencies.

Importance of Kyrgyzstan's pasture reform

Considering the predominantly mountainous, high altitude geography of Kyrgyzstan, and *considering* the low forest cover (5 per cent of total land), native pasture management is the primary land use (9.2 million ha, 87.3 per cent of the agricultural land, or 44 per cent of total land); with only 6.8 per cent of total land or 11.6 per cent of the agricultural land used for crop cultivation; *considering* also that 3.9 million ha are summer ("distant") pastures, 2.8 million hectares are spring and autumn pastures ("intensive pastures"), and 2.4 million hectares are winter pastures ("*Priselnye*" pastures near villages);

Considering the substantial degree of pasture degradation recorded in native pasture land - at 49% of the national total pasture land affected, and ranging from 36 per cent for pasture land classified as "distant" from the villages (summer pastures), 50 per cent for "intensive pastures" (spring and autumn pastures), to 70 per cent for "*Priselnye* pastures" (winter pastures); *considering*, therefore, very serious sustainability issues in pasture land management;

Noting that the country's rural population accounts for about two thirds of total and one third of employed human population, primarily associated with livestock-based land use; *considering* the high proportion of the livestock sector in the overall net production value of agriculture (56.2 per cent in 2000, 57.3 per cent in 2011, at constant 2004-2006 US\$), with the sector therefore providing roughly half the contribution of agriculture to overall GDP (computed at 20.4 per cent in 2011);

The fair and sustainable governance of the nation's vast pasture land is of fundamental importance for the country's ecological, economic and social development.

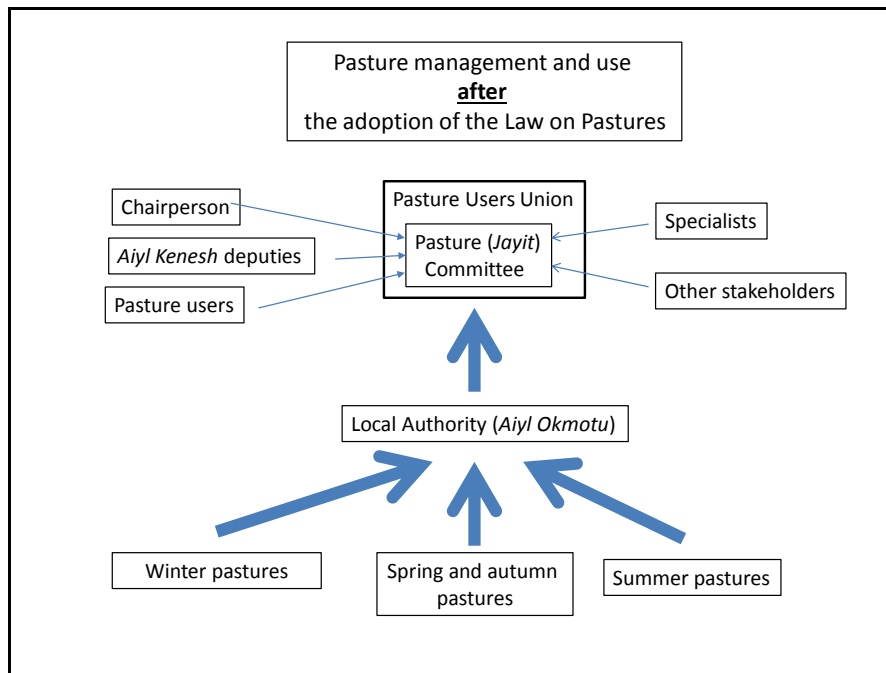
Legal framework of Kyrgyzstan's pasture reform

The Parliament (*Jogorku Kenesh*, December 18, 2008) and the Government (*President*, January 26, 2009) of the Kyrgyz Republic adopted the ***Law of the Kyrgyz Republic on Pastures*** which stipulates a fundamental reform of the country's pasture land governance, involving the devolution of pasture management responsibility from the state to the *Local Self-Government Authority*. The Local Self-Government Body shall delegate the pasture management and use authority to the Pasture Users Union (PUU) of its jurisdiction.

Key features:

- > PUUs are bodies of territorial public self-government with judicial authority
- > All members of PUUs (all adults of the locality) have the right to use pastures within the provisions of the community pasture management plan
- > The executive body of the PUU is the Pasture (*Jayit*) Committee (PC) composed of pasture users (majority representation in the Committee), specialists and deputies of local self-government bodies
- > The *Jayit* Committee shall: develop and implement long-term and annual community pasture use plans; monitor pasture conditions; issue pasture tickets to herders in accordance with the annual pasture use plans (headage-based; with authority to set the annual fees); manage pasture use revenue for *Jayit* Committee administration and for pasture infrastructure improvement
- > Pasture lease and sub-lease contracts are banned
- > The boundaries of pastures between local administrative entities (*Ayil Akmaks*) are defined and agreed

Figure 2
Pasture governance after 2009 Law on Pastures



22. The new pasture governance arrangements endeavour to provide more equitable access to all pastures through broad-based representation in PUU general assemblies, in particular benefiting small livestock owners. It involves importantly the shift from acreage-based to headage-based (*i.e.* according to the number of animals owned by farmers) pasture usage rights (pasture tickets), helping to align stocking rates with pasture carrying capacity. The new governance arrangement also gives the authority of setting pasture use fees to the Pasture (*Jayit*) Committees with the expectation that they cover their operational and pasture investment costs.

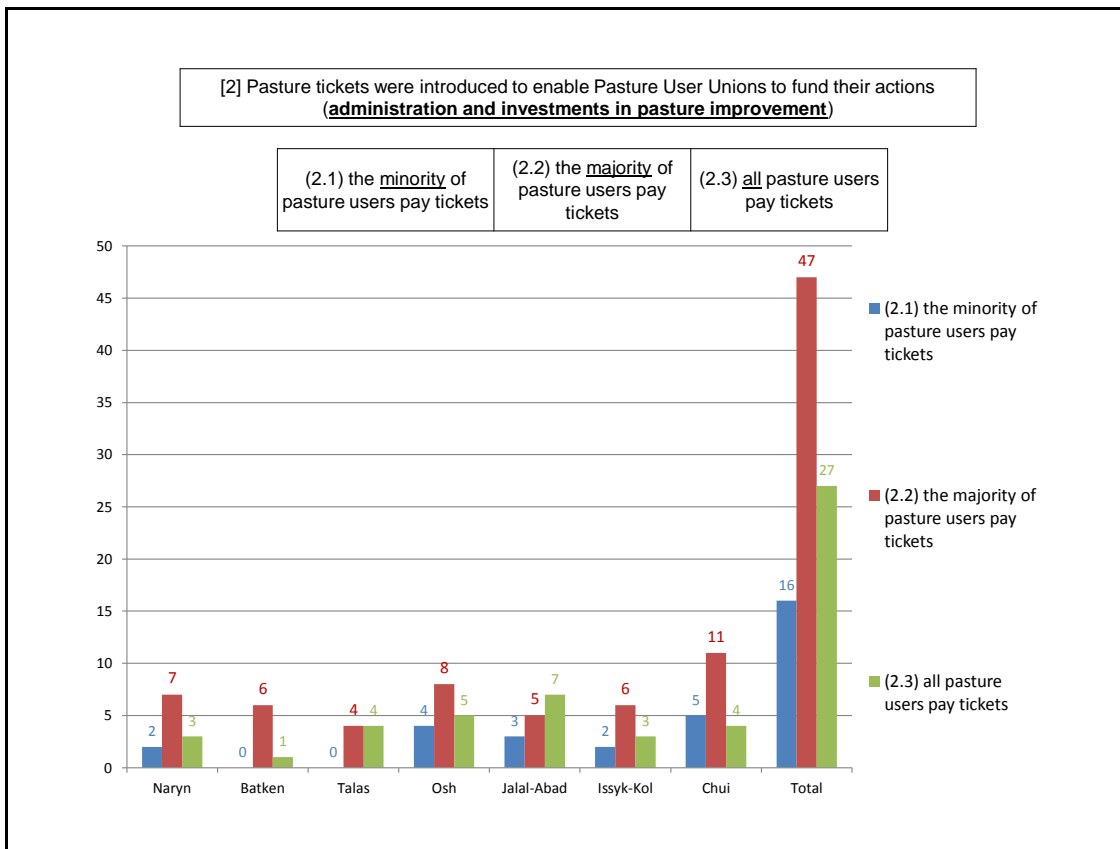
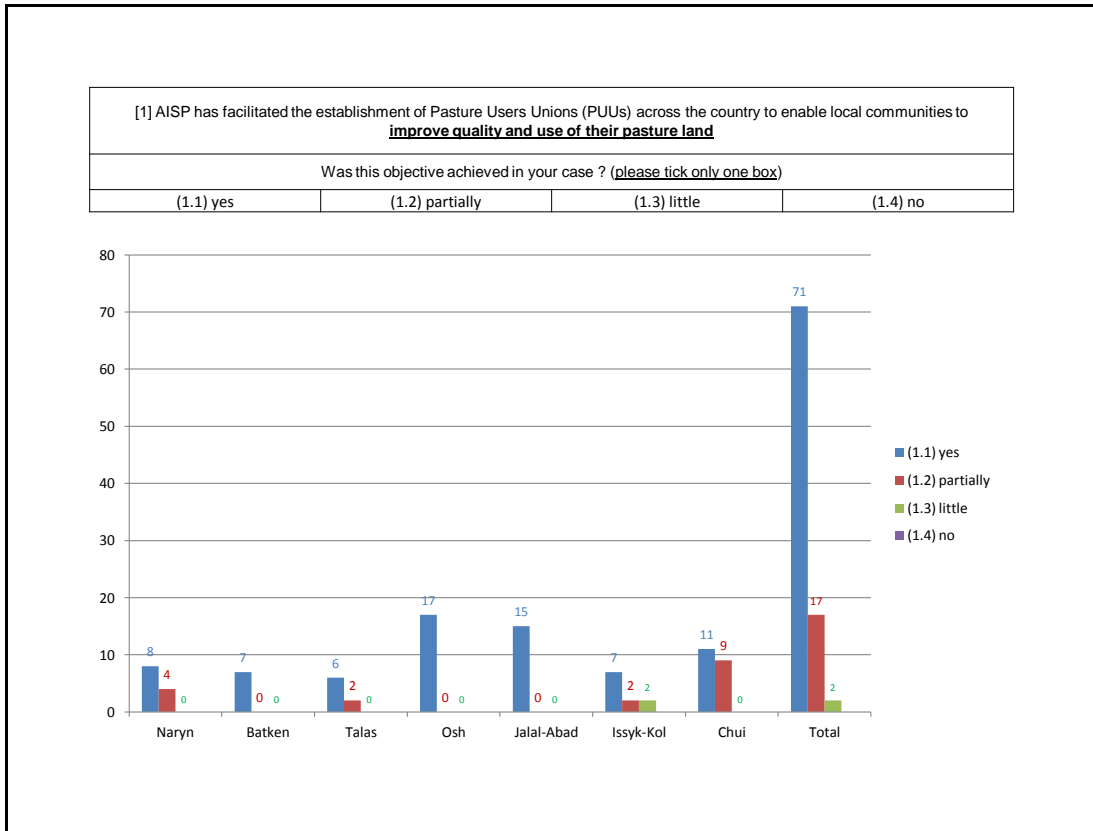
Pasture Users Union survey for PPA

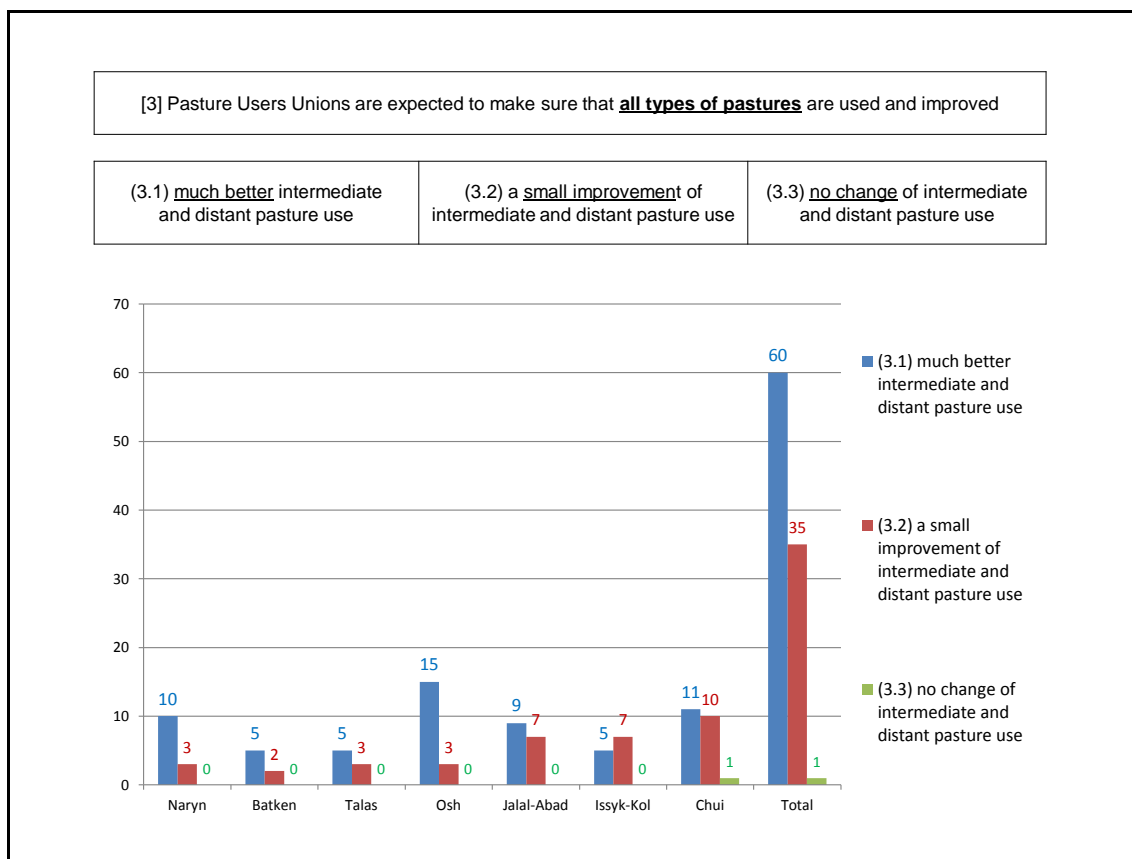
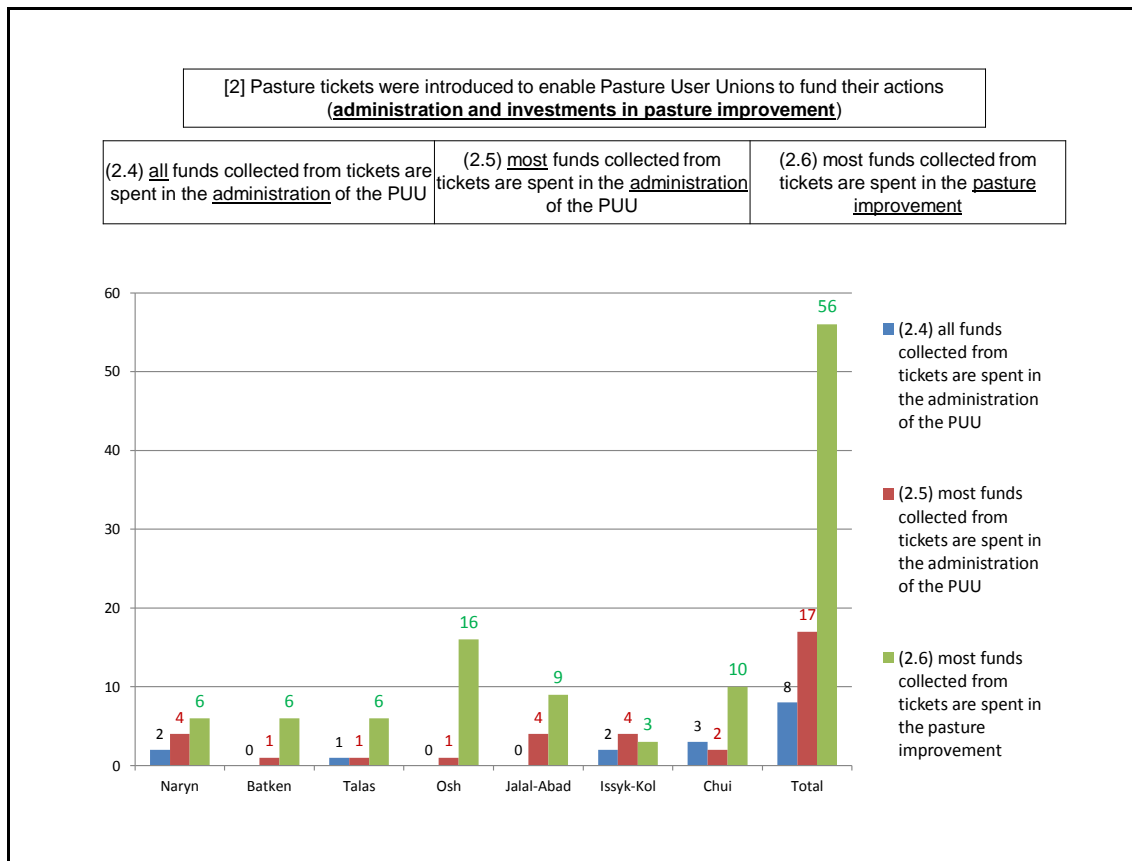
Methodology

1. The survey questions were formulated by the PPA team and discussed with IFAD country presence consultant (*Kanat Sultanaliev*). The objective of the survey among Pasture Users Unions (PUUs) across the entire country was to generate some feedback from the main target population of the AISP on their experiences with the project one year after its closure; this feedback was to include importantly some hints at project impact. The IFAD country presence consultant then shared the questionnaire with the APIU and chose a random sample of 20 per cent (90) of all 454 PUUs whereby the seven *oblasts* were to be represented proportionally to their number of PUUs. The APIU then translated the questionnaire and passed it on to ARIS for implementation by their regional CDSOs (Community Development Support Officers). The interviews were done physically with Pasture Committee members, normally with the Chairperson. The raw data were fed back through the same pathway to the reviewers for analysis.

Findings

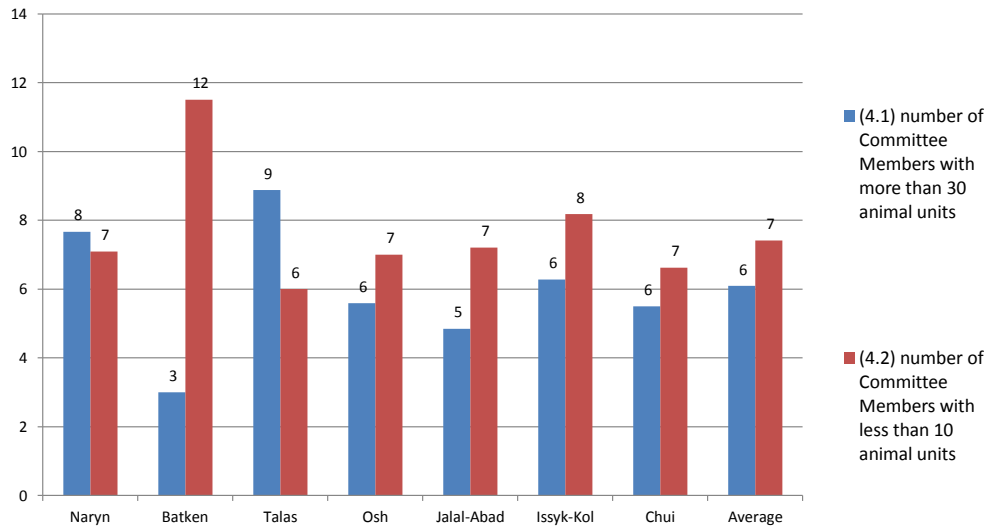
2. Even when accounting for a certain level of bias due to the interview situation (CDSOs as PUU-advisors asking the questions), the feedback is generally positive and reflects satisfaction with the overall project objective achievement and with its impacts on important features of the national pasture governance reform implemented by AISP (significantly increased access to and use of spring/autumn and particularly distant summer pastures; high levels of pasture use ticket payment rates and substantial investment of the pasture ticket proceeds in pasture infrastructure improvement; general satisfaction with the support provided to the PUUs by the Rayon administration). These survey results and overall picture were indeed consistent with the observations and findings by the PPA team in the field. Noteworthy is also that large and small animal owners are almost equally represented in the executive body of the PUUs (Jaiyt Committee) reflecting social equity considerations in Committee decision-making; on the other hand, gender balance in this process of decision-making is not achieved (2 women out of an average of 15 Committee members) indication missed opportunities. When looking ahead, the interviewees clearly prioritize investment in the technical advice on pasture management and improvement, in animal health, and in the improvement of pasture infrastructure (roads, bridges, watering points).





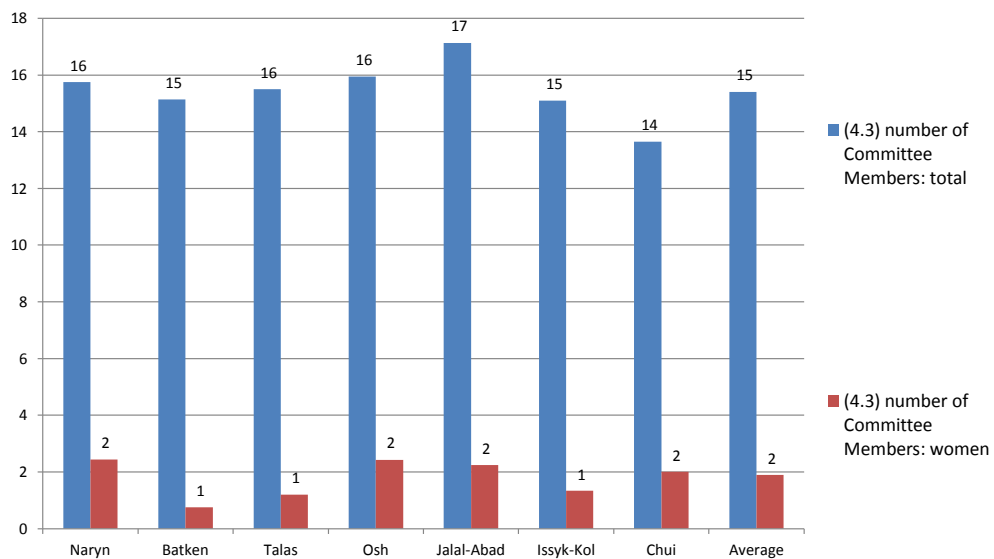
[4] Pasture Users Unions represent the livestock farming community as a whole

Farm size representation



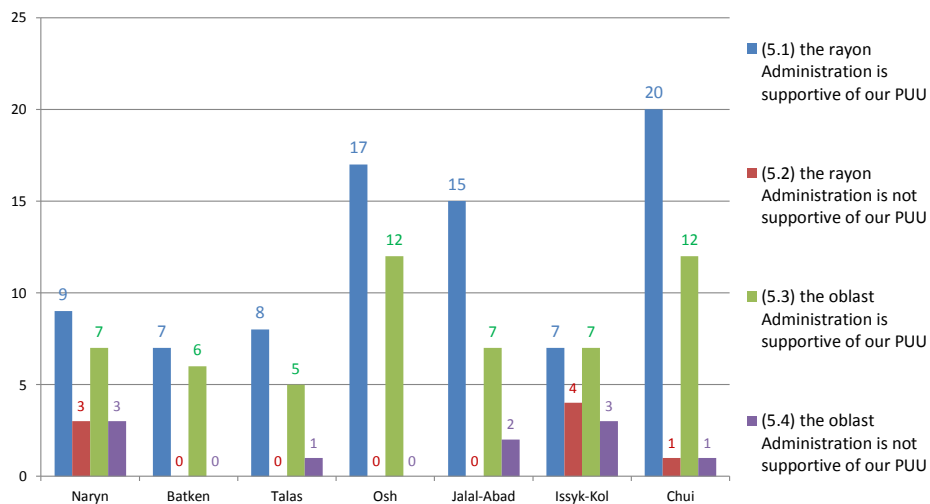
[4] Pasture Users Unions represent the livestock farming community as a whole

Gender representation in PUU Committee

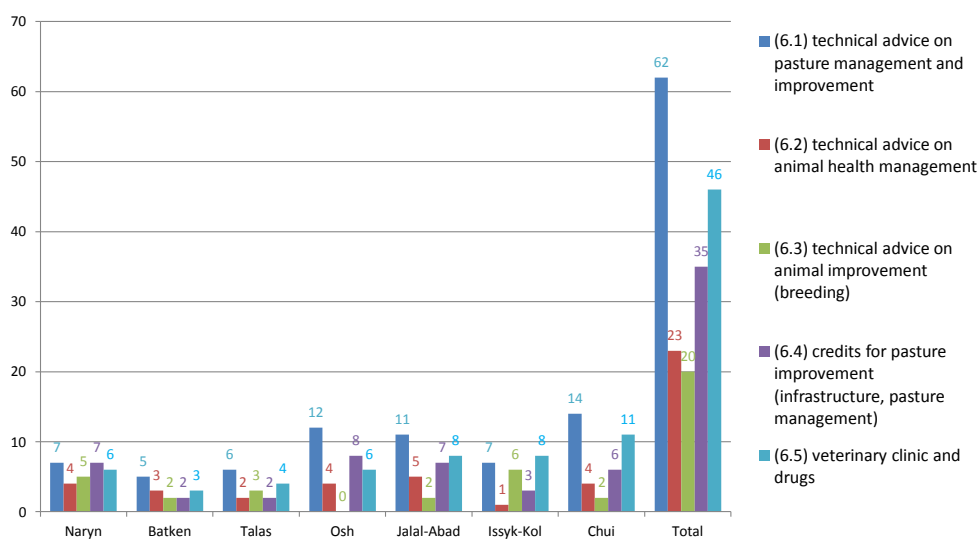


[5] The national Pasture Law envisages **decentralization of responsibility** for pasture management from the Nation through the Oblasts and Rayons to the local communities

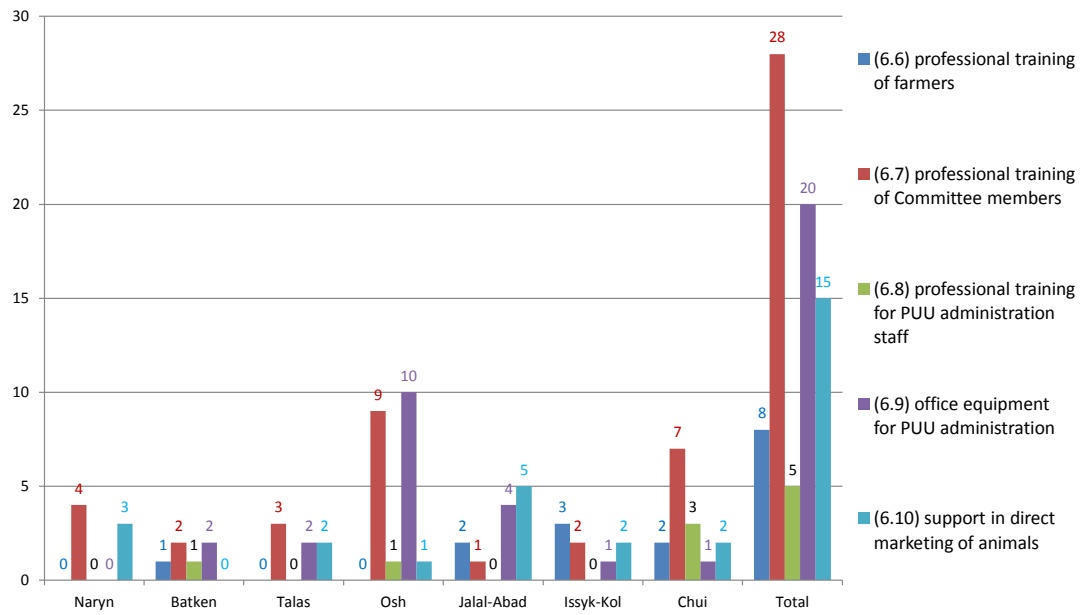
Please evaluate your PUU experience:



[6] Our PUU expects support in the following areas (please tick only the three most important ones)



[6] Our PUU expects support in the following areas (please tick only the three most important ones)



Comparison of project objectives and outcomes in basic documents of IFAD and the World Bank

	IFAD (President's Report Sep 2008, Project Grant Agreement Jan 2009)	World Bank Project Appraisal Report (Mar 2008)	WB Financing Agreement (as per PAD, grant N° H371KG, 20 June 2008)	WB Financing Agreement (additional financing, grant no H390KG, 20 June 2008) (Global Food Crisis Response Programme)	Restructuring in 2010 with additional financing through European Union
Goal/ / higher level objectives	"The goals of the project are to provide capital investments, strengthen key support services, deliver appropriate know-how, facilitate and support effective and sustainable management of the Recipient's pasture resources, to: (i) improve pasture infrastructure and quality; (ii) expand access to farm and livestock support services; and (iii) increase livestock productivity".	("Higher level objectives to which the project contributes") "The project will, through significant increases in productivity and sustainable pasture management, ultimately contribute to reducing rural poverty"			
Project objectives	" The project objective is to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector. More specifically, the project will increase farmers' productivity, particularly of livestock farmers in the project areas and reduce animal diseases that have a public health impact (e.g. brucellosis)" <u>Purpose/objective according to the results framework in the WB PAD and the logical framework in the IFAD President's Report:</u> "to improve the institutional and infrastructure environment for more productive, profitable and sustainable crop and livestock production by pasture users and smallholder farmers" [NB: The emphasis on livestock farmers in the main texts of the PAD and IFAD president's report was toned down.]		" The objective of the project is to assist the Recipient in improving its institutional and infrastructure environment for profitable and sustainable crop and livestock production."	"To assist the recipient in improving its institutional and infrastructure environment for profitable and sustainable crop and livestock production as well as in reducing instability of food prices and developing broad-based agricultural productivity for food supply and security"	The project development objective is to improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock and crop production by pasture users and smallholder farmers, as well as to reduce the economic impact of the zoonotic disease burden in the human population

<p>Outcomes</p>		<p>Component outcomes</p> <p>Improving the legal and institutional environment and the technical capacity for sustainable and produce community-based pasture management (comp 1)</p> <p>Improving the quality and coverage of agricultural support services (comp 2)</p> <p>Key outcome indicators are: (i) improved pasture infrastructure and quality; (ii) expanded access to farm and livestock support services; and (iii) increased livestock productivity</p>	<p>Component outcome</p> <p>Reducing instability of domestic grain prices, including improving the management of grain reserves as well as supporting agricultural productivity,</p> <p>Outcome indicator added: "improved food supply for poor households in the programme area"</p>		
<p>Intermediate outcomes</p>	<p>Expected outcomes (logframe in the president's report)</p> <p>Component One: (i) Establishment of an adequate legal and regulatory framework for pasture management; (ii) Effective management of pastures by rural communities in a sustainable manner; (iii) Increased access to improved pasture infrastructure</p> <p>Component Two: (i) Improved quality /outreach of RAS; (ii) Increased access to quality fodder seed; (iii) Strengthened SVD capacity; (iv) Expanded coverage by private veterinarian; and (v) Reduced brucellosis incidence</p>	<p>Main intermediate outcome indicators: (i) adoption of environmentally and socially sustainable and more productive pasture management practices in rural communities; (ii) implementation and maintenance of investments in pasture improvement and infrastructure; (iii) expanded access to effective farm support services such as rural advisory, veterinary and other livestock services; and (iv) reduction in the incidence of brucellosis in animals and humans</p>			

Results reported in AISP implementation completion report

A. Results framework analysis¹

Project Development Objectives (from Project Appraisal Document)

3. The project objective is to improve the institutional and infrastructure environment for farmers and herders, with a strong emphasis on the livestock sector. More specifically, the project will increase farmers' productivity, particularly of livestock farmers in the project areas and reduce animal diseases that have a public health impact (e.g., brucellosis). The project will provide critical capital investments, strengthen key support services, deliver appropriate know-how, and facilitate and support effective and sustainable management of the country's valuable pasture resources. This would enable farmers and herders to improve the productivity, profitability and sustainability of their enterprises and thereby help reduce poverty. Through its specific support for a regionally focused demonstration program to control brucellosis, the project would in addition contribute significantly to improved public health.

Revised Project Development Objectives (as approved by original approving authority)

4. The revised Project Development Objective is to improve the institutional and infrastructure environment for more productive, profitable and sustainable livestock and crop production by pasture users and smallholder farmers, as well as to reduce the economic impact of the zoonotic disease burden in the human population.

(a) Project Development Objective indicator(s)

Indicator	Baseline value	Original target values (from approval documents)	Formally revised target values	Actual value achieved at completion or target years
Indicator 1:	Improved pasture infrastructure and quality			
Value quantitative or qualitative)	0	350	-	454
Date achieved	03/20/2008	04/30/2008	10/09/2010	04/01/2014
Comments (incl. % achievement)	The figure indicates number of JCs that with improved infrastructure. This indicator was dropped during 2010 restructuring. Target exceeded by 30%			
Indicator 2:	Expanded access to farm and livestock support services			
Value quantitative or qualitative)	0	250	-	458
Date achieved	03/20/2008	04/30/2008	10/09/2010	04/01/2014
Comments (incl. % achievement)	The figure indicates number of FKs that provided services to farmers. This indicator was dropped during 2010 restructuring. Target exceeded by 83%.			

¹ This part is a reproduction of a section of the AISP implementation completion report of the World Bank

Indicator 3:	Increased livestock productivity			
Value quantitative or qualitative)	80 lambs per 100 ewes surviving to age 4 months; 1800 liters/cow/lactation	85 lambs per 100 ewes surviving to age 4 months; 1935 liters/cow/lactation		89 lambs per 100 ewes surviving to age 4 months; 1,960 liters/cow/lactation
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	This indicator is measured by the rate of lambs surviving to 4 months and milk yields. Target related to milk yields exceeded by 18.5 % and rate of lambs surviving to 4 months exceeded by 80%.			
Indicator 4:	Improved food supply for poor households in the program area			
Value quantitative or qualitative)	100	125		146
Date achieved	03/20/2008	10/09/2010		04/01/2014
Comments (incl. % achievement)	Indicator was introduced during 2010 restructuring. Data shows improvement of wheat yields for 8650 members of CSF. Target exceeded by 84%.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline value	Original target values (from approval documents)	Formally revised target values	Actual value achieved at completion or target years
Indicator 1 :	Revised legal framework reflected in Ayil Okmutus (AO) having management authority for intermediate and distant pastures			
Value (quantitative or qualitative)	-	Legal framework developed		Legal framework developed
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	Fully achieved			
Indicator 2 :	Number of PUUs with functioning PMC established and fully operational			
Value (quantitative or qualitative)	0	400		454
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	Target exceeded by 13.5%.			
Indicator 3:	Number of CPMPs satisfactorily developed, implemented and enforced by PMCs			
Value (quantitative or qualitative)	0	400		400
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	Fully achieved			
Indicator 4:	Percentage of pasture improvement micro-projects satisfactorily maintained			
Value (quantitative or qualitative)	0	85		98
Date achieved	03/20/2008	04/30/2008		12/31/2012
Comments (incl. % achievement)	Target exceeded by 15.3%.			

Indicator 5:	Number of FK contracting advisory services using own funds			
Value (quantitative or qualitative)	0	200		55
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	27.5% achieved			
Indicator 6:	Percentage of Community Seed Banks stable or expanding			
Value (quantitative or qualitative)	0	80		74
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	92.5% achieved			
Indicator 7:	Improved SVD ratings on OIE/PVS criteria			
Value (quantitative or qualitative)	1	2	The indicator was re-worded.	-
Date achieved	03/20/2008	04/30/2008	10/09/2010	04/01/2014
Comments (incl. % achievement)	Revision of the rating was not done. This indicator was re-worded during 2010 restructuring to specifically mention upgrade from level 1 to 2. Final rating is not available.			
Indicator 8:	Number of private veterinarians operating			
Value (quantitative or qualitative)	400	600	-	1708
Date achieved	03/20/2008	04/30/2008	10/09/2010	04/01/2014
Comments (incl. % achievement)	This indicator was dropped during 2010 restructuring. Target exceeded by 554%.			
Indicator 9:	Reduced prevalence of animal and human brucellosis			
Value (quantitative or qualitative)	Cattle 3%; Sheep 7%; Humans 2.5/1000	Cattle 1%; Sheep 2.6%; Humans 0.9/1000	-	Cattle 0.26%; Sheep 0.6%; Humans
Date achieved	03/20/2008	04/30/2008	10/09/2010	04/01/2014
Comments (incl. % achievement)	This indicator was slightly reworded during 2010 restructuring. Target for cattle, sheep, and humans exceeded by 37%, 45% and 41.2% respectively.			
Indicator 10:	Coverage of vaccination programs for foot-and-mouth disease, anthrax, rabies, brucellosis, peste des petits ruminants (animal disease, also known as "goat plague"), Sheep Pox, Echinococcus, and Tuberculosis increase to at least 80% of target animals by end of year 2			
Value (quantitative or qualitative)	0	80		90
Date achieved	10/09/2010	10/09/2010		04/01/2014
Comments (incl. % achievement)	This indicator was introduced during 2010 restructuring. Target was fully achieved and even exceeded for brucellosis by 20%.			
Indicator 11:	Increase in the condition score of livestock of target farmers of at least 0.5 points on a scale 1-5 by end of project			
Value (quantitative or qualitative)	0	0.5		-
Date achieved	10/09/2010	10/09/2010		04/01/2014
Comments (incl. % achievement)	This indicator was introduced during 2010 restructuring but monitoring survey was not undertaken. Final rating is not available.			

Indicator 12:	Timely and complete project status reports, satisfactory audits, and satisfactory supervision ratings			
Value (quantitative or qualitative)	-	Satisfactory supervision ratings		Moderately satisfactory rating during the last ISR
Date achieved	03/20/2008	04/30/2008		04/01/2014
Comments (incl. % achievement)	Almost achieved. MS rating at the last ISR was primarily due to concerns over future operations of FKs			
Indicator 13:	Increased state grain storage capacity			
Value (quantitative or qualitative)				
Date achieved				
Comments (incl. % achievement)	This indicator was introduced during 2008 restructuring but dropped during 2010 restructuring when the related activities were dropped from the project. No actual measurement was made.			
Indicator 14:	Increased yields of crops in targeted communities			
Value (quantitative or qualitative)				
Date achieved				
Comments (incl. % achievement)	This indicator was introduced during 2008 restructuring but dropped during 2010 restructuring. Some monitoring was made and it did show increased yields in targeted communities comparing to the country average.			

B. Other quantitative data available in AISP implementation completion report

Component	Achievements
Component 1 Pasture management and improvement	
No. of PUUs established	454
No. of AOs for which external pasture boundary demarcation was carried out	440
No. of participants in training	20 500 (in 1 100 trainings)
No. of seminars conducted	820
No. of focus group meetings conducted	1 350
No. of information campaign organized	1 748
No. of micro projects implemented	1 003
Total cost of micro projects	KGS 271.3 million
Component 2 Agriculture support services	
Total cost of vaccines procured under the project	US\$2 107 993
Vaccine REV-1 (brucellosis)	11 890 000 doses (US\$974 450)
Anthrax vaccine	5 086 000 doses (US\$54 630)
Rabies vaccine	632 500 doses (US\$23 814)
Anthelmintic Azinoks to control Echinococcosis	5 175 000 tablets (US\$277 927)
Rinderpest vaccine	2 137 200 doses (US\$126 095)
Foot-and-mouth disease vaccine	946 673 doses (US\$584 117)
Anti-anthrax human immunoglobulin	3.1 litres (US\$ 66 960)
Disease control strategies developed for:	(i) brucellosis; (ii) anthrax; (iii) echinococcosis; (iv) rabies; (v) foot-and-mouth disease; (vi) peste des petits ruminants (animal disease, also known as "goat plague")
No. of private veterinarians supported with equipment and training	1 122

Source: AISP ICR.

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