

OPERATION EVALUATION

Kyrgyz Republic - DEV 200176 *Optimising the Primary School Meals Programme*

A mid-term evaluation of WFP's Operation (July 2012 – May 2016)

Final Report

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A full list of acronyms used in the report is available at the end of the document.

Operational Factsheet

OPERATION		
Type/Number/Title	Kyrgyzstan DEV 200176 - Optimising the Primary School Meals Programme 2013-2016	
Approval	The operation was approved by WFP's Deputy Executive Director and Chief Operating Officer in February 2013	
Amendments	<p>There have been five amendments (BRs) to the initial project document. In particular:</p> <p>*BR#3 (June 2014):</p> <ul style="list-style-type: none"> - extended the project from July 2014 until December 2016; - increased the number of beneficiaries from 17,000 to 50,000; - correspondingly, increased landside transport, storage and handling (LTSH) costs, other direct operational costs (ODOC) relating to food transfers, direct support costs (DSC) and capacity development and augmentation (CD&A) costs. <p>*BR#4 (May 2015):</p> <ul style="list-style-type: none"> - increased the number of beneficiaries from 50,000 to 62,000 in accordance with the final results of selection of schools; - increased food commodities by 130 Mt of wheat flour, in accordance with the above increase in beneficiary numbers; - revised the LTSH rate as a result of an increase in the price of services; - adjusted commodity costs in line with market price increases; - represented an increase of two percent over the previously approved budget. <p>*BR#5 (March 2016):</p> <ul style="list-style-type: none"> - Extension of DEV 200176 until December 2017 - Increased the number of beneficiaries to 114,000 	
Duration	<u>Initial</u> : 18 months (January 2013-June 2014)	<u>Revised</u> : (BR#5): 58 months (March 2013-December 2017)
Planned beneficiaries	<u>Initial</u> : 25,000	<u>Revised</u> : (BR#5): 114,000
Planned food requirements	<u>Initial</u> : 837 Mt of food commodities	<u>Revised</u> : (BR#5): 2,342 Mt of food commodities
US\$ requirements	<u>Initial</u> : US\$4,035,912	<u>Revised</u> : (BR#5): US\$ 15,869,932

OBJECTIVES AND ACTIVITIES			
	Strategic Objective	DEV200176 Operation specific objectives	Activities
Millennium Development Goals UNDAF priorities 2 and 3	SO4: Reduce undernutrition and break the intergenerational cycle of hunger	Goals:	
		Increase access to education and health services, contribute to learning and improve nutrition and health for children, adolescent girls and their families	
		Strengthen the capacity of governments and communities to design, manage and scale up nutrition programmes and create an enabling environment that promoted gender equality	
		Outcomes: Increased equitable access to and utilization of education Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national, and community levels	<ul style="list-style-type: none">• School Feeding• Institutional Capacity Development¹
	Cross-cutting results	Gender: gender equality and empowerment improved	
		Protection and Accountability to Affected Populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	
		Partnership: Food assistance interventions coordinated and partnerships developed and maintained	
PARTNERS			
Government		Ministry of Education and Science, Ministry of Health, Ministry of Finance, Ministry of Agriculture, Ministry of Social Development, Inter-Ministerial Working Committee (chaired by Ministry of Education and Science).	
United Nations		UNICEF, FAO	
Non-Governmental Organisations		Social and Industrial Food Services Institute (SIFI), Public Association “Centre of Activation of Rural Development Initiatives” (CADRI), International Public Foundation “Initiative of Roza Otunbaeva”, Public Foundation “Agency for Development Initiatives” (ADI)	

¹ Focus on supporting the government to develop: i) an efficient, sustainable national school meals strategy, implementation plan, and policy framework that is aligned with international quality standards for sustainable school feeding; and ii) an improved coordination structure with enhanced capacities to manage and implement a national school meals programme. Planned activities included, among others: Monitoring support to develop a sustainable data collection system; training in the management of institutional meals programmes, logistics, and procurement to support the development of strong, cost-effective institutional implementation frameworks;

RESOURCES (INPUTS) for DEV 200176

Contributions received (as of 11 July 2016):
US\$12,450,744

% funded against appeal: 78.5%
(incl. BR#5)

Top four donors:

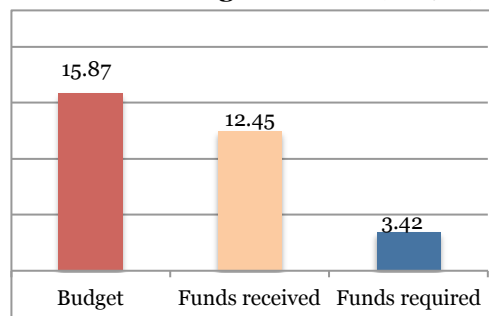
Russian Federation
(96%)

Multilateral Funds (1.8%)

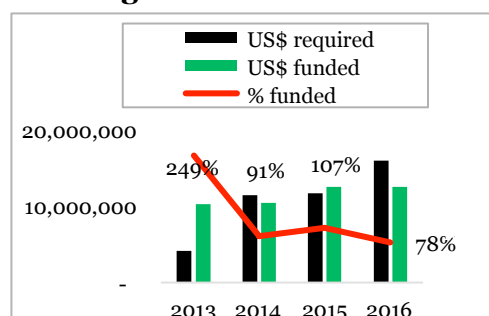
United Kingdom
(1.6%)

Private Donors
(0.4%)

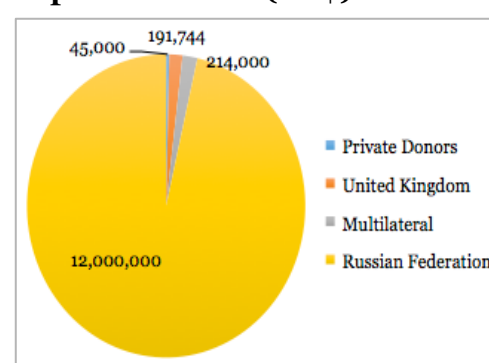
Overall Funding Situation (US\$m)



Funding Trends



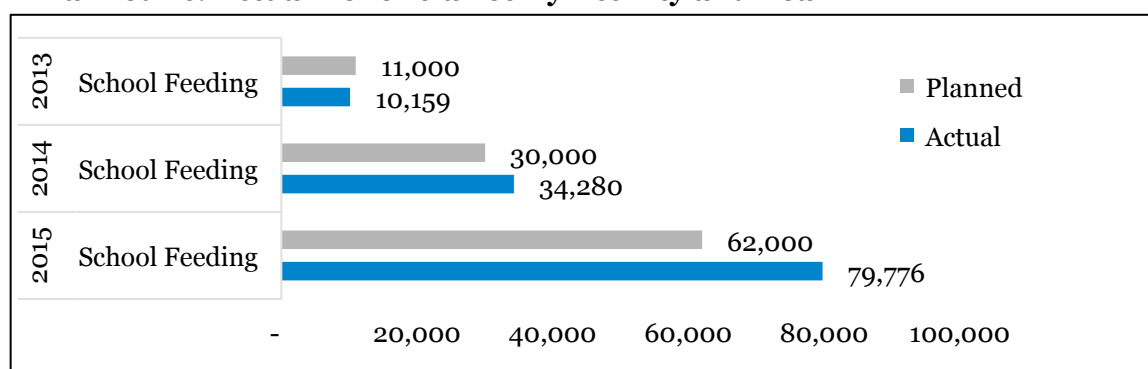
Top four donors (US\$)



Source:
WFP SPRs 2013, 2014;
Resource Situation 11 July 2016

OUTPUTS for DEV 200176

Planned vs. Actual Beneficiaries By Activity and Year^{2,3}



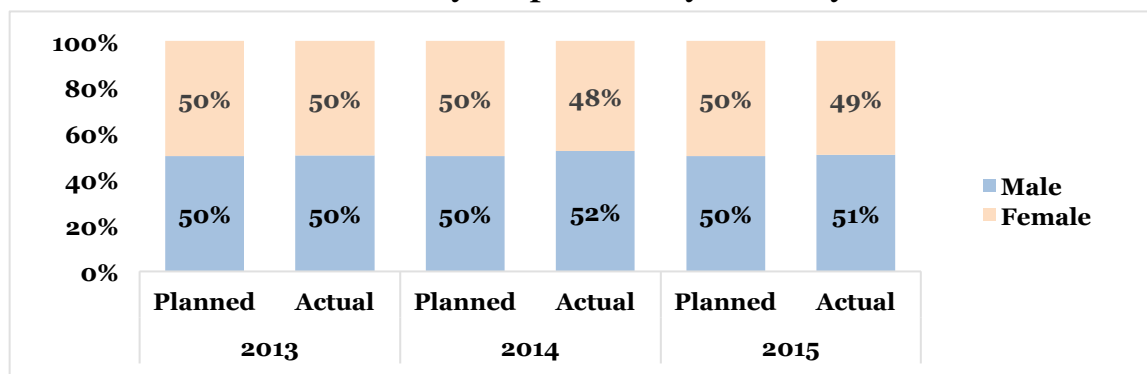
Source: WFP SPRs 2013, 2014, 2015

² Note that DEV 200176 has only one activity, thus 100% of beneficiaries fall under this activity.

³ SPR 2015 notes that 79,776 represents all beneficiaries who received food at least once – thus including 1st graders who joined in September 2015. However, the monthly average is 62,000 beneficiaries as planned.

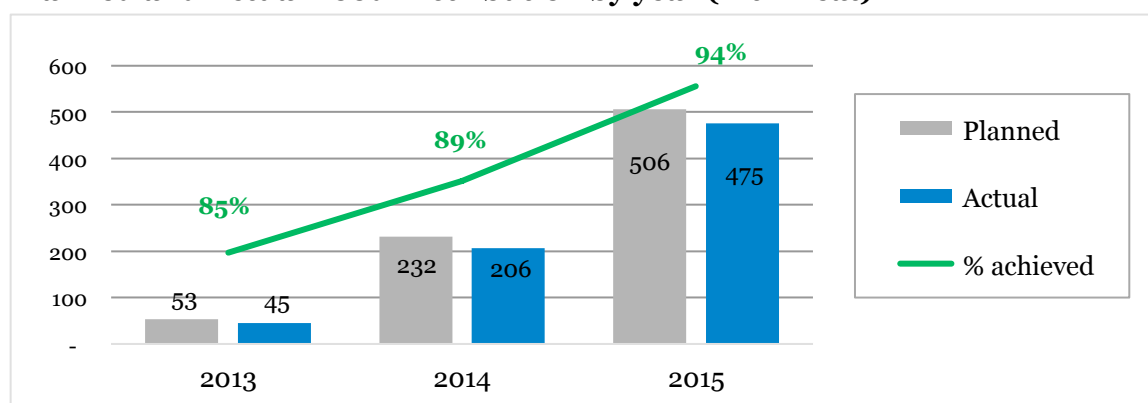
OUTPUTS for DEV 200176 (continued)

Planned vs. Actual Beneficiary Proportions by sex and year⁴



Source: WFP SPRs 2013, 2014, 2015

Planned and Actual Food Distribution by year (Mt wheat) ⁵

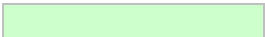


Source: WFP SPRs 2013, 2014, 2015

⁴ Since this is a single activity Operation, the figure applies to School Feeding, and the overall operation.

⁵ This operation included only one activity (School Feeding) and one commodity (wheat). Therefore charts disaggregating distributions by activity and by commodity are not included.

OUTCOMES for DEV 200176				
		Baseline	Target	Actual (2015)
SO4	Reduce undernutrition and break the intergenerational cycle of hunger			
Outcome SO 4.1	Increased equitable access to and utilization of education			
	Rate of change in enrolment of children in WFP assisted schools	3.3% (2014)	6%	2.2%
	Rate of change in enrolment of girls in WFP assisted schools	3.7% (2014)	6%	4.9%
	Rate of change in enrolment of boys in WFP assisted schools	3.2% (2014)	6%	0.4%
	Attendance rate in WFP-assisted primary schools	98.5% (2014)	100%	98%
	Attendance rate of girls in WFP-assisted primary schools	98.5% (2014)	100%	98%
	Attendance rate of boys in WFP-assisted primary schools	98.5% (2014)	100%	98%
Outcome SO 4.2	Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national & community levels			
	National Capacity Index: School Feeding	1.6	2.6	2.8
Cross cutting results and indicators				
Gender	Proportion of women project management committee members trained on modalities of food, cash or voucher distribution	70% (2014)	>60%	74%
	Proportion of women beneficiaries in leadership positions of project management committees	70% (2014)	>60%	74%
Protection & Accountability to Affected Populations	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain	93% (2014)	>90%	98%
	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain	97% (2014)	90%	99%
	Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain	99% (2014)	90%	97%
Partnership	Proportion of project activities implemented with the engagement of complementary partners (%)	100%	100%	100%
	Amount of complementary funds provided to the project by partners (US\$ m)	0.22	0.74	1.46
	Number of partners who are able to provide complementary inputs and services	3	3	3
Key Observations: 2015 SPR reported 79,776 beneficiaries but this took into account every beneficiary who received food at least once during the year– including first graders who joined in September 2015. However, the 2015 monthly average is 62,000 as planned.				

 = attained

Operational Maps

Map 1: National Context and WFP Country Offices and Area Offices



Source: WFP CO Kyrgyzstan

Map of Kyrgyzstan showing the distribution of the 'First Wave' (Первый поток) of migrants. The map is divided into administrative regions, each labeled with its name in Cyrillic. Numerous colored dots (red, green, yellow, orange) are scattered across the map, representing the locations of migrants. A legend in the bottom right corner shows a red dot next to the text 'Первый поток'.

Key Code:

Red = Phase 1 (2013)
Green = Phase 2 (2014)
Orange = Phase 3 (2014)
Yellow = Phase 4 (2015)

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Executive Summary

Introduction

1. This mid-term Operational Evaluation has assessed the performance and results of WFP's Kyrgyzstan Development Project 200176 – 'Optimising the Primary School Meals Programme' (SMP), from its design phase in late 2012 through to the onset of the evaluation field mission in May 2016. The project was part of a Regional Bureau (RB)-initiated regional set of school feeding projects in collaboration with a Russian non-governmental organization (NGO) – the Social and Industrial Food Services Institute (SIFI) – and the Russian Federation. The evaluation provides feedback on the activities implemented, the results achieved and the lessons learned, and proposes operational and strategic recommendations.

2. The evaluation was designed to address three principal questions: 1) the appropriateness of the operation, 2) the observed results, and 3) how and why these results were attained. The main users of the evaluation will be the WFP Country Office (CO) and Area Office (AO) in Osh, the RB, the Office of Evaluation (OEV), cooperating partners, as well as Government authorities including the Ministry of Education and Sciences and the Ministry of Health. The evaluation of DEV 200176 was carried out in parallel with an evaluation of a second WFP programme in the Kyrgyz Republic: 'Support for the National Productive Safety Nets and Long-Term Community Resilience' (PSNP) – DEV 200662. These evaluations were overseen by the same Team Leader, with separate sub-teams for each project evaluation.

3. DEV 200176 seeks to strengthen the Government's capacity to improve the quality and efficiency of the existing national school meals programme while maintaining the Government's budget allocations. Project implementation is through two components. The first component provides technical support at the central level to promote policy development and national capacity for ensuring effective management of an optimised school meals programme. The second component implements an optimised school meal model in selected pilot schools.

4. The evaluation took place between February and July 2016 and was timed to ensure that findings could contribute to the new strategic plan for the Country Office. The evaluation drew on both qualitative and quantitative measures and covered the standard OECD-DAC⁷ criteria of relevance, efficiency, effectiveness, sustainability and impact. Four of the seven provinces were selected for field visits.

Country Context

5. The Kyrgyz Republic is a landlocked, lower-middle income country in Central Asia. Of the multi-ethnic population of 5.96 million,⁸ 32 percent live in poverty, of which 70 percent are rural.⁹ Since independence in 1991, political volatility, economic shocks and frequent natural disasters have threatened development gains in the Kyrgyz Republic. Remittances from Kyrgyz labourers in Kazakhstan and the Russian Federation contribute nearly 30 percent of the country's GDP,¹⁰ making the economy susceptible to external financial shocks. Nevertheless, education indicators score well with youth (15-24 years of age) literacy at 99.8 percent and primary school net attendance ratios ranging from 91 percent for boys to 93.3 percent for girls,¹¹ though health and nutrition indicators reflect

⁷ Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

⁸ Source: World Bank - <http://www.worldbank.org/en/country/kyrgyzrepublic>

⁹ Source: World Bank: <http://data.worldbank.org/country/kyrgyz-republic>, UNDP: Third MDG Progress Report (2014)

¹⁰ National Bank of the Kyrgyz Republic Reports: <http://www.nbkr.kg/index1.jsp?item=1785&lang=ENG>

¹¹ UNICEF: http://www.unicef.org/infobycountry/kyrgyzstan_statistics.html

the underlying risks faced by the food insecure. Anaemia affects 43 percent of children as while 32 percent of children are deficient in vitamin A.¹²

Key Findings

Appropriateness of the Operation

6. The degree of undernutrition coupled with the high rates of food insecurity indicates that targeting children's nutritional intake through an enhanced school meals programme is appropriate. The DEV 200176 project is aligned with national policies on School Meals and is coherent with WFP's corporate frameworks and United Nations policies, strategies and normative guidance. Complementarity to the DEV 200662 project is conceptually significant within a social protection and safety nets framework. However, the current articulation of DEV 200176 within education goals, and autonomous staffing structures, masks its contribution to social protection and safety nets. Internationally, the five country-level programmes collaborating with SIFI have tended to operate relatively independently with few mutual exchanges or information sharing among country programmes and implementing partners.

Results of the Operation

Outputs

7. WFP has contributed to the development of an extensive policy framework at the central level with the establishment of more than twenty policies, strategies, and decrees to support the implementation of optimised school meals. A central level inter-ministerial working committee provides oversight to the development and elaboration of policies and there exists a series of technical guidelines for an array of implementation dimensions including SMP management, menus diversification, procurement procedures and community engagement.

8. A total of 261 pilot schools have been supported for the feeding of 79,776 children (129 percent of planned). The number of additional schools applying to be pilot schools increased by 300 percent since the start of the project. The current allotted Government budget of 435 million Kyrgyz Som¹³ (KGS) (approx. KGS7-10/child/day) requires additional voluntary parental contributions in pilot schools. Impressively, 80 percent of the parents in the pilot schools do voluntarily contribute. Nevertheless, pilot schools still rely on significant WFP support and there are sustainability questions to be resolved.

9. The average frequency of hot meals in pilot schools increased from 2.7 times to 3.6 times per week with a kilocalorie (Kcal) nutritional value increased to 515 Kcal/meal. WFP has facilitated the development of school gardens or vegetable plots in 85 schools. While links to local production exist, these are still informal due to centralized procurement policies.

10. The preparation process for a school to be involved in the pilot requires six to nine months of preliminary training prior to the reception of WFP food and equipment. Some 1,985 adults have been trained in the 261 schools. Procurement efficiencies have increased although centralized procurement processes still present a challenge. Extensive community mobilization has led to active parent committees who provide oversight to school meal management.

11. A total of 326 schools are recorded to have replicated the SMP optimised school meal model independently from WFP support. WFP and the Government have also developed replication plans at district and provincial levels in anticipation of national roll

¹² Source: UNICEF. Available at: http://www.unicef.org/ceecis/Kyrgyzstan_NutritionReport_Final_June_12_2011.pdf

¹³ Approximately US\$6.4 million at July 2016 exchange rates (approx. KGS 68 = US\$ 1.00)

out.¹⁴ Nevertheless, there is potential for increased linkages with other United Nations sister agencies for achieving non-educational outcomes.

Outcomes

12. Programme outcomes measure national capacity and changes in attendance and enrolment. National capacity assessments show improving Government capacity to manage an optimised national SMP framework although further capacity development is still required including a specific programme management unit and allocated operational budget. Gender sensitivity is well rated with an IASC Gender Marker¹⁵ of 2A with significant participation of women in project management and decision-making.

13. Education outcomes do not adequately capture the extent of impact of the DEV 200176 in multiple dimensions including nutrition, hygiene education, sanitation, community engagement, children engagement in learning and contributions to social protection and safety nets. The indicators in the new WFP corporate school feeding monitoring framework being developed may provide better mechanisms for capturing multi-level project contributions.

Factors Affecting the Results

14. The WFP CO management provides a learning environment that supports innovation. The DEV 200176 project team is provided with strong technical support from the Vulnerability Analysis and Mapping (VAM) Unit and the monitoring and evaluation (M&E) team. However, the emphasis on educational indicators limits the project's ability to provide targeted communication to strategic decision makers regarding the project's multi-sectoral contributions.

15. The Government is supportive of the work that WFP is doing and assumes appropriate responsibility distributed across multiple ministries but led by the Ministry of Education and Science. Central level coordination functions well, but District and Sub-district inter-ministerial coordination is more limited.

16. A single donor provides more than 95 percent of funding as in-kind contribution. Nevertheless, donor representatives appear satisfied with the progress of DEV 200176 and have continued to support multiple budget revisions to meet increased interest.

Overall Assessment and Conclusions

17. The ET finds the DEV 200176 appropriate for addressing the needs of vulnerable and poor children in the Kyrgyz Republic. The DEV 200176 project is aligned with national policies and coherent within the WFP corporate framework and relevant United Nations policies, strategies and normative guidance. The DEV 200176 implementation in pilot schools has made significant contributions to multiple impacts beyond education. Articulating the contributions of the project to safety nets and social protection is of particular importance for enhanced complementarity with other WFP projects operating in the Kyrgyz Republic. Certain elements could be modified to enhance inter-project complementarity and contributions to a social protection and safety nets framework.

18. The ET finds that there is great potential for corporate WFP to utilize the learning from the new and innovative approach to school feeding programming as implemented in the Kyrgyz Republic, to apply to other countries. Future directions in DEV 200176 programming should focus on promoting national rollout of an optimized SMP model to non-pilot schools and to support the subsequent development of local and intermediary operational and policy environments.

19. The ET offers the following recommendations:

¹⁴ District Implementation Strategies and Province Level Plans

¹⁵ More information available at: <https://www.humanitarianresponse.info/en/topics/gender/page/iasc-gender-marker>

Strategic Recommendations

Recommendation 1: During the development of the forthcoming Country Programme for 2018 and before the end of the current project cycle in 2017, the CO should **reframe the new school feeding programme as a social protection and safety nets programme with multiple outcomes or benefits**, which should provide strategic links with other social protection and safety nets projects such as the PSNP.

Recommendation 2: The CO and the SMP's Inter-Ministerial Working Committee, with support from the WFP RB as necessary, **should collectively develop a National Capacity Development Plan**. This would build on the achievements realized to date through the collaborative capacity assessment exercises, and should identify the primary intended outcomes of the capacity development and technical assistance component of the work, including indicators for determining success, and outlines of sustainability measures. Timeframe: prior to the end of the project cycle in 2017.

Recommendation 3: The CO, with the RB, should **collaborate to disseminate the lessons learned** from the expansive monitoring framework put in place for the SMP-pilot. Timeframe: by the end of 2016.

Recommendation 4: The RB should seek **to promote increased horizontal mutual exchanges and learning**, specifically among the five country school feeding programmes supported by the Russian Federation and the Social and Industrial Food Services Institute, to enhance and identify best practices for programming effectiveness and for scaling up to national coverage. Timeframe: to be developed by the end of 2016 in order to implement exchanges before end of the project cycle in 2017.

Recommendation 5: The CO should continue its efforts to **promote increased partnerships** with other sister United Nations agencies to improve strategic connections with potential non-education partners. Timeframe: during current project cycle and begun immediately.

Operational Recommendations

Recommendation 6: The optimized SMP project in the Kyrgyz Republic should be one of the programmes to **test the new indicators from the new School Feeding Monitoring Framework** being developed to measure contributions to safety nets and social protection. Timeframe: during the remainder of the optimized SMP project, and feeding into the next phase.

Recommendation 7: The CO, in extensive collaboration with the relevant cooperating ministries, **should seek to establish** a Programme Management Unit (PMU) for project oversight. The PMU should have an assigned budget for management and monitoring tasks currently carried out by WFP and cooperating partners. Timeframe: as soon as possible, and certainly prior to the end of the project cycle in 2017.

Recommendation 8: The CO, in collaboration with the Ministry of Education and Science and Ministry of Health, should **seek to promote enhanced inter-sectoral coordination** through the establishment of district level Inter-Ministerial Working Committees (IWCs), building on the successes of the central level IWC. Timeframe: prior to the end of the project cycle in 2017.

Recommendation 9: The CO should **prioritize research of the independent replication schools** during this project's life to identify best practices, understand modality adjustments being taken by the schools, and to track which of the cascading multi-dimensional benefits are still being captured in independent replications. Timeframe: to be started immediately with the plan finalized by the end of 2016.

Recommendation 10: The CO should, in collaboration with the Inter-Ministerial Working Committee, **develop a handover plan** for the optimized school meal programme for inclusion in the next phase of the optimized SMP. Timeframe: plan should be finalized prior to end of project cycle in 2017.

1. Introduction

1.1. Evaluation Features

1. This mid-term Operational Evaluation has assessed the performance and results of WFP's Development Project DEV 200176 in the Kyrgyz Republic – 'Optimising the Primary School Meals Programme' (Optimized SMP), from its design phase in late 2012 through to the date of the field mission in May 2016. The evaluation has been timed to ensure that findings can contribute to the new strategic plan being developed by the Country Office (CO), as well as future decisions on programme implementation and the design of subsequent optimized SMP operations. The evaluation serves the dual and mutually reinforcing objectives of accountability and learning, while following the WFP Evaluation Quality Assurance System (EQAS) guidelines. The Terms of Reference for the evaluation can be found in Annex 1: Terms of Reference.

2. The evaluation covered the two programme objectives: 1) increasing equitable access to, and utilization of, education and health services, and 2) contributing to strengthening Government ownership and capacity to reduce undernutrition. At the request of the CO, the evaluation particularly focused on the national capacity development component and the potential complementarity of DEV 200176 to other development projects operating in the context.

3. The evaluation set out to answer the following key questions: 1) How appropriate is the operation? 2) What are the results of the operation? 3) Why and how has the operation produced the observed results? The review also considered a broad range of internal factors under WFP's own control, and the external operating context in the Kyrgyz Republic. In addition to providing strategic guidance to the CO and to the Regional Bureau (RB), the report will feed into a synthesis of Operation Evaluations for WFP's Office of Evaluation (OEV), for presentation to the Executive Board.

4. The evaluation was conducted in three distinct phases in early 2016: the inception phase (February-April), the evaluation mission (09-27 May), with additional data gathering, analysis and reporting done during June and July.

5. The evaluation of DEV 200176 was carried out at the same time as an evaluation of the Productive Safety Nets Programme (PSNP) – DEV 200662. These evaluations were overseen by the same Team Leader, with separate two-person evaluation sub-teams for each project - one international and one national evaluator. An Evaluation Manager from KonTerra, who was also responsible for quality assurance using WFP's Evaluation Quality Assurance System (EQAS) standards for Operations Evaluations, supported the evaluation team (ET).

6. The main users of the evaluation results are expected to be the WFP CO, their government counterparts, cooperating partners (CP), other United Nations agencies, the RB in Cairo and the OEV in Rome.

Methodology and Limitations

Evaluation Methodology

7. The evaluation drew on both qualitative and quantitative measures and covered the standard OECD-DAC¹⁶ criteria of relevance, efficiency, effectiveness, sustainability and impact. During the field mission, the ET conducted key informant interviews (KIIs), group interviews, focus group discussions (FGDs), observation and secondary data review. The ET met with key stakeholders in Bishkek including WFP staff, Government

¹⁶ Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

officials, United Nations partners, cooperating partners and other NGO representatives. The mission included field visits to six sub-districts dispersed across four provinces – Naryn, Batken, Chuy and Jalalabad - and included visits to both rural and urban schools.

8. The four provinces were selected for both geographic representation, as well as having a high number of DEV 200176-supported schools in the regions with high levels of vulnerability. Specific schools selected for visits also prioritized those with large beneficiary caseloads (see Annex 2: Field Visit Schedule). In all selected sites, schools that were not participating in the SMP pilot with support from WFP were also visited for comparative purposes. In total, the team interviewed more than 130 stakeholders associated with the DEV 200176 project (see Annex 3: List of People Interviewed).

9. Triangulation of data was conducted using method and source triangulation. Team members also used evaluator triangulation during evening and weekend discussions and whilst travelling together. Initial findings and conclusions were shared with the WFP Country Team (via an Aide Memoire) and to external stakeholders (via presentation) at the end of the field mission, and their feedback obtained. This feedback has been integrated into the analysis and findings.

10. To assure triangulation from a gender perspective, gender considerations informed the interview guides found in Annex 4: Interview Guides, and were a criterion for selection of interviewed stakeholders where possible. Both members of the ET sub-team were women, allowing better access to female stakeholders. Key stakeholders from UN-Women were included in the interview schedule to provide a broader perspective on gender issues. The interview guides were based on the questions identified in the evaluation matrix (see Annex 5: Evaluation Matrix for DEV 200176). Full details of the methodologies employed are found in Annex 6: Site Selection and Methodology Employed.

Evaluation Limitations

11. Evaluation limitations often depend on the availability of data prior to the mission and logistical or cultural constraints during the field visit. Neither logistical nor cultural constraints were limitations for this evaluation. At the time of the field mission, the security situation in the Kyrgyz Republic was stable, with all selected sites being accessible.

12. For the DEV 200176, extensive documentation was available, including assessment reports, minutes from meetings, project documents and logframes, as well as reviews of ongoing and past operations. There is also extensive quantitative data available for the targeted outcome indicators within the project as well as additional research data from independent studies. All outcome level indicators are reported on for the project at baseline and evaluation.

13. The primary limitations to the study revolved around the expansiveness of the project scope – in terms of the implementation design, the geographic location of the schools involved, and the national capacity development component. This wide scope presented challenges for gathering sufficient data within the allotted evaluation period.

14. Language and cultural barriers were also potential constraints for the two international SMP sub-team members although this was ameliorated by the presence of a national sub-team member and the extensive use of local translators. While the breadth of engagement does present some difficulty to generalizability, the ET nevertheless believes that the DEV 200176 project has been reliably evaluated within the existing limitations.

1.2. Country Context of the Kyrgyz Republic

15. The Kyrgyz Republic is a landlocked, low-income country in Central Asia. Of the multi-ethnic population of 5.96 million, two-thirds live in rural areas and 30.6 percent live in poverty, of which 70 percent are rural.¹⁷ Since independence in 1991, political volatility, economic shocks and frequent natural disasters have threatened development gains in the Kyrgyz Republic. While the country is on an upward development trajectory, it still faces some serious challenges. The poverty rate increased from 32 percent in 2009 to 38 percent in 2012, but decreased to 31 percent in 2014 before rising to 32 percent in 2015, with about 1.9 million people still living below the poverty line.¹⁸

16. The country ranked 120th out of 187 countries in the 2015 United Nations Development Programme's Human Development Index, with a gross domestic product (GDP) per capita of US\$3,110 in 2015.¹⁹ Per capita GDP tripled from US\$322 in 2002 to US\$1,160 in 2012. Nevertheless, this was accompanied by sporadic fluctuations in the growth rate from 6.4 percent in 2006 to minus 0.9 percent in 2012,²⁰ to 10.53 percent in 2013.²¹ The poorest groups – small farmers and people dependent on allowances and benefits, or the unemployed – have been disproportionately excluded from GDP gains, partly because of political instability and unstable food prices. Nearly 7.7 percent of the Kyrgyz Republic's gross national product (GNP) is provided by overseas development assistance.²² Remittances from Kyrgyz labourers in Kazakhstan and the Russian Federation contribute nearly 30 percent of the GDP,²³ making the economy susceptible to external financial shocks with subsequent repercussions for the poor and vulnerable.

17. Agriculture, which accounts for 18 percent of GDP,²⁴ has grown at a slower pace than the economy as a whole. The sector employs 30 percent of the workforce, and 90 percent of the agricultural output is produced from 300,000 smallholders (average holdings of 2.7 hectares) that have low levels of productivity, aggregation, processing and marketing.²⁵ The country's high dependency on the import of basic foodstuffs, particularly wheat, and the volatile domestic wheat flour prices,²⁶ continue to impact the most vulnerable food insecure households, who spend over half of their budget on food.²⁷

18. **Food Security & Nutrition:** Food insecurity in the country is seasonal and correlated with increasing and chronic poverty. There were signs of improved food security in late 2013, mainly as a result of increased agricultural production and more stable commodity prices. However, even then WFP estimated that 770,000 people (14 percent of the population) were food insecure with four percent severely food insecure, with the highest poverty and food insecurity in the Jalalabad and Osh provinces.²⁸

19. It is estimated that undernutrition in the Kyrgyz Republic costs an annual US\$32 million, or 0.7 percent of GDP, through lost productivity due to increased mortality and reduced cognitive and physical development.²⁹ Although the main nutrition indicators (wasting, stunting and underweight) are all within the World Health Organization's (WHO) acceptable levels for national levels, Jalalabad province is categorized as a

¹⁷ Asian Development Bank: <http://www.adb.org/countries/kyrgyz-republic/poverty>, UNDP: Third MDG Progress Report (2014)

¹⁸ <https://www.quandl.com/collections/kyrgyzstan>

¹⁹ UNDP Human Development Report (2015). Available at: <http://hdr.undp.org/en/countries/profiles/KGZ>

²⁰ International Monetary Fund (2013) World Economic Outlook Database, Washington DC.

²¹ <https://www.quandl.com/collections/kyrgyzstan>

²² UNDP Human Development Report (2015). Available at: <http://hdr.undp.org/en/countries/profiles/KGZ>

²³ National Bank of the Kyrgyz Republic Reports: <http://www.nbkr.kg/index1.jsp?item=1785&lang=ENG>.

²⁴ Ministry of Agriculture (2013) Agro-Industrial Development Strategy of the Kyrgyz Republic 2013-2020, Bishkek.

²⁵ *ibid.*

²⁶ WFP Price Monitoring for Food Security Bulletin, March 2016

²⁷ National Statistics Committee – 2015 (53% spent on food)

²⁸ WFP (2013) Household Food Security Assessment – Kyrgyz Republic

²⁹ Doura, M (2014) Nutrition scoping mission. WFP Kyrgyz Republic

medium rate (21 percent) for stunting and medium for wasting (7.9 percent).³⁰ The most prevalent forms of malnutrition are micronutrient deficiencies. It is estimated that 43 percent of children and 35 percent of women 15-49 years of age in the country suffer from iron-deficiency anaemia, and 32 percent of children are affected by vitamin A deficiency.³¹

20. **Education:** the United Nations Children's Fund (UNICEF) reports youth (15-24 years of age) literacy as 99.7 percent for males and 99.8 percent for females. Primary school net attendance ratios are reported as 91 percent for boys and 93.3 percent for girls.³² Primary school survival to last primary grade is reported as 95.3 percent for boys and 99.4 percent for girls. In 2014, 2,623 children from 7-17 years of age were reported as being out of school.³³ Osh province had the highest number of these children with 36.8 percent of the total. The primary reason cited was disability (49.1 percent) followed by domestic reasons (25.1 percent), with 189 children not attending for work reasons.

21. **Gender:** The Kyrgyz Republic ranks 67th in the Gender Inequality Index (2014)³⁴ with a score of 0.353.³⁵ Adult literacy, and school enrolment rates, both primary and secondary, all show little difference between men and women. Females over the age of 15 years (women) make up approximately 33 percent of the total population of the Kyrgyz Republic.³⁶ In total, 27 percent of households are female-headed, a figure which has remained stable since the early 1990s.³⁷ Women therefore form a considerable proportion of the labour capacity of the country.

22. There is over 40 percent participation of women in the public administration, with women concentrated in the lower and administrative positions and in traditional sectors of health, education and social services.³⁸ Data from the National Statistics Committee indicates that 30 percent of women are employed in agriculture.³⁹ In 2012, the level of economic activity of rural women aged from 15 years and up amounted to 53 percent, and employment rate in the overall economy of 48 percent. Today, rural women of the Kyrgyz Republic are actively involved in the agrarian sector: cattle breeding, plant growing, processing of fruit and vegetables.

1.3. Operation Overview

23. Since 2008, WFP has implemented two emergency operations (EMOPs), a special operation (SO), a protracted relief and recovery operation (PRRO) and two development projects (DEVs) as part of a progressive shift from emergency response to recovery and development. A country portfolio evaluation (CPE) in 2012⁴⁰ indicated that the next step should be to better align WFP's portfolio with the national social protection system with a view to having a greater impact at the national level. Within this context, WFP has initiated two projects since 2012 to address food insecurity. These projects are viewed as complementary efforts to address the challenges as well as the health and nutrition status of those affected by food insecurity in targeted vulnerable regions. They have operated through a combination of recovery activities at the local level in conjunction with work to

³⁰ Source: MICS 2014 <http://mics2014.kg/images/english.pdf>. Wasting prevalence <5% is considered "acceptable" according to World Health Organization; Stunting prevalence <20% is acceptable, 20-29% is "medium", 30-39% is "high" and 40% is "very high". Cut-off values for public health significance. World Health Organization 1995. www.who.int/nutgrowthb/en

³¹ <https://dhsprogram.com/pubs/pdf/FR283/FR283.pdf>

³² UNICEF: http://www.unicef.org/infobycountry/kyrgyzstan_statistics.html

³³ National Statistics Committee: <http://www.stat.kg/en/statistics/obrazovanie/>

³⁴ The Gender Inequality Index is a composite measure reflecting inequality in achievement between women and men in three dimensions: reproductive health, empowerment and the labour market

³⁵ UNICEF (2015) State of the World's Children. Reimagine the future: Innovation for every child. UNICEF New York

³⁶ UNDP Human Development Report (2015). Available at: <http://hdr.undp.org/en/countries/profiles/KGZ>

³⁷ Kyrgyz Republic (2013) Demographic and Health Survey 2012. National Statistical Committee of the Kyrgyz Republic Bishkek & Ministry of Health, Kyrgyz Republic

³⁸ UNDP (undated) Gender equality and women's empowerment in public administration: Kyrgyzstan Case Study

³⁹ According to the results of the integrated sampling survey of households and manpower in 2012 – the National Statistical Committee of the Kyrgyz Republic, 2012

⁴⁰ See: WFP/EB.A/2013/7-B.

support the development of policies, systems and innovative interventions at a central level. The sequence of the implemented operations projects illustrates a progressive shift in focus from emergency to recovery and development activities by WFP in the Kyrgyz Republic.

24. In March 2013, this project DEV 200176 began, aiming to strengthen the Government's capacity to improve the quality and efficiency of the existing national school meals programme. The existing national SMP was funded by the Government at a rate of 475 million Kyrgyz Som (KGS) in 2013 (approx. US\$10 million at that time), which reduced to KGS 435 million⁴¹ from 2015 onwards (approx. US\$6.4 million in 2016). These values pro-rate to KGS 7-10 per child per day. Operational guidelines for the application of these funds to schools were limited at the inception of the DEV 200176 project. Basic requirements for school meals involved the daily delivery of a bun and hot tea to children during school sessions. The intent of the WFP DEV 200176 was to enhance the quality of the school meals in nutritional value to children and to provide a better policy support environment for operationalizing school meals within the Government's national SMP while maintaining budget allocations.

25. The DEV 200176 project was part of a Regional Bureau (RB)-initiated set of school feeding projects⁴² in collaboration with the Social and Industrial Food Services Institute (SIFI) (a Russian non-governmental organization (NGO)), and the Russian Federation. SIFI's technical guidance for these COs was contextually varied, but did share specific similarities. According to the RB informants, project staff from these pilot countries have been brought together – usually the monitoring and evaluation (M&E) staff related to indicator development – but the SIFI-supported programmes have tended to operate independently from one another.

26. The original DEV 200176 project document⁴³ defined the strategic focus of the project to be to support the Government's existing SMP by developing an efficient, sustainable, national school meals strategy, implementation plan and policy framework aligned with international quality standards for sustainable school feeding; and an improved coordination structure with enhanced capacities to manage and implement a national school meals programme. The logical framework locates the project under the WFP Corporate Strategic Objective 4: Reduce undernutrition and break intergenerational cycle of hunger with the corporate goals #2: *Increase access to education and health services, contribute to learning and improving nutrition and health for children, adolescent girls and their families* and #3: *strengthen the capacity of the government and communities to design, manage and scale up nutrition programmes and create an enabling environment that promotes gender equality*. Corporate outcomes used are outcome 4.2: *Increased equitable access to and utilization of education*, and outcome 4.3.: *Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels*.

27. The operationalization of the project goals was articulated in the Pilot Implementation Strategy (PIS) initially endorsed in August 2013 and later revised and endorsed by the Ministry of Education and Sciences (MoES) and Ministry of Health (MoH) in May 2014. This strategy highlighted two components, the first being intended to provide technical support at the central level to promote the development of policies to support the implementation of optimised school meals at the national level in all schools, and to strengthen national capacity to ensure the effective management of the implementation strategy. The second component involved implementing a pilot phase in

⁴¹ Rate of exchange: US\$1.00 = KGS 67.27 (source, icurrency, 10 July 2016)

⁴² The other four countries in the pilot are Tunisia, Armenia, Jordan and Tajikistan

⁴³ Kyrgyzstan DEV 200176 – Development Project Kyrgyz Republic 200176. August 2014

selected schools to demonstrate improved school meals modalities that were effective, accountable, sustainable and cost-efficient. The original project document planned to implement a school-specific pilot in 250 schools over the life of the project, or about 10 percent of all of the primary schools in the country. This target has since been expanded to reach 361 schools by the end of the project cycle in December 2017. Activities carried out in component one including policy development support, skills training, and identifying national replication strategies. Activities related to enhancing the pilot schools structure and systems targeted infrastructure development, skills training, community mobilization, and systems improvement. Pilot schools also received food-in-kind allocations consisting of fortified wheat flour and improved kitchen equipment.

28. In order to achieve these two components, the Pilot Implementation Strategy identified a framework of ‘12 key directions’ that described an array of activities in each of the following dimensions:

- | | |
|---|---|
| 1. The policy framework | 2. Tools and guidance for implementation |
| 3. Canteen infrastructure | 4. Water and Sanitation infrastructure |
| 5. Menu design | 6. Nutrition and hygiene education |
| 7. Links to local production | 8. School garden development |
| 9. Skills training | 10. Procurement efficiency |
| 11. Community engagement and responsibility | 12. Replication strategies throughout all national schools. |

29. The MoES is WFP’s main partner, with the MoH and an Inter-Ministerial Working Committee (IWC) providing key supporting roles. Four NGOs were involved in the technical support and monitoring of the project activities. Coordination of activities related to food and technical assistance to specific schools was done through the central IWC and district representatives of the MoES and MoH. This encompassed those schools included in the second component’s pilot implementation, as well as those involved in WFP-supported replication but which were not part of the selected pilot school cohort. The IWC is also the steering body for component one - development and integration of policies and legal measures deemed necessary from implementation experience.

30. It was intended that the two components would be highly interrelated in their implementation. Policies adopted in component one were intended to overcome challenges experienced in implementation of component two, while lessons learned from the application of component two in selected schools was intended to identify gaps in policies at the central level. Eventually, the goal of the optimized DEV 200176 project is for the optimized school meal model to be handed over to the Government, and thereafter to be fully funded and managed by the Government and other national stakeholders – maintained in the selected pilot schools in the project but also replicated eventually to all primary schools in the country.

31. The pilot schools received WFP-sponsored support of food commodities, equipment, technical assistance, on-the-job training, regular monitoring and the connection to other pilot initiatives (such as school gardens or linkages to local agricultural production). WFP also supported Government structures and initiatives to promote the replication of the optimised school meal model in non-pilot schools throughout the nation. Replication has occurred with WFP technical support through district or provincial plans. However, during the course of the project cycle, a number of schools not involved in the WFP pilot or the district and provincial replication plans also began to independently adopt some of the best practice models for improved school meals without any WFP or Government incentives. These are referred to as independent replication schools. With the aim of ensuring the sustainability of the school meals

project, WFP supplied only fortified wheat flour, while the Government covered the remaining costs.⁴⁴ By the end of 2015, the project covered a total of 261 pilot schools across all seven regions in the country.

32. The project has had five budget revisions (BRs) which have extended its duration, increased the number of beneficiaries, made adjustments on food commodity requirements based on changes in beneficiary numbers and/or increased market prices of fortified wheat flour, and increased corresponding project operational costs. The fifth budget revision extended the programme cycle to December 2017, and increased the projected total food requirement to 2,342 mt. This required a budget increase to US\$15,869,302 and an increase in the number of targeted beneficiaries (to 114,000 in 362 schools). These are substantive increases over the original design document with food requirements some 280 percent greater, a budget increased by 393 percent, and beneficiary numbers up by 456 percent on the original figures. The main donor has been the Russian Federation, accounting for 96 percent of financing through the end of 2015.

33. The BRs made adjustments to the project outputs in line with the key directions articulated in the PIS endorsed in August 2013. The output adjustments affected the associated costs and implementation plan for DEV 200176. The initial project logframe used only corporate indicators but the BRs introduced output level project specific indicators to reflect the work done in line with the key directions described in the PIS.

34. For background information, terminology used to refer to school feeding differs depending on the specific stakeholder (corporate WFP, the WFP CO and the Kyrgyz Republic). For this report, terminology is differentiated at the various levels keeping it close to the terminology the stakeholder institution uses, as follows: i) the national SMP – the pre-existing Government school meals programme; ii) optimized SMP – the WFP CO school feeding programme in the Kyrgyz Republic (DEV 200176, and the subject of this evaluation); iii) SMP-pilot for the second component of the WFP CO's programme that is focussed on school level activities; and iv) school feeding – for WFP's corporate approach.

2. Evaluation Findings

2.1. Appropriateness of the Operation

35. Given the high rates of food insecurity in the country, WFP's decision to target children's nutritional intake through an enhancement of the existing Government SMP is considered appropriate. Project design was based on a scoping mission in 2012 and modified after the CPE of 2013 and another mid-term project evaluation sponsored at the initiative of the CO in 2015.⁴⁵

36. The primary children's needs outlined in the context analysis pertain to food insecurity and potential undernutrition and vitamin deficiency rather than educational attainment outcomes. However, the project documentation places greater emphasis on tracking and measuring educational attainment outcomes rather than nutrition or social protection and safety nets outcomes. The potential contributions of the project to these outcomes are masked by the educational emphasis in the results chain of the optimized SMP.

⁴⁴ The proportion of Government and WFP contributions to the overall costs of the school meals has varied over the life of the project cycle depending on exchange rate variances and prices of local products, but in 2015, the proportion equated to 25 percent WFP contribution and 75 percent Government contribution.

⁴⁵ Mid-Term Review of DEV 200176. March 2015. This exercise was commissioned directly by the CO and was not part of the OEV plans for project evaluations

37. Nevertheless, the project activities are appropriate to food security, social protection and safety net outcomes as well as nutrition goals. In practice, the project prioritizes integrating optimized school meals into regions of relatively high food insecurity and making linkages to local production and other mechanisms in the context. The targeting was based on extensive vulnerability analysis and mapping (VAM) data available, which identified vulnerability to the district level on six different dimensions, creating a composite vulnerability score. Pilot schools were selected for inclusion in those districts with levels 1 and 2 (highest vulnerability). Some 68 percent of the schools are found in districts with greater than 45 percent poverty rate.

38. Rations to the pilot schools are limited by the availability of resources, but fortified wheat assistance is appropriate to the cultural context and consistent with existing food sources. Assistance levels for the ration are calculated at 60 grams/child/day for participating pilot schools. The rations are appropriate as they are seen as supplementary inputs rather than primary source for the children's nourishment. Measurements of contributions to ameliorating child undernutrition or vitamin deficiency are only recently being integrated into the project and insufficient data has been collected to date to determine if these interventions are appropriate for addressing these issues.

39. At the time of the design of the DEV 200176 in late 2012, a national school feeding policy framework was present, but limited in scope and detail, and it lacked an implementation strategy to complement the policies. WFP's participation in policy development at the national level has led to an extensive and substantive national policy environment with multiple policies and strategies aimed at providing an over-arching framework for national implementation of enhanced school meals. The specific targeting and activities in the pilot and replication schools are coherent within this larger policy environment. The list of relevant strategies is extensive and can be found in Annex 7: Policies Developed

40. The optimized SMP is considered by the Kyrgyz Republic's MoES to be a Government programme targeting a reduction of undernutrition and increasing social support through the education system at regional, national and community levels. The MoH plays a significant role in overseeing the project. The IWC comprises representatives of 11 different ministries, the United Nations and NGO representatives. The IWC coordinates the optimized SMP, including the work regarding policy development and implementation. WFP's role is delineated by its relationship to the IWC, with its work on policy development and technical support being done directly with the national authorities. In the school support component, the selection criteria are developed in collaboration with the MoES and MoH, and targeted pilot schools in each round of WFP support are selected in collaboration with the MoES and MoH. The criteria emphasize targeting districts with higher food insecurity and seek commitments from the schools regarding willingness to participate in, and implement, the optimised school meal processes. The balance of criteria promotes implementation in more food insecure contexts and increases the possibility of successful implementation of the optimized SMP. The criteria are appropriate for the successful promotion of a pilot phase but may not provide insights into implementation in school contexts that do not meet project criteria.

Coherence

41. The WFP Strategic Plan (2014-2017) provides WFP with more options for responding to hunger and nutritional needs through school feeding, including references to supporting capacity development of national Government systems. This national capacity development reference underpins the logic of DEV 200176 via the component that seeks to promote the delivery of improved school meals to 100 percent of the primary

schools in the Kyrgyz Republic. School feeding is articulated under Strategic Objective 4 (to reduce undernutrition and break the intergenerational cycle of hunger). The DEV 200176 project logframe was originally developed under the former strategic plan, and was revised in 2014 to align with the new Strategic Plan. The DEV 200176 project contributes to Millennium Development Goals (MDG) 1 and 2 and with the more recent inclusion of nutrition activities, also contributes also to MDG 5. In addition, the project reports on cross-cutting results related to Gender, Protection and Accountability, and Partnership.

42. The United Nations Development Assistance Framework (UNDAF) (2012-2017) provided support for national capacity development for the delivery of social services and benefits: Pillar 2 of the UNDAF includes school feeding and school meal components. The WFP Revised School Feeding Policy (November 2013) articulated the contributions that a school feeding programme, like DEV 200176 in the Kyrgyz Republic, may provide towards community and national social protection and safety nets. WFP's nutrition policy promotes nutrition sensitivity in programming. The plan to operationalize the project includes nutrition sensitive components in the key activities related to menu design and to the development of nutrition education activities during the implementation in the selected pilot schools.

43. Within the Kyrgyz Republic, the project is aligned with national policies such as the National Sustainable Development Strategy (2013-2017), the National Food Security and Nutrition Programme (2014-2017), and the Social Protection Programme (2015-2017)

44. The ET finds that the assistance provided by WFP is coherent with the relevant WFP, United Nations and Government strategies, policies, and normative guidance on school feeding and nutrition. The elaboration of the school meals project is justified under the UNDAF framework. The project activities are structured to include nutrition sensitivity, linkages to local production, and the project stakeholders can identify important potential safety net contributions in project outcomes.

Complementarity

45. The network of implementing and cooperating partners identified in the project documentation includes UNICEF, the Agency for Development Initiatives (ADI), the Centre of Activation of Rural Development Initiatives (CADRI), Roza Otumbaeva (IPF), SIFI, the MoES and the MoH, and the Ministry of Agriculture (MoA) as well as multiple other ministries. The key implementing partners coordinate WFP support with their own project activities in the targeted schools. In the selection of the targeted schools to be involved in direct WFP assistance as part of the pilot, one of the primary factors in the analysis for targeting involved identifying complementary development activities.

46. Interviews and school visits identified that an international NGO, Mercy Corps, was (until May 2016) implementing a similar school-feeding programme in 70 pre-primary schools, but without overlap with WFP-supported schools. The Mercy Corps programme provided a one-off distribution of equipment and commodities but included no frequent visits to school to monitor or follow up activities. Project documents showed that WFP sought to build greater complementarity in school targeting with Mercy Corps, but at the time of the evaluation this type of more strategic collaboration had not been systematized, possibly because of the cessation of Mercy Corps' school feeding operations. Nevertheless, some of the lessons learned in Mercy Corps' implementation were integrated into the original implementation plans for the optimized SMP pilot with selected schools, while knowledge and methods were also shared from the WFP SMP to the Mercy Corps Programme.

47. The only other CO intervention in the country at the time of the evaluation was the DEV 200662 (PSNP). This project aims to improve productive safety nets among vulnerable and poor populations with a focus on four dimensions: Disaster Risk Management, Rural Development, Climate Change Adaptation and Social Protection. The evaluation of DEV 200176 was carried out at the same time as an evaluation of the PSNP project to consider, *inter alia*, the complementarity between them. The Operation Evaluation of the PSNP project is available as a separate report.

48. The 12 key directions outlined in the DEV 200176 implementation strategy (as listed in paragraph 28 above) have significant complementarity to the DEV 200662 project – especially in key directions #3, 4, 7, and 8. Documentation produced by WFP and other partners highlighted the potential for complementarity in terms of the PSNP project enhancing local food production for schools, for instance. PSNP projects can also be used to construct the necessary water and sanitation requirements in schools for use under the SMP pilot activities, as well as additional school rehabilitation activities. During their visits to the selected sub-districts, the ET identified examples of improved school water and sanitation facilities, and the support towards local vegetable production for sale to schools.

49. Conceptual frameworks and commissioned research projects point to the potential for both projects to contribute to social protection. At all levels of Government, the primary Ministry partners for the two projects are members of the other programme's working groups and working committees. Nevertheless, there remains a potential policy gap in terms of articulating more explicitly the optimized SMP contributions to social protection. In the PSNP project, social protection is one of the four pillars of the project, but the ET found that the social protection pillar was less systematic in aligning to the social protection scoping mission recommendations or emphasizing the social protection component in the programme logic.⁴⁶ The relatively weak emphasis of either project's potential contributions towards social protection impedes the ability for more strategic collaboration between the two WFP programmes.

50. In addition, the two projects – even though linked under the district authorities and both reporting to the district level Deputy Heads for Social Issues – have differing visibilities at the provincial and district levels. Authorities at the district and sub-district levels also tend to perceive the projects as being conceptually and practically distinct. Government procurement policies also limit the potential of maximizing connecting local production from PSNP projects to SMP pilot schools – although with the support of the WFP optimized SMP, the procurement policy is currently under revision to address this weakness.

51. In terms of operational programming, complementarity and coordination is understood by staff to be valuable and is carried out in informal spaces and in the field in opportunistic circumstances, but there has been limited formal strategic coordination. The targeting of districts and sub-districts for WFP-selected schools was based on the same VAM criteria: poverty and food insecurity. However, although geographical targeting is synchronized, actual site selection at the sub-district level is autonomous. At the sub-district level, the implementation of the two projects is carried out by separate teams of WFP project staff with different reporting lines, and the two projects also

⁴⁶ Some of the Scoping Mission Recommendations: 1) Little value in providing short-term or one-off employment to households, 2) emphasize public works, extension, and financial support, 3) incorporate scalability in the event of a crisis, 4) integrate a productive element through links to complementary services (including trainings), 5) test the impact on graduation with different transfer levels and durations of assistance, 6) gather and disseminate evidence on impacts and best practice, 7) link evidence to strategy and policy development, 8) identify integrating labour constrained households, 9) increase predictability of assistance to align with lean seasons.

commission separate third-party monitors, even when both may be operating in the same sub-districts.

52. Challenges for complementarity include corporate school feeding outcome indicators that emphasize education assistance elements and tend to mask the project's potential contributions to social protection and safety nets. In addition, at the corporate level, capacity development as a component of school feeding – especially as it relates to social protection and safety nets - is a relatively new concept and while there is a strong affirmation of this project's contributions to capacity development, there is limited implementation guidance for connecting these components to social protection and safety nets at the implementing level.

53. Despite these limitations, the ET identified significant potential for mutual complementarity and contributions to social protection and safety nets. However, to build on the existing potential, certain elements inside WFP CO programming could be modified to enhance the strategic articulation of the DEV 200176 contributions and implementation as part of social protection programming and integrated with other social protection activities sponsored by DEV 200662. WFP was instrumental in ensuring the inclusion of the SMP in the Government's social protection programme 2015-2017. Supporting the development of Government policies and organizing structures that more explicitly connect the DEV 200176 implementation to other safety nets and social protection elements would help facilitate field level interactions and contribute to a more strategic application of the tools within a non-education framework.

Summary of Key Findings: Appropriateness of the Operation

- The degree of undernutrition and vitamin deficiency coupled with the high rates of food insecurity in the country indicates that the decision to target children's nutritional intake through an enhanced school meals programme was appropriate. However, measurements of the project impact on undernutrition and vitamin deficiency mitigation are only just now beginning and have not been systematically analysed.
- The DEV 200176 project is aligned with national policies on school meals and WFP has provided significant contributions to a strengthened policy environment. It is coherent with WFP's corporate frameworks on school feeding and relevant WFP and United Nations policies, strategies and normative guidance. The project interventions are complementary with, and interconnected to, the interventions of other relevant development and humanitarian partners.
- Complementarity with the DEV 200662 project is conceptually significant within a social protection and safety nets framework. However, the current articulation of DEV 200176 within education goals masks its contribution to social protection. The autonomous WFP staffing structures and project processes limit the potential for strategic implementation and coordination. To build on existing potential, certain elements could be improved both within WFP structures as well as within the greater policy environment to enhance both the SMP and PSNP contributions to social protection and safety nets.
- The ET finds that the original and revised designs of the project have taken into account many of the recommendations from a 2012 CPE and other evaluations. However, there are aspects of potential contribution to non-education or nutrition elements that have not been fully captured in the DEV 200176 outcome articulations.

2.2. Results of the Operation

54. This section discusses findings regarding the second evaluation question, “what are the results of the operation?” The analysis explores whether the DEV 200176 project has achieved its objective, or if not, whether it will be reached by the end of the implementation period.

55. One challenge in reporting operational results has been to identify which objectives were the key components for the DEV 200176. WFP’s annual Standard Project Reports (SPRs) provide data related to educational objectives including enrolment and attendance rates. However, the internal DEV 200176 reports are focused on the WFP Pilot Schools Implementation Strategy, which is framed in accordance with the twelve key directions. This dichotomy can make it difficult to communicate the project’s higher-level results in standard reports. For internal operations, the DEV 200176 team has developed an extensive series of intermediate and long-term outcomes related to the project’s key directions. The following output section follows the structure of the 12 key directions and subsequent available M&E data gathered by the CO.

Programme Outputs

Delivery of the Core Pilot Model to Target Schools

56. There are 2,207 schools under the national SMP amongst which 261 have gradually been included into the WFP-supported pilot school model. This is about 12 percent of the total national schools (see Table 1). The BR#5 adjusted the pilot to end in December 2017, targeting 114,000 beneficiaries in 361 schools represented in all seven provinces, and was justified by its alignment to the UNDAF cycle. By the end of the BR#5 extension, 16 percent of national schools will have been involved in the pilot.

Table 1: Beneficiary Targets over Project Life

	Initial Plan (2013)	Latest Plan (2017)	Actual (2015)	% Achievement⁴⁷
Project implementation period	18 months	58 months	34 months	N/A
Number of schools	250	361	261	104%
Number of children	25,000 ⁴⁸	114,000	79,776	129%

Source: WFP CO Project Reports

57. Beneficiary involvement in the first year (2013) of the initial plan was lower than anticipated due to a funding delay of nine months, which in turn constrained the capacity to implement. A comprehensive capacity assessment and gap analysis⁴⁹ recommended several adjustments to the original design including: i) a phased addition of primary schools starting with an initial 59 schools to test the pilot; ii) reduction of WFP food commodities to only fortified wheat flour; and iii) increased WFP cash contributions to cover a greater proportion of equipment and training costs. Adjustments in the initial plan downsized targeted beneficiaries by 32 percent and food allocations by 83 percent.

58. After this initial reduction in beneficiary numbers, the DEV 200176 pilot school component increased beyond targeted expectations. The number of pilot schools increased markedly and by the end of 2015, 79,776 schoolchildren had benefited from the pilot, more than the number planned (see Table 2). By the end of 2015, the pilot was serving 39,409 girls and 40,365 boys. An additional two rounds of schools are to be included between 2016 and 2017.

⁴⁷ Achievement calculated comparing latest plan targets vs. actual achievements. This figure of 25,000 was later adjusted to a target of 62,000 children and is the figure reported in the SPR 2015. ($79,776/62,000 = 129\%$).

⁴⁸ This figure was later adjusted to target 62,000 children and is the figure reported in the SPR 2015.

⁴⁹ April-July 2013, including a SABER consultative workshop

Table 2: Total Beneficiary Figures by Gender (May 2013 until May 2016)

	Planned			Actual			% Achieved		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total	31,000	31,000	62,000	40,365	39,409	79,776	130	127	129

Source: WFP CO

59. The gender proportion of beneficiaries has remained relatively constant over the pilot life (see Table 3). A near parity amongst the beneficiaries has been maintained with each expansion, routinely targeting an equal number of boys and girls for inclusion because of the existing school population.

Table 3: Beneficiary Percentage of Boys and Girls

	2013	2014	2015
Boys	51%	52%	51%
Girls	49%	48%	49%

Source: WFP CO

60. On commodities, a total of 726 mt of fortified wheat flour was distributed within pilot schools between 2013 and 2015. The percentage of actual wheat flour deliveries compared to those planned was primarily dependent on the capacity of schools to be included in the project pilot activities on time. The observed annual increase of the percentage of commodity distribution achieved is reflective of an increased capacity of the pilot phase processes to build sufficient capacity of the schools in time to receive shipments, as well as the inclusion of the new schools into the pilot.

Table 4: Commodity Distribution by Year

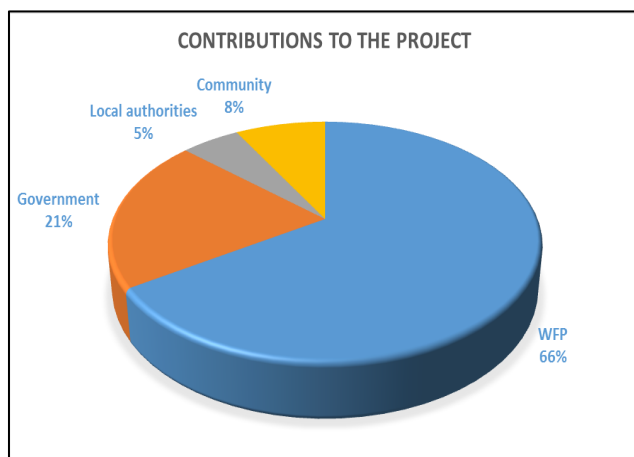
Wheat flour (mt)	Planned	Actual	% Achieved
2013	53	45	85%
2014	232	206	89%
2015	506	475	94%
Total ⁵⁰	791	726	91%

Source: WFP SPRs 2013-2015

61. The national SMP is completely funded by the Kyrgyz Government. WFP contributions, both to national capacity building and to direct implementation in the selected pilot schools, are reported against total Government allocations to the national SMP. The total official allocation is equal to about US\$6.4 million in 2016. This is relatively high for a national SMP compared to other countries within the region. WFP funding for food commodities has remained stable over the course of the project cycle and is a relatively small percentage of the food basket in the context of the overall national SMP costs. For the 261 schools involved in the selected pilots, the relative percentage of WFP funding is fairly high. WFP covered the largest portion of the budget (66 percent of total pilot costs), supplemented by the Government's contribution (21 percent of costs) and those of parents (eight percent) and local authorities (five percent), as shown in Figure 1.

⁵⁰ Commodities planned for project life were 1,163 mt

Figure 1: Stakeholder Contributions in Pilot Schools



Source WFP CO Reports, 2016

Demonstration of the Optimized School Meals Model

62. Activities conducted and outputs realized are organized according to the 12 key directions shown earlier. Policy framework development (Key Direction 1) occupied a significant percentage of total project investment and energy. Intrinsic in its design, the DEV 200176 project aimed to use lessons learned from the pilot school implementation to support the development of a national policy framework, aligned with appropriate standards for sustainable school feeding. With WFP support and in collaboration with key implementing partners, the IWC has promoted the establishment of more than twenty policies, decrees and strategies, aimed at enhancing the possibility for the optimized SMP to be rolled out in all schools nationally. The concept of an IWC for cross-sectoral coordination had not previously been used in the country.

63. Key policy documents developed with the help of WFP include: The National School Meals (NSM) Policy (endorsed in December 2014) which outlines the directions for the national SMP until 2025; and the Pilot Implementation Strategy (PIS) 2013-2017 was important for sanctioning implementation of the pilot model. Other important documents include an Implementation Strategy for Replicating District (Bakai-Ata, Kemin, Talas and Batken) and Provincial (Chui and Issyk-Kul) Level Plans; and the Nutrition Awareness Plan (March 2015). A National Implementation Strategy (NIS) for Pilot Schools is currently being developed building on the NSM policy and experience obtained through implementation of the PIS, and is expected to be endorsed by the end of 2016. WFP and SIFI conducted nationwide assessments in the first half of 2016 and the findings have been integrated into the draft of the NIS. Two resolutions have been passed to formalize 788 cooks' positions in schools serving hot meals in pilot and non-pilot schools and an increase in salaries for school feeding personnel. Annex 7 contains a complete description of relevant policy documents created within the DEV 200176 initiative.

64. A WFP-supported SABER⁵¹ exercise (2013), a National Capacity Index (NCI) exercise (2015) and continuous advocacy campaigns have been vital in creating a common vision and understanding among central level stakeholders regarding the implementation of enhanced school meals. WFP in the Kyrgyz Republic was one of the first COs to conduct a SABER workshop. The recommendations from workshops conducted with a wide range of stakeholders (for example, on SABER and NCI) have contributed to annual modifications in the PIS. In the absence of an approved NIS, the PIS has become a de

⁵¹ Systems Assessment for Better Education Results, a framework developed by WFP and the World Bank

facto guiding document for project stakeholders. The PIS continues to undergo adjustments as lessons learned from new rounds of pilot schools are integrated into the programme.⁵² Within the PIS, the key directions provide a road map for WFP and partners for re-creating a replicable optimized school meals model. As part of the adjustment processes, the optimized SMP has developed a series of mini-pilots to test specific challenges in implementation, including elements related to school gardens, local production, procurement processes, nutrition awareness, food safety or improved M&E processes. Activities on local production were discontinued on recommendation of the Mid-Term Review (MTR) (2015).

Tools and Guidance for Implementation (Key Direction 2)

65. A series of new technical guidelines were designed for specific aspects of the optimized school meals model. These facilitate setting of standards for implementation aspects such as menus and recipes, food preparation and cooking techniques, sanitation and hygiene, procurement procedures, methodologies for conducting health nutrition and interactive hygiene games for primary school children.

66. The guidelines developed drew heavily on the technical regulations advanced by SIFI, the initial implementing partner. Other partners that later joined the pilot (ADI, CADRI, IPF) replicated these and developed them further from lessons learnt. Development and testing of technical guidance tools is a time consuming process, necessitating constant adjustments as new lessons are identified, especially in the context of a pilot that is predominantly dependent on learning from its own step-by-step experience.

Kitchen Equipment (Key Direction 3)

67. Key to success of the pilot has been the fact that initially WFP procured the kitchen equipment and that WFP, through partners, also supervised its installation, thus taking the burden away from schools and other district stakeholders. A budget overspend of nearly 249 percent occurred – partly due to the equipment costs which had been underestimated in the initial budget.⁵³ The procurement and installation required specialized sourcing and precise specifications. SIFI played the lead role in this aspect of capacity development, both in setting the standards on technical inputs and in implementation processes. Their influence continued even after their withdrawal two years into the project life, when WFP staff and their national implementing partners were able to take over this role and maintain the standards.

Schools' Water and Sanitation Infrastructure (Key Direction 4)

68. One selection criterion for a school to be included in the pilot component of the project was to have hygiene and sanitation facilities in accordance with project standards set by WFP and the partners. To qualify, schools were required to construct or renovate school canteens and kitchens; to ensure space for storage of supplies; and to improve their water and sewage systems. In some cases, schools with non-standard designs had to be completely rebuilt. Stakeholder interviews during the evaluation noted that the resulting school infrastructure improvement sometimes benefitted community members beyond the school, especially where water supply and sewage systems had not existed before. During implementation of the first round, infrastructure challenges were found to be significant and time consuming, so adjustments were made to allow time for mobilization of funds and for the work to be done. In addition, resources from the

⁵² First draft August 2013; Second draft May 2014; Third draft was in process at the time of evaluation mission.

⁵³ Capacity Development and Augmentation (CD&A) costs were also underestimated in the first year contributing to overspend as well.

Russian Federation became available in November 2013, nine months after the project had started.

69. During the first year of implementation, WFP partially covered these infrastructure costs in some pilot schools from Rounds 1 and 2 (2013-2014). Positive responses from local authorities to provide complementary inputs required for infrastructure development (covering 80 percent - see Table 5) reflected their desire to support, and their recognition of the need to improve the infrastructure. In some instances, independent sponsors cofounded the infrastructure investment. Some local authorities also funded other kitchen non-food inputs, such as cutlery and shelves, but in most cases local authorities focused on funding infrastructure rehabilitation and maintenance. Co-financing of equipment (WFP and local authorities) was introduced in 2015. However, key informants noted that local authorities were limited in what they could contribute to the menu and other related costs by the lack of an appropriate budget line allowing such allocations.

Table 5: Percentage Contribution to Infrastructure Rehabilitation

Stakeholder	2103	2014	2015
WFP	20%	13%	0%
Local Authorities	28%	44%	66%
Sponsors	10%	13%	14%
Parents	42%	30%	20%
<i>Total</i>	<i>100%</i>	<i>100%</i>	<i>100%</i>

Source: WFP SPR 2015

Introduction of Hot Meals and School Menu Diversification (Key Direction 5)

70. During the three years of project implementation, the number of schools serving hot meals, and with an upgraded feeding model including more nutritious meals, has steadily increased. The number of pilot schools providing hot meals four to five times a week increased from 38 percent in December 2014 to 48 percent by May 2015. According to assessments conducted by WFP in collaboration with MoES and SIFI that covered 134 pilot schools from April 2013 through February 2014, 14 percent of sample provided hot meals prior to pilot implementation. Among the pilot schools selected for the first four rounds, 27 percent provided hot meals at least once or twice a week prior to the introduction of the optimized school model, although the nutritional value of the meals, as well as the quality of the equipment used, were lower than the pilot model meals. The average weekly frequency of serving hot meals increased from 2.7 times per week in 2013 to 3.6 times per week in 2015. The average kilocalorie (Kcal) value per meal also increased from 471 Kcal/meal in 2013 to 515 Kcal/meal in 2015 (90 percent of WFP's standard of 550 Kcal/meal).

Table 6: Proportion of Pilot School with Improved School Meals

	2013		2014		2015	
	Planned	Actual	Planned	Actual	Planned	Actual
Schools with an upgraded feeding model (%)	60	93	91	100	93	104
Schools serving hot meals (%)	41	63	83	95	77	99
Kcal value per meal per day	480	471	510	543	520	515

Source: WFP CO

71. School meal diversification also increased from 2013 to 2015 in the pilot schools. Extensive technical guidance on menus was provided to pilot schools with over 130 recipes, all adapted to cultural food preferences and using local ingredients. The guidance

materials are updated annually and information on ingredients used is included in weekly menus displayed in the canteen. The recipes have been endorsed by the MoES and MoH as the only ones to be used under the optimized SMP, and these are shared with non-pilot schools serving enhanced meals or hot meals.

72. In December 2013, WFP conducted a menu analysis, based on the average energy and protein content compared to the baseline value, which indicated a substantial increase in both, especially in those schools that received KGS10 per child per day. The MTR suggested that this may indicate the need to look at the financial input threshold that influences the overall nutritional value of the meal and whether there are important regional differences in the value.

73. More schools used meat products, seasonal vegetables and dried fruits (to make drinks). The use of dairy products declined because of concerns around hygiene standards and fears of possible contamination (see Table 7 below). According to the project's SPR for 2014, the protein and micro-nutrient values in the menus of pilot schools had at least doubled compared to pre-pilot status.

Table 7: Frequency of Ingredient Use in School Meals

	May 2014	May 2015
Meat (meat in menu for 66% pilot schools, 2015)	0.6	0.9
Seasonal vegetables (in hot meals and salads)	1.2	2.0
Dried fruits (compote for drinks in 75% of pilot schools, 2015)	-	3.5
Dairy products (e.g. milk porridges, cottage cheese)	2.5	1.5

Source: WFP SPR 2014

Nutrition and Hygiene Education (Key Direction 6)

74. WFP has undertaken three activities under nutrition and hygiene education: i) a nutrition awareness plan to raise awareness within schools; ii) interactive games for school children reaching 8,127 primary school children; and iii) rehabilitation of water, sanitation and hygiene facilities, meeting WFP and Government sanitation standards as a condition for inclusion of the pilot schools. The ET found no evidence that the first two activities had been effective because they tended to be single events and neither had been institutionalized into the school curriculum nor into the activities conducted by the village health communities. Nutrition models are being designed by the WFP nutrition unit jointly with the Republican Centre for Health Promotion. A study was undertaken on Knowledge, Attitude and Practices on Micronutrients (KAP) in 2014 by WFP and its partners that identified key gaps, many of relevance to the activities under the DEV 200176 project. However, the recommendations proposed had no direct linkage to activities under the project. On-the-job training through monitoring by WFP and CADRI field staff has focused increasing awareness on nutrition with regards to the menu (in terms of nutrient content and frequency of the hot meal), as well as meeting hygiene related standards.

Links to Local Production (Key Direction 7)

75. Some linkages to promotion of local economies exist since the parents' contributions are used to purchase local farm produce.⁵⁴ At the corporate level, WFP

⁵⁴ Analytical survey report: The Effects of WFP'S 'Optimizing Primary School Meals Programme in the Kyrgyz Republic on Local Agricultural Production (2015)

underlines the importance of linking school feeding to local production and the CO initially developed an indicator to monitor food purchases from local producers.⁵⁵

76. The CO commissioned a study through ADI to understand existing obstacles in connecting local producers to local vendors. The results highlighted several challenges including: the timing when their produce was available; limited storage facilities; constraints in meeting certification requirements as well as tendering processes, amongst others.

77. Activities related to local production were discontinued on recommendation of the MTR and the CO has been exploring partnering with the United Nations Food and Agriculture Organization (FAO) which has the specialized expertise needed to provide support in this area. FAO's contribution is outlined in a concept note between WFP and FAO. WFP shifted its focus onto improving procurement of local produce where it has a stronger comparative advantage.

Development of School Gardens (Key Direction 8)

78. School garden development was integrated into the pilot component to test different mechanisms for promoting programme sustainability. Gardens have been introduced in schools to contribute complementary food inputs or income to enrich and diversify school meals. These gardens were also justified to defray related expenditures and as a means for supporting student learning on agricultural production. School gardens (28) and vegetable plots (57) have been implemented in 85 schools (33 percent of national schools) in partnership with ADI, a national NGO. The first sets of vegetable gardens were endorsed in 2015. WFP, through ADI, provided agricultural inputs such as seeds, fertilizers, tools and greenhouses. These were complemented by the development of business plans and agricultural training and co-financed with local authorities and communities. The school gardens and vegetable plots also served to demonstrate to children how to plant and grow different vegetables and to educate them on the importance of vegetables as a source of vitamins.

Table 8: SMP-Pilot Schools with School Gardens

	2014			2015		
	Planned	Actual	%	Planned	Actual	%
Schools with School Gardens	14	5	36%	29	24	83%

Source: WFP CO

79. The main challenges for successful garden implementation have been when schools did not have adequate access to land, or experienced shortages in water supply. In addition to the WFP supported school gardens, there were examples of some pilot schools that initiated a school garden without external project support. These schools either cultivated products to be used in school meals or as potential cash crops, such as hay production, that could be sold to supplement school incomes. In one example, a school director started feeding 30 children from vulnerable and poor families (from higher grades not included in the pilot project) with income from sale of the school gardens' farm produce. To support the school gardening programme, WFP and ADI designed a handbook with technical instructions. ADI is in the process of developing an independent national school garden programme with the Government based on the best practices from the pilot schools.

80. However, the financial viability of school and vegetable gardens remains unclear because the majority of these activities took place during 2015, due to funding shortages

⁵⁵ Home-Grown School Feeding: A Framework to Link School Feeding with Local Agricultural Production. World Food Programme, Rome (WFP: 2009)

experienced at the start of the project in 2013 and the seasonality of the farming cycle. Lessons drawn from the initial five school gardens in 2014 as well as recommendations from the MTR were incorporated into the next 23 school gardens introduced in 2015. The strategic linkage of school gardens and vegetable plots to the core pilot model has been improved in the second round of trainings to be conducted in 2016. A new edition of a 'Book of Accounts' designed with ADI for school garden training in the 28 schools includes clearer accountability arrangements to the school or parents on how the funds should be utilized to benefit school meals. Lease arrangements with local authorities or sponsors of the plots of land have been included in the selection criteria for schools participating in the school gardens component.

Skills Training (Key Direction 9)

81. The project's design included training to support the development and management of a strong, cost-effective institutional and implementation framework. Under DEV 200176, training has been taken broadly and not as a stand-alone intervention. The pre-launch of hot meals in a pilot school required a six to nine month preparation process from when a public announcement was made on the next round of school selection. Lobbying for policy changes and establishment of technical guidelines are also extremely process-intensive and time consuming activities that are required during the preparation processes for school integration into the pilot.

82. Field level trainings were conducted to increase school personnel's skills in a wide range of aspects that were seen as contributing to optimized school meals. Among these elements were: school meals management; logistics and procurement; sanitation and hygiene; school meals preparation and cooking; healthy eating habits for children; and school gardens (see details in Table 9 below). These were targeted to district MoES and MoH representatives (70 percent women), school directors and school canteen staff (98 percent women), and local authorities. For school gardens, 39 percent of training participants were women. Men were included in all training sessions, particularly those on community mobilization, school gardens, and project management and implementation. Gender representation was equally distributed among the participants involved in the different training activities within the key directions. An additional on-the-job training component is integrated into monitoring visits.

Table 9: Types of Training & Number of Participants

Name of trainings	2013			2014			2015		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
School gardens training	0	0	0	43	58	101	50	77	127
Procurement training	0	0	0	100	96	196	-	-	-
Training of Cooks	86	3	89	269	6	275	306	5	311
Directors meeting	47	64	111	89	141	230	72	153	225
Mobilization trainings by Rosa Otunbaeva Fund ⁵⁶	-	-	-	-	-	-	195	125	320
Total	133	67	200	501	301	802	623	360	983

Source: WFP CO

⁵⁶ See paragraph 88

Procurement Efficiency (Key Direction 10)

83. This section refers to both the official procurement processes for supplying school meals in targeted schools as well as the WFP procurement and logistics for food distribution to the pilot schools. Procurement is a crucial component of the core pilot model as it has implications on efficiency and nutritional value of the school meals.

84. There are four main ways in which food is provided to school feeding programmes: i) international and regional procurement; ii) procurement from central markets in-country; iii) local procurement close to the schools; and iv) community-managed procurement.⁵⁷ Responsibility for Government procurement has changed over time from school level (2006–2010) to local authorities (2010–2013) and then to the district education department (2013 to date) with the aim of improving the process. The Government's centralized procurement process remains a challenge despite WFP's training efforts at District Educational Department (DED) level, and in linking vendors to village level suppliers within the pilot schools. Sixteen trainings on procurement procedures were held targeting a range of different stakeholders. Procurement efficiency has been included in the selection criteria for a school to be included in the pilot phases. Before a school is included in each round of the pilot implementation, evidence is required to document district authorities' efforts to diversify suppliers, monitor procurement processes and ensure effective procurement.

85. WFP conducted a baseline study in 2013 and again commissioned ADI to develop step-by-step procurement guidelines (October 2014). Together they proposed a balance between centralized procurement for non-perishable school meal ingredients and decentralized procurement for perishable items.

86. In spite of these gains, key informants highlighted several obstacles that still hamper increased procurement efficiency. First, WFP and its partners do not have a mandate to supervise the management processes of Government funds allocated to the DEDs. Second, school directors are sometimes constrained in reporting procurement irregularities because DEDs – which manage the procurement processes at the district level - are their direct supervisors. Third, vendors need to be certified to qualify, which can constrain small-scale or informal vendors connected to neighborhood schools in selling their produce. This has implications on provision of inputs from local production for the school meals. Fourth, payment from the district is often delayed and only larger vendors who are not dependent on immediate payment are willing to bid. Fifth, wholesale shops tend to be based in larger towns, which would involve significant travel, so the more rural a school is the less likely they are to be able to access these suppliers. Sixth, The vendor makes more profit in non-pilot schools that have lower supply demands for the same amount of money from the Government. Lastly, there is no system in place that allows the school communities to provide feedback on the centralized tendering.

87. As a result of these constraints, WFP conducted a survey on schools' capacity to be autonomous on procurement. The recommendations from this study were as follows:

- To organize procurement training: for school staff for membership in tender boards; for local producers and suppliers on how to prepare and post bids at the official public procurement website; for tender board members on how to prepare and evaluate tender documents; and for the DED procurement officer, because public procurement legislation had been changed significantly (a new law on public procurement was enacted on 03 April 2015).

⁵⁷ 'Public procurement in schools providing hot meals'; WFP CO Kyrgyz Republic and partners (2014)

- DED heads should adopt an order on tender boards that would authorize membership of school directors as chairmen (one time) and other school staff and parents as regular members;
- Execute tripartite procurement agreements (between the school as the client, suppliers, and the DED as the payer);
- Purchase equipment to enable access to the internet in schools.

88. WFP and the Government have developed a mini-pilot initiative to explore a decentralized procurement model run by selected schools in Jeti-Oguz and Karakulja districts through the implementing partner Roza Otunbaeva Fund (IPF). Terms of Reference for the mini-pilot had just been developed at the time of the evaluation. Some of the elements considered are increasing cost effectiveness through procuring closer to schools; the possibility of social audits because of the vested interest that the school community has in the quality of the school meals; and the availability of wholesale providers in rural areas.

89. As mentioned earlier, the only WFP food distributions connected to the pilot schools is the delivery of fortified wheat flour. Distribution quantities are set at 60 grams per child per day. This allotment is valued at US\$0.03 and provides 218 Kcal per child per day. WFP headquarters organizes the food delivery into the country from Russia, and it is then transported to two central warehouses provided by the Ministry of Labour and Social Development in Osh and Bishkek. The CO then organizes for private transporters to deliver the wheat flour, first to WFP-managed secondary collection points and later to schools, at the beginning of each school term. No concerns were raised in reports or during the evaluation regarding the wheat flour quantity, quality or timeliness of delivery. A decree was passed in 2014 (with WFP support) requiring that all wheat flour be fortified; however, it had not yet been put in to effect at the time of the evaluation mission. When it is, it will provide potential for local supply to replace the current imports of WFP-supplied wheat under the DEV 200176.

Community Engagement and Responsibility (Key Direction 11)

90. Strong emphasis on community mobilization has been key to the successful introduction of hot meals. The CO and partners have invested considerable efforts in working with community stakeholders to increase their participation in school decision-making processes. Some interviewed stakeholders noted that the programme has changed a community mindset from considering schooling to be solely a Government responsibility to a one where parents within pilot schools take ownership and make voluntary contributions. Evidence for this can be seen in increases in community cash contributions over the life of the project, as shown in Table 10.

Table 10: Community Cash Input to School Meals (US\$ per child per day)

	2013			2014			2015		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
Parental Input (US\$)	0.04	0.02	50%	0.04	0.02	50%	0.04	0.03	75%

Source: WFP CO

91. The community mobilization component is implemented by WFP and CADRI monitors through a series of training and awareness raising activities in selected schools prior to roll out of the pilot implementation. The mobilization process targets specific issues to be addressed taken from lessons identified in existing pilot schools. Community mobilization has also contributed to improved water and sanitation through community meetings in the preliminary stages. A Government decree passed in 2014 made it

compulsory for schools to establish a Board of Trustees, though not all schools had one in place at the time of the evaluation mission. Under the SMP-pilot component Parent Teacher Committees (PTCs) have been formed to help the school administration manage the delivery of hot meals. In 2015, 320 community members (61 percent women) participated in mobilization exercises prior to the formation of PTCs in their schools. Table 11 shows the high proportion of women in PTC composition and training.

Table 11: Percentage Women in PTC Related Activities

	Target	2014	2015
% PTC female members trained on SF modalities	>60%	70%	74%
% PTC women in leadership positions	>60%	70%	74%

Source: WFP CO

92. One responsibility of the PTCs is to provide oversight on accounting and expenditures related to the school meals programme. Guidance materials on standard procedures for PTC accounting exist although the ET found that the practices for the collection and management of funds varied amongst the schools visited. No particular concerns were raised regarding PTC functioning, but proper accounting and transparency of the parental contributions were considered crucial by interviewed school directors for the successful maintenance of the delivery of hot meals in the pilot schools. In addition, given the importance of the parental contributions to the school and the safety net function, it would be an important step to institutionalize the PTCs, the contribution made by parents to the school meal and the safety net assurance for vulnerable and poor households.

National Replication Strategies (Key Direction 12)

93. The pilot continues to test its model by identifying gaps and weaknesses, and proposing corrective measures. The expectation is that this will provide the Government with a best practice model to allow for scaling up to national coverage. The pilot component is reliant on a solid M&E system to demonstrate the evidence. The M&E system in place has measures that ensure identification and follow-up of programme implementation issues and also mechanisms for capturing and incorporating feedback on national policies related to pilot implementation. One of the activities planned but yet to be implemented is to establish a data collection and management system to match MoES capacity and to replace its current system.

94. The pilot has been successful in promoting the integration of an optimised SMP into schools. The number of schools applying to be part of the pilot phases has increased 300 percent since the first round of school selection. WFP and the Government have developed two levels of replication plans to non-pilot schools (for district and provincial levels), to provide technical assistance to school directors within a regional space. As a result, there are currently four different configurations of schools serving optimised meals with consequent levels of WFP input and support (Table 12).

Table 12: Categories of Schools Following the Pilot SF Model

Type of School	WFP Inputs	Number of Districts Involved
Pilot Schools	<ul style="list-style-type: none"> Fortified wheat flour; equipment; Technical assistance (guidance materials, training and on-the-job training); Regular monitoring; Pilot initiatives based on the key directions 	261 schools in seven districts
Replication DLS (District Level Plans)	<ul style="list-style-type: none"> Technical Assistance; Occasional Monitoring 	Two districts in two different provinces ⁵⁸
Replication PLP (Province Level Plans)	<ul style="list-style-type: none"> Technical Assistance; Limited Monitoring 	14 districts in two provinces ⁵⁹ plus urban areas
Independent Replication	<ul style="list-style-type: none"> No direct inputs; Information can be accessed 	326 schools in seven districts

Source: Evaluation Team, May 2016

95. **Type 1: Pilot schools:** Out of the 261 schools under the pilot by the end of 2015, 259 of them provided hot meals three to five days a week during the academic school year. The initial rounds of pilot schools received full funding for equipment from WFP. Co-financing, with local authorities covering 30–50 percent of equipment cost, was introduced in 2015. This has allowed expansion to urban and semi-urban areas in Osh, Jalalabad and Chui that had been under-represented in the pilot programme (15 percent in 2014) even though they contained 60 percent of all national schools.

96. **Type 2: Replication - District Implementation Strategies:** WFP, in collaboration with the MoES, helped developed District Implementation Strategies (DIS) for Kemin district (Chuy province) and Bakai-Ata district (Talas province) with SIFI providing technical implementation support. Local authorities provided basic equipment such as mini-ovens, gas stoves, water heaters, washing basins and refrigerators. The type of equipment provided was less costly than the equipment supplied by WFP. According to WFP's Implementation Strategy, similar support will be expanded to a total of seven districts by the end of 2016 utilizing local resources for the capital investment in equipment.

97. **Type 3: Replication - Provincial Level Plans:** The WFP model was also replicated in Chuy province (nine districts) and Issyk-Kul (five districts). In these schools, WFP also offered only technical support. Local authorities funded equipment procurement using the guidelines developed by WFP and partners under the pilot.

98. **Type 4: Replication - Independent:** WFP data reports that 326 schools currently replicate the SMP pilot model independently. This is about 15 percent of all schools in the country, proportionately similar to the number of schools who will have gone through the full pilot support phase by the end of December 2017. Independent replication schools do not necessarily follow all of the guidelines from the SMP pilot model, but rather integrate or match components appropriate to their context. The independent replication schools may also shift emphasis from the original project model. For example, in two schools the school feeding was expanded from primary grade levels to upper grade levels in schools

⁵⁸ At the time of evaluation two DIS were endorsed (Bakai-Ata and Kemin). The design of an additional two DIS was on-going (Karakulja, At-Bashi, and Ak-Talaa).

⁵⁹ PLPs have been designed in two provinces: Chuy (nine districts) and Issyk-Kul (five districts)

funded solely by increased parental contributions. Some districts have also organized study visits, allowing schools and district officials further insights and to explore local means for replication without external support.⁶⁰ Independent replication suggests that there is a potential for a sustainable national rollout of the optimized SMP programme.

99. Although the visited pilot schools valued the fortified wheat flour contributions from WFP, key informants noted that the successful provision of school meals was not dependent on this resource as its overall contribution to the total food basket was relatively small. Primary contributions towards sustainability or independent replication were based more on the availability of the technical guidance materials (for example, cookbooks, implementation manuals) and on-the-job-training for cooks and other stakeholders.

Impact of the Optimised School Meal Models

100. During the field visits, the ET visited and observed both pilot schools and non-pilot schools, and noticed several key observational differences between them on different components in the key directions, as detailed in Table 13 below.

Table 13: Field Visit Observations Pilot vs. Non-Pilot School⁶¹ Comparisons

Component	Pilot School Observations	Non-Pilot School Observations
Canteen Infrastructure	<ul style="list-style-type: none"> • Hygienic conditions of the school kitchen and canteens • More types of cooking equipment • High quality equipment • Number of Cooks 3-4 • Salaries higher 	<ul style="list-style-type: none"> • Less hygienic conditions of the school kitchen and canteens • Less cooking equipment • Lower quality equipment • Number of cooks usually one • Salaries lower
Water and Sanitation	<ul style="list-style-type: none"> • Designated place for washing dishes • Hot water available 	<ul style="list-style-type: none"> • No place for washing dishes • No hot water available
Skills Training	<ul style="list-style-type: none"> • Cooks had training on food preparation • Cooks had significant understanding of nutrition and balanced diets 	<ul style="list-style-type: none"> • Cooks had no training on food preparation • Cooks had little understanding of nutrition and balanced diets
Community Participation	<ul style="list-style-type: none"> • School meals managed by parental committees • Clear roles for parent c'ttees • Frequent school visits by parents 	<ul style="list-style-type: none"> • School meals managed by school Deputy Director • No clear role for parents • Few school visits
Parental Contributions	<ul style="list-style-type: none"> • Parental contribution to school meals averaged KGS5/child/day 	<ul style="list-style-type: none"> • Parental contribution to meals none, but parents give food money to children ranging from KGS5-50/child/day
Meal Quality	<ul style="list-style-type: none"> • Hot meals 3-5 times a week • Diversified diet • Bread baked fresh daily 	<ul style="list-style-type: none"> • Cold meal – usually tea with bun • Bread purchased in advance
Nutrition and Hygiene Knowledge	<ul style="list-style-type: none"> • Significant knowledge of micro-nutrients and caloric requirements 	<ul style="list-style-type: none"> • Limited knowledge of nutritional values. Basic health and hygiene messages conveyed by Village health committees

Source: Evaluation Team

101. The non-pilot schools visited by the ET were ones already preparing for inclusion to the pilot for Rounds 5 and 6, and were therefore considered to already be of better quality. Key informants noted that other unselected schools had poorer infrastructure

⁶⁰ Overview of the examples of replication initiatives, WFP-KR Report (2015)

⁶¹ Schools that are not part of the pilot yet but being considered to join the programme (i.e. not yet replicating the model)

conditions. Nevertheless, children were still fed in the non-pilot schools: they received a drink (usually hot milk or black tea) and a bun that was delivered to the school at varying intervals (ranging from daily to once a week depending on the school). Under the national SMP/non-pilot schools, meals contained a low protein and micronutrient content and low diet diversity. The black tea served possibly to reduce the child's absorption of micronutrients (especially iron). The pilot has clearly demonstrated that the same Government contribution, with additional funding from parents, technical inputs and capacity building, can completely transform the quality of food provided to school children and the level of nutrition knowledge.

102. Policy documents developed by the project have been progressive towards a comprehensive framework for sustainable school feeding. Foundation work is also being done for expansion through the development of provincial, district and school level replication plans and through the inclusion of the optimized SMP in sector plans. All policies have been prepared in consultation with the MoES and technical guidance materials are continuously being endorsed by the lead ministries (the MoES and the MoH). Nonetheless, most of the approved policies so far have had limited impact outside the pilot schools and the WFP-supported⁶² replication, due to the relatively recent implementation of the policies and a lack of a national implementation strategy to operationalize the policies at the local levels.

Programme outcomes

103. The DEV 200176 project's log-frame (Annex 8: Project Logframe) identifies two main outcomes. The first is a national capacity index measurement to understand the capacity of the Government to maintain appropriate optimized SMP policies and their implementation. The second is related to education, and measures enrolment change and attendance figures. A strict evaluation description of the documented outcomes would not adequately capture all of the potential contributions cited in programme documentation and mentioned in ET stakeholder interviews as potential impacts from implementing an optimised school meal programme according to the DEV 200176 model. Additional outcomes included citing increased parental engagement in schools, SMP-pilot contributions to household social protection and safety nets,⁶³ increased children's engagement and energy, improved school relationships with local authorities, water or sanitation or hygiene improvement, and increased child nutrition. Analysis of these wide-ranging outcome level results is masked by the educational emphasis in the results chain of the optimized SMP-pilot's design.

104. The root problem the programme tries to address at the objective and strategic levels is not clearly articulated – is the programme intended to provide a safety net function? Is it intended to promote good governance? This ambiguity limits the degree of analysis towards effectiveness of achieving programme strategic outcomes. The following sections describe the educational and capacity development measures located in the project results framework.

Education Outcomes

105. The two indicators for education outcomes are attendance and rate of change in enrolment. Table 14 below summarizes the baseline, target and 2015 measurements for these indicators, disaggregated by gender. For attendance, the baseline mark was 98.5 percent, which is very high and functionally unchanged to 2015 measurements. Because of the high pre-existing enrolment rates, no significant increase in the rate of change in

⁶² District Implementation Strategies(DIS)/ Province Level Plans (PLP)

⁶³ A study by ADI calculated that the optimized SMP generated a 10% savings on Household income.

enrolment would be realistic. The project target for this outcome indicator was set at six percent even though enrolment was already close to 100 percent. There is some increase in rate of enrolment for girls (3.7 percent to 4.9 percent) but overall enrolment rates are well short of the targets.

Table 14: Educational outcomes

Rate of change in enrolment	Baseline (2013)	Target	Actual (2015)
Girls	3.7%	6%	4.9
Boys	3.2%	6%	0.4
Total	3.3 %	6%	2.2
Rate of Attendance	Baseline (2013)	Target	Actual (2015)
Girls	98.5%	100%	98%
Boys	98.5%	100%	98%
Total	98.5%	100%	98%

Source: SPR, 2015

106. Attendance rates in pilot schools were already high so little change would be expected as a result of improved school feeding. It was suggested at key informant interviews (KIIs) that improved school meals had increased the attendance of children but the data does not confirm this contention. The CO has explored seasonality as a possible explanation but has not found confirmation that seasonality (related to the agricultural cycle) is an important factor regarding children's attendance. Although a number of KIIs suggested that children were coming more often – or more happily – to school, at the same time respondents during open-ended discussions did not usually cite school meals as a factor related to attendance. When asked (without prompting) what factors were influential on enrolment rates, informants most frequently cited the language of instruction (Russian or Kyrgyz) or the quality of teaching. School meal provision was not included in these unprompted responses.

National Capacity Development

107. The corporate National Capacity Index (NCI) tool, as presented in the SRF, was adapted to the optimized SMP context with support from the RB. It is a tool designed to assist CO programming and to determine counterpart progress within the set national capacity development process. The SRF guidance measures progress annually. Milestones, jointly agreed beforehand with the Government, should be identified and aligned to national plans of action and integrated into the NCI measurements.

108. Under the optimized SMP, a baseline NCI was established in 2013. A second exercise was conducted in 2015 through a validation workshop comprising multiple working groups that convened a wide range of optimized SMP stakeholders. The scoring as shown below in Table 15 was a summative compilation of 16 different working group assessments, with final score ranges from 0-4 points. The increased score of 2.8 (from 1.6 in 2013) reflects an improvement from a category of 'latent' capacity in the baseline to an 'emergent' capacity, indicating increased institutionalization of basic core capability characteristics.

Table 15: National Capacity Index

Indicator	Target	Baseline (2013)	Latest (2015)
National Capacity Index	2.6	1.6	2.8

Source: WFP CO

109. The measurement of the NCI indicator has also contributed to ongoing accomplishments. The current optimized SMP's capacity development activities and progress monitoring of planned activities are based on the results from this exercise. The draft NIS for Pilot Schools also drew heavily on its findings. However, the NCI does not fully capture implementation and progress on capacity development activities, especially at the lower levels of the Government.

Additional Outcomes

110. Existing corporate reporting requirements tend to capture the actual programme outputs (for example, when the service of hot meals began; or when community contributions started) or physical results (such as the endorsement of policies; publication of printed technical guidance materials or the installation of infrastructure). Processes such as advocacy, mobilization, preparation of guidance materials and on-the-job training tend to remain invisible. The tendency towards results-oriented indicators in the logframe and SPR reporting fails to adequately capture the contributions of the process-intensive activities undertaken in the course of implementation and their linkages to the non-educational dimensions such as nutrition, social protection and safety nets.

111. The CO conducted a self-assessment of its M&E system against corporate Standard Operating Procedures (SOPs) and developed an M&E Plan Matrix which complied with the corporate requirements, but found these to be insufficient for its own learning. It then developed more indicators, especially on processes that it monitors for internal use and self-reflection.

112. *Nutrition:* The design of the pilot project did include a nutrition objective although no outcome level indicators were used for monitoring, except Kcal calculations of the optimised hot meals. Recently, there has been a more systematic effort to demonstrate nutrition sensitivity in the programme. Plans are underway for menu analysis and a study on the nutrition impact in pilot schools.

113. Still, at the time of the evaluation, these nutrition measurements for outcome impact were not developed or measured. Other attainments may be more difficult to capture without a specific study, such as results from advocacy campaigns on nutrition related issues and healthy eating habits done through mass media, publications, learning materials, study tours and exchange programmes.

114. *Hygiene and Sanitation:* Observations during the evaluation visits, coupled with research findings sponsored by WFP in collaboration with supporting partners, do imply a role for the optimized SMP in improving hygiene education and improved sanitation conditions, some of which are also verified in WFP internal reports. A specific study to measure the change in children's health and illness statistics as a result of these improvements could confirm attribution of the optimized SMP activities in these aspects. The requisite infrastructural works include clean water/sanitation/hygiene (WASH) related activities and improved sanitation in kitchens. However, there was no clear connection with the work done by UNICEF covering almost 200 schools with WASH-related activities.

115. *Social Protection and Safety Nets:* Interviewed stakeholders cited a wide range of positive effects of the pilot, many with an implied safety net function. Government interviewees recognized the role of the optimized SMP as a safety net with socio-economic benefits that also meet nutritional challenges in the country. This was documented by the education sector's congress, which identified the national SMP as a key priority area for development of the education sector. With the passing of the national SMP policy, the Government increased its national SMP implementation framework to have a longer-term perspective, now set until 2025.

116. Some linkage to promotion of local economies exists since the parental contributions are used to purchase local farm produce. An income transfer could be derived from the fact that parents report savings on pocket money and that vulnerable and poor households can benefit from school meals without making a financial contribution. These safety net indicators are not captured by WFP's corporate reporting systems. The ET understands that a new WFP corporate School Feeding Monitoring Framework being developed at HQ-level will include social protection and safety nets indicators.

117. *Community engagement:* Interviewed stakeholders cited a wide range of positive effects of the pilot related to the children and in community engagement. Anecdotal evidence during interviews and FGDs suggested that the pilot model has resulted in children being more active in school. School administration and cooks reported that the workload was now shared with parents, who were more present as they visited schools more frequently. Other positive effects mentioned included district and local government commitment and connection to schools and increased educational attendance, although no data was provided to confirm the latter.

118. To foster a sense of ownership and to empower parents and teachers, the project worked through PTCs that functioned as school level management committees. The PTCs supported the oversight of spending, contributed to planning and mobilized communities. Community empowerment through financial contributions, engagement in children's education and leadership in what their children ate in school was evident during the FGDs.

119. The WFP CO data reports that parental voluntary cash contributions to school meals averaged KGS2.4/day/child (approximately US\$0.03) among pilot schools with a range from KGS1 to KGS3.4 (from US\$0.014 to US\$0.05). However, among the schools visited by the evaluation mission, parental contributions were found to be KGS5/day/child (c. US\$0.07) or higher. The difference could be explained by the fact that not all households contributed to the hot meals programme: in a majority of the pilot schools, the PTC allows children from vulnerable and poor households to benefit from the hot meals without payment.⁶⁴ According to WFP records, 80 percent of parents in the targeted pilot schools contribute to the school meals. Some of the schools visited reported that parents complement the school meal costs with either in-kind or cash contributions, although WFP monitoring systems only record cash contributions. Regardless of exact levels, the amount of voluntary parental contributions is reflective of an increased community engagement as a result of the implementation processes related to the SMP pilot component.

⁶⁴ No data available on perceptions of non-contributing households by others in the community but evaluation interviews did not identify any obvious tensions.

Scaling Up of Pilot Schools

120. Institutionalization of processes is one area that the CO could improve on in a variety of aspects of the optimized SMP to improve readiness for scaling-up and Government takeover. Some progress has been made in certain aspects, such as on the adoption of menus developed under the pilot, cooks' salaries and infrastructure development by local authorities. Nevertheless, a holistic approach to institutionalizing results from mini-projects is lacking, some of which have been mentioned (for example, parental contributions, school gardens, local authorities' contributions beyond infrastructural works). The mini-pilots have tended to be very SMP-pilot-focussed with limited impact beyond pilot schools.

121. Currently, no individual staff post nor functional programme management unit is in position to take full oversight responsibility of the optimized school meal programme. All the ministries represented on the IWC have a school meals focal person, but the main focal point is located in the MoES. Nevertheless, no-one's time is fully dedicated to the pilot since this role is added on to their regular Ministry duties. On recommendation of the MTR, a WFP staff member was placed in the MoES to support this role. However, the agreement with the MoES does not establish specific milestones regarding the duration of the position or eventual Government assumption of these responsibilities within the existing structure. The agreement also lacks specifications for monitoring the on-site position to avoid the risk of undermining progress towards greater Government responsibility on decision-making and implementation oversight.

122. Under existing poverty reduction and social safety net decentralized structures, local administrative bodies play a central role in the prioritization of local development activities and in annual budget allocation of funds from the central Government or from local municipalities. In the pilot schools, once renovation of infrastructure is completed, the role of local government in operating the schools beyond standard school maintenance is unclear, both at the school and the district levels. Local administration has neither a clearly assigned responsibility nor a clear budget allocation for continued engagement with delivery of the school meals. Consequently, local government engagement is at the discretion of the individual local authority (LA) decision makers. It is important that the WFP CO continues to advocate for a clearly defined role for LAs, including a budget line to support school meals. During the external debriefing, the Ministry of Finance representative acknowledged this gap.

123. The PIS (2014) reduced the number of key directions from 12 to nine for implementing the optimised SMP. What may be arguable is the extent to which this comprehensive list differentiates between essential and optional components. As WFP considers preparatory steps for an eventual handover of the pilot schools to the Government and the replication processes for national roll out, further streamlining may be required to support replication of the model in schools, and to increase the Government's management and responsibility. In particular, there is the need for a systematic plan of action for applying an optimised school meals programme in schools that cannot meet current infrastructure standards.

124. During the ET field visits, key informants identified a concern that the systems set up in the pilot schools may not be feasible to apply to a national rollout in terms of budget, monitoring and technical expertise.⁶⁵ In pilot schools, the Government funds the actual meal delivery (food input and staff), with the associated management structures and other implementation costs being subsidized by WFP and implementing partners.

⁶⁵ i) high quality of equipment; ii) lengthy pre-launch processes (e.g. community mobilization; development of technical guidance materials and revisions); iii) technical expertise and human resource for capacity training, monitoring, and on-the job training

Schools replicating independently do not have access to the same level of resources including the skills training, community mobilization, kitchen equipment, school renovations, and food allocations. District and local authorities supporting replication of the optimized SMP into non-pilot schools appear to be making a strategic choice to reduce the budget investment in any single school so as to maximize the number of schools included. The CO is already collaborating with the Government to develop a replicable model with reduced external assistance. However, more specific adjustment may be needed for strategic consideration of national stakeholders and district level financial and human capacity. As indicated by the MTR, there is a need to justify why Government counterparts should prioritize the optimized SMP over other development agendas. This justification could be strengthened with a more clearly articulated strategic connection of the optimized SMP to non-education contributions.

Cross Cutting Themes

Gender

125. Gender sensitivity amongst beneficiaries in SMP-pilot programming is dependent on the relative sex ratios in the participating schools. The output data for school populations shows relatively equal percentages of boys and girls throughout the three completed years of the project cycle, with female representation varying between 48.4 and 50.3 percent. In terms of adult participation in project training activities or decision-making, women represent a more significant percentage. The general gender indicator of the proportion of women beneficiaries in leadership positions of the project management committees was reported at close to 75 percent. WFP assessments indicate a IASC Gender Marker⁶⁶ of 2A which is considered a positive gender sensitive programming rating.

126. School directors, at least 50 percent of whom are female, endorsed activities, mobilized the community and contributed to policy discussions. Although men were involved as parents and teachers, a majority of PTC members were female and they held most leadership positions. Women filled 98 percent of canteen staff positions. Local authority representation is considerably more male dominated, although gender composition of all local authorities is not recorded in the project documentation. For school gardens, 39 percent of training participants were women. Overall, gender representation was equally distributed among the 15,858 participants involved in the different training activities within the key directions.

Accountability

127. At the time of the evaluation field mission, WFP was in the final stages of introducing a system to receive beneficiary complaints and feedback. The system consists of a confidential telephone hotline direct to the WFP CO. Leaflets have been printed with the hotline number and user instructions, which are distributed to all project participants and involved stakeholders. The system will serve as an independent and open platform and ensure objectivity and transparency. Beneficiaries will leave their complaints, feedback or enquiries through an automated voice messaging system, and the recorded the calls will be subsequently reviewed by an independent committee formed with representation of different units within WFP.⁶⁷

128. WFP CO has also sought to be more accountable to stakeholders through the administration of annual surveys in WFP-assisted schools regarding perceptions of the project implementation. The results showed that there is a broad based awareness among

⁶⁶ More information on the Gender Marker is available here: <https://www.humanitarianresponse.info/en/topics/gender/page/iasc-gender-marker>

⁶⁷ WFP CO M&E Strategy 2014-2017 (Updated 2015), p. 19

all school personnel regarding the project and WFP-supported activities and objectives, with around 98 percent of respondents in both years reporting high awareness.

Partnership

129. The main strategic partnership is with the Kyrgyz Government. The Russian NGO, SIFI, played the lead role setting the standards on technical specifications and in the implementation processes during the first two years of the pilot. The WFP CO later shifted to investing in capacity strengthening of national NGOs. Three national NGOs⁶⁸ are the current cooperating partners providing technical expertise and monitoring for the SMP-pilot interventions.

130. Direct partnerships with sister United Nations agencies are less well established but the CO has initiated efforts to expand them. One example of this is an agreement with FAO to support links between school feeding and local food production, based on collaboration with an upcoming FAO development project with a local production component that can be linked to school procurement. UNICEF is a member of the IWC but currently does not have other active project collaborations with the optimized SMP. Earlier in the pilot schools, WFP and UNICEF implemented joint activities on nutrition-related advocacy and WASH activities. A joint nutrition training guidance package has been processed, awaiting Government approval.

Summary of Key Findings: Results of the Operation

Outputs

- The number of pilot schools involved in the project has exceeded the planned number by 10 percent, with 261 schools involved in four rounds of SMP-pilot implementation. Altogether 79,776 children have been involved in the optimized SMP assistance, for an achievement rate of more than 129 percent of planned. The number of schools applying to be part of the pilot phase has increased by 300 percent since the first year of project implementation.
- WFP has contributed to the development of an extensive policy framework at the central level with the establishment of more than twenty policies, strategies and decrees to support the implementation of optimized school meals in primary schools.
- An inter-ministerial working committee provides oversight to the development and elaboration of policies. In the absence of an approved National Implementation Strategy, the Pilot Implementation Strategy has become a de facto guiding document for project stakeholders.
- WFP has designed a series of technical guidelines to promote the setting of standards for a wide array of implementation aspects including menus, sanitation and hygiene, procurement procedures, school gardens, and SMP-pilot management
- A key success to the pilot has been the delivery of improved kitchen equipment as part of a canteen infrastructure improvement process. The improvement of water and sanitation infrastructure as one of the criteria for participation in the pilot phase has led to improved school facilities and more investment in school support from local authorities.
- The number of schools serving hot meals has increased as well as the average frequency of weekly hot meal deliveries. Menu diversification has led to the development of more than 130 recipes with accompanying technical guidance.

⁶⁸ ADI, CADRI, Roza Otunbaeva Fund (IPF)

Kilocalorie levels in the meals have increased to within 95 percent of WFP school meal standards.

- Nutrition and hygiene awareness has increased amongst both adult stakeholders and schoolchildren, with more than 90 adults and 25,000 children trained. WFP has facilitated the development of 28 school gardens and 57 vegetable gardens among participating schools in the pilot. Informal links to local production exist but are undeveloped, though other procurement efficiencies have increased despite centralized procurement processes still presenting a challenge to efficient purchasing.
- The pilot implementation requires six to nine months of preliminary organization and mobilization and skills training prior to a school's readiness to serve hot meals. A total of 1,985 adults have been trained in the 269 schools during the three completed years of implementation.
- Extensive community mobilization has led to invested and active parent committees who provide oversight to school menus and finances.
- The popularity and success of the SMP pilot schools has led to extensive independent replication. At least 326 schools are recorded to have replicated an improved SMP-pilot model independently from WFP support. WFP and the Government have also developed district and provincial level replication plans in selected areas to develop a set of best practices for nationwide implementation.

Outcomes

- Programme outcomes are limited to national capacity assessments and education related outcomes focused on attendance and enrolment. National capacity assessment processes show improving Government capacity to manage an optimized SMP framework although the absence of a specific programme management unit and operational budget can impede any wide-scale roll out and transition management processes.
- Educational outcomes do not adequately capture the extent of impact of the optimized SMP in the Kyrgyz Republic context. Attendance and enrolment rates were already high prior to project inception. However, stakeholders reported the SMP-pilot at schools to be making positive contributions to nutrition, hygiene and sanitation, community engagement, children engagement, social protection and safety nets. These impacts are not currently measured in corporate reports although project level monitoring does attempt to measure several of these dimensions for internal reporting.
- Gender sensitivity is well rated with a marker of 2A and significant participation of women in project management and decision-making. WFP has set up and is continuing with accountability systems to provide a more objective platform for beneficiary feedback. WFP partners primarily with the Government and three NGOs for the optimized SMP, who provide specific support for monitoring, mobilization and training. Sister United Nations agency direct partnership is less well established although some engagements have occurred – particularly in WASH and agriculture.

2.3. Factors Affecting the Results

Internal factors (within WFP's control)

131. A number of operational factors have positively affected the results of the optimized SMP. One of the more important ones is that the WFP CO management

provides a conducive learning environment that supports innovation to meet the needs of the target population.

132. Management has also been willing to integrate recommendations from evaluations and experience gained during implementation to develop a new direction for WFP in the Kyrgyz Republic. To make this change, the team has been willing to call on external expertise to guide the designing of the optimized SMP, and for the implementation of activities in the key priority areas under the Key Directions. This initiative and openness to drawing on expertise (SIFI, local NGOs, evaluations, WFP-RB/HQ) has been key to the success of the optimized SMP, as the CO would not have had the capacity to implement a programme in some areas of the project at the time of its development. The willingness and flexibility of the CO management team is complemented by a committed and passionate optimized SMP team able to take on this new direction, despite the breadth of work required.

133. The optimized SMP team is provided with strong technical support from the VAM Unit and the M&E team. The VAM Unit has provided the necessary information for project design and targeting and for helping the Government visualize food security issues within the country. The M&E team has developed new monitoring systems to enable the scope of the optimized SMP to be monitored and reported.

134. According to key informants from the RB M&E units, the Kyrgyz Country Office is perceived to be one of the COs at the forefront regarding development of new indicators adapted to the country context. Corporate guidance on impact and outcome indicators on process and capacity development have been developed⁶⁹ and the CO's monitoring systems have focused considerable effort on applying these outcome indicators for the optimized SMP. These efforts have been supported by the RB in Cairo and the M&E unit in headquarters, both of which have provided advice and technical support to finalizing indicators and monitoring tools.

135. The potential contribution of the optimized SMP to national social protection and safety nets is not well articulated in project documents. Although educational attainment indicators are used, these serve more to mask the potential contributions of the optimized SMP to these other dimensions. The focus on educational indicators – which are already high – further mask the full impact of the project. Several mini-pilot initiatives have been done but the absence of an over-arching strategic framework limits the pilots to operational focuses. Therefore, although a significant amount of information is collected, targeted communication to strategic decision makers is inhibited.

External factors (outside WFP's control)

136. The main external factor in the success of the optimized SMP is the relationship between WFP and the Government of the Kyrgyz Republic. The Government is open to technical support from WFP, and supportive and appreciative of the WFP's contributions towards policy formulation and programme development.

137. WFP also has successful and positive coordination relationships with United Nations agencies under the UNDAF working group space, and with cooperating partners and local authorities. WFP has established partnerships with experienced local partners enabling the SMP-pilot model to be implemented over a wide geographic area. Responsibilities are distributed across multiple ministries, led by the MoES, although no single body has the means to implement and monitor all school feeding activities in the country. District education departments, district sanitary and epidemiological stations and sub-district officials have specific roles in the schools functioning, and during the

⁶⁹ WFP Strategic Results Framework (2014-2017) and the WFP Indicator Compendium

school field visits the ET observed these units to be highly involved and engaged in school activities, despite frequent turnover of Government staff.

138. Vertical coordination occurs naturally between central and district levels through line ministries; however, horizontal cross-sectoral coordination at the district level would be less automatic without facilitation by WFP and its partners. A district level inter-ministerial committee, similar to the central IWC, would reduce WFP's and the partners' roles in district level facilitation and increase the probability of cross-sectoral monitoring, coordination and exchange of information.

139. Funding support is largely dependent on a single donor with more than 95 percent of the budget contributions coming from this source as in-kind contributions. Donor representatives appear very satisfied with the progress of the optimized SMP and there does not appear to be any immediate danger of funding reductions. The extended Budget Revisions for this project were not due to shortfalls in reaching targeted beneficiaries but rather because the project is seen by both the Government and the main donor as being an extremely successful project with high impact, leading in turn to ongoing funding support to continue implementation, and experimenting with an optimized SMP in more pilot schools. The BRs have also allowed for an increased level of learning and fine tuning of the best practice models. Nevertheless, WFP is limited in its capacity to provide more cash-based support within the optimized SMP due to a lack of unrestricted funding. The CO is systematically fundraising to support mini-projects within the optimized SMP framework and to expand its future donor base.

3. Conclusions and Recommendations

3.1. Overall Assessment

140. The ET finds the optimized SMP programme appropriate for addressing the needs of vulnerable and poor children in the Kyrgyz Republic. The optimized SMP is aligned with national policies on school meals and is coherent within the corporate frameworks and relevant WFP and United Nations policies, strategies and normative guidance for school meals programmes. The original and revised designs of the optimized SMP have taken into account many of the recommendations from initial country assessments, portfolio evaluations and mid-term reviews. The extensive implementation approach guided by the 12 key directions has contributed to the significant achievements of the project and its successful implementation to date. A total of 259 pilot schools have successfully graduated from the WFP-supported SMP-pilot phase, reaching more than 79,000 school children. These results have exceeded planning targets.

141. The coordination of activities related to policy development and technical assistance through the IWC provides an important space for horizontal consultations to address implementation and policy challenges identified through the pilot school experience. The lack of a programme management unit with an independent budget and supervisory powers over the optimized SMP presents a constraint to subsequent national rollout.

142. The Government ownership of a national SMP is an important component for subsequent scale-up to all 2,207 primary schools operating in the country. WFP support to pilot schools is still relatively large (66 percent of pilot costs) which could present a barrier for replication, which would also require sufficient Government capacity to maintain the pilot standards in the implementation of the optimized model. The extensive energy devoted to policy development at the central level has led to a significant and

sophisticated central policy environment to facilitate a successful optimized SMP. However, the operationalization of these policies to local levels is yet to be finalized in the upcoming National Implementation Strategy.

143. The pilot phase has successfully demonstrated the ability to provide nutritious hot meals frequently to primary school children within the allotted Government budget of KGS7-10/child/day.⁷⁰ Parental contributions are required to supplement the official budget. These extra contributions vary between KGS1/child/day and more than KGS5/child/day. Local authority contributions from municipal budgets are also required for initial infrastructure development.

144. The monitoring system, along with evaluation interviews, indicated that the optimized SMP has made significant contributions to nutrition, hygiene and sanitation, community engagement, social protection and safety nets. Nevertheless, these contributions are masked by current programme logic and reporting which emphasizes educational outcomes. The potential contributions of the optimized SMP to safety nets and social protection are of particular importance for enhanced complementarity with other WFP projects operating in the Kyrgyz Republic.

145. The ET finds that there is great potential for the Government - and for WFP in other countries - to utilize the learning from the optimized SMP implementation. The project as implemented in the Kyrgyz Republic is a new and innovative approach to school feeding programming. The lessons learned from this project's implementation may be of particular relevance for other WFP countries receiving SIFI technical assistance.

146. In terms of complementarity with the DEV 200662 PSNP project, staff interviews and research documentation underscore the operational potential for the two projects to complement their respective interventions at both national and community levels – such as improving water and sanitation in schools or facilitating local vegetable production sales for school meals. In addition, both the DEV 200662 and the DEV 200176 manifest significant conceptual potential for contributing to an overall Social Protection and Safety Nets framework. However, the current focus of SMP towards educational goals and the less well articulated fourth pillar of social protection in the PSNP project in combination mask the potential contribution of the two projects to the same social protection framework.

147. The two projects use the same database for site selection, but beneficiary selection is not coordinated between them and the two projects work through different principal Ministries. The autonomous WFP staffing structures and independent third party monitors commissioned further limit the potential for strategic implementation and coordination. Nevertheless, there is significant potential to build enhanced complementarity between the two projects if certain elements could be improved within WFP structures and the greater policy environment to enhance the strategic visibility of SMP and PSNP to a social protection and safety nets and resilience framework.

3.2. Key Lessons for the Future

148. The CO culture of promoting innovation and experimentation has created positive contributions to the implementation of the optimized SMP within the Kyrgyz Republic. This is supplemented by the willingness of the CO to rely on external expertise to build WFP internal capacity for managing the project objectives in different ways. Horizontal learning exchanges within and external to the WFP corporate system could promote these learnings more systematically to similar contexts.

⁷⁰ Overall total about US\$6.4 million in 2016 (based on July 2016 exchange rates of approx. KGS68 = US\$1.00)

149. The development of a systematic array of key directions necessary for successful implementation of a pilot is an important component for developing sustainable lessons learned. This is further strengthened by an extensive M&E system that is strong enough to identify lessons learned, coupled with a programming approach sufficiently flexible to allow for rapid adaptation and integration of those lessons.

150. The current independent replication processes occurring throughout the Kyrgyz Republic will be a crucial component for achieving national coverage goals. Schools doing independent replication will be making choices regarding which of the key strategic directions are essential and which can be modified. Because the optimized SMP has multiple contributions to a variety of sectors beyond education, these operational decisions by independent replicating schools may reduce or enhance the optimized SMP contributions to these other dimensions – such as social protection and safety nets. Systematic research into the choices taken by these schools can help identify potential implications on these other contributions. This research should be used to improve communication plans to promote most effective optimized SMP models and technical guidance in non-pilot conditions.

151. The SMP-pilot has provided a model demonstrating successful implementation of a school meals optimization in schools. However, these pilot schools are dependent on significant WFP support via the provision of technical equipment and from cooperating partners for training and capacity building. To enhance the success of a national rollout, WFP will need to develop a handover plan with the Government that identifies specific and actionable commitments for funding substitution, technical expertise substitution and policy framework gaps to be addressed.

152. Future directions in optimized SMP programming should focus heavily on promoting national rollout of the SMP-pilot model to non-pilot schools and to support the subsequent development of local and intermediate operational and policy environments. A more strategic elaboration of the optimized SMP programme logic towards safety net contributions would support greater programming complementarity in a future WFP Country Programme context.

3.3. Recommendations

153. The following recommendations are offered to the CO by the evaluation team, drawn from the findings and conclusions presented above, as well as incorporating feedback gained from the discussions with the CO and RB as these were being drafted.

Strategic Recommendations

Recommendation 1: During the development of the forthcoming Country Programme for 2018 and before the end of the current project cycle in 2017, the CO should **reframe the new school feeding programme as a social protection and safety nets programme with multiple outcomes or benefits**. This project reframing could provide strategic links between other social protection and safety nets projects such as the PSNP.

Both of the current WFP development projects have identified potential contributions towards social protection and safety nets within a country context. However, the SMP is primarily using education criteria for its programme logic and the PSNP uses multiple pillars, of which only one is social protection. The ET suggests that complementarity between the projects could be enhanced if their programme logic were oriented towards a single conceptual framework on social protection.

It is important to note that school feeding can be a social protection and safety net contribution and will therefore contribute to the general social protection scheme in

the country. However school feeding represents only one component in a complex system and that the specific, articulated integration of the school feeding safety net functions into the system is key to the success of a good social protection and safety net framework. Under such a framework, the implementation of different activities could be explicitly linked to a common objective and this may improve the complementarity logic in site selection and improve mutual project targeting to provide a range of complementary support mechanisms for vulnerable and poor families.

Recommendation 2: Building on the achievements realized to date through the collaborative capacity assessment exercises, and in preparation for the next phase of the DEV 200176, the CO and the SMP Inter-Ministerial Working Committee, with support from the WFP RB as necessary, **should collectively develop a National Capacity Development Plan.** This should identify the primary intended outcomes of the capacity development and technical assistance component of work, including indicators for determining success, and outlining sustainability measures. To be done prior to the end of the project cycle in 2017.

The optimized SMP project has contributed to the elaboration of a broad range of central level policies supporting school feeding. Based on the success of these policy developments, the ET suggests that the next phase of the project may be strengthened by a more strategic focus in determining which policies, structures or outcomes are to be synthesized and enhanced from the national capacity building component.

The SABER exercise was undertaken precisely to develop and implement a comprehensive capacity development plan based on the five essential pillars of the school meals programme. While this is a good foundation, the outcomes of the exercise are not broadly understood amongst Government ministries, and further work is needed to specifically articulate further directions for capacity development.

A Capacity Development Plan (CDP) would serve as a guide to ensure WFP and the Kyrgyz Government continue to work in the same direction towards a common objective. It would also help focus the capacity building work and ensure that priority areas such as social protection are given appropriate focus.

The CDP should include assigned responsibilities to various Government ministries and to WFP (gradually reducing) as appropriate, along with agreed timeframes for achieving each of the outcomes, and an improved Government M&E system.

Recommendation 3: The CO, with the RB, should **collaborate to disseminate the lessons learned** from the expansive monitoring framework put in place for the SMP-pilot. This plan should be developed by the end of 2016.

The optimized SMP programming approach in the Kyrgyz Republic is innovative and the establishment of a very expansive monitoring framework has contributed to the SMP-pilot, articulating lessons learned and best practices. The Kyrgyz Republic is also unusual within the WFP corporate context in already being a lower middle-income country when school feeding was started. The innovation of the programming, the well-structured and developed monitoring systems and the relatively new country context suggests that the optimized SMP could provide a significant contribution to learning for the entire institution.

Recommendation 4: The RB should seek **to promote increased horizontal mutual exchanges and learning**, specifically among the five country school feeding programmes supported by the Russian Federation and the Social and Industrial Food Services Institute, to enhance and identify best practices for programming effectiveness

and for scaling up to national coverage. This plan to be developed by the end of 2016 in order to implement exchanges before the end of the project cycle in 2017.

While similar to the previous recommendation, this specifically notes the SIFI connection between five country programmes supported by the Russian Federation donations. While some of the programming approaches are distinct among the countries, there are also multiple similarities. Intentional horizontal exchanges among these country programmes – not just with WFP project personnel, but also with cooperating partners or relevant governmental representatives – may provide an enhanced opportunity for innovation and adaptation.

Recommendation 5: The CO should continue its efforts to **promote increased partnerships** with other sister United Nations agencies to improve strategic connections with potential non-education partners. To be done during current project cycle and begun immediately.

The optimized SMP has excellent coordination and connections with Government and has good coordination and connection with agencies via the IWC. However, this coordination could be enhanced with United Nation sister agencies at provincial, district or local levels.

Potential linkages are already in process with FAO to provide support to local production and school gardens, but more could be explored with UNICEF (WASH or nutrition programming), or WHO (for hygiene and sanitation) amongst others. Articulating more explicitly the contributions of the optimized SMP to social protection and safety nets, or nutrition, may facilitate the identification of ongoing partnership opportunities.

Operational Recommendations

Recommendation 6: The ET recommends that the optimized SMP project in the Kyrgyz Republic be one of the programmes to **test the new indicators from the new School Feeding Monitoring Framework** being developed to measure contributions to safety nets and social protection. This could be done for the remainder of the optimized SMP project life and fed in to the next phase.

The current corporate outcome indicators are from the WFP Strategic Results Framework (2014-2017) and do not capture the breadth of the work actually being done by the optimized SMP. The multi-dimensional benefits of the optimized SMP are masked by aligning the project objectives solely to the education sector. There is need for better evidence of the SMP-pilot's social protection and safety nets or nutrition contributions and an enhancement of their visibility. The innovative approaches and heavy process-level engagement within a country context that places a high priority on safety net programming could make the optimized SMP an ideal pilot project for testing of new corporate school feeding indicators. The CO's culture of supporting innovation and piloting further adds value to these efforts.

Recommendation 7: The CO, in extensive collaboration with the relevant cooperating ministries, **should seek to establish**, as soon as possible, **a Programme Management Unit (PMU)** for project oversight. The PMU should have an assigned budget for management and monitoring tasks currently carried out by WFP and implementing partners. This should be established prior to the end of the project cycle in 2017.

The optimized SMP project has invested considerably energy and effort in developing central level policies and promoting inter-ministerial coordination via the IWC.

However, the dispersed nature of these coordinating bodies limits the ability of the IWC to effectively manage national rollout considerations. The creation of a PMU would provide a more focused structure for wider implementation.

Recommendation 8: The CO, in collaboration with the Ministry of Education and Science and the Ministry of Health, should **seek to promote enhanced inter-sectoral coordination** through the establishment of district level Inter-Ministerial Working Committees (IWCs), building on the successes of the central level IWC. This should be established prior to the end of the project cycle in 2017.

This recommendation is connected to promoting national rollout. While there have been significant policy development and coordination at the national level, there are still weaker coordination structures at the sub-district, district and provincial levels and local level coordination is highly dependent on WFP interventions. The establishment of district level IWCs could begin to mitigate this dependence on WFP for coordination.

The optimized SMP has excellent coordination and connections with Government and has good coordination and connection with agencies via the IWC. However, this coordination could be enhanced with United Nations sister agencies at provincial, district or local levels.

Recommendation 9: The CO should **prioritize research of the independent replication schools** during this project's lifetime to identify best practices, understand modality adjustments being taken by the schools, and to track which of the cascading multi-dimensional benefits are still being captured in independent replications. This should be started immediately with the plan finalized by end of 2016.

The current independent replication processes occurring throughout the Kyrgyz Republic will be a crucial component for achieving national coverage goals. Schools doing independent replication will be making choices regarding which of the key strategic directions are essential and which can be modified. Because the optimized SMP project has multiple contributions to a variety of sectors beyond education, these operational decisions by such schools may reduce or enhance the optimized SMP contributions to these other dimensions – such as social protection and safety nets. Systematic research into the choices taken by these schools would help identify potential implications on these other contributions. This research should be used to improve communication plans to promote most effective optimized SMP programming models and technical guidance in non-pilot conditions.

Recommendation 10: The CO should, in collaboration with the Inter-Ministerial Working Committee, **develop a handover plan** for the optimized school meal programme for inclusion in the next phase of the optimized SMP. This plan should be finalized prior to end of the project cycle in 2017.

The SMP-pilot has provided a model demonstrating successful implementation of a school meals optimization in selected schools. However, these pilot schools are dependent on significant WFP support via the provision of technical equipment, and the support of implementing partners for training and capacity building. To enhance the success of a national rollout, WFP will need to develop a handover plan with the government that identifies specific and actionable commitments for funding substitution, technical expertise substitution, and policy framework gaps to resolve.

The handover plan should include explicit milestones and budget aimed at eventual integration of the optimized school meal model with national coverage.

Annexes

Annex 1: Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL VERSION, 13 JANUARY 2016]

TERMS OF REFERENCE

OPERATION EVALUATION

KYRGYZ REPUBLIC DEVELOPMENT PROJECT 200176 “OPTIMISING THE PRIMARY SCHOOL MEALS PROGRAMME”

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Introduction

1. These Terms of Reference (TOR) are for the evaluation of Kyrgyz Republic Development Project 200176 “Optimising the Primary School Meals Programme”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from January 2016 (inception) to August 2016 (final report). In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

Reasons for the Evaluation

Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.⁷¹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) Kyrgyz Republic Development Project 200176 for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and/or design.
6. In particular, this evaluation will be conducted in parallel with the evaluation of another Kyrgyz Republic Development Project (200662, “Support for National Productive Safety Nets and Long-Term Community Resilience”). The CO expects the two evaluations to inform future decisions about the possible extensions of the development projects until the end of 2017 and the future design of a Country Programme, foreseen to start in 2018.

2.2. Objectives

7. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

2.3. Stakeholders and Users

8. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one

⁷¹ The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) in Cairo	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. In particular, six COs across the region are implementing capacity development oriented school feeding projects (funded by the Russian Federation and implemented together with a Russian NGO, SIFI); therefore, findings and lessons learnt from this evaluation will be used and shared with these COs.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS (See Table 2 for list of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. Various Ministries are partners in the design and implementation of WFP activities. An Inter-ministerial Working Committee (IWC), chaired by the Vice-Prime Minister for Social Affairs, has been established to coordinate the implementation of the project. The IWC is comprised of representatives from the Ministry of Education and Science (MoES), the Ministry of Health (MoH), the Ministry of Finance (MoF), the Ministry of Agriculture (MoA), the Ministry of Social Development (MoSD), the United Nations Children's Fund (UNICEF), the United States Agency for International Development (USAID), and WFP. The MoES and

	the MoH currently act as line Ministries for the implementation of the project. Furthermore, the MoSD is currently the central State executive body conducting a unified State gender policy in the country. A Department of Gender Policy is established within the structure of the Ministry.
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the United Nations' concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
NGOs	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. In particular, WFP's primary cooperating partner for the Development Project 200176 is the Social and Industrial Food Services Institute (SIFI), a Russian NGO. Local NGOs such as the Agency for Development Initiatives (ADI), the Center for Activation of Development Rural Initiatives (CADRI), and the Roza Otunbaeva's Initiative Fund also act as Cooperating partners for this project
Civil society	Civil society groups work within the same context in which WFP operates and have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). These include local authorities, communities, and parents, local stakeholders which have played a critical role in supporting the optimization and have contributed financially and by playing key role in facilitating the progress made on the ground. Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.

9. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight.
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

Subject of the Evaluation

10. Since independence in 1991, political volatility, economic shocks and frequent natural disasters have threatened development gains in the Kyrgyz Republic. While the country is on an upward development trajectory, it still faces some serious challenges. The poverty rate increased from 32 percent in 2009 to 38 percent in 2012, but has decreased to 31 percent in 2014, with about 1,800,000 people living below the poverty line.
11. The country is ranked 125 out of 187 countries as per the 2014 UNDP Human Development Report, with GDP per capita at USD 1,200 in 2014. Two-thirds of its 5.8 million multi-ethnic population live in

rural areas. Almost 18 percent of children under five suffer from stunting and 43 percent from anaemia. The country's high dependency on the import of basic foodstuffs, particularly wheat, and the high domestic wheat flour price, continue to impact the most vulnerable food insecure households, who spend over half of their budget on food.

12. In 2013, the WFP Kyrgyz Republic CO began the Development Project 200176, a four year school meals optimisation project to strengthen the Government's capacity to improve the quality and efficiency of the existing national school meals programme, in line with the five international World Bank System Assessment and Benchmarking for Education Results (SABER) quality standards. In December 2014, the Government endorsed a new school meals policy, formulated with the support of WFP and the Russian nongovernmental organisation (NGO), the Social and Industrial Foodservice Institute (SIFI). With the aim of ensuring the sustainability of the school meals project, WFP supplies only fortified wheat flour, while the government covers the remaining share of the school meal cost. The project is implemented in coordination with the Ministry of Education and Science, the Ministry of Health and with technical support from SIFI. As of September 2015, the project covered a total of 261 pilot schools across all seven regions in the country.
13. WFP's second Development Project (200662) in the country, initiated in July 2014, focuses on rural development; social protection; and disaster risk management and climate adaptation. In these areas, WFP provides support to policy development and systems optimisation. At the field level, WFP builds resilience and improves livelihoods of the most vulnerable through rehabilitation of infrastructure, such as disaster mitigation structures, roads, irrigation and drinking water systems. The geographical targeting, based on a composite food security index⁷², aimed at prioritizing food-insecure households in areas vulnerable to natural disasters.
14. The project document of the Development Project 200176, including the project logframe, related amendments (Budget revisions) and the latest resource situation are available on wfp.org at this [link](#).⁷³ The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

OPERATION	
Approval	The operation was approved by WFP's Deputy Executive Director and Chief Operating Officer in February 2013.
Amendments	<p>There have been four amendments (BRs) to the initial project document. In particular:</p> <p>*BR#3 (June 2014):</p> <ul style="list-style-type: none"> - extended the project from July 2014 until December 2016; - increased the number of beneficiaries from 17,000 to 50,000; - correspondingly, increased landside transport, storage and handling (LTSH) costs, other direct operational costs (ODOC) relating to food transfers, direct support costs (DSC) and capacity development and augmentation (CD&A) costs. <p>*BR#4 (May 2015):</p> <ul style="list-style-type: none"> - increased the number of beneficiaries from 50,000 to 62,000 in accordance with the final results of selection of schools; - increased food commodities by 130 mt of wheat flour, in accordance with the above increase in beneficiary numbers; - revised the LTSH rate as a result of an increase in the price of services;

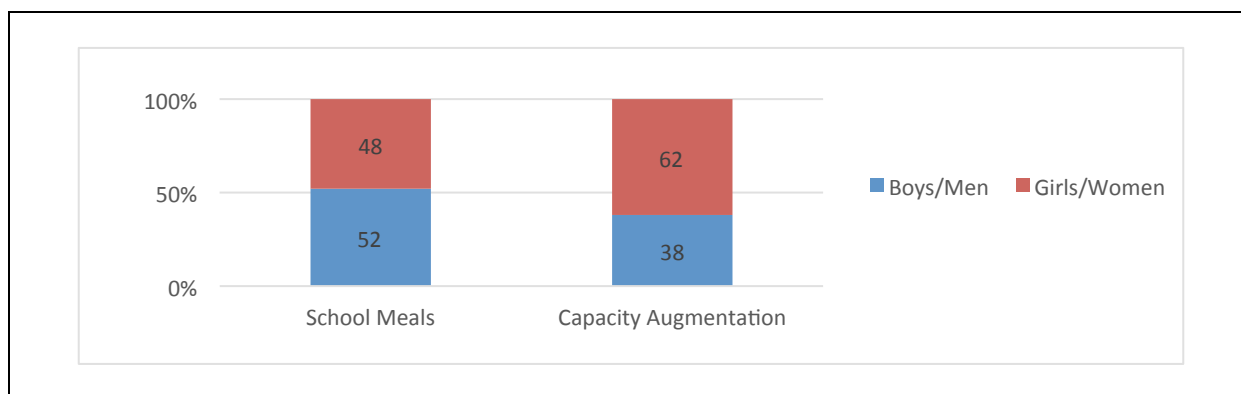
⁷² see Annex III of the DEV 200662 project document [here](#).

⁷³ From WFP.org – Countries – Kyrgyzstan – Operations.

	<ul style="list-style-type: none">- adjusted commodity costs in line with market price increases;- represented an increase of 2 percent over the previously approved budget. <ul style="list-style-type: none">- an extension in time until December 2017 in line with the recent extension of the Kyrgyz Republic United Nations Development Assistance Framework and a Government request to expand the pilot areas under DEV 200176;- an increase in the number of beneficiaries from 62,000 to 114,000 in view of the increased coverage of the project (number of schools and geographical coverage);- an increase food commodities by 1,178 mt of wheat flour, in accordance with the above increase in beneficiary numbers and- correspondingly, an increase in the landside transport, storage and handling (LTSH) costs, other direct operational costs (ODOC) relating to food transfers, direct support costs (DSC) and capacity development and augmentation (CD&A) costs.		
Duration	<u>Initial</u> : 18 months (January 2013 – June 2014)	<u>Revised</u> (BR#4): 46 months (March 2013 – December 2016)	
Planned beneficiaries	<u>Initial</u> : 25,000	<u>Revised</u> (BR#4): 62,000	
Planned food requirements	<u>Initial</u> : 837 mt of food commodities	<u>Revised</u> (BR#4): 1,163 mt of food commodities	
US\$ requirements	<u>Initial</u> : 4,035,912 US\$	<u>Revised</u> : 11,600,503 US\$	
OBJECTIVES,OUTCOMES AND ACTIVITIES			
Contribution to MDGs 1 and 2. Alignment with UNDAF (2012-2016)	SO	Operation specific objectives and outcomes	Activities
	Strategic Objective 4	Goals: <ul style="list-style-type: none">- Increase access to education and health services, contribute to learning and improve nutrition and health for children, adolescent girls and their families- Strengthen the capacity of governments and communities to design, manage and scale up nutrition programmes and create an enabling environment that promotes gender equality	
		Outcomes: <ul style="list-style-type: none">- Increased equitable access to and utilization of education.- Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels.	School Feeding Institutional Capacity Development ⁷⁴

⁷⁴ focus on supporting the government to develop: i) an efficient, sustainable national school meals strategy, implementation plan, and policy framework that is aligned with international quality standards for sustainable school feeding; and ii) an improved coordination structure with enhanced capacities to manage and implement a national school meals programme. Planned activities included, among others: Monitoring support to develop a sustainable data collection system; training in the management of institutional meals programmes, logistics, and procurement to support the development of strong, cost-effective institutional implementation frameworks;

	Cross-cutting results	Gender: gender equality and empowerment improved; Protection and Accountability to Affected Populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions; Partnership: Food assistance interventions coordinated and partnerships developed and maintained.										
PARTNERS												
Government	Ministry of Education and Science, Ministry of Health, Ministry of Finance, Ministry of Agriculture, Ministry of Social Development.											
United Nations	UNICEF, FAO											
NGOs	Social and Industrial Food Services Institute (SIFI), Agency for Development Initiatives (ADI), Center for Activation of Development Rural Initiatives (CADRI), and Roza Otunbaeva’s Initiative Fund.											
RESOURCES (INPUTS)												
Contribution received (as of 25 November 2015): 12,450,744 US\$ % against appeal: 107% Top donors: Russian Federation (96%) Multilateral Funds (2%) United Kingdom (2%) Private Donors (0.4%)	<div><p>Top donors</p><table><thead><tr><th>Donor</th><th>Percentage</th></tr></thead><tbody><tr><td>Russian Federation</td><td>96%</td></tr><tr><td>Multilateral Funds</td><td>2%</td></tr><tr><td>United Kingdom</td><td>2%</td></tr><tr><td>Private Donors</td><td>0.4%</td></tr></tbody></table></div>		Donor	Percentage	Russian Federation	96%	Multilateral Funds	2%	United Kingdom	2%	Private Donors	0.4%
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PLANNED OUTPUTS (at design)												
<div><p>Planned % of beneficiaries by activity/component</p><table><thead><tr><th>Activity/Component</th><th>Percentage</th></tr></thead><tbody><tr><td>School Feeding</td><td>98%</td></tr><tr><td>Capacity Augmentation</td><td>2%</td></tr><tr><td>Unlabeled</td><td>0%</td></tr></tbody></table></div>			Activity/Component	Percentage	School Feeding	98%	Capacity Augmentation	2%	Unlabeled	0%		
Activity/Component	Percentage											
School Feeding	98%											
Capacity Augmentation	2%											
Unlabeled	0%											
Planned % of women/girls versus men/boys by activity/component												



Evaluation Approach

4.1. Scope

15. **Scope.** The evaluation will cover the Development Project 200176 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development of the operation (July - December 2012) and the period from the beginning of the operation until the start of the evaluation (January 2013 – May 2016).

4.2. Evaluation Questions

16. The evaluation will address the following three questions:

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities (including Capacity Development and Augmentation) and of transfer modalities:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.
- Are coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country (namely, Development Project 200662).
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance⁷⁵ (including gender), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
- How different activities of the operation dovetail and are synergetic with other WFP operations in the country (namely, Development Project 200662 – including looking at the level of

⁷⁵ Includes WFP's Policies on [School Feeding, Safety Nets](#) and [Capacity Development and Hand-Over](#). For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

complementarity between the two projects) and with what other actors are doing to contribute to the overriding WFP objective in the country; and

- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.

Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

4.3 Evaluability Assessment

17. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
18. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of ongoing and past operations (if any), as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
19. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
20. However, answering question two may pose some challenges owing in part to potential data gaps in relation to efficiency and baseline.
21. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

4.4. Methodology

22. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender⁷⁶; SABER);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means.

⁷⁶ These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.

- Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
- Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
- Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
- Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

23. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.
24. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.
25. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
26. **Preparation phase** (December 2015 - January 2016): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
27. **Inception phase** (February – April 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package⁷⁷**. The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

28. **Evaluation phase** (May 2016): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office

⁷⁷Because the evaluation fieldwork of the Kyrgyz Republic Development Projects 200176 and 200662 will be conducted in parallel (see section 6.3), for the sake of simplicity and efficiency there will be one single Inception Package covering both evaluations. This solution does not apply to the other evaluation products, i.e. mission debriefing presentations and evaluation reports.

(relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary findings and conclusions (PowerPoint presentation) will be prepared to support the de-briefings.

29. **Reporting phase** (June – August 2016): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders including the evaluation team of the Development Project 200662, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance, including coherence with the evaluation report of Development Project 200662. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

30. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP's management response to the evaluation, including following up with country office on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP's Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables:

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

The evaluation TOR, report and management response will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates (tentative)
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EM/ET	Inception	Draft Inception Package	21 March 2016
EM/ET	Inception	Final Inception Package	17 April 2016
CO/ET	Evaluation	Evaluation field mission	9 May 2016 – 27 May 2016
ET	Evaluation	Exit Debriefing Presentation	26 May 2016
EM/ET/CO/RB	Reporting	Conference Call to discuss areas of emerging recommendations	30 June 2016
EM/ET	Reporting	Draft Evaluation Report	14 July 2016
EM/ET	Reporting	Final Evaluation Report	11 August 2016
CO/RB	Follow-up	Management Response	31 August 2016

Organization of the Evaluation

Outsourced approach

31. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.
32. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.
33. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).
34. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

Evaluation Management

35. The evaluation will be managed by the company's EM⁷⁸ for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:
 - a) Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
 - b) Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
 - c) Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
 - d) Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
 - e) Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.

⁷⁸ The same EM will cover both evaluations of Kyrgyz Republic Development Projects 200176 and 200662.

- f) Ensure coherence with the evaluation report of Project Development 200662.
- g) Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

Evaluation Conduct

36. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.
37. **Team composition.** The evaluation team is expected to include 3 members, including: 1) the team leader (who will also leading the evaluation of the Development Project 200662); 2) a sub-team of two members, only covering the evaluation of Development Project 200176. It should include women and men of mixed cultural backgrounds. At least one team member should have WFP experience.
38. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):
 - Institutional Capacity Development in the area of Safety Nets and Social Protection;
 - School Feeding (with a Nutrition lens);
 - Food and Nutrition Security and Nutrition-sensitive programming;
 - Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of United Nations system-wide and WFP commitments on gender.
39. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.
40. Oral and written language requirements include full proficiency in English and Russian within the team.
41. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above⁷⁹ as well as expertise in designing methodology and data collection tools.
42. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; v) ensuring coherence with the Development Project 200662 evaluation team, process and products; and vi) providing feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
43. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
44. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

Security Considerations

⁷⁹ or one of the competencies listed under the Development Project 200662 evaluation TOR, as long as the ones listed here are covered satisfactorily within the Development Project 200176 evaluation team as a whole.

45. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the United Nations Department of Safety & Security (UNDSS) system for United Nations personnel.

46. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

Roles and Responsibilities of WFP Stakeholders

47. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation. **Aizhan Mamatbekova**, M&E Officer, will be the CO focal point for this evaluation.
- Comment on the TORs, inception package and the evaluation report
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Organise security briefings for the evaluation team and provide any materials as required
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Prepare a management response to the evaluation recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

48. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation. **Claudia Ah Poe**, Regional M&E Advisor, will be the RB focal point for this evaluation.
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
- Provide comments on the TORs, inception package and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

49. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.

50. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and **Filippo Pompili**, Evaluation Officer, is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
- Comment on the draft inception package.
- Comment on the evaluation report and approve the final version.
- Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
- Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

Communication and budget

Communication

51. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5 (paragraph 30) describes how findings will be disseminated.
52. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

Budget

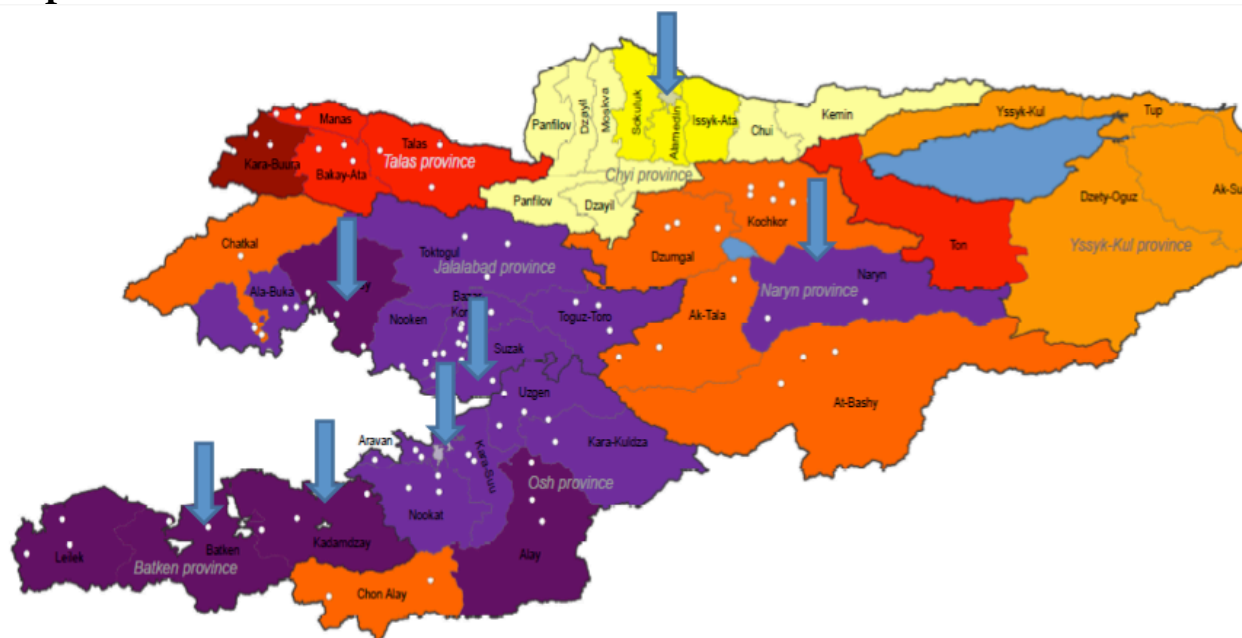
53. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).
54. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:
- use (to be negotiated proportion of) the management fee corresponding to a small operation;
 - not budget for domestic travel by road.

Please send queries to: Filippo Pompili, Evaluation Officer; filippo.pompili@wfp.org; +39 0665136454.

Annex 2: Field Visit Schedule

The DEV 200176 Evaluation was part of a combined evaluation process with DEV 200662. The field schedule below reflects the work of the optimized SMP sub-team and overall evaluation leader. The DEV 200662 activities are not reflected here.

Map of Site Visits



Calendar of Site Visits

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
9 May	10 May	11 May	12 May	13 May	14 May	15 May
Mission Internal Meeting	WFP <ul style="list-style-type: none"> Broad Country Introduction Remaining Preparations Discussion (M&E PMs) Programme staff meeting DEV200176 (confirmed) 	WFP <ul style="list-style-type: none"> CO M&E CO Fundraising CO Logistics RB M&E Advisor RB SFP Advisor 	Inter-Ministerial Working Committee ADI Ministry of Labor and Social Development SIFI KAFLU CADRI CDA State Agency for Environmental Policy Formulation Rosa Otunbaeva Fund Ministry of Agriculture	Travel Naryn Province Dist. Education Directorate SES Kum Dobo AO School Visit Deputy Head of District Kosh Dobo AO Replication School visit Semiz Bel AO Replication School Visit Ministry of Social Development District level Kara Suu AO School Visit	Team Analysis	Travel to Osh
16 May	17 May	18 May	19 May	20 May	21 May	22 May
WFP Osh HSO SMP Programme Logistics Russian Federation Consulate Deputy Governor Osh Province Ministry of Emergency Situations UNDP Ak Niet	Travel to Kadamjai Uch Korgon AO School visit Uch Korgon AO Replication School visit Kadamjai District DED Kadamjai District SES Kadamjai District Deputy Head Travel to Batken	Batken Province Governor & Deputy Governor on Social Issues Bilek Karabak AO School Visit Karabak AO Replication School visit Travel to Osh	Travel to Jalalabad Jalalabad Provincial Deputy Governor for Social Issues Travel to Aksy District Uch Korgon AO School visit Uch Korgon AO Replication School Visit Aksy Dist. DED Aksy Dist. SES Aksy Dist. Deputy Governor for Social Issues	Kerben AO School Visit Kerben AO Replication School Kosho Dobo AO school visit Kosh Dobo AO Replication School visit Travel to Osh	Departure Bishkek Team Analysis	Team Debriefing and Preparation for Aide Memoire
23 May	24 May	25 May	26 May	27 May	28 May	29 May
Travel to Alamedin and Jayil AO for Replication School visits UNDP IFAD UN Women GIZ NISS	WFP <ul style="list-style-type: none"> Partnership Public Information CD Nutrition Advisor UNICEF JICA	Team Debriefing and Preparation	Internal Debriefing for DEV 200176 and DEV 200662	External Debriefing DEV 200176 with Ministry of Education and partners		

Annex 3: List of People Interviewed

WFP Regional Bureau, Cairo	
Claudia Ah Poe	RB M&E Adviser
Mukhammed Salem	RB M&E Adviser
Ms. Samah Elsir	RB Nutrition Advisor
Mr. Dipayan Bhattacharyya	WFP RB SF Adviser
WFP Country Office, Bishkek	
Mr. Ram Saravanamuttu	Representative/Country Director
Ms.Keiko Izushi	Deputy Country Director
Ms.Nadya Frank	Head of Programme (SF)
Mr.Movsar Eljurkaev	Programme Officer (SF)
Mr.Sharifbek Sohibnazarov	Head of Programme (Dev)
Mr. Keigo Obara	Head of VAM unit
Ms. Aizhan Mamatbekova	M&E Officer
Ms. Aisha Umetalieva	Monitoring Assistant
Ms.Nurzhamal Zhanybaeva	Programme Assistant
Ms.Saida Abdrazakova	Programme Associate
Mr. Ulan Raimkulov	Monitoring Assistant
Mr. Nurbek	Monitoring Assistant
Mr. Baktybek Beishenaliev	Logistics Officer
Ms Aijamal Jekshelaeva	Logistics Assistant
WFP Staff - Osh Sub-office	
Mr.Shukhratmirzo Khodzhaev	Head of Sub-office
Mr.Suiunbek Aidarov	Programme Policy Officer
Ms.Aida Aftandilova	Programme Assistant
Ms.Jyldyz Begalieva	Monitoring Assistant
Ms.Aziza Arzanova	Monitoring Assistant
Ms.Mira Nazarova	Monitoring Assistant
Ms.Aigul Alimbekova	Engineer
Mr. Farhod Khaidarov	Logistics Associate
Government representatives	
Ms. Toktobubu Ashimbaeva	Deputy Minister, MoES
Mr. Salmoor Asanov	Head of Economic Department, MoES
Mr. Marat Usenaliev	Head of Preschool, School and Adult Education Department, MoES
Ms. Meerim Jolomanova	Specialist, MoES
Ms. Altyn Urazaimova	Head of Department of Sanitary Inspection, Ministry of Health
Mr. Zootbek Kydyraliev	Member of Public Association under the Ministry of Finance
Ms. Kumushbakova	Department of Sanitary Inspection, Ministry of Health
Ms. Boobekova	Specialist, Ministry of Labour and Social Protection
Cooperating partner representatives	
Ms. Aida Jumangulova	Project Manager, ADI
Ms. Venera Makaeva	Project assistant, ADI
Ms.Dilfuza Muralieva	Project Coordinator on school gardening, ADI

Cooperating partner representatives	
Ms.Kanykey Abdygasheva	Project assistant, ADI
Ms.Julie Kalinchenko	Project Manager, SIFI
Ms. Elena Bolotnikova	Project Specialist, SIFI
Ms. Baigazy kysy Indira	Director, CADRI
Ms. Roza Kaikova	Project Coordinator, Otunbaeva's Initiatives Fund
Mr. Bektur Nazarov	Monitor, CADRI
Mr. Mansurbek Mamatisaev	Monitor, CADRI
Mr. Myrzabek Mustafaev	Monitor, CADRI
Mr. Bakytbek Umetov	Monitor, CADRI
Provincial Authorities	
Ulanbek Alipbekov	Deputy Governor of Osh Province
Seyitbek Abdrahmanov	Deputy Governor of Batken Province
Bakytbek Anarkulov	Deputy Governor of Jalal-Abad Province
Donors	
Alexander Kudryashov	Consul General/ Russian Consulate
District Authorities	
Ms. Orozbakova Baktygul	Head, Kochkor District SES
Ms. Venera Omurzakova	Head, Kochkor DED
Mr. Mirhalidin Ganybaev	Head, Kadamjai DED
Mr.Ismail Karabaev	Head, Kadamjai District SES
Mr. Kutuz Mamayarov	Specialist, Kadamjai DED
Ms. Zaripa Kalmatova	Deputy Head, Aksy district administration
Ms. Nurila Tilekmatova	Specialist, Aksy DED
Mr. Joldoshbek Abdysamatov	Head, Aksy District SES
Ms. Natalya Logina	Head, Alamidin DED
Subdistrict Authorities	
Mr. Abdurahmanov Ahmadjon	Head, Uch-Korgon sub-district administration
Mr. Jorobek Isakeev	Deputy Head, of Uch-Korgon sub-district administration
Mr. Abdumalik Absamatov	Mayor, Kerben
Mr. Suyunbai Ubaev	Head, Karabak sub-district administration
Mr. Abdikarim Kalambekov	Head, Local Council of Kara-Bak sub-district
Myrzabekov school/Naryn Province/ Kochkor District/	
Mr.Kudaibergen Seksecov	School Principal
Mr.Chertiki Abdraimov	Deputy Principal
Ms. Sajida Sydykova	Parent
Ms. Musapkazieva G	Cook
Ms. Salpykova Ayimbacha	Cook
Ms. Nazgul Isaeva	Cook assistant
Ms. Ainagul Tutkabaeva	Cook assistant
Maimanova School/Naryn Province/Kochkor District	
Mr. Kurmanbek Niyazbekov	School Principal
Ms. Gulmira Seidakulova	Deputy Principal
Ms.Roza Turukbaeva	Primary School Teacher
Ms. Aina Maldybaeva	Primary School Teacher
Ms. Taalai Irsalieva	Primary School Teacher
Mr.Ruslan Kaldikeev	Parent

Ms. Jazgul Jumakieva	Parent
Ms. Atyrkul Chodoeva	Parent
Ms. Umut Tynymkulova	Cook
Ms. Meer Sharshenalieva	Cook assistant
Non-pilot Arsy school/Naryn Province/Kochkor District	
Ms. Asipa Jumabaeva	School Principal
Ms. Kaltaeva Nurzat	Cook
Non-pilot Orozbek school/Naryn Province/Kochkor District	
Osmonov Mamyrkul	School Principal
Tebekbaeva Dorturgul	Cook
#6 Pushkin school/Batken Province/Kadamjai District	
Ms. Rano Tursunalieva	School Principal
Ms. Gulnoza Rahmanolieva	Member of the Board of Trustees
Ms. Mamahon Akhmedova	Member of the Board of Trustees
Ms. Satybaldieva Nargiz	Cook
Ms. Hayathon Ahumjanova	Cook
Ms. Mavlan kyzy Kunduzkhan	Cook assistant
Non-pilot Jomiy School//Batken Province/Kadamjai District	
Mr. Ikramjon Sarymsakov	School Principal
Ms. Janona Abdyrakhmanova	Deputy Principal
Mr. Mars Hoshimov	Head of Parents Committee
Ms. Sanovar Turdieva	Cook
Bainazarov School/Batken Province/Batken District	
Ms. Aigul Omurzakova	Primary School Principal
Mr. Najumidinov Kubanychbek	Deputy Principal
Ms. Gulmira Ayipova	Head of Parent Association Committee
Ms. Bubushirin Ismanova	Grandmother
Ms. Zina Kadykova	Cook
Ms. Aisebep Koshmuratova	Cook
Ms. Jarkynai Turdubaeva	Cook assistant
Ms. Gulnara Alhambekova	Cook assistant
Non-pilot Bokonbaev School/Batken Province/Banken District	
Ms. Guljan Usanova	Deputy Principal
Ms. Ainur Asanova	Cook
#32 Kochkonova School/Jalal-Abad Province/Aksy District	
Mr. Aalambek Kerimbekov	School Principal
Ms. Gulai Karataeva	Deputy Principal
Ms. Nurgul Otorbaeva	Cook
Ms. Syrgash Kerimbekova	Cook
Ms. Gulmira Alimbekova	Parent
Ms. Gulbarchyn Talasbaeva	Parent
Ms. Baktykan Abdisheva	Parent
Ms. Gulbarchyn Narvyrzaeva	Parent
M. Kaliya Isabekova	Parent
Non-pilot Satylganova School/Jalal-Abad Province/Aksy District	
Mr. Janybek Nyshanov	School Principal
Ms. Sanobar Turdieva	Cook

Bokonbaeva School/ Jalal-Abad Province/Aksy District	
Ms. Mambetova Anara	School Principal
Ms. Erkayim Danikulova	Teacher
Ms. Amirbaeva Nurila	Treasurer
Mr. Artykbaeva Edilbek	Head of Parent Committee
Ms. Gulmira Turinova	Cook
Ms. Altynai Toigonbaeva	Cook
Ms. Sagynbubu Minbaeva	Cook assistant
Non pilot Turkish School/ Jalal-Abad Province/Aksy District	
Ms. Umsunai Mirzahmetova	School Principal
Ms. Gulmira Ashirova	Cook
Ms. Nurai Jumakanova	Teacher
Ms. Nazgul Soronova	Parent
School #1/Chui Province/Alamidin District	
Ms. Gulmira Asekova	School Principal
Ms. Anara Osmonova	Deputy Principal
Ms. Gulnaz Tursugulova	Cook
Ms. Kasybek kzy Astra	Cook Assistant
School/Chui Province/Alamidin District	
Ms. Aichurek Ismanova	School Principal
Ms. Orosgul Gaipova	Cook
Ms. Musurmanova	Cook Assistant

Annex 4: Interview Guides

Each of the two evaluations had a specific semi-structured interview guide for key informant interviews and a separate focus group discussion guide. These two guides were intended to be adapted by the evaluation facilitator for their audience and not all questions were considered relevant for all stakeholder groups. As semi-structured guides, the facilitators engaged in probes as themes emerge and the facilitators had the freedom to follow emergent themes as pertinent to the overall evaluation matrix and the evaluation objectives. Only the interview guides for the DEV 200176 evaluation are profiled below.

DEV 200176 Materials

Semi-Structured Interview Guide for Key Informants – DEV 200176

Introduction

Key Informant Interviews are to be done with WFP and non-WFP staff interviews but not with beneficiaries. Non-WFP staff interviews are primarily Government representatives, donor representatives, school officials, and implementing partners as well as other United Nations agency representatives. The questions are to be adapted or rephrased depending on the degree of familiarity and involvement in the project. Questions highlighted in red are to be asked of WFP personnel but may be options for the other KII categories.

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e., a learning exercise to improve the future operational performance.

Note: This list of questions is meant as a guideline for interviews and should be tailored to the knowledge and role of the respondent by selecting those questions relevant to the person being interviewed. It is not necessary to ask every question. Interviews should be kept to less than 1 hour.

Respondent: _____

Title and Function: _____

Interviewer Name: _____

Date: _____

Location: _____

Opening
1. What is your role in this WFP operation?
Appropriateness/Relevance of the Project?
2. What priority beneficiary needs do you believe this project meets? Have these needs changed since the project first began? Are the activities appropriate?
3. How was the intervention planned? What processes were used? Were other options considered for interventions before choosing this one?
4. Was a participatory needs assessment undertaken, consulting equal numbers of men and women?
5. To what extent were the communities of men and women themselves involved in the design of the project?
6. To what extent or in what ways are the most vulnerable households or communities

selected for integration into the project? What criteria is used for determining who is involved?
7. What priority needs do you think the project is NOT addressing that it should be?
Coherence/Connectedness
8. To what extent are the national, regional or local level authorities involved in the project? a. In what ways have you been involved in the project?(for governmental authorities)
9. To what extent are the activities undertaken in line with other regional or national government initiatives? How is this determined?
10. Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
11. To what extent are the activities undertaken connected to or coordinated with the other operation evaluation (school feeding or resilience)? How is this determined?
12. Is this project discussed with other stakeholders in any coordinator/cluster forum? Which? How well do these mechanisms function for integrating the project into the overall interventions?
13. To what extent are cross-cutting issues being addressed? How is gender, protection, or security in particular being addressed?
14. To what extent did WFP align this project with its other interventions? Where did synergies arise?
15. Partnering and Partnerships are important components of this project – to what extent have you seen this component being successfully integrated into the project?
Effectiveness/Impact
16. What do you think has been the impact of the project in terms of: • Promoting household resilience or community disaster preparedness? • Increased access and equitable access to education? • Are there significant food security or nutritional outcomes that you've seen?
17. How have you been able to measure this impact? What indicators have been used?
18. What have been the most positive impacts of the project?
19. Have you seen any unintended impacts from this project?
20. Have you seen any negative impacts from this project?
21. Do you think the intervention has achieved all it intended to achieve?
22. Who do you think the intervention has supported the most?
23. What have been the most challenging aspects of the project?
24. What was the biggest surprise result you've seen from the project?
25. What were the strengths and weaknesses of the overall or individual elements in the project?
26. Is the impact sustainable? Will it contribute to the medium and long term development needs of the communities?
27. What are the main external factors you've seen that have affected the realization or the non-realization of the project's objectives?
28. How well have gender considerations been integrated into the project operations?
29. A significant piece of the project is on national capacity building. How do you see this playing out in the project? What are the significant contributions here?
30. What have been key operational issues that have helped or detracted from the success of the project?
31. How have the monitoring and assessment findings been integrated into the ongoing project initiatives?
32. Were confidential complaints procedures put in place that were easily accessible to the beneficiaries or communities?

Efficiency and Resource Utilization
33. How well has WFP been able to generate and manage funds, personnel or other resources in this project?
34. Were project activities delivered in a timely manner? What were the points of significant delays?
35. How efficiently and effectively have the procurement and logistics processes functioned?
36. Do you have any comment on the quality or quantity of the food provided to beneficiaries/schools? Were other types of support provided to beneficiaries/schools?
37. How were implementing partners selected? What were the processes used to support or manage these partners?
38. Were appropriate security or communications systems in place? Did these help or hinder operations?
39. How well did M&E feedback monitor project effectiveness and efficiency?
40. If a new project was being designed, what would be some key lessons learnt that should be considered?
National Capacity Building (integrated in earlier questions, but set apart here as a further probe as relevant to interview)
41. In your perspective, how well has the strategic partnership with WFP functioned for building national capacity for education?
42. Within what networks or mechanisms does WFP contribute to national capacity building efforts in education?
43. What have you seen as WFP's particular contributions to national capacity building in education?
44. Are there some areas where you would like to see WFP emphasize more in this arena?
45. What do you see as some of the significant changes in national capacity in education? What are areas of strength? What are directions to continue to strengthen?
46. If a new project was being designed, what would be some key lessons learnt about WFP's role in national capacity building that should be considered?
Closing
47. Do you have any suggestions as to how WFP could improve its work on this type of project?

Focus Group Discussion Format – DEV 200176

(appropriateness of response, targeting, participation, complaints procedure, timeliness, coordination, effectiveness)

FGDs generally take about 1.5 to two hours each. They should have about 8-10 people in the group. It may take respondents a bit of time to “warm up” and start to feel comfortable with the conversation. For this process, we are focusing on **creating conversations**. We are interested in having people talk about their impressions of the program: Achievements, challenges, and aspirations. Anything they talk about is valuable information so feel free to create an informal conversational environment.

The purpose of both FGDs is to get respondents to **tell stories** or to describe incidents that illustrate their perceptions. As such, a semi-structured interview guide is being used. The facilitator should try and get people to describe a story that illustrates their points or to mention a specific incident that they remember. Remember to take note of what the stories or and the types of things they mention.

In terms of taking notes and organizing the meeting, it generally works best if people work in pairs where one person is the lead facilitator and has the conversation. The other person is the note-taker. Both should have copies of the interview guide. The note-taker can also interject

comments to touch on items that might have been missed but it generally works better if only one person is running most of the conversation. As much as possible, FGDs should be facilitated in the local language rather than through an interpreter.

This is a semi-structured guide that is intended to be able to be applied to different groups including children, parents, or school personnel. The evaluation facilitator should be sure to adapt the questions to fit the specific audience.

FGDs are primarily intended to be used with beneficiaries. For DEV 200176, the two main classes of beneficiaries are the school children and the parents. The FGD will also be applied to school officials if a group interview is carried out. Specific questions for children should be adapted based on the themes included in the interview guide. The types of questions relevant for children **are highlighted in green.**

Introduce the reason for the meeting. When possible, FGDs with women and men should be done separately, ideally in a circle or small informal group setting with 8-12 people.

Date: _____

Location _____

Enumerator: _____

No. of participants: Women _____ Men _____ Girls _____ Boys _____

WFP Support	
1.	First, we would like to talk a bit about the nature of the WFP support. Think back to the beginning of the involvement of WFP in this school, how was it decided what help the school needed?
a.	Were there any groups excluded from the consultations?
2.	Which schools received WFP support? How was it decided which ones would get the support?
3.	When schools received WFP support, how were they informed about the assistance they would get?
4.	What were the biggest constraints you faced in receiving assistance for the school?
a.	Did any group face more constraints than others?
5.	What type of support did your children/the school receive from WFP?
a.	Type of food/vouchers/cash
b.	Trainings - systems
c.	How long was it supposed to last?
d.	How many times did you receive it?
6.	If food: What was the food distribution process like? Can you describe in detail how it went from being informed to having food in the school?
7.	If Trainings/Systems – what was the capacity building or system building process like? Can you describe in detail how it went from the time of being informed of the school's inclusion in the WFP support? What happened?
8.	Has the support provided been successful in improving children's food security/food consumption?
a.	Was it sufficient?
9.	What do you do if there is an aspect of the programme (or quality of the food) that you are not happy about? Is there a feedback or complaint mechanism?
Project Activities	
10.	What have been the most positive impacts of the project?
11.	Have you seen any unintended impacts from this project?
12.	Have you seen any negative impacts from this project?

13.	Do you think the intervention has achieved all it intended to achieve?
14.	Who do you think the intervention has supported the most?
15.	What have been the most challenging aspects of the project?
16.	What was the biggest surprise result you've seen from the project?
17.	Is the impact sustainable? Will it contribute to the medium and long term development needs of the children, school or communities?
18.	What are the main external factors you've seen that have affected the realization or the non-realization of the project's objectives?
19.	How well have girls' needs been taken into account in the types of project activities realized?
20.	If new project activities were to happen, what would be some key lessons that should be considered?
21.	Do you have any suggestions as to how WFP could improve its work on this type of project?

Annex 5: Evaluation Matrix for DEV 200176

Key Question 1: How appropriate is the operation?						
Areas for Analysis:						
• Objectives Choice / Targeting / Activity Choice / Modality Choice / Complementarity						
No	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
Relevance						
1.1	Is WFP assistance appropriate to the needs of the food insecure population including women, men, boys, and girls from different groups: • At design • Over time	1.1.1 Existing data on prevalence of malnutrition and poverty within the country 1.1.2 School attendance and drop out records within WFP schools disaggregated by gender 1.1.3 Percentage of women participating in leadership groups associated with the school feeding programme. 1.1.4 Appropriateness of geographical targeting criteria 1.1.5 Appropriateness of screening and selection of beneficiaries	Assessment reports by WFP and/or partners. Monitoring reports e.g. SPRs, Annual Reports, Qualitative interviews with range of stakeholders	Review of information/reports available. Interviews with RB/CO WFP staff. Interviews with beneficiaries, other external stakeholders Focus Group Discussions	Triangulation of available information and data gathered	Considerable information in assessment and monitoring reports.
Coherence						
1.2.	Is WFP assistance coherent with relevant stated national policies, including sector and gender policies and strategies • At design Over time	1.2.1 Alignment with national School Meals laws and policies 1.2.2 Alignment with national policies for Education, Nutrition, Food Security, poverty reduction, Livelihoods, social protection 1.2.3 Alignment with government objectives on capacity building on the various aspects of the school feeding programme	Assessment reports, design, and monitoring reports. Qualitative interviews with range of stakeholders in particular government officials in the Ministries of Education and Science (and others engaged with the school feeding programme)	Review of information/reports available. Interviews with RB/CO WFP staff. Interviews with SIPI and government counterpart staff and with other external stakeholders e.g. major donors	Triangulation of available information and data gathered	Considerable information in assessment reports.

No .	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
1.3	Was WFP assistance coherent with relevant WFP and UN strategies, policies, and normative guidance (gender) • at project design • over time	1.3.1 Alignment with WFP and UN strategies (e.g. WFP's Strategic Plan) 1.3.2 Alignment with WFP policies, standards and guidelines	WFP corporate policies and guidance documents such as School Feeding policy, Gender Policy	Review of information/ reports available.	Comparison between documents	Corporate and programme level documents reports.
1.4	WFP interventions seek complementarities with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country	1.4.1 Compliance with UNDAF 1.4.2 Alignment of targeting criteria with other agencies 1.4.3 Reports or minutes of an Inter-ministerial working committee (IWC)	Minutes of cross-sectoral working groups and the Development Partners' Coordination Council (DPCC) MOU and other partner agreements Joint assessments	Review of information/reports available. Interviews with external stakeholders	Triangulation of available information and data gathered	Information available in existing documents.
1.5	Is the school feeding complementary with other WFP projects operating in the same area?	1.5.1 Complementarity and/or duplication of activities with other WFP projects 1.5.2 Positive coordination and WFP involvement at all levels 1.5.3 Evidence of coordination/overlap of assistance at all levels 1.5.4 Perceptions of main partners and stakeholders	WFP project documents Strategic plans Partner reports Cluster and working groups meeting minutes, key informant interviews, field visits	Review of information/ reports available. Interviews with RB/CO WFP staff. Interviews with beneficiaries, other external stakeholders	Triangulation of available information and data gathered	Considerable information in assessment reports.

Key question 2: What were the results of the operation?						
Areas for Analysis						
Attainment of outputs / Realization of objectives / Unintended effects / Efficiency / Sustainability						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
2.1	Level of attainment of planned outputs (disaggregated by gender)	2.1.1 Number of beneficiaries reached (disaggregated by gender) comparing planned vs actual 2.1.2 Food distribution comparing planned vs actual 2.1.3 Amount of complementary funds provided by partners 2.1.4 Number of partners 2.1.5 Percentage of schools provided with extra-budgetary and non-budgetary funds for infrastructure rehabilitation or equipment 2.1.6 Local authorities and community involvement	WFP staff Project monitoring data and SPR reports Interviews with WFP staff and Social and Industrial Food Services Institute (SIFI)	Review of data reports available. Key Informant Interviews	Triangulation of available information and data gathered	Some information in reports.
2.2	Extent to which the outputs led to the realization of the operation objectives (disaggregated by gender) Unintended consequences (by gender)	Outcome measures: Education: 2.2.1 Attendance and drop-out rates (boys and girls) in WFP assisted primary schools 2.2.2 Enrolment rate (boys and girls) in WFP assisted primary schools National Capacity: 2.2.3 School feeding national capacity index	Project data, monitoring data, and SPR reports. Assessment reports and evaluations as available WFP staff, SIFI staff Interviews with beneficiary schools and external stakeholders	Review of available reports and data Key Informant Interviews	Triangulation of available information and data gathered	Some information in reports
2.3	The efficiency of the operation	2.3.1 Timeliness of in-kind food distributions and other modality resources 2.3.2 Relative costs of chosen modalities and their effectiveness 2.3.3. Quality of services provided 2.3.4 Appropriate levels for management and implementation 2.3.5 Resources: Planned vs. actual	Project data, monitoring, budget, SPR reports. Interviews with WFP staff, SIFI staff, and beneficiary schools Interviews with external authorities	Review of available documentation, Key informant Interviews with WFP, SIFI, and beneficiary schools	Triangulation of available information and data gathered	Some information in reports

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
2.4	Likelihood that the benefits will continue after the operation	2.4.1 Government ownership of concepts, systems, structures or processes 2.4.2 Resource allocation from alternative sources 2.4.3 Gaps in policy frameworks 2.4.4 Technical capacity of stakeholders 2.4.5 Availability of resources for implementation 2.4.6 Community Contributions	Perspectives of government line ministries and staff, WFP staff, key stakeholders, and partners Perspectives of donors, UN, civil society	Interviews with range of stakeholders including WFP, SIFI, government, donors, UN, and beneficiary schools	Triangulation of available information and data gathered	Some information in reports

Key Question 3: Why and How has the Operation Produced the Results?						
Areas for Analysis: <ul style="list-style-type: none"> • Internal factors • External factors • General factors 						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
3.1	What were the main internal factors that caused the observed changes and affected how the results were achieved?	3.1.1 Presence of assessment reports, design documents 3.1.2 Capacity to mobilize resources, staff. 3.1.3 Donor perceptions of WFP presence/project operation 3.1.4 Appropriateness of staff numbers and skill sets 3.1.5 CO capacity to engage and manage quality Implementing partners 3.1.6 Level of engagement with counterparts in government, UN, NGOs and others stakeholders 3.1.7 Quality of support from RB 3.1.8 Quality and efficiency of M&E system and ability to anticipate external factors 3.1.9 Quality of support provided by SIFI 3.1.10 Communication flow/information sharing	Programme data/monitoring, budget and SPR reports WFP staff interviews Interviews with SIFI staff, donor staff, government staff, UN staff	Review of information/reports available. Interviews with RB/CO WFP staff. Interviews with beneficiary schools, other external stakeholders	Triangulation of available information and data gathered	Considerable information in assessment reports.
3.2	What were the main external factors that caused the observed changes and affected how the results were achieved?	3.2.1 Political, economic, and security factors affecting implementation 3.2.2 Access to targeted geographical areas by WFP or other Implementing partners 3.2.3 Functioning of the government and local institutions in the targeted geographical areas 3.2.4 Level of organization and social cohesion of the targeted beneficiaries	Baseline & ongoing assessment reports, WFP programming reports Interviews with WFP CO, SIFI and government staff (national, regional, local)	Review of information/reports available. Interviews with RB/CO WFP staff. Interviews with beneficiary schools, other external stakeholders	Triangulation of available information and data gathered	Considerable information in assessment reports.

Annex 6: Site Selection and Methodology Employed

There were two operations (DEV 200176, School Feeding or SFP; DEV 200662 or the Productive Safety Nets Programme or PSNP) being simultaneously evaluated. For each of them, the evaluation team (ET) selected a number of sites to visit as part of the fieldwork. To the extent possible, site selection is representative of the breadth of programmatic activities and has sought to visit sites supported by a range of implementing partners across the length of the project cycles. Site visits chosen for DEV 200176 needed to ensure complementarity with site visits chosen for DEV 200662.

Options on potential site selection and visit schedules were discussed with the WFP CO during the preparation of this IP, and appropriate amendments made and incorporated here. The final schedule was confirmed at the initial briefing meetings in Bishkek on the first day. The ET fully appreciated the complexity of managing two Operation Evaluations simultaneously. The table below shows the school sites and beneficiary information available to the ET at the time of evaluation design.

Province	District	# of Sub-Districts	# of Schools	# of children receiving meals
Batken	Batken	4	8	1,433
Batken	Kadamjai	12	23	4,652
Batken	Leilek	6	11	2,045
Chui	Kemin	7	10	1,973
Chui	Panfilov	4	6	1,488
Chui	Sokuluk	1	1	350
Issyk-Kul	Ak-Suu	6	10	2,374
Issyk-Kul	Jeti-Oguz	8	15	2,789
Issyk-Kul	Tone	2	2	302
Issyk-Kul	Tup	4	4	1,041
Jalalabad	Aksy	6	11	3,401
Jalalabad	Bazar Korgon	11	18	4,949
Jalalabad	Nookan	2	2	1,193
Jalalabad	Suzak	13	17	6,823
Jalalabad	Toguz Toro	2	3	1,063
Jalalabad	Chatkal	2	2	288
Naryn	Ak-Talaa	4	5	1,140
Naryn	At-Bashy	3	3	935
Naryn	Zhumgal	2	3	618
Naryn	Kochkor	5	16	2,583
Naryn	Naryn	9	14	2,599
Osh	Alay	4	7	1,154
Osh	Aravan	8	12	2,345
Osh	Kara Kulzha	6	11	2,594
Osh	Nookat	3	3	440
Osh	Ozgon	3	3	706
Talas	Bakay-Ata	6	12	2,591
Talas	Kara Buura	5	11	2,854
Talas	Manas	3	3	831
Talas	Talas	11	14	3,610
Total		117	260	61,164

The DEV 200176 (SFP) project contains 261 pilot schools distributed across four phases of engagement with WFP, starting from 2013. These pilot schools are located in are distributed throughout all seven provinces in 117 different sub-districts in areas ranging

from food secure to highly food insecure, and include nearly 62,000 children who are receiving or have received meals during this project cycle. Budget Revision#5, approved in March 2016, has extended the project until December 2017 and increased coverage of beneficiaries up to 114,000 children who will receive meals during this project cycle. The schools to be covered in BR#5 are not yet be receiving WFP support at the time of the evaluation mission and are thus not included in the Site Mapping of potential schools for selection. These schools became the sites for comparative visits in each of the sub-districts because these were the ones to which WFP had some access and communication.

Field visit site selection criteria have prioritized visits to sub-districts that are the most vulnerable in terms of food security (categories 1 and 2) and represent some geographic diversity. In order to provide complementarity, the SFP and PSNP teams visited the same provinces and districts although they also visited separately at least one sub-district. These 'joint' districts visited contain a relatively high number of beneficiaries in both programmes. Both teams visited a sub-district that has both operations present, and each team also visited a district that only contains either SFP activities or PSNP activities.

The table below shows the finalised proposal for site visits taking into account criteria explained above.

Vulnerability Category	Province & District	DEV 200176 Sub-District • School name <i>Note: Each WFP Supported School selected paired with nearby non-WFP Supported School</i>	DEV 200662 Sub-District • Village (IP)
1	Batken - Kadamajai	Uch Korgon • No. 6 Pushkin • Non-WFP School TBD	Uch Korgon • Valakish (MSD), • Razezd (CDA), • Kakyr (KAFLU)
2	Batken - Batken	Karabak • B. Baynazarov • Non-WFP School TBD	Karabak • Kyzyl Bel (MSD, ADI)
3	Naryn - Kochkor	Kum Dobo • K. Myrzabekova • Non-WFP School TBD	Kum Dobo • Kum Dobo (CADRI, CDA)
3	Naryn - Kochkor	Kara Suu • Dobo Kyzyl • Non-WFP School TBD	Cholpon • Oro Bashy (MSD)
1	Jalalabad - Aksy	Uch Korgon • No. 32 Kochkonova • Non-WFP School TBD	Uch Korgon • Naryn (MSD, KAFLU, CDA) • Zhyl Kol (MSD)
1	Jalalabad - Aksy	Kerben • Bokonvaeva • Non-WFP School TBD	Kosh Dobo • Manduz (UNDP), • Sary Kashka (MSD)

Due to time and logistical considerations, a priority has been placed on sites that can also provide complementary information for the other operation, given the intent to merge these projects in a future single project. Non-WFP supported schools to be visited are intended to provide insights regarding changes experienced at the level of the schools as a result of WFP's national capacity building approaches. The primary criteria for selection of the non-WFP supported schools are that they should be logistically feasible for visiting within the schedule of the field mission. As much as possible, the non-WFP supported

schools should be similar to the selected WFP supported schools in terms of context (urban or rural) and size.

METHODOLOGY EMPLOYED

Scope: For each of the evaluations, the scope covered all activities and processes related to the operation's formulation, implementation, resourcing, monitoring, evaluation and reporting which are relevant to answer the evaluation questions. For DEV 200176, the period covered by the evaluation is from the development of the operation (July-December 2012) through the period of implementation until May 2016.

The two parallel processes ensured complementarity of findings and recommendations, with the evaluations being undertaken for summative and accountability purposes. The evaluation emphasized encouraging learning, deepening understanding of what occurred since the beginning of the operations and providing guidance to the CO for future programming. The operations were assessed against WFP standards and plans as summarized in the project logframes and key project documents.

The parameters for the evaluation were guided by the three main questions and sub-questions outlined in both TORs:

- i. *Question 1: How appropriate is the operation?* Areas for analysis will include the extent to which the objectives, targeting, choice of activities (including Capacity Development and Augmentation) and of transfer modalities:
 - were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time;
 - i. The TOR for DEV 200662 included additional sub-questions related to the focus and scope of resilience activities (*resilience to what, for who, where, at what level, and when*)
 - are coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country;
 - i. The TOR for DEV 200662 included additional sub-questions related to how the CO has helped inform Resilience, Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) thinking at the national level.
 - were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance⁸⁰ (including gender), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.
 - i. For DEV 200662, the TOR also included sub-questions related to analyzing the extent to which corporate tools in the area of Resilience building such as Integrated Context Analysis (ICA), Seasonal Livelihood

⁸⁰ Includes WFP's Policies on [Building Resilience for Food Security and Nutrition](#), the [Safety Nets](#), the [Disaster Risk Reduction and Management](#), [Vouchers and Cash Transfers as Food Assistance Instruments](#), [Capacity Development and Hand-Over](#). For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

Programming (SLP) and Community Based Participatory Planning (CBPP), among others were adopted and utilized by the CO.

- ii. *Question 2: What were the results of the operation?* The evaluation analysed:
 - a. The level of attainment of the planned outputs (including the number of beneficiaries served, disaggregated by women, girls, men and boys);
 - b. The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
 - c. How different activities of the operation dovetail and are synergetic with other WFP operations (namely, DEV 200176 and DEV 200662 – through examining the level of complementarity between the two projects) and with what other actors are doing to contribute to the overriding WFP objective in the country; and
 - d. The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.
- iii. *Question 3: Why and how has the operation produced the observed results?* The evaluation sought to generate insights into the main internal and external factors influencing observed changes and affecting how results were achieved. These include:
 - a. Internal factors (within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
 - b. External factors (outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

Based on the TOR, the evaluation methodology to address these questions was to apply primarily qualitative methods and draw on the key OECD/DAC criteria (specifically relevance, efficiency, effectiveness, coherence, but also complementarity and coordination) in the development of the data collection methods and tools. The UNEG guidance on gender shaped both evaluation approaches while the SPHERE standards will be integrated into the evaluation approach for the PSNP review and SABER will inform the SMP review.

Based on these parameters, an evaluation matrix was developed for each project describing the key questions and sub-questions, their links to the OECD/DAC criteria, relevant indicators, and the data collection methods to be used to address these questions. This matrix is attached as Annex 5.

The primary approach in the evaluation emphasized qualitative methods for generating primary information during the field phase and to draw on existing quantitative data collected or compiled by WFP for both operations to triangulate with the primary qualitative information collected. The two operations have generated considerable primary quantitative data and compiled significant secondary quantitative data, and thus the field visit will prioritize the collection of qualitative data to complement the existing quantitative information available.

The evaluation team was comprised of five consultants: a team leader who oversaw both evaluation processes and ensured coherence and complementarity between them, and two sub-teams of two consultants each, focusing on one operation each. The team leader and one person from each sub-team were international consultants and one person from each sub-team was a national context expert. Between the five members of the teams, all dimensions of expertise were covered.

A series of measures were integrated into the methodological approach to respond to issues of consistency and potential bias. First, the selection of stakeholders to be interviewed comprised a mix of women, men, girls and boys to ensure that the respective voices are included in the data. Second, the team developed standardized interview protocols based on the evaluation questions to ensure that the interviews are consistent and can be easily validated. Third, the evaluation team itself represented a diverse mixture of nationalities and expertise (three different international countries represented and two Kyrgyz evaluation specialists). Different members of the teams interviewed different sets of stakeholders in order to limit potential interviewer bias. Finally, data analysis was done collectively with the evaluation matrix and sought to balance international and national interpretations of findings.

Based on the United Nations Evaluation Group (UNEG) guidance, the methodological approach further integrated a gender-equity lens as part of the overall analysis. This involves addressing the substantive aspects related to gender and equity issues within both the SFP and the PSNP projects. The evaluation applied gender analysis and assess the extent to which differential needs, priorities, voices and vulnerabilities of women, men, boys and girls have been taking into account in the design, selection, implementation and monitoring of the two projects. In addition, the evaluation explored the impact of gender equity principles on programming responses in terms of beneficiary selection, site selection and project selection. Gender equity was integrated into the evaluation matrix and subsequently into the interview guides for both projects.

The approach also involved an assessment of the integration of the overall Humanitarian Principles (Humanity, Neutrality, Impartiality and Independence) into the two projects. Assessment of the WFP CO's measures to respond to the Humanitarian Principles were triangulated through multiple-stakeholder perspectives from different levels (internal and external to WFP, Government, civil society and beneficiaries). Structured analysis was guided by integration of these themes into the evaluation matrix.

Evaluation standards will be measured against the OEV's Evaluation Quality Assurance System (EQAS) which defines the internal quality standards expected of the evaluation and the processes for accomplishing quality assurance. These steps were outlined in the TORs for both projects and are based on the UNEG norms and standards and good practice of the international evaluation community (OECD-DAC and ALNAP).

Evaluability Assessment: Evaluability is the extent to which an activity or programme can be evaluated in a credible fashion. This depends on data availability prior to the field visits and logistical or cultural constraints during the field visit. Evaluability of gender aspects of the operation is also important.

In answering question one, for both projects, documentation exists in terms of assessment reports, minutes from project review committee, the project documents and logframes, evaluations or reviews of ongoing or past operations. WFP strategies – both at country level and global level – as well as policies and normative guidance are also available.

For question two, the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the project logframes. Monitoring reports, as well as the annual standard project reports (SPRs), provide detailed achievements of outputs and outcomes – thus making them evaluable against the stated objectives.

All outcome level indicators are reported on for both projects at baseline and evaluation although the baseline information comes in different years.

Question three data sources are predominantly from key informant interviews and focus group discussions with selected stakeholders during the field phase. There are institutional planning documents also available as supplementary information.

Although security is potentially a limiting factor in many WFP operations, for Kyrgyzstan at this point the security situation is relatively stable. Both operations are present in six provinces and the SMP programme has schools supported by WFP in all seven provinces in the country. Originally projected to support 250 pilot schools, the SFP project has supported 261 schools during the current cycle. In 2015 alone there were 342 projects supported by the PSNP project. The expansiveness of the two projects can provide a significant challenge to collecting quality data. Given the intent of the two programmes to be merged in the future, priority was given to identifying information-rich contexts where both projects are operating, to understand overlap and complementarities. Key Informant Interviews (KIIs) and site visits were selected with a criterion of information richness and the collection of information from all of the Focus Group Discussions (FGDs) with beneficiaries was analyzed for patterns, trends and outliers.

Language and cultural barriers are constraints for the three international team members, but were partially ameliorated by the presence of two national team consultants and the additional use of interpreters. The evaluation team reviewed the evaluation interview guides with the interpreters in advance to ensure that key concepts are understood during any interpretation required. In addition, as much as possible, interpretation was prioritized for KIIs rather than FGDs since interpretation in an FGD context can be very fluid in terms of data quality.

Although some potential constraints exist for evaluability, the ET nevertheless believed that both DEV 200176 and DEV 200662 were able to be reliably evaluated given the clear statements of intended results, defined and appropriate indicators, and the wealth of documentation and data already compiled. The breadth of engagements do present some difficulties in generalizability from field site visits, but triangulation with key informant interviews at different levels should provide reliable evidence for the targeted evaluation criteria.

Evaluation Matrix and Data Sources: Two evaluation matrices showed the three main evaluation questions and sub-questions related to the evaluation objectives for each operation. Each matrix provided an overview and framework to guide the ET throughout the process of data collection and data analysis and showed linkages between the questions, sources of data, indicators and methods of analysis that the team will use.

The three main types of information collected during the evaluation were document review, quantitative data and qualitative data. Each type of information came from different sources and was intended to address different components of the evaluation criteria.

The quantitative data highlighted changes in the activity, output and outcome logframe indicators. Within the evaluation criteria, the quantitative information was best suited to

address elements pertaining to efficiency and effectiveness of operations. Data collection of quantitative data relied on existing WFP-compiled quantitative information.

The qualitative data was obtained through a mix of KIIs and FGDs with a broad range of stakeholders during the field visit phase, as was feasible within the existing time constraints. The range of stakeholders was intended to promote the participation of different groups, including of beneficiaries (covering women, men, boys and girls) and seeks to avoid biases, including gender bias. The qualitative data elicited stakeholder perceptions that address all of the criteria and the three main guiding questions, but had particular pertinence to appropriateness/relevance, coherence, complementarity and coordination.

A documentary review of available documentation beyond the quantitative data had particular pertinence to addressing questions related to appropriateness and coherence. The CO provided extensive secondary documentation that was integrated into the evaluation analysis. A full list of compiled documents available for the evaluation can be found in the Bibliography Annex.

Field Mission Data Collection: Because extensive quantitative data and documentation already exists for the two projects, analysis and documentary review could occur throughout the entire evaluation cycle. The field mission therefore prioritized the collection of the qualitative information from KIIs, FGDs, and observations during project and school visits. Key stakeholder interviews were identified in collaboration with WFP CO staff, and included:

- i. Interviews with national, provincial, and local Government representatives and relevant Government agencies and departments (Ministry of Social Development (MoLSD), Ministry of Education and Science (MoES), Ministry of Health, Ministry of Agriculture, etc.
- ii. Interviews with WFP CO staff, relevant United Nations agencies and other relevant multilateral, international and local organizations, including the main donors
- iii. Interviews with representatives from implementing partner organizations
- iv. Interviews via telephone/email with key RB staff as necessary
- v. Interviews with community leaders, beneficiaries, and other significant community stakeholders.

The KIIs were done using a semi-structured questionnaire based on the questions outlined in each evaluation matrix. Each questionnaire was intended to be adapted appropriately according to the expertise and relevance of the key stakeholders. A full list of selected KIIs for the project evaluation is available in Annex 4.

In addition to the KIIs, the ET sub-teams conducted field visits to schools in selected provinces, districts and sub-districts receiving assistance from WFP. Further KIIs of province, district and sub-district representatives of the Government, implementing partners and WFP personnel as appropriate were part of these field visit processes. Each project evaluation developed a specific guide pertinent to the particular objectives of the project. Drafts of the two KII guides are included in Annex xxx: Interview Guides

At the community level, the ET conducted interviews with community beneficiaries as well as individual discussions with targeted stakeholders (such as school directors) where relevant. Particular efforts were made to involve women and girls and the most vulnerable; where feasible, FGDs were gender differentiated to allow women and girls to provide feedback more freely.

During the field visits to the communities, the DEV 200176 sub-team visited the selected targeted schools for in-field observation of efficiency and effectiveness but also visit neighbouring schools that did not receive WFP assistance, both as a point of comparison to gains made in the WFP assisted schools as well as a point of comparison regarding national capacity building of school feeding systems. A detailed list of the schools and villages visited is given in Annex 3: Site Selection.

Analysis: All three data sources have their particular analyses. The quantitative data is based largely on a descriptive analysis of trends and movements, disaggregated by gender where relevant. The documentary review was based on highlighting key themes identified in the documents connected to each point in the evaluation matrix. The qualitative data was analyzed via an iterative process of coding thematic units from interviews and then developing clusters of units that reflect certain categories of patterns linked to the guiding questions of the evaluation matrix.

Triangulation of findings from different sources was part of the analysis to substantiate the findings and to develop conclusions. Triangulation involved comparing different sources, different evaluators and different methods. An evaluation manager supported the ET remotely and provides quality assurance of the various deliverables.

Initial findings and conclusions were shared with the CO and the RB at a debriefing meeting in Bishkek at the end of the mission for discussion and to elicit feedback and correction of facts. A second debriefing session was also held with external stakeholders, principally for information sharing. Later, prior to the finalisation of the draft reports, the developing recommendations are to be shared with the CO and RB to garner input and further triangulation processes, and discussed via a teleconference to provide nuance and buy-in to the conclusions and emerging areas of recommendation.

Annex 7: Policies Developed

Strategy/Policy/Programme	Sector	Timeframe	Key Objectives
KR Law 111 27.06.2002 – Organization of schools meals in the KR	Education	2002-2006	Institutional policy structure and guidelines for school feeding
President's Decree 372 12.06.2006 – Organizational of school meals in the KR	Education	2006-present	Institutional policy structure and guidelines for school feeding
Government Resolution 734.26.12.2014 – Key directions of the national school feeding programme development	Education	2014-present	Institutional policy structure and guidelines for school feeding
Implementation Strategy for development of school feeding programme in 250 pilot schools	Education	2013-2017	Institutional policy structure and guidelines for school feeding

Additional School Feeding laws and policies (as translated into English):

1. Resolution of Parliament of the KR #579 from 11.01.1996, "On approval of the list of the settlements located in mountainous and remote areas of the country" (5 soms);
2. Law of the KR #111 from June 27, 2002 "On the organization of school meals of students in secondary schools of the Kyrgyz Republic";
3. KR Government Resolution #293 from 24.04.2006 "On the organization of school meals in secondary schools of the Kyrgyz Republic";
4. Decree of the President of the Kyrgyz Republic N372 dated July 12, 2006 "On the organization of school meals of students in the secondary schools students of the Kyrgyz Republic";
5. Order of the Ministry of Education, Science and Youth Policy of the Kyrgyz Republic from July 27, 2006 N492/1 "On the organization of school meals of students of grades 1-4 in secondary schools of the Kyrgyz Republic";
6. KR Government Resolution from September 18, 2006 N 673 "On the organization of school meals of students in state and municipal schools of the Kyrgyz Republic";
7. Decree #475 from 27.08.2008 "On organization of school meals of students in state and municipal schools of general education of the Kyrgyz Republic";
8. Based on the Government Decree #206 from 02.04.2010 the amount of food for the students 1-4- classes in mountainous and remote areas of the country is 10 soms starting from the 1st September, 2010;
9. Decree of the Government of the KR from September 25, 2012 # 463-r "On establishment of multidisciplinary working commission to develop pilot models of organizing of school feeding with participation of the World Food Programme in Kyrgyz Republic".
10. Order of the Ministry of Education and Science of the Kyrgyz Republic from August 28, 2013 #560 / 1 on approval of the school feeding development program in 59 pilot schools of the Kyrgyz Republic within the framework of the WFP program "Optimizing of school meals program in the Kyrgyz Republic".
11. Order of the Minister of Health of the Kyrgyz Republic #736 from 27.12.2013 "On approval of the methodological recommendations on organization of the school meals

for students of educational institutions” to ensure the provision of sanitary and hygiene standards

12. Law of the KR from May 30, 2014 #81 “On the Board of Trustees” Article 3
13. Order of the Ministry of Education and Science of the Kyrgyz Republic from May 29, 2014 #396/1 and Order of the Ministry of Health from May 20, 2014 #270 “On approval of the school feeding development program in schools of the Kyrgyz Republic within the framework of the UN WFP program "Optimizing of school meals program in the Kyrgyz Republic"
14. KR Government Resolution #582 from 7.10.2014 “On measures to improve the organization of the school meals for primary school students of general educational organizations "in terms of approval of a cook staff in 134 pilot schools
15. KR Government Resolution #734 from 26.12.2012 "On the main directions of development of the school meals in the Kyrgyz Republic"
16. Law of the KR #72 from 3.04.2015 “On Public Procurement” in the organization of food procurement for public funds;
17. Order of the Ministry of Education and Science of the Kyrgyz Republic #1005/1 from July 16, 2015 “On establishment of working group on development of the state program "Optimizing of school meals program in the Kyrgyz Republic"
18. Order of the Ministry of Education and Science of the Kyrgyz Republic #1004/1 from 16.07.2015 on approval of the district programs of Kemin and Bakay-Ata districts on optimizing of school meals program
19. RESOLUTION of III-rd Congress of Education Workers of the Kyrgyz Republic from August 27, 2015 in Bishkek, in terms of development of the State school meals program, carrying out of the decentralization policy of school management to ensure more effective use of funds and successful promotion of a variety of programs, including – provision of primary school children with hot meals; as well as providing all primary school children with hot meals for the preservation and strengthening of health
20. KR Government Resolution #712 from 16.10.2015 "On amendments to the Decree of KR Government "On approval of the exemplary model of educational institutions staff" in terms of approval of a cook staff in schools where hot meals and baking are introducing for primary school students in general school organizations”.

Annex 8: Project Logframe

LOGICAL FRAMEWORK – DEV 200176		
Results	Performance indicators	Assumptions
Cross-cutting		
Cross-cutting result GENDER: Gender equality and empowerment improved Gender equality and empowerment improved;	<ul style="list-style-type: none"> • Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution • Proportion of women beneficiaries in leadership positions of project management committees 	Project management committees are to be established for participatory activities. Trainings on modalities of food, cash or voucher distribution provided to project management committee members with a major focus on engaging more female members
Cross-cutting result PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions	<ul style="list-style-type: none"> • Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) • Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) 	Activities conducted to raise awareness on WFP programme among assisted people. Information on WFP, the project, its objectives, beneficiary criteria, and food entitlement are available at food distribution points with a 'hotline' contact number clearly indicated as a complaint mechanism Beneficiary feedback and complaint mechanisms in place and protection issues are incorporated into monitoring and PDM exercises
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> • Proportion of project activities implemented with the engagement of complementary partners • Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks) • Number of partner organizations that provide complementary inputs and services • In-kind and cash inputs provided by local authorities, parents, communities into school meals on top of the government allocation (US\$ per child per day) • Share of inputs provided for infrastructure rehabilitation (including canteen, water and sanitation) by local authorities, communities and parents out of total value of costs for infrastructure 	Partnerships will be established as participatory programmes roll out on the basis of complementarity in technical expertise and resources. Economic context does not deteriorate and allows for Government to continue allocating around US\$10 mln for national school meals programme for all primary school children in the country (including pilot schools covered by WFP's project). Economic context does not deteriorate and allows for the local authorities and parents to allocate additional funds for improving school meals. Non-budgetary funds are established and functioning at schools to ensure transparency and adequate tracking to allow WFP to advocate for complementary contributions. Partners are available in the Kyrgyz Republic that are implementing projects which are directly or indirectly linked to the school meals programme and these partners share the same programmatic vision as WFP

SO4: Reduce undernutrition and break the intergenerational cycle of hunger		
Outcome SO4.1 Increased equitable access to and utilization of education	<ul style="list-style-type: none"> • Attendance rate (boys) in WFP-assisted primary schools • Attendance rate (girls) in WFP-assisted primary schools • Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools • Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools 	School director, teachers and parents actively participate in the awareness raising exercises
Outcome SO4.2 Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels Until end of 2016	<ul style="list-style-type: none"> • NCI: School Feeding National Capacity Index 	Required resources and implementation capacity; Government continued commitment, including financial to optimize its national schools meals programme beyond participation in the pilot optimization project. Communities, civil society not only actively support the implementation within WFP's project but lobby with the Government to continue financial and optimization support to the national school meals programme; Political and economic situation remains stable to allow for WFP to continue working the Government that is committed to optimization
Output SO4.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	<ul style="list-style-type: none"> • Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned • Quantity of food assistance distributed, disaggregated by type, as % of planned • Number of institutional sites assisted (e.g. schools, health centres), as % of planned 	Appropriate partners are selected for implementation. Access to distribution points is secured. No pipeline breaks WFP and partners respect agreements (FLAs) to enable programme to function smoothly Partners of WFP will have adequate HR capacity for planning, monitoring and accountability of the project
Output SO4.2 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding	<ul style="list-style-type: none"> • Number of technical assistance activities provided, by type • Number of government staff trained by WFP in nutrition programme design, implementation and other technical/strategic/managerial – disaggregated by sex and type of training 	Political and economic situation remains stable to allow for WFP to continue working the Government that is committed to optimization
Output SO4.3 National nutrition, school feeding, safety net policies and/or regulatory frameworks in place	<ul style="list-style-type: none"> • Number of national programmes developed with WFP support – nutrition, school feeding, safety net 	Political and economic situation remains stable to allow for WFP to continue working the Government that is committed to optimization.

<p>Output SO4.4</p> <p>Project-specific</p> <p>Pilot schools used as demonstration models upgraded their feeding models in accordance with the parameters of the Implementation Strategy, including developed canteen infrastructure, nutritional considerations of menus, adherence to sanitary requirements</p>	<ul style="list-style-type: none"> • Procurement efficiency rate Proportion of stakeholders who have undergone training that have submitted at least 70% of the correct answers in the final test of the training • Actual Kcal value per meal per day per type of school meals programme model against the planned Kcal value • Proportion of pilot schools with hot meals against planned figures • Proportion of pilot schools that upgraded their feeding models • Number of institutional sites assisted (e.g. schools, health centres), as % of planned • Proportion of pilot schools baking bread and pastry products at school level 	<p>Local stakeholders are timely providing inputs and implementing activities related to infrastructure rehabilitation to ensure timely upgrading of school menus. Schools follow the instructions for food preparation outlined in the Implementation strategy and explained during the special training to ensure adherence to food processing and expected nutrition value in meals served to children</p>
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Annex 9: Bibliography

Document Type	DEV 200176 Documents Compiled
Project documents	
Appraisal mission report	<ul style="list-style-type: none"> • Mission Report KN Kyrg 2011- initial report • Kyrgystan SF mission report – Sept. 2012 • MisRep SF KGZ_Summary Report_DRAFT_22OCT12 • MisRep SF in KGZ September 2012
Project document (including Logical Framework in Annex)	<ul style="list-style-type: none"> • Project Document Summary August 2014 • Kyrgyzstan DEV 200176 Project Document • Summary current logframe
Standard Project Reports	<ul style="list-style-type: none"> • SMP Overview 2015 • SPR 200176 2013 • SPR 200176 2014 • SPR 200176 – 2015 – as submitted to HQ
Budget Revisions	<ul style="list-style-type: none"> • Budget Kyrgyzstan 200176 2012 • DEV 200176 BR01 • Kyrgyzstan DEV 200176 BR03 • Kyrgystan DEV 200176 BR04
Note for the record (NFR) from Programme Review Committee meeting (for original operation and budget revisions if any)	<ul style="list-style-type: none"> • BR02 – PRC NFR Kyrgyz Republic BR 3 DEV 2006621_CO Input • Original Kyrgyzstan DEV 200176 NFR
Approved Excel budget (for original operation and budget revisions if any)	<ul style="list-style-type: none"> 2.5 BR01 DEV 200176 – BR 01 2.6 BR03 DEV 200176 2.7 BR04 DEV 20017 2.8 Original Budget 200176 – 2012
Operational Plan (breakdown of beneficiary figures and food requirements by region/activity/month and partners)	<ul style="list-style-type: none"> • Operational Plan_PPIF DEV 200176 initial doc. • Operational Plan BR1 PPIF DEV 200176 • Operational Plan BR3 PPI DEV 200176 • Operational Plan BR4 PPIF DEV 200176 • Operational Plan BR5 PPIF DEV 200176 • Operational Plan monthly plans 2013-2016
Country Office Strategic Documents	
Country Strategy Document (if any)	<ul style="list-style-type: none"> • Country Strategy WFP Kyrgyz Republic 2014-03-19 final draft
Other	<ul style="list-style-type: none"> • DEV 200176 Workplan July 2014 • MP Overview of KYR Project June 2015 • MP calculations • 2015 Communications Plan • 2016 Communications Plan • SMP Activity plan for 2016 • APP format Programme unit work plan 2016 • Public Information Unit Work Plan 2016 • Logistics Unit Workplan 2016 • Reports Unit Workplan 2016 • National School Feeding Policy Endorsed • Replication of models and approaches • Replication of models Best practice examples

Document Type	DEV 200176 Documents Compiled
Project documents	
Other	<ul style="list-style-type: none"> • Country implementation strategy for 59 schools

	<ul style="list-style-type: none"> • Implementation Strategy 250 schools • Implementation Strategy for pilot schools • Key directions DEV 200176 – January 15 – currently under revision, finalized version available in May 2016 • Implementation Strategy Annex – menus and recipes – 2014 • Implementation Strategies Annex currently under revision with finalized version to be ready in April 2016
Assessment Reports	
Comprehensive Food Security and Vulnerability Assessments	<ul style="list-style-type: none"> • Food Security Atlas WFP 2015
Market Assessments and Bulletins	<ul style="list-style-type: none"> • Price Monitoring for Food Security Bulletins (Issue 1, 2, 3,) • Monthly Update on Food Security and Prices in Rural and Urban Areas (2014-2015, Bulletin issues from mid-2012)
Other	<ul style="list-style-type: none"> • Baseline 2013 59 schools • Assessment of meals, 134 schools – 2014 • Assessment of public procurement for schools • Integrated Context Analysis Draft • Dev 200176 geography against vulnerability indicators 2014 • GeoTargeting CO DRAFT • Selection Criteria 3rd round of schools • Menu analysis Dec 2014 • Procurement efficiency (Russian) • State of Procurement System Assessment (Russian) • Local Agriculture Producers (Russian) • SIFI – Methodology for assessment of SF • Knowledge, Attitudes and Practice on Micro-nutrients WFP 2015 • WFP Kyrgyzstan HFSA Sept. 2013 • ADP Economic growth report 2014 • School Feeding Investment Case Interpretation • School Feeding Investment Case Analysis • School Feeding Investment Case – Technical Notes
Monitoring & Reporting	
M&E Plan	<ul style="list-style-type: none"> • WFP KG CO M&E strategy 2014-2016 • WFP KG Co SOP for M&E • WFP KG CO ME Strategy 2014-2017
Country Executive Brief	<ul style="list-style-type: none"> • Kyrgyz Republic Executive Brief October 2015
Food Distribution and Post-distribution Monitoring Reports	<ul style="list-style-type: none"> • Survey among key stakeholders – lesson learnt exercises – December 2013 • End Academic Year Stakeholder Surveys – 2013, 2014, 2015
Monthly Monitoring Reports	<ul style="list-style-type: none"> • Progress Reports – 200176 – March – Oct 2014, Oct-Nov 2014, Q1 2015, Q2, Q3 2015
Donor specific reports	<ul style="list-style-type: none"> • Donor Newsletters – Dec 2014, April 2015, July 2015, Oct. 2015.
Other Monitoring Reports	<ul style="list-style-type: none"> • M&E Reports 200176 - 2013, 2014 • Factsheet (key figures) – 2015 • School Garden review report (Russian)

Document Type	DEV 200176 Documents Compiled
Output monitoring reports	
Actual and Planned beneficiaries by activity and district/ location by year	<ul style="list-style-type: none"> • Beneficiaries by district, month, by gender • Sample monthly distribution report by school
Male vs. Female beneficiaries by activity and district/ location by year	
Beneficiaries by age group	
Actual and Planned tonnage distributed by activity by year	
Commodity type by activity	
Actual and Planned cash/voucher requirements (US\$) by activity by year	
Operational documents	
Organigram for main office and sub-offices	<ul style="list-style-type: none"> • CO Organogram November 2015
Activity Guidelines	
Mission Reports	
Pipeline overview for the period covered by the evaluation	<ul style="list-style-type: none"> • WFP Standard Pipeline Reports – April 2015, Sept. 2015, Dec. 2015
Logistics capacity assessment	<ul style="list-style-type: none"> • Logistics Capacity Assessment 2015 • Logistics Capacity Assessment 2016
Other Operational Documents	<ul style="list-style-type: none"> • Capacity Development Matrix • SABER stakeholder consultation outputs
Partners	
Annual reports from coop. partners	
List of partners (Government, NGOs, UN agencies) by location/ activity/ role/ tonnage handled	<ul style="list-style-type: none"> • List of Project sites (both programmes) • List of Partners (both programmes) • 200176 – Partner roles
Field level agreements (FLAs), Memorandum of Understanding (MOUs)	<ul style="list-style-type: none"> • FLAs – SIFI (1st, 2nd, 3rd) • FLA IPF – IRO • FLA CADRI – 2015, 2016 • FLA ADI – 2013, 2014, 2015 • MOU with MoES

Document Type	DEV 200176 Documents Compiled
Cluster/ Coordination meetings	
Logistics/Food Security/nutrition cluster documents	<ul style="list-style-type: none"> Engagement in SUN Movement of the Kyrgyz Republic
NFRs of coordination meetings	<ul style="list-style-type: none"> AFSRD WG Minutes – various SP WG Minutes – various
Other	<ul style="list-style-type: none"> National Sustainable Development Strategy 2013-2017 National Food Security and Nutrition Programme – 2014-2017 Social Protection Programme 2015-2017 UNDAF 2011-2017 Emergency Preparedness and Response Package and Inter-Agency Contingency Plan - 2014
Evaluations/ Reviews	
Evaluations/ reviews of past or on-going operation	<ul style="list-style-type: none"> KG CO Country Portfolio Evaluation (Feb 2013) MTR Report 2015 (March 2015)
Resource mobilisation	
Resource Situation	<ul style="list-style-type: none"> DEV 200176 Resource Update 25 Nov. 2015 Funding Status – DEV 200176 Dec. 2015 MOU WFP and Russian Federation
Resource mobilization strategy	<ul style="list-style-type: none"> WFP Kyrgyz Republic Fundraising Plan 2014-2016
NFRs Donor meetings	<p>NFR Meetings:</p> <ul style="list-style-type: none"> French Ambassador JICA Corporate Social Responsibility Kazakh Embassy KOICA Korean Embassy Canadian Ambassador Norway Japanese Embassy
Maps	
Operational Map	<ul style="list-style-type: none"> Schools 1-4 Rounds
Logistics Map	<ul style="list-style-type: none"> Logistics Map
Food/Cash/voucher Distribution Location Map	
Food Security Map	<ul style="list-style-type: none"> Integrated Context Analysis (Vulnerability categories map)
Other documents collected by the team (including external ones)	
	<ul style="list-style-type: none"> EU Country Report – Kyrgyz Republic (4th Quarter 2015)

Acronyms

ADI	Agency for Development Initiatives
AO	Ayil Okrug (Sub-District)
BR	Budget Revision
CADRI	Centre of Activation of Rural Development Initiatives
CBPP	Community Based Participatory Planning
CCA	Climate Change Adaptation
CDA	Community Development Alliance
CO	Country Office (WFP)
DAC	Development Assistance Committee
DED	District Education Department
EB	Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation Manager
ER	Evaluation Report
ET	Evaluation Team
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
ICA	Integrated Context Analysis
IFAD	International Fund for Agricultural Development
IP	Inception Package
IWC	Inter-Ministerial Working Committee
KGS	Kyrgyz Som
KII	Key Informant Interviews
LA	Local authority
M&E	Monitoring and Evaluation
MoES	Ministry of Education and Science
MoH	Ministry of Health
MoLSD	Ministry of Labour and Social Development
mt	metric tonne
NFI	Non-food items
NGO	Non-government organisation
OECD	Organization for Economic Cooperation & Development
OEV	Office of Evaluation
OpEv	Operation Evaluation
PSNP	Productive Safety Nets Programme
PTC	Parent/teacher committee
RB	Regional Bureau
SES	District Sanitary and Epidemiological Stations
SFP	School Feeding Programme
SIFI	Social and Industrial Food Services Institute
SLP	Seasonal Livelihood Programming
SMP	School Meals Programme
ToR	Terms of Reference
UN	United Nations

UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

Office of Evaluation
www.wfp.org/evaluation



World Food Programme